



Country Programme Evaluation: *Cameroon*

Presentation of the Draft Final Report
Preliminary Findings and Recommendations

Division for Oversight Services, Evaluation Branch

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Evaluation Team

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Country Programme Evaluation: Objectives

Period under evaluation: 2008-2011



To provide an independent evaluation of the **progress** or lack thereof, towards the **expected** and **unexpected results** outcomes envisaged in the UNFPA programming documents and missed opportunities;



To draw **key lessons**, and provide a set of clear and forward-looking options leading to strategic and actionable **recommendations for the next Programming cycle**.



Phases of the Evaluation Process

Preparatory Phase

- *Initial research and ToR Drafting*
- *desk review*
- *Stakeholder mapping*

Design Phase

- *Design (Methodology framework: evaluation criteria, evaluation questions, methods & tools)*
- *Development of a detailed evaluation plan*
- *Preparation of a Design Report*

Field Mission Initial Analysis

- *A field mission to clarify the understanding of the country development challenges, deepen the understanding of UNFPA programme and activities and identify and collect further documentation and data*
- *Debriefing of the preliminary findings to the CO*

Drafting Evaluation Report

- *Draft Evaluation Report*
- *Review Process*
- *Address comments and produce a Final Evaluation Report*

Management Response Dissemination and Follow-Up

- *Report is distributed to stakeholders in the country and at UNFPA headquarters*
- *Country Office and relevant services will prepare a management response to the evaluation recommendations*
- *Report made available to UNFPA Executive Board by the time of approving a new CPD*
- *The report, the Evaluation Quality Assessment and the management response will be published on the UNFPA website*
- *Follow up of recommendations one year later.*



Number of people met

INSTITUTIONS	NUMBER OF PEOPLE
UNFPA	27
CENTRAL GOVERNMENT	36
REGIONAL GOVERNMENT	97
INTERNATIONAL ORGANIZATIONS	31
CIVIL SOCIETY	54
FINAL BENEFICIARIES	87
OTHER	6
TOTAL	311

Focus Group / Group Discussions
Youth Organizations
NGOs
Journalists
Refugees
Peer Educators

The evaluation criteria/domains in a country programme evaluation

COUNTRY PROGRAMME EVALUATION

Component 1
Analysis of the **focus areas**

Component 2
Analysis of the **strategic positioning**

Relevance

Efficiency

Effectiveness

Sustainability

Strategic Alignment

Responsiveness

Added value

Evaluation criteria

Evaluation domains



Main Findings:

Strategic Positioning of UNFPA:

Corporate strategic alignment

To what extent is UNFPA support to Cameroon aligned with the Fund's strategic plan dimensions: capacity development, support to disadvantaged and vulnerable groups and South-South cooperation as appropriate to the Cameroon context

- Support to capacity development through technical assistance in RH has often led to substitution effects. Effects were more positive as regards training.
- Marked focus on vulnerable groups, with particular attention to young girls and women
- Apart from isolate initiatives, the CO has not engaged in South-South cooperation

Systemic strategic alignment (UNCT)

To what extent does UNFPA capitalize upon complementarities and avoids duplication with the UN country team

- UNFPA is contributing to the improvement of coordination within UNCT, both at the central and the regional levels
- Its contribution is particularly useful when UNFPA takes the lead of the coordination process

Responsiveness

To what extent has the CO been able to respond to changes in national needs, including national priorities? What was the quality of the response?

- UNFPA's response capacity is well appreciated, in particular as regards response to emergency situations
- UNFPA proved to be very flexible, adapting constantly to evolving national needs and priorities
- UNFPA has been able to seize opportunities for new and pilot initiatives in its mandate areas
- The two regional sub-offices contribute greatly to UNFPA's response capacity
- Overall, the response quality is good, although responses to local demands do not always have a clear strategic justification

Added value

To what extent observed results in the 3 focus areas would not have been achieved without UNFPA's support?

- UNFPA has made good use of its comparative strengths in each of its three mandate areas
 - Technical expertise
 - Policy dialogue
 - Only development partner active in certain areas

However

- UNFPA's added value remains often perceived as lying in concrete small scale actions



Main Findings

Focus Areas

Reproductive Health (1/2)

Relevance

Are the objectives of the SRH Component of the 2008-2012 CPAP (i) adapted to the needs of the population (ii) and in line with the priorities set by the international and national policy frameworks ?

- Good alignment with the ICPD agenda and national policy frameworks
- The CPAP is well adapted to the needs of the population, to the notable exception of provision of blood products
- However, attempts to cover a very large array of interventions creates a confusing framework for action

Reproductive Health (2/2)

Effectiveness

To what extent were the expected outputs of the CPAP achieved?

- Increased number of attended births at health facilities in districts supported by UNFPA
- Improved quality of services provided to pregnant and delivering women
- Development of adolescent-specific reproductive health (ARH) services
- Decrease in the risks and complications at birth

But

- Serious doubts that activities and interventions sponsored by UNFPA reach out to women and girls from poor households

Gender

Relevance

To what extent are the objectives of the CPAP (i) adapted to the needs of the population (ii) and in line with the priorities set by the international and national policy frameworks?

- Gender Issues are well taken into account in UNFPA's programming documents despite insufficient attention given by the government.
- Interventions are aligned with national and international agendas, plans, programs, policies regarding gender rights, prevention of abuse and discrimination against women, promotion of equal access to basic services:
 - Relevant support to the National Policy on Gender; DSCE.
 - *yet*
 - Gender Issues are superficially included in the Vision 2035.
- Regional disparities are taken into account regarding areas of intervention with emphasis on underperforming regions - North, Extreme North and East

Gender

Effectiveness

To what extent were the expected outputs of the CPAP achieved?


UNFPA support:

- ↑ • has allowed the expansion of knowledge about gender-related issues.
- contributed to increase awareness among the MINPROFF staff but not so clear by other Ministries - a step has been taken towards mainstreaming via the creation of gender focal points in sectoral Ministries
- ↑ • contributed to the National Policy on Gender which includes an action plan and the National Strategy to fight GBV
- ↑ • contributed to disseminate information and to promote behavior change through training and sensitization to hundreds of community leaders, of community-based workers, peer educators and social workers.
- ↑ • contributed to reach tens of thousands of people, with support from NGOs and CSOs involved in “Causeries éducatives” and “legal clinics”.
- ↓ • contributed to the creation of a national referral center for women victims of violence but with limited effectiveness,
- ↓ • with not so clear effects on awareness on Gender rights, HIV-Aids, Reproductive Health and Family Planning issues by refugee populations (mostly from RCA).

Population and development

Relevance

To what extent are the objectives of the CPAP aligned to the objectives in the DSCE and the Vision 2035 and responding to the national priorities?

- UNFPA's support has been highly relevant in the framework of Cameroon's core strategic policy documents and political discourse.
- UNFPA has granted careful attention to dialogue and consultative processes at the programming phase and throughout implementation  a key aspect to ensure continuous relevance.
- The sense of partnership has been instrumental both for relevance of the programme and cooperation in its implementation.
- Given the insufficient integration of P&D issues in policies and the weakness of the data collection and analysis system the actions of UNFPA are relevant to the needs of citizens at macro level

Population and development

Effectiveness

To what extent were the expected outputs of the CPAP achieved?

- Whereas integration of P&D issues is being achieved in MINEPAT at general level, there is no real integration into sectoral planning and policies.
 - ↑ • Inclusion in the political discourse at the highest level of P&D issues.
 - ↓ • The level of integration of P&D issues is general, without an analysis of the causes & consequences of planning with/without P&D data at sectoral level (DSCE, Youth National Policy; Employment Strategy;...)
 - ↓ • The level of integration of P&D issues, has not yet translated into a change of attitude vis-a-vis planning or acquisition of knowledge at decentralized levels.
- UNFPA has been a key contributor to obtaining better data in Cameroon - e.g. : 3rd General Population & Housing Census. However, the ability to transform data into real information that is usable for planning purposes has not yet been fully achieved.

All components

Efficiency

To what extent were activities managed in a manner to ensure the delivery of high quality outputs?

- UNFPA wants to work at all levels (P&D) then CO office staff is not sufficient!
- Generally disbursements are done in a timely manner
- In general disbursements are allocated in coherence with strategic priorities.
- Delays of implementation in particular in 2008.

All components

Potential sustainability: To what extent are the benefits likely to continue beyond program termination?

- No clear Capacity Development Strategy (consequences: fragmented capacity depending on ad hoc requests from partners).
- Very weak follow up post-training, which constitutes a limiting factor for sustainability.
- Continuous support to key actors (INS, MINEPAT, MINPROFF and MINSANTE) shows a logical strategic progression along successive programming cycles



However, no exit strategy can be found in the CPAP

Monitoring & Evaluation

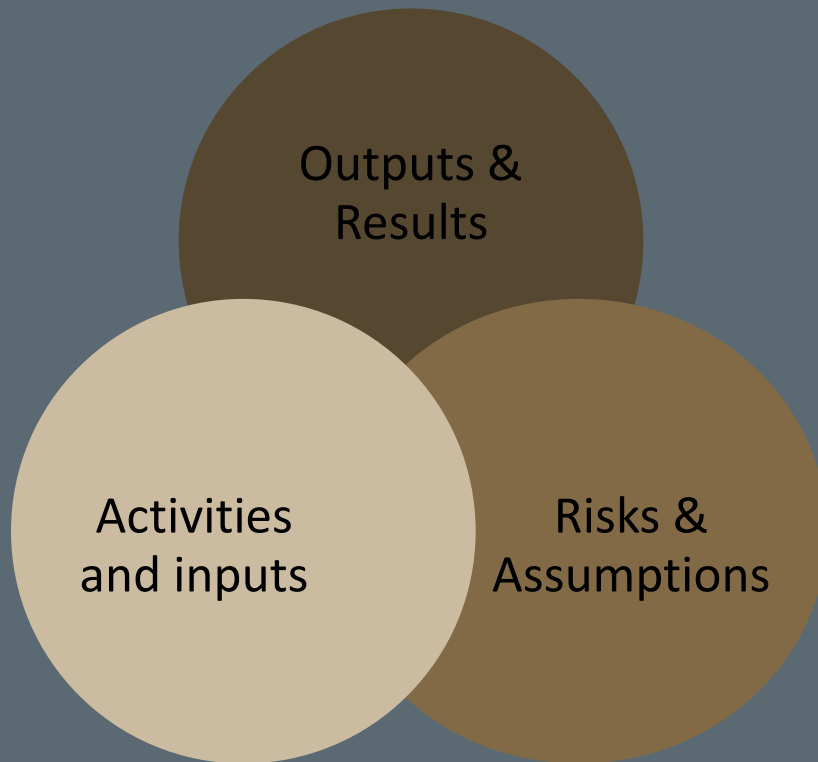
Aspects Analyzed

- Understanding **the M&E system**. Results emphasis: How does the CO monitors whether the CO is on track to achieve planned results; Who does what? Useful Indicators?
- Understanding **UNFPA's partners M&E system** and interface with UNFPA
- The extent to which UNFPA is **developing capacities of partners** on M&E systems, in particular national systems.

Objectives of our report

- Show M&E status and consequences for UNFPA and its managers.
- To offer a feasible road-map (short/long-term) towards improvement.

Description of UNFPA's M&E system



- M&E system centered on inputs and activities.
- Weak follow up of outputs & especially of results. Not systematic follow up, and not operative.
- Informal follow up of Risks & Assumptions -mainly at activity level. Not systematic or documented.

Main Conclusions

Strategic level

- UNFPA's country office is able to provide a quick and flexible response. Overall, the quality of the response is good, although it suffers locally from insufficient "filtering" of demands stemming from the field.
- UNFPA has demonstrated added value in its three focus areas, but this added value is not always correctly perceived by its partners and beneficiaries.
- Sustainability faces the double challenge of lack of an exit strategy and lack of a capacity development strategy
- As a consequence of a non-operational results-oriented monitoring system the CO cannot measure the degree of achievement of the different components of the programme, cannot be held accountable in an objective manner on its performance and cannot learn which approaches work and which fail, all of which are necessary to decide on future strategies
- UNFPA has until now focused its efforts at central level, with only marginal effects on decentralized actors or policies - The integration of P&D issues has not reached decentralized levels of Government .

Reproductive Health and Gender

- Good indications of tangible effects of UNFPA supported interventions in the field of RH and Gender
- Lack of continuity in some areas, particularly as regards sensitization and community-level work
- UNFPA has supported the introduction of creative ways to enhance financial accessibility to and sustainability of RH services
- At the decentralized level, focus is mostly on rural populations, leaving large urban centers not covered

P&D

- Integration of P&D issues is being achieved both in strategy documents and in MINEPAT but there is no real integration into sectoral planning and policies.
 - The marginal results achieved in this area makes integration in sectoral policies one of the two most important remaining challenges.
- UNFPA has been a key contributor to obtaining better data in Cameroon. However, the ability to transform data into real information that is usable for planning purposes has not yet been achieved
 - affecting all kind of data, from Census data, to any survey or study done in the country. The consequence of this step constitutes the second challenge for the Government and UNFPA in this area.

Main Recommendations



**What
direction?**



Main Recommendations

At Strategic Level

At Strategic Level

- Create conditions for sustainable effects: elaborate and integrate an exit strategy at both programming and implementation levels and develop a Capacity Development Strategy for the entire programming cycle
- Position P&D and planning in the decentralization process
 - local demographics course, municipal planning with P&D, proactive INS preparation anticipating decentralization, etc).
 - In depth studies linking P&D issues, scenarios and real consequences for Cameroon.
- Ensure appropriate allocation of resources and the development of mechanisms and control tools in the view of an effective results-oriented monitoring system



Main Recommendations

At Programmatic Level

Reproductive Health and Gender

- Expand work to large urban centers besides current focus on rural areas
- Documenting and ensuring continuity in sensitization / behaviour change communication activities
- A comprehensive strategy addressing Female Genital Mutilation could offer excellent results and constitute a flagship action for UNFPA in Cameroon

P&D

- Less focus on MINEPAT, more direct support at sector level.
 - Education, Youth, Employment, Energy
- Concentrate UNFPA's support on the transformation of data into usable information for planning.
- Early start of 4th Census starting by revision of lessons from the previous process.
 - Supporting the Gov. raising funds in a timely manner.
 - Targetting of journalists/opinion formers in basic technical aspects of the Census.



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National Stakeholders – Central Government, regional bodies and communities, NGOs, private sector

Partners – UN agencies, bilaterals, etc