



AFRICAN DEVELOPMENT FUND

REPUBLIC OF CAMEROON

SUPPORT PROJECT FOR MODERNIZATION OF THE LAND REGISTRATION
SYSTEM AND BUSINESS CLIMATE
(PAMOCCA)

APPRAISAL REPORT

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CURRENCY EQUIVALENTS

August 2010

UA 1 = CFAF 764.57

UA 1 = EUR 1.17

UA 1 = USD 1.51

FISCAL YEAR

1 January – 31 December

WEIGHTS AND MEASURES

Metric System

ACRONYMS AND ABBREVIATIONS

| | | |
|---------|---|---|
| ADB | : | African Development Bank |
| ADF | : | African Development Fund |
| CBF | : | Cameroon Business Forum |
| CMFO | : | ADB Office in Cameroon |
| CTO | : | Technical Steering Committee |
| DAT | : | Department of Regional Development of MINEPAT |
| DGI | : | General Directorate of Taxation |
| DMU | : | Delegated Management Unit |
| ENSTP | : | National Advanced School of Public Works |
| ESC | : | Education, Sensitization and Communication |
| GESP | : | Growth and Employment Strategy Paper |
| GoC | : | Government of Cameroon |
| INC | : | National Institute of Cartography |
| MINDAF | : | Ministry of State Property and Land Tenure |
| MINEPAT | : | Ministry of the Economy, Planning, and Regional Development |
| MINFI | : | Ministry of the Economy and Finance |
| MOD | : | Delegated Project Management |
| PIU | : | Project Implementation Unit |
| PNG | : | National Governance and Anti-Corruption Programme |
| PRSP | : | Poverty Reduction Strategy Paper |
| TA | : | Technical Assistance |
| TFP | : | Technical and Financial Partner |
| UC | : | Urban Community |

PROJECT INFORMATION SHEET

CLIENT INFORMATION

| | |
|--------------------------|---|
| Borrower: | Government of Cameroon |
| Executing Agency: | Ministry of State Property and Land Tenure (MINDAF) |

FINANCING PLAN

| Source | Amount (UA) | Instrument |
|-------------------|------------------|-------------------|
| ADF | 7,000,000 | Loan |
| Government | 1,220,000 | Counterpart Funds |
| TOTAL COST | 8,220,000 | |

ADB KEY FINANCIAL INFORMATION

| | |
|--------------------------|--|
| Loan/Grant Currency | UA |
| Interest Type* | NA |
| Interest rate spread* | NA |
| Commitment fee* | 0.50% per annum on the undisbursed portion of the loan starting 120 days after the signing of the loan agreement |
| Service charge | 0.75% per annum on the amount disbursed and outstanding |
| Tenor | Half-yearly from the 11th year through to the 50th year |
| Grace period | 10 years |
| + | NA |
| EIRR (baseline scenario) | NA |

* *As applicable*

TIMEFRAME – KEY STAGES

| | |
|-----------------------|---------------|
| Concept Note Approval | June 2010 |
| Project Approval | November 2010 |
| Effectiveness | January 2011 |
| Last Disbursement | December 2014 |
| Completion | February 2014 |
| Last Repayment | June 2060 |

**As applicable*

PROJECT SUMMARY

1. The *Support Project for Modernization of the Land Registration System and Business Climate* (PAMOCCA) falls under the implementation of the *National Growth and Employment Strategy* (DSCE) 2010-2020, which presents the *National Vision* aimed at facilitating access by Cameroon to the status of emerging country by 2035, and considers efficient management of land as a factor for promoting the private sector and economic competitiveness.
2. Since the country gained independence, there have been many initiatives to improve the management of lands and land registration as a means to land development. However, the initiatives suffered from lack of strategy, stakeholder coordination and predictability of resources. Furthermore, poor conditions for issuing land certificates and their lack of reliability are a source of mistrust by the private sector and hamper investments. To address these challenges, Cameroon requested the assistance of the African Development Fund (ADF), which conducted a sectoral diagnostic study (ADF/BD/IF/2009/342) in 2009; the recommendations of the study were used in preparing this project. The aim of the project is to develop land resources so as to enhance sustainable growth and reduce poverty.
3. Using a participatory approach that builds on results already obtained, particularly in the area of taxation, the project will contribute to strengthening the strategic management capacities of the Government, accelerating the mobilization of tax and economic resources, and improving the business climate and living environment. Indeed, it will help the Government to develop its vision and national land registration and tenure reform, and deepen its approach at: (i) the technical level, by ensuring reliability of land registration data and modernizing the management of these data; and (ii) the legal level, by focusing on the harmonization of regulatory instruments and improving access to information, particularly for the vulnerable population groups and women; as well as (iii) enhance the professional capacities of the sector stakeholders. Through land acquisition, the private sector will have a secure tool for channelling investments.
4. The project shows ADF's priority to the strengthening of financial governance and the private sector environment, which constitute the pillars of its strategy in this area. To that end, and in addition to this project, the 2010-2014 RBCSP provides for an economic competitiveness enhancement support project in 2013, with a land registration component, and thereby meets the need to support reform of the sector over the long term.
5. In response to the urgent need to modernize land registration and tenure, the project will use the Rapid Results Approach (RRA), which helps to shorten the time needed for effectiveness of the loan agreement, and target tangible and developmental results. The total project cost is estimated at UA 8.22 million, of which UA 7 million will be an ADF loan. It will concentrate on the 4 Cameroonian towns with extensive land reserves (Yaounde, Douala, Maroua and Garoua). The direct beneficiaries will be the sector stakeholders and the population in general.
6. The mounting pressure on urban lands and the need to diversify the economy make the smooth implementation of the project crucial; this will enhance the impacts of the public finance reform plan, with which land constitutes a powerful factor for modernizing the Government. The ADF will build on its experience in Cameroon, together with that in Madagascar and Senegal. Its regional status is a comparative advantage, and will help the country to mobilize the huge financing required. The ADF will also draw useful lessons from studies conducted by the project and specific analyses by experts in monitoring-evaluation and Education-Sensitization-Communication (ESC) and Gender.

CAMEROON: PROJECT LOGICAL FRAMEWORK

| Hierarchy of Objectives | Expected Outcomes | Reach | Performance Indicators | Indicative Schedules | Assumption/Risk |
|---|---|--|--|---|---|
| <p>1. Objective: Develop land resources so as to enhance sustainable growth and reduce poverty</p> | <p>Impact: Reduction of poverty through efficient mobilization of domestic (economic and tax) resources and promotion of investments</p> | <p>Beneficiaries: The Cameroonian population, Government, decentralized authorities, and the private sector</p> | <p>Impact Indicators:</p> <ul style="list-style-type: none"> - Amount of credit from private sector in relation to the entire credit in Cameroon¹ - Number of women holding land certificates in Cameroon - Amount of resources from land taxation² in the 4 pilot towns | <p>Anticipated long term progress: The amount of credit from the private sector increases from 7.1% in 2009 to 10% by 2014 <i>Sources: IMF</i></p> <p>The number of land certificates issued to women increases from 1020 in 2009 to 1275 in 2014 (+25%). <i>Sources : DAF/MINDAF</i></p> <p>The land tax revenues of 4 pilot towns increase from CFAF 2 billion in 2009 to CFAF 5 billion in 2014, and land registration and transfer revenue from CFAF 3 billion in 2009 to CFAF 6 billion in 2014 <i>Sources : DG</i></p> | <p>Assumption: Socio-political stability and macroeconomic and financial framework</p> |
| <p>2. Project Goal: Modernization and development of land registration and tenure to enhance competitiveness</p> | <p>Outcomes: 1.1 Access to land charges secure and reliable³</p> | <p>Beneficiaries: The population of 4 pilot towns (Douala, Yaounde, Maroua and Garoua), local authorities and private sector of</p> | <p>Outcome Indicators:</p> <p>1.1.1 Number of land certificates issued each year in the 4 pilot towns</p> <p>1.1.2 Timeframe for obtaining land certificates in the 4 pilot towns</p> | <p>Anticipated medium-term progress: The number of land certificates issued increases from 135% annually in 2009 to 215% from 2014</p> <p>The legal timeframe for processing files is reduced from 12 to a maximum of 6 months (legal timeframe) in 2014</p> | <p>Assumption: <i>Risks and vital conditions for success</i> Possibility of wavering political will</p> <p>Mitigation measure: Enhanced consultation between the TFPs operating in the sector</p> |

¹ Key sectoral indicator in economic and financial governance

² Land revenue and registration and transfer fees

³ Land certificate, long lease, concession and occupancy authorization.

| | | | | | |
|--|---|---|--|---|--|
| | <p>1.2 Mobilization of land revenue improved</p> <p>1.3 Transparency in land management and business climate</p> <p>1.4 Economic competitiveness enhanced</p> | <p>the area concerned and Government.</p> <p>The Government, Cameroonian population, and private sector</p> | <p>1.2.1 Value of land revenues in the 4 pilot towns</p> <p>1.3.1 Number of land litigations</p> <p>1.4.1 Number of businesses created in Douala and Yaounde</p> | <p>Increase in land revenue in the 4 pilot towns from CFAF 3.10 billion in 2009 to CFAF 4.98 billion in 2014 (+60%)</p> <p>The number of land litigations reduces from 768 in 2009 to less than 500 in 2014 (- 1/3)</p> <p>Increase in number of businesses created in Douala and Yaounde from 55 440 in 2009 to 60 984 in 2014 (+ 10%)</p> | <p>and involvement of the private sector and civil society. Identification of institutional initiatives and reforms/arrangements aimed at involving the various stakeholders</p> |
| <p>Resources and activities:</p> <p>Component 1</p> <p>Support for modernization of land registration and tenure</p> <p>1. Upgrading of technical support facilities for central and decentralized land registration services (4 pilot towns)</p> | <p>Outputs:</p> <p>1.1 Technical support facilities upgraded</p> | <p>Beneficiaries:</p> <p>Land management stakeholders and users</p> | <p>Output Indicators:</p> <p>1.1.1 Technical support facilities for central and decentralized land registration services</p> | <p>Short term anticipated progress:</p> <p>6 Central Directorates and 8 decentralized services of MINDAF are upgraded (office automation and computer equipment and physical archiving)</p> | <p>Assumption:</p> <p><i>Risks and vital conditions for success</i></p> <p>Mitigation measures</p> <p>Poor implementation capacities and fiduciary risks</p> <p>Mitigation measure:</p> <p>Establishment of an integrated management framework and assistance for project management. Premises not appropriate for installation of new equipment and production of an action plan and budgeting for compliance of buildings and/or redeployment</p> |

| | | | | | |
|--|--|--|--|--|---|
| | | | | | Insufficient human resources |
| 2. Computerization of processing and management of MINDAF files | 2.1 Computerization of processing of data | | 2.1.1 Integrated computerized management system | Efficient integrated computerized management system installed | Mitigation measure: Preparation of a recruitment and budgeting plan |
| | | | 2.1.2 Geographic information systems (GIS) | Geographic information system (GIS) used by all land stakeholders share a single geodetic datum | |
| | | | 2.1.3 Connections to access portal of MINDAF by category of user | Number of connections to the MINDAF web portal increases constantly for all categories of users | |
| 3. Establishment of networks of 4th and 5th order densification points in the 4 pilot town | 3.1 Densification of 4th and 5th order point networks | | 3.1.1 Reliable geodesic points | 525 4th and 5th order densification geodesic points are established in the 4 pilot towns | |
| 4. Preparation of digital cadastral maps in the 4 pilot towns | 4.1 Cadastral maps digitalized to standards in the 4 pilot towns | DCAD, INC, MINDUH, OGEC, BET, Network managers and urban communities | 4.1.1 Digital cadastral maps | Digital cadastral maps in the 4 pilot towns are computerized, upgraded and made available to various classes of users | |
| 5. Revision of institutional and legal framework | 5.1 Institutional and legal frameworks revised | Private sector and Cameroonian population | 5.1.1 Institutional frameworks and core instruments for the land registration and land tenure system | Institutional frameworks streamlined and core legal instruments for land registration and tenure are revised Rules and regulations governing land registrars revised. | |
| | 5.2 Status of registrars revised | | 5.2.1 Statues of registrars | Sensitization campaign programmes on land fees implemented in accordance with agreements signed | |

| | | | | | |
|--|---|---|--|---|--|
| 6. Organization of information campaigns on land laws | 6.1 Information and sensitization campaigns on land fees organized 6.2 Procedures manual and users' guide prepared | | 6.1.1 Number of agreement signed with associations 6.2.1 Procedures manual and users' guide | Procedures manual and users' guide prepared | |
| <p>Component 2 Development of land registration and tenure to improve the business climate and living environment</p> <p>1. Establishment of a tripartite strategic management framework for land registration and tenure and appropriate tools</p> <p>2. Preparation of strategy documents and a national reform plan for the land registration sector</p> <p>3. Building national capacities</p> | <p>1.1 Tripartite strategic management framework for land registration and tenure put in place</p> <p>2.1 Strategy documents and national plan prepared</p> <p>3.1 Public and private sector professionals of the land registration and tenure sector trained</p> | <p>Sector professionals and stakeholders</p> <p>Government employees and professionals of the land registration and tenure sector</p> | <p>1.1.1 Text establishing the tripartite strategic management framework</p> <p>2.1.1 Act adopting the land registration sector strategy and reform plan</p> <p>3.1.1 Number of professionals trained, including women</p> | <p>Text adopted in 2011</p> <p>Strategy and plan adopted in 2012</p> <p>Training programme established annually by the project is implemented and the percentage of women is growing steadily</p> | |
| <p>Resources Total Cost: ADF Loan: UA 7 million Government: UA 1.22 million</p> | | | | | |

**REPORT AND RECOMMENDATION OF BANK GROUP MANAGEMENT TO THE BOARD OF DIRECTORS
CONCERNING THE SUPPORT PROJECT FOR MODERNIZATION OF THE LAND REGISTRATION
SYSTEM AND BUSINESS CLIMATE (PAMOCCA) IN CAMEROON**

Management submits the following report and recommendations on a proposed African Development Fund (ADF) loan amounting to UA 7 million to the Government of Cameroon to finance the Support Project for Modernization of the Land Registration System and Business Climate (PAMOCCA).

I. STRATEGIC ORIENTATION AND JUSTIFICATION

1.1. Project Linkages with Country Strategy and Objectives

1.1.1 Cameroon has made significant progress in governance and public finance management over the last decade⁴. Today, the major challenge for the country is to achieve economic growth, the fruits of which will be equitably distributed so as to reduce poverty significantly⁵, while maintaining debt at a sustainable level and a stable macroeconomic framework. In particular, Cameroon needs to diversify its exports, dominated by oil⁶, and to remove a number of structural constraints⁷. To that end, the Government in 2009 developed a *National Vision* in 2009 aimed at making Cameroon an emerging country in 2035, and supported for the 2010-2014 period by the *National Growth and Employment Strategy Paper (NGESP)*. Drawing on lessons learnt from the previous strategy which neglected the land issue and on the general guidelines defined by United Nations Agencies for sustainable development that focus on land use planning and natural resource development, the NGESP considers the efficient management of land resources as a key factor for promoting the private, improving economic competitiveness, and boosting growth.

1.1.2 Following unification of the country⁸, the Government in 1974 undertook a land reform that merged the land laws of the former two States of Cameroon. Since then, it has pursued major reforms aimed particularly at improving conditions for obtaining land certificates (kingpin of the legal provisions) and mobilizing tax resources. However, these various reforms have not been integrated into a long term strategic vision and plan. The modernization of land registration and tenure has therefore been slow and continues to face major challenges at the institutional, legal and technical levels, which have hampered the Government's capacity to mobilize financial resources required for development. In order to help the Government address these challenges, Cameroon has requested support from the Bank.

1.1.3 In compliance with the National Vision, the Results-Based Country Strategy Paper (RBCSP) 2010-2014 prepared by the Bank, which focuses on governance and infrastructure, is committed to developing the country's assets, while contributing to reducing constraints on its development. In addressing the land issue, which is in line with the RBCSP objectives, and in order to respond to the Government's request for support, this project will contribute to building the capacities of the Government in its role as facilitator and regulator of socio-economic activity. It will also contribute to improving its strategic management capacity so as to consolidate its role in the delivery of quality public services, improvement of the business environment and, ultimately, its leadership in regional integration.

1.2 Justification for Bank Intervention

1.2.1 In response to the Government's request in 2008, the Bank initially conducted a sectoral

⁴ This enabled Cameroon to reach the decision and completion points of the Heavily-Indebted and Poor Countries (HIPC) Initiative in 2004 and 2006 respectively. Furthermore, the country assessment rated Cameroon's economic management at 4.17 in 2009.

⁵ The Human Development Index (HDI) was 144/178 in 2009, and the rate of monetary poverty is estimated at 40%. The aim of the NGESP is to reduce the monetary poverty to less than 30% by 2020.

⁶ These represent 10% of GDP.

⁷ These include the lack of basic infrastructure, low level of governance and capacities, as well as a persistently unattractive environment for investments and private sector expansion.

⁸ This occurred in 1972, leading to the unification of the English-speaking and French-speaking zones and the adoption of a single constitution.

diagnostic study⁹ that was finalized in 2009. Overall, the study highlighted the manifold challenges to the establishment of a reliable comprehensive land registration system, particularly to diversify the economy and attract foreign direct investments (FDIs), as well as maintain social cohesion. As regards development aid strategy and in comparison to previous ADF institutional supports mainly targeting the public finance management chain, land issues also have the advantage of providing a more structuring reform approach that links the objectives of improved expenditures and revenue mobilization to enhanced effectiveness of public policies designed to support the private sector and improve the living environment. This project falls within the public finance modernization plan prepared by the Government and based on diagnoses conducted by the public administration and through the *Public Expenditure Financial Accountability* (PEFA) measuring framework approved in 2008 and supported by the technical and financial partners (TFPs).

1.2.2 At the sectoral level, the study helped to identify and create consensus on the challenges facing the sector: (i) from a regulatory and institutional perspective, the implementation of legal arrangements stemming from the 1974 reform is hampered by overlapping jurisdictions and an uncompleted mechanism; the institutional framework is not of the standard required for efficient management, and the lack of a vision and a roadmap render the sector and its financing opaque; (ii) from a technical perspective, the coexistence of several geodesic networks, which concerns only 2% of the territory¹⁰, contributes to false land certificates, unreliability of data and the banking sector's mistrust of mortgages which frequently entail protracted disputes with uncertain outcomes. Furthermore, the sector is beset by lack of resources, both human (overall deficit of about 25% of MINDAF staff and dire need for design engineers) and technical (topographic equipment, in particular).

1.2.3 As regards the economic situation, the diagnostic study also highlighted the scale of land use pressure¹¹, which makes the need for a long-term policy all the more acute. To that end, dialogue with the Government has helped to confirm its strong commitment, which is a pre-requisite for intensification of reform and increased donor support. The recommendations of the study helped to define the intervention areas of this project and identify its scope and objectives.

⁹ ADF/BD/IF/2009/342.

¹⁰ Only about 150,000 land certificates have been issued out of an estimated 3,000,000 plots.

¹¹ The recently published statistics show that the population of Cameroon (estimated at 19.4 million) has very high growth (2.6 % per annum, over the 1987-2005 period) and urbanization rates (about 52% in 2010). This growth, compounded by a high unemployment rate (43.9 % of urban working population), excludes vulnerable population groups from access to land and increases land insecurity and precariousness of the right of use for those who have access, especially women.

Table 1
Summary of the main short-term recommendations of the ADB 2009 sectoral study

| Recommendations for the Government | Recommendations for the Bank |
|---|--|
| <ul style="list-style-type: none"> ✓ Streamline the institutional framework by harmonizing the various interventions for more effectiveness and economy of resources; ✓ Harmonize the geodesic referential by putting in place a framework of key points for ongoing projects and financing; ✓ Modernize the logistical management of land registration and tenure by providing services with efficient equipment and safeguarding archives ; ✓ Build the capacities of staff through appropriate initial and continuing professional training, and provide the necessary resources to the National Advanced School of Public Works (ENSTP) which is an opportunity to seize. | <ul style="list-style-type: none"> ✓ Support the efforts of Cameroon’s Government in the form of assistance for harmonizing ongoing initiatives and projects, and controlling the quality of works needed for modernizing land registration and tenure; ✓ As regards its global approach to development in Cameroon and Africa (its 2008 report was presented in Dakar), consider land as the primary natural resource so that the economic aspects of the land issue are better addressed¹². |

1.2.4 The RBCSP proposes extension of the Bank’s support to the sector in 2013, through a land registration component in a competitiveness enhancement support project. Furthermore, the general identification report, which was finalized in August 2010, recommends the implementation of the second project specifically on land registration, which could be selected during the mid-term review of the RBCSP in 2012. Indeed, the scale of the reform, its complexity and cost call for a long-term approach that will enable the Bank to enhance the visibility of its action and impact so as to improve the quality of expenditures and mobilization of domestic resources, which are strategic areas in public finance management in Cameroon. Starting from land issues, the Bank could further map out a private sector and business environment support strategy as defined by the governance sector strategy adopted in May 2008 (cf. Governance Strategic Guidelines and Action Plan – *GAP 2008-2012*). In addition, it will build on its experience acquired in the land sector in Madagascar and Senegal. Its regional positioning gives it a comparative advantage in this area, which has significant social, economic and financial challenges in which the majority of regional countries have undertaken key reforms. Similarly, the Bank’s intervention can serve as a catalyst for the enormous financing required for such a reform.

1.3 Donor Coordination

1.3.1 The Multi-Donor Committee (MDC) for PRSP Monitoring, put in place in June 2001, constitutes the platform for dialogue and coordination of the activities of these partners, in accordance with the Paris Declaration and the OECD-DAC¹³ aid alignment and harmonization process. The MDC comprises thematic sub-groups, including the Public Finance Monitoring Committee (PFMC), created

¹² This report on Africa’s development considers all the conventional natural resources, namely water, forests, mines etc. - as both current and future development challenges, and omits the land that supports or contains them.

¹³ The Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD).

in 2007 and currently chaired by the Bank through its Regional Office (CMFO). The Bank is one of the most active TFPs in the area of governance, alongside the World Bank, the European Commission, and France.

**Table 2
Thematic Groups – Donor Coordination in Governance**

| Thematic Working Groups | Lead |
|-----------------------------------|----------------|
| 1. Public Finance | ADB |
| 2. Governance and Anti-Corruption | UNDP |
| 3. Economy and Trade | European Union |
| 4. Decentralization | Germany |

1.3.2 The PFMC will be responsible for coordinating activities relating to modernization of land registration and tenure, because this falls under the general context of public finance modernization and land taxation plan prepared in 2009 and managed by the General Directorate of the Budget (DGB)¹⁴, with which it constitutes a powerful medium for the modernization of the State.

1.3.3 Some of the major ongoing projects in the land registration and tenure sector receive support from the TFPs, namely: (i) the land tax project supported by the Spanish Government and managed by the General Directorate of Taxation (DGI); (ii) the e-Government Project, which has a component on computerization of the land certificate process to be implemented on a Build-Own-Transfer (BOT) basis¹⁵ over a 15-year period and supervised by the Prime Minister; and (iii) the project for establishing a network of all reference points linked to the drawing of a military map by the National Institute of Cartography (INC), with the support of the Government of South Korea. The total estimated cost of the ongoing projects is CFAF 119 billion (UA 160 million), of which only CFAF 5.4 billion (UA 7.2 million) have been mobilized with the TFPs and included in the State budget. The total amount of the proposed investments in cartography alone stands at nearly CFAF 327 billion¹⁶. Thus, the financing gap for the sector is wide.

1.3.4 In line with these projects, the Bank’s support will also contribute to supplementing and strengthening the technical support facilities to make them more efficient. Furthermore, it will help formalize a tripartite institutional framework and the strategic vision of the reform so as to enable the Cameroon Government to undertake structured long-term actions and enhance the use of land and the territory to promote investments.

II. PROJECT DESCRIPTION

2.1 Project Components

2.1.1 The overall objective of the project is to develop the land resources of Cameroon in order to improve sustainable growth and reduce poverty. To that end, the project will contribute to enhancing the reliability of land certificates¹⁷, and thereby gain the confidence of banks. It will also contribute to modernizing the management of land registration and tenure system and, thereby boost tax collection efforts, further develop land use planning to stimulate

¹⁴ In the same vein, a representative from the General Directorate of the Budget project.

¹⁵ By the company *High Tech Telesoft*.

¹⁶ This does not include projects implemented between 1987 and 2003 in areas (7 sections in Yaounde and 6 in Douala), digitalization of land files of Yaounde NGAOUNDERE.

¹⁷ And charges on this certificate.

Box 1: Main Outputs of the Land Registration Tax Project

The land registration tax project was financed with a loan of CFAF 3.8 billion granted by the Spanish Cooperation Agency and managed at the General Directorate of Taxation (DGI). It started in 1995, and targeted 4 pilot towns namely: Yaounde, Douala, Garoua and Maroua. The main activities undertaken are as follows:

- ✓ Establishment of 7 permanent GPS stations,
- ✓ Aerial photographing of Yaounde, Garoua and Maroua,
- ✓ Data analysis and supplementary mapping of Yaounde, Douala, Garoua and Maroua,
- ✓ Supply of equipment for land surveys,
- ✓ Start of a multiple-purpose Geographic Information System.

investments, and improve the business climate and living environment of the communities. The expected impact will be an increase in revenue from land taxes, in the credit generated by the private sector compared to total credit granted in Cameroon¹⁸ and in the number of women who own property. The project will contribute to structuring the national land reform strategy and its institutional management framework. It will build on the outputs of the land registration tax project under the supervision of the General Directorate of Taxation (DGI); the project, which focuses essentially on tax revenue, has not fully achieved its objectives because of inadequate management capacities, numerous delays, and mixed technical performance. This project will be based on the technical outputs of the land registration tax techniques and pursue both the modernization of the technical support facilities as well as the management of land registration and tenure.

**Table 3
Project Components**

| | Component | Estimated Cost (UA million) | Description of Components |
|-----|--|------------------------------------|---|
| 1. | Modernization of Land Registration and Tenure UA 4.61 million (56.08%) | | |
| 1.1 | Modernization of technical support facilities of the central directorates and four pilot regional delegations | 4.08 (49.63%) | <p>The project will carry out the following activities:</p> <ul style="list-style-type: none"> ▪ <u>Upgrading of the technical support facilities of the central services of MINDAF and decentralized services in the 4 pilot towns</u> Procurement of office automation and computer equipment, including archiving equipment to create the conditions for more efficient work organization and security for information on real rights processed by these services¹⁹. This activity will be supported by the rehabilitation and construction of offices as part of the Government’s counterpart funding. ▪ <u>Computerization of the same services</u> Dematerialization of existing files and establishment of an integrated computerized data management system. <i>Creation of an internal portal to provide information to all stakeholders</i> (public and private sectors and civil society). ▪ <u>Preparation of digital cadastral maps</u> Recovery of baseline files established by the land registration tax project and its integration with the national system of coordinates. The computerized cadastral maps, which will be the only identifier of the plots, will be used to broaden the tax base and development of pilot towns. ▪ <u>Establishment of a 525-point network of 4th and 5th order reference points</u> Linking of all the topographic surveys of areas concerned to the single geo-referencing system started under the land registration tax project. These activities will be complemented with the capacity building of counterpart departments at the central administration. |

¹⁸ Key sectoral indicator in economic and financial governance

¹⁹ This activity is supplemented with the revision of organic frameworks and production of proposed manuals, as well as capacity building activities.

| | Component | Estimated Cost (UA million) | Description of Components |
|-----|---|-----------------------------|---|
| 1.2 | Strengthening of the institutional, legislative and regulatory framework | 0.53 (6.45%) | <ul style="list-style-type: none"> ▪ <u>Revision of the organic and institutional framework and basic texts</u> to enhance legal security in this area and promote the private sector, as well as facilitate preparation of a land code. ▪ <u>Diagnostic and brainstorming activities on land issues and organization of information and sensitization campaigns on land fees</u>, particularly for women, through agreements between the project and four recognized associations, especially land security for women. |
| 2. | Development of the land registration and tenure system to improve the living environment and business climate (UA 2.32 million) (28.22%) | | |
| 2.1 | Development of a tripartite strategic management framework for the land registration and tenure system and appropriate tools | 1.75 (21.29%) | <u>Establishment of a national tripartite strategic management system:</u> <ul style="list-style-type: none"> ▪ Support for the ongoing process initiated by the Government to <u>establish a national strategic management framework for land registration</u>: (i) Support to the General Secretariat for the establishment of a Technical Steering Committee (TSC) and Delegated Management Units (DMU), (ii) recruitment of 3 specialists (in monitoring-evaluation, information technology, ESC and gender), and (iii) financing of the services of a consulting firm for the definition of a national land registration plan. ▪ <u>Preparation of tools for land use management</u>, such as the national land use planning plan and town planning plans (including LUP and MTEFs) for two pilot towns namely, Maroua and Garoua, which do not have them yet²⁰. |
| 2.2 | Technical, institutional and organizational capacity building | 0.57 (6.93%) | <u>Implementation of a series of activities to consolidate the technical skills of sector professionals:</u> <ul style="list-style-type: none"> ▪ <u>Undertaking of targeted actions under agreements:</u> <ul style="list-style-type: none"> <u>Initial training:</u> Revision of the curricula of engineers and technicians of the National Advanced School of Public Works (ENSTP) and procurement of teaching aids. <u>Supply of equipment and support for activities of Government's strategic partners:</u> <ul style="list-style-type: none"> ✓ Urban communities (CU): Procurement of equipment and training activities for "land registration" units in pilot towns. ✓ Association of surveyors: Procurement of equipment and training. ✓ Private sector: Support to Cameroon Business Forum (CBF) which will organize reflection and sensitization activities for private sector actors to foster the use of land information provided through the internet portal with a view to increasing investments. ▪ <u>Skills enhancement in key areas including training on "gender and land" issues.</u> |
| 3. | Project management and coordination: UA 1.29 million (15.69 %) | | |
| | | | General coordination of the project (financing of allowances for members of the management unit, operating costs, auditing of project accounts – including auditing of procurements – as |

²⁰ These activities will be backed with capacity building support measures.

| | Component | Estimated Cost (UA million) | Description of Components |
|--|-----------|-----------------------------|---|
| | | | well as partial financing of the equipment). The Government will provide the project with offices as well as part of the equipment, and will continue to pay the salaries of the project manager, coordinator, two sectoral experts and focal points of the Delegated Management Units (DMU). |

2.2. Technical Options and Alternatives Explored

2.2.1 The option retained in this project is to place the land issue within the context of improvement of public finance management, the business environment and living environment. The aim is to build on the outputs of ongoing projects and extend the tax collection issue to the mobilization of economic and financial resources, through the establishment of a national land registration system managed within a tripartite framework involving the public sector (central and decentralized levels), the private sector and the civil society. The project management and implementation strategy is based on two key principles aimed at building national capacities and skills²¹, as well as ownership by stakeholders, namely:

- √ Efficient use of legally mandated national entities for the definition of the project needs and management (compliance with the functions and missions of each structure of MINDAF, MINFI, MINEPAT and INC). To that end, it should be noted that the project falls under the public finance reform effort. Furthermore, it will involve the various institutional stakeholders of the public sector (central government and decentralized local authorities), the private sector and the civil society, who are stakeholders of the project objectives.
- √ The professionalization of project implementation through a delegated project management - recruitment of 3 experts for monitoring-evaluation, education-sensitization-communication (ESC) and gender, and information technology by a firm – as well as agreements between the Project Management Unit and the focal points (public and private) for the qualitative monitoring of activities carried out under the project.

Table 4
Project Alternatives Considered and Reasons for Rejection

| Alternative Solution | Brief Description | Reasons for Rejection |
|--|---|---|
| Limit the project to land registration tax | Concentration of activities mainly on tax revenue enhancement objectives | <ul style="list-style-type: none"> ▪ Does not give due regard to other strategic objectives of the sector (mobilization of private investments, contribution by women and vulnerable population groups to economic development, improvement of the living environment, etc.) ▪ Risk of postponing the preparation of an inclusive and more comprehensive national strategy. |
| Strengthen public sector capacities as a matter of priority | Concentration of activities on the administration (technical component and capacity building) | <ul style="list-style-type: none"> ▪ Does not take into account the importance of a tripartite management (public, private and civil society) of the sector. ▪ Risks of inadequate consideration of |

²¹ Administrative services, training institutes, and various sector stakeholders.

| | | |
|---|---|---|
| | | <p>civil society needs and risk of rejection of developments by the latter.</p> <ul style="list-style-type: none"> ▪ Risks of inappropriate developments for the private sector. |
| Give preference to an essentially technical approach to the sector | Concentration of activities on procurement of equipment and computerization | <ul style="list-style-type: none"> ▪ Does not take into account the goals of modernization of land registration and tenure in terms of land development and improvement of the living environment. |

2.3. Project Type

2.3.1 This project is an institutional support based on capacity building. This form of assistance enables the Bank to provide support for reforms undertaken by the Government under the implementation of its poverty reduction, growth and employment strategy through targeted growth-oriented actions. It is consistent with previous support given by the Bank in the governance sector, and will help to strengthen the institutions, procedures and the skills of both public and private professionals and structures that undertake reforms in the areas concerned, as well as the contribution of civil society.

2.4. Project Cost and Financing Arrangements

2.4.1 The total estimated cost of the project, excluding taxes, is UA 8.22 million (equivalent to CFAF 6.28 billion at August 2010 exchange rate), comprising UA 4.07 million in foreign exchange (49.56%) and UA 4.15 million in local currency (50.44%). ADF contribution to the financing of the project amounts to UA 7.00 million, and the Government counterpart funding is UA 1.22 million (i.e. 85% and 15% respectively of the total project cost). The counterpart funds cover the Government's contribution to the financing of the rehabilitation and development of offices²² needed for modernization of land registration management, and the salaries of part of the project management staff.

Table 5
Estimated Cost by Component (in millions)

| Component | Total Cost in CFAF million | | | Total Cost in UA million | | | As % of F.E. |
|---|----------------------------|-------------|-------------|--------------------------|------|-------|--------------|
| | F.E. | L.C. | Total | F.E. | L.C. | Total | |
| 1. Support for modernization of land registration and tenure | 1 861.52 | 1 398.18 | 3 259.70 | 2.43 | 1.83 | 4.26 | 57.11% |
| 2. Development of the land registration and tenure system to improve the business climate and living environment | 757.70 | 382.80 | 1 140.50 | 0.99 | 0.50 | 1.49 | 66.44% |
| 3. Project management | 258.64 | 1148.2 8 | 1406.9 2 | 0.34 | 1.50 | 1.84 | 18.38% |
| Total Base Cost | 2 877.86 | 2 926.26 | 5 807.12 | 3.76 | 3.83 | 7.60 | 49.56% |
| Physical contingencies | 143.89 | 146.46 | 290.35 | 0.19 | 0.19 | 0.38 | 49.56% |
| Provision for price escalation | 92.09 | 93.74 | 185.83 | 0.12 | 0.12 | 0.24 | 49.56% |

²² The Government has already made provision in the investment budget for the financing of the works, which will be procured by international competitive bidding based on the Public Procurement Procedures. The programming of works and the investment budget will be transmitted to the Bank before Board presentation of the project.

| | | | | | | | |
|---------------------------|---------------|---------------|---------------|-------------|-------------|-------------|---------------|
| | | | | | | | |
| Total Project Cost | 3113.8 | 3169.4 | 6283.3 | 4.07 | 4.15 | 8.22 | 49.56% |
| | 4 | 6 | 0 | | | | |

NB: UA 1 = CFAF 764.57

2.4.2 The estimated cost of the project is based on unit costs applicable in the sector using the most recent bids for works, goods and services. The prices were calculated in CFA Francs and converted into Units of Account (UA). A 5% provision for physical contingencies was included in the project costs for all expenditure categories. A 3.2% provision was made for price escalation during the execution of works based on the country's rate of inflation. To safeguard the Government's counterpart contribution, an estimate was made based on the projected financing in the Government's investment budget for modernization of land registration and tenure, the salaries of Government employees who will manage the project, as well as additional office automation equipment for the PIU, and the recurrent operating expenses of the project. The detailed costs are given in the Technical Annex.

Table 6
Sources of Finance (in millions)

| Source of Finance | F.E. | L.C. | Total Cost in UA | % total |
|---------------------------|-------------|-------------|------------------|-------------|
| ADF | 3.76 | 3.24 | 7.00 | 85% |
| Government | 0.32 | 0.90 | 1.22 | 15% |
| Total Project Cost | 4.07 | 4.15 | 8.22 | 100% |

Table 7
Project Cost by Expenditure Category (in millions)

| Expenditure Category | F.E. | L.C. | Total Cost | % F.E. |
|--------------------------------------|-------------|-------------|-------------|---------------|
| A. Works | 0.27 | 0.65 | 0.92 | 29.66% |
| B. Goods | 1.18 | 0.10 | 1.28 | 91.90% |
| C. Services | 2.27 | 1.47 | 3.74 | 60.64% |
| D. Operating costs | 0.04 | 1.61 | 1.65 | 2.68% |
| Base Cost | 3.76 | 3.83 | 7.60 | 49.56% |
| Provision for physical contingencies | 0.19 | 0.19 | 0.38 | 49.56% |
| Provision for price escalation | 0.12 | 0.12 | 0.24 | 49.56% |
| Total Project Cost | 4.07 | 4.15 | 8.22 | 49.56% |

Table 8
Project Cost by Expenditure Category and Source of Finance (in UA million)

| Expenditure Category | ADF | | | Government | | | Total | | |
|----------------------|------|------|-------|------------|------|-------|-------|------|-------|
| | F.E. | L.C. | Total | F.E. | L.C. | Total | F.E. | L.C. | Total |
| A. Works | 0 | 0 | 0 | 0.29 | 0.70 | 0.99 | 0.29 | 0.70 | 0.99 |
| B. Goods | 1.26 | 0.11 | 1.37 | 0.03 | 0 | 0.03 | 1.29 | 0.11 | 1.40 |
| C. Services | 2.45 | 1.59 | 4.04 | 0 | 0 | 0 | 2.45 | 1.59 | 4.04 |
| D. Operating costs | 0.05 | 1.54 | 1.59 | 0 | 0.20 | 0.20 | 0.05 | 1.74 | 1.79 |

| | | | | | | | | | |
|---------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Total Project Cost | 3.76 | 3.24 | 7.00 | 0.32 | 0.90 | 1.22 | 4.07 | 4.15 | 8.22 |
|---------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|

Table 9
Expenditure Schedule by Component (UA million)

| Component | 2011 | 2012 | 2013 | 2014 | Total | % |
|--|-------------|-------------|-------------|-------------|--------------|------------|
| 1. Support for modernization of land registration and tenure | 1.25 | 1.83 | 0.86 | 0.68 | 4.61 | 56.08 |
| 2. Development of the land registration and tenure system to improve the business climate and living environment | 0.33 | 0.83 | 0.62 | 0.53 | 2.32 | 28.22 |
| 3. Project management | 0.41 | 0.29 | 0.29 | 0.29 | 1.29 | 15.69 |
| Total Project Cost | 1.99 | 2.95 | 1.77 | 1.50 | 8.22 | 100 |
| % | 24.25 | 35.95 | 21.51 | 18.29 | 100% | |
| | % | % | % | % | | |

Table 10
Expenditure Schedule by Expenditure Category (in UA million)

| Expenditure Category | 2011 | 2012 | 2013 | 2014 | Total | % |
|-----------------------------|-------------|-------------|-------------|-------------|--------------|--------------|
| Works | 0.50 | 0.49 | - | - | 0.99 | 12.08 |
| Goods | 0.68 | 0.71 | - | - | 1.39 | 16.90 |
| Services | 0.38 | 1.30 | 1.30 | 1.08 | 4.05 | 49.24 |
| Operating costs | 0.44 | 0.45 | 0.47 | 0.43 | 1.79 | 21.77 |
| Total | 1.99 | 2.95 | 1.77 | 1.50 | 8.22 | 100 |
| % | 24.25 | 35.95 | 21.51 | 18.29 | 100 | |

2.5. Project Area and Beneficiaries

2.5.1 This project concentrates most of its activities on the four pilot towns that are facing the country's most significant economic, financial, social and cultural challenges and, in particular, the most significant land potential. They were targeted by the land registration tax project for the same reasons - : Douala²³, Yaoundé²⁴, Maroua and Garoua. They account for 21% of the country's population and 43% of the urban population. Specifically, the project will benefit the tax administration and MINDAF, active urban communities (UCs), and the private sector in terms of capacity building, resource mobilization and improvement of the business climate, as well as the population in terms of security and improvement of the living environment. The Cameroonian population in general will benefit from the impact of the project through activities aimed at improving access to charges on land and information.

2.6. Participatory Approach to Project Identification, Design and Implementation

2.6.1 The sectoral diagnostic study underpinning the preparation of this project was conducted with the close collaboration of the key sector stakeholders: the public sector (at central and decentralized levels), the private sector, and civil society. The consultation and validation procedures put in place for the diagnosis and recommendations were maintained during preparation of the

²³ Economic Capital

²⁴ Political Capital

project²⁵ to inform the scope, objectives and expected outcomes. The lessons learnt from this process confirm the relevance of a tripartite and global approach requested by the sector stakeholders and aimed at building the capacities of all the stakeholders in the land registration management chain²⁶, as well as maintaining fluid and rich dialogue between these partners and the public sector. That is why the structure and management rules of the project adopt this approach, and strengthen it through: (i) the signing of partnership agreements between the management unit and private sector representatives - the Cameroon Business Forum²⁷ and the Professional Associations of Notaries - and the civil society- the Cameroonian Association of Women Lawyers (ACAFEJ) and the *Association Dynamique Citoyenne* (Dynamic Citizens' Association)²⁸ which enjoin these actors to make contributions to the implementation of project activities in return for financial support to enhance their professionalism; and (ii) under agreements aimed at improving the resources²⁹ of ENSTP and the Professional Association of Surveyors to enable them fulfill their missions better.

2.7. Consideration of Bank Group Experience and Lessons learnt in Project Design

2.7.1 As the review of the Bank's portfolio in Cameroon conducted in 2009 shows, project outcomes have generally been fraught with inadequacies mainly attributable to: (i) the poor quality at entry and the considerable start up delays (complex or numerous conditions, disconnect between project preparation and its implementation, etc.) that disrupt the pace of activities, and (ii) weak procurement management capacity and time taken for the process. With regard specifically to governance capacity building projects, the completion report of the National Good Governance Programme Support Project (PAP-NG) completed in December 2009 and the reviews of the only active programme on governance³⁰ highlighted the negative impact of the following factors: (i) inadequate institutional anchorage which makes it difficult to optimize the impact of the project on all ongoing public finance management and good governance reforms or to ensure the technical quality of the services; (ii) weak capacities of the management system (steering committee and management unit); (iii) excessive diversity of activities to be carried out, to the detriment of consolidation of the reform "stages" needed to ensure their sustainability, (iv) the need for greater selectivity and concentration in the targeted sub-sectors so as to improve the tangible results; (v) the lack of an appropriate monitoring and evaluation tool for the project; and (vi) inadequate integration of the project into the national reform process. The lessons learnt from Bank projects on land registration in Madagascar and Senegal mainly concern: (i) the relevance of a sectoral study in view of the complexity of the sector; (ii) the need to give preference to a participatory approach right from the project design, as well as (iii) the need to ensure the participation of all the sector stakeholders in project management.

2.7.2 To avert these shortcomings, the project was designed on the basis of a diagnostic study of the sector and using a participatory approach, and it also involved the major beneficiaries of the project in the operation of the steering and management structures. Furthermore, the project design includes: (i) a Rapid Results Approach (RRA) aimed at implementing a specific action plan, reducing the timeframe for effective implementation of the initial project activities, and in the case of this project to not more than six (6) months; (ii) reduction in the number of contracts, which will be grouped together into a maximum of six (6) to minimize the implementation period and reduce costs; (iii) the use of assistance for project management that will help build the capacities of the management structures and develop a series of indicators and appropriate tools for monitoring-evaluation, ESC and gender activities.

²⁵ The objectives, monitoring indicators, and priority activities of the project were defined under the five working sub-groups (one for each of the four sub-components, plus a sub-group for issues relating to institutional arrangements) organized and chaired by the structures that will be responsible for the qualitative monitoring of activities during project implementation.

²⁶ Such as the Cameroon Business Forum and the recently created Investment Promotion Agency

²⁷ Financed by the IFC to promote public-private partnership

²⁸ It covers about 100 associations throughout the country

²⁹ Equipment donations as well as technical assistance support for the revision of the ENSTP curricula

³⁰ The Governance Reform Support Programme (PARG), which focuses on support for reforms, was fully disbursed in May 2010, and an institutional support, which will be completed by 31 December 2010.

2.8 Key Performance Indicators

2.8.1 The key performance indicators identified and the expected outcomes of this project are summarized in the results-based logical framework. These are essentially: (i) modernization of technical support facilities in the four pilot towns; (ii) reliability of land certificates (geo-referencing); (iii) computerization of the processing of land registration data and the establishment of a web portal accessible to all the sector stakeholders; (iv) revision of the institutional and legal framework; (v) establishment of a strategic tripartite management framework and appropriate management tools, and (vi) capacity building for the sector stakeholders. As regards the impact, it is expected that: (i) revenues from land taxes will increase; (ii) the financing of the economy by the private sector will improve in view of the results obtained in securing certificates, effective production arrangements and availability of land registration information; and (iii) the living environment will improve as a result of optimal land development and greater access to land ownership.

2.8.2 The executing agency will be responsible for collecting and analyzing data required for verifying these indicators. It will be assisted by an expert to be recruited under assistance to project management to improve the performance of project management and contribute to its sustainability. At the beginning of the project, the expert will develop a set of indicators, validated by the TSC, which will be submitted to the Bank for approval, and will be regularly monitored and analyzed in the half-yearly and annual project productivity reports. It will also be responsible for training all the members of the project management structures based on a programme approved by the TSC and the Bank.

III. PROJECT FEASIBILITY

3.1 Economic and Financial Performance

3.1.1 This project does not generate direct revenue that would lead to a financial return. The assessment of project performance is therefore based on the direct and indirect impacts of its outputs at the economic and social levels in the medium and long term. As regards the expected economic benefits, the project will enable the Government and targeted urban communities to improve the mobilization of tax revenue: the land tax revenue should double at the end of the project in comparison to the current rate, and revenue from registration and transfer fees should improve by ten points (+50% per annum as against + 40% in 2009). The impact will also be favourable in the medium and long terms as regards the creation of businesses that will create (direct and indirect) jobs. The number of businesses created in Doula and Yaoundé is expected to grow by 10% at the end of the project (from 55 440 in 2009 to 60 984 in 2014). The social impacts are presented in detail in paragraph 3.2.2

3.2. Environmental and Social Impacts

3.2.1 Environmental and Climate Aspects

3.2.1.1 This project (classified in category 3) will ensure better mainstreaming of environmental aspects and the impact on climate in the pilot areas through precise geo-referencing of national natural resources and strategic management of such resources as a result of availability of a national land use management plan and computerization of data and their management. The geographic specificity of the pilot towns will be taken into account in the preparation of town plans (Maroua and Garoua)³¹ that address issues of sanitation, water pollution, etc. and the strengthening of land registration units of the pilot towns (equipment and training). In Doula, the cadastral map will particularly take into account coastal erosion caused by the rising sea level.

3.2.2 Social and Gender Aspects

³¹ The PDU has been finalized in Yaounde, and is being finalized in Douala

3.2.2.1 Pressure on land leads to a high migratory movement towards urban areas. Problems of land management, security of rights and transactions will therefore increase in urban and semi-urban centres, and the formal land market will tend to be concentrated in urban and semi-urban areas. Within this context, land is a source of potential conflicts and poor population groups are excluded from gaining access to land. Although the law officially guarantees the right of access to land for all Cameroonians, the most common practice being customary rights, the social situation of some groups in some communities excludes them from ownership rights. This is especially the case of women³², who are more or less vulnerable depending on their marital status (divorcees and widows are particularly vulnerable) and in some nomadic regions, graziers. In such conditions, the knowledge and location of the land resources of the various entities (Government, local authorities, enterprises, customary communities, households and citizens) will be required to secure charges on land, real estate transactions and preservation of social peace.

3.2.2.2 A reliable land registration system, based on a homogenous and single network, and the dissemination of knowledge on land laws, which the project will enhance, will contribute to greater access to land and improved land security for women and other vulnerable groups. This will guarantee effective participation by all segments of the population in economic production, as the Government strives to promote in its development vision. The project will therefore, in the long term, contribute to increasing the number of women who hold land certificates in Cameroon. Between 2009 and 2014, it is expected that the number of land certificates issued to women will increase from 1020 to 1275, representing a 25% increase. Similarly, the network managers (water, electricity, telephone, etc.) will have appropriate data for more rational management, which will contribute to reducing the cost of services. Urban communities will also be able to adopt a zonal approach, which will contribute to developing towns in a more efficient (rational management of urban amenities) and attractive manner for both the populations and the enterprises.

IV. IMPLEMENTATION

4.1 Implementation Arrangements

4.1.1 This project will be implemented over a 4-year period (2011-2014). This relatively tight schedule aims at supporting reforms needed to respond to urgent needs. As regards the long-term approach adopted by the Bank, its support to the sector will be pursued through the land registration component of the competitiveness enhancement support project provided for in the RBCSP in 2013.

4.1.2 The project implementation strategy is based on 2 key principles: (i) efficient use of national structures and professionalization of project implementation, and (ii) involvement of the various stakeholders of this project. Consequently, the implementation arrangement to be backed by the tripartite management framework of the national land registration system is structured as follows: (i) a technical steering committee (TSC); (ii) project management unit (PMU) supported by a technical assistance consulting firm, and (iii) Delegated Management Units of the Project (DMUs), with oversight responsibility for the delegated executing agencies. A detailed description of the institutional arrangement of the project is given in the Technical Annex.

4.1.3 *Procurement arrangements:* All goods and consultancy services will be procured in accordance with Bank (ADF) rules and procedures for the procurement of goods and works (May 2008 edition) or, as the case may be, with Bank rules and procedures of the Bank for the use of consultants (May 2008 edition) based on the Bank's standard bidding documents. Consultancy services will be procured on the basis of a short list. The technical and computer equipment will be procured through international competition, office furniture and equipment through national competition, and the PIU equipment through shopping in view of the size of the contracts and the sufficient number of enterprises to guarantee competition. The procurement plan, prepared for the

³² Women are virtually absent from land registers. They account for a mere 3.2% of certificates registered in the North-West Province, or 0.1% of registered lands. Thus, women in rural areas, whose livelihood depends on land, do not register their rights as provided for by the law.

purpose, will be updated every eighteen (18) months. Details of the procurement methods and the review procedures are presented in Technical Annex B5.

4.1.4 *Disbursement:* The funds will be disbursed by the ADF in accordance with the Bank's rules and procedures based on the following three methods: (i) special account; (ii) direct payments, and (iii) reimbursement. In particular, disbursements for the procurement and installation of equipment, as well as the services of other consultants, auditors and the training programmes will be made by direct payment to the contractors. Furthermore, in accordance with the Bank's guidelines, the Autonomous Sinking Fund (CAA) will open a special account in the name of the project to receive the revolving funds for the project at a Bank acceptable to the ADF, and an account to receive the local counterpart funds.

4.1.5 *Financial Management and Audit:* The Director of Surveys will be appointed as the Project Manager by a Government text. This arrangement will provide institutional anchorage of the project within MINDAF. The project manager will have general administrative and technical responsibility for the project. The PIU will consist of a Coordinator, two (2) Sector Experts, an Accountant, a Procurement Specialist, an Administrative Assistant, two (2) drivers and a messenger (recruited in accordance with the provisions in Annex B3.3). The PIU will be responsible for the administrative, financial and accounting management of the project. It will be provided with tools such as the procedures manual and the accounting software financed by the project, and the accountant will be trained in its use; this will facilitate operation of the internal control system of centralized management in the PIU. To avoid incompatible tasks at the level of the accountants, the management of assets will be entrusted to the administrative assistant. The coordinator will be payment order officer of successive annual budgets of the project and, in collaboration with the accountant, authorize various transactions in the special account. The accountant will keep a project account system that will help identify and track expenditures by component, expenditure category and source of finance. Furthermore, he/she will prepare the annual financial statements of the project that will be audited on a yearly basis by independent auditors. He/she will prepare the provisional financial statements to be included in the quarterly activity reports of the project. The General Inspectorate of Finance (IGF) will conduct the internal auditing. The external financial auditing of the project will be procured by shopping based on a shortlist, and conducted by an independent and competent auditing firm that will annually verify the accuracy of the consolidated annual financial statements prepared by the PIU and evaluate the operation of the internal control system of the entire project. The auditing expenses will be financed with the ADF loan. The audit reports should be transmitted to the Bank annually, within six months following the close of the period under review. The Audit Bench reserves the right to audit the administrative, financial and accounting management of the project. The PIU will be assisted by a monitoring-evaluation specialist, an education-sensitization- communication (ESC) and gender specialist, and an IT specialist.

4.2 Monitoring

4.2.1 The project implementation will be monitored and evaluated by the Management Unit under the supervision of MINDEF. A monitoring-evaluation specialist will be recruited by the project under project management assistance for a ten-month period throughout the project as follows:

- ✓ Two (2) months at project start-up to: (i) define the monitoring-evaluation indicators, monitoring procedures and identification of sources, (ii) preparation of the quarterly report format using the Bank's format (and including provisional financial statements) supplemented with monitoring –evaluation indicators of the sector, and (iii) training of the members of the various project management structures (PIU, TSC, DMU);

- ✓ Two (2) months per year of project implementation throughout the entire duration (that is, 8 months) to conduct the half yearly project reviews (1 month each) covering training and sensitization activities.

Table 11
Monitoring of Project Implementation

| Schedule | Stages | Monitoring/Feedback |
|-----------------|---|---|
| Nov. 2010 | Loan approval by the Board | Notification of the Government |
| Jan. 2011 | Effectiveness of the loan | Signing of agreement and ratification |
| Jan.-Mar 2011 | Rapid Results Approach/Conditions precedent to first disbursement | Opening of a special account, signing of contracts, setting up of PIU |
| Mar 2011 | Launching mission | Training in ADF rules of procedure |
| 2011-2014 | Implementation of activities | Quarterly and annual report activities |
| 2011-2014 | Supervision missions (half-yearly) | Mission reports |
| Jun 2013 | Mid-term review mission | Mid-term review reports |
| 2011-2014 | Annual project audits 2011, 2012, 2013 | Audit reports |
| Dec. 2014 | Project completion | Borrower completion report |
| Dec.2014 | Completion report preparation mission | Joint completion report |

4.2.2 The beneficiaries and the Bank will be informed of project progress through regular submission of quarterly activity reports prepared by the PIU using the Bank's format, which will be supplemented with ESC and Gender indicators prepared by the consultant, approved by the Bank and validated by the TSC. The matrix of indicators will ultimately be transposed to the monitoring-evaluation tools of the sector, and thereby contribute to strengthening national sectoral management capacities. For the quarter concerned, the reports will cover aspects relating to project implementation, particularly the status, resources and expenditures, work programme and the procurement plan, monitoring of performance indicators, and results based on the logical framework, analysis of gaps recorded, possible problems encountered and the solutions proposed. They will present a programme of activities for the following quarter. Monitoring and implementation by the Bank will also be undertaken through regular and close monitoring by the CMFO, half-yearly field supervision missions, and a mid-term review. The Government and the Bank will each produce a Project Completion Report.

4.3. Governance

4.3.1 The proper implementation of the project could be hampered by some governance risks (fraud, corruption, influence peddling, etc.) in the course of integration of reform activities implemented in the sector, recruitment of members of the project management structures, procurement and financial management procedures. To limit these risks, the mitigation measures summarized in the following table have been proposed in the project design.

Table 12
Risks and Mitigation Measures

| Problems Identified | Risk Assessment | Mitigation Measures |
|--|------------------------|---|
| Corruption in general | High | <ul style="list-style-type: none"> ▪ Regular audit and reviews; ▪ Close monitoring by CMFO. |
| Compartmentalized project design without an overall vision | Average | <ul style="list-style-type: none"> ▪ Project management involving all the sector stakeholders, especially at the high level, of the three ministries concerned (MINDAF, MINEPAT and MINFI). |
| Influence peddling and nepotism in recruitment | | |
| 1) Recruitment of members of the Management Unit | Average | <ul style="list-style-type: none"> ▪ Recruitment on a competitive basis; ▪ Submission of the outcomes of the recruitment to the Bank for non-objection opinion; ▪ Conclusion of performance contracts. |
| 2) Identification of DMU focal points | Average | <ul style="list-style-type: none"> ▪ Profiles and CVs of focal points submitted to the Bank for non-objection opinion; ▪ Conclusion of performance contracts. |
| Procurement risks | High | <ul style="list-style-type: none"> ▪ Limitation of number of contracts; ▪ Training of procurement commission in Bank rules of procedure; ▪ Participation of DMU members, comprising private sector and civil society representatives; ▪ Close monitoring of procurement process by CMFO. |
| Financial management risks | High | <ul style="list-style-type: none"> ▪ Preparation and implementation of an administrative, financial and accounting procedures manual to define administrative management procedures, including definitions, descriptions and separation of duties of the Account and Administrative Officer; ▪ Procurement of an accounting software, its parameterization and training of users; ▪ Financial reports submitted to the TSC for validation; ▪ Regular financial supervision by the Financial Management Specialist and CMFO Disbursement Assistant; ▪ Conducting of regular project audits. |

4.4. Sustainability

4.4.1 The sustainability of this operation primarily depends on the level of ownership of the project objectives by the Government through the GESP. The Government has undertaken to include its contribution to the project cost in the investment budget estimates for the years covering the project implementation, starting from 2011. The participatory process in the preparation and management of this project also constitutes a factor of its sustainability. Indeed, all the sector stakeholders (government, decentralized territorial communities, private sector (including professional associations) and the civil society (associations and scholars) were involved in all the stages of the project preparation: from analysis to the choice of orientations, outcomes to be achieved and implementation

arrangements. This integrating approach was transposed to the project management framework (tripartite management in the steering committee), which precedes the tripartite management framework of national land registration that the project will support by providing financing for a secretariat and a consultant.

4.4.2 The project builds on the outcomes of the various ongoing projects, including land registration tax reform (which mobilizes significant financing from the State budget; it will enhance the reform and fall within the framework of the public finance modernization plan). This anchorage is another strong factor of project sustainability. Furthermore, the land sector is one of the priority objectives of the Government which, in its strategic vision, intends to provide the resources required for achieving the development objectives supported by the project. The scale of the Government's contribution to the project (rehabilitation and construction of offices, recruitment, maintenance, additional equipment, etc.) and the financing of recurrent costs show the Government's strong commitment to the reform process.

4.4.3 The long-term approach adopted by the Bank to address the scale of financial requirements and development challenges means that the Bank would have to solicit financing from other donors. Subject to confirmation, this project could be a catalyst for future support by the African Investment Climate Facility (ICF).

4.4.5 Lastly, the project outcomes will contribute to its sustainability. Indeed, the project essentially aims at supporting a reform process that should be sustainable in the short term: (i) an integrated land registration data management system should receive contributions from sector professionals for its update and from the sale of some services for its financing; (ii) the tripartite reform management framework should be institutionalized and based on the traditional function of the Government as regulator; (iii) capacity building (skills, tools and resources) proposed under the project will contribute to upgrading the general level of skills of the professionals of the sector in their current missions and, therefore, their efficiency; (iv) increased mobilization of tax revenue, and the expected positive impacts on economic activity should create favourable conditions for public finance.

4.5. Risk Management

4.5.1 The first risk is related to the level of corruption in general, which will be limited by the regular project auditing and close and regular monitoring by CMFO. Other risks identified are those related to compartmentalization of initiatives and reforms on land issues, as well as jurisdiction conflict between the project beneficiary structures. The institutional arrangement will mitigate this risk. Indeed, it includes arrangements aimed at integrating within the same steering framework (the technical steering committee) the key public and private actors of the sector, and will strengthen operational collaboration between these stakeholders through the delegated management focal points that will be responsible for implementing the various sets of activities. The institutional coordination of TFPs will also contribute to reducing these risks.

4.5.2 With regard to the fiduciary aspects and implementation capacities³³ that constitute the second group of risks, in order to facilitate execution of project activities, it will be entrusted to service providers specialized in the project intervention areas through international competitive bidding on the basis of a shortlist. The contracts will be grouped together and reduced to a maximum of six (6); furthermore, a consulting firm will be recruited to provide project management assistance to the PIU. Concerning the risk relating to lack of regularity of counterpart funds mobilization, the Government has put in place a mechanism to centralize counterpart contributions for all externally-financed projects at the beginning of each fiscal year.

4.5.3 With regard to inadequate human resources, the Government has made provision for recruitment component to upgrade the staff in charge of managing land issues (central and decentralized levels). The recruitment plan (including redeployments) will be produced by the Authorities prior to project effectiveness.

³³ See the Bank's portfolio review reports, the internal audit of projects in Cameroon, evaluation of the Bank's assistance in Cameroon in 2007, and the 2005-2009 RBCSP review.

4.5.4 The last identified risk relates to the inadequacy of the premises in which the new computer equipment will be installed. The Government has made provision in its capital budget for compliance and redeployment of appropriate premises to accommodate the new infrastructure. This operation is included in the Government's capital budget throughout the project implementation period. The investment programme will be produced by the Authorities before approval of the loan agreement.

4.6. Knowledge Development

4.6.1 The knowledge transfer methods prioritized in this project aim to contribute to sustainable knowledge development and its ownership:

- ✓ Through assistance in management to be provided by the project to the management and steering mechanism. The project will recruit 3 specialists: a specialist in monitoring-evaluation, one in ESC and gender, and one in information technology. The first two specialists will prepare: (i) a series of indicators in their respective areas that will not only help to ensure close qualitative monitoring of the project outcomes, but also provide sector stakeholders (public and private) with evaluation and monitoring tools to undertake their analyses (particularly with regard to the role of women and vulnerable population groups and the private financial and banking sector), (ii) they will also contribute to training to be provided to members of the project management team, as well as professionals in the sector (particularly as part of activities to be organized by the CBF). The IT specialist will also contribute to sustainability of the integrated management data system, the quality of the interface that will be put in place through the internet portal, and reflection on data security and confidentiality.
- ✓ The project will also contribute to strengthening the national training institute, namely ENSTP, by financing the renovation of the curricula of topographic technicians and engineers and the upgrading of teaching aids.
- ✓ The assistance to be provided by the project under revision of the legislative and regulatory framework and the adoption of a tripartite and national strategy will contribute to supporting the discussions already initiated in these areas in a form of a methodological support and sharing of good practices already implemented in other countries. All the analytical studies conducted under this project will enable the Bank to enhance its knowledge in the area and improve its urban and territorial development strategy being finalized.

V. LEGAL FRAMEWORK

5.1. Legal Instrument

The proposed financial instrument is a UA 7 million loan to the Government of Cameroon.

5.2. Conditions for Bank Intervention

Conditions precedent to effectiveness

5.2.1 Effectiveness of the Loan Agreement shall be subject to fulfillment, by the Borrower, of the provisions set out in Section 12.01 of the General Conditions.

Conditions precedent to the first disbursement

5.2.2 In addition to effectiveness as indicated above, the first disbursement of the Loan resources shall be subject to fulfillment, by the Borrower and to the satisfaction of the ADF, of the following conditions:

- (i) Provide the ADF with evidence of the opening of a special account in the name of the Project with a commercial bank in Yaounde acceptable to the ADF into which the ADF resources earmarked for the revolving fund shall be paid;
- (ii) Provide the ADF with evidence of the establishment of the PIU in MINDAF to implement the project, and the Project Technical Steering Committee (TSC), by transmitting the relevant legal instruments to the Bank

5.3. Compliance with Bank Policies

5.3.1 This project is in line with the Good Governance Policy Paper, as well as the Bank's Governance Strategic Guidelines and Action Plan 2008-2010, which lay emphasis on economic and financial governance

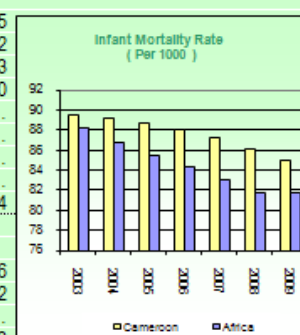
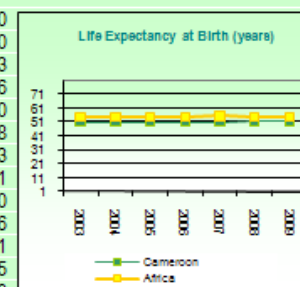
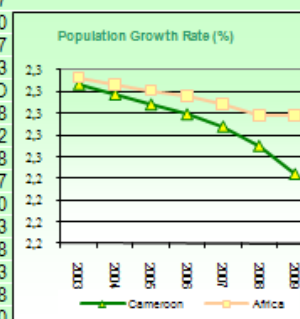
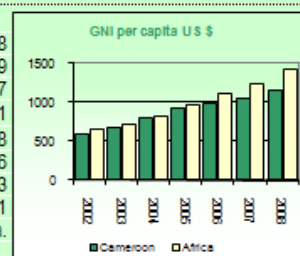
VI. RECOMMENDATION

Management recommends that the Board of Directors of the African Development Fund should approve the proposed loan of UA 7 million to the Government of Cameroon to finance this project in accordance with the conditions stipulated in Paragraph 5.5.2 of the appraisal report.

Cameroon

COMPARATIVE SOCIO-ECONOMIC INDICATORS

| | Year | Cameroon | Africa | Developing Countries | Developed Countries |
|---|------|----------|--------|----------------------|---------------------|
| Basic Indicators | | | | | |
| Area ('000 Km ²) | | 476 | 30 323 | 80 976 | 54 658 |
| Total Population (millions) | 2009 | 19,5 | 1 008 | 5 629 | 1 069 |
| Urban Population (% of Total) | 2009 | 57,6 | 39,6 | 44,8 | 77,7 |
| Population Density (per Km ²) | 2009 | 41,1 | 3,3 | 66,6 | 23,1 |
| GNI per Capita (US \$) | 2008 | 1 150 | 1 428 | 2 780 | 39 688 |
| Labor Force Participation - Total (%) | 2009 | 38,0 | 41,2 | 45,6 | 54,6 |
| Labor Force Participation - Female (%) | 2009 | 41,6 | 41,2 | 39,8 | 43,3 |
| Gender -Related Development Index Value | 2005 | 0,524 | 0,525 | 0,694 | 0,911 |
| Human Develop. Index (Rank among 182 countries) | 2007 | 153 | 0,514 | n.a | n.a. |
| Popul. Living Below \$ 1 a Day (% of Population) | 2006 | ... | 50,8 | 25,0 | ... |
| Demographic Indicators | | | | | |
| Population Growth Rate - Total (%) | 2009 | 2,2 | 2,3 | 1,3 | 0,7 |
| Population Growth Rate - Urban (%) | 2009 | 3,7 | 3,4 | 2,4 | 1,0 |
| Population < 15 years (%) | 2009 | 40,9 | 56,0 | 29,2 | 17,7 |
| Population >= 65 years (%) | 2009 | 3,6 | 4,5 | 6,0 | 15,3 |
| Dependency Ratio (%) | 2009 | 80,1 | 78,0 | 52,8 | 49,0 |
| Sex Ratio (per 100 female) | 2009 | 100,0 | 100,7 | 93,5 | 94,8 |
| Female Population 15-49 years (% of total population) | 2009 | 24,1 | 48,5 | 53,3 | 47,2 |
| Life Expectancy at Birth - Total (years) | 2009 | 51,4 | 55,7 | 66,9 | 79,8 |
| Life Expectancy at Birth - Female (years) | 2009 | 51,9 | 56,8 | 68,9 | 82,7 |
| Crude Birth Rate (per 1,000) | 2009 | 36,4 | 35,4 | 21,5 | 12,0 |
| Crude Death Rate (per 1,000) | 2009 | 14,0 | 12,2 | 8,2 | 8,3 |
| Infant Mortality Rate (per 1,000) | 2009 | 85,0 | 80,0 | 49,9 | 5,8 |
| Child Mortality Rate (per 1,000) | 2009 | 140,6 | 83,9 | 51,4 | 6,3 |
| Total Fertility Rate (per woman) | 2009 | 4,5 | 4,5 | 2,7 | 1,8 |
| Maternal Mortality Rate (per 100,000) | 2005 | 669,0 | 683,0 | 440,0 | 10,0 |
| Women Using Contraception (%) | 2004 | 26,1 | ... | 61,0 | 75,0 |
| Health & Nutrition Indicators | | | | | |
| Physicians (per 100,000 people) | 2005 | 18,4 | 42,9 | 78,0 | 287,0 |
| Nurses (per 100,000 people)* | 2005 | 43,9 | 120,4 | 98,0 | 782,0 |
| Births attended by Trained Health Personnel (%) | 2006 | 63,0 | 50,5 | 63,4 | 99,3 |
| Access to Safe Water (% of Population) | 2008 | 74,0 | 64,0 | 84,0 | 99,6 |
| Access to Health Services (% of Population) | 2006 | ... | 61,7 | 80,0 | 100,0 |
| Access to Sanitation (% of Population) | 2008 | 47,0 | 38,5 | 54,6 | 99,8 |
| Percent. of Adults (aged 15-49) Living with HIV/AIDS | 2007 | 5,1 | 4,5 | 1,3 | 0,3 |
| Incidence of Tuberculosis (per 100,000) | 2007 | 192,0 | 313,7 | 161,9 | 14,1 |
| Child Immunization Against Tuberculosis (%) | 2007 | 81,0 | 83,0 | 89,0 | 99,0 |
| Child Immunization Against Measles (%) | 2007 | 74,0 | 74,0 | 81,7 | 92,6 |
| Underweight Children (% of children under 5 years) | 2004 | 18,0 | 25,6 | 27,0 | 0,1 |
| Daily Calorie Supply per Capita | 2005 | 2 239 | 2 324 | 2 675 | 3 285 |
| Public Expenditure on Health (as % of GDP) | 2006 | 1,0 | 5,5 | 4,0 | 6,9 |
| Education Indicators | | | | | |
| Gross Enrolment Ratio (%) | | | | | |
| Primary School - Total | 2008 | 110,9 | 100,2 | 106,8 | 101,5 |
| Primary School - Female | 2008 | 102,4 | 91,7 | 104,6 | 101,2 |
| Secondary School - Total | 2008 | 37,3 | 35,1 | 62,3 | 100,3 |
| Secondary School - Female | 2008 | 33,0 | 30,5 | 60,7 | 100,0 |
| Primary School Female Teaching Staff (% of Total) | 2008 | 44,2 | 47,5 | ... | ... |
| Adult Illiteracy Rate - Total (%) | 2006 | ... | 59,4 | 19,0 | ... |
| Adult Illiteracy Rate - Male (%) | 2006 | ... | 69,8 | 13,4 | ... |
| Adult Illiteracy Rate - Female (%) | 2006 | ... | 57,4 | 24,4 | ... |
| Percentage of GDP Spent on Education | 2007 | 3,9 | 4,5 | ... | 5,4 |
| Environmental Indicators | | | | | |
| Land Use (Arable Land as % of Total Land Area) | 2007 | 12,6 | 6,0 | 9,9 | 11,6 |
| Annual Rate of Deforestation (%) | 2006 | ... | 0,7 | 0,4 | -0,2 |
| Annual Rate of Reforestation (%) | 2006 | ... | 10,9 | ... | ... |
| Per Capita CO2 Emissions (metric tons) | 2008 | 0,4 | 1,1 | 1,9 | 12,3 |



Sources : ADB Statistics Department Databases; World Bank: World Development Indicators;

last update : septembre 2010

UNAIDS; UNSD; WHO; UNICEF; WRI; UNDP; Country Reports.

Note : n.a : Not Applicable ; ... : Data Not Available.

Annex 2

Table of ADB Portfolio (Public Sector) in Cameroon
(As at 30 June 2010)

| N° | Project Name | Type ³⁴ | Approved Amount | Approval Date | Disbursement Rate % |
|--------------------------------|--|--------------------|----------------------|---------------|---------------------|
| Agriculture Sector | | | | | |
| 1 | FAMILY INCOME IMPROVEMENT PROGRAMME | L | 14,000,000.00 | 28-Jun-01 | 96.28 |
| 2 | RUR. DEV PARTIC. & DECENTR. GRASSFIELD | L | 15,000,000.00 | 26-May-03 | 66.55 |
| 3 | PARTICIPATORY DEV PROJ OF RUMPI (Loan) | L | 15,000,000.00 | 13-May-03 | 45.62 |
| | PARTICIPATORY DEV PROJ OF RUMPI (Grant) | G | 1,500,000.00 | 13-May-03 | 44.53 |
| <i>Sub-Total Agriculture</i> | | | 45,500,000.00 | | 68.00 |
| Multisector | | | | | |
| 4 | GOVERNANCE REFORM SUPPORT PROGRAMME | L | 25,000,000.00 | 4-Dec-06 | 99.67 |
| 5 | INSTITUTIONAL GPDP | L | 4,000,000.00 | 4-Dec-06 | 23.27 |
| <i>Sub-Total Multi-sector</i> | | | 29,000,000.00 | | 89 |
| Social Sector | | | | | |
| 6 | HEALTH I PROJECT :HEALTH SYSTEM DEVELOPMENT | L | 8,050,000.00 | 7-Jun-00 | 86.1 |
| 7 | VOCATIONAL TRAINING REFORM SUPPORT PROJECT (Loan) | L | 14,000,000.00 | 3-Dec-03 | 14.26 |
| | VOCATIONAL TRAINING REFORM SUPPORT PROJECT (Grant) | G | 1,000,000.00 | 3-Dec-03 | 77.17 |
| 8 | REPRODUCTIVE HEALTH SUPPORT PROGRAMME (Loan) | L | 10,230,000.00 | 16-Jun-04 | 19.17 |
| | REPRODUCTIVE HEALTH SUPPORT PROGRAMME (Grant) | G | 1,900,000.00 | 16-Jun-04 | 65.64 |
| <i>Sub-Total Social Sector</i> | | | 35,180,000.00 | | 36.67 |
| Transport Sector | | | | | |
| 9 | BATIBO-BACHUO-AKAGBE ROAD REHABILITATION PROJECT | G | 44,700,000.00 | 15-Nov-06 | 38.29 |
| 10 | BATCHENGA-NTUI-YOKO-TIBATI-NGAOUNDERE ROAD STUDY | P | 3,360,000.00 | 14-oct-09 | 0 |

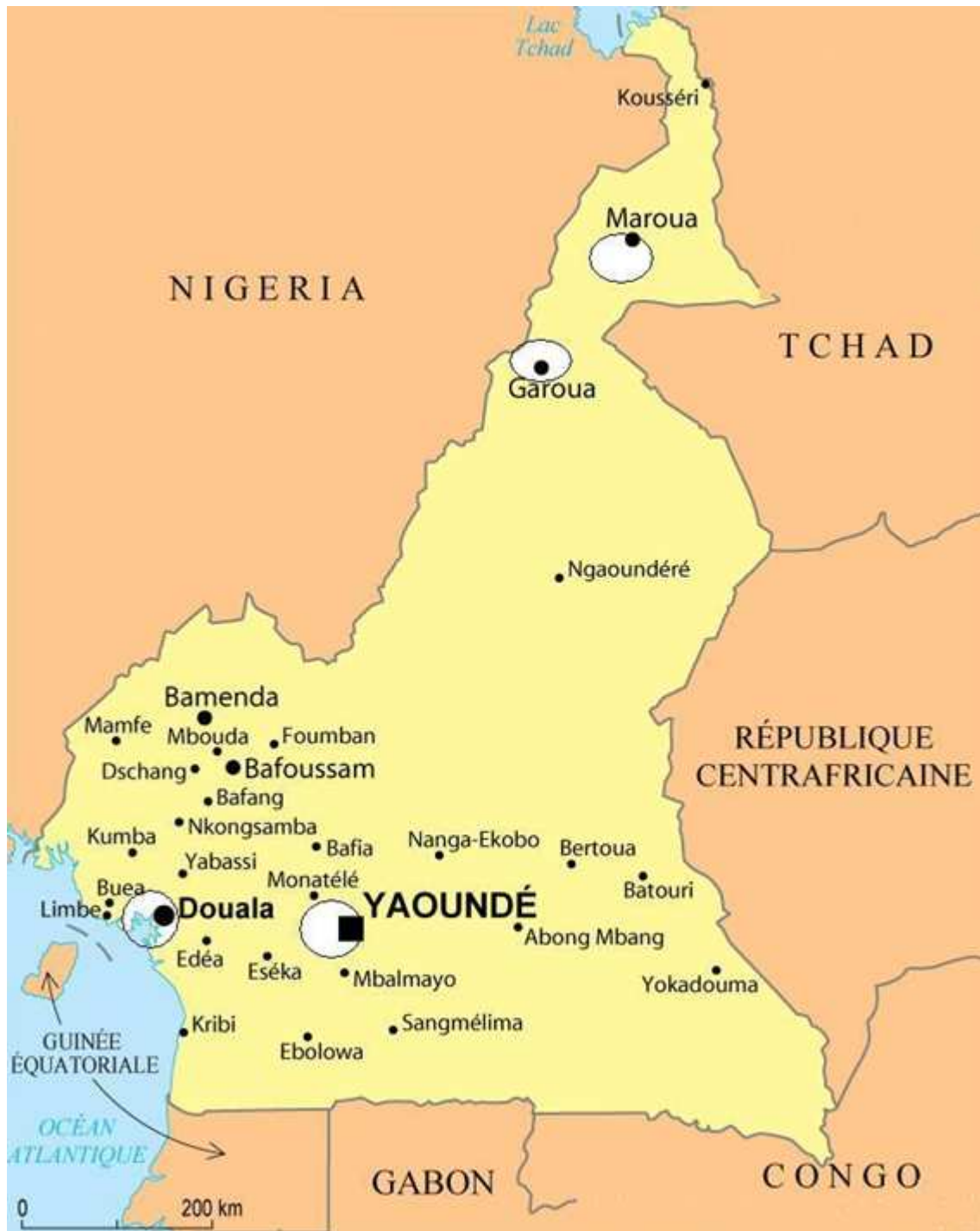
³⁴ L: Loan; G: Grant

| | | | | | |
|-----------|---|---|----------------------------------|------------------------|--------------|
| | <i>Sub-Total Transport</i> | | 44, 700,000.00 | | 35.06 |
| | Public Utilities Sector | | | | |
| 11 | YAOUNDE SANITATION PROJECT | G | 25, 600,000.00 | 14-Dec-05 | 49.75 |
| 12 | SEMI-URBAN DRINKING WATER SUPPLY AND SANITATION PROJECT (19 COUNCILS) | L | 40, 000,000.0 | 28 <i>Janv.2009</i> | 0 |
| | <i>Sub-Total Water and Sanitation</i> | | 65, 600,000.00 | | 19.41 |
| | TOTAL | | 223, 340,000.00 | | 44.59 |

Key Related Projects Financed by Other Development Partners

| List of Projects of Other Donors of the Sector | | | | | |
|--|----------------------------------|--------------------------------|----------------------------|-------------------------------|---|
| Project | Total Cost (CFAF Billion) | Donor | Amount of Financing | Source of Finance | Status |
| Land registration tax | 17 | Government | 0.8 | Budget | 50% of 1 st phase implemented |
| | | Kingdom of Spain | 3.9 | Loan | |
| | | Kingdom of Spain | 12.3 | Signing of amendment expected | 2 nd phase to start in 2010 |
| National Land Registration Project | 89.5 | Government | 0.560 | | Search for financing ongoing |
| Project for the Computerization of Procedures, Products and Archives of the Lands Department | 2.5 | Government | 0.040 | Budget 2009 | Delayed implementation due to insufficient credit |
| Pilot project for the establishment of special reference information system in the Department of Regional Development (DAT-MINEPAT) | N/A | Government | | Search for financing | Undergoing preparation |
| Cameroon highlands sustainable development project through satellite imaging | 208 | Government And Canada | | | Search for financing ongoing |
| Project for the connection of various databases of key administrations of the para-statal sector called e-Government or Government online. | N/A | South Korea Cooperation Agency | N/A | Loan | Search for financing ongoing |

Map of Project Area



ADDITIONAL TECHNICAL ANNEXES
Detailed Project Description

Component I. Modernization of land registration and tenure

Sub-component I.1 Modernization of technical support facilities of central directorates and four regional pilot delegations

The aim of this component is to contribute to modernization of the land management system so as to make it reliable, efficient, accessible and transparent for all users. It comprises 2 sub-components: (i) modernization of the technical support facilities of the central directorates and regional delegations (Yaounde, Douala, Garoua and Maroua), and (ii) strengthening of the institutional, legislative and regulatory framework.

1) Upgrading of technical support facilities of central departments and decentralized departments of MINDAF.

This activity aims to create a professional environment that allows for more efficient work organization and enhances data reliability and security. It entails providing 14 departments (central and regional) of MINDAF with computer and office automation equipment, procuring topographic and production equipment (drawing, printing and reproduction), as well as organizing the physical archives. It should be noted that the dematerialization of the archives is included in the “computerization” component of this same sub-component, and that the preparation of procedures manuals for the dissemination of good practices is integrated in sub-component 1.2 which relates to the revision of the institutional framework. This activity will be supported by the rehabilitation and construction of premises financed by the Government as part of its contribution.

2) Computerization of MINDAF central departments and decentralized services in the four pilot towns

The project will finance the digital archiving (digitalization) of files in the 4 pilot towns, and the computerization of the national integrated management system. This activity comprises: (i) computerization of the processing and management of files (procurement of software and dematerialization of files, cadastral maps, leases, title deeds, etc.), (ii) the development of an integrating and expandable information system open to users, as well as public and private stakeholders, of the land registration and tenure system³⁵ which will be prepared with the support of a consulting firm. In addition to safeguarding and ensuring transparency of data management, this activity will enable all the sector stakeholders (public and private sectors and civil society) to have, through **an active internet portal**, all information relating to the land registration and tenure system in real time. Special attention will be paid, in this case, to issues of confidentiality of some of the data. Furthermore, the possibility of developing some services will be examined (at a cost that could vary in terms of the public concerned, users or companies, for example) to ensure sustainability of the system.

³⁵ Based on the updating of the SICA

This activity will involve the permanent secretariat for administrative reform (SPRA), in charge of reforms relating to the organization and administrative procedures, and will be supplemented with capacity building activities planned under sub-component II.2, as well as support and awareness activities targeted to the private sector through the CBF also contained in sub-component II.2

3) Preparation of digital land registration maps

The project will finance the upgrading of the restored plans of 4 pilot towns financed by the Spanish Cooperation Agency under the land registration tax project. The proposed upgrading operations are as follows: compilation, completion of land (missing details) division into sections, and numbering of plots. The computerized plans will provide a reliable breakdown of the land registration system based on reliable survey reference points for each plot in the areas covered. These survey reference points constitute the unique identifier of the plot to which all the other allocation or descriptive data (ownership, legal nature, value, taxes, networks, etc.) will be attached. On the basis of this exhaustive representation of the plot, as the physical medium of the land registration system or tax, the DGI could broaden the land tax base.

4) Establishment of a network of 525 4th and 5th order reference points in the 4 pilot towns

This activity seeks to strengthen the densification of the networks of geodesic points in the pilot towns involved in the land registration tax project. It should be noted that these points are generally boundary stones whose geographic coordinates will be determined after they have been established and observed (measurements through GPS or total station). They help to link all the topographic points in the selected localities to the geodesic system of reference coordinates in use in the country (single system).

Sub-component I.2 Strengthening of the Institutional, Legislative and Regulatory Framework

1) Revision of Legal Aspects in the Project Centre on two Major Aspects:

- (i) Streamlining of the Institutional Environment of Land Registration. The project will contribute to conducting a diagnostic study to identify organizational and institutional difficulties likely to impede the harmonious action of the MINDAF missions and to initiating reforms capable of remedying the shortcomings identified (action plan and revision of texts and organic framework). This activity will carry on revision of organic texts started by MINDAF at the beginning of 2010 during the annual meeting of the Ministry, and involve other sector stakeholders (particularly other relevant Ministries). This activity will also involve the CSPRA, with focus on the preparation procedures manuals and dissemination of good practices, as well as the revision of the rules and regulations governing land registrars.
- (ii) Revision of Texts Governing Procedures for the Management of Government Moveable and Non-moveable Property, as well as Land Registration and Tenure. The objective is to guarantee the security of all deeds relating to access to ownership, as well as those relating to the geographic location, issued by the land registry. More generally, it will be necessary to conduct reflection on land reform in Cameroon in order to map out alternative solutions for

security that will ensure involvement of decentralized local authorities in land management. The challenges of undertaking mortgages in Cameroon will be specifically addressed in collaboration with the Bank, financial stakeholders and legal practitioners with a view to improving financial intermediation. The project will support the establishment of an inventory, preparation of an action plan, revision of basic regulatory instruments, as well as the preparation a draft land code highlighting incentives for investments.

2) Organization of Information and Sensitization Campaigns on Land Law

The project will support the revision of the institutional and legal framework through information and sensitization activities on land law aimed at generating debate and discussion to solve the situation of the most vulnerable population groups, as well as ensure that population knows its rights.

The project will support the sector stakeholders, whose missions include public information activities: the Chamber of Notaries, Cameroonian Association of Women Lawyers (ACAFEJ), the *Dynamique Citoyenne* (which includes a hundred associations in the 10 regions of the country) and the University of Yaounde. This support will be financed under agreements to be signed between the Project Unit and these associations at project start up for amounts specified in this report. The agreements could relate to the financing of minor equipment, operating expenses and/or the direct financing of seminars or information media.

Component II: Development of the Land Registration and Tenure System to improve the Business Climate and Living Environment of the Populations

This component aims at an enhanced contribution of the modernized land registration and tenure system to improve the business climate and living conditions of the communities in areas covered by the project. It is made up of two (2) sub-components: (i) support for the development of a strategic tripartite management framework for the land registration and tenure system and appropriate tools; and (ii) support for strengthening the technical, institutional and organizational capacities of land development stakeholders.

Sub-Component II.1: Support for the Development of a Strategic Tripartite Framework for the Land Registration and Tenure System and Appropriate Tools

The aim of this sub-component is to institutionalize and operationalize the management system of the Cameroonian land registration and tenure system, which seeks land and urban development as well as land use planning, so as to improve the business climate and the living environment of the population.

The proposed activities will comprise:

- (i) The establishment of a strategic tripartite management framework (public, private, and civil society) of the land registration and tenure system, and preparation and implementation of a vision and strategic reform plan of the land registration system. This activity was initiated by the Government of Cameroon under the supervisory authority of the Prime Minister. The project will support the establishment of a coordination mechanism, including the Technical Steering Committee (TSC) (financing of minor equipment and consumables and operating costs) which will be located in MINDAF. Technical assistance will be provided under the management framework to support the implementation of project activities: a monitoring-evaluation expert (10 s/months), an ESC/Gender expert (24 s/months), who will be

responsible for information, sensitization, communication and gender approach activities of the project, and the land registration system in general, as well as an IT specialist (12 s/months). When the Tripartite Management Framework becomes operational, the project will contribute to the preparation of a national strategy by financing the services of an international consulting firm.

(ii) Production of Land Management Tools:

- The study and preparation of a national land use plan which will allow for better planning of land use particularly through the preparation and implementation of innovative zoning policies and plans that strike a balance between an appropriate definition of priority investments zones and environmental ecology, the determination of land reserves for economic activities and spatial and physical matching of public and private action;
- Study and preparation of urban development plans for two pilot towns that do not yet have such plans, namely Maroua and Garoua. This activity will include the preparation of land use plans (LUPs), as well as the preparation of territorial MTEFs aimed at improving and modernizing the implementation of public actions through better multi-year coordination of investments in the country. These master plans will lay emphasis on improvement of the economic competitiveness in urban areas so as to boost formal activities and improve the urban framework and central public and private utilities.

Sub-Component II.2 Support for strengthening Technical, Institutional and Organizational Capacities

This sub-component seeks to strengthen the professionalization of sector stakeholders and upgrade overall capacities in a sustainable manner so as to help strengthen the economic, financial and social management of the land sector, increase the mobilization of domestic resources, and promote the private sector.

- (i) The key project activities will consist in providing various kinds of targeted support under the agreements signed with the PIU:
- ENSTP: Training of topographic engineers and technicians by financing the revision of curricula that have become inappropriate, as well as the procurement of teaching aids specified in an agreement.
 - Technical services: Survey units of 4 pilot towns of the project. Under an agreement, they will be provided with topographic and production equipment (total station, mapping devices and computers). It should also be noted that the UCs will have access to the central database of MINDAF through the dedicated portal to be created.
 - Association of Surveyors: Updating of data in the integrated management system, and the association will receive equipment under the project (computers, mapping devices, photocopying machines and scanner).
 - Cameroon Business Forum (CBF): Under an agreement, support for information, outreach and sensitization activities in support of reforms backed by the project, essentially meant for the private sector, particularly the financial and banking sector, as well as the network managers.

(ii) Furthermore, the project will finance a number of training activities aimed at fostering ownership of the reform and the new tools (technical equipment, land use management, planning, etc.) by the various stakeholders (public, private and civil society). These activities will be defined each year in a programme which will be prepared by the PIU, validated by the TSC, and submitted to the Bank for approval.

Component III. Project Management

- (i) **The implementation of the project will be entrusted to the Project Implementation Unit (PIU)** attached to MINDAF and supervised by the TSC. It will be headed by the Director of Surveys, and will comprise the following senior staff recruited for the entire duration of the project: a Coordinator and two sectoral experts, one of whom will come from MINDAF and the other from MINFI. The project senior staff will be recruited from the administration on a competitive basis. They senior staff and director will continue to receive their salaries, and will be granted project management allowances. Two individual consultants will be recruited for the project duration for the financial and procurement management of the project, namely: an accounting and financial manager (36 s/months), and a procurement expert (36 s/months). The support staff will consist of an administrative assistant, two drivers and a messenger. The consultants and support staff will sign a private contract with the project. The contract will be based on the Bank's format.
- (ii) The Delegated Management Units (DMU), under the tripartite steering framework, will be responsible for carrying out the activities of the four (4) sub-components of the project. They will be run by 10 focal points appointed from the administration, the private sector and civil society. The focal points will devote nearly one-third of their time to the project activities. They will continue to receive their salaries, and will be granted project management allowances. The activities of the DMU will be coordinated by the PIU and supervised by the TSC.
- (iii) The resources of the project will be used to procure computer and office equipment for the operation of the PIU: four (4) desktop computers, two (2) laptops, two (2) printers, a photocopying machine, telephones and a fax machine, as well as management and accounting software. The project will also finance two 4x4 vehicles, a motorcycle and office furniture. The Government will contribute to the financing of the project management by providing the PIU with the necessary premises for its operation. It will rehabilitate the premises, provide the necessary furniture for its installation pending those financed with the project resources, and cover the water, electricity and routine maintenance bills.
- (iv) The project will also finance the operating costs of the PIU (costs other than those borne by the Government), DMUs and TSC throughout the project. These expenses concern insurance, fuel and maintenance of the vehicle, consumables, mail, internet subscriptions, mission expenses, telephone expenses as well as other routine operating expenses. The launching seminar and mid-term review expenses, staff training in the Bank rules of procedures as well as that of the Accountant in the use of financial and accounting management software, and the familiarization mission to the Bank headquarters will be borne by the project.

OUTCOME OF NEGOCIATIONS

The conditions and modalities of the ADF Loan, as stipulated in the Project Appraisal Report (PAR), were negotiated with the delegation of the Government of the Republic of Cameroon (GoC) on September 28th 2010 at the Temporary Relocation Agency (TRA) of the African Development Bank in Tunis by videoconference with Yaounde, and were concluded satisfactorily. The delegation of the GoC agreed to the modalities and all the disbursement conditions of the Loan, as described in the PAR.