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United Nations
Economic Commission for Africa

ECA/MRAG/96/22/MR



Multidisciplinary
Regional Advisory Group

ADVISORY MISSION ON A FRAMEWORK FOR THE
IMPLEMENTATION OF THE NATIONAL ENVIRONMENTAL
MANAGEMENT PROGRAMME OF THE GOVERNMENT
OF THE REPUBLIC OF CAMEROON

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OF THE GOVERNMENT OF THE REPUBLIC OF CAMEROON**

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**ADDIS ABABA
MAY 10, 1996**

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**MISSION REPORT ON A FRAMEWORK FOR IMPLEMENTATION
OF THE NATIONAL ENVIRONMENTAL MANAGEMENT PROGRAMME
IN CAMEROON**

I. INTRODUCTION

1. In 1972 the Government of Cameroon participated in the United Nations Conference on Environment and Human Settlements held in Stockholm. Environment awareness did not, however, take root immediately in the country despite the establishment of an environment agency. It was not until 1977 that the Government created the Man and Biosphere Committee (MAB) and a sub-Department of Environment in the Ministry of Planning and Territorial Development in 1981

2. The Government of Cameroon also participated fully in the preparatory process of the United Nations Conference on Environment and Development (UNCED) as well as the Earth Summit itself held in Rio de Janeiro in June 1992. Just before the Rio Conference, the Government established the Ministry of Environment and Forests. In order to deal effectively with the various environmental issues of the day, the Government resolved to formulate an environmental policy, strategy and programme. This was spearheaded by the UNDP-led multidisciplinary and multi-institutional mission (in September-October, 1992), which prepared an operational project and guided the Government in the preparation of the priority environment programme.

3. On the basis of the details contained in the environment programme document, the Government set out to prepare a National Environment Management Plan (NEMP) which aimed at providing the following information by sector and region:

- policy guidelines;
- development strategies; and
- projects and programmes.

1.1. Mission Objectives

4. Following a request to UNECA by the Government dated 5 December, 1994 for advisory services on the assessment of the needs for environmentally sound technologies within the framework of the implementation of NEMP, the ECA proposed a team of regional advisors to undertake the mission to the country. The team consisted of the following regional advisors:

Mr. S.K. Imbamba, Senior Regional Adviser, Environment and Team Leader.
Mr. E.A. Tiagha, Regional Adviser on Industry and Technology Development.
Ms. Wanjiku Mwagiru, Regional Adviser on Gender and Sustainable Development.

5. The mission was undertaken from 20-28 April, 1996 and funded by the UN Regular Programme of Technical Cooperation. The objectives of the mission were as follows:

- (a) To assess and advise on environmental technologies for implementation of the NEMP with emphasis on appropriate technologies in the fields of forestry research and training, soil conservation, renewable forms of energy as well as savanisation and desertification;**
- (b) To review the status of the NEMP and to identify the roles of UNECA in its implementation;**
- (c) To appraise the gender related issues of the NEMP, focusing on relevant technologies for implementation;**
- (d) To assess the roles of NGOs in the formulation and implementation of the plan;**
- (e) To provide the Government of Cameroon with a preliminary assessment of the National Environment Management Plan with emphasis on strategies for overcoming the bottle-necks in its implementation.**

1.2 Mission Highlights

6. The high lights of this very successful mission were as follows:

- (i) The advisory team met with very high officials of the Ministry of Environment and Forests but unfortunately could not meet with the Minister despite the fact that he had personally signed a letter inviting his high level staff, other Ministries, the World Bank, UNDP and national NGOs to a debriefing meeting he himself was going to chair. The debriefing meeting took place none-the-less, with over twenty participants from various ministries and national NGOs.**
- (ii) During the debriefing meeting the team of advisers seized the opportunity to explain the changes going on at ECA especially its strategic directions and focus to serve member countries better through strengthened partnerships with other UN bodies and the Bretton Woods institutions. The concept of the NEXUS of Population, Food security and Environment was explained in the context of the (NEMP), and it was well received. This briefing went a long way to pre-empt the often asked questions as to what ECA can do for the member States. Indeed it was quite clear to the audience that ECA was a force to contend with now, and in the future, given its special role as co-lead agency along with UNDP in the UN Secretary General's System-wide Special Initiative for Africa, and the fact that the new ECA Executive Secretary had very strong links with the World Bank.**

- (iii) The advisory team had extensive discussions with the Ministry of Social and Women's Affairs that culminated in a meeting with the Minister herself. Fruitful discussions concerning the important role women play in the inter-linkages of the environment, population and agriculture were explored. The types of technologies used by women and their practicality and adaptability to the Cameroonian situation were also discussed. It is clear that the nature of the problem of appropriate technology used by women to enable them to cope with everyday problems while not compromising the degradation of the environment is well understood by the MINASCOF¹. Indeed, the ministry sponsors a centre in Maroua that along with CEENEMA², and other institutions are doing research into appropriate technologies to be used by women. Environmentally friendly wood stoves have been tested and have proven efficient. The ministry suggested that ECA could field longer missions to properly assist the work on improving and commercializing the technologies that improved the daily chores of women. One of the immediate focus areas of the soon-to-be strengthened MULPOCs could be this activity.
- (iv) To further promote and emphasize the positive new image of ECA, the team spent quite some time with the UNDP Resident Representative, the World Bank Representative, and the Minister of Women and Social Affairs who all expressed their willingness to work closely with ECA in implementing the National Environmental Management Plan.
- (v) The specific follow up actions requested by the Government were follows:
- (1) ECA should assist the Government in preparing for a partner's Round Table Conference to be held in October/November, 1996.
 - (2) ECA should participate during the Round Table.
 - (3) The Director of Industry requested that ECA could assist the Ministry to establish the ISO 9000 and ISO 14000 standards.
 - (4) ECA was invited to participate in the subregional environmental programme now under preparation and which would include Cameroon, Congo, Gabon, Central African Republic, Chad, Equatorial Guinea and Sao Tome and Principe i.e. the UDEAC Countries.

¹ Minister des Affaires Sociales et de la Condition Feminine

² Centre National d'Etude et d'Experimentation pour le Machinisme Agricole

1.3 Mission Activities

7. In order to obtain a comprehensive and clear picture of the environmental situation of the country, the mission held extensive consultations and discussions with the following groups of people and institutions:

- (a) Government personnel
- (b) NGOs
- (c) UNDP
- (d) World Bank

8. The mission also undertook a visit to the Forest Training School at Mbalmayo.

A. Consultations

9. The mission held consultations with the Minister for Social and Women's Affairs. The focus of exchange centred on the following issues:

- Affordability of appropriate technologies;
- Development of indigenous technologies for women
- Cultural and traditional biases against adoption of appropriate technologies;
- Involvement of the ministry in the consultative process on the elaboration of the NEMP and the desire to participate fully in its implementation;
- The promotion of gender issues throughout the implementation phase of the plan.

10. Consultations with officials of the Ministry of Environment and Forestry focused, inter alia, on the following issues:

- The historical perspective of the formulation and development of the NEMP;
- The status of the energy situation in the country with emphasis on the need to develop technologies for harnessing new and renewable forms of energy as well as the integration of women in the development and use of new and renewable forms of energy;
- The promotion and integration of gender into manufacturing activities as well as the participation of the private sector including NGOs in the industrial sector;
- The promotion of good working relations amongst the key Ministries (Planning, Finance, Environment/Forestry) to ensure the successful implementation of NEMP;
- The need to support and encourage the implementation of NEMP using internal resources rather than being wholly dependent on external funding;
- The continuation of the participatory approach to ensure the successful implementation of NEMP;

- The promotion of the establishment of both the National Funds for Forestry and the Environmental Management;
- The formulation of micro-projects based on the Environmental National Action Plan for implementation at the local level.

11. A series of consultative meetings were also held between the mission and the officials of UNDP as well as the World Bank. Some of the issues reviewed in the consultations included the following:

- The role of ECA in the implementation of NEMP) with particular emphasis on the production of a synthesis document of the NEMP as well as in the participation at the partners meeting scheduled for October / November, 1996;
- Involvement of women in the implementation process of the NEMP and the need to focus on poverty alleviation and gender concerns as the corner stones of the activities;
- The possibility of collaboration between the World Bank and ECA on a partnership basis in the implementation of the NEMP.

B. Visit to Forest Training School, Mbalmayo

12. The mission visited the Forestry Training School at Mbalmayo and held discussions with the Deputy Director Training School as well as the Manager of the joint Forest Management and Regeneration Project of the National Office for Development of Forests (ONADEF) and Overseas Development Administration (ODA). The purpose of the visit was to review the programme activities underway in the field of forestry at the school with particular emphasis on the relevance of training programmes on the development of forestry at the grassroots level encompassing the participatory approach. The discussions with the management of the ONADEF project focused on the relationship between the project's programmes and the implementation of NEMP.

13. The mission was informed that the training school was in the process of reviewing its curriculum. There were about 253 students of whom 30% were females. There were 23 teaching staff and 4 administrative staff. The course took two years to complete and on successful completion of their studies they were awarded a Diploma in Forestry. Some of the areas covered in the training programme included:

- Forestry management and administration
- Forest development and exploitation
- Forest extension
- Silviculture
- Land survey
- Botany
- Dendrology
- Nursery techniques

II. BASIC FEATURES OF THE ENVIRONMENT IN CAMEROON

2.1 Overview

14. As pointed out earlier, Cameroon created its Ministry of Environment and Forestry in 1992, just prior to the United Nations Conference on Environment and Development (UNCED) in Rio de Janeiro in 1992. Prior to that, environmental issues were dealt with under the portfolios of other ministries in their respective mandates. Establishment of the Environment and Forestry Ministry is an indication of the increasing importance of environmental issues in the development of the country. Sectors of the national economy that are considered as having intimate interactions and linkages with the Ministry of Environment and Forestry are: -

- Forestry**
- Agriculture**
- Women**
- Energy**
- Industry**

15. Another important dimension is population - environment dynamics in both rural and urban areas. The specific sectoral strategies for addressing these dynamics are related to: -

- Settlement and exploitation of natural resources;**
- Self-sufficiency in food and food security;**
- Self-sufficiency in energy particularly wood energy;**
- Self-sufficiency in domestic and industrial water requirements;**
- Management of urbanization and the development of related infrastructure eg. electricity, transportation, waste disposal, sanitation, food and water processing and storage, etc;**
- Industrialization and expansion of road and rail transport, sea and river transportation and control of air and water pollution**
- Involvement of women at all levels of decision-making and management**

16. In more specific terms, there are four important problem areas where the interface between environment, population and development is most acute and fragile. These are: -

- (a) The Sudano-Sahelian zone in the north characterized by the process of desertification;**
- (b) Western parts of the country where inappropriate land use practices and population pressure combine to precipitate serious soil erosion;**
- (c) The forested middle and southern Cameroon where deforestation is leading to the savanisation of the forest ecosystem;**

- (d) The Littoral coastal zone in which water pollution is a particularly serious problem;
- (e) The urban areas where lack of sanitation, air and water pollution require concerted control measures.

17. Overall across the country, the loss of biodiversity is a singular most important problem for Cameroon. This is occurring under the impetus of two twin critical problems of environmental degradation that are taking place simultaneously - deforestation in the south and desertification in the north. But the problem in the north is further compounded by an influx of many numbers of displaced persons from the surrounding countries largely due to internal political instability related to civil and ethnic strife, such as in Chad and Nigeria.

2.2 Energy and the environment

18. A number of factors should be considered in examining the energy resources, the energy demand of the population and the bearing of these two aspects on the overall environment in Cameroon. Some of these factors are: -

- (a) The environmental contrasts between the North and South of the country;
- (b) The rate of increase of the population, currently at 2.8% per annum;
- (c) Rural to urban migrations of the population; and
- (d) Use of technology in energy conversion.

19. Cameroon has four basic types of energies namely, solar energy, hydro-electric power, biomass energy, and oil. Biomass energy (fuelwood and charcoal) contributes 65% of national energy needs, hydro-electric power contributes 22%, while oil contributes 11%.

20. On the whole, southern Cameroon is an energy surplus area especially biomass energy while northern Cameroon is an energy deficient area. This is an important dichotomy in terms of five basic factors: (i) The country's total population is equally distributed between the two zones; 50% of Cameroon population lives in the northern dry savanna zone, while the other 50% lives in the humid, moist and forested southern zone. (ii) 70% of the population are wholly dependent on biomass energy. (iii) Infrastructure connecting the south and northern parts of the country is generally poorly developed which makes it difficult to supply energy to the northern zone. (iv) New and renewable sources of energy are virtually non-existent on a large scale, and access to modern converted energy sources is very low. (v) There are no incentives to stimulate and tap the non-conventional energy sources due mainly to the lack of appropriate technologies for such conversion, but due also to the absence of the private sector from energy development initiatives and investments.

21. Three ministries are involved in issues that have a direct bearing on energy production, consumption and conservation. These are the ministries of Energy, Mines and Power; Environment and Forestry; and Scientific Research. Conflicts do arise between them as they implement their respective mandates. In addition, there are no specific institutions for dealing with science and technology policies and this is another source of conflicts because there is no central coordination for science and technology.

22. In the long-term the country has to develop a strong renewable energy programme, but taking cognizance of the implementation of Cameroon's National Environmental Action Plan, and in close collaboration and coordination with NGOs with a view to encouraging and facilitating more of them to undertake energy related activities. Out of 243 registered NGOs in the country, only two have interests in renewable energy activities.

2.3 Collaboration on environmental issues and management

23. The formulation of the National Environmental Management Programme was a fully collaborative effort from the first to the final stages, between the Government, UN agencies, donors, NGOs, and local grassroots and community based organizations. It was a remarkable process in that its approach was participatory at all these levels. This process has engendered a sense of ownership of the Plan by all the stakeholders. The next important stage is a round-table conference planned for October/November 1996 at which funding will be sought from several donors and bilateral partners for the implementation of the plan. In the intervening period, priority is on keeping active and live collaboration with NGOs, especially local NGOs because they will be important actors in the implementation process. Another way of maintaining the momentum is through a continuous sensitization programme and activities through radio broadcasts, T.V. programmes, local news media and large-scale use of posters.

24. However, although NGOs will be used as executing agents, their legal status is not very clear in Cameroon and sooner or later this issue will have to be addressed. An important aspect of the implementation process will be the encouragement of income generating activities that will provide added incentives to the various stakeholders especially the women and small-scale business operators. According to information provided by UNDP, two small "windows" will facilitate the funding of micro financial enterprises namely "Africa 2000" and Small Grants Project Programme both operated under the auspices of UNDP. Poverty alleviation is a cornerstone of the environmental action plan. The overall objective in this respect is to introduce sustainable income generation alternatives in order to reduce direct dependence on the environment. It is envisaged that micro projects will be undertaken all over the country with the involvement of the private sector and the NGOs.

III. THE NATIONAL ENVIRONMENTAL MANAGEMENT PLAN

3.1 Overview of the National Environmental Management Plan (NEMP)

25. The National Environmental Management Plan (NEMP) for Cameroon is an ambitious plan elaborated to address in a comprehensive way, the environment concerns of the country. It is the culmination of the recommendations of the Earth Summit of Rio and represents Cameroon's response to the exigencies of Agenda 21.

26. The uniqueness of the NEMP is the fact that it is based on broad based consultations and consensus from all the economic and social sectors of Cameroon. The bottom - up approach in its design is perhaps its strongest point. This approach in design might actually be very useful in implementation, since a large section of the Cameroonian economy should identify with and claim ownership of the programme. The broad base consultative approach in the design could also be the weak link in the implementation especially if ownership of the programme is not built into the implementation and especially if certain sectors of the Governmental machinery attempt to claim sole ownership of the programme by excluding the population during the implementation stages.

27. It is precisely for this reason that the Ministry of Environment and Forests must do all in its power, despite the obvious temptations of claiming ownership, to include other ministries (especially the Ministry of Social and Women's Affairs), the private sector, NGOs, the rural population and the international development partners, during the implementation stage.

28. ECA can be very instrumental in assisting the Government of Cameroon to implement the programme, given the new strategic focus of the Commission to work with member States and international partners for effective programme delivery.

3.2 The genesis of the NEMP

29. The national energy management plan that is in four volumes originated from a meeting held in July, 1993 in Garoua, the capital of the Adamaoua Province located in the northern part of Cameroon. The final version of the NEMP was completed in November, 1995.

30. Volume one of the Plan contains the strategies of the NEMP. The main features of this volume are an analysis of the central problem, the objectives and the expected results; a description of the geographic space and the urbanization situation; the demographic evolution and its impact on the environment; the economic link with the environment; and an analysis of the judicial and institutional factors. This volume also provides the global strategies for the implementation of the NEMP.

31. Volume two of the NEMP discusses sectorial policies of the programme. This volume describes existing policies, formulates new policies and strategies and presents a planning synopsis table with a summarized description of identified projects by investment costs and

anticipated results. Volume three goes into more detail as to project profiles and discusses issues such as: important projects identified at the sectorial level, projects identified at the regional (national level) with the participation of the population.

32. Volume four contains the planning tables, detailing the problem, and the objectives, hierarchy of problems and objectives by sector of intervention, etc.

33. It would be recalled that the design phase of the National Environmental Management Plan involved a lot of consultations that evolved in three phases: a national phase that considered an analysis of the total environmental situation involving national seminars that elaborated project profiles resulting in a decentralized programme approach; a second phase that centered on sectorial studies and came up with 10 projects that addressed the environmental issue; and the third phase that essentially synthesized the National Environmental Management programme and elaborated an environmental code and legal instruments that facilitated the proper functioning of the NEMP.

3.3 Characteristics of the NEMP

A. Regional studies.

34. Technical committees were set up in the ten provinces to prepare the NEMP and special emphasis were to be placed on:

- demographic trends;
- management of the agro-forest-livestock;
- management of the coastal and marine ecosystem;
- management of animals and fisheries;
- management of urban environment;
- industrial pollution and;
- underground resources.

35. Emphasis has been placed on the agro- forestro- livestock, particularly in areas identified as ecologically fragile. These zones are: sahelien zones and efforts are being made to stem desertification in the context of the Desertification Convention signed by Cameroon in November, 1994; the coast and marine ecosystem with a view to conserving mangrove trees and so as to regenerate the marine life; the tropical forest zone where efforts are made to protect the biodiversity and promote sustainability of the forest zone.

B. Sectorial studies

36. The NEMP has also placed emphasis on the elaboration of sectorial studies, some of which are: industrialization and industrial pollution, studies on the geological situation and mineral resources; management plan of the coastal and marine ecosystem; urban hygiene and

environmental management, etc. In collaboration with UNDP, there was a move to develop a regional environment plan within the UDEAC subregion. UNDP invited ECA to participate in this activity.

IV. GENDER-RELATED ISSUES OF SUSTAINABLE ENVIRONMENTAL MANAGEMENT AND APPROPRIATE TECHNOLOGIES

37. Like in many other African countries, women make up about 51% of the total population in Cameroon. The intimate linkages and interfaces between women and the environment are apparent in many activities in search of livelihoods - agriculture, fuelwood energy, environmentally sound technologies, etc. Discussions during the mission with Government officials, UNDP, UNIFEM focal point and NGOs revealed a wide range of issues relating to women, environment and development in Cameroon. The more important ones are highlighted here.

38. The Ministry of Women and Social Affairs is a well established institution and its Minister is one of the longest serving politicians in the country which makes women's issues rank as one of the most important aspects of development in the country. The Ministry works very closely with UN agencies and with NGOs. Through it, women at all levels were involved in the elaboration of the National Environmental Management Plan (NEMP).

39. Since the Fourth World Conference was convened in Beijing China in September 1995 and the Global Platform for Action and Beijing Declaration were adopted, four provincial seminars have been held in Cameroon as a follow-up. A major national seminar was planned with a view to producing a National Plan of Action for implementation of both the Global Platform for Action and the African Platform for Action.

40. Gender and development concerns in Cameroon are manifested in four major areas namely,

- (a) Women and their roles in environmental management;
- (b) Environmentally sound technologies and their appropriateness for use by both men and women;
- (c) Women's needs for domestic and household energy as seen against the north-south differential in the country;
- (d) Gender - based technical training for forest management.

41. During the formulation and development of the National Environmental Management Plan, women were fully consulted and involved at all levels. The relationships between women and the environment are at the heart of development in the country. With regard to environmentally sound and appropriate technologies, quite a lot of work has been done in the

country. The focus has been on developing technologies that ease women's numerous burdens but which are at the same time environment- friendly. Significant research work in this area has been undertaken at the Maroua Technology Centre with the close involvement of the Ministry of Women and Social Affairs. A concern of the Ministry at the present time is to involve women as much as possible in the design and development of prototypes of technologies and implements targeted at women.

42. Information available during discussions at the Ministry indicated that when technologies are too crude and culturally and gender insensitive, women tend to reject such technologies. Examples were cited from Chad and Burkina Faso whereby innovative and labour-easing devices for shelling groundnuts were rejected by women because they were too crude and unwieldy. New technically sound implements and devices should also be developed by taking account of certain cultural and social taboos that could inhibit or altogether prevent their adoption and use by both men and women. Certain other taboos in northern Cameroon even prohibit the planting of trees by people - be they men, women or young people. It is therefore necessary to define what is environmentally sound and culturally acceptable by the targeted communities before embarking upon the design and fabrication of new technologies and implements. Such an approach should be adopted also while addressing the issue of energy availability for women;

43. At the Forestry Training School and the Forest Management and Regeneration Project in Mbalmayo, extensive technical training is undertaken for forest management and increasingly the gender component is being included in the training activities particularly through the inclusion of women amongst the trainees. At the Forest Management and Regeneration Project, training of local people is already an on-going activity. About thirty villagers both men and women are trained at a time for periods of one to two weeks. The selection of the men and women to be trained is left to a local selection process, but in nearly all cases women are selected amongst those to be trained. Training is principally on timber production, agro-forestry and identification and growing of medicinal plants.

44. At the Forestry Training School, only very few women trainees are in attendance at any given time although the situation is gradually changing. This under-representation of women is related to several factors, for example,

- in the past, forestry was considered as a para-military occupation for which women were considered unfit;
- women in the country have been much less educated than their male counterparts and did not therefore qualify for admission into technical training institutions;
- even where women have had adequate education, they have opted for other less technical and scientific professions.

45. During the visit to the Forestry Training School, however, it was evident that quite a number of young women were among the trainees.

V. VIEWS ON THE NATIONAL ENVIRONMENTAL MANAGEMENT PLAN

46. As indicated in the section on mission activities, consultations were held with individuals in the Ministry of Environment and Forestry as well as the UNDP on the NEMP.

47. Although the NEMP was the result of extensive consultation involving every segment of the population and economic operators, it is to be hoped that its implementation will also involve all sectors of the economy. The NEMP must, however, be internally driven instead of being dependent on external funding as suggested by the Cairo Agenda for Action of March 1995. A brief review of other pertinent issues which featured prominently in our consultative meetings is presented here below:

4.1. Integrating environmental concerns in the economic planning process

48. The UNCED Summit held in Rio in 1992 emphasized strongly the need to integrate fully environmental policies in the economic planning process. The integration of environment and economic policies is a pre-condition for sustainable development. Some of the issues which will require special attention in order to achieve sustainable development include, costing and funding of environmental policies, restructuring economic and environmental policies as well as pricing environmental natural resources.

49. Although Volume II of the NEMP reviews programme activities of all the major economic sectors, it is to be hoped that each economic sector will play a part in the implementation of the plan. Each sector must be made directly responsible and accountable for ensuring that their policies, programmes and budgets support the implementation of NEMP. This will require a change in the way decisions are made so as to integrate economic and environmental issues comprehensively, making sustainability the ultimate goal at all levels. In other words, environmentally sound development will need to be at the centre of all the development agenda to which all sectors of society must contribute. Because environmental degradation curtails all prospects for future development, environmental conservation will need to be central to all development planning processes. In this connection, the major economic sectors will need to:

- (a) undertake sustainable development audits;
- (b) introduce resource accounting in their programmes;
- (c) prepare a national sustainable development strategy;
- (d) analyse the impact of macro-economic policies on the environment.

50. In addition to the above, each sector will need to introduce Environmental Impact Assessment (EIA) in appropriate future development projects as a means of ensuring the sustainability of environmental resources. This action will serve as a vehicle in incorporating environmental perspective in economic planning process.

51. There will also be need to promote the programme and activities of the private sector including the NGOs/CBOs in order to enhance the success of NEMP.

4.2. Poverty alleviation and gender concerns

52. The implementation of the NEMP must focus largely on poverty alleviation and gender issues as the cornerstones of activities. Most poor people live in rural areas where they till the land but poor people are also to be found in urban areas. The causes of poverty are numerous and may include weak export markets, weak internal production structures, adoption of alien policies and planning strategies, and the depletion of natural resources. These factors result in the reduction of food production, reduction in employment opportunities and social services. Also associated with poverty are such factors as population growth, scarcity of water in some parts of the country and landholding practices.

53. It is estimated that 70% of the people of Cameroon live in rural areas where they use natural resources (soil, water, flora and fauna and air) for their survival. The intensity and frequency at which the rural poor draw on these resources depends on population pressures, conservation technologies, market prices as well as the magnitude of poverty. The practice of raising crops on marginal, steep and poorly drained land enhances land degradation.

54. In implementing NEMP, the government needs to put in place programmes which are aimed at improving the quality of life of the vulnerable groups. Such programmes are likely to include the following:

- (i) narrowing down gender inequalities in agriculture and education;**
- (ii) expansion of educational opportunities as well as increasing the number of female teachers in schools;**
- (iii) changing discriminatory laws or practices;**
- (iv) identification and dissemination of appropriate labour saving technologies for women farmers;**
- (v) provision of assistance aimed at raising production and productivity by supplying, inter alia, high-yielding crop varieties to farmers;**
- (vi) improvement of research facilities and the development of fast growing tree species;**
- (vii) relaxation of price controls;**
- (viii) improvement of health services;**
- (ix) development of human capital and expansion of employment opportunities.**

4.3. Capacity Building

55. Available data indicates that the country possesses hundreds of very competent groups of scientists, engineers, doctors, etc. as well as a strong and well established civil service system. Nearly all the sectors that are likely to participate in the implementation of NEMP are well catered for.

56. Since the Stockholm Conference on Environment and Human Settlements, many African countries have formulated national plans for the management of the environment. The plans have included sound strategies for the management of forests, soils, drought, etc. Some countries established ministries and/or protection agencies for the environment. However, there has been a general lack of coordination between conservation strategies on one hand and the national development plans on the other. Some countries have spent the last two decades producing (but not implementing) their national plans and strategies and programmes, such as National Conservation Strategy, National environmental Management Plan, National Action Plan to combat desertification, Natural Resources Management Plan, etc.

57. For the successful implementation of NEMP of Cameroon the Ministry of Planning, Ministry of Finance and the Ministry of Environment and Forests will need to harmonize and coordinate their programmes and activities. As stated earlier, environmental sustainability will need to be made the fulcrum of all development programmes.

58. Finally, there will be need to formally transfer power to the "village government" in order to enhance the participation of local communities in project identification, design and implementation. This is the bottom-up approach. The salient features of the village government may consist of:

- (a) delineation of the geographical area which the village has traditionally controlled;**
- (b) definition of a land use plan and drawing up of a contract with technical services; and**
- (c) establishment of a formal village council in which the rights to manage are vested.**

59. To enable the villagers to manage wisely and utilize their resources, certain basic conditions must obtain, including the following:

- (i) Their local capacities and capabilities need to be improved;**
- (ii) They need to involve and improve the women's groups;**
- (iii) They need to be provided with credits and loans.**

4.4. Development of Environmentally sound technologies

60. Consultations with government officials as well as the international community also revealed that good progress was being made in the development of technologies and techniques for use in the implementation of the NEMP. Of particular relevance is the development of sound technologies in the following areas:

- (i) Energy with emphasis on new and renewable forms of energy;**
- (ii) Soil conservation measures;**
- (iii) Combating desertification and savanisation;**
- (iv) Remote sensing and ground survey techniques;**
- (v) Forestry management and utilization.**

61. There is need to involve the private sector (business and industry) in development of technology as well as in research and commercialization of products of research. More importantly, there will be need to digest, process, and disseminate research findings and technologies to the grassroots populations and communities. The assumption here is that the country will adopt a bottom-up approach in implementing NEMP involving the NGOs and CBOs as well as the local communities.

VI. IMPLEMENTATION OF THE NATIONAL ENVIRONMENTAL MANAGEMENT PLAN

62. The successful implementation of the NEMP will depend on several factors among which are (a) sensitization and education programme at levels of the society, (b) an information system to facilitate the management of the programme, (c) an active participation of the international community and (d) subregional cooperation. As concerns subregional cooperation, the NEMP has taken steps to involve the neighbouring countries that share the same ecosystem with Cameroon, with a view to harmonizing activities related to joint management of the environment. The mechanisms for the subregional cooperation in this area need to be outlined and operationalized.

6.1. Role of the forestry management and regeneration project

63. The project is a collaborative venture between the National Office for the Development of Forests (ONADEF) and the Overseas Development Administration (ODA). The second phase of the project commenced in June 1994 and was expected to lapse on 31 May, 1996. During the second phase a number of outputs were envisaged.

64. A brief review of some of the outputs of the project and the relevance of the activities in the overall implementation of the NEMP is outlined here below:

- (a) Silviculture Demonstration**

6.2 Need for involvement of local communities in project identification and implementation

65. There had occurred a "violent clash" between IITA staff and villagers in the forest reserve resulting in the beating up of the IITA workers, some very seriously, as well as taking two senior foreign scientists as hostages.

66. In view of the clashes that occurred between the villagers and the project staff resulting in the burning of the project's planted young tree seedlings (see Annex 2 of the Annual Report 1994-1995), it would appear that the villagers were probably not involved in the formulation and implementation of the project. For the villagers to claim that they had been authorized by the former project manager to burn the debris in the young plantations would imply a mistrust between the project management staff and the local community which resulted in kidnapping and beating up of one of the project staff and other project workers. Moreover, it is most unlikely that the NGOs and CBOs participated in the village meetings (4 per year) between villagers and project's personnel.

A. Village training courses in nursery techniques

67. A one week village nursery course was held in 1995 with 14 participants drawn from six villages living within and around Mbalmayo forest reserve area. Some of the themes covered in the course included grafting of exotic fruit trees and the vegetative propagation of tropical tree species for timber and fruit production. Emphasis was also placed on practical sessions to enable the participants to start their own private nurseries. Evaluation of the training course undertaken later showed that out of the six villages that took part, five had started village nurseries.

68. The mounting of training programmes in nursery management for the local communities by the project staff is a commendable effort which should be encouraged and supported.

B. Attachment of private sector staff

69. Training on vegetative propagation and grafting was mounted for persons (11) from the private sector who undertook attachments at the project. The training lasted for a week.

70. Also trained through the project were 15 students from the local polytechnic institutions. The students were trained in nursery production techniques, plantation management and PSP's to wood transformation.

71. The operation of the operational manuals as well as the training manuals was to be undertaken in 1995/96. Other activities which were envisaged in 1995/96 included village nursery training workshops, a plantation management training workshop and a management plant preparation training workshop.

6.3 The role of ECA, Government of Cameroon, UNDP and the World Bank on follow up actions on the NEMP

72. The Environmental Management Plan as designed by the Cameroon Government is a multi-sectorial, multi-disciplinary, and inter ministerial programme that requires the participation of all sectors of the Cameroonian population to ensure its success. As such, the programme must be operational at three re-enforcing levels ie. (1) Government level whereby the relevant ministries meet regularly to plan and strategize on the implementation; (2) the grassroots level where government policies are refined and transformed into workable activities by the population who are the stakeholders and users; and (3) at the bilateral and multilateral development partners level.

A. The Role of the Government.

73. Indeed, the existing organizational structure for coordinating the programme (Annex 1), takes into consideration the various actors, except that the role of the users has not been well elaborated and discussed.

74. The mission team felt that the role of the government should be limited to that of elaborating workable laws that facilitate the efficient implementation of the NEMP. Activities should be decentralized as much as possible and the private sector, national NGOs and the citizens be given the opportunity to implement the plan. The role of the Ministry of Social and Women's Affairs should be included in all planning and implementing activities, given the fact that it is the women who are first negatively affected by adverse effects of environmental misuse.

B. The Role of the private sector.

75. The role of the private sector should be expanded in almost all aspects of the implementation phase of the NEMP. The incentives extended to the private sector should include tax breaks, loan facilities, technical assistance and the necessary infrastructure to undertake the activities in the NEMP. NGOs should be encouraged to play a more active advocacy and watch-dog role in monitoring the environment. They should educate the masses of the people on the nature of the environment - population - agriculture nexus.

C. The Role of UNECA and other UN Bodies.

76. The United Nations bodies such as UNECA, UNDP, UNIDO, FAO, and the Bretton Woods institutions such as the World Bank should play a more proactive role in stimulating useful debate on issues related to the National Environmental Management Plan of Cameroon. UNDP has been very active so far in the initial phases of the design of the programme and are involved in the implementation at the grass roots level especially through the "Africa 2000 Network" in Cameroon. Some attractive features of the Africa 2000 include the fact that the network provides assistance directly to community initiatives that are directed at protecting the environment. Training is provided to the grassroots as well as to the NGOs, and there is facilitation of communication exchanges.

77. The World Bank on its part supports the ideals of the programme but has not provided the type of support that is needed. For now, the Bank is taking a wait and see attitude.

78. The Economic Commission for Africa's involvement in the programme has been so far been limited to the extensive consultations undertaken during this mission. However, there are many possibilities open to the Commission for participation in the programme. In light of the new strategic directions outlined by UNECA, it is easy to see how the new division responsible for ensuring food security and sustainable development can assist the Cameroon government in the implementation of the NEMP. The two cross-cutting issues in the new ECA programme ie Gender and Capacity building, are other areas in which ECA can contribute.

VII. SUMMARY AND RECOMMENDATIONS

6.1. Summary

79. The National Environment Management Plan of Cameroon (NEMP) aims at providing the following information by sector and region:

- . policy guidelines,**
- . development strategies; and**
- . projects and programmes**

80. The major objectives of the UNECA mission some of which were modified during the mission were:

- (a) To assess and advise, and to identify the role of UNECA on environmentally sound technologies for implementation of the NEMP with emphasis on appropriate technologies in the fields of forestry research and training, soil conservation, renewable forms of energy as well as savanisation and desertification.**
- (b) To appraise the gender related issues of the NEMP, focusing on relevant technologies for implementation, and to assess the role of NGOs in the formulation and implementation of the plan.**

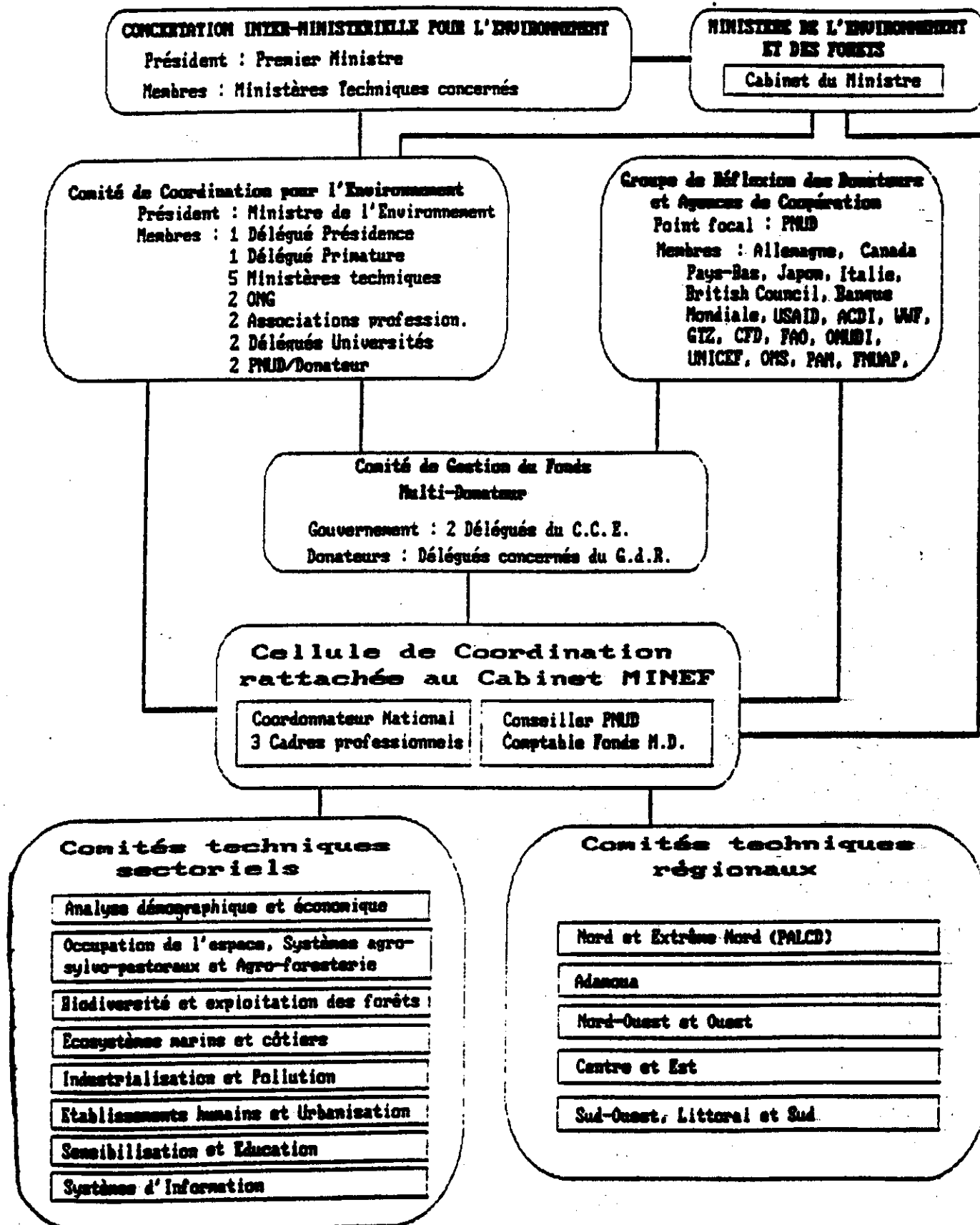
6.2. Recommendations

81. It is highly recommended that the MULPOC in Yaounde makes every effort to follow up the activities of the National Environment Management Plan and specifically the actions that were requested by the Government i.e.:

- **Provide assistance in preparing for a partner's Round Table Conference to be held in October/November, 1996, including participation.**
- **Participate in the subregional environmental programme.**

82. The request from the Director of Industry that ECA should assist the Ministry to establish the ISO 9000 and ISO 14000 standards should also be followed up.

ORGANIGRAMME DES STRUCTURES DE COORDINATION



TIME - TABLE: (April 22 - 28, 1996)
for the visit of the Team of UN-ECA Experts to Cameroon.

Date	Time	Institution & Place	Subject matter	Contact persons
22/04	3.00 - 4.00 p.m.	Department of Environment (MINEP) Yaounde	General Briefing and modification of timetable	- Mr. LEFONG - Mr. MBASSI - Mr. ACHU SAMA Peter HENYE DUDLEY
23/04	8.30 - 9.45 a.m.	MINEP Yaounde	• Courtesy call/ General discussion centered on environment and Cameroon's realities.	- National Coordination of National Environmental Management Plan-Mr. TCHANA
	10.00 a.m. 2.45 p.m.	UN-Organs. UNDP World Bank UNIDO	• At the teams discretion	UNDP Residence Representative Mr. Ahmed Razouck World Bank Representative
			• New and renewable forms of Energy	- Mr. DUDLEY ACHU SAMA
	3.00 - 4.00 p.m.	MINEP Department of Environment	• A succinct presentation of the National Environmental Management Plan- PNGB (documents needed)	- Dr. TEKEU Jean Claude - Dr. HENGUE Paul - Mr. HELL Jean Claude
			• General briefing on the environment -Cameroon's approach.	- Director of Environment- Dr. MBENKUM FONKY Tobias
24/04	7.30 - 8.30 a.m.	MINEP Department of Planning	• Population Planning and development and environment.	- Director of Planning (Ministry of Economy and Finance MINEP) Mr. DJOUMEST Jean Baptiste

Date	Time	Institution & Place	Subject matter	Contact persons
	8.45 - 9.15 a.m.	MINDIC Department of Industry	Master Plan for the industrialization of Cameroon and its Environmental Component	-Director of Industry Mr. OBI-OKPUN WAN
	9.30 a.m. - 10.15 a.m.	MINASCOP	General based technologies for sustainable environmental management (Women and the Environment)	- Department of Women's Affairs - Mr. Y. ISATON MINISTER
	10.30 a.m. - 11.15 a.m.	MINAGRI	Technologies for soil conservation	-Director of Agriculture -Deputy/Head of Service
	11.45 a.m. - 12.30 p.m.	MINEP CETELCAF Nkolbisson	Assessment of vegetation cover using the remote sensing technology and ground survey techniques	-Mr. MOMO Jérôme -Mr. DJODA MABI -Mr. MEDJO Frédéric
	13.00 p.m. - 13.45 p.m.	MINEP ONADEP	Forestry development and regeneration	-The Director of ONADEP -Mr. SOLO J. Williams
25/04	2.00-3.30 p.m.	MINEP Department of Forestry	Forestry in Cameroon Forestry Action Plan	- The Director of Forestry -Mr. Foteuk Roger
	7.30-8.45 a.m.	MINEP Training and Refresher Courses -Yde	Training and research	-General Secretary of MINEP -Mr. MONGNYANGA
	10.00 a.m. - 12.00 p.m.	MINEP -ODA -Forestry -School	Training and research	-ODA Manager and Project Director -Mr. NJOYA Christopher -Forestry School Authorities
26/04	7.30-9.30 a.m.	MINEP-Yde Department of Environment	Technologies for combating desertification Assessment of the process of savannisation	-Mr. BHASSI NENYE -Mr. TONLEU Roger -Mme OKOTIKO Catherine
	9.45-10.45 a.m.	NGO SAILD Yde	General discussions related to environment	-Director of SAILD
	11.00 a.m. - 12.30 p.m.	His Excellency The MINEP	Briefing on the overall environment situation in Cameroon and the expectations of MINEP from donor Agencies	
VISIT COORDINATOR: Mr. LEFONG Peter VANYI - MINEP				

You are called upon to collaborate fully with these experts to enable them attain their objectives.

LIST OF PERSONS MET

(A). MULPOC YAOUNDE

- 1. Mr. Abdoulahi Mahamat**
- 2. Mr. Dominique Maampaouya,**
- 3. Mr. Bassey E. Ekat**
- 4. All the staff of the Yaounde MULPOC.**

(B) Ministry of Environment and Forestry

- 1. Mr. Monenyanga, Secretary General, MINNEF**
- 2. Mr. Mbassi Menye**
- 3. Mr. Dudley Achu Sama**
- 4. Mr. Mbassi Menye**
- 5. Mr. Jean-Claude Tekeu-Expert in National Environmental Management**
- 6. Mr. Tchana Mesack -Inspector General Environmental Management Project**
- 7. Mr. Dudley Achu Sama**
- 8. Mr. Dr. Jean Claude Tekeu, National PNGU Expert.**
- 9. Mr. C.Q. Njoya, Tree Improvement, ODA/ONADEF**
- 10. Mr. Moneze Assoumou Francois, Manager ODA/ONADEF**
- 11. Mr. Francois, Bengono, Training Section ODA/ONADEF**
- 12. Mr. Sebastian Tchebayou, Deputy Director, Forestry School Mbalmayo**

(C) UNDP

- 1. Mr. Ahmed Rhazaoui, UNDP Resident Representative**
- 2. Mr. Dominic N. Sam, Programme Officer**
- 3. Mme. Madeleine Eyidi, Assistant Principle Programme Officer and UNIFEM Focal Point**

(D) WORLD BANK

- 1. Mr. Joseph Ingram, Representative**

(E) OTHERS

- 1. Mrs. Yaou Issatou, Minister of Social and Women's Affairs.**
- 2. Mme. Tsangueu Seppou, MINASCOF**
- 3. Mr. Manga Dieudonne, MINASCOF**
- 4. Mrs. Synie Kinigi, Former Prime Minister of Burundi and now Assistant Programme Officer with UNDP**
- 5. Mr. Obi-Okpun Wan-Obi Osang, Director of Industry**

**List of Persons Present at the debriefing Meeting held at the Ministry of Environment
on 26 May 1996.**

- 1. W.E. Mwagiru, Regional Adviser
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- 2. E.A. Tiagha, Regional Adviser
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- 3. S.K. Imbamba, Regional Adviser
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Lusaka, Zambia**
- 4. Mahamat Abdoulahi, Economic Affairs Officer
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- 5. Sam Dominic, Programme Officer
UNDP**
- 6. Lefong Peter, MINEF**
- 7. Paul Dasse, Secrétaire Permanent
FONGEC
P.O. Box 11281
Tel/Fax 21-42-34**
- 8. Vega Sally, Dir Affaires General Minef
Tel.22-94-90**
- 9. Okotiko Catherine, Chargee d Etudes No. 2
DE/MINEF/YDE22-94-61**

- 10. Dudley Achu Sama, Engineer (Energy/Environment) MINEF.**
- 11. Sida Amaddee, Ing. MINEF/DE**
- 12. Mme Tongbong M.L, Chief Service De/MINEF.**
- 13. Wadtzda Fonye Francis, Ing. MINEF/DE**
- 14. Mrs. Njinyam Doreen, Cadre of Department of Environment**
- 15. Ndemanou Richard G.E, MINEF/DE, yde**
- 16. Paul Hengue, National Expert, NEMP, Coord Unit. MINEF
Fax (237) 23-49-59**
- 17. Nganje Martin, CEP/DF/MINEF**
- 18. Amougou Emile Sebastien, SDIAF/DF/MINEF**
- 19. Mbassi Menye, CEAI/DE/MINEF**
- 20. Nkoulou Ndanga, Appolinaire DE/MINEF
Tel./Fax. 22-69-09**
- 21. Tchakomitio Dmebbe, DE/MINEF**