

Annex 1. TERMS OF REFERENCE

1. Introduction

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Independent Country Programme Evaluations (ICPEs) and Independent Country Programme Reviews (ICPRs) to assess UNDP's country-level performance and its strategy in facilitating and leveraging national efforts for achieving development results. The purpose of an ICPE/ICPR is to:

- Support the development of the next UNDP Country Programme Document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

ICPEs and ICPRs are independent exercises carried out within the overall provisions contained in the UNDP Evaluation Policy.¹ The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of the IEO is two-fold: (a) provide the Executive Board with valid and credible information from evaluations and reviews for corporate accountability, decision-making and improvement; and (b) enhance the independence, credibility and utility of the evaluation function, and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

UNDP Cameroon has been selected for an ICPR since its current country programme is coming to an end and is submitting a new country programme document for approval to the UNDP Executive Board in 2020. A review is being conducted as the current country programme is a three-year programme (2018-2020), and the IEO conducted an in-depth country programme evaluation (then called an Assessment of Development Results in 2016). The ICPR will be focused on follow-up of the previous evaluation's recommendations and delivery of the current UNDP programme, and conducted in collaboration with the Government of Cameroon, UNDP Cameroon country office, and UNDP Regional Bureau for Africa.

2. National context

Cameroon is a lower-middle-income country located in Central Africa. It is bordered by Nigeria, Chad, the Central African Republic, Equatorial Guinea, Gabon and the Republic Democratic of Congo. The country is known for its cultural and geographical diversity and has two official languages (French and English) and upwards of 250 local languages. Its population was estimated at 25.2 million in 2018 with 42.5% of young people (below 15 years of age)².

Cameroon is the largest economy in the Central African Economic and Monetary Community (CEMAC), with 29.3% of contribution to the regional GDP in Central Africa.³ The country is endowed with rich natural resources, including oil and gas, minerals, timber, and agricultural products such as cotton, coffee, cocoa, maize, and cassava.⁴ Development in the country is guided by the Cameroon Vision 2035, according to which Cameroon aspires to join the ranks of industrialized, upper-middle-income nations with low poverty rates, strong economic

¹ See UNDP Evaluation Policy: www.undp.org/eo/documents/Evaluation-Policy.pdf. The ICPE is conducted in adherence to the Norms and the Standards and the ethical Code of Conduct established by the United Nations Evaluation Group (www.uneval.org).

² World Bank Data, 2019

³ AfDB (2018) <https://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/2018AEO/African-Economic-Outlook-2018-Central-Africa.pdf>

⁴ <https://www.worldbank.org/en/country/cameroon/overview> (Consulted on September 5, 2019)

growth, and a functioning democracy. To realize that goal, the Government's Strategy Document for Growth and Employment (DSCE) 2010-2020 envisaged annual GDP growth rates of 5.5 percent and the creation of tens of thousands of formal jobs each year. However, the country's economic situation has faced setbacks since the oil price shocks in 2014.

In recent years, Cameroon has also experienced instability. The country is currently grappling not only with the Boko Haram crisis affecting the Far North and beyond in the Lake Chad Basin, the resultant arrivals and displacement of refugees, returnees and internally displaced persons, as well as refugee influxes from the Central African Republic, but since October 2016 is also facing a socio-political crisis in the Anglophone regions of the Northwest and Southwest. Violent conflicts between secessionists and government military forces have led to more than 445 deaths of civilians in 2018 (OCHA, 2018), and massive internal displacement. Across the country, according to OCHA, 4.3 million people needed humanitarian assistance in 2019.⁵ The outbreaks of violence in the northern regions as well as in the west have suppressed local economic activity and security spending increased. GDP growth slowed to 3.5 percent in 2017, the lowest in seven years.⁶

Poverty has increased over the last two decades with high regional and rural-urban disparities: 90 percent of the poor live in rural areas⁷, and the northern and Adamaoua regions are the most affected by poverty⁸. Income inequality has also increased since the beginning of the century⁹, with the country's wealthiest 20 percent consuming 10 times more than the poorest 20 percent. Although the unemployment rate fell marginally between 2010 and 2018 (4.11 to 3.36), youth and women's unemployment rates remain higher than the national average (5.7% and 3.8% in 2018, respectively)¹⁰. Cameroon ranked 151st out of 189 countries on the 2018 human development index.¹¹

Further challenges to sustainable development include climate change and environmental degradation. Desertification, deforestation and flooding are all impacting the natural and built environment. The devastating impact of the 2015 floods showed the necessity to establish reliable early warning systems and recovery mechanisms to prevent and overcome the impacts of climate change in the country, which led the government to develop a Climate Change National Adaptation Plan in 2015.

3. UNDP programme strategy in Cameroon

The UNDP country programme (2018-2020) contributes the United Nations Development Assistance Framework (UNDAF) 2018-2020, which is aligned with the priorities and time frame of the DSCE 2010-2020. The country programme focuses on the following two outcome areas:

1. Decent employment opportunities and economic independence for women and youth
2. Resilience to environmental, social and economic shocks

These correspond to UNDAF outcomes 1.1 and 4.1.

⁵ https://reliefweb.int/sites/reliefweb.int/files/resources/cmr_hno_2019_vf_light.pdf

⁶ World Bank (2019) <https://blogs.worldbank.org/african/five-ways-for-cameroon-to-align-public-spending-with-its-2035-vision>

⁷ <http://documents.worldbank.org/curated/en/164391567303234180/pdf/Cameroon-Second-Fiscal-Consolidation-and-Inclusive-Growth-Development-Policy-Financing-Project.pdf>

⁸ CPD 2018-2020 for Cameroon

⁹ The Gini index increased from 42.1 to 46.5 between 2001 and 2014 (AfDB, 2018)

<https://www.afdb.org/fileadmin/uploads/afdb/Documents/Publications/2018AEO/African-Economic-Outlook-2018-Central-Africa.pdf>

¹⁰ World Bank Data, 2019 national estimate

¹¹ <http://hdr.undp.org/en/data#> UNDP Data, 2019

To contribute to the intended outcome of decent employment opportunities and economic independence for women and youth, UNDP developed two initiatives designed to foster inclusive economic development and community-level capacity development. One seeks to develop value chains for two plants that are compliant with Access and Benefit Sharing (ABS) principles. The second, a Youth Entrepreneurship Innovation initiative was developed in early 2019 as part of the efforts to respond to youth unemployment in the country.

With a view to strengthening resilience to environmental, social and economic shocks, UNDP has developed a range of initiatives including projects focusing on stabilization and prevention of violent extremism, capacity building for peacekeeping interventions, elections, social cohesion, and sustainable financing of protected areas.

The CPD foresaw a total budget of US\$ 36.9 million of which UNDP would provide \$5.4 million (15%), the Government of Cameroon \$12.2 million (33%), and the remainder of \$24.8 million (52%) would be mobilized. As the mid-point of the country programme period (August 2019), total expenditure was \$13.9 million (US\$ 2.66 million UNDP, US\$11 million from partners and \$0.16 million from Government).

Table 1. UNDAF and UNDP outcomes (2018-2020)

UNDAF Outcomes involving UNDP	UNDP Outputs (Areas of Contribution)	Planned Resources (US\$ million) 2018-2020	Expenditure* (US\$ million) 2018-2019
<p>Outcome 1: By 2020, women and youth have increased and equitable access to decent employment opportunities and are more economically independent.</p>	<p>1.1: Appropriate mechanisms are operational for women and youth to access socioeconomic opportunities.</p> <p>1.2: Inclusive economic diversification supported through improved quality of local products brought to market, neglected development minerals and access to benefit-sharing of genetic materials.</p> <p>1.3. Local financial institutions enabled to provide financial products and services for youth and women in the intervention areas.</p>	<p>Regular: 2.303</p> <p>Other: 3.2</p> <p>Government Cost Sharing: 8.5</p>	<p>Regular: 0.24</p> <p>Other: 0.43</p> <p>Government Cost Sharing: 0</p>
<p>Outcome 2: By 2020, the population (especially vulnerable groups) in the intervention areas are more resilient to environmental, social and economic shocks.</p>	<p>2.1. Relevant institutions are responsive and accountable to the priorities voiced by citizens (in particular, youth, women and marginalized groups) and have improved service delivery.</p> <p>2.2. Relevant institutions are enabled to prevent and manage economic shocks that affect the demand for and supply of main consumption products.</p> <p>2.3. Community economy is revitalized and generates jobs and environmentally sustainable livelihoods opportunities for crisis-affected men and women.</p> <p>2.4. Local institutions and communities in intervention areas enabled to prevent and address social conflicts and violent extremism.</p> <p>2.5. Systems in place to manage natural resources, including preparing for and addressing consequences of climate change and natural hazards at all levels of local institutions and community.</p> <p>2.6. National and local institutions enabled to mobilize resources to cope with natural hazards (floods, drought).</p> <p>2.7. Capacities of affected and vulnerable populations enhanced for natural resources management and mitigation of the consequences of natural hazards.</p>	<p>Regular: 3.1</p> <p>Other: 16.15</p> <p>Government Cost Sharing: 3.7</p>	<p>Regular: 2.4</p> <p>Other: 10.65</p> <p>Government Cost Sharing: 0.16</p>

Regular: 5.403	Regular: 2.66
Other: 19.35	Other: 11.08
Government Cost	Government
Sharing: 12.2	Cost
Total: 36.953	Sharing: 0.16
	Total: 13.9

Source: UNDP Cameroon Country Programme Document 2018-2020

*Financial figures extracted from UNDP Atlas/PowerBi tool as of August 2019

4. Scope of the review

ICPRs are conducted in the penultimate year of an ongoing UNDP country programme in order to feed into the process of developing and reviewing a new country programme document. Given that the IEO conducted an in-depth independent country programme evaluation in Cameroon in 2016, covering the period from 2008 to mid-2016 (i.e. the CPD 2008-2012 and the first three years of the CPD 2013-2017), and the present cycle covers only a three-year period, the present ICPR of the 2018-2020 programme will focus on the status of implementation of the 2016 evaluation's recommendations and the validation of selected key results reported by UNDP Cameroon. The review will focus on UNDP Cameroon-led projects designed according to the CPD.

5. Methodology & data collection

The review methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards.¹² The review will seek to address the following key questions:

1. To what extent has UNDP implemented the recommendations from the previous evaluation in the period under review, including the recommendation regarding the mainstreaming of gender?
2. How is UNDP progressing towards key outputs identified in its results framework, and to what extent are these contributing to stated outcomes?

Data collection methods. The review will use data from primary and secondary sources, including desk review of documentation. The IEO team will attend the Annual Review of the Country Programme Document organized by the Government and the Country Office in January 2020 and conduct interviews with key stakeholders, including in particular UNDP staff and main government counterparts, and to the extent possible, representatives from other UN agencies, civil society organizations, multilateral organizations, bilateral donors, and beneficiaries of the programme.

Secondary data to be reviewed will include: background documents on the national context, documents prepared by international partners and other UN agencies during the period under review; programmatic documents such as project documents, workplans and frameworks; progress reports; monitoring self-assessments such as the yearly UNDP Results Oriented Annual Reports (ROARs); and evaluations conducted by the country office and partners, including the quality assurance reports. The UNDP country office will assist the IEO to compile the relevant documentation which will be posted on an ICPR SharePoint website.

Information and data collected from multiple sources will be triangulated to ensure the credibility of review findings.

¹² <http://www.uneval.org/document/detail/1914>

Stakeholder involvement: During the desk review and preparatory phases UNDP country office and the IEO will develop a list of key stakeholders for the programme which will serve to identify key informants for interviews during the main data collection phase of the evaluation.

6. Management arrangements

Independent Evaluation Office of UNDP: The UNDP IEO will conduct the ICPR in consultation with the UNDP Cameroon country office, the Regional Bureau for Africa and the Government of Cameroon, as appropriate, based on UNDP programmatic engagement in the country. An IEO lead evaluator will lead the review and coordinate the review team. The IEO will meet all costs directly related to the conduct of the ICPR.

UNDP Country Office in Cameroon: The country office will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information regarding UNDP's programmes, projects, and activities in the country, and provide factual verifications of the draft report on a timely basis. The country office will provide the evaluation team support in kind in the preparation and conduct of country level data collection missions (e.g. arranging meetings with project staff, stakeholders and beneficiaries; and should field visits be deemed necessary, assistance for the project site visits, including providing all necessary security related information in liaison with local UNDSS officers). To ensure the anonymity of the views expressed in interviews with stakeholders for data collection purposes, country office staff will not participate. Additionally, the country office will prepare a management response in consultation with the regional bureau and will support the use and dissemination of the final outputs of the ICPR process.

UNDP Regional Bureau for Africa: The UNDP Regional Bureau will support the review through information sharing and participate in discussing emerging conclusions and recommendations.

Review Team: The IEO will constitute a team to undertake the ICPR which will include the following members:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the review design and terms of reference; managing the conduct of the ICPR, and preparing/finalizing the final report.
- **Associate Evaluator/Research Analyst (AE):** IEO team member with the general responsibility to support the LE, including in the background research, preparation of terms of reference, data collection and analysis and the final report.

7. Review process

The ICPR will be conducted according to following framework.

Phase 1: Preparatory work. The IEO conducts an initial desk review and prepares the terms of reference for the review, and shares the TOR with the country office. The IEO continues collecting data and documentation internally first and then filling data gaps with help from the UNDP country office, and external resources through various methods.

Phase 2: Desk analysis. Initial data collection is conducted, through an "advance questionnaire" to the country office and interviews (via phone, Skype etc.) with key stakeholders, including country office staff. Based on this, the key evaluation questions will be further elaborated into sub-questions and matrices to guide subsequent data collection and interviews. A skeleton report is prepared with emerging findings, to be validated during the next phase.

Phase 3: Field data collection. The data collection will consist of a one-week in-country mission in Cameroon in January 2020. The IEO team will attend the Annual Review of the Country Programme Document organized by the Government and the country office. The evaluation team will engage with country office staff and management, key government stakeholders and other partners and beneficiaries during and following the review meeting. At the end of the mission, the evaluation team will provide the country office with preliminary findings and conclusions.

Phase 4: Analysis, report writing, quality review and report finalization. Based on the analysis of data collected and triangulated, the IEO will draft an ICPR report. The first draft of the ICPR report will be subject to peer review by IEO and the Evaluation Advisory Panel (EAP) and shared with the country office and the UNDP Regional Bureau for Africa for factual corrections. The second draft, which takes into account any factual corrections, will be shared with national stakeholders for information. The UNDP Cameroon country office will prepare the management response to the ICPR, under the overall oversight of the regional bureau.

Phase 5: Publication and dissemination. The ICPR report will be disseminated in electronic versions. The report will be made available to UNDP Executive Board by the time of approving the new Country Programme Document. The report and the management response will be published on the UNDP website¹³ as well as in the Evaluation Resource Centre (ERC). The regional bureau will be responsible for monitoring and overseeing the implementation of follow-up actions in the ERC.¹⁴

8. Timeframe for the ICPE process

The timeframe and responsibilities for the evaluation process are tentatively as follows in Table 3:

Table 3: Timeframe for the ICPE process going to the Board in May 2020		
Activity	Responsible party	Proposed timeframe
Phase 1: Preparatory work		
TOR – approval by the Independent Evaluation Office	LE	November 2019
Phase 2: Desk analysis		
Preliminary analysis of available data and context analysis	Evaluation team	November- December 2019
Phase 3: Data Collection		
Data collection and preliminary findings – Cameroon	Evaluation team	January 26 – February 1, 2020
Phase 4: Analysis, report writing, quality review and debrief		
Analysis and Synthesis	LE	February 2020
Zero draft ICPR for clearance by IEO	LE	February 2020
First draft ICPR for CO/RB/EAP review	CO/RB	March 2020
Final report	LE	April 2020
Phase 5: Publication and Dissemination		

¹³ web.undp.org/evaluation

¹⁴ erc.undp.org

Editing and formatting	IEO	April 2020
Dissemination of the final report	IEO/CO	May 2020