

COUNTRY PORTFOLIO EVALUATION

Cameroon: An Evaluation of WFP's Portfolio
(2012-mid 2017)

Evaluation Report – Volume I

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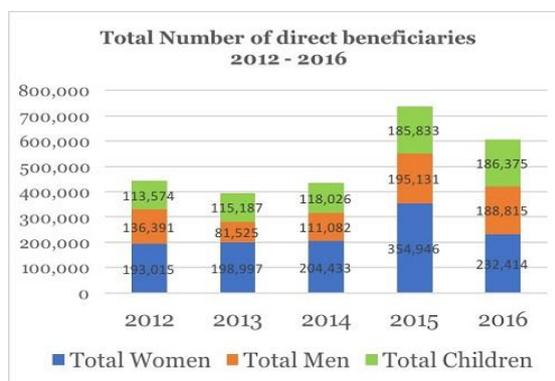
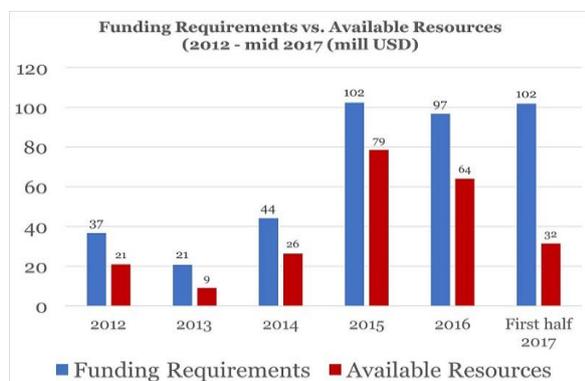
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Fact Sheet: WFP Operations in Cameroon 2012-mid 2017

OPERATION TIME FRAME	OPERATION TITLE	BUDGET (USD) & LEVEL OF FUNDING	BENEFICIARIES 2012-2016 *	ACTIVITIES **
CP 105300 01 Jan 2008 - 31 Dec 2012	Country Programme	Budget: 22,858,745 Funded: 58.7% <i>Source: SPR 2012</i>	W: 41,242 M: 14,878 Ch: 69,587	SM, FFA TSF, BSF Cap.Dev.
CP 200330 01 Jan 2013 - 31 Dec 2017	Country Programme	Budget: 21,485,638 Funded: 30.4% <i>Source: Resource Sit. 06/08/17</i>	W: 246,090 M: 84,616 Ch:85,230	SM, FFA TSF, BSF Cap.Dev.
PRRO 200053 01 Jan 2011 - 30 Sep 2013	Protecting and Rebuilding the Livelihoods of Central African Republic/Chad Refugees and Host Populations in Cameroon	Budget: 26,748,022 Funded: 49.2% <i>Source: SPR 2013</i>	W: 40,246 M: 22,003 Ch:17,413	GFA, FFA, FFT TSF, BSF, FbP
PRRO 200552 01 Oct 2013 - 31 Mar 2017	Food and Nutrition Assistance to Nigerian and Central African Refugees and Host Populations in Cameroon	NB: FROM 2016 Budget: 28,33,919 Funded: 38.8% <i>Source: Resource Sit. 28/04/16</i>	W:106,795 M: 61,902 Ch: 77,208	GFA, FFA, FFT TSF
EMOP 200396 11 Jun 2012 - 31 Dec 2013	Food Assistance to Drought-Affected Households and Acute Malnourished Groups in Logone and Chari Division in the Far North	Budget: 31,516,611 Funded: 59.7% <i>Source: SPR 2013</i>	W:224,976 M:130,258 Ch:123,203	GFA TSF, BSF
IR-EMOP 200679 01 Mar 2014 - 30 May 2014	Food Assistance to Newly Arrived Refugees from Central African Republic	Budget: 1,437,930 Funded: 40.3% <i>Source: SPR 2014</i>	W: 19,934 M: 20,365	GFA
EMOP 200689 26 May 2014 - 31 Dec 2014	Food and Nutritional Assistance to Central African Refugees in East and Adamaoua Regions	Budget: 27,110,000 Funded: 103.5% <i>Source: SPR 2014</i>	W: 66,844 M: 50,335 Ch: 43,816	GFA TSF, BSF, FbP Cap. Dev.
Regional EMOP 200799 01 Jan 2015 - 31 Dec 2017	Critical Support to Populations Affected by the Ongoing Crisis in Central African Republic and its Regional Impact	REGIONAL: Budget: 518,114,428 Funded: 61.6% <i>Source: Resource Sit. 06/08/17</i>	W: 205,650 M: 153,089 Ch:119,221	GFA TSF, BSF, FbP Cap. Dev
Regional EMOP 200777 31 Dec 2014 - 31 Dec 2017	Providing Life-Saving Support to Households in Cameroon, Chad, and Niger Directly Affected by Insecurity in Northern Nigeria	REGIONAL: Budget: 905,924,265 Funded: 61.4% <i>Source: Resource Sit. 06/08/17</i>	W: 232,028 M: 175,498 Ch: 183,417	GFA FFA TSF, BSF Cap. Dev.
SO 200895 15 Aug 2015 - 31 Dec 2017	Humanitarian Air Service (UNHAS)	Budget: 11,454,818 Funded: 71.2% <i>Source: Resource Sit. 06/08/17</i>		Humanitarian Air service
Regional SO 200934 15 Jan 2016 - 31 Dec 2016	Regional Optimization of Supply Corridors for the Humanitarian Response to the Central African Republic Crisis	REGIONAL: Budget: 2,611,798 Funded: 73.4% <i>Source: Resource Sit. 06/08/17</i>		Logistics

*Direct Beneficiaries: W: Women, M: Men, Ch: Children. **SM: School meals, FFA: Food assistance for assets, FFT: Food assistance for training, GFA: General food assistance, BSF: Blanket supplementary feeding, TSF: Targeted supplementary feeding, FbP: Food by prescription, Cap. Dev: Capacity development



Top five Donors to WFP Cameroon 2012-mid 2017: United States of America (32%), Multilateral (12%), Germany (11%), UN CERF (9%), and European Commission (9%)

Executive Summary

Introduction

Evaluation Features

1. The country portfolio evaluation covered WFP's portfolio in Cameroon from 2012 to mid-2017. It assessed WFP's strategic positioning in Cameroon, the quality of and factors influencing WFP's decision making, and the performance and results of portfolio activities. It was timed to inform programming and operationalization of WFP's new Cameroon country strategic plan (CSP), approved in June 2017, and to contribute to enhanced collaboration and synergies among the Rome-based agencies.
2. The evaluation was conducted by WFP's independent Office of Evaluation together with an external team; with field work in Cameroon which took place from 7 to 25 August 2017. The evaluation team relied on extensive existing secondary data complemented by interviews with stakeholders. The country portfolio evaluation built on evidence from two operation evaluations completed in 2016.¹ In 2017, the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development also conducted evaluations of their respective country portfolios in Cameroon. The results of the three evaluations will be presented at a joint workshop in February 2018 to inform future partnerships, coherence and synergy among the Rome-based agencies.

Context

3. With a population of 23 million people, Cameroon is a lower-middle-income country with a relatively stable but recently slowing average annual economic growth rate of 5.5 percent. The country's economy is guided by the Government's strategy for growth and employment (2010–2020). Since 2014, there has been instability in the northern and eastern regions of the country² as a result of the crisis in the Central African Republic and the Boko Haram insurgency spreading into the Lake Chad Basin. Currently, there are more than 325,000 refugees from the Central African Republic and Nigeria and 230,000 internally displaced persons in Cameroon, where 35 percent of the population is food-insecure, chronic and acute malnutrition rates are high and literacy rates are very low in some regions – 40 percent in the Far North Region, for example.³ This humanitarian crisis has brought new challenges with regard to protection and humanitarian access.
4. According to the national gender policy for 2011–2020, socio-cultural gender norms are a major hurdle for the achievement of equal rights and opportunities between men and women. In 2015, Cameroon's Gender Inequality Index score was 0.568,⁴ placing it 136th of the 160 countries in the index. The shortage of reliable statistics on women's empowerment and gender equality is a major challenge to ensuring that programmes respond to gender issues.

¹ Evaluations of protracted relief and recovery operation (PRRO) 200552 and regional emergency operation (EMOP) 200777.

² Far North, North, Adamaoua and East regions.

³ Office of the United Nations High Commissioner for Refugees. <https://data2.unhcr.org/en/country/cmr>.

⁴ UNDP. 2016. The Gender Inequality Index. <http://hdr.undp.org/en/data#>. This index is a composite of indicators on the loss of achievement within a country resulting from gender inequality. It uses three dimensions: reproductive health, empowerment and participation in the labour market.

5. From 2012 to 2016, humanitarian assistance to Cameroon increased from USD 31 million to USD 189 million.⁵ Overall, official development assistance has been low, at 2.5 percent of Cameroon’s gross national income, with France, the World Bank, the European Union, Germany and the United States of America accounting for 75 percent of the total.⁶

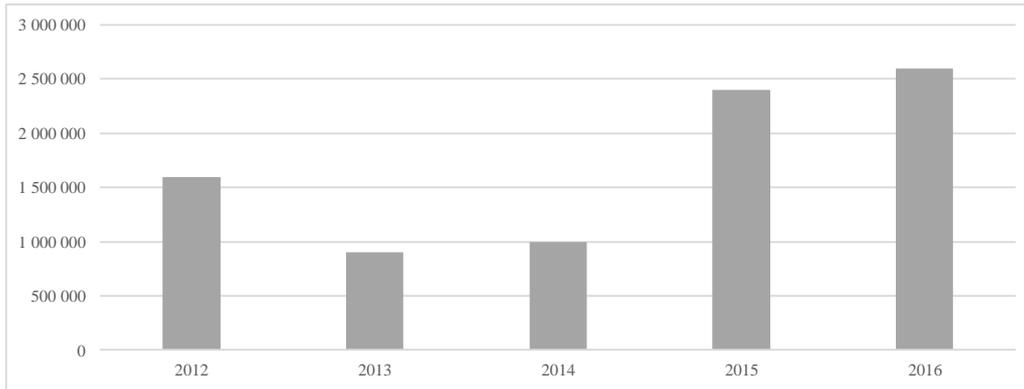
TABLE 1: CAMEROON SOCIO-ECONOMIC INDICATORS			
Source	Year of publication	Indicator	Value
WDI	2012–2016	Population	21–23 million
WDI	2016	Population living below the poverty line	37.5%
WDI	2016	Agriculture value added (% of gross domestic product)	15%
WDI	2014	Arable land (% of land area)	13.1%
EFSA	2016	Food-insecure population	9.6%
WDI	2016	Nutrition deficit (<i>kcal/person/day</i>)	63.0
WDI	2015	Population with access to basic sanitation	38.8%
WDI	2016	Primary school net enrolment	92%
UNHCR	2016	Internally displaced persons	199 000
UNHCR	2016	Refugees	347 000
UNICEF	2012–2015	National stunting rate (% of children under 5)	32.5–31.7%
UNICEF	2015	Global acute malnutrition	5.2%
UNICEF	2015	Maternal mortality ratio (per 100,000 live births)	596

EFSA = emergency food security assessment; WDI = world development indicators; UNHCR = Office of the United Nations High Commissioner for Refugees; UNICEF = United Nations Children’s Fund.

Figure 1: Number of food-insecure people in Cameroon, 2012–2016

⁵ Financial Tracking Service. 2016. <https://fts.unocha.org/countries/39/summary/2017>.

⁶ Organisation for Economic Co-operation and Development. 2017. Query Wizard for International Development Statistics. <http://stats.oecd.org/qwids/>.



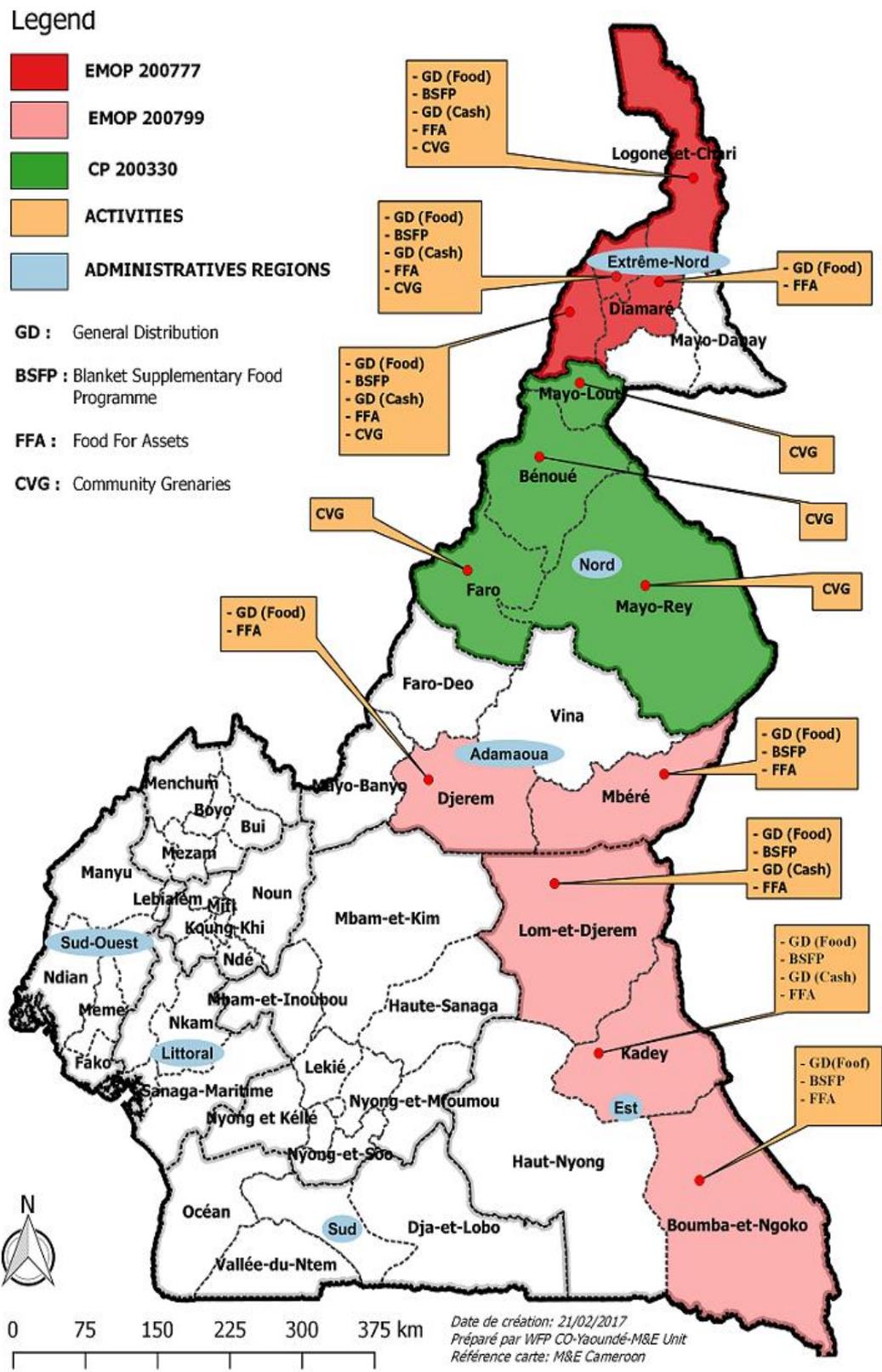
Source: Office for the Coordination of Humanitarian Affairs. www.unocha.org.

WFP Portfolio

6. WFP's support for Cameroon started in the 1970s. From 2012 to mid-2017, WFP's portfolio in Cameroon was multi-faceted, with 11 relief, recovery and development-oriented activities and special operations in the Far North, North, East and Adamaoua regions, which have the highest levels of poverty, food insecurity and humanitarian needs. The country programme for 2013–2017 provided an operational framework reflecting an orientation towards development.

7. In 2014, because of spillover from conflicts in the Lake Chad Basin, Nigeria and the Central African Republic, WFP responded to massive and rapidly increasing humanitarian needs by moving from relatively long-term development-oriented interventions to emergency responses providing general food assistance and nutrition support. Starting in 2016, more recovery-oriented activities were gradually added.

Figure 2: WFP activities in Cameroon (February 2017)

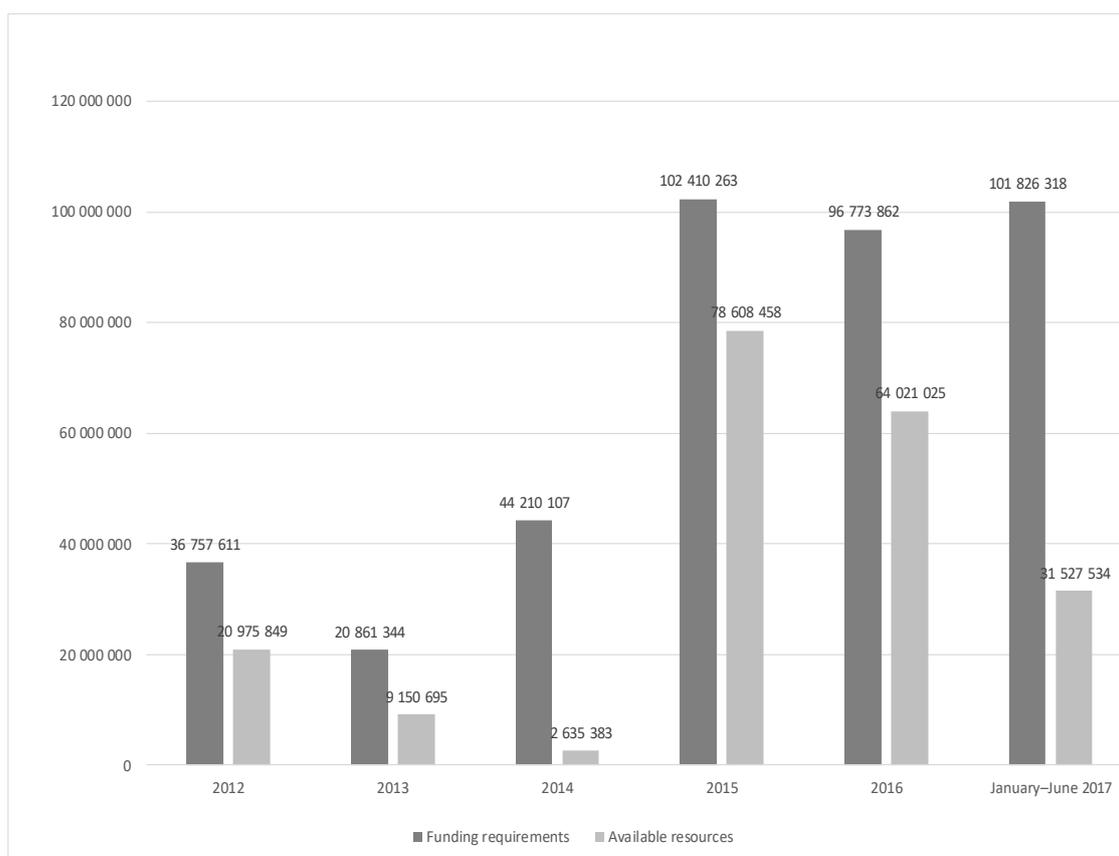


Source: Country Office

8. During the period under review, the portfolio was funded at 57 percent of requirements (Figure 3).

9. There was no country strategy document covering the evaluation period. In June 2017, a new CSP for 2018–2020 was approved by the Executive Board. Compared with the country programme for 2013–2017, the CSP covers a larger target beneficiary group, including refugees and internally displaced persons, while still being centred on the northern and eastern regions. The CSP provides an integrated response that will contribute to the achievement of zero hunger objectives and is based on enhanced collaboration with the Rome-based agencies and other partners. It focuses on the humanitarian–development nexus, in line with WFP’s strategic plan for 2017–2021.

Figure 3: Funding requirements versus available resources, from 2012 to mid-2017 (USD)



Source: WFP Cameroon resource overview 2012–31 July 2017.

Figure 4: WFP portfolio overview, from 2012 to mid-2017

	pre 2012	2012	2013	2014	2015	2016	mid 2017
Cameroon relevant events	<p>2008 high food and fuel Prices</p> <p>Major challenges to food security due to floods and rain</p> <p>2011 price of maize 42% higher than in 2010</p>	<p>High food insecurity and malnutrition in northern and eastern regions (15% of households food insecure)</p>	<p>Floods</p> <p>Number of food insecure people increases from 1.1 to 2.7 million</p> <p>Northern regions received 15,000 Nigerian refugees on top of 17,000 in the east</p>	<p>Humanitarian crisis in the northern and eastern regions</p> <p>Over 241,000 refugees arrive from the Central African Republic and 60,000 from Nigeria</p> <p>Troops deployed to the Nigerian border</p> <p>By year end, 40,000 IDPs in northern regions</p>	<p>270,000 refugees from the Central African Republic 71,000 from Nigeria</p> <p>60% of northern farmers face major land access constraints</p> <p>40% of population in the north food insecure - 1/3 households relying on food assistance.</p>	<p>Food security deteriorates</p> <p>2.4 million food insecure in need of assistance; 203,000 severely insecure and 61,000 children under 5 severely or acutely malnourished</p>	<p>2.6 million food insecure in north and eastern regions</p> <p>325,000 refugees and 250,000 IDPs</p> <p>Agricultural conditions improve with weather, but food insecurity constrains agriculture in northern and eastern regions</p>
Overall WFP focus	DEVELOPMENT ORIENTED IN THE NORTHERN REGIONS			RESPONSE TO EMERGENCIES IN THE NORTHERN AND EASTERN REGIONS WITH INCREASING INCLUSION OF EARLY RECOVERY INTERVENTIONS			
WFP operations in Cameroon	<p>CP 105300: Country programme</p>	<p>PRRO 200053: Protecting and rebuilding the livelihoods of Central African Republic and Chadian refugees and host populations in Cameroon</p> <p>EMOP 200396: Food assistance to drought-affected households in the Logone and Chari Division and nutritionally vulnerable groups in the Far North Region</p>		<p>CP 200330: Country programme</p> <p>PRRO 200552: Food and nutrition assistance to Nigerian and Central African refugees and host populations in Cameroon</p> <p>EMOP 200689: Emergency assistance to newly arrived refugees</p> <p>IR-EMOP 200679: Food Assistance to Newly Arrived Refugees from the Central African Republic</p>		<p>R-EMOP 200799: Critical support to populations affected by the ongoing crisis in Central African Republic and its regional impact</p> <p>R-EMOP 200777: Providing life-saving support to households in Cameroon, Chad, and Niger directly affected by insecurity in northern Nigeria</p> <p>SO 200895: Provision of Humanitarian Air Services in Cameroon</p> <p>R-SO 200934: Regional optimization of supply corridors</p>	
Key Policies and Strategies	Government of Cameroon growth and employment strategy document 2010 - 2020			Revised UNDAF 2011-2012; signed by 18 agencies		United Nations development assistance framework (UNDAF) 2013-2017 signed by 20 agencies	
				Strategic Response Plan 2014-2016		Humanitarian Response Plan 2017-2020	
						WFP CSP 2018-2020 approved by the EB in June 2017	

IDP = internally displaced person; CP = country programme; SO = special operation; R-SO = regional SO; EMOP = emergency operation; R-EMOP = regional EMOP.

Evaluation Findings

Alignment and strategic positioning of WFP's portfolio in Cameroon

10. With conditions in Cameroon relatively stable in 2012 and 2013, WFP was strategically and appropriately placed to support development-oriented initiatives in the country's northern regions, where WFP has been present for several decades. WFP's portfolio was highly relevant to the population's needs, focusing on school meals, community cereal banks and nutrition. In 2014, the arrival of large numbers of refugees from the Central African Republic led to the activation of a WFP corporate Level 3 emergency response, which lasted from May to August 2014, in recognition that humanitarian needs exceeded the country office's response capacity. The Cameroon Level 3 response was harmonized with the Level 3 response in the Central African Republic in order to enhance coordination and efficiency. WFP's rapid response to the emergency situation was facilitated by the country office's food security monitoring capacity and long-term presence in Cameroon. The country office scaled down, and eventually suspended, development-oriented activities. .

11. WFP's constructive role in coordination platforms for humanitarian and development activities in Cameroon, particularly the UNDAF and the strategic response plan for 2014-2016, which involve 17 United Nations agencies – contributed greatly to the coherence of the portfolio's design. The response plan reflected multi-

sector needs and strategic objectives with regard to data collection, analysis of risks and vulnerabilities and reduction of the duration of post-crisis recovery. The humanitarian response plan for 2017–2020 reflects increased attention to resilience and structural and chronic problems leading to vulnerability and humanitarian needs. WFP has focused increasingly on supporting prevention activities in nutrition interventions, partnering with UNICEF and in conformity with the national food and nutrition policy for 2015–2025, which builds on strategies defined under the Scaling Up Nutrition (SUN) initiative. Cameroon does not have a humanitarian cluster system but uses sector working groups. .

12. Since 2015, the portfolio has gradually shifted from treatment to prevention activities in its nutrition strategy and has introduced cash-based transfers (CBTs) as a new modality.^{7,8} These innovative approaches have provided a useful entry point for WFP to position the portfolio strategically and to operate efficiently. By linking blanket supplementary feeding to general food assistance, WFP promoted internal synergies between the two activities, but the reorientation of the portfolio towards emergency operations left unmet needs for longer-term responses to persistent food insecurity in resilience activities and school feeding, which are particularly important for women and girls.⁹ .

13. To address gender inequalities, the design of operations in WFP’s portfolio increasingly prioritized the needs of women and girls. In practice, however, there was limited context-specific analysis of gender issues based on needs disaggregated by sex, age group and socio-cultural diversity. .

14. The geographic and sectoral targeting appropriately aligned WFP’s portfolio with the national vision of development contributing to poverty eradication and with national food security and nutrition strategies. Discontinuation of WFP support to community cereal banks, however, prevented full alignment, as building grain storage capacity was a national priority. Because collaboration by the Rome-based agencies was limited, opportunities for following an integrated approach were missed. The new CSP presents the prospect of the Rome-based agencies working together to achieve better results. .

15. WFP’s leadership in food security assessments was well recognized by partners in Cameroon, placing WFP in a crucial role in humanitarian and development platforms at the national and regional levels, as evidenced by a widespread use of WFP’s high-quality and timely food security information products. In addition, WFP collaborated with FAO on annual crop and food security assessments and with the UNHCR on joint assessment missions. There were attempts to coordinate WFP’s emergency food security assessments with standardized monitoring and assessment of relief and transition (SMART) surveys, as they are complementary, but coordination of scheduling was a challenge.¹⁰ To strengthen relevant national capacities, WFP provided technical assistance for the national food security programme, managed by the Ministry of Agriculture and Rural Development, and for the first national food security monitoring system to feed into the Government’s future early warning system.

⁷ Standard project reports (SPRs) for operations in the 2012–2016 portfolio.

⁸ The country office also provided targeted supplementary feeding for malnourished children under 5.

⁹ See for example WFP, Government of Cameroon National Food Security Programme. 2016. Evaluation de la sécurité alimentaire dans les régions de l’Est, Adamaoua, Nord et de l’Extrême-Nord du Cameroun, 14-28 septembre 2015. <https://reliefweb.int/report/cameroon/evaluation-de-la-scurit-alimentaire-dans-les-r-gions-de-l-est-adamaoua-nord-et-extr>.

¹⁰ Comparison of annual SMART surveys and emergency food security assessments 2012–2017.

16. The 2017 zero hunger strategic review informed the CSP design process, aligning WFP with an analysis of the overall institutional context, including institutions involved in food security, but it does not explicitly identify strategies for enhancing collaboration, synergies and complementarities among the Rome-based agencies. Partners, including donors, welcomed the shift towards integrated planning with greater focus on the humanitarian–development nexus as a viable response to food insecurity in Cameroon, but there was a misperception among some partners regarding the principles, WFP mandates, roles and implementation of the new CSP. .

Quality of and factors influencing WFP’s strategic decision making

17. Decision making was influenced by the context in the northern and eastern regions, WFP’s role in humanitarian and development platforms, and resource availability. The country office’s consistent consideration of risk levels based on information from multiple sources facilitated adaptation of the portfolio to needs.¹¹ Activation of the Level 3 emergency response and the launch of specific emergency responses were informed effectively by risk monitoring. The annual risk register outlined mitigation activities for various potential risks,¹² but these activities were general and their effectiveness could not be ascertained. .

18. The country office systematically used food and nutrition security information, multiple-indicator cluster surveys and information from the protection working group to inform the design of portfolio operations¹³ and strategic decision making, including in the design of the new CSP.¹⁴ .

19. The country office adhered to WFP’s humanitarian protection policy¹⁵ but was not an active member of the protection working group in Cameroon.¹⁶ A coordinated system for the monitoring of protection among humanitarian actors was needed.^{17,18} Internally, WFP’s monitoring system provided critical and relevant information through post-distribution monitoring, the accountability system and its well functioning hotlines. The recently launched corporate digital beneficiary and transfer management platform, SCOPE, was expected to enhance the systematic use in decision making of information on protection.¹⁹ .

Performance and Results of the Country Portfolio

1.1 Effectiveness

20. During the period 2012–2016, the total number of beneficiaries was approximately 2.5 million, or 80 percent of the planned target, ranging from 395,709 in 2013 to 735,910 in 2015. Differences in actual versus planned numbers were explained by funding shortfalls, supply chain challenges and errors in estimated needs. For example, in 2014, the number of refugees from the Central African Republic was

¹¹ WFP staff.

¹² Cameroon country office risk register reports from 2012 to mid-2017.

¹³ Operation documents for portfolio, from 2012 to mid-2017.

¹⁴ CSP 2018–2020 and interviews with WFP staff.

¹⁵ WFP/EB.1/2012/5-B/Rev.1.

¹⁶ Operation documents.

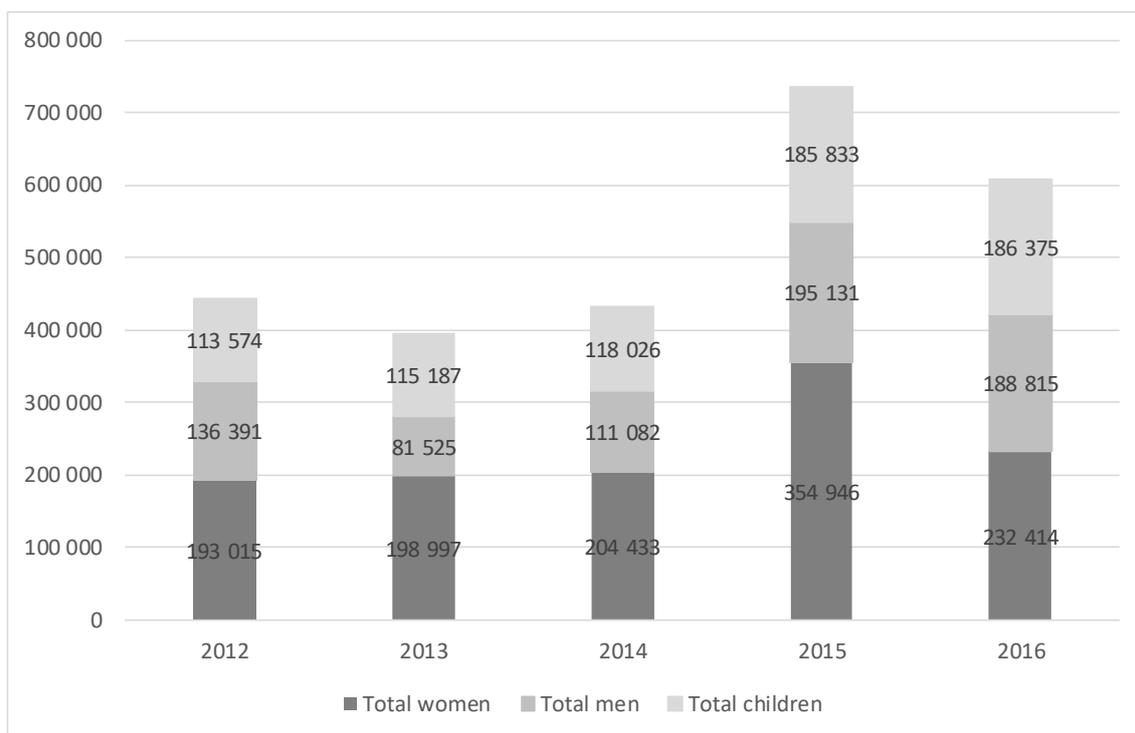
¹⁷ Information from international non-governmental organizations active in protection work in the Far North Region.

¹⁸ UNHCR. 2016. *Stratégie Nationale du Secteur Protection au Cameroun (2016-2017)*. <https://www.humanitarianresponse.info/en/operations/cameroon/document/strat%C3%A9gie-nationale-du-secteur-protection-au-cameroun-2016-2017>.

¹⁹ Interviews with partners.

overestimated. Later, UNHCR’s beneficiary counting methods, which WFP used in its planning for refugees, were modified through the introduction of biometrics.

Figure 5: Actual numbers of beneficiaries, 2012–2016



Sources: SPRs 2012–2016.

21. *General food assistance* reached more beneficiaries than planned, at 104 percent, while targeted supplementary feeding reached 86 percent and food assistance for assets (FFA) 55 percent. Supporting 276 schools, school meals reached only 25 percent of planned beneficiaries because of the suspension of activities in 2015 and resource and capacity shortfalls among counterparts. WFP’s standard project reports, however, showed a decrease in drop-out rates from 4 to 2.5 percent of enrolled children. Although limited in scale, food by prescription for HIV/AIDS patients reached a relatively high share of planned beneficiaries at 89 percent.

FFA/FFT = food assistance for assets/food assistance for training

Sources: SPRs 2012–2016.

TABLE 2: ACTUAL AND PLANNED NUMBERS OF BENEFICIARIES BY ACTIVITY, 2012–2016					
	School meals	Nutrition	General food assistance	FFA/FFT	Food by prescription
Planned	359 746	2 197 022	1 223 890	726 633	4 300
Actual	91 728	1 879 003	1 268 998	397 648	3 819
Actual as % of planned	25	86	104	55	89

22. *Nutrition.* From 2012 to 2015, recovery rates among children under 5 suffering from moderate acute malnutrition (MAM) showed little or no improvement.²⁰ Some operations underperformed, including country programme 200330, under which recovery rates fell from 75 percent in 2014 to 67 percent in 2015, partly as a result of changes in beneficiary groups, with increasing numbers of malnourished Nigerian refugees and internally displaced persons. With the introduction of a preventive approach in the regional EMOPs in the East and Far North regions, recovery rates exceeded 90 percent in 2016 – an improvement of more than 20 percent compared with 2015 (Table 3).

TABLE 3: RESULTS OF NUTRITION SUPPORT FOR CHILDREN UNDER 5 WITH MODERATE ACUTE MALNUTRITION (<i>percentages</i>)		
Operation	Recovery rate, children < 5	
	Base value	Latest measurement
Country programme 200330	74.74 (2014)	67.00 (2015)
PRRO 200053	82.10 (2013)	81.22 (2014)
PRRO 200552	79.00 (2013)	78.05 (2015)
EMOP 200396	64.00 (2012)	77.00 (2013)
EMOP 200689	77.00 (2014)	67.00 (2014)
EMOP 200799	67.00 (2015)	96.00 (2016)
EMOP 200777	66.00 (2015)	90.58 (2016)

Sources: SPRs 2012–2016.

23. The shift in approach to nutrition – from treatment to prevention – also facilitated greater coverage, with larger numbers of children enrolled. It promoted the establishment of nutrition-sensitive preventive delivery platforms through which multiple services could be provided to complement nutrition assistance, including health care, immunization, water and hygiene services and behaviour change communication. In September 2016, a mid-term evaluation in the Far North Region confirmed that this approach enhanced community ownership and monthly screening.²¹ It also enhanced the coverage of integrated health behaviour change activities through a strong nutrition education component and the use of nutrition products adapted to the preferences of beneficiaries.

²⁰ See also SMART surveys for PRRO 200552, but attribution of results to WFP activities was not possible.

²¹ WFP and Government of Cameroon. 2016. *Evaluation à mi-parcours de la nouvelle stratégie de réponse nutritionnelle en urgence région de l'extrême-nord*. The evaluation team comprised representatives of the Ministry of Public Health/Subdirection for Food and Nutrition, Extreme North Regional Delegation of Public Health and WFP.

24. In 2015, based on feasibility studies that recommended an initial pilot, CBTs were introduced for general food assistance under the two regional EMOPs for 75,000 beneficiaries. Because of protection concerns, vouchers were chosen as the CBT modality. Retailer fairs were introduced in locations where market functioning was inadequate.

TABLE 4: COST EFFECTIVENESS – CBTs UNDER EMOP 200799 VERSUS IN-KIND FOOD UNDER EMOP 200777		
	EMOP 200799	EMOP 200777
Omega value	0.02	0.01

Source: Country office.

25. The Omega value for both operations was less than 1, indicating that the voucher modality was more cost-effective than in-kind food in supporting nutrition outcomes. This finding is in line with the operational decision to adopt CBTs on the basis of certain criteria including market functioning. As the programming capacity of the country office covers only the pilot phase, scaling up of CBTs will require capacity strengthening in this area.

26. In general, the quality, usefulness and durability of assets created through FFA were not well documented in SPRs, except for the community cereal banks constructed under the country programme. The 2013 monitoring reports of the FAO/WFP management committee revealed that the storage facilities of community cereal banks were in poor condition.²² The role of community committees in maintaining the facilities was not clear.

Efficiency

27. Throughout the evaluation period, WFP’s supply chain and the timeliness of food assistance deliveries were negatively affected by several factors. Funding shortfalls and delays led to reductions in rations and temporary suspensions of food distributions, as was the case in 2015 for assistance to refugees in the eastern region.²³ WFP’s response to funding shortages was to decrease or suspend non-life-saving activities and to reduce the frequency of distributions and the sizes of rations.

28. In November 2015, the United Nations Humanitarian Air Service (UNHAS) started to operate flights to serve the growing number of humanitarian actors in Maroua who were challenged by inadequate road infrastructure, unreliable air connections provided by private airlines and poor medical services in the Far North Region. UNHAS was timely in facilitating humanitarian responses in the region.

29. With the aim of promoting efficiency, a regional approach was followed for EMOPs in response to the crisis in the Lake Chad Basin and the Central African Republic; partners welcomed the approach and considered it effective in addressing a regional crisis at the national level.²⁴ It facilitated the exchange of information and

²² FAO/WFP management committee. 2013. *Rapport Annuel d’Activites – Exercice 2013*. The FAO/WFP management committee is an interministerial committee established by the Government of Cameroon in 1986 to manage, monitor and coordinate the distribution of in-kind food aid provided by FAO and WFP, including counterpart contributions such as the transport of cereals and support to community cereal stocks for WFP assistance. The Government is currently reorganizing the committee to adapt to the needs of today’s food security cooperation.

²³ SPRs of portfolio operations 2012–2016.

²⁴ Interviews with stakeholders and WFP.

lessons learned and the harmonization of practices while enhancing the visibility and management of WFP's operations with greater support from the regional bureau.²⁵

30. While information flows from WFP were impressive, there was very limited communication appropriately tailored to the needs of different users regarding WFP's CSP and areas of potential intervention.

Monitoring and evaluation

31. Monitoring and evaluation and complaint and feedback mechanisms have recently been strengthened though increased staffing and the country office tool for managing effectively, COMET, but used a generalized approach with aggregated performance indicators such as numbers of women on food distribution committees. The 2016 evaluation of EMOP 200777 found that monitoring and evaluation mechanisms needed to be better adapted to the nature of the emergency caused by the regional crisis.²⁶

Gender issues

32. The prioritization of women and girls as beneficiaries drew attention to the importance of considering gender issues in programming. According to stakeholders in Cameroon, measures to facilitate women's participation in activity implementation by appointing women as monitors and ensuring equal numbers of men and women in distribution committees were positive steps in the promotion of gender equality. Evidence of their effect on gender equality, however, was weak. The standard gender indicators used in SPRs were of limited use in assessing the concrete contributions that operations made in terms of enhancing gender equality and the empowerment of women.

Partnerships

33. The Rome-based agencies coordinated their work in Cameroon strategically within the UNDAF, humanitarian working groups and the SUN initiative. WFP partnerships with UNHCR, UNICEF and national partners showed better complementarity and synergies in WFP's use of status registration, in the treatment of severely malnourished children, and in nutrition prevention platforms.²⁷ Differences in organizational planning, funding and implementation schedules constrained the scope and scale of WFP's synergies with other United Nations agencies. While WFP/FAO cooperation on food security information and assessments was effective, plans for complementary implementation of activities for school gardens, school meals, seed protection and community cereal banks were not realized. Partners indicated that purchase for progress was a potential area for future Rome-based agency collaboration.

Sustainability

34. Despite the provision of direct support for local capacity strengthening, the shift towards emergency response constrained effective handover to national partners. The nutrition activities of PRRO 200552 were transferred to the succeeding EMOP, while FFA and FFT activities were discontinued, with inadequate follow-up affecting the

²⁵ Interviews with current and former staff of the country office and the regional bureau.

²⁶ WFP. 2016. *Opération Régionale d'urgence (Reg. EMOP) Afrique de l'Ouest 200777 – "Fournir un soutien salvateur aux ménages au Cameroun, au Tchad et au Niger directement affectés par l'insécurité dans le nord du Nigeria" Rapport d'Évaluation*. <http://documents.wfp.org/stellent/groups/public/documents/reports/wfp285415.pdf>.

²⁷ Mid-term evaluation of Cameroon UNDAF 2013–2017.

likelihood of FFA results being sustainable.

Conclusions and recommendations

Overall assessment

35. Supported by its long-term presence in Cameroon and its recognized leadership in food assistance WFP, through a flexible approach, facilitated the appropriate shift from development-oriented to humanitarian assistance and was well received by partners.

36. WFP's strategic comparative advantages in Cameroon are in food security assessments, general food assistance, logistics, school meals and nutrition. The various response instruments used were appropriate to the evolving needs of the population. The geographic and sectoral targeting in the four northern and eastern regions was highly relevant given the multiple challenges of food insecurity.

37. The portfolio was aligned with national policies and coherent with the UNDAF and the humanitarian response plan. During the planning phase, there was coherence with interventions of other development and humanitarian actors. WFP intended to establish both strategic and operational collaboration with partners, but there was little practical action on joint programming and implementation, which limited the use of opportunities for synergies and partnerships in achieving food security objectives.

38. Effective partnerships with UNHCR and UNICEF allowed better complementarity and synergies in WFP's use of status registration and in the treatment of severely malnourished children. Rome-based agency collaboration was mainly limited to cooperation in strategic planning, coordination and food security monitoring. The various programming cycles and resource capacities of United Nations partners were not conducive to realizing potential complementarities, particularly in respect of school meals and livelihood activities.

39. The reorientation of the portfolio in 2013–2014 to increase the focus on refugees, internally displaced persons and vulnerable host populations was relevant in view of the arrival of large numbers of refugees from the Central African Republic and Nigeria and the rapidly increasing number of internally displaced persons. It left large unmet needs for the continuation of livelihood activities, however, including school meals and FFA to improve the resilience to shocks in communities and households.

40. Overall, the country portfolio was effective in addressing life-saving humanitarian needs, reflecting WFP's strategic positioning and good cooperation with partners at the central and local levels. On the other hand, the portfolio was less effective in achieving early recovery and resilience-related outcomes. Limited results in school meals and FFA revealed efforts to stretch funding by cutting ration sizes and the frequency of distributions, particularly for non-life-saving interventions.

41. Special operations and logistics management were important elements of WFP's strategic positioning and activities in Cameroon. They reinforced WFP's strategic role in food security monitoring, coordination and harmonization and made positive contributions to the efficiency of the portfolio. At the same time, however, efficiency was affected by external factors, particularly the volatility of insecurity, breaks in food assistance pipelines and unpredictability arising from the regional crisis in neighbouring countries. While WFP was efficient in sharing information,

communications were inadequate in enhancing understanding of WFP's strategy, areas of potential intervention and approaches.

42. The innovative approaches introduced, such as the use of CBTs and the shift in nutrition activities from treatment to prevention, showed initial positive results and were appropriate for scale-up. CBTs also improved efficiency as did the use of mobile vulnerability analysis and mapping for data collection in areas with restricted humanitarian access.

43. With the shift in focus to respond to emergency needs, protection and humanitarian access issues became even more important. The country office systematized the use of post-distribution monitoring, complaint systems and outreach campaigns on beneficiaries' rights and risks. More needs to be done, however, to tailor communication messages to various users.

44. With regard to longer-term food security interventions launched in the early phase of the portfolio, the sustainability of community structures built through FFA activities was constrained. Adherence to handover strategies developed as part of operations was inadequate.

45. For operation design and implementation, WFP established strong links with national non-governmental organizations as implementing partners and cooperation with central and regional government institutions. There was, however, no systematic strategy to guide WFP's contribution to national capacity strengthening in respect of food security.

46. There has been a general and increasing recognition of gender issues throughout the portfolio, with rising awareness that women and girls face challenges that are greater than and different from those facing men and boys. Operations targeted women and girls carefully, increasing the potential for improved understanding of gender based needs. There was inadequate gender analysis in programming, however, which did not take into consideration local differences and the dynamic aspects of gender roles. Monitoring indicators for gender-sensitive approaches did not sufficiently cover the promotion of gender transformative roles at the local level.

Recommendations

47. Table 5 presents recommendations based on the findings and conclusions of the country portfolio evaluation, with a forward-looking perspective towards the CSP for 2018–2020.

TABLE 5: RECOMMENDATIONS			
No	Rationale	Recommendation	Responsibility and timing
Strategic orientation			
1	The innovative approaches introduced in the portfolio have demonstrated their appropriateness and shown initial positive results when applied under the right conditions. Scale-up of these innovations, however, will require additional programming capacity in the country office.	<p>1. WFP should consolidate the shift in focus of <i>nutrition activities towards an integrated prevention approach</i> while maintaining the flexibility to allow scale-up of treatment when nutrition monitoring indicates increasing moderate and severe acute malnutrition. This will require:</p> <p>a) development of a partnership strategy for ensuring integration, synergies and complementarity with other partners, especially the Rome-based agencies;</p> <p>b) promotion of healthy diets through locally appropriate outreach campaigns, including cooking classes and complementarity with school meals programming;</p> <p>c) enhancement of investments in food security monitoring systems that allow continuous monitoring of nutrition status and systematic monitoring of nutrition outcomes;</p> <p>d) focus on the “1,000 day window” between conception and 2 years of age in order to further increase efficiency and effectiveness in line with the SUN initiative recommendations; and</p> <p>e) continuous nutrition monitoring in targeted areas of children under 5, pregnant and lactating women and girls and other vulnerable groups, including adolescent girls and elderly people.</p>	Country office, with support from the regional bureau and headquarters: 2018–2020
2	The innovative approaches introduced in the portfolio have demonstrated their appropriateness	2. WFP should expand the programming capacity of the country office in the use and scale-up of CBT modalities, guided by:	Country office, with support from the regional bureau and headquarters: 2018–2020

TABLE 5: RECOMMENDATIONS

No	Rationale	Recommendation	Responsibility and timing
	and show initial positive results when applied in the right conditions. Scale-up of these innovations, however, will require additional programming capacity in the country office.	a) systematic post-distribution analysis of cost efficiency and cost effectiveness; b) monitoring and analysis of factors affecting the choice of transfer modality, such as market functioning, and beneficiary preferences and satisfaction; and c) analysis of options for combining transfer modalities.	
3	The innovative approaches introduced in the portfolio have demonstrated their appropriateness and show initial positive results when applied under the right conditions. Scale-up of these innovations, however, will require additional programming capacity in the country office.	3. WFP should consider the limited complementarity of the Rome-based agencies and the corporate call for strengthening their collaboration as a means of responding to the Zero Hunger Challenge. The country office should take the initiative in institutionalizing partnerships for joint programming where benefits in terms of synergies and complementarity can be identified: a) Enhance the food security information system through further development of the sentinel system being piloted in the Far North Region. b) Support capacity strengthening for relevant government counterparts. c) Design a resilience strategy that harmonizes complementary activities and resources. d) Explore strategies for combining school feeding with purchase for progress activities.	Country office, with support from the regional bureau and headquarters: 2018–2020
Targeting			
4	In the light of the concentration of persistent food insecurity in the northern and eastern regions, the country office should continue to focus its	4. WFP should continue to focus on the northern and eastern regions while gradually moving towards the re-establishment of early recovery activities. Thus WFP should: a) Ensure full integration and synergies between mutually reinforcing interventions so that modifications in	Country office, with support from the regional bureau and headquarters: 2018–2020

TABLE 5: RECOMMENDATIONS

No	Rationale	Recommendation	Responsibility and timing
	<p>interventions on these regions, with greater use of longer-term programming and implementation to gradually promote greater resilience following a community-led approach.</p>	<p>one intervention will not have negative impacts on others.</p> <p>b) Establish and implement effective handover and sustainability strategies as an integral part of programming.</p> <p>c) Ensure that programming is based on realistic assessments of funding through broader dialogue with donors during the programming of activities</p> <p>d) Promote and strengthen economic resilience in intervention areas, including through greater use of FFA in, for example, the creation of community food banks, reforestation and the repair of feeder roads.</p> <p>e) Re-establish school meals interventions, including emergency school meals that are coherent with multi-sector support for national social protection systems.</p> <p>f) Enhance strategic cooperation with the newly reorganized national FAO/WFP management committee.</p>	

TABLE 5: RECOMMENDATIONS			
No	Rationale	Recommendation	Responsibility and timing
Gender			
5	Given WFP's commitment to gender equality and women's empowerment, the degree of gender inequality in Cameroon demands systematic and adequate attention to gender considerations in the country office's programming.	<p>5. WFP should develop an evidence-based operational strategy for integrating gender considerations into programming, in line with WFP's gender policy and action plan, by:</p> <p>a) ensuring that programming is based on specific gender analysis and monitoring of key gender-related outcome indicators; and</p> <p>b) strengthening the partnership with the Ministry of Women's Empowerment and the Family at the national and regional levels.</p>	Country office, with support from the regional bureau and headquarters: 2018–2020
Communication			
6	Considering the crucial role of enhanced communication in contributing to the visibility, resource mobilization and success of WFP in Cameroon, there is a need to systematize the communication framework to allow the tailoring of communication flows to different users.	<p>6. WFP should design an effective communication framework that includes:</p> <p>a) identification and use of windows of opportunity, platforms for outreach and influencers at all levels;</p> <p>b) development of strategic communication partnerships and alliances;</p> <p>c) mainstreaming of communication protocols throughout the portfolio;</p> <p>d) monitoring of the efficiency of communications; and</p> <p>e) capacity building for country office staff in respect of communication skills.</p>	Country office, with support from the regional bureau and headquarters: 2018–2020

TABLE 5: RECOMMENDATIONS			
No	Rationale	Recommendation	Responsibility and timing
National capacity			
7	To optimize WFP’s strategic role in food security information and early warning for evidence-based food security programming, there is a need for a systematic and effective strategy that supports the development of relevant national capacities.	<p>7.WFP should develop a strategy for supporting the development of national and local capacities in food security monitoring, early warning and response. This strategy should seek to:</p> <ol style="list-style-type: none"> 1. strengthen collaboration with Cameroon’s national institute of statistics. 2. continue to support the countrywide sentinel food security monitoring system. 3. expand the use of SCOPE by cooperating partners and national counterparts. 4. embed capacity development assessments as an integral part of programming. 5. develop a strategic framework for supporting relevant local and national partners, based on systematic capacity needs assessments, working in partnership with other actors and aligned with partners’ needs. 	Country office, with support from the regional bureau and headquarters: 2018–2020

1. Introduction

1.2 Evaluation Features

Rationale, Objectives, and Scope

1. The country portfolio evaluation (CPE) covers the entirety of United Nations World Food Programme's (WFP) portfolio in Cameroon over the period 2012-mid 2017. The country portfolio evaluation seeks to provide evidence to guide ongoing and future programming decisions in the implementation of the new WFP Cameroon Country Strategic Plan (CSP).²⁸ The country portfolio evaluation analysed WFP alignment and strategic positioning, quality and factors of strategic decision-making, and assessed results and performance. The objective of the country portfolio evaluation is to generate evidence for accountability and learning as per the terms of reference (ToR, in Annex 1).²⁹

2. While the country portfolio evaluation follows the standard structure of the country portfolio evaluation model of the Office of Evaluation (OEV), the Cameroon country portfolio evaluation is unique. Two of the 11 operations of the portfolio were evaluated in 2016: a single-country protracted relief and recovery operation (PRRO 200552) and a multi-country emergency operation (EMOP 200777). WFP therefore decided that the country portfolio evaluation will be a 'CPE light' as it will build on available evidence from the evaluations of these two operations.³⁰

3. Moreover, the evaluation team was tasked to review collaboration among the three Rome-based United Nations agencies (RBAs).³¹ In 2017, the International Fund for Agricultural Development (IFAD) and the Food and Agricultural Organization (FAO) also conducted evaluations of their country portfolios in Cameroon. The three individual evaluations will be presented in February 2018 for discussions during a joint workshop for key stakeholders in Cameroon. In addition, the workshop will inform a joint evaluative paper for future Rome based agency collaboration in Cameroon.

Stakeholders and Users

4. The intended users of the country portfolio evaluation are WFP country office, the regional bureau in Dakar, headquarters management and technical divisions and the Executive Board; the Government of Cameroon at central and regional levels in charge of agriculture, education, health, social development, women empowerment, and planning;³² Rome based agencies and other United Nations and multilateral agencies;³³ cooperating partners and other non-governmental organizations (NGOs); and donors. While not a primary intended user, the direct beneficiaries of WFP operations in Cameroon: communities, men and women, and boys and girls are a key

²⁸ The Country Strategic Plan 2018-2020 was finalized and approved by the Executive Board in June 2017.

²⁹ Terms of Reference – Cameroon: An Evaluation of WFP's Portfolio (2012 – Mid 2017).

³⁰ The focus of the evaluation of the regional EMOP 200777 was regional while the PRRO 200552 provided information on some issues covered by the CPE while other areas were not covered. Moreover, PRRO 200552 only constituted 10% of total beneficiaries reached by the portfolio 2012 – mid 2017 while EMOP 200777 constituted 19% of total beneficiaries reached.

³¹ Collaboration among the United Nations Rome based agencies: "Delivering on the 2030 Nov 2016 and Joint Statement by the Offices of Evaluation of CGIAR, FAO, IFAD, and WFP for Strengthening Agenda Collaboration in Evaluation of Rome Based Agencies dealing with Food Security, Agriculture, and Rural Poverty Alleviation". (Rome 2 April 2013).

³² Ministry of Agriculture and Rural Development, Ministry of Basic Education, Ministry of Health, Ministry of Territorial Administration, Decentralization and Social Development, Ministry of Economy, Planning and Regional Development, and Ministry of Women Empowerment and Family.

³³ United Nations High Commissioner for Refugees (UNHCR), United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), United Nations Country Team, World Bank, International Committee of the Red Cross (ICRC), and International Organization for Migration (IOM).

stakeholder group of the country portfolio evaluation. A stakeholder analysis is presented in Annex 2.

Methodology

5. To assess performance of the portfolio as a whole, the country portfolio evaluation used criteria of relevance, effectiveness, efficiency, connectedness and sustainability, guided by an evaluation matrix for data collection and analysis (Annex 3). The country portfolio evaluation relied mainly on secondary data, including a systematic review of operation documents, standard project reviews, progress reports, field monitoring reports, feasibility and other studies, and programme and operation evaluations.³⁴ It was complemented by primary data collected through individual and group interviews with stakeholders of the portfolio and visits to selected intervention sites. One hundred and ten interviews were carried out with key stakeholders to inform the country portfolio evaluation. Lists of reviewed documents and persons interviewed are presented in Annex 4 and Annex 5 respectively.

6. The country portfolio evaluation was prepared by a team of three senior evaluators with no former links to the WFP Cameroon portfolio. The team has extensive experience in food security, including nutrition, health, and humanitarian and development responses. The team followed the WFP Centralized Evaluation Quality Assurance System (CEQAS).

7. The 'CPE light' attribute is reflected in the use of a smaller team and a more condensed programme. Following a three-day initial briefing in WFP Rome 1-3 August 2017, the team conducted a combined in-county inception and data collection mission in Cameroon, from 7-25 August, 2017. The data collection mission included meetings in Yaoundé with WFP country office, government representatives, cooperating partners, donors, and other United Nations agencies. Moreover, the team visited WFP sub-offices Maroua and Bertoua as well as the satellite office in Garaoua and met WFP staff, regional and local authorities, beneficiaries, and cooperating partners. Annex 6 presents the schedule for field data collection.

8. There was limited institutional memory for the early phases of the portfolio implementation and no documented country strategy or theory of change that underpinned the portfolio over the evaluation period. The country portfolio evaluation did not reconstruct a theory of change but relied on the logical framework presented in the country programmes as an alternative conceptual framework.

1.3 Country Context

9. Cameroon is a lower-middle-income country with a gross national income per capita of USD 1,320 in 2015. The population grew from 21 million in 2012 to 23 million in 2017.³⁵ The country has gone through a relatively stable economic development since independence in 1960 with annual average economic growth rates of 5.5 percent during the period 2012-2015.³⁶ Cameroon ranked 153 out of 187 on the human

³⁴ Operation evaluations completed in 2016: 1) Cameroon, Protracted Relief and Recovery Operation 200552, Food and Nutrition Assistance to Nigerian and Central African Refugees and Host Populations in Cameroon (2013-2016) and 2) Opération Régionale d'urgence (Reg. EMOP) Afrique de l'Ouest 200777 – "Fournir un soutien salvateur aux ménages au Cameroun, au Tchad et au Niger directement affectés par l'insécurité dans le nord du Nigeria" Rapport d'Evaluation

³⁵ National Institute of Statistics of Cameroon <http://nso.cameroon.opendataforafrica.org/jsznypg/population>. The population estimates are based on the 2005 Population and Housing Census.

³⁶ World Bank Open Data

http://datbank.worldbank.org/data/Views/Reports/ReportWidgetCustom.aspx?Report_Name=CountryProfile&Id=b45ofd57&tbar=y&dd=y&inf=n&zm=n&country=CMR

development index in 2016 with improving trends of most indicators over the last ten years.³⁷ The global financial crisis in 2008-2009 and the falling oil prices had a severe impact on the country's economy, which is largely dependent on oil.^{38,39} The economic forecasts for 2016 and 2017 showed a decrease in the economic growth from 4.5 percent to 3.9 percent respectively.⁴⁰

10. Over the last four years, Cameroon has experienced increasing instability in the northern and eastern regions⁴¹ as a result of two regional crises that have spilled over from Nigeria and Central African Republic (CAR) causing critical humanitarian needs of host populations, internally displaced persons (IDPs), and refugees. Cameroon is a decentralized unitary state organized in ten regions, each under the administration of an elected council and headed by a governor selected by the President. Central line ministries have regional delegations responsible for regional affairs under the responsibility of the central ministry. The regions are subdivided into 58 departments with a total of 360 districts. Staffing is a challenge to the regional administrations with limited technical and financial capacity, particularly in the northern regions.

11. In 2009, the Government of Cameroon defined its long-term development vision (Vision 2035)⁴² of an emerging middle-income democratic and newly industrialized state, with a central objective of reducing poverty through job-creation and basic social services. The vision refers to “a fair allocation of resources between town and countryside and between regions” and promises decentralization and solidarity. To operationalize Vision 2035, Cameroon launched the *Strategy Document for Growth and Employment 2010-2020* (DSCE) with the following objectives: i) increase growth to 5.5 percent annually; ii) reduce underemployment to below 50 percent in 2020; and iii) reduce the poverty rate to 29 percent.

Poverty

12. In 2016, 38 percent of Cameroonians lived below the national poverty line compared to 40 percent in 2010.⁴³ Ninety percent of the people below the poverty line lived in rural areas.⁴⁴ The poverty was concentrated in the northern regions, where 30 percent of the population lived and where it has continued to worsen over the last decade.⁴⁵ Income inequality remained relatively high, with a Gini coefficient of 39 percent in 2013⁴⁶ and reflected strong urban-rural and regional divides. The urban-rural divide was further reflected in people living in multidimensional poverty, who constituted 25 percent nationally and 42 percent in rural areas in 2011.^{47,48} Important regional differences in multidimensional poverty are highlighted in Table 1, showing the high levels of destitution in the four northern and eastern regions: Far North, North, Adamaoua, and East, where the operations of the WFP 2012–mid 2017 portfolio were concentrated.

³⁷ UNDP: Human Development Indicators – Cameroon <http://hdr.undp.org/en/countries/profiles/CMR>

³⁸ Oil contributes more than 40 percent of the export.

³⁹ World Integrated Trade Solution <http://wits.worldbank.org/CountryProfile/en/Country/CMR/Year/2015/Summary>

⁴⁰ World Bank: Global Economic Prospects <http://www.worldbank.org/en/publication/global-economic-prospects#data>

⁴¹ Northern and eastern regions refer here to the regions Far North, North, Adamaoua, and East.

⁴² “Cameroon: an emergent democratic country unified through its diversity.”

⁴³ World Bank Open Data based on data from the National Statistical Institute in Cameroon.

<https://data.worldbank.org/country/cameroon?view=chart>

⁴⁴ MINEPAT (2016) “Stratégie du Développement Rural 2015-2020”

⁴⁵ WFP (2016) “Evaluation de la sécurité alimentaire dans les régions de l’Est, Adamaoua, Nord et de l’Extrême-Nord”

⁴⁶ Human Development Report hdr.undp.org/en/content/income-gini-coefficient

⁴⁷ Data from DHS 2011 are the most recent poverty data available at a regional level.

⁴⁸ Oxford Poverty and Human Development Initiative (2017) “Country Briefing 2017: Cameroon”. Based on data from Demographic Health Survey, Cameroon 2011.

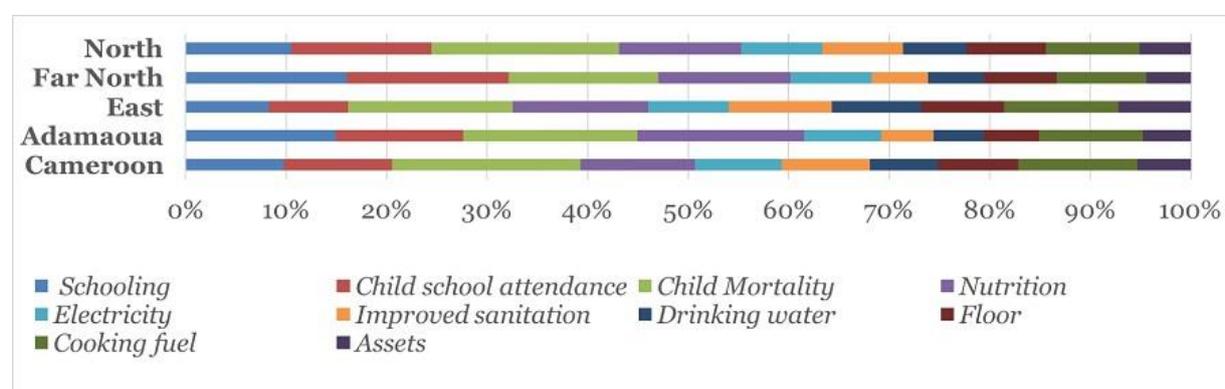
Table 1: Regional incidences of multidimensional poverty⁴⁹

Region	Multi-dimensional poverty index	Percentage of population vulnerable to poverty	Percentage of population in severe poverty	Percentage of population who are destitute	Population share
Cameroon	0.248	19%	25%	21%	100%
Urban	0.091	20%	7%	-	48%
Rural	0.393	18%	42%	-	52%
Douala	0.024	16%	0%	0%	9%
Yaoundé	0.026	14%	1%	0%	9%
Littoral (excl. Douala)	0.091	26%	7%	9%	4%
South-West	0.129	24%	9%	7%	7%
South	0.131	30%	7%	7%	3%
West	0.146	26%	8%	8%	11%
North-West	0.167	28%	12%	6%	9%
Centre (excl. Yaoundé)	0.179	21%	11%	11%	7%
Adamaoua	0.269	23%	26%	20%	5%
East	0.274	21%	29%	23%	4%
North	0.458	16%	54%	45%	11%
Far North	0.54	8%	64%	55%	19%

Source: OPHI (2017) "OPHI Country Briefing 2017: Cameroon" Oxford Poverty and Human Development Initiative (OPHI) www.ophi.org.uk. Based on data from Demographic Health Survey 2011.

13. Figure 1 shows the relative contribution of different poverty dimensions to the multidimensional poverty index (MPI). Schooling, child school attendance, nutrition and child mortality are major contributors to multidimensional poverty throughout the country. In Adamaoua, East, North, and Far North all ten dimensions are important for the multidimensional poverty index.

Figure 1 : Relative contribution (%) of different poverty dimensions to multidimensional poverty index in Cameroon's northern and eastern regions compared to national level



Source: OPHI (2017) "OPHI Country Briefing 2017: Cameroon" Oxford Poverty and Human Development Initiative (OPHI) www.ophi.org.uk. Data based on Demographic Health Survey 2011.

14. Social protection is very limited in Cameroon. The few existing social safety nets are typically linked to development and humanitarian projects, including WFP operations providing school meals, food assistance for assets, nutrition support, and cash transfers.⁵⁰

⁴⁹ The multidimensional poverty index is based on household level data and is a composite of ten indicators, broadly categorized into three dimensions: health (nutrition, child mortality), education (years of schooling, child enrolment), and standard of living (electricity, drinking water, sanitation, flooring, cooking fuel, assets).

⁵⁰ World Bank (2012) "Cameroon Social Safety Nets" Human Development Department, Social Protection Unit. <http://documents.worldbank.org/curated/en/465051468227699490/pdf/705300ESWocMoPoCodisclosed080200120.pdf>

Instability and Insecurity

15. Cameroon shares borders with Nigeria, Chad, the Central African Republic, Equatorial Guinea, Gabon and the Republic of Congo. This places Cameroon in a highly volatile region with widespread security concerns, massive population displacements and large refugee and internally displaced person populations. Moreover, the two northern regions, Far North and North are located in the Sudano-Sahelian agro-ecological zone. They are highly susceptible to climate change and land degradation, and frequent droughts and floods cause population displacements. Two massive influxes of refugees from the Central African Republic and Chad took place in 2005 and 2008 respectively, mainly towards East and Adamaoua. Intensification of the Central African Republic crisis at the end of 2013 resulted in a large influx of new Central African Republic refugees to the eastern regions.

16. Attacks from the armed group Boko Haram have provoked a humanitarian crisis in Far North since the end of 2014.⁵¹ The regional insecurity had severe negative impacts on the already fragile northern and eastern regions, reflected in a rising number of people living in poverty. Basic social services are scarce and there are increasing fights over land access, including land use conflicts between farmers and pastoralists. The Anglophone crisis in the western part of the country escalated in 2016 with violent demonstrations. The impact on the Government's capacity to address the humanitarian crisis in northern and eastern regions remains unknown.

Internally Displaced Persons and Refugees

17. Currently, there are more than 325,000 refugees and 230,000 internally displaced persons in Cameroon.⁵² The refugees and internally displaced persons are concentrated in the northern and eastern border areas. Figure 3 shows the distribution of refugees and internally displaced persons in Cameroon in June 2017. As can be seen, internally displaced persons are particularly concentrated in Far North. Thirty percent of the refugees live in seven organized sites,⁵³ while 70 percent are living among host communities. Most refugees and internally displaced persons rely on humanitarian assistance for their basic needs, but the level of humanitarian funding has been insufficient to ensure proper coverage.

18. Reasons for displacement in Far North range from climatic factors to conflicts. The International Organization for Migration estimates that 72 percent of internally displaced persons in Far North were displaced because of drought and floods while 23 percent were displaced due to conflicts in 2014. In July 2017, the situation had changed fundamentally: conflicts resulted in 92 percent of internally displaced persons, while less than 5 percent were displaced because of climatic events.⁵⁴

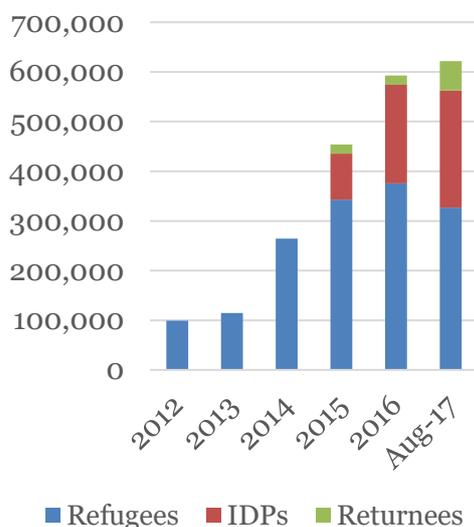
⁵¹ The Islamist group 'Boko Haram' (meaning Western education is forbidden) has been leading a violent insurgency in the north-east part of Nigeria since 2009. Since the end of 2014, the Boko Haram insurgency has spread to Cameroon, Chad, and Niger and is now affecting more than 30 million people in the Lake Chad Basin; a vulnerable region with high levels of poverty, high unemployment, high population growth rates, extreme weather conditions, difficulties of livelihoods to recover between shocks, weak government response capacities, and chronic food insecurity.

⁵² UNHCR, <https://data2.unhcr.org/en/country/cmr>

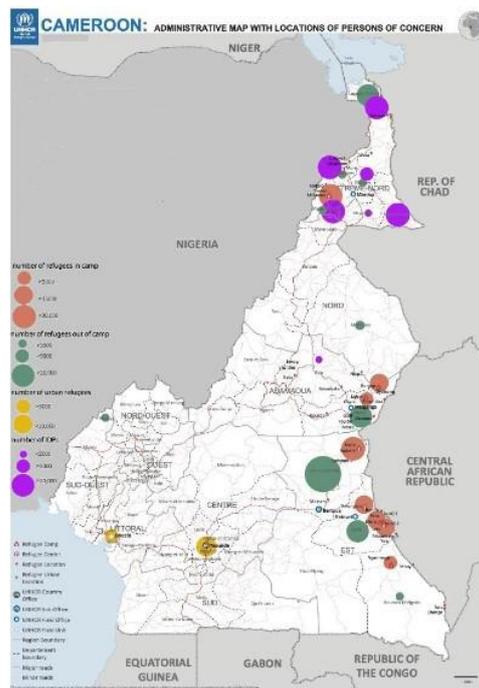
⁵³ The seven refugee camps are: Minawao in Far North with 60,000 Nigerian refugees, and six sites in eastern part of North, Adamaoua, and East: Borgop with 11,000 CAR refugees, Gado with 23,000 CAR refugees, Ngam with 7,000 CAR refugees, Lolo with 11,000 CAR refugees, Ngarisingo with 1,000 CAR refugees, Mbile with 10,000 CAR refugees.

⁵⁴ DTM (2017) "Displacement Tracking Matrix – Cameroon Far North Region – Round 9 – 26 June-7 July 2017" <http://www.globaldtm.info/cameroon/>

Figure 2 : Refugees, internally displaced persons, and returnees 2012–August 2017 **Figure 3 : Location of refugees and internally displaced persons, July 2017**



Source: www.UNHCR.org



Source: www.UNHCR.org

Agriculture and Food Security

19. Agriculture is a key economic sector in Cameroon, generating 20 percent of the gross domestic product (GDP) and employing 60 percent of the labour force.⁵⁵ In spite of a great agricultural potential, Cameroon remains food-insufficient and imports 25 percent of its cereal consumption.⁵⁶ The agricultural sector is mainly composed of small family structures (3 hectares on average). Only 29 percent of the arable land is cultivated; productivity is low with limited levels of mechanization and use of inputs such as fertilizers.⁵⁷ The northern and eastern regions are the principal potential producers of cereals, livestock and legumes, but show low productivity. Over the last four years, insecurity has constituted the main challenge to food production, particularly in Far North, North, East, and Adamaoua.

20. The *National Agricultural Investment Plan (PNIA 2015-2020)* is the guiding document for the rural sector. It is in line with the *National Strategy for Rural Development (SDSR) 2010-2020*, and the *2010-2020 Growth and Employment Strategy Document*. It focuses on the competitiveness of agricultural products.

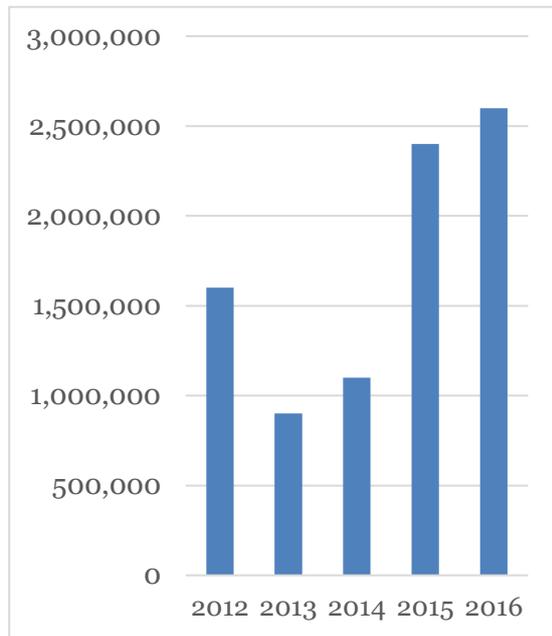
21. At national level, food security improved during the 2000s and Cameroon achieved the Millennium Development Goal 1 (MDG-1) hunger target in 2012 by halving the proportion of hungry people. The 1996 World Food Summit (WFS) target of halving the absolute number of hungry people was achieved by 2014. Nevertheless, these numbers do not reveal important regional differences and persistent high levels of food insecurity in the northern and eastern regions (Fig. 4 and 5).

⁵⁵ Ministère de la planification et de l'aménagement du territoire (MINEPAT) (2016) « Stratégie de Développement du Secteur Rural »

⁵⁶ WFP, FAO, Republic of Cameroon (2011) « Analyse Globale de la Sécurité Alimentaire et de la Vulnérabilité au Cameroun »

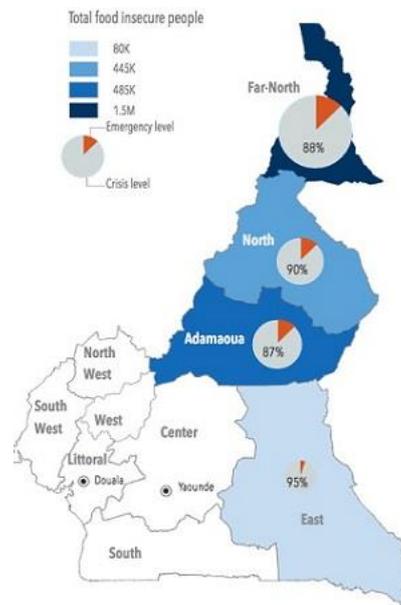
⁵⁷ FAOSTAT <http://www.fao.org/faostat/en/#country/32>

Figure 4 : Number of food insecure people in Cameroon 2012-2016



Source: www.UNOCHA.org

Figure 5 : Regional food insecurity, March 2017



Source: www.UNOCHA.org

22. The *Comprehensive Food Security and Vulnerability Analysis* (CFSVA) in May 2011⁵⁸ showed that about 10 percent of the rural households were food insecure (2.2 percent severely food insecure) with unsatisfactory food consumption and limited access to food. The situation was particularly serious in East, North, and Far North, where 10 percent, 16 percent, and 18 percent of the households respectively were food insecure. In the regional capitals 7 percent were food insecure. The Food Security Information Network (FSIN) estimated that 10 percent of the total population in Cameroon was food insecure in 2016.⁵⁹ Poverty was a main driver of food insecurity, preventing rural households from producing sufficient food for the whole year. Furthermore, high levels of vulnerability meant households had very limited resistance to shocks. Since 2013, food insecurity in Cameroon is closely linked to the regional crises, having severe negative impact on food production, markets, and nutrition status. An overview of the evolving food security in the northern and eastern regions during 2012–2017 is presented in **Annex 7**.

23. Cameroon does not have a food security policy. Over the last years, though, several national food security frameworks have been launched, setting a national food security agenda, including the creation of the Interdepartmental Committee on Food Security in 2009. The committee comprises 19 ministries and is chaired by the Secretary General of the Prime Minister’s Office. Its mission is to develop and ensure implementation of policies and strategies for food security actions, including the National Food Security Programme (Programme National de Sécurité Alimentaire – PNSA) launched in 2009. While the PNSA originally focused on direct productivity measures, it was reoriented in 2015 to focus on early warning and nutritional education. The programme is currently being revised. According to the draft new

⁵⁸ WFP “Comprehensive Food Security and Vulnerability Study – Cameroon” 2011. A new CFSVA is under preparation.

⁵⁹ Global Report on Food Crises 2017. Available at www.fao.org/emergencies/resources/documents/resources-detail/en/c/876564/

programme, there is a lack of updated agricultural statistics and timely information on production losses, market information, and nutritional values.

24. WFP, FAO and other United Nations agencies carry out ad-hoc food security assessments, often as joint exercises. The Integrated Food Security Phase Classification (IPC) has yet to be implemented in Cameroon. There have been national discussions on cooperation with the Permanent Interstate Committee for Drought Control in the Sahel (CILSS) for the specific IPC developed in West Africa “Cadre Harmonisé d’Analyse permanente de la vulnérabilité courante”. The Famine Early Warning System (FEWS Net) is not present in Cameroon but regularly develops food security information products for the Lake Chad Basin.

Nutrition and Health

25. Malnutrition is a major concern and a critical component of the alarming food insecurity rates. According to the national multiple indicator cluster survey (MICS) from 2014,⁶⁰ 32 percent of children under 5 suffered from chronic malnutrition at national level with 13 percent being severely stunted. Both chronic and acute malnutrition were particularly high in the northern and eastern regions (Table 2). Comparing the nutrition and health situation in 2011 and 2014 shows that chronic and acute malnutrition improved in Far North, North, and Adamaoua, during a period with WFP nutritional support. On the other hand, malnutrition deteriorated in East over the period in which the region received a massive influx of Central African Republic refugees.

Table 2: Regional incidences of chronic and acute malnutrition among children under 5, and infant mortality 2011 and 2014

Region	Chronic malnutrition %		Severe chronic malnutrition %		Moderate acute malnutrition %		Severe acute malnutrition %		Infant mortality rate per 1,000	
	2014	2011	2014	2011	2014	2011	2014	2011	2014	2011
Cameroon	31.7	32,5	12.9	14,1	5.2	5.6	1.3	1.9	66	62
Far North	41.9	44.9	20.4	25.5	9.0	11.8	1.9	4.1	81	85
North	33.8	40.2	13.0	17.9	10.1	10.2	2.7	3.4	100	96
Adamaoua	37.8	39.8	16.0	18.2	4.0	6.4	1.5	0.8	72	74
East	35.8	37.3	14.8	16.5	7.6	5.9	1.3	2.2	82	48

Source: MINSANTE & UNICEF (2015) “Enquête par grappes à indicateurs multiples (MICS5) 2014 – Cameroun - Rapport Final” and MINSANTE & ICF (2012) “Enquête Démographique et de Santé et à Indicateurs Multiples”

26. The *National Food and Nutrition Policy (NFNP) 2017-2025*⁶¹ emphasizes the need for a multi-sectoral and convergent approach to prevent malnutrition and complementary strategies to reduce non-communicable diseases. The *Health Sector Strategy (2016-2027)* targets the prevention of malnutrition, through nutrition education programmes adapted to the regional contexts.

⁶⁰ MINSANTE & UNICEF (2015) “Enquête par grappes à indicateurs multiples (MICS5) 2014 – Cameroun - Rapport Final” The MICS stratified sampling included 10, 2013 households representing the 10 regions and urban – rural environments.

⁶¹ “Politique nationale de nutrition 2017-2025” - August 2017.

27. Life expectancy, which is currently 56 years at birth, has declined over the last decade. Infant and maternal mortality rates remain very high at 57.1 deaths per 1,000 births and 596 deaths per 100,000 live births respectively. UNAIDS estimates that 3.8 percent of adults aged 15-49 were HIV positive in 2016 (4.8 percent of women and 2.7 percent of men).⁶² The number has been decreasing over the last 15 years (4.3 percent in 2011 and 5.5 percent in 2004).⁶³ The number of adults living with HIV is lowest in North and Far North (2 percent and 1 percent respectively), while it is 5 percent and 7 percent in Adamaoua and East respectively.⁶⁴ Throughout the country HIV/AIDS prevalence is higher among women than among men. The health system suffers from shortages in technical and managerial expertise, information deficiencies, and a weak legal framework regulation of pharmaceuticals. According to the World Bank, Cameroon spent USD 61 per capita per year on health and yet the efficiency corresponds to other countries that spend USD 15 per capita per year.⁶⁵

Education

28. The basic education system in Cameroon consists of a 6-year compulsory primary school cycle. Primary school has been free of charge since 2000, but families must pay for uniforms and books. The public per pupil expenditure is very low in Cameroon: 6 percent of total public expenditures is for primary education compared to 14 percent in other low- to middle-income countries.⁶⁶ In 2011, 19 percent of girls and 15 percent of boys of primary school age did not attend primary school.⁶⁷ Thirty percent of youth (15 to 24 years) did not complete primary education⁶⁸ and had literacy rates of 76 and 85 percent among women and men respectively. There are great regional discrepancies in the literacy rates, with the northern and eastern regions falling behind. The literacy rate is under 40 percent in Far North, 50 percent in North, 60 percent in Adamaoua and 80 percent in East.

29. The expansion of school feeding programmes is a national priority. School feeding programmes are led by the Ministry of Basic Education.⁶⁹ Since 2008, there have been school meals in Adamaoua, North, and Far North with WFP playing a leading role. The initiatives seek to reverse the low enrolment rates and high illiteracy levels by serving free meals and providing take-home rations to school children. In 2016, the first Systems Approach for Better Education Results (SABER) exercise was carried out in Cameroon.⁷⁰ The special analysis of school meals, carried out in partnership with WFP, recommended developing home-grown school meals.

⁶² <http://aidsinfo.unaids.org>

⁶³ Institut National de la Statistique & Ministère de la Santé Publique (2012) “Enquête Démographique et de Santé et à Indicateurs Multiples (EDS-MICS) – 2011”

⁶⁴ Institut National de la Statistique & Ministère de la Santé Publique (2012) “Enquête Démographique et de Santé et à Indicateurs Multiples (EDS-MICS) – 2011”

⁶⁵ World Bank (2017) “Country Partnership Framework for the Republic of Cameroon 2017-21”.

<http://documents.worldbank.org/curated/en/480711490925662402/pdf/CPF-CM-Board-vf-February-28-03062017.pdf>

⁶⁶ Education Policy and Data Centre www.epdc.org/education-data-research/cameroon-national-education-profile

⁶⁷ Education Policy and Data Centre (EPDC)⁶⁷ based on data from the Demographic Health Survey (DHS) 2011

⁶⁸ EDHC “Cameroon National Education Profile 2014”

https://www.epdc.org/sites/default/files/documents/EPDC%20NEP_Cameroon.pdf

⁶⁹ Draft CSP for WFP Cameroon March 2017.

⁷⁰ SABER was developed by the World Bank to facilitate the reformation of the education systems at country levels. Through its standard diagnostic tools, it produces comparative data on education policies and institutions to allow comparison with international standards.

Gender Equality and Empowerment of Women

30. In 2015, Cameroon's Gender Inequality Index (GII) was 0.568 according to the *2016 Human Development Report*,⁷¹ rating Cameroon at 136th out of 160 countries. The index was 0.613 in 2012 indicating decreasing gender inequality at national level. While recognizing great regional differences, the *National Gender Policy (2011–2020, updated in 2015)* highlights that Cameroonian women are still being discriminated against.

31. A major hurdle for equal rights and opportunities among men and women are socio-cultural norms, as shown in the Social Institutions and Gender Index (SIGI), which was 0.2803 in 2014.⁷² This places Cameroon below the average in Sub-Saharan Africa with regard to gender equality in formal and informal laws, attitudes and practices. This restricts women's and girls' access to rights, justice and empowerment opportunities. While the civil code grants all Cameroonians access to land regardless of their sex, it is generally recognized that very few women own land. As reported by the African Union Commission in 2015, there are still no statistics on gender equality in terms of access to, and ownership of, land.⁷³ The lack of reliable and timely statistics on women's empowerment and gender equality is a major challenge for gender responsive programming in Cameroon. The challenge is even more urgent in the highly volatile environment in the northern and eastern regions, which have significant mobility and influxes of different population groups with different traditional gender roles.

Protection and Humanitarian Access

32. Since 2014, the humanitarian crises in eastern and northern regions resulting from the Boko Haram and Central African Republic related conflicts have created new protection and humanitarian access issues in Cameroon. In Far North, Boko Haram has been carrying out attacks on civilians and has destabilized many border areas. Gender based violence has become a major threat to women and girls in these areas. The disruption of basic social services and economic activities has further increased the protection challenges in the Far North. For humanitarian assistance, access continues to be a major challenge in border areas in Far North.

33. In the eastern regions, protection issues mostly concern vulnerable Central African Republic refugees, particularly the elderly, women-headed households, and children in general. So far, there have been limited reports of protection issues related to host populations in the eastern regions.

Development Assistance

34. With its status as lower-middle income country, Cameroon is not a major recipient of official development assistance. According to the Organization of Economic Cooperation and Development (OECD), Official development assistance constitutes 2.5 percent of Cameroon's gross national income, making the country's dependence on development assistance relatively small. The top five donors over the last years were France, The World Bank, European Union, Germany, and United States of America, together contributing 75 percent of the total official development assistance to

⁷¹ <http://hdr.undp.org/en/data#>. The Gender Inequality Index is a composite of indicators on the loss of achievement within a country due to gender inequality. It uses three dimensions: reproductive health, empowerment, and labour market participation.

⁷² OECD Development <http://www.genderindex.org/ranking/>. SIGI is developed by OECD Development as a measure for discrimination against women in social institutions.

⁷³ African Union Commission (2016) "African Gender Scorecard 2015"
<http://repository.uneca.org/bitstream/handle/10855/23036/b11560113.pdf?sequence=1>

Cameroon.⁷⁴ In terms of sectors, social and economic infrastructure and services constituted more than half of Cameroon's official development assistance in 2014-2015. Health and education constitute 14 percent of the official development assistance, while the agricultural sector is not among the main ten sectors targeted by the assistance.

35. The *United Nations Development Assistance Framework (UNDAF) 2013-2017* was developed and signed by more than 20 agencies.⁷⁵ It aims align with the *Growth and Employment Strategy Document (DSCE)* and focused on: i) inclusive and sustainable growth (by developing the capacity of national institutions, national social-protection systems and by providing vulnerable people, including refugees, equal access to basic services such as health, education,; ii) decent employment (with a special focus on women, vulnerable populations, and refugees); and iii) good governance (through transparency, gender equality, human rights and participation). A 2015 mid-term review identified challenges within the UNDAF. These included: a weak monitoring and evaluation system and lack of baselines; different programming cycles of participating agencies; difficulties in "Delivering as One"; and incoherence between the problem analyses of the DSCE and UNDAF.⁷⁶

Humanitarian Assistance

36. In January 2014, the first United Nations coordinated humanitarian appeal to address the humanitarian needs in the northern and eastern regions was launched through a strategic response plan (SRP 2014–2016). It was updated in April 2014, increasing the total budget from USD 49 million to USD 117 million but based on the same number of people in need, namely 6 million.⁷⁷ The increase in funding, involving 17 United Nations agencies, was mainly a reflection of greater multi-sector needs.

37. The three-year appeal set out three strategic objectives: i) data collection and analysis on risks and vulnerabilities; ii) reducing the duration of post-crisis recovery, and iii) providing coordinated and integrated life-saving support. The priority measures included: food assistance, seeds and fertilizers, management of acute malnutrition including a nutritional survey system, access to drinking water, responses to feminization of HIV/AIDS, and a response to refugee children.⁷⁸ The plan was funded at 58 percent according to the Financial Tracking Service (FTS) with the following main donors: United States of America (25 percent), Central Emergency Response Fund (20 percent), United Kingdom (17 percent), Germany (13 percent), and the European Commission (8 percent).

38. The *Humanitarian Response Plan (HRP) 2017–2020* identifies 4 strategic objectives: i) coordinated live-saving assistance; ii) advocacy for humanitarian access and accountability towards people in need; iii) data collection and analysis on risks and vulnerabilities, and iv) resilience. Compared to the strategic response plan 2014–2016, the humanitarian response plan puts increased focus on resilience, advocacy for humanitarian access, and accountability to beneficiaries. The increased focus on resilience reflects an increased attention to the structural and chronic problems caused by increasing vulnerability and humanitarian needs. The necessary links to

⁷⁴https://public.tableau.com/views/OECDDACaidataglancebyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTabs=y&:toolbar=no&:showVizHome=no

⁷⁵

<http://www.em.undp.org/content/dam/cameroon/docs/Documents%20cadres/UNDAF%20Cameroun%202013%202017.pdf>

⁷⁶ Kedowide, F.C. (2015) "Revue a Mi-parcours de l'UNDAF Cameroun (2013 – 2017) United Nations System in Cameroon

⁷⁷ WFP funding request was increased from USD 13 million to USD 28 million to respond to newly arrived CAR refugees.

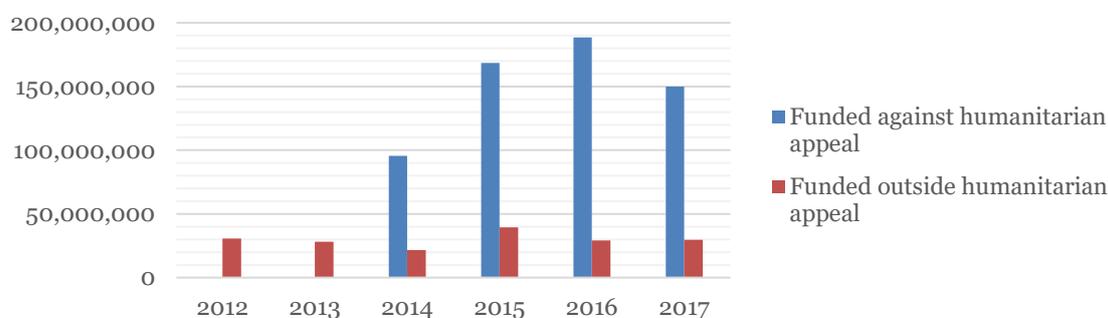
⁷⁸ Six International NGOs, ten United Nations agencies, and IFRC. Financial Tracking Service www.fts.unocha.org

development assistance is highlighted and capacity development of local actors prioritized. There are 2.9 million people in need, of whom the human response plan targets 1.2 million. This is a sharp reduction compared to the estimation of people in need and people targeted through the strategic response plan 2014–2016; a result of more evidence-based analysis of emergency surveys, including the WFP Emergency Food Security Assessments (EFSA). The funding required was USD 310 million, of which WFP accounted for 30 percent.

39. At the regional level, the *Sahel: 2014-2016 Regional Humanitarian Response Strategy*, aimed to provide coherence of national strategic response plans in nine Sahel countries.⁷⁹ The regional plan addressed the regionalization of the Lake Chad crisis. The strategy focused on evidence-based humanitarian and development programming, coping capacity of vulnerable populations, and coordinated and lifesaving integrated assistance to people affected by emergencies.

40. By September 2017, the total amount of humanitarian funding to Cameroon was USD 118 million. According to the Financial Tracking Service,⁸⁰ 30 percent was funded against the coordinated humanitarian response plan. By mid-2017, WFP had received 52 percent of the total humanitarian funding for Cameroon recorded by the Financial Tracking Service and 38 percent of the total funding for the humanitarian response plan. WFP participates in the following sectors in the humanitarian response plan: food security, early recovery, coordination, nutrition, and education. These sectors account for 44 percent, 12 percent, 8 percent, 5 percent, and 3 percent of actual contributions respectively. The main donors of the response plan so far are European Commission (20 percent), United States of America (19 percent), Central Emergency Reserve Fund (10 percent), Germany (9 percent), and Japan (6 percent).

Figure 6: Annual humanitarian funding in Cameroon (2012-mid 2017)



Source: UNOCHA Financial Tracking Service

41. There are 80 humanitarian actors in Cameroon: 12 United Nations agencies, 30 international NGOs, 26 national NGOs, and 8 governmental agencies.⁸¹ The number of NGOs in the field has continued to grow during the WFP 2012–mid 2017 portfolio. According to United Nations Office for Coordination of Humanitarian Affairs (OCHA), there were 47 humanitarian NGOs, for instance, working in Far North in June 2017, compared to 24 in June 2016. Particularly, the number of NGOs working with food security grew from 3 to 19 and NGOs working with nutrition from 6 to 16.⁸²

⁷⁹ Burkina Faso, Cameroon, Chad, Mali, Mauritania, Niger, Nigeria, Senegal and The Gambia.

⁸⁰ FTS accessed 30 September 2017.

⁸¹ Humanitarian Response Plan 2017–2020

⁸² <http://www.unocha.org/rowca>

42. UNHCR leads the coordination of emergency assistance to refugees while OCHA has only had representation in Cameroon since January 2017. A humanitarian country team was established at the end of 2016 in support of the humanitarian coordination led by UNHCR. Cameroon does not have a humanitarian cluster system. Instead, a system of sectoral working groups has been established in Yaoundé, led by government ministries and co-chaired by United Nations agencies.⁸³ The working group system is repeated at regional level with leadership of the regional delegations. It is also repeated in key departments, although with different sectors. The working groups include donors and the World Bank, creating a greater base for linking humanitarian and development initiatives.

1.4 WFP Portfolio in Cameroon

43. The WFP Portfolio 2012-mid 2017 in Cameroon is multi-faceted, comprising 11 relief, recovery, development and special operations through a suite of immediate response emergency operations (IR-EMOP); single country and regional emergency operations (EMOPs); protracted relief and recovery operations (PRROs); development-oriented operations - country programmes (CPs); and special operations (SOs) to facilitate food-assistance responses. The operations are concentrated in the four regions with the highest level of poverty, food insecurity, and humanitarian needs: Far North, North, Adamaoua, and East. In addition, the portfolio includes general support to humanitarian and development processes in Cameroon: coordination, food security information systems, and policy support. There is no country strategy document for the period being evaluated but a country strategic plan (CSP) 2018–2020 was approved by the Executive Board in June 2017. Table 3 presents major shifts in the country strategic plan compared to the features of the country programme 2013-2017. As can be seen, the country strategic plan covers a larger number of regions, reflecting the expanded target beneficiary group, covering not only food insecure, stable Cameroonian households but also refugees and internally displaced persons. Moreover, the country strategic plan provides a more integrated response to the Zero-Hunger objectives. It is based on greater collaboration with Rome based agencies and other partners and it highlights the humanitarian–development nexus, in line with the *WFP Corporate Strategic Plan 2017-2020*. The country strategic plan’s theory of change included strengthening resilience of households and communities in target regions through nutrition and livelihood interventions that were longer-term and more predictable.

Table 3: Comparison of objectives and shifts to the Country Strategic Plan (2018–2020)

	Country programme (2013–mid 2017)	Country Strategic Plan (2018–2020)
Target area	North, Far North	North, Far North, Adamaoua, East
Targeted population	Food insecure and vulnerable households	Vulnerable IDPs, refugees, and host populations
Focus	Longer-term interventions to improve resilience to address chronic and acute malnutrition, food insecurity,	Crisis response, resilience building, response to root causes to address chronic and acute malnutrition, and

⁸³ Existing working groups: education, nutrition, protection, multi-sector refugees, early recovery, health, food security, logistics and cash, protection of the child, gender and sexual based violence and inter-sector.

	Country programme (2013–mid 2017)	Country Strategic Plan (2018–2020)
	and household vulnerability towards climatic hazards	food security among vulnerable households; increasing focus on humanitarian-development nexus
Contextual risks	Climatic shocks	Climatic shocks, Conflict induced displacements with large scale refugees and IDP movements
RBA collaboration	Identified in terms of complementary activities with FAO: i) improve school environment and ii) technical assistance to community cereal banks	Identified in terms of: i) scaling-up of operations, and ii) joint programming and implementation of asset-creation and income generation activities

44. WFP support to Cameroon dates back to the 1970s. For the first decade, the support focused on ad-hoc drought relief through emergency operations and long-term cooperation in school feeding. The first school feeding operation began in 1973, and was aimed particularly at girls' school enrolment in the northern and eastern regions. The first WFP country programme (2003-2007) addressed the persistent food insecurity in Far North, North, and Adamaoua through a continuation of the school feeding activities and support to community cereal banks. These components continued in the second country programme 2008–2012 (CP 105300), which was in its last year at the start of the 2012–mid 2017 portfolio. After a mid-term evaluation of CP 105300 a nutrition component was added. The evidence was used for the formulation of the third country programme (CP 200330) 2012–2016, which had school feeding, community cereal banks, and nutrition components.

Figure 7: Overview WFP Cameroon Portfolio Evolution (2012-mid 2017)

	pre 2012	2012	2013	2014	2015	2016	mid 2017
Food Security Context	<p>the major challenges to food security were floods and rain</p> <p>2008, high fuel and food prices</p> <p>In 12/2011, the prices for maize are 42% higher than in 12/2010</p>	<p>Relative stable phase, but high food insecurity and malnutrition in the poor northern and eastern regions, where 15% of the households are food insecure</p>	<p>Since 2013, humanitarian crisis, which has increased the number of food insecure people from 1.1 to 2.7 million</p> <p>Floods</p> <p>Agricultural production 10% higher than 5-year average - rupture of 2 dams causes displacement of 9,000 people</p> <p>The Northern regions received 15,000 Nigerian refugees on top of the already 17,000 in the East</p>	<p>More than 241,000 refugees arrive from CAR in addition to the 60,000 from Nigeria</p> <p>Attacks from Boko Haram provoke a humanitarian crisis in Far North</p> <p>Cameroonian troops deployed to the Nigerian border.</p> <p>By the end of 2014, 40,000 IDPs in northern regions.</p>	<p>The number of refugees from Nigeria and CAR and IDPs continue to increase, 270,000 CAR refugees, 71,000 Nigerian, and</p> <p>60 % of farmers in northern regions with major land access constraints - 40% of population in Far North food insecure - 1/3 of households rely on food assistance</p>	<p>Food insecurity deteriorates</p> <p>2.4 million food insecure in need of food assistance; 203,000 severely food insecure and 61,000 children under five severely acutely malnourished.</p> <p>Favorable weather conditions for agricultural production - but insecurity constrains agriculture in northern and eastern regions</p>	<p>March: 2.6 million food insecure people in the northern and eastern regions</p> <p>August: 325,000 refugees, 250,000 IDPs</p>
Overall Focus of WFP's Activities	DEVELOPMENT ORIENTED IN THE NORTHERN REGIONS			RESPONSE TO EMERGENCIES IN NORTHERN AND EASTERN REGIONS WITH INCREASING INCLUSION OF EARLY RECOVERY INTERVENTIONS			
WFP operations in Cameroon	CP 105300: Country Programme				CP 200330: Country Programme		
	PRRO 200053 Protecting and Rebuilding Livelihoods of CAR & Chad Refugees and Host Populations			PRRO 200552: Food and Nutrition Assistance to Nigerian & CAR Refugees & Host Populations			
	EMOP 200396: Food Assistance to Drought Affected Households and Acute Malnourished Groups, Far North		EMOP 200684: Food and Nutrition Assistance to CAR Refugees, East & Adamaoua		IR-EMOP 200679: Food Assistance to Newly Arrived Refugees from CAR		
					REGIONAL EMOP 200799: Critical Support to Populations Affected by CAR Crisis		
					REGIONAL EMOP 200777 Lifesaving Support to Households Affected by Lake Chad Crisis		
					SO 200895 Humanitarian Air Service		
				REGIONAL SO 200934 Regional Optimization of Supply Corridors			
Key policies and strategies	Government of Cameroon Growth and Employment Strategy Document (DSCE)						
	Revised UNDAF 2011 - 2012 , signed by 18 agencies		United Nations Development Assistance Framework (UNDAF 2013-2017) signed by 20 agencies				
					Strategic Response Plan (SRP 2014-2016)		Humanitarian Response Plan (HRP 2017-2020)

45. The focus of the 11 operations of the 2012–mid 2017 portfolio are:

- Two country programmes. These addressed persistent food insecurity in the northern and eastern regions along three major components to strengthen resilience among poor households, children under 5 and pregnant and lactating women.
- Two protracted relief and rehabilitation operations (PRROs). These met the needs of Central African Republic and Chad refugees and host populations in Far North, North, East and Adamaoua and improved nutrition and livelihoods.
- One immediate response emergency operation (IR-EMOP). This responded to the massive influx of Central African Republic refugees from December 2013.
- Two single country emergency operations (EMOPs). These addressed: 1) food insecurity among drought-affected households in Far North, 2) the needs of Central African Republic refugees in Adamaoua, East, and North and 3) food insecurity and nutrition needs of Central African Republic and Chad refugees in Far North, North, East, and Adamaoua.
- Two regional emergency operations (EMOPs). These addressed: 1) humanitarian needs in the context of Boko Haram insurgencies (Lake Chad crisis) in Far North and 2) humanitarian needs resulting from the Central African Republic conflict in Adamaoua and East.
- Two special operations (SOs). These supported the regional humanitarian responses through the United Nations Humanitarian Air Service (UNHAS) and logistics for transport input to WFP operations in Cameroon, Chad, Central African Republic, Democratic Republic of Congo, and Republic of Congo.

46. An overview of the activities in the operations in the 2012-2016 portfolio in Table 4 shows that the most applied categories of support are nutrition and general distribution, which have been applied in all the different types of operations.

Table 4: Operations, activities, and actual direct beneficiaries 2012–2016

	SCHOOL MEALS	FFA	FFT	TSF	BSF	FbP	GFA
CP 105300	25,979			99,728			
CP 200330	65,749	227,212		122,975			
PRRO 200053		5,718	12,933	29,637			31,374
PRRO 200552		63,245		90,290	20,756	827	70,787
EMOP 200396				204,370	14,040		259,927
IR-EMOP 200679							40,299
EMOP 200689				21,724	33,931	506	104,834
Reg. EMOP 200799				54,889	101,909	2,302	318,860
Reg. EMOP 200777		19,480		126,795			342,238
Women	42,716	224,750	8,612	285,409	19,070	2,654	600,594
Men	49,012	90,905	4,321			981	567,725
Children <5				464,999	253,996		

	SCHOOL MEALS	FFA	FFT	TSF	BSF	FbP	GFA
Total number of direct beneficiaries	91,728	315,655	12,933	750,408	273,066	3,635	1,168,319

Legend: FFA: food assistance for assets, FFT: food assistance for training, TSF: targeted supplementary feeding, BSF: blanket supplementary feeding, FbP: Food by prescription, GFA: general food assistance

Source: SPRs 2012–2016 of the operations

47. General food assistance (GFA) was first and foremost in the form of food distributions and was applied in the succession of PRROs and EMOPs. Cash based transfers were introduced as a new approach to the portfolio in March 2016 within the two regional EMOPs after feasibility studies confirmed that the modality was viable among internally displaced persons in Far North and refugees in East.

48. Nutrition interventions primarily consisted of treatment of malnutrition through targeted supplementary food to children under 5 and pregnant and lactating women. Targeted supplementary feeding was provided in the succession of operations. Blanket supplementary feeding was applied as a complement for children 6–23 months in the PRRO in 2013 and in succeeding EMOPs. From 2015, greater focus was given to prevention as a new approach through blanket supplementary feeding for children under 5.

49. Food assistance for assets (FFA) was one of three activities in the country programmes established through community cereal banks. Moreover, food assistance for assets was applied in the PRROs that supported refugees from Chad, Nigeria, and Central African Republic as well as host populations with moderate food insecurity through asset creation. Food assistance for training (FFT) was implemented in PRRO 200053 through support to women’s literacy, beekeeping, and environmental activities. Food assistance for training was programmed in PRRO 200552, but never implemented.

50. Food by prescription (FbP) for HIV and tuberculosis programmes was applied in EMOP and PRRO activities in East to support malnourished persons living with HIV and receiving anti-retroviral therapy. It had few targeted beneficiaries.

51. School meals was a critical component of the country programmes, but has not been implemented since 2015 due to funding shortfalls. School meals were not programmed in other operations.

Gender Equality and Women’s Empowerment

52. The portfolio operations included a focus on women and girls in different operations. This was reflected in the relatively positive gender markers seen in the following table. It was developed by the gender unit at WFP Headquarters.

Table 5: Gender marker - WFP operations in Cameroon

Gender Marker Results for 2012 - 2016						
Date of PRC/s-PRP Meeting	Region	Country Office	Project Category	Project No	GM Code	Year
28/04/2014	RBD	Cameroon	EMOP	200689	1	2014
05/09/2013	RBD	Cameroon	PRRO	200552	2	2013
	RBD	Cameroon	EMOP	200396	1	2012
	RBD	Cameroon	CP	200330	2	2012
	RBD	Cameroon	CP	105300	1	Before 2012
	RBD	Cameroon	CP	200330	2	Before 2012
	RBD	Cameroon	EMOP	200127	1	Before 2012
	RBD	Cameroon	EMOP	200396	1	Before 2012
	RBD	Cameroon	PRRO	200053	0	Before 2012

Source: WFP Gender Unit

WFP Cameroon Organization

53. The WFP country office in Yaoundé was opened in 1978. At the beginning of the 2012–mid 2017 portfolio, there was one sub-office located in Garoua, the regional capital in North, responsible for the implementation and monitoring of interventions. With the development of emergency needs in the northern and eastern regions from 2013 onwards, a relatively flexible office structure with up to seven sub-offices and three field offices was developed. The current structure is shown in Figure 8.

Figure 8: WFP office structure in Cameroon



Source: WFP Cameroon Country Brief July 2017. Updated by evaluation.

54. The country office receives substantial technical support from the regional bureau in Dakar. It has daily contact with the technical staff and regular support visits to the operations, including for development of special studies and assessments. Within the framework of WFP cooperation with the Government, a special oversight committee,

the FAO/WFP Management Committee, was created in 1986 as its counterpart. This inter-ministerial committee has the mandate for managing, monitoring and coordinating all assistance from the two agencies, as well as counterpart contributions, which include transport of cereals and support to community cereal stocks for WFP assistance. The secretariat of the committee is located in Yaoundé and has regional offices in Adamaoua, North, and Far North. The staff consists of 100 employees. The committee prepares quarterly reports on the cooperation and regularly carries out field visits for assessments of performance and results. Direct cooperation with the committee has been limited under WFP Cameroon's current portfolio. The mandate and structure of the committee are part of the challenge. The committee was created during a very different cooperation reality, when it focused on food aid and had limited technical support. The committee was therefore mainly structured to facilitate distribution of food and it does not have the necessary monitoring and evaluation capacities for the present-day food assistance. This has long been recognized by the Government of Cameroon, and the committee is currently undergoing an internal reorganization exercise to adapt to present needs.^{84, 85}

⁸⁴ Information from FAO/WFP Management Committee Secretariat.

⁸⁵ Décret présidentiel N° 86/1411 du 24 novembre 1986 portant création et organisation du CG/FAO/PAM, Note Conjoncturelle du Comité de Gestion de l'Assistance FAO/PAM - 1er trimestre Exercice 2017, and Annual Reports 2012, 2013, 2014, 2015, and 2016 of the Committee.

2. Evaluation Findings

55. The findings of the evaluation are presented along the evaluation questions of the country portfolio evaluation, that is: i) level of alignment and strategic positioning; ii) quality and factors influencing the strategic decision-making; and iii) performance and results. Chapter 3 of this report presents the overall assessment with key conclusions and recommendations based on the main findings.

1.5 Portfolio Alignment and Strategic Positioning

Portfolio vis-à-vis Humanitarian and Development Needs

56. Until 2013, the main food security challenges in Cameroon were the persistent, chronic and acute malnutrition and the unstable agricultural production in the poor and vulnerable northern regions, as was highlighted in the WFP CFSVA 2011.⁸⁶ The country portfolio evaluation found that the positioning of WFP to respond to the needs of the target populations was highly relevant. WFP achieved high relevancy through country programmes that focused on school meals, community cereal banks, and nutrition support targeting vulnerable, food-insecure households and communities.⁸⁷ Moreover, the three components of the country programmes reflected WFP experience and comparative advantage in Cameroon, with its well-established relationships and its knowledge of the northern and eastern regions from long-term cooperation.

57. WFP presence at central and regional levels in Cameroon, through its country programmes and regular food security monitoring, allowed WFP to respond quickly to emergencies resulting from natural calamities and conflicts. Consequently, WFP Headquarters quickly recognized the unprecedented humanitarian needs from the Lake Chad and Central African Republic crisis that arose due to the conflict, during which protection issues became even more prominent. These humanitarian needs called for immediate and massive responses, which were facilitated by the activation of a corporate Level 3 Emergency Response (L3) for Central African Republic refugees.⁸⁸ From 21 May to 21 August 2014, the sudden massive influx of Central African Republic refugees exceeded the response capacity of the country office. The Cameroon L3 was harmonized with the Central African Republic L3, allowing coordinated and more efficient responses.^{89, 90}

58. With support from the regional bureau in Dakar, the evolving composition of the portfolio enabled differentiated and targeted responses to the needs of food insecure people in the most vulnerable regions in the country, including internally displaced persons, refugees and host populations in the northern and eastern regions. Based on increased understanding of needs and opportunities, WFP approaches were slowly adapted. This included the increased shift from treatment to prevention in nutrition activities and the increased use of cash based transfers.⁹¹

59. The strategic positioning to focus on Far North, North, and Adamaoua, while at the same time responding to the rapidly evolving humanitarian needs in the wake of

⁸⁶ WFP, FAO, Government of Cameroon (2011) "Situation de la Sécurité Alimentaire et des Marchés au Cameroun 2011"

⁸⁷ The Independent Mid-term Evaluation of Country Programme 105300 carried out in 2010 confirmed the high relevance of this composition of the country programme.

⁸⁸ Country Office Management.

⁸⁹ Barbelet, V. (2017) "Livelihood Strategies of Central African Refugees in Cameroon" HPG Working Paper www.odi.org/sites/odi.org.uk/files/resource-documents/11371.pdf

⁹⁰ WFP (2016) "Central African Republic Crisis Corporate Response December 2013 – June 2015– Lessons Learned Exercise."

⁹¹ See for instance SPRs for the portfolio 2012–2016.

the resurging Central African Republic and Lake Chad crises in 2013/2014 was appropriate. WFP also had to consider its longer-term commitment to well-established country programmes and the continuous need to address the persistent food insecurity in North. The regional crises led to an unprecedented number of refugees and internally displaced persons in the northern and eastern regions; limited food availability and access; and deterioration of the already poor nutritional status in the areas. WFP realigned its country portfolio towards responding to emergency activities, which was furthermore dictated by the poor funding options for country programmes and PRROs. This resulted in the discontinuation of some of the more development-oriented activities, particularly school meals and food assistance for assets.⁹²

60. No systematic evaluation has been carried out regarding the effect of the realignment in WFP priority activities. However, recent food security analyses showed continuous persistent food insecurity, particularly in North, including high chronic and acute malnutrition rates.⁹³ The country portfolio evaluation team's discussions with regional delegations of ministries of agriculture, education, and health in North indicated that there was limited capacity to continue school meals and targeted nutrition activities after most partners had moved to Far North. The regional health delegation, for instance, was left with two vehicles and used local taxis for distribution of ready-to-use therapeutic food to health centres.⁹⁴

61. The WFP portfolio design promoted support particularly to women and girls. The support was justified by general information on gender inequalities among the targeted populations and geographical areas. This led to a standardized approach for all women and girls with unified outcome indicators, an example of which was the number of women on food distribution committees. The contribution of individual operations to promote gender equality was detailed in standard project reports. They highlighted cultural differences as a reason for progress towards outcome targets. Yet in recent operations, this knowledge was not translated into the required disaggregated approaches that would promote gender equality and empowerment of women (GEEW) effectively.⁹⁵ The absence of a context-specific gender analysis as a basis for the operation's design was also highlighted in the findings of the PRRO 200552 evaluation from 2016. It concluded that the PRRO failed to promote GEEW effectively. The country portfolio evaluation did not record any attempt either to identify different gender needs based on age groups and different socio-cultural backgrounds. A gender and market analysis was carried out in North and Far North in 2016.⁹⁶ It identified typical gender roles of men and women, but did not analyse what the problem was with the current gender division of labour in terms of food insecurity.

Portfolio Coherence with the National Agenda and Policies

62. The national development agenda, defined by “Vision 2035”⁹⁷ and the “Growth and Employment Strategic Document”⁹⁸ has poverty eradication as a goal. As shown

⁹² SPRs of CP 200330.

⁹³ See for instance WFP (2016) “Evaluation de la sécurité alimentaire dans les régions de l’Est, Adamaoua, Nord et de l’Extrême-Nord”

⁹⁴ Site visit, August 2017.

⁹⁵ The SPR 2014 for EMOP 200689 that supported CAR refugees, for instance, notes that “57 percent of women reported making decisions over the use of food. Amongst the CAR refugee population, women seem to be traditionally implicated in food management at the household level, which explains the high proportion of women in decision-making positions.”

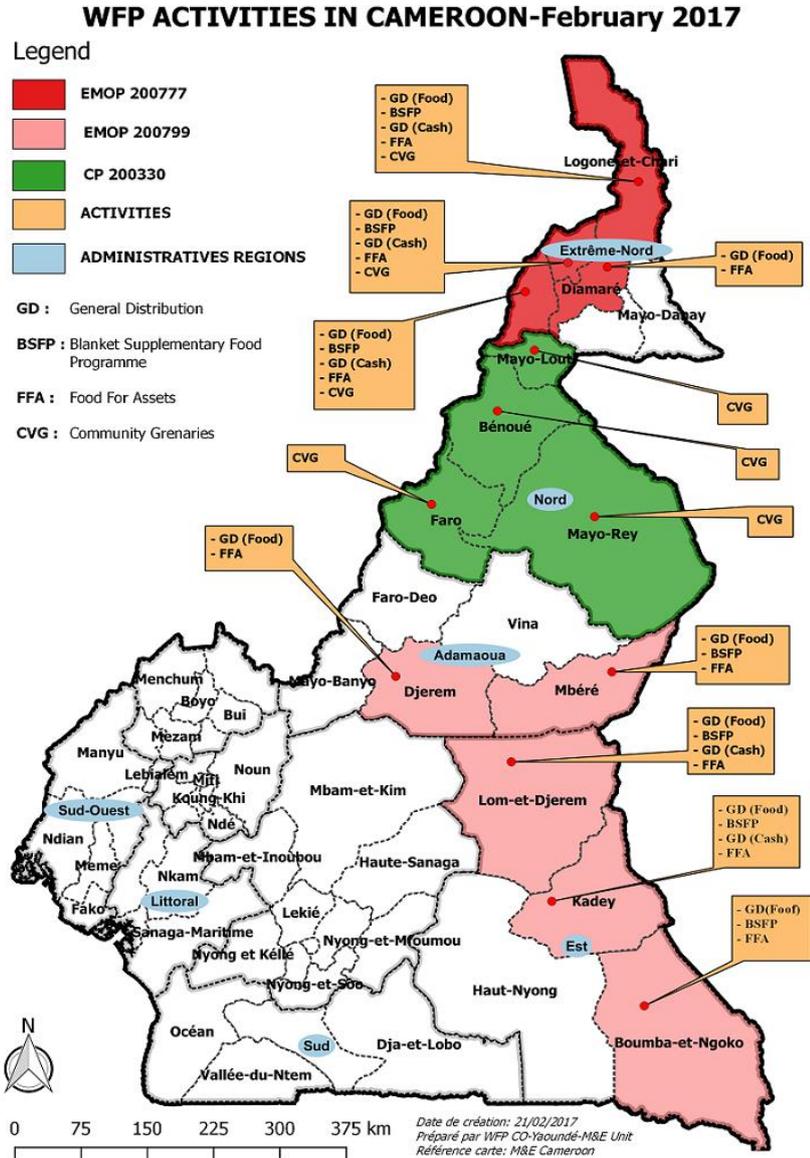
⁹⁶ Yossa, T. (2016) “Genre et analyse des marchés et filières alimentaires dans les régions du Nord et de l’Extrême Nord du Cameroun” WFP, Cameroon

⁹⁷ “Cameroon: an emergent democratic country unified through its diversity”

⁹⁸ Government of Cameroon “Document de Stratégie pour la Croissance et l’Emploi”

earlier in chapter 1.2, school attendance of poor children, nutrition and child mortality are major contributors to multi-dimensional poverty in the northern and eastern regions. With the operations focusing on these areas, the portfolio is coherent with, and supports, the national agenda. The agenda calls for greater equality among the regions in terms of resource allocation, opportunities and development. Orientating the WFP portfolio on the poorest and most vulnerable regions is coherent with this policy. Tables 1 and 2 depict Far North, North, Adamaoua, and East as the regions with the highest multidimensional poverty rates. These are the same regions that are targeted by the operations of the WFP country portfolio 2012–mid 2017. Figure 9 shows the geographical location of the WFP operations.

Figure 9: Geographical location of WFP operations, February 2017



Source: WFP Cameroon Country Office. Please note that FbP activities are missing from the map.

63. In terms of national sector policies, lately WFP has increasingly shifted to focus on prevention support in nutrition interventions. This is in conformity with the *National*

Food and Nutrition Policy 2015-2025, which builds on strategies defined through the Scaling Up Nutrition (SUN) movement.⁹⁹ Through its active role in SUN, WFP participates in the current review of the policy and the development of an action plan. Moreover, a joint WFP-UNICEF-Government work plan defines strategies geared towards reducing under-nutrition, especially stunting, in the northern and eastern regions, which are a priority for the Government.¹⁰⁰ WFP has worked with the Joint United Nations Programme on HIV/AIDS (UNAIDS) and other United Nations agencies to align with and support the Government's efforts to scale up strategies of prevention and control of HIV.

64. The country portfolio evaluation finds the portfolio to be coherent with, and contributing to, the priorities of the National Food Security Programme (PNSA 2008–2015) and the updated PNSA 2015-2035. Both these programmes emphasize the need for an integrated approach to food security with a focus on: i) increasing agricultural production and producers' incomes; ii) improving grain storage systems in villages in at-risk areas; iii) implementing an early warning system for monitoring and rapid response to food crises; and iv) improving the nutritional status of vulnerable groups. While the portfolio supports these areas through the different operations, discontinuing the country programmes and PRROs limited the contribution to PNSA for nutrition and early warning. This includes recent WFP support to the pilot of the food security information sentinel system in Far North and the food crisis response readiness.¹⁰¹

65. Based on discussions with stakeholders and experience from other countries, the country portfolio evaluation considers that the integrated approach requires strong cooperation with other partners such as FAO and IFAD. Such cooperation will increase agricultural productivity so that WFP contribution to the PNSA will be optimal. The country portfolio evaluation has taken note of the country strategic plan's emphasis on Rome based agency collaboration in implementing portfolio operations.

66. The long commitment of WFP to school meals in Cameroon was critical for the development and launch of the draft national school feeding policy in 2015.¹⁰² The policy development was one of the planned activities of the country programmes and was facilitated by a study visit to Brazil to learn from their experience with multi-sector and sustainable school meal models. The discontinuation of WFP school meals activities in 2015, though, hampered further direct engagement in the draft school feeding policy, which has still to be approved. School meals will resume under the new country strategic plan.

67. The country portfolio evaluation did not note instances where a budget revision had been called for due to changes in national policy or strategy contexts. This is most likely linked to the fact that Cameroon is a relatively stable country and one in which policy developments are long-term and predictable processes, facilitating adherence to the programmes and operations of partners.

Portfolio Coherence with Other Development and Humanitarian Actors

68. The country portfolio evaluation finds that the portfolio is well aligned with other United Nations agencies, bilateral organizations, and national and international

⁹⁹ According to discussions with SUN staff.

¹⁰⁰ SPR 2015.

¹⁰¹ WFP staff and WFP-PNSA (2016) "Bulletin de Suivi de la Sécurité Alimentaire" no. 1, June 2016.

¹⁰² SPR CP 200330 2016 and information from Ministry of Basic Education.

NGOs. Particularly, through the active role of WFP in development and humanitarian coordination platforms in Cameroon, the WFP planning cycle is coordinated with the humanitarian response plan. This facilitates resource mobilization and effective implementation. The leadership role that WFP took in emergency food security, including food security information systems, strengthened coherence through common problem analysis. The country portfolio evaluation did not find any official assessment of the use of WFP food security information products by other humanitarian and development actors. However, the country portfolio evaluation interviews with different partners and the review of their strategic, programme and project documents indicated a widespread use of WFP food security information products. This widespread use is generally justified, given the quality and timeliness of the products. WFP participation in joint assessments with other agencies, mainly limited to FAO and UNHCR, also strengthens the coherence of programmes and adds to the integrated analysis called for by national policy documents.

69. WFP participated actively in the development of UNDAF 2013–2017.¹⁰³ The WFP country portfolio is coherent with UNDAF objectives, which the portfolio is promoting through activities to support national policy development, capacity development of food security, nutrition, and health services, and the development of social safety nets, including school meals. During the country portfolio evaluation’s interviews, it was noted that WFP is recognized by other partners as a key player in the development of UNDAF 2018–2022. While the new UNDAF was positively received, particularly for its renewed focus on ‘Delivering as One’, the challenge of cooperation at operational level remains. The country portfolio evaluation finds that a key reason for this is the planning, which is often done with unrealistic funding assumptions, including by WFP. When funding does not come through, cooperation is challenged. In addition, many partners highlighted that different organizational planning and implementation schedules challenged cooperation. So, while there was coherence between the WFP portfolio and programmes and projects of other development and humanitarian actors during the planning phase, actual implementation did not materialize. An example of this was the case for the planned FAO technical support to community cereal banks. As a result, evaluations of programmes and projects in Cameroon have often pointed to weak coordination.¹⁰⁴

70. In general, emergency operations were developed in cooperation with other United Nations agencies, particularly UNICEF and UNHCR. Moreover, the proposals for the emergency operations were presented and discussed within the humanitarian coordination framework, which allowed for greater coherence. With the regionalization of the responses to the Boko Haram and Central African Republic crises, there was increased coordination with other humanitarian actors both within the joint regional appeals and for the corporate regional EMOPs.¹⁰⁵

71. The country portfolio evaluation finds that WFP participation in coordinated humanitarian response plans at national and regional levels allowed greater visibility to the crisis and seemed to be the critical role of WFP. This was reflected in the relatively high funding level of WFP in the joint appeals.

¹⁰³ Interviews with former UNDAF participants.

¹⁰⁴ Interviews with former UNDAF participants.

¹⁰⁵ Interviews with WFP staff.

Opportunities for Streamlining Activities with other Stakeholders

72. The country portfolio evaluation's review of the country portfolio, including progress reports and standard project reports, reveals that the active participation of WFP in different humanitarian and development platforms allowed a constant updating of opportunities for collaboration and adjustment of approaches. The country portfolio evaluation did not encounter instances where WFP operated in isolation. However, during country portfolio evaluation interviews, many partners highlighted that the agencies have different programming cycles and funding opportunities, which typically worked against streamlining in practice. This included Rome based agency collaboration opportunities. For instance, the programmed joint FAO and WFP food assistance for assets and food assistance for training activities within the country programmes and the PRROs were never realized, partly because of the different programming cycles of the two agencies. Likewise, a programme start was often dictated by concrete funding structures and opportunities for the specific agencies. For the planned joint FAO and WFP implementation in the PRRO, each agency performed its own resource mobilization. This reflected what was typically the case for concrete collaboration in implementation.

73. With the focus on emergency operations, there was also greater focus on streamlining activities with other stakeholders. For instance, WFP targeting procedures in the EMOPs built on UNHCR refugee registration and the nutrition responses were based on a close collaboration with UNICEF for treatment of acute malnutrition cases.¹⁰⁶

WFP Portfolio Re-alignment

74. The country portfolio evaluation considers that the absence of a documented country strategy (2012-2016) points to the limited strategic reflections and analysis of the role of WFP in Cameroon, particularly in the early stages of the portfolio. As a result, most operations were formulated as an adaption and further development of existing operations. They responded to needs that fell within WFP traditional intervention areas and were complemented by new approaches from WFP Cameroon that addressed identified shortcomings.

75. The country portfolio evaluation finds that, the use of innovative approaches was a useful way for WFP to positioning the portfolio strategically. By introducing these approaches through pilots, WFP ensured that the country portfolio has done its due diligence to ensure full adaptability, acceptance, and alignment. In addition the shift in nutrition approach has increased synergies among portfolio activities through the linking of blanket targeted feeding with general food assistance.

76. The introduction of the new preventive approach to nutrition was based on the constant deterioration of nutrition indicators showing that treating acute malnutrition was not sufficient.¹⁰⁷ In the wake of the Lake Chad and Central African Republic crises, WFP reoriented its nutrition response in 2016 to focus on preventing both chronic and acute malnutrition among children aged 6-59 months.¹⁰⁸ The fundamental turning point was the acknowledgment that prevention of malnutrition is not only an issue of accessing enough food. Therefore, a multi-sectoral approach was needed in order to respond to the following weaknesses: i) inadequate coordination of nutrition

¹⁰⁶ Regional EMOP operation document.

¹⁰⁷ Annual SMARTs and EFSAs.

¹⁰⁸ Children 24-59 months with MAM, who are traditionally, not part of the blanket supplementary feeding programs.

interventions; ii) insufficient integration and coverage of community management of acute malnutrition (CMAM) services;¹⁰⁹ iii) the treatment approach only permitted the targeting of acute malnutrition; iv) a lack of strong evidence of the impact of moderate acute malnutrition treatment on the reduction of the prevalence of stunting; and v) scarce investment in prevention.

77. Moreover, WFP based the new approach on the need to increase the coverage of the interventions both geographically and in number of beneficiaries, while considering best value for money. The results so far confirm the rationale for shifting the approach. The shift in approach is supported by the 2016 Global Nutrition Report, which presents progress towards ending malnutrition.¹¹⁰

78. The necessity to deal and respond to the growing emergency needs, while at the same time achieve long term gains has been the driving force behind the WFP goal to implement a nutrition multi-sector preventive response platform.

79. Other innovative approaches that have allowed WFP to position itself strategically, are the introduction of cash based transfers through vouchers for general distribution, and the use of mobile vulnerability analysis and mapping (mVAM). The introduction of these innovative approaches is the result of joint reflections among the country office, the regional bureau in Dakar, government counterparts, cooperating partners, and other United Nations agencies. During interviews with Government, donors, and United Nations partners, it was indicated that these reflections and the results of the pilots of the new approaches have been influential in national policy development. During the country portfolio evaluation, though, several partners expressed uncertainty in terms of the objective and implication of the new approaches.¹¹¹

80. The preparation of the Zero Hunger strategic review as an independent government study also provided a good input to WFP strategic positioning. From interviews with stakeholders, the process has allowed greater awareness of the role and scope of WFP work in Cameroon. There is still some confusion in understanding the principles of the new country strategic and operational planning through the country strategic plan. However, many partners, including donors, welcome a shift towards integrated planning with greater focus on the humanitarian-development nexus as a viable response to the complex food insecurity situation in Cameroon.

Trade-offs in Aligning Portfolio with National Needs and Strategies

81. The unprecedented humanitarian needs emerging with the Lake Chad and Central African Republic crisis forced WFP to focus on lifesaving interventions in the form of general food assistance and nutrition support from 2014 onwards. The immediate negative impact of this shift in focus from development to emergency operations has been the discontinuation of school meals, community cereal banks, and nutritional support in North; operations that were otherwise considered relevant and effective. During the country portfolio evaluation, for instance, several partners mentioned the positive, but unplanned, effect of WFP school meals in forms of settlement of pastoral groups, whose children had traditionally been deprived of schooling.

¹⁰⁹ The coverage of the treatment component was estimated to be lower than 20% in rural areas, when the SPHERE Standards recommends a minimum of 50%.

¹¹⁰ <http://www.globalnutritionreport.org/the-report/>

¹¹¹ For instance, some partners expressed surprise that WFP would abandon the treatment option of the nutrition programme, while in reality the shift in nutrition approach would still include treatment while the focus is on prevention.

82. For the nutrition support under the country programmes, the predominant approach was targeted supplementary feeding (TSF) for treatment of moderate acute malnutrition (MAM). The targeted supplementary feeding was implemented in a coordinated manner with the regional delegation of the Ministry of Health and UNICEF in the typical WFP/UNICEF coordination: UNICEF had the mandate for the treatment of severe acute malnutrition (SAM). The targeted supplementary feeding activities were launched in 2009 and continued until April 2016, at which time country programme activities were suspended. According to the local counterparts, there was no proper exit strategy put in place and, with a regional health delegation facing severe resource constraints, there was no longer any treatment of moderate acute malnutrition cases after May 2016.¹¹² The exact impact of the sudden discontinuation will need a proper evaluation as well as an analysis of the efficiency and effectiveness of continuing a predominantly treatment option in a region with persistent high chronic and acute malnutrition rates.

83. Nevertheless, the refocusing of the portfolio also forced WFP to reflect on the efficiency and effectiveness of its different interventions. This led to the decision in late 2015 to readdress its nutrition approach towards greater emphasis on prevention through blanket supplementary feeding (BSF).

1.6 Factors Influencing the Strategic Decision-Making in the Portfolio

Use of Existing Food Security Relevant Information

84. WFP plays a key role in the production of reliable and timely food security information in Cameroon. The support to food security information products includes traditional WFP products such as CFSVAs, twice annual and ad-hoc emergency food security assessments (EFSAs), and regular market analysis and food security monitoring. In addition, WFP carries out joint assessment missions (JAM) with UNHCR to assess the needs of refugees, internally displaced persons and host populations. It also participates in annual crop and food security assessment missions (CFSAMs)¹¹³ with FAO and the Government of Cameroon as well as other food security-related assessment missions. A list of critical food security information products prepared by WFP during the period 2012-2017 is presented in Annex 8.

85. The food security information was systematically used for the design of WFP operations in Cameroon¹¹⁴ and it informed the strategic decision-making in the portfolio.¹¹⁵ WFP launched several new initiatives in Cameroon to strengthen the national food security information system. Within the framework of the regional EMOP 200777 (Lake Chad crisis), WFP provided technical assistance to the Ministry of Agriculture's National Food Security Programme (PNSA) to establish the first national Food Security Monitoring System (FSMS) that will feed into the Government's future early warning system. The pilot of the new system included the setting up of 40 sentinel sites in Far North. WFP trained government staff and supported the first two rounds of data collection. To facilitate data collection among internally displaced persons in departments with limited humanitarian access in Far North,¹¹⁶ WFP introduced mVAM, the remote food security data collection by mobile

¹¹² Visit to regional delegations in North, August 2017.

¹¹³ Also referred to as Crop and Food Supply Assessment Missions.

¹¹⁴ Operation documents for portfolio 2012 – mid 2017.

¹¹⁵ CSP 2018 – 2020 and interviews with WFP staff.

¹¹⁶ Three departments participate in mVAM in Far North: Logone et Chari, Mayo Sava and Mayo Tsanaga.

phone. Surveys were carried out by a local private company, LMT Group, whose agents were trained in the mVAM procedures by WFP.

86. In addition to WFP food security information products, strategic decisions including programming were informed by nutrition and health surveys. The surveys were particularly: multiple indicator cluster surveys (MICS) and annual Standardized Monitoring and Assessments of Relief and Transitions (SMART) surveys. Standardized Expanded Nutrition Surveys (SENS) were carried out as required in refugee camp settings. There have been attempts to coordinate SMART and EFSA surveys, as much of the information is complementary. Partly due to scheduling challenges, full coordination has not taken place every year.¹¹⁷

87. According to the WFP Humanitarian Protection Policy,¹¹⁸ food assistance will be “based on context and risk analysis, including an understanding of how protection gaps contribute to food insecurity and hunger.” WFP is not an active member of the protection working group, but uses information generated by the working group to inform its activities.¹¹⁹ There is a significant pool of protection information, though, that is not being used systematically because of the lack of a coordinated protection monitoring system among humanitarian actors. For instance, NGOs working on protection are collecting important vulnerability data, but that is not used by other organizations.¹²⁰ The challenge of using protection information systematically is recognized in the *National Protection Strategy 2016-2017*, which was developed by the protection working group.¹²¹ Internally, the WFP monitoring system provides critical prevention information through post-distribution monitoring. It also provides information from the accountability system using well-functioning hotlines. The hotline complaint mechanism was first introduced in 2016 in the PRRO 20052 and functions with a toll-free telephone number in Yaoundé. It is accessible to all Cameroon-registered telephone numbers. The information is provided in local languages and anonymity is guaranteed. WFP is seen as a leader in Cameroon in offering a direct and secure complaint mechanism. The recent launch of the SCOPE¹²² platform in the two regional EMOPs is expected to further the systematic use of protection-relevant information related to WFP distributions and interventions.¹²³

88. The leading role of WFP in humanitarian working groups provided important sources of information for strategic decision-making that was more evidence-based. WFP co-chaired the national working groups on nutrition, food security, logistics, and sash. It also participated actively in other working groups created for the humanitarian response to the crises in the northern and eastern regions. It should be noted, however, that partners, during the country portfolio evaluation, questioned the effectiveness of the working groups compared to traditional humanitarian clusters. As such, there were often limited commitments and engagement in joint approaches. Moreover, some participants complained that the working groups only focused on emergency issues. While the working groups were created in the context of the emergencies, there was still a great need to ensure a more integrated approach through the working group structure. WFP also participated in more formalized cooperation, including the Scaling

¹¹⁷ Comparison of annual SMARTs and EFSAs 2012-2017.

¹¹⁸ WFP/EB.1/2012/5-B/Rev.1

¹¹⁹ Operation documents.

¹²⁰ Information from International NGOs active in protection work in Far North.

¹²¹ UNHCR (2016) “Stratégie Nationale du Secteur Protection au Cameroun 2016-2017” »

¹²² SCOPE (System for Cash OPERations) is a WFP corporate integrated beneficiary identity and benefit management system. It was launched as a pilot in 2013 and has now been developed to support all distributions and interventions.

¹²³ Information from partners.

Up Nutrition (SUN) in Cameroon, which offered a platform for more streamlined actions among different organizations in information use.

89. The country portfolio evaluation was not able to identify specific collaboration with other partners to promote gender equality and women's empowerment in strategic decision-making or programming.¹²⁴ Interviews with the Ministry of Women's Empowerment and the Family indicated that there was no direct cooperation between the Ministry and WFP and that there was little knowledge of the WFP strategy on women and girls and GEEW in general. For instance, the recent WFP study on women and men's role in markets was not prepared on a basis of collaboration with the Ministry of Women.

90. Generally, the country office has used feasibility and other studies efficiently for strategic decision-making and portfolio design. For instance, feasibility studies and follow-up assessments of the blanket supplementary feeding activities were critical of scaling-up the shift in nutrition focus towards prevention. Likewise, the feasibility study on cash based transfers, carried out with the support from the regional office in Dakar,¹²⁵ provided information that was translated immediately into a cash based transfer pilot.

Process of Putting the Zero-Hunger Challenge on the National Agenda

91. WFP has actively supported Cameroon's response to the Zero-Hunger Challenge, particularly through the support to the August 2016 *Zero Hunger Strategic Review* (ZHSR).¹²⁶ The ZHSR identified four underlying causes of malnutrition and poverty: inappropriate feeding practices, prevalence of diarrheal diseases, poor health coverage and access to vitamin A treatment, and limited access to safe drinking water and sanitation infrastructure. The ZHSR recommended specifically that WFP strategic focus in the country strategic plan should include:

- Increased access to school feeding based on local produce
- Increased use of cash transfers through social safety nets
- Early warning and rapid response system based on robust data monitoring
- Reduction of post-harvest losses to improve household food availability
- Processing and bio-fortification of food products
- Prevention of malnutrition through the strengthening of nutrition education.

92. The six ZHSR recommendations for WFP have been translated into 12 country strategic plan activities focusing on:

- Food assistance to vulnerable households
- School feeding and homegrown school feeding
- Support to early recovery and strengthened resilience through food assistance for assets
- Nutritional prevention and treatment activities
- Technical assistance focusing on post-harvest management for small-scale farmers, particularly women, in collaboration with IFAD and FAO

¹²⁴ Information from women partners and WFP.

¹²⁵ Regional Bureau Dakar (2015) "Etude de Faisabilité pour l'Introduction de Transferts Monétaires dans le Cadre de la Réponse du PAM Apportée aux Populations Réfugiées de République Centrafricaine à l'Est du Cameroun »

¹²⁶ Republic of Cameroon & WFP (2016) "Zero Hunger by 2030 - Cameroon Food Security and Nutrition Review." The ZHSR was prepared by a team of eminent Cameroonian food security experts.

- Coordination of Zero-Hunger activities, including early warning, preparedness and response planning
- The provision of safety nets in collaboration with the World Bank and International Labour Organization (ILO)
- The humanitarian air service.

93. While the ZHSR provided an institutional analysis of the food security structure in Cameroon, it did not make references to collaboration among Rome based agencies and IFAD was not mentioned in the review. On the other hand, the country strategic plan, which was informed by the ZHSR, highlighted Rome based agency collaboration in line with the *WFP Strategic Plan 2014-2017*. However, there was no analysis of challenges to Rome based agency collaboration and how to address issues such as differences in funding, capacity, geographical focus, and programmatic schedules. The issue is further developed in the section “Rome Based Agencies Collaboration” at the end of section 2.3. With its direct use in the country strategic plan process, there are possibilities to refer back to the Zero-Hunger Challenge for advocacy purposes.

94. However, the roles of the different key food security actors in Cameroon vis-à-vis the Zero Hunger challenge were not clearly defined. There was not for instance, a road-map with roles, responsibilities and timeframes clearly defined. The country portfolio evaluation did not find any communication strategy for the Zero-Hunger challenge.

Role of Security-Related Risks Information in Strategic Decision-Making

95. The WFP enterprise risk management policy from 2005 and its updated version from 2015¹²⁷ set out activities to be undertaken at country level, including risk assessments and risk responses in programming. The country portfolio evaluation found that risk management was an integrated part of the operations in the portfolio, particularly in the programming and design phases. Moreover, the country office management continuously considered risk levels based on multi-source information, including security briefings from the sub-offices, information from the United Nations Department of Safety and Security, and information from other agencies gathered, for instance, through coordination platforms such as meetings within the United Nations country team.¹²⁸ The country portfolio evaluation found that the launch of the L3, the IR-EMOP 200679, and the EMOPs in general were key examples of timely responses based on effective risk management using risk information in monitoring and strategic decision-making.

96. The annual risk registers outlined a number of mitigation activities developed to respond to the identified programmatic/institutional and contextual risks.¹²⁹ The country portfolio evaluation found the suggested mitigation measures to be very general and their actual effectiveness difficult to ascertain. For example, a programmatic risk was identified in 2014 and 2015, stating that focus on EMOPs took attention away from the PRRO and country programme; to mitigate this, the risk register suggested advocacy and resource mobilization. The country portfolio evaluation did not identify any assessments of the efficiency and effectiveness of these mitigation measures.

¹²⁷ WFP/EB.A/2015/5-B.

¹²⁸ WFP staff.

¹²⁹ Cameroon Corporate Risk Registers 2012 – mid 2017.

1.7 Performance and Results of the Country Portfolio 2012 –mid 2017

Targeting

97. Various geographic and beneficiary targeting approaches have been applied in the different operations. Geographical targeting was determined by focusing on the most food insecure and vulnerable northern and eastern regions. These were identified in food security assessments based on food insecurity, poverty, and vulnerability indicators according to different national surveys and baselines. This included CFSVA and MICS, which showed that food insecurity pockets existed in other regions of the country and were not considered in the documented geographic targeting. The regular EFSAAs carried out by WFP provided information to support vulnerability targeting. The initial household targeting was based on status criteria. It focused on the status of households according to UNHCR refugee registration and took into consideration the number of malnourished children in the household, households headed by women, and elderly and disabled members of the households.¹³⁰

98. Interviews with different stakeholders indicated that it was justifiable to apply status as the only criterion for beneficiary targeting, particularly when the influx of refugees was massive and overwhelmed the national capacity. However, the status targeting was questioned by many partners as it did not necessarily fulfill vulnerability criteria. Moreover, according to a 2016 joint WFP/UNHCR assessment, 40 percent of Central African Republic refugees in the eastern regions could meet their basic needs without external support.¹³¹

99. For general food assistance, gender sensitive targeting criteria were based on prioritizing women. Cash based transfers, for instance, explicitly targeted households headed by women. Targeting for food assistance for assets activities at community level was done by community leaders, who identified the most vulnerable households. The inclusion of food assistance for assets in an emergency operation, as seen in the regional EMOP 20077 (Lake Chad crisis), is a positive and appropriate innovation. Yet, because of the emergency nature of the operations in the portfolio since 2014, limited attention has been dedicated to livelihood activities. Further, use of participatory targeting and planning instruments, such as the three-pronged approach,¹³² have not yet been applied in the EMOPs.¹³³ In 2016, with support from the regional bureau in Dakar, the country office developed a road-map to guide future application of the three-pronged approach, particularly in the implementation of the country strategic plan.¹³⁴

Portfolio Outputs

100. WFP operations in Cameroon have been implemented in close collaboration with national and regional governments, particularly the Ministries of Agriculture and Rural Development; Basic Education; Health; Territorial Administration, Decentralization and Social Development; and Economy, Planning and Regional

¹³⁰ Information from operations documents, including SPRs and interviews WFP staff.

¹³¹ WFP/UNHCR (2016) "Évaluation conjointe HCR/PAM de l'assistance humanitaire et de la situation des réfugiés centrafricains vivant au Cameroun"
www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/assessments/cmr_jam_2016_-_rapport_23.11.2016.pdf

¹³² The three-pronged approach was developed to promote integrated planning to resilience building, productive safety nets, disaster-risk reduction, and preparedness. It consists of i) an integrated context analysis, ii) seasonal livelihood planning, and iii) community-based participatory planning at local level.

¹³³ See for instance operation documents and SPRs for the EMOPs.

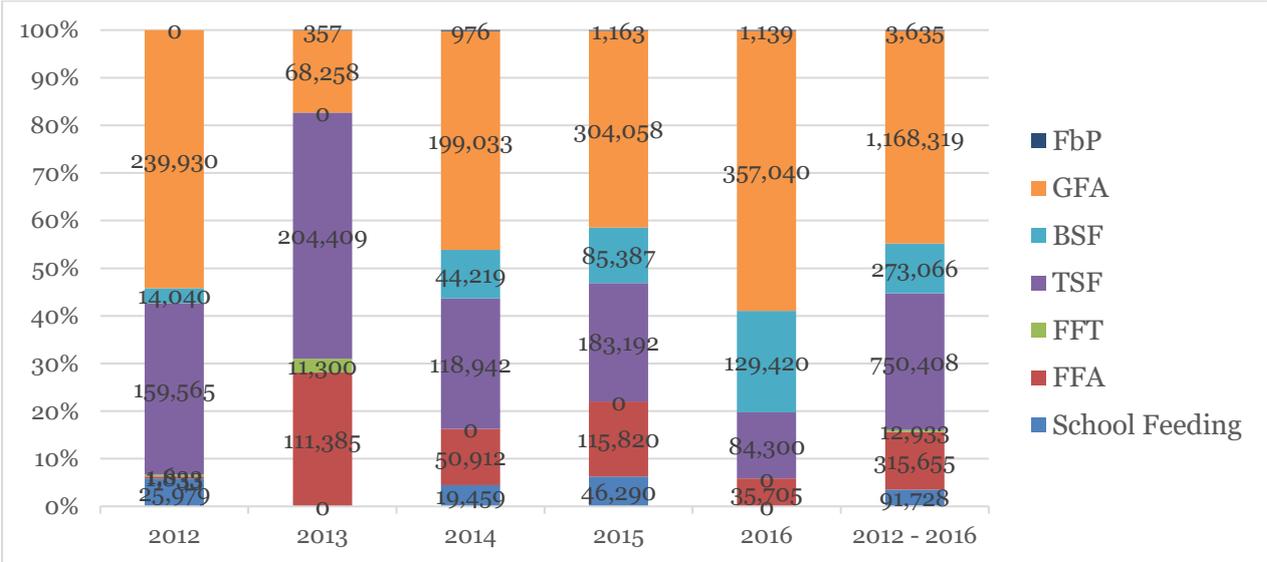
¹³⁴ WFP country office staff.

Development. Most of the line ministries have decentralized regional delegations, who are the direct counterparts for WFP operations in the northern and eastern regions.

101. Moreover, WFP has collaborated with other United Nations agencies through UNDAF and the humanitarian response strategies in addition to 12 international and national NGOs. Among the United Nations partners, all EMOPs and PRROs have been implemented in coordination with UNHCR and UNICEF. FAO cooperation in implementation of operations has only been programmed within PRRO 200552 in support of the food assistance for training. The two agencies worked closely together during the design phase. Nonetheless, according to the 2016 evaluation of the PRRO 200552, FAO expressed some concern regarding the short-term nature of WFP planned activities, and therefore the programme might not have met the interests of FAO and the Ministry of Agriculture and Rural Development's in longer-term activities. Further to this, funding shortfalls contributed to the lack of implementation of the planned food assistance for training activities under the PRRO.

102. General food assistance beneficiaries constituted 45 percent of the total actual beneficiaries over the period 2012–2016, reflecting the importance of responding to emergencies. (Figure 10).

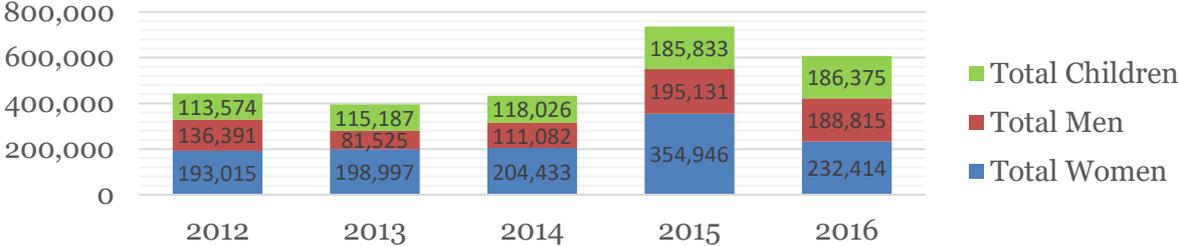
Figure 10: Actual beneficiaries by activity 2012-2016



Source: SPRs 2012-2016

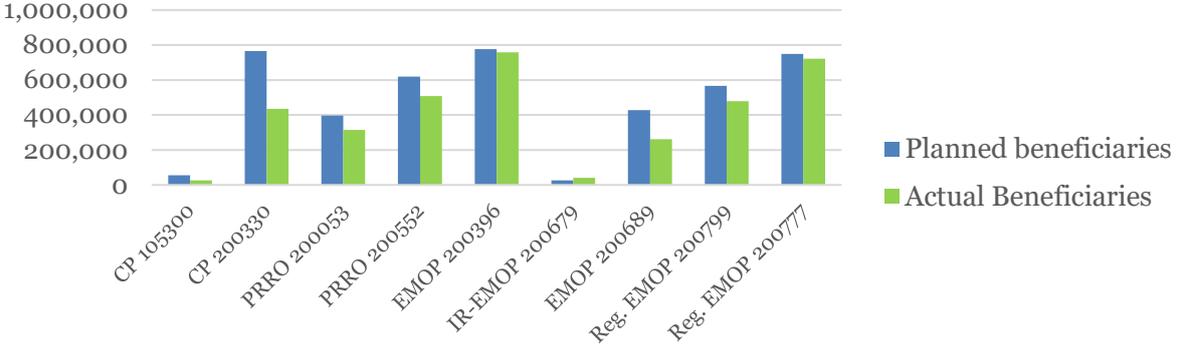
103. Figures 11 and 12 show the annual total number of beneficiaries of the operations for 2012-2016. The portfolio reached 735,910 individuals in 2015 when the number of beneficiaries was the highest and 395,709 in 2013 when it was lowest. The total number of beneficiaries during the period 2012-2016 were estimated to be 2.5 million. 45 percent of beneficiaries are women, 27 percent men, and 27 percent children.

Figure 11: Total number of beneficiaries by year and category 2012-2016



Source: SPRs 2012-2016 of the operations

Figure 12: Planned and actual direct beneficiaries in the operations 2012-2016



Source: SPRs 2012-2016 of the operations

104. Based on information from the standard project reports, the operations reached 80 percent of the planned beneficiaries during the period 2012-2016. The focus of the portfolio, and where the greatest numbers of beneficiaries were reached, were general food assistance (exceeding targets at 104 percent) and nutrition activities at 86 percent of targeted beneficiaries (Table 6). This consisted of targeted supplementary feeding to children aged 6-59 months with moderate acute malnutrition and malnourished pregnant and lactating women. School meals and food assistance for assets accounted for a smaller portion of the portfolio.

Table 6: Planned vs. actual beneficiaries for key activities of operations 2012-2016

Activity/Operation	Planned				
	School meals	Nutrition	GFA	FFA/FFT	FbP
CP 105300	55,246	123,900	0	3,000	0
CP 200330	304,500	96,008	0	365,500	0
PRRO 200053	0	291,638	58,600	47,009	0
PRRO 200552	0	273,582	54,000	291,124	1,300
EMOP 200396	0	517,510	258,702	0	0
IR EMOP 200679	0	0	27,000	0	0
EMOP 200689	0	272,780	153,584	0	1,000
Reg EMOP 200799	0	230,547	334,004	0	2,000

Activity/Operation	Planned				
	School meals	Nutrition	GFA	FFA/FFT	FbP
Reg EMOP 200777	0	391,057	338,000	20,000	0
Actual					
CP 105300	25,979	99,728	0	0	0
CP 200330	65,749	122,975	0	246,820	0
PRRO 200053	0	230,812	60,147	23,177	0
PRRO 200552	0	273,522	124,667	108,171	1,011
EMOP 200396	0	479,860	277,953	0	0
IR EMOP 200679	0	0	40,299	0	0
EMOP 200689	0	156,261	104,834	0	506
Reg EMOP 200799	0	156,798	318,860	0	2,302
Reg EMOP 200777	0	359,047	342,238	19,480	0
TOTALS					
Planned vs actual	School Meals	Nutrition	GFA	FFA/FFT	FbP
Planned	359,746	2,197,022	1,223,890	726,633	4,300
Actual	91,728	1,879,003	1,268,998	397,648	3,819
Planned % of beneficiaries reached	25%	86%	104%	55%	89%

Source: SPRs 2012-2016 of the operations

105. Regarding nutrition, the WFP food basket included super cereal, oil and sugar for women and super cereal plus for children, which was distributed in out-patients health centres. During the review period, the nutrition activities have supported 719,000 children, 304,000 pregnant and lactating women, and 3,600 HIV/AIDS affected persons with supplementary feeding.

106. To support the programmatic reorientation, nutrition-sensitive preventive delivery platforms were established. There, multiple services could be delivered to complement nutrition assistance, including: health care, immunization, water, hygiene, and behaviour-change communication. These platforms allowed implementation of multiple services to complement the nutrition food supplementation, while addressing underlying causes of malnutrition. They were flexible and adaptable to the local context, the availability of human and financial resources, and stakeholder presence. As the reorientation of the nutrition approach was still in its initial phases, many structures still needed to be fully developed as part of the development, adaptation, and scaling-up. This includes development of rigorous planning and coordination mechanisms and an efficient monitoring and evaluation system.

107. Food by prescription for HIV/AIDS patients has also reached a relatively high rate of achievement toward planned targets, although the total targeted number of food by prescription beneficiaries was low. Limited to the two country programmes (CP 105300 and 200330), school meals reached only 25 percent of planned beneficiaries

due to the suspension of most country programme activities since 2015. In total, the programmes supported 276 schools, or 37 percent of the planned ones, while the number of school feeding days was reduced to 132, or 27 percent of the planned ones. The original 2014 planning overestimated the number of Central African Republic refugees who would arrive that year. Moreover, UNHCR beneficiary counting methods, which are used for WFP's planning figures for refugees, were modified during 2014 with the introduction of biometrics.

Table 7: Actual beneficiaries from nutrition activities 2012-2016

Activity/ operation	TSF		BSF		FbP	
	Children	PLW	Children	PLW	Women	Men
CP 105300	69,587	30,141				
CP 200330	85,230	37,745				
PRRO 200053	17,413	12,224				
PRRO 200552	56,452	33,838	20,756		624	203
EMOP 200396	109,063	95,307	14,040			
EMOP 200689	14,113	7,611	29,703	4,228	372	134
Reg EMOP 200799	31,116	23,773	88,105	13,804	1,658	644
Reg EMOP 200777	82,025	44,770	101,392	1,038		
Total	464,999	285,409	253,996	19,070	2,654	981

Source: SPRs 2012-2016 of the operations

108. Food assistance for assets and training have only reached 55 percent of planned beneficiaries, mainly due to a reduction of livelihood activities because of funding shortfalls.

Table 8: Tangible outputs generated through food assistance for asset activities 2012-2016

Operation	Actual tangible outputs generated through FFA
CP 105300	100 community cereal banks
CP 200330	137 community cereal banks
PRRO 200053	4 hectares cleared land, 25 kilometers feeder roads 1 fish pond, 600 improved stoves, 20,000 tree seedlings
PRRO 200552	900 improved stoves, 13,000 tree seedlings, 42 hectares with improved irrigation, 4 hectares of forest land, 5 community assets, 10 community shock mitigation infrastructures, 2 tree nurseries
Regional EMOP 200777	29 health centres with rehabilitated infrastructure Improved rural water infrastructure

Source: SPRs 2012-2016 of the operations

109. Food assistance for assets and training activities are greatly appreciated by communities. Food assistance for assets was a key component of the country programmes, through establishment of community cereal banks. Moreover, food

assistance for assets has been applied in the PRROs for rehabilitation of rural water supply infrastructures in Far North; rice production activities in North and Far North; market gardening and fish ponds, as well as the construction of a small rural road with the help of a local NGO. The food assistance for asset activities have targeted Central African Republic refugees and host population in moderate food insecurity. Throughout the evaluated portfolio, programmed food assistance for asset activities have been severely reduced due to budget constraints. Food assistance for training was implemented in PRRO 200053, through support to women’s literacy, training in beekeeping, and anti-deforestation activities. Food assistance for training was also programmed for PRRO 200552, but was never implemented due to lack of resources. As can be seen in Table 8, the assets created through food assistance for assets in the 2012-mid 2017 portfolio are relatively few. The sustainability of the community cereal banks was already questioned by the FAO/WFP Management Committee in 2013, based on observations during a field visit of the committee. The committee reported that many of the cereal banks were in poor condition and the community committees were not aware of their maintenance responsibility.¹³⁵ For the assets created under the PRROs, the 2016 evaluation of PRRO 200552 concluded that the short timescale of the operation limited likelihoods of sustainability. Furthermore, the evaluation did not find attempts to strengthen the capacity of communities to organize and ensure their own funding for future maintenance of the assets.¹³⁶

Portfolio Outcomes

110. As shown in Table 2 in section 1, comparison of the nutrition status at regional levels in 2011 and 2014 shows that the chronic and acute malnutrition decreased in Far North, North, and Adamaoua, during a period, with WFP nutritional support through the country programmes, EMOPs, and PRROs.¹³⁷ On the other hand, during the same period, acute and chronic malnutrition increased in East, where WFP only launched nutrition activities in 2015.

111. The standard project reports provide specific nutrition outcome information for the operations in the form of recovery rates for children under 5 who have received targeted and blanket supplementary feeding through WFP operations. In the two regional EMOPs, the recovery rate for moderately acute malnutrition rate children under 5 was above 90 percent, reflecting the impact of the increasing focus on nutrition prevention. Unfortunately, data on stunting rates were not recorded systematically in health centres and were therefore not readily available. As can be seen in Table 9, the nutrition activities in the portfolio’s operations performed well in terms of recovery, particularly the regional EMOPs, with recovery rates above 90 percent. The nutrition outcome underperformance of country programme 200330, in terms of low recovery rates, is partly a result of a change in beneficiary groups, with an increasing number of malnourished Nigerian refugees and internally displaced persons.

¹³⁵ Rapport Annuel d’Activités – Exercice 2013 - Annual Report 2013 from the FAO/WFP Management Committee.

¹³⁶ Operation Evaluation: Cameroon, Protracted Relief and Recovery Operation 200552, Food and Nutrition Assistance to Nigerian and Central African Refugees and Host Populations in Cameroon (2013-2016)

¹³⁷ MINSANTE & UNICEF (2015) “Enquête par grappes à indicateurs multiples (MICS5) 2014 – Cameroun - Rapport Final” and MINSANTE & ICF (2012) “Enquête Démographique et de Santé et à Indicateurs Multiples”

Table 9: Results of moderate acute malnutrition treatment among children under 5

		Recovery rate	Default rate	Mortality rate	Non-response rate
CP 200330	Project end target	75.00%	15.00%	3.00%	15.00%
2014	Base value	74.74%	25.20%	0.06%	0.00%
2015	Latest follow-up	67.00%	22.00%	0.00%	0.00%
PRRO 200053	Project end target				
2013	Base value	82.10%	13.00%	0.48%	4.40%
2014	Latest follow-up	81.22%	17.95%	0.27%	0.56%
PRRO 200552	Project end target	75.00%	15.00%	3.00%	15.00%
2013	Base value	79.00%	20.00%	0.00%	1.00%
2015	Latest follow-up	78.05%	20.29%	0.12%	1.54%
EMOP 200396	Project end target				
2012	Base value	64.00%	35.00%	0.20%	
2013	Latest follow-up	77.00%	22.00%	0.00%	
EMOP 200689	Project end target	75.00%	15.00%		15.00%
2014	Base value	77.00%	21.00%		1.50%
2014	Latest follow-up	67.00%	26.55%		6.22%
EMOP 200799	Project end target	75.00%	15.00%	3.00%	15.00%
2015	Base value	67.00%	26.50%	0.23%	6.22%
2016	Latest follow-up	96.00%	2.50%	0.20%	1.50%
EMOP 200777	Project end target	75.00%	15.00%	3.00%	15.00%
2015	Base value	66.00%	34.00%	0.00%	1.00%
2016	Latest follow-up	90.58%	5.59%	0.01%	5.76%

Source: SPRs 2012 – 2016 of the operations

112. To maximize synergies and results, the preventive activities through blanket supplementary feeding (BSF) were integrated with general food assistance (food or cash) and were conducted in close collaboration with the national health partners. The shift from the treatment to preventive approach was carefully planned and phased in through a series of progressive activation and steps as shown in Table 10.¹³⁸ It was accompanied by complementary communication presentations, both at central and peripheral levels, in order to inform local implementing partners, stakeholders and beneficiaries. The objectives of the prevention programme were to: i) reinforce the implementation of nutrition-specific and nutrition-sensitive interventions, with a focus on the first 1,000 days; ii) closely work with WFP partners to ensure joint delivery of an essential package of complementary services, at scale, targeting the most vulnerable populations; and iii) strengthen coordination with key stakeholders and reinforce government capacities to manage nutrition programmes at all levels.¹³⁹

¹³⁸ Interviews with WFP staff and field visit.

¹³⁹ Operation documents.

Table 10: Activities and time-frame of shift from treatment to malnutrition prevention

Activity	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
Admissions into TSF (6-59 months) MAM and Ex-SAM												
Treatment of MAM enrolled under TSFP programme												
Progressive scale up of BSF to all children 6-23 months												
Continuation of management of Ex-SAM and MAM 24-59 month children in BSF programmes												

Source: WFP country office

113. At the end of September 2016, a mid-term evaluation mission evaluated the new nutritional assistance strategy in Far North.¹⁴⁰ The evaluation confirmed that the new approach promoted community ownership and monthly screening. Moreover, it improved coverage of integrated health behaviour-change through a strong nutritional-education component, leading, for instance, to increased use of nutritional products adapted to the needs preferences of the beneficiaries.

114. According to the mid-term evaluation mission, the cost-efficiency of WFP nutrition activities improved, in terms of an increased health-district coverage and larger number of children enrolled. The number of children covered was multiplied by a 1.2 factor and the “better value for money” was confirmed by a costing analysis. In Far North, the average cost was USD 35.62 per beneficiary for the treatment programme (2015) compared to the USD 19.96 under the prevention programme in 2016. The number of beneficiaries increased from 62,235 to 95,051. In East and Adamaoua, the cost went down from USD 47.24 in 2015 to 21.90 USD in 2016, but the number of beneficiaries decreased. Seventy two percent (coverage rate¹⁴¹) of eligible children aged 6-59 months have participated in blanket supplementary feeding activities (target 70 percent).¹⁴²

115. The capacity of community health workers to carry out nutrition activities was found to be inadequate. One of the challenges that was raised during the country portfolio evaluation by various stakeholders was a lack of monetary reward, leading to demotivation, with negative impact on their performance. Additional concerns included the partial coverage of health districts and health areas, which were linked to the obligation to respect the caseload, and the numbers of distribution sites, where some villages were more than 15 km from the distribution sites.

116. The *2017 Nutrition Brief* reported that the coverage rate was 70 percent¹⁴³ of eligible children aged 6-59 months who had participated in blanket supplementary feeding activities. Ninety percent of beneficiaries enrolled in the programme participated in an adequate number of distributions. There was a reduction of global

¹⁴⁰ “Evaluation à mi-parcours de la nouvelle stratégie de réponse nutritionnelle en urgence région de l’extrême-nord” September 2016. The mission team comprised representatives of MINSANTE / SDAN, DRSP Extreme North and WFP.

¹⁴¹ Coverage was estimated through a bench method, using estimated population data in target geographic area across the three regions.

¹⁴² “Evaluation à mi-parcours de la nouvelle stratégie de réponse nutritionnelle en urgence région de l’extrême-nord” September 2016.

¹⁴³ Coverage was estimated using estimated population data in target geographic area across the three regions.

acute malnutrition prevalence in children aged 6-59 months in targeted areas (measured using mid-upper arm circumference). For example, in Far North global acute malnutrition rates among children 6-23 months were reduced from 6.62 percent in October 2016 to 3.9 percent in January 2017.¹⁴⁴ Eighty five percent of pregnant and lactating women in targeted areas participated in health and nutrition education sessions, set against the target of 70 percent, while 80 percent of children aged 6-23 months in household receiving general food assistance also received nutrition assistance through blanket supplementary feeding (Target 70 percent).¹⁴⁵

Cash Based Transfers

117. Cash based transfers have been considered in several operations over the 2012-mid 2017 portfolio. Since 2013, CP200330 programmed for a feasibility study on the use of vouchers for school meals. In the same year, PRRO 200552 included a plan for a cash based transfer feasibility study. After a number of reflections on the opportunities, a feasibility study was carried out in August 2015 in the context of the regional EMOP 200799 (Central African Republic crisis). As part of the post distribution monitoring carried out in April 2015 in EMOP 200799, beneficiaries' opinions about different transfer modalities were assessed and a majority of refugees preferred in-kind to cash assistance. Moreover, the Government of Cameroon expressed caution about the use of cash based transfers for security reasons.

118. The objective of the cash based transfer feasibility study was to assess the usefulness of this method as a means to promote greater benefits to the host communities of general distribution to Central African Republic refugees. The study used the WFP market assessment study for East and Adamaoua, which was based on primary data collection in February 2015.¹⁴⁶ The market study showed that the local markets had the absorption capacity for cash based transfers and that the Alpha value for corn was well below one, suggesting that cash based transfers would be more cost-efficient than in-kind distribution.¹⁴⁷ The market study, furthermore, showed that a cash based transfer programme should establish measures to monitor market availability of traditional basic food items. Moreover, the seasonal calendar should be taken into account in the design. As part of the feasibility study, a series of focus groups with potential beneficiaries was carried out. The focus groups showed the beneficiaries' positive appreciation of cash based transfers, once the conditions for them were presented more clearly than was the case in a typical post distribution monitoring. The feasibility study recommended a voucher option, considering the security concerns with cash transfers. In addition to the feasibility study, in 2015, the regional bureau in Dakar provided training to staff in WFP Cameroon in cash based transfer programming, implementation, and monitoring. A pilot for vouchers was launched in March 2016 for 23,000 refugees in the Gado Camp within EMOP 200799. Similarly, cash based transfers were introduced in May 2016 within regional EMOP 200777 (Lake Chad crisis) to replace food distribution to 11,000 internally displaced persons in Far North. A voucher option was chosen as recommended by the feasibility study in

¹⁴⁴ A direct comparison between the two years is challenged by the different months of data collection, and the non-controlled environment.

¹⁴⁵ SPRs for portfolio operations 2012-2016.

¹⁴⁶ WFP "Cameroun - Analyse des marchés dans la Région de l'Est et de l'Adamaoua" March 2015

¹⁴⁷ The Alpha value compares local market price to in-kind cost of a particular commodity.

response to security concerns. Regular market assessments and post distribution monitoring were carried out, which supported cost-efficiency and cost-effectiveness calculations of cash based transfers and provided evidence that basic conditions for cash based transfers were available. The efforts invested by WFP in developing the most appropriate cash based transfer approach in different contexts in Cameroon has been recognized by other agencies. For example, the lessons-learned will be integrated in UNHCR cash based transfer activities in Cameroon.

119. Since the launch of the cash based transfer modality, the number of beneficiaries increased in both operations. For the month of July 2017, there were 37,829 beneficiaries in EMOP 200799 and 38,713 in EMOP 200777. To calculate the cost-effectiveness of cash based transfers compared to in-kind distribution, the country portfolio evaluation has received data and information used by the country office for the standard calculation of the Omega value using the WFP format. The total cost for the cash based transfer system was less than the total cost for in-kind distribution.

Table 11: Costs of food for in-kind distribution for EMOP 200799 and EMOP 200777 (USD)

EMOP 200799: Tonnage: 57,534			EMOP 200777: Tonnage: 76,266	
Cost Element	Amount	Cost per MT	Amount	Cost per MT
Food cost	26,212,096	456	34,746,266	456
Ext. transport	8,116,568	141	10,759,172	141
LTSH	9,608,178	167	17,007,318	223
ODOC	-	33.55	-	40.87
DSC	-	127.61	-	129.13
ISC	-	64.76	-	69.30
Total	-	989.92	-	1,059.30

Legend: LTSH: Landside transport, storage and handling, ODOC: Other direct operational costs, DSC: Direct support costs, ISC: Indirect support cost

Source: country office

Table 12: Costs^a for cash based transfer in EMOP 200799 and EMOP 200777 (USD)

Years	EMOP-200799	EMOP-200777
2016	49,613.41	65,927.36
2017	30,057.40	49,189.22
Total	79,670.81	115,116.58

^aCost elements include Landside transport, storage and handling, other direct operational costs, direct support costs, and indirect support cost

Source: WFP Country Office Cameroon

120. Based on the costs, the Omega value comparing nutrition cost effectiveness of cash based transfers with that of in-kind for EMOP-200777 and EMOP-200799 was calculated ex-post as shown in Table 13. The Omega value is a cost-effectiveness measure developed to compare vouchers, cash, and in-kind transfers based on the nutritional value per dollar. The nutrition value is based on the nutrition value score. The calculation includes all costs involved in the different transfer modalities.

Table 13: Omega value comparing cash based transfer with in-kind in EMOP 200799 and EMOP 200777

Modalities	EMOP-200799	EMOP-200777
Omega value	0.02	0.01

Source: WFP Country Office Cameroon

121. The Omega value for both operations is less than 1, which means that cash based transfer modality is more nutritionally cost-effective than in-kind distribution.¹⁴⁸ This finding is in line with the operational decision to apply cash based transfers in the two contexts based on cost-efficiency and other criteria such as market functionality.

122. School meals were only planned for and implemented in the two country programmes in which they were one of three pillars of the programmes. The programmes targeted schools with low enrolment rates in food insecure rural areas. They provided daily school meals and nutritious take-home rations for vulnerable households. The low implementation rate (25 percent) was a direct result of funding constraints and a lack of counterpart input.¹⁴⁹ The progress reports from the FAO/WFP Management Committee indicated that the limited direct input led to reduced school meals and take-home rations. The committee found that school directors had no training in school feeding management and the register management was weak.¹⁵⁰ Moreover, according to several stakeholders interviewed by the country portfolio evaluation, increased efficiency and effectiveness of the school meals required an integrated approach. For example, it was necessary to upgrade the poor infrastructure at the rural schools.

123. Nonetheless, the standard project reports show an improvement in the dropout rate in WFP assisted schools, from 4.0 percent of enrolled children to 2.5 percent. While the school feeding activity was specifically aimed at increasing girls' school enrolment, the number of girls assisted compared to boys was only 0.75. The country portfolio evaluation did not identify any clear explanation for the lower rate of assisted girls compared to boys. During the country portfolio evaluation, different stakeholders expressed the need to resume school meals, including emergency school feeding.

124. The quality, usefulness, and durability of food assistance for assets were generally not well documented in WFP standard project documents, except for the community cereal banks constructed under the country programmes, in which they were a key component. On the other hand, special evaluations and assessments of the operations provided some insight. As such, the FAO/WFP Management Committee questioned the quality and durability of the community cereal banks, after field visits in 2013 revealed that some of their storage facilities were in a poor state.¹⁵¹ Moreover, the role that the community committees had in maintaining the facilities was not clear to the management committee. The other main food assistance for asset activities of the 2012-mid 2017 portfolio were implemented through the PRRO 200053, and its successor PRRO 200552, which was evaluated in 2016. The PRRO evaluation questioned the likelihood of sustainability of the assets created. However, it was found

¹⁴⁸ Please note that the Omega value is still being developed and adapted. The CPE noticed different percepts about the nature of the Omega value, where some WFP CBT experts would refer to it as a cost-effectiveness measure in line with the original WFP guidance while others insisted that it is a cost-efficiency measure.

¹⁴⁹ SPRs for the CP 200330 and 105300.

¹⁵⁰ Rapports Annuel d'Activites – Exercice 2012 – 2017 - Annual Reports from the FAO/WFP Management Committee 2014 and 2015.

¹⁵¹ Rapport Annuel d'Activites – Exercice 2013 - Annual Report 2013 from the FAO/WFP Management Committee

that women's participation in food assistance for assets activities had a positive impact on communities and households. On the other hand, the evaluation could not show the direct impact of food assistance for asset activities on food security partly because of insufficient monitoring data.

125. On a global level, food assistance for assets has been a key tool in WFP country programmes, PRROs, and EMOPs for several decades. Likewise, the two strategic plans covering the 2012-mid 2017 period, namely the plans 2008-2013 and 2014-2017 both call for asset creation at community level. The strategic plans highlight food assistance for assets as a key tool to promote food security goals, restore livelihoods, and contribute to resilience and self-reliance, including through coordinated and complementary programmes with other United Nations Agencies, including FAO and IFAD. To ensure that food assistance for assets is applied optimally, WFP carried out a lessons-learned exercise, through evaluation of food assistance for assets in six different country portfolios from 2002 to 2011.¹⁵² The key findings from the six countries are remarkably similar to the country portfolio evaluation's findings regarding performance of food assistance for assets in the 2012-2017 portfolio, including the fact that food assistance for assets activities were often underfunded by up to 65 percent, and that funding was variable and unpredictable. Other similarities between the reports included details such as only 50 percent of assets were fully functional; there was substantial confusion about responsibilities for asset maintenance; food assistance for assets had little impact on food security indicators; and there was poor data management and a lack of baselines. The country portfolio evaluation did not find any evidence that the lessons-learned from the six countries had been directly used in the design. However, during the country portfolio evaluation, various stakeholders highlighted the interest in food assistance for assets and training: both tools are greatly appreciated by communities for the combination of strengthening livelihood opportunities while covering their immediate food needs.¹⁵³ It should be noted that in a follow-up to the food assistance for asset learning exercise, WFP has developed a comprehensive manual guidance for food assistance for asset implementation in 2016. The guidance is very relevant for the operationalization of food assistance for asset and training activities in the country strategic plan.¹⁵⁴

126. According to the WFP Resilience Policy¹⁵⁵, resilience interventions should be multi-level, systems-based and multi-sectoral. In order for a WFP operation to be qualified as resilience building, it normally requires strong partnerships with other agencies to ensure an integrated intervention. The nine field level operations covered by this country portfolio evaluation consisted of some components, particularly food assistance for assets, to support resilience towards shocks with immediate food security impacts. As such, the community cereal banks established within the two country programmes provided cereals to communities vulnerable to food insecurity. This ensured food through the lean season, and allowed the communities to have seeds for the coming season. Likewise, the two PRROs were designed to help communities protect their natural environment through reforestation and improved stoves. The approach was reoriented in PRRO 200252 towards more concrete assets, such as

¹⁵² WFP (2014) "Synthesis Report of the Evaluation Series on the Impact of Food for Assets (2002 – 2011) - And Lessons for Building Livelihoods Resilience"

¹⁵³ Interviews with direct beneficiaries and cooperating partners.

¹⁵⁴ WFP (2016) "Food Assistance for Assets (FFA) – for Zero Hunger and Resilient Livelihoods: A Programme Guidance Manual"

¹⁵⁵ Policy for Building Resilience for Food Security and Nutrition WFP/EB.A/2015/5-C

feeder roads and irrigation systems.¹⁵⁶ This increased food assistance efficiency and was assumed to have an impact on household resilience by protecting livelihood assets. An assessment of household and community resilience is still to be carried out. The regional bureau in Dakar has recently developed a joint Rome based agency resilience initiative based on integrated planning in line with the new country strategic plan.

127. Purchase for progress (P4P) has still not been applied in WFP operations in Cameroon, although it has been discussed regularly as an option in strategic and programmatic discussions. While P4P as such has never been programmed, local purchase has taken place to a limited extent. CP 200330 programmed a local purchase component in 2014, which included training producer associations in stock management, transport, and handling to support the community cereal banks. Due to resource constraints, training was not carried out however, and farmers could not meet WFP quality requirements for local purchase. Rice and beans were purchased locally for distribution in EMOP 200799 (Central African Republic crisis) in 2015 but not within a P4P approach.

Previous Evaluations: PRRO 200252 and EMOP 200777 (Lake Chad crisis)

128. Two of the portfolio operations were evaluated by external evaluators in 2016: PRRO 200552 and EMOP 200777 (Lake Chad crisis).¹⁵⁷ The evaluations found the operations to be relevant. Among major findings that directly impacted on the efficiency and effectiveness of the operations were:

- Food assistance for assets and training activities addressed immediate food needs. PRRO 200252 focused on delivery rather than sustainability.
- While nutrition and food modalities supported women in general, PRRO 200252 failed to promote GEEW effectively.
- The increasing insecurity negatively affected the efficiency and effectiveness of PRRO 200252.
- Information on internally displaced persons and nutritional analysis were found to be weak in EMOP 200777 and insufficient to support the otherwise interesting nutritional approach focusing on prevention rather than treatment.

129. WFP Cameroon has integrated most of the recommendations from the two evaluations. The design of the country strategic plan, in particular, was based on an integrated and flexible approach. However, applying the recommendations is still a work in progress in current operations.

Sustainability

130. While the nutrition activities of the PRRO 200552 were transferred to the succeeding EMOP, there was not a direct follow-up to food assistance for assets and training activities to ensure connectedness and sustainability. Field visit reports from the FAO/WFP Management Committee show that already in 2013, some storage

¹⁵⁶ Operation Evaluation: Cameroon, Protracted Relief and Recovery Operation 200552, Food and Nutrition Assistance to Nigerian and Central African Refugees and Host Populations in Cameroon (2013-2016)

¹⁵⁷ Operation evaluation: "Cameroon, Protracted Relief and Recovery Operation 200552, Food and Nutrition Assistance to Nigerian and Central African Refugees and Host Populations in Cameroon (2013-2016)" - Endline evaluation report & operation evaluation: Opération Régionale d'urgence (Reg. EMOP) Afrique de l'Ouest 200777 – "Fournir un soutien salvateur aux ménages au Cameroun, au Tchad et au Niger directement affectés par l'insécurité dans le nord du Nigeria" Rapport d'Évaluation - Version Final. The evaluation of the regional EMOP is presented for the whole sub-region supported by aides-memoires for the participating countries.

111 Barbelet, V. (2017) "Livelihood Strategies of Central African Refugees in Cameroon" HPG Working Paper www.odi.org/sites/odi.org.uk/files/resource-documents/11371.pdf

facilities of the community cereal banks, which were the most important food assistance for asset activity of the evaluated portfolio, were in a poor state, with cracked walls, no roofs, and open access for rats. Often, the community management committees did not maintain the stocks; there were no inventories; and there was no understanding of the communities' responsibilities in cereal bank maintenance. For example, the hand-over strategy of CP 200330 suggested that WFP would continue to provide technical support to the community cereal banks, but the activities were discontinued.¹⁵⁸ Experience from community cereal banks in other countries, typically show a need for organizational support for several years to ensure sustainability of the structures: this support was lacking here. On the other hand, the evaluated portfolio's nine operations, working directly with support to food insecure people, provided hands-on capacity development to local partners. The country portfolio evaluation considered this to be a contribution to further connectedness and sustainability.

Protection

131. So far, there have been limited reports of protection issues related to host populations in the eastern regions. However, various humanitarian agencies warn that the increased pressure on already weak basic social services and natural resources can intensify conflicts in the area and increase protection and humanitarian access issues. For instance, humanitarian assistance to registered Central African Republic refugees included free access to primary health care, while this was not provided for free, except for nutrition and health care for pregnant and lactating women, children under 5, and HIV and tuberculosis patients.

Factors Influencing Performance and Results

Supply Chain Management

132. Cameroon is the entry point for delivery to other countries in the region and the costs of the sub-office in Douala is shared across the countries. The port of entry of supplies to Cameroon is generally the port of Douala, where regular congestion has increased transit time since 2014. A new port in Kribi is expected to open shortly as a fully-fledged container terminal, which should ease entry and reduce transit time.

133. WFP supply chain in Cameroon and timelines of food assistance deliveries were negatively impacted by several factors. Underfunding and funding delays were a challenge throughout the period 2012-mid 2017. They led to frequent pipeline breaks, some of which resulted in a reduction of primarily non-nutrition rations and non-live-saving activities. The pipeline breaks also led to temporary suspensions of general food assistance. This was the case in 2015, when general distribution to refugees in the eastern regions was suspended.¹⁵⁹

134. Another key supply chain challenge was access problems in Far North, where poor secondary roads constrained delivery.¹⁶⁰ A 2013 World Bank study showed that to travel the 30km between Mora and Limani on the border with Nigeria in Far North took up to one week during the dry season.¹⁶¹ The study, furthermore, highlighted the high transport costs in Cameroon, which are caused primarily by poor road maintenance. During the rainy season many border areas cannot be accessed. WFP

¹⁵⁸ Rapport Annuel d'Activités – Exercice 2013 - Annual Report 2013 from the FAO/WFP Management Committee

¹⁵⁹ SPRs of the portfolio operations 2012-2016.

¹⁶⁰ SPRs of the portfolio operations 2012-2016.

¹⁶¹ World Bank (2013) "Estimating Trade Flows, Describing Trade Relationships, and Identifying Barriers to Cross-Border Trade between Cameroon and Nigeria."

has established various mitigation measures in addition to finding immediate solutions, such as use of boats and canoes for transport in flood-affected areas. This occurred during EMOP 200396 and it provided food assistance to drought affected populations in Far North. Since 2015, WFP has pre-deposited food with cooperating partners and this has eased final distribution during the rainy season.¹⁶² In 2016, the pre-deposition was complemented by the construction of warehouse in Kousseri. Moreover, as part of food assistance for assets some roads have been rehabilitated.¹⁶³ The introduction of the supply chain and logistics working group in Cameroon in 2016, which shared information on logistics, has improved the predictability.¹⁶⁴ Moreover, the regional corridor SO 200934, launched in 2016, addresses a number of the supply chain challenges.

UNHAS

135. UNHAS flights were launched in Cameroon in November 2015. They were in response to the growing number of humanitarian actors in Maroua that struggled with a weak road infrastructure to reach Far North, unreliable connections with private airlines, and the poor medical services in the region.¹⁶⁵ In 2015, Regional Bureau in Dakar RBD assessed needs for UNHAS in Cameroon. They also reported on mine threats in North and Far North, the very poor road network,¹⁶⁶ and challenges expressed by some partners about the risk UNHAS could pose for undermining the market for private air operators. During the country portfolio evaluation, different partners, including donors, confirmed that UNHAS had been a critical factor for the emergency response in Far North.¹⁶⁷ During the second half of 2017, a reliable private alternative has emerged and several partners interviewed for the country portfolio evaluation stated that, in the future, they will most likely choose the private alternative. This is in line with the donors' policy for funding UNHAS, namely that it should not hinder market competition.¹⁶⁸ Donors have responded positively to the flight service, allowing 100 percent funding. Frequent customer surveys and monthly user group meetings allowed the service to respond to needs.¹⁶⁹

Funding

136. The portfolio was relatively well funded compared other WFP countries at 66 percent for the period 2012–2016.¹⁷⁰ Nonetheless, funding shortfalls, combined with pipeline breaks and delays, had negative impacts on the effectiveness of the operations. The WFP approach to funding shortages was to reduce or suspend non-nutrition and non-lifesaving activities first, through reduced frequency of distribution and reduced rations. This resulted in limited attention to early recovery and livelihood activities. The development activities of the country programme were all suspended and national capacity for follow-up was questioned. The funding shortfalls constrained synergies. The regional EMOP 200777, for instance, was designed to complement the existing

¹⁶² WFP Staff.

¹⁶³ SPRs of the portfolio operations 2012-2016.

¹⁶⁴ WFP staff.

¹⁶⁵ Interviews with WFP staff

¹⁶⁶ Regional Air Transport Officer mission to Cameroon Regional Nigeria Boko Haram Crisis, March 2015

¹⁶⁷ See also Minutes of User Group Meetings 2016 – 2017.

¹⁶⁸ Interview with donors.

¹⁶⁹ Interviews with WFP staff

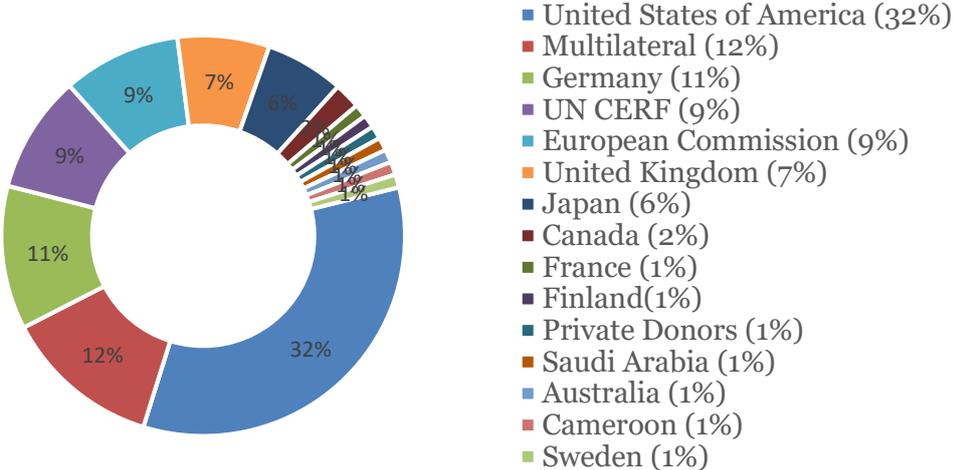
¹⁷⁰ WFP resource tables, annual reports, and SPRs.

country programme and PRRO. The suspension of school meals and nutrition activities in the country programme had an impact on EMOP 200777.¹⁷¹

137. Figures 14-16 show that the discrepancies between confirmed contributions and approved budget were more significant than the differences between actual and planned numbers of beneficiaries. This reflected a policy to cut rations and the frequency of distributions for nutrition support and general distributions, rather than reduce the number of beneficiaries. A more detailed overview of planned vs. actual beneficiaries for the different activities and operations is presented in Annex 8, which shows that, when planned beneficiaries are not reached, they refer primarily to school meals and food assistance for assets and training. On the other hand, the actual number of beneficiaries for nutrition activities and general food assistance often exceeded the planned number.

138. The main donors for the portfolio 2012-mid 2017 are shown in Figure 13. More than half of the funding comes from three donors: United States of America, Germany, and European Commission.

Figure 13: Main donors to the country portfolio 2012-mid 2017

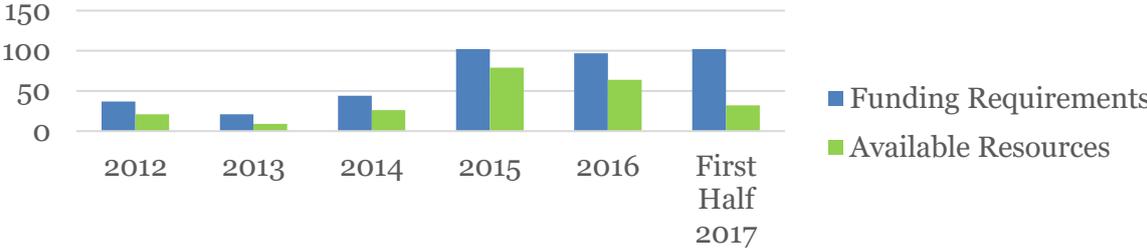


Source: Cameroon Resource Overview 2010-31 July 2017

139. The funding requirements and actual funding have increased significantly during the country portfolio 2012-mid 2017 in response to the regional crises from 2013 (Figure 14). In 2015, the funding requirements were met at 77 percent, while the level of actual funding versus funding needs was 66 percent for the period 2012-2016. For the first half of 2017, the actual funding had only reached 31 percent of funding needs, partly because of donors' funding schedules.

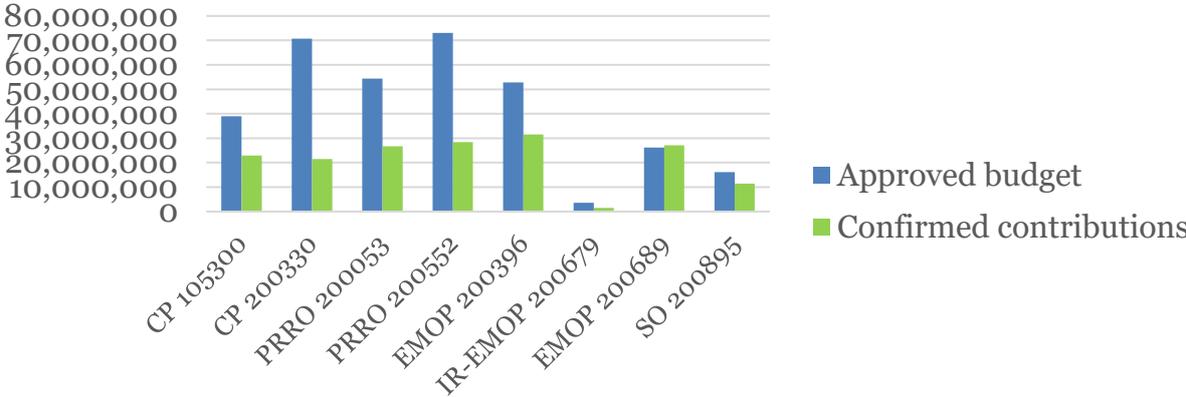
¹⁷¹ Opération Régionale d'urgence (Reg. EMOP) Afrique de l'Ouest 200777 – "Fournir un soutien salvateur aux ménages au Cameroun, au Tchad et au Niger directement affectés par l'insécurité dans le nord du Nigeria" Rapport d'Evaluation - Version Final.

Figure 14: Funding requirements vs. available resources 2012-mid 2017 (USD millions)



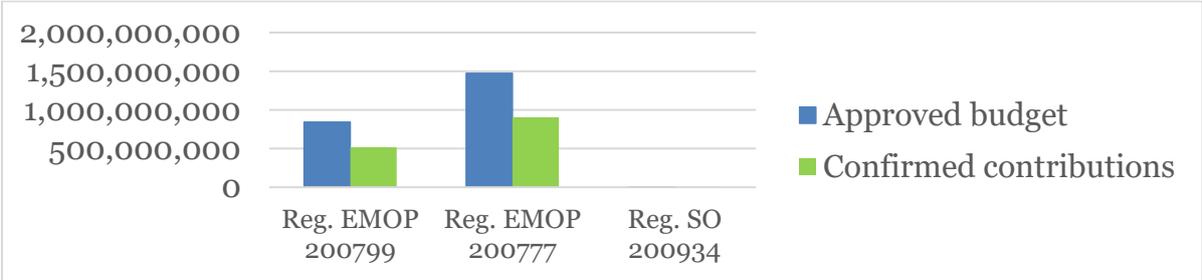
Source: Cameroon Resource Overview 2012 – 31 July 2017

Figure 15: Budget and confirmed contributions by operations 2012-2016 (USD)



Source: SPRs 2012 – 2016 of the operations

Figure 16: Budget and confirmed contributions for regional operations 2012-2016 (USD)



Source: SPRs 2012-2016 of the operations

Organization, Planning, and Programming

140. WFP was diligent in adapting to the rapidly growing emergency needs and transformed the country office profile from a minimum structure with few staff members, two drivers, and a couple of cars to an important country office with technical staff in all sectors.¹⁷² This appreciation is shared by key stakeholders interviewed during the country portfolio evaluation. Originally, the main activity of the country office was to oversee the relatively simple programmes with few activities: school meals, food assistance for assets, and nutrition support. With the sudden emergencies, the country office went from a stable and simple portfolio to a complex

¹⁷² Or to paraphrase a WFP staff member interviewed for the CPE “to move from a sleepy office to a big multifunctional office structure.”

one. A staff member described the new situation as one where “money came in without request.” In May 2014, the sudden massive influx of Central African Republic refugees led to the activation of a corporate Level 3 Emergency Response (L3). This led to intensified support from RBD alongside partners, to stabilize the critical condition of children and adults arriving from Central African Republic, who were in a state of starvation, and rapidly scale-up nutrition prevention and treatment activities.¹⁷³ Moreover, the transformation was facilitated by temporary duty assignments under an operational centre established by WFP Headquarters. The L3 activation enhanced the effective response of WFP. It facilitated the country office’s capacity to transit to emergency response in a highly volatile environment with immense needs of refugees, internally displaced persons, and host populations in the northern and eastern regions. Moreover, for advocacy purposes, the L3 greatly helped to draw attention to the unprecedented crisis in Cameroon.^{174, 175}

141. Another key element in the transformation process was the ability of WFP to continuously adapt its in-country presence and to evolve according to needs.¹⁷⁶ At the beginning of the evaluation period, WFP had two main offices in Cameroon, the country office in Yaoundé and a sub-office located in Garoua, the regional capital in North, which was responsible for the implementation and monitoring of interventions. With the emergency needs in the northern and eastern regions from 2013 onwards, an office structure with seven sub-offices and three field offices was developed. The sub-office/field-office structure has been adapted regularly to meet emerging needs and WFP operations.¹⁷⁷ This meant, among other things, that the functions and staff of Garoua sub-office were moved to the Maroua sub-office in Far North in 2015, while the Garoua office was transformed into a liaison office with one staff member. The move of key office functions from Garoua to Maroua was relatively efficient and was realized in four to six months, including transfer of permanent staff members.¹⁷⁸

142. Moreover, the structure was defined by security concerns and by the presence of partners. The country office structure of WFP Cameroon in Yaounde is now supported by seven field and liaison offices. Douala, Ngaoundere, and Garoua are for logistic activities and are particularly linked to supply for Cameroon and Central African Republic operations and UNHAS operations. Maroua, Meiganga, Bertoua, and Batouri are for implementation and monitoring of the food assistance operations, including the PRRO and the EMOPs. WFP Cameroon is currently establishing a liaison office in Kousseri close to Lake Chad. This will reinforce WFP response to the Boko Haram crisis and cooperation and coordination with other agencies. It will have sub-offices in Kousseri.¹⁷⁹

143. The country office received substantial technical support from RBD throughout the 2012-mid 2017 portfolio period. The support included daily contacts among the technical staff and regular support visits to the operations, and the development of special studies and assessments.¹⁸⁰

¹⁷³ WFP Staff.

¹⁷⁴ WFP CO

¹⁷⁵ It is recognized that L3s are not launched for resource mobilization, but their impact on the crisis like the one on Cameroon should not be neglected.

¹⁷⁶ CPE review of context documents with operation documents.

¹⁷⁷ WFP staff.

¹⁷⁸ WFP CO

¹⁷⁹ Interviews with WFP staff.

¹⁸⁰ Interviews with WFP staff

Capacity Development

144. Portfolio operations included references to capacity development of local partners, including cooperating line ministries and cooperating partners.¹⁸¹ In practice, most of the capacity building efforts consisted of participation in concrete training-by-doing activities.¹⁸² The evaluation did not find a comprehensive capacity development strategy for supporting different implementation partners. Field visits indicated that capacity development interventions were on an ad-hoc basis, without considerations of a strategic approach or longer term goals.

Communication

145. During the country portfolio evaluation, stakeholders confirmed that information flows from WFP were impressive. However, there was very limited targeted communication based on understanding of the information by users. The information did not often consider contextual dimensions when it involved inter-cultural or inter-organizational communication.

146. Interviews with in-country stakeholders indicated the following gaps:

- Donors did not understand what WFP operational strategy was. They saw a scaling up and scaling down, but the justifications for different approaches to respond to limited funding were not communicated effectively. Examples of these approaches included cancelling more development-oriented activities, cutting rations and changing the frequency of general distributions. Partners questioned the division of work between FAO and WFP, as some considered the WFP mandate was only food aid distribution.
- Despite the country office organizing three meetings a month, partners needed clarifications to better understand the new nutrition approach. Partners expressed concern that WFP had ‘abandoned treatment of moderate acutely malnourished children’ and reported that many children admitted to health centres as seriously acute malnourished were never treated for moderate acute malnourishment. It was only during a field visit that some donors realized that funds were directed to nutrition prevention. It was also noted that organized field visits for donors were limited. The country portfolio evaluation recognized the challenge in developing an effective communication setup with partners who were mostly based in other countries.
- Justification of the approach of cutting rations and distribution frequency has typically been very difficult to communicate to different stakeholder groups. When not properly communicated, in the field, refugee camps experienced violent situations.¹⁸³ While the direct communicator here would have been the cooperating partner it was still within the communication responsibility of WFP.
- The country portfolio evaluation team recognized that while communication breakdown could be a result of internal communication issues within the line ministries, where incoming information was not always shared with all relevant units, it was still a communication challenge for WFP in terms of ensuring that information reached relevant government partners.
- The evaluation of EMOP 200777 (Lake Chad crisis) found that more than 50 percent of beneficiaries reported having been informed about protection issues

¹⁸¹ Operation documents.

¹⁸² SPRs for the operations and WFP staff.

¹⁸³ Information obtained during field visit.

related to distributions.¹⁸⁴ This information contradicted the progress reports of the operation, which showed that all beneficiaries were informed through various means.¹⁸⁵ But the fact that the perception of the beneficiaries was that they were not informed indicated the critical issue of communication: information was passed, but communication did not take place.

- Likewise, other evaluations and assessments of the portfolio have shown the impact of poor communication on performance. The lessons learned exercise of the Central African Republic refugee emergency responses in 2014 found that custom officials in Douala Port were not aware that the Central African Republic crisis would substantially increase the import through the port.¹⁸⁶ The increase resulted in the port being overloaded by 22 percent beyond its normal capacity, leading to critical delays in food distribution. No special measures were taken because of a lack of proper communication. The evaluation of PRRO 200552 concluded that “women did not obtain leadership positions and men were not reached with nutrition communications or food assistance for training, undermining the PRRO’s ability to sustain nutritional improvements by changing household decision-making over food use.”¹⁸⁷ While the PRRO evaluation showed examples of relatively adequate communication to communities about delays in food assistance for asset activities, the evaluation also highlighted that “by providing no resources to the food assistance for training intervention, WFP missed out on an opportunity to boost its food assistance for asset and nutrition objectives with information and communication initiatives.”

Cooperation with Government Partners

147. WFP has worked closely with the Government of Cameroon, particularly the Ministries of: Agriculture and Rural Development; Basic Education; Health; Territorial Administration, Decentralization and Social Development; and Economy, Planning and Regional Development.¹⁸⁸ Most of the line ministries have decentralized regional representation who are the direct counterparts for WFP operations in the northern and eastern regions. The collaboration with the Government and central and decentralized levels works smoothly and facilitates implementation.¹⁸⁹

148. The Government FAO/WFP Management Committee is currently undergoing an internal reorganization exercise to adapt to the present needs.¹⁹⁰ The lack of clearly identified roles in the FAO/WFP Management Committee during emergencies and the apparent different perceptions between WFP and the committee on what that role should be, have limited the use of additional resources, including human, organizational, and in-kind resources that the management committee in principle can offer.¹⁹¹

¹⁸⁴ Opération Régionale d’urgence (Reg. EMOP) Afrique de l’Ouest 200777 – “Fournir un soutien salvateur aux ménages au Cameroun, au Tchad et au Niger directement affectés par l’insécurité dans le nord du Nigeria” Rapport d’Evaluation - Version Final.

¹⁸⁵ SPRs of the EMOP 200777.

¹⁸⁶ WFP (2016) “Central African Republic Crisis Corporate Response December 2013 – June 2015– Lessons Learned Exercise.”

¹⁸⁷ Operation Evaluation: Cameroon, Protracted Relief and Recovery Operation 200552, Food and Nutrition Assistance to Nigerian and Central African Refugees and Host Populations in Cameroon (2013-2016)

¹⁸⁸ Interviews with Ministries at central and regional levels.

¹⁸⁹ Interviews with Ministries at central and regional levels.

¹⁹⁰ Interview with the management of the FAO/WFP Management Committee.

¹⁹¹ Interview with management of FAO/WFP Management Committee, review of annual reports from the Committee, and discussion with the management consultant currently preparing the organizational review.

Regionalization of Operations

149. The regional approach to emergency operations in response to the Lake Chad and Central African Republic crises has been positively received by the donor community, which considers it to have been an effective approach to address the regional crises at national level.¹⁹² The regional approach facilitated the exchange of information, encouraged the harmonization of practices, and improved the visibility of the WFP intervention. It also helped the exchange of lessons-learned, and the management of the operations with greater involvement of the regional bureau in Dakar.¹⁹³ Still, the 2016 external evaluation of EMOP 20077 (Lake Chad crisis) found the monitoring and evaluation mechanisms weak and poorly adapted to the nature of the crisis.¹⁹⁴

150. This approach allowed better sharing of resources across the borders and greater information sharing. Moreover, various issues were dealt with at a regional level such as issues around protection and humanitarian access. Within the regional operations, several regional platforms were established to facilitate information sharing. The nutrition platform, for instance, meets annually for technical development. Such examples of better uses of resources could also be found in the joint assessments for the region.¹⁹⁵

151. The regional approach, moreover, facilitated visibility and advocacy. This proved particularly important for Cameroon, which was not seen as a priority area for humanitarian responses by most donors.¹⁹⁶ However, through regional operations focusing on the regional crises of Boko Haram and Central African Republic, there has been better reception of advocacy efforts for Cameroon. Furthermore, since 2013, many donors, including United States of America, United Kingdom, European Commission, and Sweden have developed regional funding mechanisms for the Central African Republic and Boko Haram crises. This attracted funding from donors that have not traditionally funded humanitarian and development activities in Cameroon.¹⁹⁷ Many international NGOs such as Plan International, have launched regional plans for the Lake Chad and Central African Republic crises, which further strengthened the attention to the regional humanitarian crises.¹⁹⁸ There were challenges mobilizing national resources from Cameroon for regional operations. This is because Cameroon is known as a country where national mobilization of resources for international cooperation programmes is relatively high.¹⁹⁹

Contribution to Reduction of Gender Inequality Gaps

152. Indicators in the standard project reports dealt with women's participation in control of food and resources. These indicators were used to assess how the operations performed, in terms of promoting WFP strategic gender objectives.²⁰⁰ There has been an increasing attention to gender in programming and implementation of the portfolio. The country office is currently recruiting a gender specialist and plans to staff future field offices with gender expertise.

¹⁹² Interviews with different stakeholders and WFP.

¹⁹³ Interviews with current and former country office staff and regional office staff.

¹⁹⁴ Opération Régionale d'urgence (Reg. EMOP) Afrique de l'Ouest 200777 – "Fournir un soutien salvateur aux ménages au Cameroun, au Tchad et au Niger directement affectés par l'insécurité dans le nord du Nigeria" Rapport d'Évaluation - Version Final.

¹⁹⁵ Information from WFP staff.

¹⁹⁶ Interviews with donors.

¹⁹⁷ Interviews with donors and review of donor strategies.

¹⁹⁸ Review of International NGOs strategies for West and Central Africa.

¹⁹⁹ WFP staff.

²⁰⁰ SPRs for portfolio operations 2012-2016.

153. The standard project reports from CP 200330 indicated 70 percent of women made decisions over food and resources in households participating in the activities of the programme. This result was promoted by developing community cereal banks among women's associations and prioritizing households headed by women for food distribution. Within PRRO 200552, there was no progress reported in terms of women's role in the decision of food and resources in the standard project reports and no monitoring of the achievement of household equality.²⁰¹ This reflected a general challenge with using corporate GEEW indicators in monitoring the operations. The contributions of the portfolio to reducing gender equality gaps require proper and context-specific gender analysis for baselines and monitoring.

154. Nonetheless, the country portfolio evaluation considered that the prioritization of women as beneficiaries in the different operations, particularly food assistance for assets and training and school meals, contributed positively to women's empowerment. Measures to promote women's participation in implementation, through women monitors and equal numbers of men and women in distribution committees contributed positively to the promotion of gender equality. Limited gender analysis was carried out to inform the design and implementation of the operations and approaches. While at activity level, participation of girls and women increased, the evidence on effects on gender equality was weak. The country portfolio evaluation did not find any systematic assessment of the use of sex-disaggregated data nor cost implications of disaggregation. There are still challenges in securing sex-disaggregated data in gender analyses.

Development-Oriented Approach in the Portfolio

155. The two, successive country programmes (105300 & 200330) were long-term development interventions addressing persistent food insecurity in the northern regions, aligned with UNDAF lines of operations. With the longer-term programming, operation activities were supposed to be predictable. This, in turn, would facilitate partnerships and complementary activities. The context development changed these opportunities when country office resources were reoriented toward the regional crises in 2014/2015. The underfunding of school meals and community cereal banks operations resulted in a suspension of development-oriented activities. This further reinforced a perception of WFP as an emergency-response agency among many partners, as they expressed during interviews for the country portfolio evaluation. The impact of this perception might lead to limited opportunities for cooperation in development-oriented initiatives.

Rome Based Agency Collaboration

156. The *WFP Strategic Plan 2008-2013* highlights the importance of Rome based agency collaboration for advocacy, analysis and operational activities to address chronic hunger and food insecurity. It calls particularly for collaboration with FAO for food assistance for asset activities and purchase for progress (P4P).²⁰² The *WFP Strategic Plan 2014-2017*²⁰³ renewed the commitment to Rome based agency collaboration, including through coordination platforms. The plan, furthermore, outlined a mitigation strategy for challenging partnerships and called for a continuous

²⁰¹ Operation evaluation: Cameroon, Protracted Relief and Recovery Operation 200552, Food and Nutrition Assistance to Nigerian and Central African Refugees and Host Populations in Cameroon (2013-2016) - Endline Evaluation Report.

²⁰² WFP Strategic Plan 2008-2013.

²⁰³ WFP/EB.A/2013/5-A/1

promotion of effective division of activities among Rome based agencies at country level and updated partnership agreements where appropriate. Moreover, the plan specifically called for WFP to partner with FAO in emergency responses and nutrition interventions to provide more coherent assistance to vulnerable populations. This should include collaboration in platforms such as SUN and REACH. In addition, the plan also calls for Rome based agency collaboration in asset creation. The role of WFP food assistance for asset activities in the complementarity among Rome based agencies was also highlighted in WFP strategic plans and, from 2015, was reflected in the joint conceptual framework of the three agencies “Strengthening resilience for food security and nutrition”. However, the joint framework also highlights the need for better analysis and understanding of challenges for Rome based agency collaboration in order to effectively address issues such as: differing focuses; operational capacities and procedures; and “unpredictable and time-restricted funding and differences in agencies’ programmatic timeframes”.

157. The country portfolio evaluation’s review of operation documents, standard project reports, and progress reports, as well as interviews with the WFP, IFAD and FAO showed that, while the agencies worked together in general coordination frameworks such as UNDAF, the humanitarian working groups, and SUN, there was limited cooperation as operational level. The goals of the strategic plans were not met with regard to asset creation and continuous promotion of effective division of labour, while the three agencies collaborate in coordination among United Nations agencies in general.

158. The country portfolio evaluation identified the following examples of concrete collaboration among the Rome based agencies in Cameroon: FAO and WFP are co-chairs of the working groups on food security in Yaoundé and Maroua in Far North and in Far North, WFP hosts the FAO sub-office. In addition, FAO and WFP cooperate on some food security information activities. The most institutionalized cooperation among the agencies is the annual Crop and Food Security Assessments (CFSAMs), which are carried out in cooperation between FAO and WFP. While this cooperation allows a common understanding of the actual food insecurity, it has not led to joint response programming.²⁰⁴ Many partners interviewed referred to the importance of improved cooperation at operation level among Rome based agencies, based on a general idea of benefits from improved coordination and collaboration. Still, there was no direct perception of opportunity costs of non-cooperation or specifications of where increased collaboration would be most beneficial. The Cameroon Zero Hunger Strategic Review did not make any references to Rome based agency strategic and operational collaboration and IFAD was not mentioned. On the other hand, the country strategic plan 2018-2020 highlights joint Rome based agency programming and implementation in order to provide more integrated responses to food insecurity. Moreover, country strategic plan operations are planned to scale up through Rome based agency collaboration. Challenges that traditionally limited operation cooperation included such things as differences in funding predictability and programmatic schedules. However, the country portfolio evaluation did not identify specific examples or analyse and develop measures to ensure that challenges like these would be addressed. It is expected that such issues will be addressed at the joint Rome based agency evaluation workshop planned for February 2018.

²⁰⁴ Interviews with FAO and WFP staff.

159. In the design of the country programmes and the PRROs, there have been attempts to coordinate with FAO for complementary activities between school gardens and school meals, and seed protection and community cereal banks. However, differences in funding and implementation structures have been identified as a major reason for the lack of implementation of complementary activities.²⁰⁵ There were no references to IFAD in the design or implementation of the portfolio operations. For West Africa, the regional bureau in Dakar, in collaboration with FAO and IFAD, presented a poster in July 2017 on joint collaboration in the region, highlighting joint assessments, food security clusters/working groups, and implementation of a strategic guide on resilience measurement and analysis.²⁰⁶ It is expected that this new approach will be applied in the country strategic plan.²⁰⁷

160. Additional challenges to Rome based agency cooperation at both strategic and operational levels were identified by stakeholders interviewed during the country portfolio evaluation. First, partners highlighted that IFAD works entirely with development-oriented activities and, while FAO engages in both development and humanitarian activities, WFP operations are first and foremost humanitarian responses, and development-oriented intervention where feasible. Moreover, the agencies have different funding, programming and implementation schedules and their primary counterparts are different ministries.²⁰⁸

161. The Rome based Agencies Award of Excellence for Country-Level Collaboration is awarded every two years to country teams. It has celebrated collaboration: in Mozambique, regarding value chains, in the Democratic Republic of Congo on resilience, and in Madagascar concerning a joint response to El Niño drought-affected communities. The three awarded collaborations had the following in common: the complementarity of the activities, promoting a more integrated approach; the specific funding for collaboration, starting with a very specific programme; and the personal relationships.²⁰⁹

162. In 2017, individually the Rome based agencies have conducted evaluations of their respective country portfolios and summary results of the three evaluations will be presented in parallel to national stakeholders in Yaoundé in early February 2018.

2 Conclusions and Recommendations

2.1 Overall assessment

163. The WFP country portfolio 2012-mid 2017 in Cameroon has been characterized by a flexible approach. It appropriately and rapidly moved from responding to the context of chronic food insecurity to needs for emergency food assistance. This has been facilitated by, and further confirmed through, the leadership position of WFP in food security interventions, which is well-recognized by partners.

164. As such, United Nations partners, donors, and the Government appreciated the strategic comparative advantage of WFP, linked to its mandate and long experience in general food assistance, logistics, school meals and nutrition activities in Cameroon. The different response instruments in the form of country programmes, PRROs, and

²⁰⁵ Interviews with FAO and WFP staff.

²⁰⁶ Interviews at Regional Bureau Dakar.

²⁰⁷ Interviews at Regional Bureau Dakar.

²⁰⁸ "Directions for Collaboration among the Rome based Agencies" WFP/EB.2/2009/11- C

²⁰⁹ <http://www.fao.org/fao-awards/rba-award/en/>

EMOPs have been appropriate and responsive to the evolving needs. The geographical targeting in the four northern and eastern regions were highly relevant, considering the multi-burden of food insecurity in these areas: remoteness, high population pressure, highly climate-change vulnerable environment, high chronic food insecurity, limited local capacity to respond to food insecurity, massive influx of refugees, and high numbers of internally displaced persons from local conflicts. The composition of the portfolio has been aligned to respond to documented needs of the target population.

165. The portfolio was well aligned with the Government's policies, UNDAF, and the humanitarian response plan, as evidenced by the active participation of WFP in relevant national policy dialogue, coordination and harmonization. Portfolio activities were generally complementary to and coherent with those of other United Nations agencies, such as in nutrition activities.

166. Yet, the different programming cycle and resource capacities of the partner agencies were challenging to potential complementarities in school meals and livelihood activities. There were effective partnerships, though, with other humanitarian agencies in the programming and implementation of the emergency operations of the portfolio. These partnerships allowed complementarity in interventions, for example, through WFP use of the status registration of UNHCR and through WFP use of the UNICEF treatment of severely malnourished children.

167. Strategic and operational collaboration with Rome based agencies on school meals, nutrition, and livelihood activities was needed. However, the lack of attention to joint programming and implementation, particularly with IFAD and, to a certain degree FAO, has limited the possibilities for synergies and for working in partnership to achieve desired food security objectives.

168. The country portfolio evaluation agrees that the massive influx of refugees and new internally displaced persons from 2013/2014 required extraordinary and immediate attention as was provided through the L3 and the regional EMOPs. However, the dramatic reorientation of the portfolio's focus to emergency operations left large unmet needs for continuing livelihood activities, including school meals and food assistance for assets, that would have improved communities' and households' resilience towards external shocks in general. The immediate suspension of activities related to longer-term, and hitherto predictable, investment in school meals, community cereal banks, and nutrition in North became a protracted suspension with no proper hand-over. The country strategic plan's integrated approach, with mutually complementary emergency, recovery and resilience activities, clearly responded to some of the challenges of an evaluated portfolio that showed weak interconnections between operations. Furthermore, the resource-based budgeting allowed greater accordance between planned and actual level of implementation.

169. In terms of performance and results, the country portfolio has overall been effective in addressing emerging life-saving humanitarian needs reflecting WFP strategic positioning and cooperation with Government at central and local levels and United Nations agencies. Moreover, the close collaboration with national and international NGOs, particularly for implementation, contributed to effective general food assistance and nutrition. On the other hand, the portfolio has been less effective in meeting early recovery and resilience-related outcomes. However, the reorientation of the focus towards emergency lifesaving needs have led to underfunded development

and resilience strengthening activities, including school meals and food assistance for assets.

170. Special operations and logistics management have been important elements of WFP strategic positioning in Cameroon. This has been further supported through the strategic role of WFP in food security monitoring and coordination and harmonization of humanitarian and development activities. These have positively contributed to the efficiency of the portfolio. Nonetheless, efficiency of the operations in the country portfolio was highly affected by external factors, particularly the volatility of the insecurity situation, food assistance pipeline breaks and the lack of predictability arising from the regional crises in neighboring countries. They have limited the ability of WFP to scale up developmental-oriented contribution to resilience and early recovery. While WFP has been efficient in sharing information, proper communication often fails, resulting in poor understanding of WFP strategy and approach among key stakeholders. Communication has been a weak element in the implementation of the WFP portfolio 2012-mid 2017, leading to misconceptions about the range of WFP interventions and opportunities for collaboration.

171. The introduction of innovative approaches, such as the shift in nutrition approach from treatment to prevention, in the portfolio has been appropriate and showed initial positive results. This shift in the nutrition approach has increased the cost efficiency allowing greater coverage with larger numbers of children enrolled. Moreover, the shift gives improved value for money, as it has a greater potential for addressing the high chronic malnutrition rates and offering additional health services. Likewise, introduction of cash based transfers also improved cost efficiency. This has been supported by WFP efficient food security information systems, including regular market surveys and with the use of mVAM data collection in areas with restricted humanitarian access. The country strategic plan's full integration and scaling-up of these innovative approaches is fully justified.

172. With the shift in focus to respond to the emergency needs of internally displaced persons or refugees, protection and humanitarian access issues have become even more important. WFP country office has systematized the use of post distribution monitoring, complaint systems, and outreach campaigns about beneficiaries' rights. However, more needs to be done in terms of improving messages and outreach campaigns to ensure that all beneficiaries understand the programmes and procedures and their rights to assistance.

173. The sudden shift in WFP focus to emergency responses has put serious strains on the sustainability perspectives of longer term food security interventions launched in the early phase of the portfolio, particularly on community structures created by food assistance for assets, notably the community cereal banks. Because of the sudden shift, hand-over strategies developed as part of the operations were not adhered to.

174. WFP has contributed established, strong links with national NGOs as implementing partners and cooperation with central and regional government institutions in operation design and implementation. Yet, there was no systematic strategy to guide WFP contribution to national capacity strengthening in food security.

175. There has been a general and increasing recognition across the portfolio that women and girls face different, greater challenges than men and boys for achieving sustainable livelihoods and food security. The operations have therefore effectively targeted women and girls for most activities, increasing the potential for improved

understanding of gender based needs. However, proper gender analysis, with adequate consideration to local differences and the dynamic aspects of gender roles, could not be identified by the country portfolio evaluation. Likewise, the indicators applied in the monitoring and evaluation framework do not sufficiently address the gender-transforming role of the activities at local level.

2.2 Recommendations

Based on the findings and conclusions, this section presents recommendations arising from this country portfolio evaluation with a forward-looking perspective within the framework of the country strategic plan 2018-2020.

No.	Rationale	Recommendation	Responsibility and timing
Strategic orientation			
1	<p>The innovative approaches introduced in the portfolio have demonstrated their appropriateness and shown initial positive results when applied under the right conditions. Scale-up of these innovations, however, will require additional programming capacity in the country office.</p>	<p>1. WFP should consolidate the shift in focus of <i>nutrition activities towards an integrated prevention approach</i> while maintaining the flexibility to allow scale-up of treatment when nutrition monitoring indicates increasing moderate and severe acute malnutrition. This will require:</p> <ul style="list-style-type: none"> f) development of a partnership strategy for ensuring integration, synergies and complementarity with other partners, especially the Rome-based agencies; g) promotion of healthy diets through locally appropriate outreach campaigns, including cooking classes and complementarity with school meals programming; h) enhancement of investments in food security monitoring systems that allow continuous monitoring of nutrition status and systematic monitoring of nutrition outcomes; i) focus on the “1,000 day window” between conception and 2 years of age in order to further increase efficiency and effectiveness in line with the SUN initiative recommendations; and j) continuous nutrition monitoring in targeted areas of children under 5, pregnant and lactating women and girls and other vulnerable groups, including adolescent girls and elderly people. 	<p>Country office, with support from the regional bureau and headquarters: 2018–2020</p>

No.	Rationale	Recommendation	Responsibility and timing
2	The innovative approaches introduced in the portfolio have demonstrated their appropriateness and show initial positive results when applied in the right conditions. Scale-up of these innovations, however, will require additional programming capacity in the country office.	<p>2. WFP should expand the programming capacity of the country office in the use and scale-up of CBT modalities, guided by:</p> <p>d) systematic post-distribution analysis of cost efficiency and cost effectiveness;</p> <p>e) monitoring and analysis of factors affecting the choice of transfer modality, such as market functioning, and beneficiary preferences and satisfaction; and</p> <p>f) analysis of options for combining transfer modalities.</p>	Country office, with support from the regional bureau and headquarters: 2018–2020
3	The innovative approaches introduced in the portfolio have demonstrated their appropriateness and show initial positive results when applied under the right conditions. Scale-up of these innovations, however, will require additional programming capacity in the country office.	<p>3. WFP should consider the limited complementarity of the Rome-based agencies and the corporate call for strengthening their collaboration as a means of responding to the Zero Hunger Challenge. The country office should take the initiative in institutionalizing partnerships for joint programming where benefits in terms of synergies and complementarity can be identified:</p> <p>e) Enhance the food security information system through further development of the sentinel system being piloted in the Far North Region.</p> <p>f) Support capacity strengthening for relevant government counterparts.</p> <p>g) Design a resilience strategy that harmonizes complementary activities and resources.</p> <p>h) Explore strategies for combining school feeding with purchase for progress activities.</p>	Country office, with support from the regional bureau and headquarters: 2018–2020
Targeting			
4	In the light of the concentration of persistent food insecurity in the	4. WFP should continue to focus on the northern and eastern regions while gradually moving towards the re-	Country office, with support from the regional bureau and

No.	Rationale	Recommendation	Responsibility and timing
	<p>northern and eastern regions, the country office should continue to focus its interventions on these regions, with greater use of longer-term programming and implementation to gradually promote greater resilience following a community-led approach.</p>	<p>establishment of early recovery activities. Thus WFP should:</p> <ul style="list-style-type: none"> g) Ensure full integration and synergies between mutually reinforcing interventions so that modifications in one intervention will not have negative impacts on others. h) Establish and implement effective handover and sustainability strategies as an integral part of programming. i) Ensure that programming is based on realistic assessments of funding through broader dialogue with donors during the programming of activities j) Promote and strengthen economic resilience in intervention areas, including through greater use of FFA in, for example, the creation of community food banks, reforestation and the repair of feeder roads. k) Re-establish school meals interventions, including emergency school meals that are coherent with multi-sector support for national social protection systems. l) Enhance strategic cooperation with the newly reorganized national FAO/WFP management committee. 	<p>headquarters: 2018–2020</p>

No.	Rationale	Recommendation	Responsibility and timing
Gender			
5	Given WFP's commitment to gender equality and women's empowerment, the degree of gender inequality in Cameroon demands systematic and adequate attention to gender considerations in the country office's programming.	5. WFP should develop an evidence-based operational strategy for integrating gender considerations into programming, in line with WFP's gender policy and action plan, by: c) ensuring that programming is based on specific gender analysis and monitoring of key gender-related outcome indicators; and d) strengthening the partnership with the Ministry of Women's Empowerment and the Family at the national and regional levels.	Country office, with support from the regional bureau and headquarters: 2018–2020
Communication			
6	Considering the crucial role of enhanced communication in contributing to the visibility, resource mobilization and success of WFP in Cameroon, there is a need to systematize the communication framework to allow the tailoring of communication flows to different users.	6. WFP should design an effective communication framework that includes: f) identification and use of windows of opportunity, platforms for outreach and influencers at all levels; g) development of strategic communication partnerships and alliances; h) mainstreaming of communication protocols throughout the portfolio; i) monitoring of the efficiency of communications; and j) capacity building for country office staff in respect of communication skills.	Country office, with support from the regional bureau and headquarters: 2018–2020

No.	Rationale	Recommendation	Responsibility and timing
National capacity			
7	To optimize WFP’s strategic role in food security information and early warning for evidence-based food security programming, there is a need for a systematic and effective strategy that supports the development of relevant national capacities.	<p>7.WFP should develop a strategy for supporting the development of national and local capacities in food security monitoring, early warning and response. This strategy should seek to:</p> <p>6. strengthen collaboration with Cameroon’s national institute of statistics.</p> <p>7. continue to support the countrywide sentinel food security monitoring system.</p> <p>8. expand the use of SCOPE by cooperating partners and national counterparts.</p> <p>9. embed capacity development assessments as an integral part of programming.</p> <p>10. develop a strategic framework for supporting relevant local and national partners, based on systematic capacity needs assessments, working in partnership with other actors and aligned with partners’ needs.</p>	Country office, with support from the regional bureau and headquarters: 2018–2020

Acronyms

BSF (P)	Blanket Supplementary Feeding (Programme)
CAR	Central African Republic
CBT	Cash-Based Transfers
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CEQAS	Centralized Evaluation Quality Assurance System
CFSAM	Crop and Food Security Assessment Missions
CFSVA	Comprehensive Food Security and Vulnerability Assessment
CO	Country Office
CP	Country Programme
CPE	Country Portfolio Evaluation
CSP	Country Strategic Plan
DAC	Development Assistance Committee
DFID	Department for International Development
DHS	Demographic Health Survey
DSCE	Growth and Employment Strategy Document
EB	Executive Board
ECHO	European Civil Protection and Humanitarian Aid Operations
EFSA	Emergency Food Security Assessment
EMOP	Emergency Operation
EPDC	Education Policy and Data Center
EQAS	External Quality Assurance Services
FAO	Food and Agriculture Organization of the United Nations
FbP	Food by Prescription
FEWS	Famine Early Warning System
FFA	Food Assistance for Assets
FFT	Food Assistance for Training
FSIN	Food Security Information Network
FSIS	Food Security Information System
FSMS	Food Security Monitoring System
FTS	Financial Tracking Service
GAM	Global Acute Malnutrition
GD	General Distribution
GDP	Gross Domestic Product
GFA	General Food Assistance
GHI	Global Hunger Index
GIEWS	Global Information and Early Warning System
GII	Gender Inequality Index
GNI	Gross National Income
GNP	Gross National Product

HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HRP	Humanitarian Response Plan
IDP	Internally Displaced Person
IFAD	International Fund for Agricultural Development
IFRC	International Federation of Red Cross and Red Crescent
ILO	International Labour Organization
IOM	International Organization for Migration
IPC	Integrated Food Security Phase Classification
IR-EMOP	Immediate Response Emergency Operation
JAM	Joint Assessment Mission
JICA	Japan International Cooperation Agency
L3	Level 3 Emergency Response
MAM	Moderate Acute Malnutrition
MDG	Millennium Development Goal
MICS	Multiple Indicator Cluster Survey
MINADER	Ministry of Agriculture and Rural Development
MINAS	Ministry of Social Affairs
MINEDUB	Ministry of Basic Education
MINEPAT	Ministry of Planning and Land Management
MINSANTE	Ministry of Health
MPI	Multidimensional Poverty Index
mt	Metric Tons
mVAM	mobile Vulnerability Analysis and Mapping
NGO	Non-Governmental Organization
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
OECD	Organization of Economic Cooperation and Development
OEV	Office of Evaluation
OPHI	Oxford Poverty and Human Development Initiative
OSZIS	Safety Nets and Social Protection Unit
PLW	Pregnant and Lactating Women
PNSA	National Food Security Programme
PRRO	Protracted Relief and Recovery Operation
RBA	Rome Based Agencies (FAO, WFP, IFAD)
SAM	Severe Acute Malnutrition
SDG	Sustainable development Goal
SDRG	National Rural Development Strategy
SENS	Standardized Expanded Nutrition Survey
SIGI	Social Institutions and Gender Index
SMART	Standardized Monitoring and Assessment of Relief and Transitions
SO	Special Operation
SPR	Standard Project Report
SRP	Strategic Response Plan
SUN	Scale up nutrition
TOR	Terms of Reference

TSF(P)	Targeted Supplementary Feeding (Programme)
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNHAS	United Nations Humanitarian Air Service
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USOFDA	United States Foreign Disaster Assistance
WASH	Water, Sanitation and Hygiene
WDI	World Development Indicators (World Bank)
WHO	World Health Organization
WFP	United Nations World Food Programme
ZHSR	Zero Hunger Strategic Review

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