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**Indigenous People (“pygmy”) Development Plan
for the
Participatory Community Development Programme**
(PNDP = Programme National de Développement Participatif)

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**Final Report
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1 EXECUTIVE SUMMARY

The Government of Cameroon has applied for technical and financial assistance in the preparation and implementation of a Participatory Community Development Program (PNDP). This program constitutes an important element of the national strategy for poverty reduction, economic growth, decentralization and good governance outlined in the national poverty reduction strategy. The PNDP aims to support community driven development by allowing communities and their local government to implement priority action plans through the strengthening of the fiscal, institutional, and administrative environment for adequate budget allocation, effective service delivery, and transparent management of financial services.

Beneficiaries of the PNDP consist of rural communities dispersed in all ten provinces of Cameroon, as well as other organizations including local and regional public administration, NGOs and other associations. A four year pilot phase will cover the provinces North, Center, West and South. The PNDP consists of four components:

- Financial support for rural community development (AFDCR);
- Strengthening of councils within the decentralization process;
- Capacity building at the local level; and,
- Project management and monitoring.

The World Bank is planning to support the PNDP with a significant amount of money. According to the Operational Directive 4.20. “special action is required, where Bank investments affect indigenous peoples, tribes, ethnic minorities, or other groups whose social and economic status restricts their capacity to assert their interests and rights in land and other productive resources.” Following the OD 4.20, the main objective of this *Indigenous people development plan* (IPDP) is to assure that the PNDP will respect the dignity, rights and culture of the indigenous population (IPs = Baka, Kola and Aka) in Cameroon and enable situations in which “mechanisms [are] devised and maintained for participation by indigenous people in decision making throughout project planning, implementation, and evaluation,” and to strengthen the institutions through which IPs can participate in their country's development. The OD fully recognizes that measures additional to those which are in place for the majority of the population may have to have additional elements added to enable IP to benefit from the project. This report shows how all these goals can be achieved.

From the legal point of view the IPs (in total around 30.000 individuals gathered in around 300 settlement in 33 councils) are citizens equal to all other people born in Cameroon, but they have neither the same political influence, legal status, organizational, technical or economic capacity as other groups in Cameroon. The Baka, Kola and Akas, who formerly ranged over broad areas of uninterrupted forest as full-time hunters and foragers, have increasingly been constricted to areas with home “bases” involving agriculture and outlying areas where some hunting and gathering is still practiced, though with different technology from the traditional net hunting. The former interdependence with village agriculturalists, with Baka, Kola and Aka supplying village labour during the hunting off-season, and villagers relying on pygmy production of meat and forest products from the wild, has become a situation of increased dependence of pygmies on villagers for cash income, work, and a few government-derived social services.

Has the increased dependence on farming, sedentary life for much of the year, and the desire to access social services turned “pygmy” communities into simple citizens of Cameroon like others - a few ethnic groups among many others? Decidedly not. Not a single Baka, Kola or Aka is working as a civil servant, no “pygmy” is a member of any of the 339 councils, only one of Cameroon's 13,000 villages had a pygmy leader prior the implementation of an IPDP in the Campo-Ma’an region. Even in the subdivisions, where pygmies form 30 or 50 percent of the population, no leaders are themselves pygmies. Few have identity cards that enable them to participate as citizens, because almost none can afford the US\$ 25 or so that it takes to acquire one. Nor do they have birth certificates, needed to register as voters. Rough estimates of cash income indicate that pygmy households may earn about one third of average rural incomes in the country. They have no way to acquire rights to “community forests” or to defend their possession of the remnants of their “homelands” from outside interests. One divisional officer refused the consultant permission to talk to “his pygmies,” and in general the pygmies are simply seen to be dependent, virtual non-members of the villages with whom they interact.

The PNDP proposes mechanisms for empowering local communities in Cameroon, but as the present state it is most likely, that pygmy communities will not be able, or enabled, to participate. Put most simply, their settlements are not recognized “communities”, and therefore they cannot interact legally with government service provision. Without special steps, IPs will not be able to benefit from the PNDP that is national in scope and in principle and by intention is open to everyone. There are several major risks resulting from the PNDP, which have to be mitigated to insure that the Baka and Kola do not

- become even more marginalized in the Cameroonian society,
- disintegrate for the decentralized system of administration,
- receive less assistance from governmental services,
- have less capacities to defend their legal rights,
- become or remain as dependents of other ethnic groups,
- lose control over the land traditionally utilized by them as source of livelihood and basis for their cultural and social system,
- have less access to education,
- have less access to health infrastructure,
- have less access to clean water,
- have less income from agricultural production,
- lose their cultural and social identity.

To mitigation these risks, the PNDP approved the following 15 activities. It is a mutual understanding that only the full implementation of the IPDP and all its components fulfill the requirements of the OD 4.20 and guarantee that the PNDP respects the rights, dignity and culture of the Baka and Kola and offer them equal or better opportunities to participate in the benefits offered by the PNDP. The PNDP undertook to

Establish equal legal opportunities

- Establish equal legal conditions for Baka, Kola and Aka individuals (ID-cards).
- Establish equal legal conditions for IP settlements (communities).
- Establish community forest or traditional hunting zones for IP communities.

Establish equal technical opportunities

- Assist the Baka, Kola and Aka to establish action plans at local level.
- Assist the IPs to participate equally in the elaboration of communal development plans.

Establish equal financial opportunities

- Offer the Baka, Kola and Aka AFDCR financed projects at a subsidized rate.
- Offer special programs for Baka, Kola and Aka to benefit from job creating opportunities within the PNDP program (teachers, health personal, civil servant etc).

Establish equal organizational opportunities

- Assist the Baka, Kola and Aka in decision making processes.
- Provide training on intercultural communication to civil servants and councilors working in subdivisions with IPs.
- Assist the Baka, Kola and Aka to establish independent bodies at the various levels to coordinate, communicate and facilitate the above stated activities.
- Include IP representatives in the various PNDP committees.
- Establish a participatory monitoring and evaluation system for the IPDP of the PNDP.

Equal cultural opportunities

- Sensitize the Baka, Kola and Aka on the risks of the development process.
- Assist IP association in capacity building to preserve the loss of traditional knowledge, culture and livelihood patterns.
- Foster the creation of forums for communication and exchange between IPs and other ethnical groups and accompany this process of mutual understanding.

The main actors of the IPDP are the PNDP in MINEPAT, the sub-department of marginalized population in MINAS, the MINAT, national and international NGOs, the associations of the indigenous people and the Baka, Kola and Aka themselves. At the present level none of the primary stakeholders has the capacity to implement an IPDP in accordance with the OD 4.20. Further training and an international supervising body is needed to strengthen organization, technical and financial capacities.

The IPDP should be coordinated by independent steering committees at national, provincial and council level assembling all stakeholders. The establishment of this implementation structure will take time and will develop along with mutual discussions on the IPDP. During this pilot phase of the IPDP (1-12/2004) an ad-hoc IPDP committee will start operations. The main focus will be on the establishment of the institutional framework, the sensitization of all stakeholders in general and the affected population in particular, the gathering of baseline data and the testing of more detailed activities in the pilot councils of the PNDP. During the establishment of the various committees (council, provincial and national level), which will involve all Baka, Kola and Aka settlements, the IPDP should be discussed in detail. Towards the end of 2004, when the IPDP committees at council level will be established, the IPDP should be redefined in a participatory process of all stakeholders.

In general, it can be presumed that the 15 activities of the IPDP, with a financial volume of USD 3.5 Mill (~ 2.5 % of the overall PNDP budget), are able to guarantee that the PNDP is executed in accordance with the OD 4.20 and that

- the PNDP strengthen traditional systems of governance and embrace the notion of community dialogue and traditional chiefdoms for all ethnic groups;
 - the PNDP reduces poverty for all ethnic groups and lower the dependence on and degradation of natural resources and encourage conservation;
 - the PNDP places rural roads and associated services to enable a more sustainable agricultural systems and timely evacuation of agricultural production;
 - the PNDP installs an effective management system of the natural habitats, which offers positive impacts to the entire population and the biodiversity;
 - the PNDP increases the quality of social infrastructure (schools, health centres, sport, leisure facilities, markets, etc.) and promotes sustainable rural development;
 - the PNDP respects the dignity, rights and culture of the Baka, Kola and Aka;
 - the PNDP assures that the Baka, Kola and Aka receive an equal or higher benefit from the PNDP than other ethnic groups;
- that the PNDP assists the Baka, Kola and Aka to increase their legal, political, societal, economical, cultural and psychological situations.

2 INTRODUCTION

The Government of Cameroon (GoC) has applied for technical and financial assistance in the preparation and implementation of the Participatory Community Development Program (*PNDP = Programme National de Développement Participatif*)¹. This program constitutes an important element of the GoC's strategy for poverty reduction, economic growth, decentralization and good governance outlined in the national poverty reduction strategy (*DRSP = Document de stratégie de réduction de la pauvreté*). The PNDP, which is a multi-donor program, is one instrument among others (as outlined in Annex 2) to achieve this common goal. The PNDP aims to support community driven development by allowing communities (people living in different villages within one subdivision) and their local government (councils) to implement priority action plans through the strengthening of the fiscal, institutional, and administrative environment for adequate budget allocation, effective service delivery, and transparent management of financial services.²

Beneficiaries of the PNDP consist of rural communities dispersed in all ten provinces of Cameroon, as well as other organizations including local (councils, villages) and regional public administration, NGOs and other associations. While the first four year phase will cover the provinces North, Center, West and South, it is foreseen that during the two later phases (of four years each) the PNDP will be implemented in the entire territory of Cameroon.

The PNDP consists of four components:

- Financial support for rural community development (*AFDCR = Appui financier au Développement des Communautés Rurales – in some documents also abbreviated as FADCR*);
- Strengthening of councils within the decentralization process;
- Capacity building at the local level; and,
- Project management and monitoring.

The World Bank is planning to support the PNDP with a significant amount of money (USD 50 Million). According to the Operational Directive 4.20. (OD 4.20) “special action is required, where Bank investments affect indigenous peoples, tribes, ethnic minorities, or other groups whose social and economic status restricts their capacity to assert their interests and rights in land and other productive resources.”

Due to the fact that the PNDP is a national program active especially in rural areas, it can be expected that it affects ethnic minorities – in particular those people, who are called by others “pygmies”. Following the procedures of best practice - documented in the OD 4.20 – an *Indigenous People Development Plan* (IPDP) should provide additional information to the existing social and environmental impact assessment (ERM 2003a) and the resettlement policy framework (ERM 2003b). Following the Operational Directive 4.20 of the World Bank, the main objective of this IPDP is to

¹ The English translation of the PNDP is elaborated in ERM 2003a.

² The following introduction on the PNDP is based on the following documents: PNDP 2002a, PNPD 2002b, ERM 2003a, ERM 2003b, ToRs for IPDP (Annex 1).

assure that the PNDP will respect the dignity, rights and culture of the “pygmy” population in Cameroon and assure that they are also benefiting from the PNDP (see Terms of reference = Annex 1).

Following the OP 4.20 and the terms of reference this IPDP will “include the following elements, as needed:

(a) *Legal Framework.* The plan should contain an assessment of (i) the legal status of the groups covered by the OD 4.20, as reflected in the country's constitution, legislation, and subsidiary legislation (regulations, administrative orders, etc.); and (ii) the ability of such groups to obtain access to and effectively use the legal system to defend their rights. Particular attention should be given to the rights of indigenous peoples to use and develop the lands that they occupy, to be protected against illegal intruders, and to have access to natural resources (such as forests, wildlife, and water) vital to their subsistence and reproduction.

(b) *Baseline Data.* Baseline data should include (i) accurate, up-to-date maps and aerial photographs of the area of project influence and the areas inhabited by indigenous peoples; (ii) analysis of the social structure and income sources of the population; (iii) inventories of the resources that indigenous people use and technical data on their production systems; and (iv) the relationship of indigenous peoples with other local and national groups. It is particularly important that baseline studies capture the full range of production and marketing activities in which indigenous people are engaged. Site visits by qualified social and technical experts should verify and update secondary sources.

(c) *Land Tenure.* When local legislation needs strengthening, the Bank should offer to advise and assist the borrower in establishing legal recognition of the customary or traditional land tenure systems of indigenous peoples. Where the traditional lands of indigenous peoples have been brought by law into the domain of the state and where it is inappropriate to convert traditional rights into those of legal ownership, alternative arrangements should be implemented to grant long-term, renewable rights of custodianship and use to indigenous peoples. These steps should be taken before the initiation of other planning steps that may be contingent on recognized land titles.

(d) *Strategy for Local Participation.* Mechanisms should be devised and maintained for participation by indigenous people in decision making throughout project planning, implementation, and evaluation. Many of the larger groups of indigenous people have their own representative organizations that provide effective channels for communicating local preferences. Traditional leaders occupy pivotal positions for mobilizing people and should be brought into the planning process, with due concern for ensuring genuine representation of the indigenous population. No foolproof methods exist, however, to guarantee full local-level participation. Sociological and technical advice provided through the Regional environment divisions (REDs) is often needed to develop mechanisms appropriate for the project area.

(e) *Technical Identification of Development or Mitigation Activities.* Technical proposals should proceed from on-site research by qualified professionals acceptable to the Bank. Detailed descriptions should be prepared and appraised for such proposed services as education, training, health, credit, and legal assistance. Technical

descriptions should be included for the planned investments in productive infrastructure. Plans that draw upon indigenous knowledge are often more successful than those introducing entirely new principles and institutions. For example, the potential contribution of traditional health providers should be considered in planning delivery systems for health care.

(f) *Institutional Capacity.* The government institutions assigned responsibility for indigenous peoples are often weak. Assessing the track record, capabilities, and needs of those institutions is a fundamental requirement. Organizational issues that need to be addressed through Bank assistance are the (i) availability of funds for investments and field operations; (ii) adequacy of experienced professional staff; (iii) ability of indigenous peoples' own organizations, local administration authorities, and local NGOs to interact with specialized government institutions; (iv) ability of the executing agency to mobilize other agencies involved in the plan's implementation; and (v) adequacy of field presence.

(g) *Implementation Schedule.* Components should include an implementation schedule with benchmarks by which progress can be measured at appropriate intervals. Pilot programs are often needed to provide planning information for phasing the project component for indigenous peoples with the main investment. The plan should pursue the long-term sustainability of project activities subsequent to completion of disbursement.

(h) *Monitoring and Evaluation.* Independent monitoring capacities are usually needed when the institutions responsible for indigenous populations have weak management histories. Monitoring by representatives of indigenous peoples' own organizations can be an efficient way for the project management to absorb the perspectives of indigenous beneficiaries and is encouraged by the Bank. Monitoring units should be staffed by experienced social science professionals, and reporting formats and schedules appropriate to the project's needs should be established. Monitoring and evaluation reports should be reviewed jointly by the senior management of the implementing agency and by the Bank. The evaluation reports should be made available to the public.

(i) *Cost Estimates and Financing Plan.* The plan should include detailed cost estimates for planned activities and investments. The estimates should be broken down into unit costs by project year and linked to a financing plan. Such programs as revolving credit funds that provide indigenous people with investment pools should indicate their accounting procedures and mechanisms for financial transfer and replenishment. It is usually helpful to have as high a share as possible of direct financial participation by the Bank in project components dealing with indigenous peoples." (OD 4.20)

The following report is the result of a short term consultancy carried out between March 10th 2003 and Mai 9th 2003. In 20 consultancy days Dr. Kai Schmidt-Soltau, the reporting consultant, assessed the impacts of and possible mitigation strategies for the PNDP in a participatory manner and in close collaboration with all stakeholders (governmental agencies, donor organization, indigenous populations in the meaning of OD 4.20, other rural populace, NGOs, etc.). The research had three phases:

- In the first phase, governmental bodies in charge of the PNDP (PNDP-Project Coordination, MINEPAT) and of ethnic minorities (Cellule des populations marginales et des sinistrés, MINAS), donor organizations with projects affecting indigenous people (Chad export project/World Bank, PGPA/GTZ, Proformat/GTZ, ECOFAC & SNV), NGOs (CERAD, INADES, RECOPY & Catholic Mission) and associations of indigenous people (ASBAK & CODEBABIK) were consulted to elaborate background information and assess existing approaches towards the integration of indigenous peoples into the development process.
- In the second phase, consisting of two fieldtrips of 5 days each, the Baka and Kola (the indigenous people covered in this study) were directly consulted. In the Baka settlements of Moangué le Bosquet and Abakoum (in the Haut-Nyong Division, East Province) and the Kola settlements (Bongouana, Maboulo and Mingo) (in the Ocean Division, South Province) possible impacts and mitigation measurements were discussed with the entire population and in separate meetings with the youth, old, men and women. A first focus was the impact of the different forms of legal administration (independent Baka/Kola village versus Baka/Kola quarter under a “Bantu” village leader). The second focus was on the various experiences in the implementation of community forests (incl. the participatory elaboration of a management plan) and in particular the difference between the Baka/Kola-only community forests and the joint “Bantu” and Baka/Kola community forests. A third focus was the level of interaction with other ethnic groups and the various perceptions of these interactions. Another point of discussion was the various approaches in rural development applied by governmental bodies, international donors and NGO, their impact on the Baka/Kola population and the Baka/Kola perception of donors, NGOs and the Baka and Kola associations. Additionally, the different elements and the expected results of the PNDP were discussed in detail with different focus groups (forest management committees, traditional ruler & members of Baka/Kola association) and the different strata of the Baka/Kola society (old, young, men & women).
- After the completion of the draft report, the findings and recommendations were discussed in a participatory workshop (incl. 4 representatives of the Baka, 4 representatives of the Kola, and representatives of PNDP, MINAS and several NGOs). The participants agreed with the general findings and recommendations (see Annex 8). In a second workshop the IPDP was adapted by the PNDP. It will be published in its present form as an official document of the Government of Cameroon (see Annex 9).

Following the terms of reference (Annex 1), the report has five chapters:

1. Executive Summary
2. Introduction
3. Baseline information on the “pygmy”-population
4. Impact and risk assessment - proposals for mitigation and compensation measurements
5. Proposal for an indigenous people development plan of the PNDP

3 BASELINE INFORMATION ON THE “PYGMY”-POPULATION

Pygmies have been a classic illusion of the unknown other and ultimate difference for long. Consequently, Borges (1970: 188) labeled them as one set of “imaginary beings” similar to banshees, sirens and trolls. But unlike the others, pygmies were identified over the years with a corporal form.¹ In the following much was written about them. While some scholars emphasized their homeostasis with a bountiful environment (Lee & deVore 1968, Schebesta 1938-1958, Turnbull 1961) and proclaimed that hunter-gatherer have found “a Zen solution to scarcity and affluence” (Sahlins 1968: 85) others have criticized these works and their underlying concept of an original affluent society (Lewin 1988) and have started to demystify the “noble savage”.

Between 150,000 and 200,000 so called “pygmies” are living today in the rainforest areas of Central Africa (Lee & Hitchcock 2001: 260), but these figures are all but precise. To define “pygmies” as a separate entity, they have to be distanced from their neighboring agriculturists.² Genetic studies have indicated that the differences between the “pygmies” and their neighbors are great enough to have required about 20,000 years of isolation (Cavalli-Sforza 1986: 414) and “pygmies” and their neighbors see the other as socially, economically, ideologically and politically different vice versa (Bahuchet 1993a). They are usually grouped by their languages (Table 1):

Ethnic groups (synonyms)	Region, population, classification of language and interrelation with neighboring ethnic groups	Source
Aka (Mbenzele, Bayaka, Babinga)	Cameroon (along the border with the Central African Republic), Central African Republic and Republic of Congo 30,000 – 35,000 (less than 500 in Cameroon) Bantu language. Permanent links with groups of Ubangians (Ngbaka, Yangere, Bofi, Biyanda) and Bantus (Ngando, Mbatu, Pande, Pomo, Mbimu, Kako, etc)	Demesse 1980, Bahuchet, 1985
Asua (Aka, different from the Aka in the CAR ; Bambuti)	Democratic Republic of Congo Approx 5,000 Sudanese language. In contact with Mangbetu groups (Maele, Meje, Aberu and Popoi), Babudu, Bandaka, Baberu, Babali.	Bailey et al., 1990

¹ Georg Schweinfurth encountered some forest-dwellers in the heart of the central African rainforest and wrote: “at last, I was able veritably to feast my eyes upon a living embodiment of the myths of some thousand years!” (Schweinfurth 1873, 2: 127)

² Since this study is an indigenous people development plan according to the operational policy 4.20 of the World Bank, it seems necessary to refer to the definition provided there: “The terms ‘indigenous peoples,’ ‘indigenous ethnic minorities,’ ‘tribal groups,’ and ‘scheduled tribes’ describe social groups with a social and cultural identity distinct from the dominant society that makes them vulnerable to being disadvantaged in the development process. (...) Because of the varied and changing contexts in which indigenous peoples are found, no single definition can capture their diversity. Indigenous people are commonly among the poorest segments of a population. They engage in economic activities that range from shifting agriculture in or near forests to wage labour or even small-scale market-oriented activities. Indigenous peoples can be identified in particular geographical areas by the presence in varying degrees of the following characteristics: (a) a close attachment to ancestral territories and to the natural resources in these areas; (b) self-identification and identification by others as members of a distinct cultural group; (c) an indigenous language, often different from the national language; (d) presence of customary social and political institutions; and (e) primarily subsistence-oriented production.” (World Bank OP.4.20)

Babongo (Akoa, Bazimba)	Gabon 2 000 Bantu languages.	Bailey et al., 1990
Baka (Bebayaka, Bibaya, Babinga, Bangombe)	Cameroon (South of east province and east of south province), Central African Republic, Gabon, Republic of Congo 30,000 to 40 000 (in Cameroon approx 25,000) Ubangian language. Permanent links with the Bantu (Kwele, Mbomam, Mvonmvon, Konabemebe, Djem, Nzime) and Ubangians (Bangando, Gbaya).	Ternay 1948, Vallois & Marquer 1976, Bailey et al., 1990, Dounias 1993, Joiris 1993.
Efe (Bambutu)	Democratic Republic of Congo Approx. 10,000 Sudanese language. Permanent relationships with the Lese, Karo, Mvuba, Lombi, Mamvu and Bira.	Bailey et al., 1990
Kola (Gyele, Bagyele, Bagiele, Bajeli, Bogyeli, Bako, Bekoe, Bakola, Babinga)	Cameroon (Western part of the south province), Equatorial Guinea. Approx. 3,500 ((in Cameroon approx 3,000) Bantu language. Contacts with the Basa, Ngumba, Mabea, Batanga, Iyasa.	Seiwert 1926, Castillo-Fiel 1949, Loung 1991, Koppert 1991.
Mbuti (Basua, Kango)	Democratic Republic of Congo Approx. 7,500 Bantu language. In contact with the Babila, Bandala in the centre and south of Ituri.	Bailey et al., 1990
Twa of the Ntomba	Democratic Republic of Congo Approx. 14,000 Bantu language. A caste within the following societies: Mongo, Ntomba, Ekonda, Bolia (called Oto).	Pagezy 1988
Twa of Kasai	Democratic Republic of Congo Approx. 5,000 Bantu language. Contacts with the Luba and Ndengese.	Pagezy 1988

Tab.1. The various “pygmy” groups in the central African subregion.

3.1 LIMITATIONS

This study focuses solemnly on Cameroon and those “pygmies” living in Cameroon.

Due to the limited time, the few Akas, who have camps on the Cameroonian side of the border with the Central African Republic were not visited during the fieldwork phase (in accordance with the ToRs) and are consequently not covered in detail in the background and impact assessment section of this report. It is assumed that this limitation does not influence the quality of the study, because the Aka in Cameroon are closely related to the Baka (Bahuchet 1993), share their livelihood patterns (Bahuchet 1990) and will face – most probably – the same risks and impacts as the Baka. The only difference might be, that it will be more difficult to legalize their settlements and land use titles etc., because they are perceived by government officials as citizens of the Central African Republic (pers. Comm.).

Some publications (Logo in press, Atangana 1999) hold the view that there is at least one more group of “pygmies” in Cameroon. Based on the work of Barbier (1978), they claim, that the Medzan or Bedzang (a group of about 1,500 individuals – Atangana 1999) are also “pygmies”. The scientific literature does not follow this request, because these people live as agriculturists outside the forest – in the Tikar plain in the northern part of the central Province – and do not utilize a separate language (SIL 2000).

The research conditions were most of the time very good, but it would have been easy to spend the double amount of time for the elaboration of the IPDP. Governmental bodies, NGOs and the rural population were very open and interested in the IPDP and the PNDP and participated actively in all discussion. Especially my host in the field (Valère and Simon in the east and Pierre and Charles in the south) were very instrumental for the elaboration of the report. Nevertheless, in Akom 2 (a PNDP pilot council), the divisional officer prohibited my communication with chiefs of the various Kola villages in the region, the NGO FAGAPECAM, and did not allow me to invite any representative of the Kola settlements to the workshop in Yaoundé. His argument was, that I did not apply for a research permission and that it is without this permission – even for a consultant of a governmental body (MINEPAT) - illegal to discuss in “his subdivision” with any of “his subjects” and particular with any of “his pygmies”.

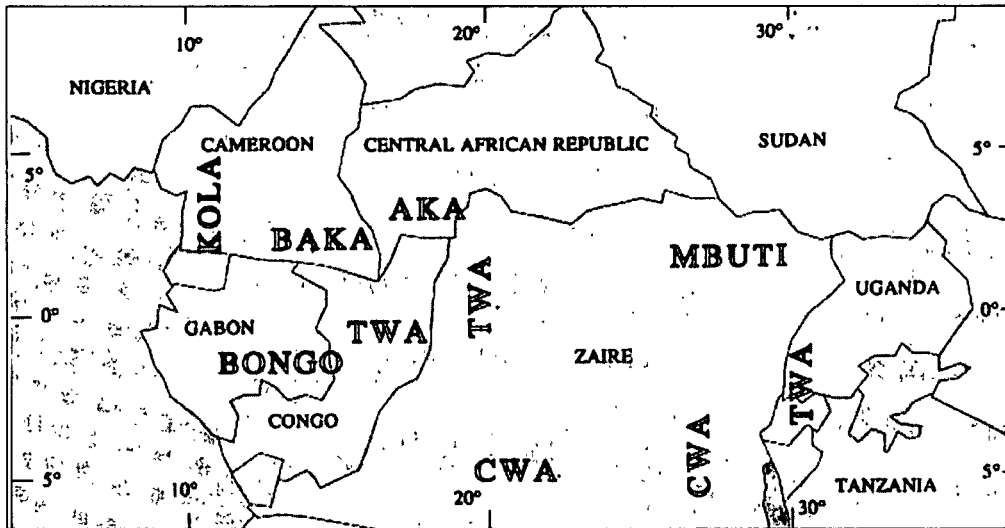


Fig. 1: The different “pygmy” groups in Central Africa. Source: Bahuchet 1993b: 38

3.2 THE BAKA AND KOLA IN CAMEROON

In the following, short background information on the Baka and Kola will be presented. While it is not suitable for an ethnological and anthropological study to present two ethnic groups as entity, I will do so in this report – which is not addressed to a scientific audience - and refer for a more detailed introduction on the difference and specific elements of the two groups to the literature quoted in table 1.

3.3 SOCIAL ORGANISATION

The smallest social unit among the Baka and Kola is the residence group (band), which is characterized by a separate compound like-settlement, which exists even within Baka or Kola “villages”. The members of the bands are living together throughout the year and have joint forest camps and land use areas. Each band is composed of different nuclear families and assembles around 50 individuals (Tsuru 1998:50). Due to the fact that men remain most of the time within their band when they get married, the social stratification can be described as patrilineal kinship. Consequently, a group of senior men, who were born within the band, is generally taking leadership in decision making. Due to the strong believe in the patrilineal ties – even though it is not as elaborated as among other groups - most bands are related to some other bands in their area. This more abstract level has its importance in the cultural live (joint rituals, incest taboo etc.) but can not be regarded as political nor geographical entity.

The decision making process at village level is searching for a consensus among all elders of the various band living within the village (in some villages up to 10). As to be expected in patrilineal kinship systems, women are hardly ever involved in the decision making process, even in cases, where the point of discussion is considered as a women topic (gathering, farming, etc.).

For external affairs (interactions with strangers, government officials, traders, etc.) each band appoints a leader-like-person – called *kokoma* in Baka -, whose qualification is mostly an “advanced” knowledge of French or a good relation with a government or “Bantu”-village official. The *kokoma* is a nominal leader for external affairs only and does not have any authority within the band. In accordance with this system of external relation have the independent Kola villages selected a “traditional ruler” to participate at meetings on council and sub-divisional level. But to perceive these chiefs as legal representative of the village, whose statements reflect the view of the village and are binding for there people is totally wrong. Social and political organization above the level of the band is a quite recent invention and does not go along with the traditional “consensus approach” of social interaction.

Nevertheless, charitable organizations (in particular the Catholic Church), development and conservation projects (in particular the SNV) have “assisted” the Baka and Kola to form two associations to secure the survival of Baka and Kola culture and protect their form of livelihood against “modernity” (pers. Comm.). Till date, both associations are heavily dependent on the organizational, technical and financial support of their donor organizations and the support of several NGOs working on and with the Baka and Kola population. The Baka NGO (ASBAK), which has offices in Lomié and Abong Mbang, was founded by former SNV extension-officers of Baka origin. The key group of actors is quite limited (not more than 10) and is perceived by SNV as “elite-association, with little or no relation with the ordinary Baka” (pers. Comm.), while most Baka interviewed were quite positive towards them (pers. Comm.). Nevertheless, ASBAK was conceptualized by some Baka informants as “*hyper-kokoma*” - a link to the outside world, without a say on internal affairs – (pers. Comm.). The association of the Kola (CODEBABIK) is even weaker. The leading group does not assemble more than 5 people – all of the same band – and is hardly known among other bands. CODEBABIK is perceived by the NGO-network working on and with the “pygmy” population (RACOPY) as one man show (pers. Comm.), which might be true, but is closely related to the traditional Kola concept of external affair management. From the critical point of view, one can argue, that it can not be the responsibility of the Kola external affair spokesperson, if NGOs miss-conceptualize him as representative according to the European or American concept of representation.

Associations of the Baka and Kola (Abbreviation and name)	Location
ASBAK = Association de Baka de Lomié	Lomié
ASBAK = Association de Baka de Abong Mbang	Abong Mbang
CODEBABIK = Le Comité de développement des Bakola des arrondissements de Bipindi et Kribi	Bipindi

Tab.2: The existing associations of the Baka and Kola population

The various NGOs working on and with the Baka and Kola are assembled in the Réseau de Recherche - Actions Concertées Pygmées (RACOPY) and are of various origin and backgrounds. While the organizations related in one way or the other to the catholic church (FONDAF, FONDAM, Foyes de Djoum, AAPPEC, CODASC) have a long established relationship with the Baka and Kola population, the environmental NGOs

and development or conservation projects have started their interaction with the Baka and Kola quite recently. Nevertheless, especially the SNV staffs has a much elaborated knowledge on and close interaction with the Baka in and around Lomié and in and around Kribi, Ma'an, Campo and Akom 2.

NGOs working on or with Baka and Kola (Abbreviation and name)	Location
RACOPY = Réseau de Recherche – Actions Concertées Pygmées	Yaoundé
South Province	
FONDAF = Foyer notre dame de la forêt	Bipindi
Planet survey	Lolodorf
FAGAPECAM = Fédération des associations, des GICs des agriculteurs, pisciculteurs et éleveurs du Cameroun	Akom 2
FONDAM= Foyer notre dame de la forêt	Kribi
Projet Campo Ma'an (SNV)	Kribi
Foyer des jeunes filles Baka de Djoum	Djoum
CED = Centre pour l'environnement et le développement	Djoum
East Province	
CADEF = Comité d'action pour le développement des femmes de Lomié et ses environnement	Lomié
PERAD = Protection de l'environnement recherche et appui au développement	Lomié
AJDUR = Association des jeunes pour la gestion durable des ressources	Lomié
CIAD = Centre international d'appui au développement durable	Lomié
SDDL = Projet Soutien au développement durable de la région de Lomié/Dja	Lomié
AAPPEC = Association pour l'autopromotion des populations de l'Est du Cameroun	Lomié
SNV = Netherlands development organization	Lomié
AAPPEC = Association pour l'autopromotion des populations de l'Est du Cameroun	Les Bosquet
AAPPEC = Association pour l'autopromotion des populations de l'Est du Cameroun	Djouth
AAPPEC = Association pour l'autopromotion des populations de l'Est du Cameroun	Ndelele
OAPIDE = Organisation d'appui aux initiatives de développement et de l'environnement	Mindourou
AAPPEC = Association pour l'autopromotion des populations de l'Est du Cameroun	Abong Mbang
AAPPEC = Association pour l'autopromotion des populations de l'Est du Cameroun	Salapombe
OCBB = Observatoire des cultures Baka et Bantou pour l'éducation environnemental et le développement communautaire	Ngoyla
CODASC = Comité Diocésain d'Appui aux Activités Socio Caritatives	Yokadouma
AAFEBEN = Appui pour l'autopromotion des femmes de la Bomba et Ngoko	Yokadouma
AAPPEC = Association pour l'autopromotion des populations de l'Est du Cameroun	Yokadouma
AAPPEC = Association pour l'autopromotion des populations de l'Est du Cameroun	Molondo
SNV = Netherlands development organization	Yokadouma
PROFORNAT Project (GTZ)	Yokadouma
CIFAD = Cercle international de formation pour le développement	Yokadouma
CERAD = Centre de recherche et d'action pour le développement durable	Bertua

Tab.3: A list of NGOs working on and with the Baka and Kola population

3.4 THE BAKA AND KOLA WITHIN THE LEGAL FRAMEWORK OF THE STATE

From the legal point of view, Baka and Kola are citizens equal to all other people born in Cameroon (Preamble of the constitution of 18/1/1996), but they are neither represented in any of the 339 councils in Cameroon, nor in the state administration nor the parliament and not a single Baka or Kola is working as civil servant (pers. Comm.).

Among the 13,000 villages in Cameroon, only one has a Baka as governmentally recognised leader (Moangué le Bosquet). In the Ma'an, Campo and Akom 2 subdivision most Kola settlements are due to the assistance of the SNV and following recommendations of GEF, which is funding the conservation project Campo/Ma'an (run by SNV), certified as independent villages. This very recent development was only achieved following external influence (pers. Comm.) and had a very limited magnitude, because it is limited solemnly to these three subdivisions. In none of the neighboring subdivisions, which also assemble significant Kola populations, any Kola settlement managed to be certified as independent village. As justification, territorial administration refers to the fact that all Baka or Kola settlements are due to the historical links with their "Bantu" neighbors parts of these "Bantu" villages (pers. Comm). This might be true, but if Kola settlement are allowed to separate from their "Bantu" neighbors with the blessing of the government in one part of the country – which is perceived by the Kola as a very positive achievement -, it seems not logic to prohibit and/or delay the process of village independence in other areas. The option to act as separate villages is very important for the development of the Baka and Aka, because only villages – as the lowest administrative entity in Cameroon – hold rights over the territory and the utilization of revues.

The misrepresentation of Baka and Kola even in those sub-divisions in the south of the east province, where especially the Baka form a significant proportion of the population (between 20% and 50 %) has several reasons. Beside of problems of compatibility of the traditional setting with the democratic way of decision making through representatives, the fact that most Baka and Kola do not hold ID-cards or birth certificates, which are necessary to enroll as voters during elections, is seen as ample justification by the local administration (pers. Comm.).

The President of the Republic of Cameroon - Paul Biya - made clear, that "the pygmies are not different from any other Cameroonian citizen" (Biya quoted in: Logo 2002), but to act as an equal citizen, the Baka and Kola need ID-cards. Beside of documented cases of racism among the local civil servants in charge of issuing ID-Cards (pers. Comm.), it is mostly the monetary aspect, which makes it difficult for the Baka and Kola to act as full Cameroonian citizens. My informants stated, that the whole procedure costs at least FCFA 15,000 (USD 25), which is far beyond the financial capacities of most Baka and Kola (the average total annual cash income per capita among the Baka and Kola is said to be around USD 50). RACOPY has applied to the governors of the south and the east province - in accordance with best practices, which prescribe special attention and rights to minorities (Leurat 1998) - to assist the Kola and Baka in their struggle to obtain ID-cards, by providing ID-cards to Baka and Kola at subsidized prizes, but without much

success. In general my informants and the NGOs contacted are of the view, that it is not the central administration or the legal setting as such, which make it difficult for Baka and Kola to receive equal treatment by governmental administration, but the ignorance of the individuals in charge (pers. Comm.).

The governmental structure in charge of indigenous people (Sub-department of marginalized population and victims), which is based in MINAS, is understaffed (1 chief of service and 1 field officer) and under-budgeted (in fact they do not have a separate budget, no vehicles or travel allowances) and due to that unable to carry out any sensitization and/or training outside the national capital (pers. Comm.). The NGOs assembled in RACOPY are also prepared to offer sensitization and training for governmental extension officers, but did not manage to receive funding for these activities (pers. Comm.). At divisional and sub-divisional level, the MINAS structures are prepared to assist the Baka and Kola in their struggle to become more involved into the development process and it is said that MINAS had quite a positive impact in the area of educational assistance (pupil and student grants, educational material and subsidized medical services) before the economic problems in the mid 90ties. Today they have hardly the means to carry out any activity. A sub-divisional delegation of MINAS has an annual operational budget of FCFA 450,000 (~ USD 670) for all activities including among others the work with marginalized population. In contrast to governmental bodies, some of the NGOs are quite well equipped, but it is said, that the overheads and central administration is often consuming most of the budget. Former field officers of SAILD, which had a Kola project in the Lolodorf subdivision, stated that from a general budget of FCFA 430 Mill. only 60 Mill. were used for operational activities.

Within the double structure of administration in rural areas (appointed divisional officers administering sub-divisions and elected mayors running rural councils) the interests of Baka and Kola are often at the mercy of civil servants without any sensitization or training in intercultural communication and/or elected mayors, which are seeing themselves as representatives of their voters, which are - due to the low number of Baka and Kola with ID-cards – mostly “Bantu”.

The Baka and Kola are due to these problems and as a result of their low capacities to argue within the legal framework of the state, which is again a result of the absence of ID-cards and their low level of integration into the national education system - which is at secondary level only open to citizens -, hardly able to defend their right.

3.5 *ECONOMY AND ENVIRONMENT*

From the original setting Baka and Kola are pure hunter-gatherer, who hardly cultivate anything. Several sedentarisation campaigns during and after the colonial times resulted in the fact, that already in the sixties most Baka and Kola had a permanent plot, where they live most of the year (Althabe 1965). During the process of sedentarization the Baka and Kola adopted the subsistence mode of agriculture practiced by the other ethnic groups resident in the region. During most of the year, the Baka and Kola stay in their

permanent settlements, where the men slash and burn the forest and the women plant and harvest crops. There is a significant difference in the level of sedentarisation between the Kola and Baka. While the Kola hardly go out for longer and further hunting trips, the Baka, who live outside the major villages, are still quite mobile and spend up to 1/3 of their time in the forest.

Both groups live most of the time in semi-permanent settlement near the villages of agriculturists and maintain economic and ritual relationship with these villagers, but during the major dry season (November to March) the Baka move to their forest hunting camps, while the Kola only carry out short-term hunting trips (up to a week). While the Kola have – due to their limited hunting activities – not maintained their hunting camp lifestyle, most Baka bands have several camp-sides far inside the forest. Camps are changed as soon as the animal population and availability of non-timber-forest-products around the camps is reducing – a quite good indicator for sustainable forest management. The traditional hunting methods (spear hunting and net hunting) are dying out and most Baka and Kola men use snares. My Kola informants could not even remember that they ever went hunting with nets or other traditional hunting tools. The level of hunting has increased in the last years due to a high demand for dried bushmeat. Especially young men are able to generate some income, which is mostly spent on drinks in their permanent camps. The women gather wild jams, iron leaves (*gnetum* sp.), *landolphia*, various fruits and mushrooms in small groups, while the gathering of wild honey is considered as a men's activity. Near the end of the dry season men and women perform together fish-bailing in smaller streams. In general, it has to be said, that the living conditions of forest societies such as the Baka and Kola are less idyllic than the outsiders' perception of it. Logging, conservation activities (such as the creating of national parks – Schmidt-Soltau 2003) and an increase in cash-crop farming (solemnly organised by "Bantus") have reduced the space available for hunting and gathering. Nevertheless, the Baka and Kola are not able to generate more than 30% of the average cash-income of their neighboring agriculturist. While the "Bantus" are able to generate around FCFA 100,000 (USD 150; Schmidt-Soltau 2002) per capita p.a., the Baka and Kola do have an average annual cash income of around FCFA 30,000 (USD 50; pers. Comm.) per capita.

A spiritual, economic and health related risk arises from the logging of the Mouabi tree, which is the only source of vegetable oil for the Baka and Kola. To compensate their reduced hunting and gathering area, Baka and Kola had to adapt new hunting methods and to abandon traditional gathering techniques and to become more and more involved in pure agricultural livelihood pattern.

3.6 THE TRADITIONAL SYSTEM OF LAND TENURE

To explain the traditional system of land tenures is either quite easy – because it does not exist in the form of landholdings etc – or quite complex, because land is managed commonly. Before the "Bantu" expansion, the Baka and Kola bands were utilizing the entire north-western part of the Congo-basin for their hunting-gathering activities

demarcated in the east by the Sangha, in the west by the Atlantic, in the north by the Sanaga and in the south by the Ntem. The bands and groups did not have a defined area, but a quite elaborated system of sustainable forest management: as soon as the utilization of a given area resulted in visible impacts (less success in hunting and gathering) they changed to another area. With the arrival of the “Bantu”, this system changed in so far, as the “Bantus” used certain areas along the rivers for their slash-and-burning agriculture and started to exchange this and that with the Baka and Kola. The Baka and Kola started to stay parts of the rainy season close to the “Bantu” settlements, to exchange dried meet against manioc and other farm products to avoid periods of hunger arising from the reduced hunting and gathering options during the rains. The system of land tenure among the Baka and Kola did not change during that time, but the territory utilized was reducing, since hunting and gathering does not make sense close to agricultural areas. During the colonial and post-colonial times, plantations, population increase, accelerated agricultural production at village level, conservation projects and logging activities reduced the territory available for the Baka and Kola tremendously, but they were and are not able to defend their land against external penetrations. The reduced space available for hunting and gathering, the options to work as manual laborer on the small scale plantations of the “Bantu” and the sedentarisation campaigns resulted in longer and longer periods inside camps near the “Bantu” villages. From a certain point on some Baka and Kola (in the west earlier than in the east) started to have their own small garden-agriculture. Due to the lack of an own system of landholdings, they utilized the land-tenure systems elaborated by the Bantu to manage these farms, but maintained the idea of an open forest outside the agricultural area. Nevertheless, the process of sedentarisation, together with the environmental degradation resulted in a reduced area of forests utilized by the various Baka and Kola bands, because even their small scale garden-agriculture does not permit them to travel far away from their farms and permanent plots. While in discussions most Baka and to a lesser extent also the Kola maintain the idea of a collective forest open for all, in reality one can demarcate the extend of land utilized by the different bands and settlements (pers. Comm.), These areas are under pressure because neither the Baka nor the Kola have developed efficient strategies to protect the forest utilized by them. In the long run, the absence of traditional methods and systems to defend their “property” against strangers and the absence of legal landholdings (provided by governments) have resulted in an increasing vulnerability of the livelihood, culture and lifestyle of the Baka and Kola, which are forced more and more – due to the absence of the alternative to disappear to the forests - to become dependents of their neighboring “Bantus”.

3.7 THE ECONOMIC ACTIVITIES OF THE BAKA AND KOLA WITHIN THE LEGAL FRAMEWORK

An important legal issue, which has a very negative impact on the livelihood of the Baka and Kola, is the absence of individual or group related land use titles in Cameroon (Fissy 1996). Due to that, the economic basis of the Baka and Kola depends on the goodwill of government officials and/or their “Bantu” neighbors, who have in most

cases more elaborated capacities to discuss legal issues with governmental bodies. The fact that all civil servants are “Bantus” increases the disadvantage for the Baka and Kola. It has been argued for long, that property rights of land according to the common law have to be acknowledged by all stakeholders (the state, the “Bantus” and the “pygmies”), but it has not resulted in any legal recognition. Even the relatively new form of communal ownership (community forest) does not include specific measurements to legalize the traditional land use title of the Baka and Kola communities. They are considered as parts of the nearby Bantu villages and remain due to that without separate community forests (Abildo et al 2002). Informants from a Baka settlement, which has a community forest together with their “Bantu” neighbors, expressed the fear - based on their experiences with the distribution of forestry related revenues - that they will not receive an equal share of the benefits generated by the community forest.

3.8 PHILOSOPHY

The Baka and Kola have a full pantheon of spirits in their religious system. These spirits - called *me* in Baka - are clearly distinguished from the Christian concept of God. They are of the view that the spirits live in forest camps similar to those used by the Baka and Kola. The spirits, are quite human like – they have two sexes, hunt animals, speak the Baka/Kola language and sometimes play tricks on people, who do not behave according to tradition (esp. those who do not like to stay in the forest) – and visit the camps in the forest occasionally to dance and sing with the Baka and Kola. Spirits are quite positive creatures, which do neither use sorcery nor witchcraft but assist individuals with educative dreams (providing useful information on forest related topics). Consequently it is believed that “good people” are joining the spirits after their death (Joiris 1996). Tsuru outlines a long list of rituals, which the Baka have to perform to keep in touch with the *me* and also the Kola are investing quite something into their relation with the world of the spirits. It is believed, that if these rituals are not performed (for example because they do not have access to remote forests areas again) it results in negative consequences for those who missed to perform their duty (Tsuru 1998).

3.9 EDUCATIONAL SERVICES AND ACCESS TO HEALTH FACILITIES

The times when education was perceived as a positive development per se has passed. Nevertheless, all respondents and most authors (Atangana 1999, Kamei 2001) working on the Baka and Kola are of the view, that formal education, despite its negative impacts on traditional knowledge-systems, is of primary importance for the survival of Baka and Kola identity in Cameroon (pers. Comm.).

In general, there are two different models employed in the education of ethnic minorities. While Homan (1992) favors separate schools, which can be adapted more easily to the lifestyle of mobile people, Garcia (1992) advocated for a joint education with other ethnic groups. Both types of education systems are available for Baka and

Kola children, all under the supervision of the catholic mission in Cameroon. While the boarding schools run by the Catholic Church (foyes) are exclusively addressing Baka and Kola children, other catholic schools (Frères des ecoles chrétiennes) utilize the ORA (Observer, réfléchir, agir) method elaborated by Father Antoine, Father Wissmann and Father Paul Cuypers. The integrative approach has the advantage that they open the way for Baka and Kola children to progress within ordinary schools. The most prominent and detailed publication (Kamei 2001) and most Baka and Kola interviewed have no preference of which schooling type fits their interests best. They are aware of the advantages and shortcomings of both schooling types and are waiting for the long term results, because till date no Baka or Kola had made his way up to university level, a goal which is seen as important benchmark.

Due to the fact, that the normal health system in Cameroon is based on advance-payment of the consultation fee and medication, Baka and Kola are often – due to their insufficient capacities to generate and store money - not able to afford the necessary treatments for themselves and/or their children. The missions active in the region and the major NGOs have adopted several different systems to cure the Baka and Kola – mostly subsidizing the fees or the medication in one way or the other. The most effective and elaborated system was installed – according to most NGOs contacted - by the Dzanga-Sanga Project in the nearby Central African Republic. Aka “health scouts” and a mobile clinic, which fits into two Aka baskets, keep contact between the different bands and the medical services. While the patients have to pay for the consultation (the equivalent of two bottles of local alcohol), the medication is provided free of charge. While governmentally organized immunization campaigns often “miss” the Aka, because they are during the campaign period - mostly December/January – not in their permanent settlements, the project pays local trained health personnel to visit the Aka even deep in the forest to offer free treatment and medical education (including HIV/AIDS) (Kretsinger 1993). This system is considered as best practice, but due to lack of finances not yet operational in Cameroon (pers. Comm.)

3.10 THE INTERACTION WITH THE NEIGHBOURING ETHNIC GROUPS

Baka and Aka have been in contact with other ethnic groups for at least 500 years (Bailey et al. 1993), but the nature of this interaction, the length and its impacts for past, present and future interaction varies not only between the different groups but even between bands of the same group. This interaction has resulted in very different perceptions and interpretations. While some describe the interaction between Baka, Baka and their “Bantu” neighbors as slavery (Turnbull 1961), others see them as an excellent intercultural partnership (Grinker 1994). The interaction as such existed for long, but without an option to “disappear” into the forests (because the forest is no longer accessible due to logging, farming or conservation projects), the exposure to the monetary mode of interaction and the impact of governmental services (forced sedentarisation, forestry laws etc.) changes the modes of interaction. The hunter-gatherers lose parts of their economic and spiritual power and become more and more dependents of their “Bantu” neighbors. Ngima (2001) offers a list of “requests” made by

“Bantu” and Kola to keep their original harmonic form of interaction alive, which was reproduced in one way or the other in my meetings with Baka, Kola and “Bantu” population:

- Increase the involvement of internal and external elite in decision making process on matters related to the utilization of forest.
- Fulfill the expressed needs by investing in the construction of roads, dispensaries or health centers, schools, football fields, cultural animation etc.
- Bann the disordered logging by “strangers”.
- Protect medical plants, fruit trees, wild yams and other plant and animal species with have a cultural and economic (subsistence) value for the Baka, Kola and “Bantu”.
- Offer legal user rights following traditional land-use-patterns (esp. the Mouabi tree).
- Establish a better regulation and monitoring of the work carried out in the forest by the various actors.
- Assist in the sustainable management of forests.
- Employ the youth of the “Bantu” villages and the Baka, Kola settlements for all kind of manual labor (infrastructure etc.).
- Legalize the traditional land use titles of the Baka, Kola and the “Bantu” (incl. individual farmland and communal hunting and gathering zones).
- Involve at all cost the local people (“Bantu” and Kola) in the decision making process. (Ngima 2001: 233).

The Baka, Kola as well as their “Bantu” neighbors are aware of the fragile nature of their interaction and it was expressed in most meetings, that it is not bad intention, which drives “Bantus” increasingly often to “disfavor” their Baka or Kola partners, but the lack of opportunities to increase the income as a team. Both sides expressed their availability for a joint approach to development, but they also made clear, that if development is only possible at the cost of the Baka and Kola, most “Bantu” could not afford to miss this opportunity because of economic reasons.

3.11 THE INTERACTION WITH OTHER PROJECTS

As stated above a good number of development and conservation projects are active on the territory utilized by the Baka and Kola. Some of these projects were able to establish quite close relationships and to mitigate impacts, offer compensations and include the Baka and Kola into the group of beneficiaries. Two projects (Projet d’Aménagement et de conservation de la biodiversité de Campo-Ma’an and the Cameroon-Chad export project), both financed by the World Bank, elaborated IPDPs and have started to implement them. In the area of Campo, Ma’an and Akom 2 (the sub-divisions surrounding the Campo-Ma’an forest reserve), Kola villages were assisted to achieve

their administrative independence and are at the moment – with the help of NGOs and other service providers - in the process of applying for community forests. The population affected by the conservation projects perceived the applied measurements (promote village independence, facilitate the access of Kola communities to governmental structures and decentralized services - incl. councils -, assist the Kola with capacity building activities and protect traditional land use areas of the Kola with the help of legal procedures for community forests) as successful assistance.

4 IMPACT AND RISK ASSESSMENT - PROPOSALS FOR MITIGATION AND COMPENSATION MEASUREMENTS

In the following, impacts on the Baka and Kola population which might result from the PNDP esp. from the anticipated community micro-projects will be discussed in detail. The chapter discusses the possible *positive* impacts and *negative* impacts of the PNDP incl. cumulative impacts, and begins – following the logic of the logframe – with the conclusions on the overall impacts of the PNDP.

In the positive scenario of a successful PNDP, which works in accordance with the visions and approaches set up in the various PNDP documents and the World Bank guidelines, the PNDP will foster full respect for dignity, human rights, and cultural uniqueness, protect the indigenous people from suffering adverse effects during the development process, and guarantee that the Baka and Kola receive culturally compatible social and economic benefits equal or higher than those offered to other beneficiaries.

There are several major risks resulting from the PNDP, which have to be mitigated to insure that the Baka and Kola do not

- become even more marginalized in the Cameroonian society,
- disintegrate for the decentralized system of administration,
- receive less assistance from governmental services,
- have less capacities to defend their legal rights,
- become or remain as dependents of other ethnic groups,
- lose control over the land traditionally utilized by them as source of livelihood and basis for their cultural and social system,
- have less access to education,
- have less access to health infrastructure,
- have less access to clean water,
- have less income from agricultural production,
- lose their cultural and social identity.

Discussion with project sponsors and stakeholders indicate that all parties involved are prepared to assist the indigenous population to face these risks. Nevertheless, the low level of decentralization in the existing governmental structures results quite often in a low level of knowledge on the importance or even existence of the Baka and Kola culture. The low competence of civil servants at council and other levels in dealing with marginalized ethnic minorities results quite often in ignorance against these minorities or in crude protectionisms, patronage systems and/or the celebration of “ethnic domination”. All these phenomena have to be considered as the main threat for the full integration of the Baka and Kola population into the Cameroonian society and all mitigation systems elaborated by the governmental authorities.

Before focusing on the detailed risks and impacts resolving from the four components of the PNDP, the general societal setting has to be discussed. From the general risks outlined above, three specific elements can be considered as institutional hindrance for the Baka and Kola population to act as equal citizens:

1. Most Baka and Kola do not have ID-cards - according to a survey organized by an NGO less than 10 % - and are due to that not able to interact on a legal basis with governmental services.
2. Baka and Kola settlements are most of the time not considered administratively as independent communities and are due to that most of the time not able to express their common needs towards governmental institutions.
3. Land-use-areas in Cameroon – especially those of ethnic minorities, hunter-gatherer societies, and/or settlements without a legalized status as independent communities – do not enjoy any form of legal protection.

Mitigation measurements:

1. Following the recommendations of RACOPY (Réseau de Recherche - Actions Concertées Pygmées – see Annex 6), sensitization campaigns for relevant civil servants (those issuing birth-certificates, certificates of nationality and ID-cards in the subdivisions with Baka and Kola population) and the Baka and Kola population together with subsidized fees for the establishment of ID-cards for Baka and Aka will guarantee that Baka and Kola are becoming citizens equal to all other Cameroonians.
2. Based on a sensitization campaign among divisional officers and other MINAT civil servants in those subdivisions with Baka and Kola population and supported by an order of MINAT to promote the administrative independence of Baka and Kola communities, a discussion process with the Baka, Kola and “Bantu” population of the various existing villages should be facilitated. This will lead to an ethnically balanced decentralization and communal reorganization in Cameroon. Following the recommendations of GEF, the implementing agency of the Campo Ma’an forest reserve (SNV) has already tested these proceedings in the Ma’an, Campo and Akom 2 subdivisions with success.
3. Based on the legal procedures guiding the implementation of community forests, the recommendations outlined under point 2 and supported by a well facilitated discussion of all stakeholders (state, “Bantu” and Banka/Kola population) it should be possible to establish over the years a well equipped community forest for all Baka and Kola settlements, which allow the populace to continue to a certain degree their hunter-gatherer lifestyle. In and around the Campo-Ma’an forest reserve several NGOs supported by SNV and following the recommendations of GEF have started the establishment of community forests for Kola and for their “Bantu” neighbors. Even though not a single community forest has been certified in the region yet, it is said that all stakeholders are accepting the new land-use-laws, because they offer benefits for all. In the east province the management committee of the Moangué le Bosquet community forest stated that the key factor for the only certified “pygmy” community forest in Cameroon, was the fact, that the surrounding “Bantu” villages received the same support.

In the following the overall positive environmental and social impacts – as outlined in the *Environmental and Social Management Framework* – will be discussed in the

context of the outlined aims and objectives of the OD 4.20 and in view of the 4 components of the PNDP.

4.1 COMPONENT 1: FINANCIAL SUPPORT FOR RURAL COMMUNITY DEVELOPMENT

The objective of this component is to provide budgetary support for the implementation of activities proposed by communities in their *Community Development Plans* at council level and in *Development Plans* at local level. Priorities will be identified through a participatory assessment with community stakeholders including village chiefs and peasant associations. To obtain budgetary support for a particular micro-project or activity, communities will have to provide evidence of the following:

- a) Prepared development plans using a participatory process;
- b) Development of a priority action plans;
- c) Set up clear management arrangements;
- d) Offered contribution by the community (cash, labor, materials);
- e) Opened a bank account;
- f) Established legal status; and,
- g) Application of environmental and social screening mechanisms for each micro-project or activity.

Before focusing on the different activities to be financed through the AFDCR, it can be said on the basis of the background information provided in chapter 2 and the assessment of the organizational, technical and financial capacities of the Baka and Kola villages, that at the present stage, none of the Baka or Kola settlement will be able to establish a action plan (local level) on their own, participate as equal stakeholders in an community development plan, establish legal procedures and/or apply environmental and social screening mechanisms for their micro-projects. According to governmental officers, NGO-representatives and the affected population themselves, it is presently even difficult to involve the Baka and Kola population in the well facilitated and 100 % outside financed approaches of the Catholic Church and/or the various NGOs acting as implementing agents for SNV. Without additional assistance in the elaboration and implementation of action plans, it can be expected that the high requirements to apply for funding will exclude the Baka and Kola population from the group of possible beneficiaries.

Beside of this overall risk – to be excluded from possible positive impact - specific risk resolving from certain activities or project elements – outlined in the table 4 - there are certain risks, which might in their cumulative appearance, hinder the full or even partial integration of the Baka and Kola into the PNDP and obstruct their participation in the documented possible positive impacts of the PNDP:

1. The low economic capacities of the Baka and Kola communities might result in the fact that they are not able to carry out some or even any project desired by their populace.

2. The low capacities of governmental facilities and NGOs working with the Baka/Kola in the perspective of intercultural communication might increase their dependence from these service providers and increase their marginalization.
3. The economic development intended by the PNDP might in the long run be incompatible with the livelihood patterns, lifestyle and believe system of the Baka and Kola and result in their assimilation.

Mitigation measurements:

1. To reduce the risk that the Baka and Kola cannot provide the foreseen contributions of the beneficiaries of projects financed by the AFDCR, the rate should be reduced to an affordable level. It is a useful approach to ask beneficiaries to contribute financially to their development, but the AFDCR should consider the significant lower income level of the Baka and Kola population. Due to the fact that the Baka and Kola generate only around 30 % of the average cash income of their “Bantu” neighbors, the PNDP should transfer this ratio into a subsidized contribution rate for all activities financed by the AFDCR.
2. Ongoing training for civil servants and NGOs working with the Baka/Kola population in intercultural communication should (besides of general training to increase their organizational and technical capacities) be included into the curricula of the PNDP component 2 (in those areas with a Baka/Kola population). Baka and Kola organizations such as ASBAK and CODEBABIK should receive priority financial conditions as outlined in point 1. A quality management system (international supervision body) as part of the general monitoring and evaluation system (component 4) should supervise the work of the private and state services and establish guidelines on best practices in a participatory process with the affected population.
3. The Baka and Kola population should be sensitized on the various risks resolving from the development process in general and the PNDP in particular to make decisions in full awareness of risks and options. Due to their limited financial means and the importance to achieve a prior informed consent this sensitization should be offered free of charge to them.

Tab. 4: General socio-economic impacts and specific impacts for the Baka and Kola of proposed PNDP investment activities

Key: ✓✓✓ vital to positive impact, ✓✓ significant positive impact, ✓ limited positive impact, x limited negative impact, xx significant negative impact

Activity	General population ¹			Baka and Kola population		
	Positive Impact	Negative Impacts	Comment	Positive Impact	Negative Impacts	Comment
1.0 Collective public service infrastructure						
1.1 Education:						
Schools/ Classrooms	✓✓	x	<p>Positive impact associated with employment creation for teachers, and for local construction workers</p> <p>Positive impact: access to education for children, increase of human capabilities</p> <p>Negative impact: only children whose parents can afford to send their children may benefit from this, the poor and vulnerable people may be left out unless conscious efforts are taken to include them in newly built school system</p> <p>Negative Impact: Location of school (distance to travel) may hinder access to education for certain children, especially the children of nomadic tribes, or cattle herders. This question can be addressed by creating mobile schools</p> <p>Negative impact: unless there is a clear commitment to long term maintenance of school building, supply of books, teachers, involvement from the communities, the school may become abandoned</p>	✓✓	xx	<p>Positive Impact: With the option to create education centers, the youth could become more integrated in the Cameroonian society and hopefully find employment in the long run.</p> <p>Negative Impact: If the financial conditions, which require a 15% contribution of the beneficiaries to the establishment of infrastructure and equipment², is not changed, it can be expected that the Baka/Kola population will not be able to benefit from this activity and end even more marginalized in respect to formal education. The running costs incl. maintenance could also become an additional financial burden for the Baka/Kola population.</p> <p>Negative Impact: Without the legalization of Baka/Kola settlements, it is likely, that schools will be constructed in the “Bantu” villages. This embodies two negative impacts: the long distance to be tracked every day by children along dangerous roads (timber-trucks) and the fact, that according to the informants a joint education system (“Bantu & Pygmy”) could increase the “racism” among “Bantu” children.</p> <p>Negative impact: The fact that not a single Baka/Kola has been trained as teacher increased the stratification between the ethnic groups and disfavor the Baka/Kola (Bantu = teacher & Baka/Kola = pupil) in terms of employment.</p> <p>Negative impact: Education might result in cultural losses and in the breakdown of livelihood patterns and lifestyle systems, which are based on this culture.</p>

¹ The general assessment including the comments does not necessarily reflect the position of this report. They are the findings of the socio and environmental impact assessment (ERM 2003a 56-58) and will not be commented here.

² The amount of contributions provided by the beneficiaries is outlined in PNDP 2002b: 94-97.

	General population ¹			Baka and Kola population		
1.2 Sport and Culture:						
Grounds for sport and leisure	✓✓	x	Negative impact: local elite/rich may capture access to sports centres, creating inequality of distribution Negative impact: may help spread of STDs and HIV if measures of prevention are not taken into account Positive impact associated with creation of social capital, networks among youth and families Positive health impacts	✓	x	Positive impact: Well facilitated, sport and leisure facilities could promote Baka/Kola identity by focusing on traditional “sports” and leisure activities (bow shooting, running, singing, etc.) as well as increase social interaction between Baka/Kola and “Bantus”. Negative impact: It can be expected that no Baka/Kola settlement is able to gather money for leisure of sport facilities (expected contribution from the beneficiaries 15%). Due to that, the marginalization in a sport centered country like Cameroon (soccer) might even increase.
Rural youth centres	✓✓	x	“	✓	x	Positive impact: Well facilitated, youth centers could promote Baka/Kola identity by focusing on Baka/Kola culture and provide part-time training in various fields (income generating activities, etc). Joint activities could encourage mutual understanding and cultural exchange between the ethnic groups. Negative impact: It can be expected that no Baka/Kola settlement is able to provide the necessary contribution (15%) and it is likely that the establishment of village infrastructure even increases the marginalization. The running cost incl. maintenance could become an additional financial burden for the Baka/Kola population.
Community centres	✓✓	x	Positive impact: this will create an opportunity for community members to assemble, have meeting, focus groups and voice their opinions Positive impact: promotes participation and group decision-making Negative impact: may become captured by local elites	✓	x	Positive impact: Well facilitated, community centers could promote Baka/Kola identity by focusing on Baka/Kola culture and provide training in various fields (income generating activities, etc) including evening education for adults (alphabetization, etc.) and exchange similar to the one described for the youth centers. Negative impact: It can be expected that no Baka/Kola settlement is able to provide money to the necessary contribution (15%). It is likely, that those who contribute (“Bantu”) will consider the community centre as their centre and not as joint centre of the entire community. The running cost incl. maintenance could become an additional financial burden for the Baka/Kola population.

	General population ¹			Baka and Kola population		
1.3 Health, Hygiene and Sanitation:						
Health centres	✓✓	X	Positive impact: access to primary health care. However, this project should be associated with investment in basic diagnostic equipments and supply of medicines, as well as training in preventive health care for nurses and doctors Negative impact: creation of health centres alone will not solve any health care problems	✓✓	x	Positive impact: Access to primary health care is an important element of poverty reduction – but should to be adapted to the particular health problems arising from a particular culture and lifestyle. At the moment most Baka and Kola have to travel for several hours or days before they have a chance to see a doctor. Negative impact: It can be expected that no Baka/Kola settlement is able to provide the necessary contribution (15%) with the result that their marginalization in view of village infrastructure could even increase. The running cost incl. maintenance could also become an additional financial burden for the Baka/Kola population. Negative impact: The provision of “modern” medicine could undermine the traditional knowledge in the area of health (medical plants, traditional techniques and belief systems).
Dispensaries	✓✓	X	“	✓✓	x	”
Emergency rooms	✓✓	x	Negative: it may be too costly to fund and implement this project Also, local doctors may not have enough training	✓✓	x	“
Maternity clinics	✓✓	x	Positive: mothers will receive better maternal health care, only if construction is also accompanied by provision of needed medical supplies	✓✓	x	“
Public pharmacy stores	✓✓	x	Positive: if medicine is bought wholesale from distributors, this may reduce costs of medicine, especially for rural areas	✓✓	x	“ Positive impact: While at the moment most medical products are bought from mobile traders, who often provide insufficient (expired, faked, etc.) and inappropriate drugs, public pharmacy stores like the GTZ and KfW financed “Pro-Pharmacies” could increase the effectiveness of medical services. Negative impact: It can be expected that most Baka and Kola are not able to pay the full price for the medication, which increases inequality.

	General population ¹			Baka and Kola population		
Prophylactic activities	✓✓	x	Positive impact: may improve well-being of community members through preventive actions such as using condoms, hygiene, safe water, proper nutrition for children, etc. Extensive communication and public awareness campaigns would be needed.	✓✓	x	<p>Positive impact: On the basis of the low standards of sanitation and knowledge on health related issues, it can be expected that prophylactic activities could significantly improve the health situation.</p> <p>Negative Impact: Most Baka/Kola communities will not be able to contribute financially (15%) to these activities and could lead to an increasing inequality in health care.</p> <p>Negative impact: Health education not carried out in accordance with the values of the people concerned might result in inappropriate proceedings and treatment as well as a loss of traditional healing methods.</p>
HIV/AIDS control centers	✓✓	x	Poorly maintained latrines and water points can lead to serious risks (environment and health). Good maintenance can have exact the opposite result.	✓✓	x	<p>Positive impact: Especially along the timber roads HIV/AIDS is becoming a serious problem among young Baka women, who generate cash income of their families as prostitutes for truck drivers. HIV/AIDS information centers, which are free of charge, could inform the Baka/Kola population about the risks and possible prevention methods.</p> <p>Negative: Pure control centers do not have any meaning for the rural population.</p>
Latrines and water points	✓✓	x	Positive: may reduce distance to travel to get water from ponds, rivers, etc. If done properly, it may bear significant positive health benefits. Measures should be taken the water points and latrines are maintained properly to ensure water purity and sanitization.	✓✓	xx	<p>Positive impact: On the basis of the low standards of sanitation and the absence of water points, it can be expected that the assistance in latrine and water point construction could significantly increase the health situation.</p> <p>Negative Impact: Most Baka/Kola communities will not be able to contribute financially (15%) or cover the maintenance costs. Water points and latrines only make sense when they are well managed, which requires a significant amount of capacity building and backstopping.</p> <p>Negative impact: The maintenance of water points requires a certain amount of money per capita or per m³. Due to their limited financial capacities the Baka/Kola might not be able to be provided them, which increases the social stratification and/or the dependence on cash income</p>

	General population ¹			Baka and Kola population		
1.4 Roads/Transportation infrastructure:						
Roads, rural access roads, water passage ways (transport infrastructure)	✓✓	x	Positive: may increase access to nearby markets, towns, etc, and positively influence on the economy Negative: may increase migration from nearby towns, spread of diseases, etc.	✓✓	xx	Positive impact: The access to markets, health facilities, administration and education becomes easier. Negative Impact: Roads open up the forest for exploiters, which bypass the Baka/Kola village Negative Impact: Roads increase the HIV/AIDS infection rate, increase the dependence on cash income and undermine indigenous culture and knowledge
1.5 Energy/Communication	✓✓	x	Positive: may bring significant benefits to local economic development through creation of jobs, local business development, provision of electricity and means of communication to households, schools, hospitals, etc.	✓	x	Positive impact: Offers in the long run the option to participate in modern live. Negative impact: Increases the dependence on cash income, lead to an increased social stratification, loss of indigenous culture and knowledge and undermine traditional social system.
2.0 Public Commercial Equipment						
2.1 Economic Development:						
Markets	✓✓	x	Positive impact: may bring positive benefits through creation of jobs, and sources of income for vendors, traders, etc. Local farmers and producers may become connected to larger markets, if access to markets is created along with the roads, electricity, etc. Negative: may increase crime rates, child labour, etc.	✓	x	Positive impact: The establishment of markets could increase the cash-income from agriculture and improve the living conditions. Negative impact: Increases the integration into the cash-economy, leading to an increased social stratification, loss of indigenous culture and knowledge and decrease of traditional social system. Negative impact: Could lead to a break down of traditional modes of exchange. Negative impact: Increases the pressure on natural resources and could lead in the long run in the absence of necessary proteins (game) and vitamins (NTFPs) Negative impact: Increases the area under agriculture and could result in land use disputes (“Bantu” using Baka and Kola land for their plantations) and an increased dependence (forces Baka and Kola to work for “Bantu” plantation owners) Negative impact: It is unlikely that any Baka/Kola village can provide the necessary 25% contribution.

	General population ¹			Baka and Kola population		
Storage warehouses	✓✓	x	“	✓	x	<p>Positive impact: Provides necessary items at village level.</p> <p>Negative impact: Increases the dependence on cash income, which could lead to an increased social stratification, loss of indigenous culture and knowledge and decrease of traditional social system.</p> <p>Negative impact: It is unlikely that any Baka/Kola village can provide the necessary 25% contribution.</p>
Bus stations	✓✓	x	“		x	<p>Negative impact: It is unlikely, that any Baka/Kola village can provide the necessary 25% contribution. This could lead to the exclusion from transport facilities, if buses and bush-taxis are only operating between bus stations</p>
2.2. Livestock equipment: Livestock markets, slaughterhouses, slaughter-yards, stock-yards, tick dip, vaccination yards, transformation of slaughterhouse wast				✓	x	<p>Positive impact: Livestock equipment could reduce the pressure on primary forest and provide alternative protein sources.</p> <p>Negative impact: It is unlikely that any Baka/Kola village could provide a 25% share of the establishment, maintenance or management costs.</p> <p>Negative impact: Animal husbandry requires a permanent lifestyle and could lead to loss of culture and indigenous knowledge among the Baka/Kola.</p>
2.3. Rural and pastoral water systems: wells, boreholes, wetlands, reservoirs, micro-dams and storage, water catchment				✓✓	xx	<p>Positive impact: On the basis of the low standards of sanitation and the absence of water points, it can be expected that the assistance in water point construction could significantly increase the health situation.</p> <p>Negative Impact: Beside of the fact, that most Baka/Kola communities will not be able to contribute financially (5%) or cover the maintenance costs, water point and latrines only make sense when they are well managed, which requires a significant amount of capacity building and backstopping.</p> <p>Negative impact: The maintenance of water points requires a certain amount of money per capita or per m³. This could lead to an increased social stratification and the dependence on cash income.</p>

	General population ¹			Baka and Kola population		
3.0 Management and exploitation of Natural Resources						
3.1 Soil Protection and Restoration: Antierosion interventions, soil fertility resoration	✓✓	x	Positive: significant positive impact on social, human and natural capitals Positive: Community management of natural resources may bring about positive benefits in terms of effective management on NR, promote good local governance and empower local communities, communes and provinces. Whenever possible, traditional ways of managing NR should be incorporated, and communities should be given NR management rights protected by legal system. This community based NR should be incorporated into existing institutions as well. <i>One important thing to remember is that the achievement of sustainable livelihoods is the goal, and therefore, balanced use of natural resources should be monitored and managed by communities who depend on these resources for their livelihoods.</i>	✓✓	x	Positive impact: Very important topic in view of an increased agriculture. It reduces the pressure to log down primary forest mostly utilized by Baka and Kola for their subsistence and as source of their societal system. Negative impact: It is unlikely that Baka/Kola communities are able to contribute 20% of the costs of these activities.
3.2 Exploitation of Water Resources	✓✓	x	"			Irrigation systems will - most probably - not be installed in the rainforest areas utilized by Baka and Kola.
3.3 Exploitation of Forest Resources: Reforestation and wood lots, support to elaborate simple management plans for community forests	✓✓	X	"	✓✓✓	xx	Positive impact: Reforestation and especially support in the elaboration of management plans for community forests will contribute to the sustainable utilization of rainforests and guarantee the subsistence and cultural source of the Baka and Kola population. Negative impact: Even the expected 5% contribution might be too high for the Baka/Kola and could lead to a scenario in which the Baka/Kola remain without community forests for Baka/Kola while community forests are established for "Bantu" villages. This could lead to a loss of control over forest owned and used by the Baka/Kola. Negative impact: If the Baka/Kola villages are not supported in their aim to become independent, it is likely that they will lose control over their land in joint community forests.

	General population ¹			Baka and Kola population		
3.4 Area Improvements and Exploitation of Pastoral Resources: Livestock passages, firebreaks, rangeland improvements, land tenure management and conflict resolution	✓✓	x	''	✓✓✓	xx	Positive impact: The support in conflict management, land use tenure systems and marketing of pastoral resources will contribute to the sustainable utilization of rainforests and guarantee the subsistence and cultural source of the Baka and Kola population. Negative impact: Even the expected 5% contribution might be too high for the Baka/Kola villages and might lead to a situation in which the needs and interests of Baka/Kola villages are not equally represented in the overall tenure systems. This could result in loss of control over land traditionally owned and used by the Baka and Kola. Negative impact: If the Baka/Kola villages are not supported in their aim to become independent, it is likely that they will lose control over their land.
3.5 Protection and Exploitation of Biodiversity: Management of buffer zones, eco-tourism and hunting areas, Protection and transformation of wastes	✓✓	x	''	✓✓✓	xx	Positive impact: The protection of rainforest biodiversity has a high priority for the “forest people”. Positive impact: The legalization of traditional hunting and gathering areas will be a significant support for the survival of the indigenous livelihood, culture, lifestyle and believe system. Negative impacts: There is a high risks, that the Baka and Kola are not able to participate in these benefits due to the fact that they are financially not able to contribute 5 % of the costs and/or that they are not able to act as independent stakeholder (if the settlements are not certified as independent villages). Negative impact: Ecotourism might lead to enculturation and the transformation into exponents as it already happened to the Kola around Kribi. Negative impact: Conservation projects in the past have too often ignored the rights of indigenous people on land and there is the risk that this practice persists.

	General population ¹			Baka and Kola population		
4.0 Beneficial Collective Training (all categories)						
4.1 Literacy training, health personnel, teachers, etc.	✓✓	x	Awareness raising among beneficiary communities and training of support personnel on the approach of PNDP to addressing their needs is essential	✓✓✓	xx	<p>Positive impact: Could provide job opportunities for Baka/Kola in their village based schools, health centers etc. and reduce some of the negative impacts (enculturation etc.) outlined under point 1.1. and 1.3.</p> <p>Positive impact: Carried out in harmony with the social system and cultural integrity of the Baka/Kola society, these activities can assist the Baka/Kola to define their position in the Cameroonian society.</p> <p>Negative impact: Again might even the expected 5 % contribution be too high for Baka/Kola villages, which might result in an increasing marginalization.</p> <p>Negative impact: Education not carried out in accordance with the values of the people might result in the cultural losses and the breakdown of livelihood patterns and lifestyle systems.</p>
4.2 Community participation: Community Leadership training Community mobilization focus groups decision-making and project planning	✓✓	x	<p>Community based focus groups, training of facilitators and community mobilisers by using participatory approaches such as Participatory Rural Assessment, score cards, and household analysis will be extremely beneficial for proper identification, selection, and implementation of micro-projects. When selecting micro-projects, communities should seek to select projects, which would bring long-term benefits to the communities and be sustainable overall. Also the potential benefits for the poor and vulnerable groups should be always addressed.</p> <p>Thus, sustainability and benefits for the poor and vulnerable groups should be two major checks for selecting any micro-project.</p>	✓✓✓	xx	<p>Positive impact: Could provide the skills necessary for Baka/Kola to be fully integrated into the PNDP and lead to a stage, where they are fully involved in decision making at community level.</p> <p>Positive impact: Carried out in harmony with the social system and cultural integrity of the Baka/Kola society, these activities can assist the Baka/Kola to define their position in the Cameroonian society.</p> <p>Negative impact: Again seems the expected 5 % contribution to be too high for Baka/Kola villages, which might result in an even increasing marginalization.</p> <p>Negative impact: Technical and organizational assistance not carried out in accordance with the values of the people to be educated might result in the cultural losses and the breakdown of livelihood patterns and lifestyle systems.</p> <p>Negative impact: There is a high risk – if the trainers are not sensitized and experienced in intercultural communication - that the training etc. does not increase the participation of the Baka/Kola population but sustains and even increases their marginalization (“attentisme”).</p>

4.2 COMPONENT 2: STRENGTHENING OF COUNCILS WITHIN THE DECENTRALIZATION PROCESS

This component will support the GoC in the elaboration and implementation of a more structured legal and regulatory framework. More specifically, the PNDP will support the current fiscal and financial reform process and provide measures to build capacity within councils, including knowledge of World Bank safeguard issues. A “council graduation program” will be developed to assess the capacity of various councils as they enroll. Support will also be provided for the coordination among local administrative, elected and traditional authorities. Finally, councils will benefit from logistical support, mainly in terms of transportation and information technology to allow adequate financial management, monitoring and evaluation, and organize training on the process of decentralization.

The desired objective of strengthening the councils within the decentralization process is – from the perspective of the Baka and Kola – an important aim, because decentralized professional councils should respect the dignities, rights and cultural independent of the Baka and Kola and increasingly involve the entire population living in the area into decision making processes at council level. Beside of the general risk, that the double structure of rural administration (appointed divisional officers of the subdivisions and elected mayors of the councils) camouflage the desired decentralization by blocking each other, there is a high risk that the Baka and Kola population might not be able to participate in the expected positive impacts and the decision making processes at council level and end even more marginalized than today. The main risks of component 2 are:

1. that the interests of the Baka and Kola are not considered in the decentralization process - due to the fact that the Baka/Kola are not represented at council level -, which would increase their marginalization;
2. that the strengthening of the capacities of the councils – which are “Bantu” only organizations – increases the dependence of the Baka and Kola towards ethnic majorities in their area of living;
3. that an increase of law enforcement – as a result of a more efficient administration – undermines the livelihood patterns of the Baka and Kola - which are perceived by the law as illegal exploitation of state territory – and results in impoverishment and landlessness.

Mitigation measurements:

1. The recommended assistance to the Baka and Kola in obtaining ID-cards, which would upgrade them to possible voters, could in the long run reduce risks, that they are excluded from decision making processes and/or that their interests are not considered by councils. On the short run, and as additional measurement, the already proposed sensitization and qualification of civil servants and councilors in intercultural communication and the installation of a training unit on the rights of indigenous people (in accordance with the OD 4.20.) into the curriculum offered to civil servants could serve. An appeal forum at grassroot level in close collaboration with the various supervision and management bodies and the general M&E unit of the PNDP could monitor and evaluate the effectiveness of these qualification measurements.

2. A qualified administration (recommendation 1) together with the already recommended administrative independence of Baka and Kola settlements will foster the mitigation of the risk of an increased dependence and even open up the venue for an increased participation of Baka and Kola in rural administration.
3. The legalization of land use patterns utilized by the Baka and Kola and the establishment of community forests for Baka and Kola are key instruments to guarantee, that the PNDP does not increase but reduces poverty.

4.3 COMPONENT 3: CAPACITY BUILDING AT THE LOCAL LEVEL

This component is aiming at the preparation of *Community Development Plans, Local Level Development Plans*, awareness programs and training aimed at the reduction of poverty and improvement of quality of life in the rural areas. Provisions will be made for training of: (a) technicians and representatives of communities on community participation methodologies, (b) representatives of community organizations on project management and implementation, (c) local administrators, elected and traditional leaders on their role and functions, and (d) technicians, community leaders and local administrators on World Bank safeguard issues. Training will also be provided to community members on financial management, procedures for transparency and accountability, and project management. Special attention will be given to gender balance and representation of vulnerable groups as participants in the training programs. Specific training and awareness programs will be designed in line with poverty reduction efforts, and will focus on literacy programs, better nutrition, rural finance, and support to rural communication.

The overall goal of the capacity building at local level can be seen in an increasing participation of the rural population in decision making processes on community level. The main risks for the Baka and Kola results, similar to component 2, from the fact, that participation in the various training activities is limited to administrators, councilors and civil servants, since none of them is a Baka or Kola. The fact, that gender balance and an equal representation of vulnerable groups – under which the Baka and Kola fall - is already outlined in the implementation plan of the PNDP, could be seen as a first mitigation measurement. Nevertheless, the fact that steering committees, implementing bodies, monitoring and evaluation units are - following the outlined composition - “Bantu”-only bodies, symbolize the risk, that the outlined participation of Baka and Kola could be limited to a pro-forma participation of selected individuals and would not guarantee the full participation of the Baka and Kola population. The overall recommendation to promote and support the certification of independent Baka and Kola settlements – if this is desired by them – could mitigate the risk of an increasing marginalization and dependence from community leaders belonging to other ethnic groups. It seems logic that if village action plans and community development plans are the main instruments of implementing the various activities outlined in the component 1, it is a top priority to enable Baka and Kola settlements to be certified as communities and through that, offer them the chance to apply for funding. If – as it is already tested in the subdivisions of Akom 2, Ma’an and Campo – Kola and Baka are accepted as

equal administrative partners on community level, it is also easier for the Kola and Baka association such as ASBAK and CODEBABIK and the various NGOs working with the Baka and Kola to benefit from the capacity building activities outlined under the component 3 of the PNDP and assist the independent Baka and Kola settlements to elaborate village action plans and participate equally in community development plans.

To monitor and evaluate the impacts of these mitigation strategies, an independent supervising body on the integration of the Baka and Kola in the PNDP process seems to be more effective, than leaving these important tasks in the hand of the “Bantu”-only monitoring and evaluation unit of the PNDP.

4.4 COMPONENT 4: PROJECT MANAGEMENT AND MONITORING

Under this component, provisions will be made to support project management, coordination, and communication and to set up a monitoring and evaluation system.

Without questioning the importance of a centralized monitoring and evaluation unit at national level, the setting of a centralized monitoring and evaluation unit embody the risk, that the problems of Baka and Kola to participate equally in the PNDP are overlooked due to their marginal importance at national level. Another risk could be related to the fact that no Baka or Kola will be – due to their limited technical skills and the fact that none of them is a civil servant - a member of these monitoring and evaluation unit at national level, which might result in an underestimation of the importance of the dignity, rights and culture of the Baka/Kola population and the need to assure that they are also benefiting from the PNDP.

The already recommended independent M&E unit solemnly working on the integration of Baka and Kola could be seen as one mitigation instrument. Nevertheless it seems to be important to offer qualified Baka and Kola the opportunity to participate in the national PNDP-M&E meetings and to benefit from permanent employment.

4.5 SUMMARY

To summarize the above developed mitigation instruments, one can conclude that the PNDP was well advised, when they undertook to carry out the following activities to fulfill the requirements of the OD 4.20, to guarantee that the PNDP respects the rights, dignity and culture of the Baka and Kola and offer the indigenous peoples equal or better opportunities to participate in the benefits offered by the PNDP:

Establish equal legal opportunities

- Establish equal legal conditions for Baka and Kola individuals (ID-cards);
- Establish equal legal conditions for Baka and Kola settlements (communities);
- Establish community forest or traditional hunting zones for Baka and Kola communities;

Establish equal technical opportunities

- Assist the Baka and Kola to establish action plans (local level);
- Assist the Baka and Kola to participate equally in the elaboration of communal development plans;

Establish equal financial opportunities

- Offer the Baka and Kola AFDCR financed projects at a subsidized rate;
- Offer special programs for Baka and Kola to benefit from job creating opportunities within the PNDP program (teachers, health personal, civil servant etc);

Establish equal organizational opportunities

- Assist the Baka and Kola in decision making processes;
- Provide training on intercultural communication to civil servants and councilors working in subdivisions with Baka and Kola population;
- Assist the Baka and Kola to establish independent bodies at the various levels to coordinate, communicate and facilitate the above stated activities;
- Include representatives of the Baka and Kola in the various PNDP committees;
- Establish a participatory monitoring and evaluation system for the IPDP of the PNDP.

Establish equal cultural opportunities

- Sensitize the Baka and Kola on the risks of the development process;
- Assist the Baka and Kola association in capacity building to preserve the loss of traditional knowledge, culture and livelihood patterns.
- Foster the creation of forums for communication and exchange between Baka/Kola and other ethnical groups and accompany this process of mutual understanding.

5 INDIGENOUS PEOPLE DEVELOPMENT PLAN OF THE PNDP

This chapter outlines the draft indigenous people development plan (IPDP) for the PNDP, which was adapted by the PNDP as official implementation document. The IPDP could be redefined during the course of its implementation and further consultation with all stakeholders. Similar to the PNDP as such, the IPDP embodies a pilot phase (1-12/2004) in which the IPDP should be presented and discussed in all Baka, Kola and Aka settlements on the basis of their specific experiences, interests and problems. This open and well facilitated discussion process, which goes along with the elaboration of the IPDP implementing and supervising body will contribute to the participatory elaboration of the final IPDP, which is scheduled for 12/2004. Table 6 develops actions, responsibilities, time schedules and costs of the IPDP and figure 2 describes a possible structure of its implementation. To monitor and evaluate the impacts of the IPDP, draft impact indicators are elaborated, which should be redefined as one of the first activities of the proposed participatory impact monitoring.

The IPDP has been prepared - as outlined in the introduction - on the basis of the best practice - documented in the OD 4.20 - to assure that the PNDP and its actors will respect the dignity, rights and culture of the Baka and Kola population in Cameroon and assure that they are also benefiting from the PNDP. As documented in chapter two, this IPDP does only cover possible negative impacts towards the Baka and Kola population and assumes that the third “pygmy”-group in Cameroon (Aka) are facing similar risks. Due to their limited territory, the need to mitigate negative impacts and assure equal participation does only arise in certain areas. Due to the fact that no detailed data on the Baka, Kola and Aka population are available on sub-divisional/council level, the data provided in table 5 should be considered as first estimate. Due to the uncertain database, not all subdivisions might be used by Baka, Kola or Aka for their livelihood and there is also the chance that my informants missed some groups living in other areas than those outlined here. During the baseline study for the monitoring and evaluation system of the IPDP, the extent and magnitude of Baka, Kola and Aka population in the different divisions and subdivisions have to be clarified.

Province	Division	Subdivision	“Pygmy” group
Centre	Nyong-et-Kélé	Messondo	Kola
Centre	Nyong-et-Kélé	Éséka	Kola
Centre	Nyong-et-Kélé	Makak	Kola
South	Océan	Kribi	Kola
South	Océan	Bipindi	Kola
South	Océan	Lolodorf	Kola
South	Océan	Mvengué	Kola
South	Océan	Akom 2	Kola
South	Océan	Nye’ète	Kola
South	Océan	Campo	Kola
South	Vallée-du-Ntem	Ma’an	Kola
South	Vallée-du-Ntem	Ambam	Kola
South	Vallée-du-Ntem	Olamzé	Kola

South	Mvilla	Biwong-Bane	Kola
South	Mvilla	Mvangan	Baka
South	Dja-et-Lobo	Bengbis	Baka
South	Dja-et-Lobo	Sangmélina	Baka
South	Dja-et-Lobo	Oveng	Baka
South	Dja-et-Lobo	Meyomessala	Baka
South	Dja-et-Lobo	Djourn	Baka
South	Dja-et-Lobo	Mintom 2	Baka
East	Haut-Nyong	Messaména	Baka
East	Haut-Nyong	Somalomo	Baka
East	Haut-Nyong	Dja	Baka
East	Haut-Nyong	Lomié	Baka
East	Haut-Nyong	Messok	Baka
East	Haut-Nyong	Ngoila	Baka
East	Kadei	Mbang	Baka
East	Kadei	Ndélélé	Baka & Aka
East	Boumba-et-Ngoko	Gari-Gombo	Baka & Aka
East	Boumba-et-Ngoko	Yokadouma	Baka & Aka
East	Boumba-et-Ngoko	Salapoumbé	Baka & Aka
East	Boumba-et-Ngoko	Moloundou	Baka & Aka

Tab. 5: Area of intervention: sub-divisions and councils with an expected Baka, Kola or Aka population

For the draft IPDP it is assumed that the total number of project affected people (the IP = indigenous people = Baka, Kola and Aka) is 30,000, which are assembled in 300 settlements in the 33 subdivisions of the three provinces mentioned above. On the basis of the results of activity 1 and 6, which will establish baseline data on the Baka, Kola and Aka population, the IPDP will be concretized and redefined.

The main actors of this IPDP are the PNDP in MINEPAT, the sub-department of marginalized population in MINAS, the MINAT, national and international NGOs, the associations of the indigenous people (Baka, Kola and Aka) and the Baka, Kola and Aka themselves. At the present level none of the primary stakeholders seems able – even in their own perception - to implement an IPDP in accordance with the OD 4.20, without further training and the assistance on an international supervising body. It is documented that MINEPAT, MINAS, NGOs, indigenous people associations, civil servants at the various levels and “Bantu” councilors are willing to act in accordance with the documented best practice of interaction with indigenous people – the OD 4.20. -, but that they are in dare need of training to increase their organizational, technical (esp. in the area of intercultural communication) and financial competences to achieve a harmonic cooperation in the process of PNDP implementation. While it is normally not necessary to provide funding for civil servants to carry out their duties (for example to assist the IP to receive identity cards to become legalized citizens) and/or to be trained on elementary issues – such as intercultural communication -, the financial crisis in Cameroon and the fact that the governmental agency in charge of the indigenous people does not even have its own budget, makes it necessary to provide financial means for these activities.

Table 6: Indigenous people development plan: key issues and actions					
Issue	Activity	Responsibility	By When	Cost	Indicators
Capacity building on OD 4.20 and IPDPs	<ul style="list-style-type: none"> • Training for relevant GoC staff, NGOs and IP associations 	Consultant	Until 12/2004	USD 20k ¹	<ul style="list-style-type: none"> • The beneficiaries of this training are able to implement the IPDP of the PNDP
Establish equal legal opportunities					
1. Establish equal legal conditions for IPs: Provide ID-cards to the IPs	<ul style="list-style-type: none"> • Sensitization of all stakeholders 	MINAS	Until 12/2004	USD 10k	<ul style="list-style-type: none"> • Reports of discrimination are reducing • Database is available and communicated to IPs • More than 90 % of the IPs have ID-cards
	<ul style="list-style-type: none"> • Census 	MINAS & NGOs	Until 3/2005	USD 10k	
	<ul style="list-style-type: none"> • Providing ID-cards at a subsidized rate 	MINAT	Until 6/2005	USD 150k PNDP USD 150k MINAT	
2. Establish equal legal conditions for IP settlements: certifying IP villages and settlements as communities	<ul style="list-style-type: none"> • Sensitization of all stakeholders 	See 1	See 1	See 1	<ul style="list-style-type: none"> • No complaints about unfair elections/ results are available • All IP communities have common initiative groups
	<ul style="list-style-type: none"> • Organize constitutional meetings in all communities and install common initiative groups • Certification process 	IP Associations PNDP	Until 12/2004 Pilot councils until 12/2004 Others until 12/2007	USD 10k	
3. Establish community forests and traditional hunting/gathering areas for IP communities	<ul style="list-style-type: none"> • Sensitization of all stakeholders 	See 1	See 1	See 1 USD 900k ²	<ul style="list-style-type: none"> • The data are available and accessible through a GIS • The income from natural resource marketing is increasing and the degradation of biodiversity in the community forest is reducing.
	<ul style="list-style-type: none"> • Inventory, demarcation and establishment of management plans • The community forest and/or traditional hunting and gathering areas are certified 	MINEF & NGOs MINEF	Pilot councils until 6/2005 Others until 12/2007 Pilot councils until 9/2005 Others until 6/2008		

¹ k = USD 1,000

² It is estimated that that the elaboration of the documents, which are required to apply for the establishment of a community forest, costs for each village at least USD 3k. This activity has been started in some of the PNDP pilot councils, with IP population, but according to the implementing agency (SNV) its financing (GEF) is not clear. Due to that the entire activity for all settlements is budgeted here (2004 = 40 settlements, 2005 = 60, 2006 = 100, 2007 = 100).

Table 6: Indigenous people development plan: key issues and actions					
Issue	Activity	Responsibility	By When	Cost	Indicators
Establish equal technical opportunities					
4. Assist the IP to establish action plans (local level)	<ul style="list-style-type: none"> Provide training to service provider (SP) Elaborate action plans (local level) 	MINEPAT Service provider (NGOs, IP associations, consultants etc.)	Until 6/2004 10 in 2004 50 in 2005 60 p.a. between 2006 and 2009	USD 10k PNDP USD 10k, SP USD 855k PNDP ¹ USD 45k IP-villages	At least 50 % of the action plans (local level) receive funding
5. Assist the IP to participate equally in the elaboration of communal development plans;	<ul style="list-style-type: none"> Sensitization of all stakeholders Facilitate IP participation in decision making processes Guarantee the representation of IPs in PNDP structures at communal level 	See 1 MINEPAT & MINAS MINEPAT	See 1 Ongoing Ongoing	See 1	See 1 There are no reports on discrimination There are no reports on discrimination
Establish equal financial opportunities					
6. Offer the IPs AFDCR financed projects at a subsidized rate (1/3 of the normal rates)	<ul style="list-style-type: none"> Establish baseline data Provide funds 	MINAS & NGOs MINEPAT	Until 6/04 (should be coordinated with activity 1.2) Ongoing	USD 10k USD 48k ²	The database is available and is used by the PNDP
7. Offer special programs for IP to benefit from the jobs creating within the PNDP program (teachers & health personal);	<ul style="list-style-type: none"> Establish baseline data, training needs and employment opportunities Provide scholarship 	MINAS MINAS	Until 6/2004 Starting in 7/04 ongoing	USD 10k USD 600k ¹	An increasing number of schools and health centres in IP villages employ IP personal

¹ It is assumed that the elaboration of a single village action plan costs USD 3k of which the PNDP finances 95 % and the village 5 %.

² It is assumed that 80 % of the USD 120,000k are used for AFDCR (ERM 2003a). It is assumed that the IPs (30,000) constitute around 0.5% of the rural population (50% of the 12 Mill. Cameroonians). If the PNDP money is provided according to the per head distribution, the AP population would apply for project funding of ~ USD 480k. The IPs are – as all bodies applying for ADDCR funding - expected to contribute between 5 and 25% = ~ 72 k (15 %). According to the recommendation of the IPDP should IP villages receive funding at subsidised prices (at 33 % of the normal contributing). This would mean that the IP villages contribute 24 k (or 5 % of the expected project value of 480 k) and the PNDP 48 k. For the budgeting it is presumed that from 2004 8 k should be provided p.a., which would result in a termination of this activity in 2009. If the PNDP is fulfilling expectation, it could be expected that by 2009, the IP villages do no longer need these subsidies.

Table 6: Indigenous people development plan: key issues and actions					
Issue	Activity	Responsibility	By When	Cost	Indicators
Establish equal organizational opportunities					
8. Assist the IP in decision making processes.	<ul style="list-style-type: none"> Provide training 	MINAS, NGOs, IP Association	Starting in 1/2004 Ongoing	USD 100k ²	An increasing number of IP hold decision making positions
9. Provide training in intercultural communication to civil servants and councilors working in subdivisions with IP population.	<ul style="list-style-type: none"> Provide training 	MINAS, NGOs	Starting 1/2004 Ongoing	USD 50k ³	Reports on discrimination are reducing An increasing number of IP hold positions on council level
10. Assist the IPs to establish independent bodies at the various levels to coordinate, communicate and facilitate the above stated activities.	<ul style="list-style-type: none"> Sensitization of the IP Facilitate the election of representatives Facilitate the establishment of committees (33 at council level, 2 at provincial level (centre & south = 1) and one at national level 	IP Association & MINAS “ MINAS, IP Association, national and international NGOs	Until 6/04 “ Council level until 9/04 Provincial & national level 12/04	USD 10k	Representatives are perceived as qualified and elected spokespeople The committees are utilized by the IP as representatives
11. Include representatives of the IP in the various PNDP committees;	<ul style="list-style-type: none"> Sensitization of all stakeholders Election of representatives Provide places for IP in all relevant PNDP-committees 	See 1 See 10.2 MINEPAT	See 1 See 10.2 As soon as bodies are formed	See 1 See 10.2	See 1 See 10.2 IP representatives are playing an increasingly active role, which results in a high satisfaction with the PNDP among the IP population

¹ The PNDP should provide each year funding for 30 teachers and 30 health personal. A scholarship is estimated with USD 1k per person = 60 k p.a. The training should last for ten years to provide one teacher and one health personal for each of the 300 AP villages.

² 10k p.a. for a 10 year period.

³ 5 k p.a. (~ USD 150 per subdivision p.a.) for a 10 year period.

Table 6: Indigenous people development plan: key issues and actions					
Issue	Activity	Responsibility	By When	Cost	Indicators
12. Establish a participatory impact monitoring (PIM) for the IPDP of the PNDP	• Sensitization of the IP	See 10	See 10	See 10	The database is accessible and perceived by the PNDP M&E as useful instrument The PIM reports are used for fine-tuning and document a poverty reduction rate of IP villages equal or higher than the national average
	• Training on methodology, quantitative research and database management	Consultant	Between 1/05 and 4/05	USD 10k	
	• Carry out the PIM	Committees outlined in 10	Starting 6/05 ongoing	USD 360 k ¹	
	• Carry out an evaluation of the IPDP once in two years	Consultants	Starting 9/05	USD 100 k ²	
Establish equal cultural opportunities					
13. Sensitize the IP on the risks of the development process.	• Sensitization of the IP	See 10	See 10	See 10	See 10
14. Assist the IP association in capacity building to preserve the loss of traditional knowledge, culture and livelihood patterns	• Provide training to increase organizational, technical and financial capacities of IP Associations	MINAS, NGOs	Until 3/2004	USD 15k	The IP associations are perceived as representatives of the IP population and becoming increasingly active on all levels (PNDP, committees, national politics)
	• Carry out sensitization campaigns in IP villages	IP Associations	Starting 1/2004 Ongoing	USD 300k ³	

¹ The costs of the PIM are estimated to be USD 1k p.a. per committee = 36 k p.a. and is estimated to be necessary at least for 10 years.

² The costs are estimated on the premises that a single evaluation costs will cost around 20 k (2 consultants, 1 PNDP and one IPDP representative) and that there will be evaluations in 2005, 2007, 2009, 2011, 2013.

³ It is estimated that the IP associations should visit each village twice a year and that each of the 600 visits will cost around USD 50 = 30 k p.a.. The sensitisation should continue for at least 10 years.

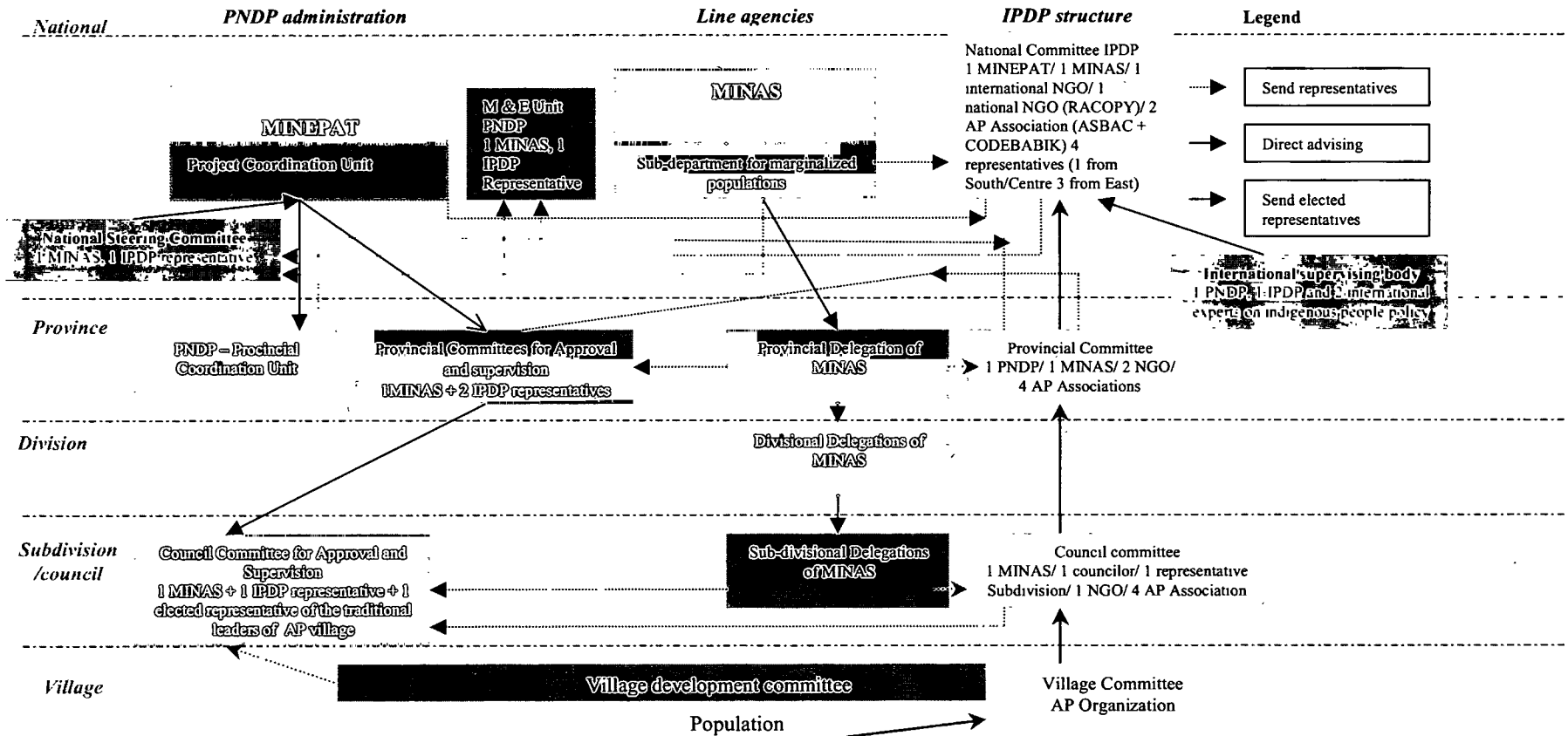
Table 6: Indigenous people development plan: key issues and actions

Issue	Activity	Responsibility	By When	Cost	Indicators
15. Foster the creation of forums for communication and exchange between Baka/Kola and other ethnical groups and accompany this process of mutual understanding.	• Sensitization of the IPs and other people living in the region	MINAS	Until 6/2004	5 k	The PIM and other report document an increasing cooperation between the IP and their neighbors in view of joint activities in the direction of poverty reduction and strengthening the multicultural society
	• Facilitate the creation of forums	MINAS	Until 12/2004	5 k	
	• Facilitate discussions and exchange visits	MINAS	Ongoing		

Activity	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	Total
0	20.000	0	0	0	0	0	0	0	0	0	0	0	20.000
1	90.000	80.000	0	0	0	0	0	0	0	0	0	0	170.000
2	10.000	0	0	0	0	0	0	0	0	0	0	0	10.000
3	120.000	180.000	300.000	300.000	0	0	0	0	0	0	0	0	900.000
4	38.500	142.500	171.000	171.000	171.000	171.000	0	0	0	0	0	0	865.000
5	0	0	0	0	0	0	0	0	0	0	0	0	0
6	18.000	8.000	8.000	8.000	8.000	8.000	0	0	0	0	0	0	58.000
7	70.000	60.000	60.000	60.000	60.000	60.000	60.000	60.000	60.000	60.000	0	0	610.000
8	10.000	10.000	10.000	10.000	10.000	10.000	10.000	10.000	10.000	10.000	0	0	100.000
9	5.000	5.000	5.000	5.000	5.000	5.000	5.000	5.000	5.000	5.000	0	0	50.000
10	10.000	0	0	0	0	0	0	0	0	0	0	0	10.000
11	0	0	0	0	0	0	0	0	0	0	0	0	0
12	0	66.000	36.000	56.000	36.000	56.000	36.000	56.000	36.000	56.000	36.000	0	470.000
13	0	0	0	0	0	0	0	0	0	0	0	0	0
14	45.000	30.000	30.000	30.000	30.000	30.000	30.000	30.000	30.000	30.000	0	0	315.000
15	10.000	0	0	0	0	0	0	0	0	0	0	0	10.000
Subtotal PNDP	446.500	581.500	620.000	640.000	320.000	340.000	141.000	161.000	141.000	161.000	36.000	0	3.588.000
MINAT	150.000	0	0	0	0	0	0	0	0	0	0	0	150.000
IP villages	1.500	7.500	9.000	9.000	9.000	9.000	0	0	0	0	0	0	45.000
SP	10.000	0	0	0	0	0	0	0	0	0	0	0	10.000
Subtotal others	162.500	7.500	9.000	9.000	9.000	9.000	0	0	0	0	0	0	206.000
Total	609.000	589.000	629.000	649.000	329.000	349.000	141.000	161.000	141.000	161.000	36.000	0	3.794.000

Tab.7: The distribution of funds towards the different activities

Figure 2 Description of the various implementation steps of the IPDP of the PNDP



Due to the fact, that the establishment of the implementation structure of the IPDP outlined in figure 2 will take time, the activities outlined in table 6 should be organized in the pilot phase of the IPDP (1-12/2004) by an ad-hoc IPDP committee. The ad-hoc committee should be composed as such: 1 representative of the PNDP (Coordinator), 1 representative of MINAS (Sub-department of marginalized populations), 1 representative of international NGOs (which is already working with Baka, Kola and Aka in Cameroon and prepared to provide its own funding for working in this committee – if there are more than one NGO interested to participate, they should form a network similar to the national network of NGOs RACOPY), 1 representative of national NGOs (RACOPY), 1 CODEBABIK representative, 2 ASBAK representatives.

During the pilot phase, the main focus will be on the establishment of the institutional framework, the sensitization of all stakeholders in general and the affected population in particular, the gathering of baseline data and the testing of more detailed activities in the pilot councils of the PNDP. During the establishment of the various committees (council, provincial and national level), which will involve all Baka, Kola and Aka settlements, the IPDP should be discussed in detail. Towards the end of 2004, when the IPDP committees at council level will be established, the IPDP should be redefined in a participatory process of all stakeholders to have a final version available in 12/2004.

The implementation of the participatory impact monitoring at council level will be another important element to assist the various structures in the implementation of the activities outlined in table 4. The result of the information gathered by the different committees should be synthesized and made available to all stakeholders and the interested public on an annual basis, starting from 2005. These reports will be used by the international supervision body, which will hold annual meetings, for their bi-annual evaluation of the IPDP process.

In general, it can be presumed that the 15 activities outlined in table 4, with a financial volume of USD 3.6 Mill (~ 2.5 % of the overall PNDP budget), are able to guarantee that the PNDP is executed in accordance with the OD 4.20 and that

- the PNDP strengthen traditional systems of governance and embrace the notion of community dialogue and traditional chiefdoms for all ethnic groups;
- the PNDP reduces poverty for all ethnic groups and lower the dependence on and degradation of natural resources and encourage conservation;
- the PNDP places rural roads and associated services to enable a more sustainable agricultural systems and timely evacuation of agricultural production;
- the PNDP installs an effective management system of the natural habitats, which offers positive impacts to the entire population and the biodiversity;
- the PNDP increases the quality of social infrastructure (schools, health centres, sport, leisure facilities, markets, etc.) and promotes sustainable rural development;
- the PNDP respects the dignity, rights and culture of the Baka, Kola and Aka;
- the PNDP assures that the Baka, Kola and Aka receive an equal or higher benefit from the PNDP than other ethnic groups;
- that the PNDP assists the Baka, Kola and Aka to increase their legal, political, societal, economical, cultural and psychological situations.

Annex

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Annex 1

Terms of reference

PROGRAMME NATIONAL DE DEVELOPPEMENT PARTICIPATIF (PNDP)

PLAN DE DEVELOPPEMENT DES PEUPLES PYGMEES : PDPP

Termes de Référence

I. CONTEXTE ET JUSTIFICATION

A. Cadre stratégique

Dans son engagement à sensiblement réduire la pauvreté, le Gouvernement élabore depuis janvier 2000 suivant un processus participatif faisant intervenir toutes les forces vives, notamment les couches les plus défavorisées de la population, un Document de Stratégie de Réduction de la Pauvreté (DSRP). Ce document va constituer le cadre de référence qui définit l'ensemble des stratégies sectorielles, programmes et projets à mettre en œuvre par le Gouvernement dans le cadre de son programme économique dit de deuxième génération axé sur la réduction de la pauvreté, la croissance et la bonne gouvernance. La mise en place de cette stratégie de réduction de la pauvreté sera en partie facilitée par le PNDP dont l'objectif est d'assister le Gouvernement dans une optique de réduction de la pauvreté et de développement durable des zones rurales.

B. Description sommaire du PNDP

Le PNDP est un programme camerounais multi-bailleurs permettant d'assister le Gouvernement Camerounais, dans une optique de réduction de la pauvreté et de développement durable des zones rurales, à définir et mettre en œuvre des mécanismes visant à responsabiliser les communautés rurales et les collectivités locales décentralisées, afin de les rendre acteurs de leur propre développement, ceci dans le cadre du processus progressif de décentralisation. C'est un programme en trois phases dont la première initiera les activités dans certaines zones du pays (provinces du Nord, du Centre et de l'Ouest et communes de Campo, Ma'an et Akom II dans la province du Sud), permettra d'affiner l'approche et les méthodes d'intervention, et projettera sur les deuxième et troisième phases successives. Le programme est constitué de quatre composantes :

- **Composante 1: Un Appui financier au Développement des Communautés Rurales(AFDCR)** qui aura pour objectif d'apporter des subventions en complément des contributions des bénéficiaires (en numéraire, en nature ou en travail) pour la mise en œuvre de micro-projets ou activités initiés par les bénéficiaires (villages, quartiers, communes, groupements etc.) afin de contribuer à la réduction de la pauvreté. Les micro-projets entrant dans le cadre des activités financées par le PNDP et découlant d'un diagnostic et d'une analyse participative décentralisée pourront porter sur : (i) les projets de construction / réhabilitation d'infrastructures sociales, (ii) les projets à caractère public marchand, (iii) les activités de gestion durable de l'environnement et de la biodiversité.
- **Composante 2: L'appui aux communes dans le cadre du processus progressif de décentralisation** qui couvrira les aspects de (i) gestion des ressources humaines, (ii) disponibilité des moyens matériels, (iii) gestion financière, (iv) renforcement des capacités en maîtrise d'ouvrage et (v) partenariats.
- **Composante 3: Le renforcement des capacités au niveau des communautés.** Cette composante vise l'amélioration des connaissances et des aptitudes des acteurs de développement et des populations rurales à s'impliquer de façon concertée aux efforts de réduction de la pauvreté. Les activités pourront se regrouper en activités préalables à l'élaboration des Plans de Développement Locaux, et à des campagnes de sensibilisation /

formation visant à modifier les comportements des populations pour une meilleure qualité de vie.

- **Composante 4 : Le suivi évaluation.** La composante suivi-évaluation du PNDP comprend: (i) le suivi-évaluation technique (performance et impact) et financier des activités financées par le Programme, (ii) la gestion de la connaissance dans le cadre du Programme, ce en liaison avec le suivi du secteur du développement rural et (iii) l'aide à la décision pour l'évaluation des micro-projets.

La mise en œuvre du PNDP va aboutir au financement d'investissements et une restructuration du milieu rural, ce qui peut avoir un impact sur les populations pygmées. C'est pourquoi une étude (Plan de développement des peuples pygmées : PDPP) sur la situation initiale des pygmées, sur l'impact potentiel du programme et sur les mesures d'accompagnement à prévoir s'avère nécessaire.

II. OBJECTIFS DE L'ETUDE

Une évaluation sociale et environnementale prospective du PNDP est en cours. Compte tenu de l'existence d'impacts potentiels du programme sur les peuples pygmées, cette étude doit être complétée par un Plan de Développement des Peuples Pygmées (PDPP). L'objectif général du PDPP est d'assurer que le processus de développement favorise le respect total de la dignité, les droits de la personne et la culture des « peuples autochtones », c'est-à-dire des populations pygmées Camerounaises.

Pour atteindre cet objectif, le PDPP permettra d'assurer que les peuples pygmées ne sont pas désavantagés, qu'ils sont inclus dans le programme et en bénéficient comme il convient.

Dans cette optique, le PDPP devra :

- Caractériser les peuples pygmées concernés ;
- Inclure une consultation probante des groupes concernés et culturellement appropriée ;
- Définir des mécanismes permettant: (i) aux peuples pygmées d'exprimer leurs vues sur la conception et la mise en œuvre du programme ainsi qu'en tant que bénéficiaires possibles du PNDP (participation informée) en tenant compte de l'inclusion des représentants des deux sexes et de toutes les générations, (ii) d'éviter, sinon de minimiser, ou d'atténuer dans la mesure du possible les impacts négatifs à leur endroit ; et (iii) d'assurer que des bénéfices culturellement appropriés ont été prévus pour les peuples pygmées.

L'étude devra être conforme aux politiques de sauvegarde des bailleurs, notamment à la Directive Opérationnelle OD 4.20 « Peuples Indigènes » qui complète les présents termes de référence. Elle devra également se baser sur les enseignements des projets et programmes existants ayant un impact sur les pygmées. Enfin, elle devra se baser sur les propositions de l'évaluation sociale et environnementale prospective, pour décliner ses propositions en fonction des spécificités des pygmées.

III. RESULTATS ATTENDUS

Réalisation d'un bref diagnostic : ce diagnostic doit rester léger. Il vise à décrire le contexte et les caractéristiques générales des populations concernées et ne devra pas représenter plus de 20 à 25% du travail/rapport final.

- Caractérisation des populations concernées : (i) données (répartition géographique avec carte, différents groupes, situation socio-économique, niveau de population, accès aux services de santé et éducation, etc.) sur les populations pygmées concernées par le projet, (ii) structure sociale et politique, (iii) ressources utilisées et sources de revenus (iv) relations entre les populations pygmées et les autres groupes locaux et nationaux, (v) valeurs socio-culturelles,

- (vi) organisations locales représentatives, (vii) expérience en matière de développement communautaire ;
- Examen du cadre légal : (i) évaluation des droits et du statut légal des groupes pygmées dans le dispositif juridique national (constitution, lois, règlements, actes administratifs, etc.), (ii) examen des capacités des peuples pygmées à défendre leurs droits ;
 - Les économies, identités et formes d'organisation sociale des peuples pygmées sont souvent étroitement liées à la terre, à l'eau et à d'autres ressources naturelles (forêt, faune, etc.). Dans le but de déterminer les mesures qui pourraient s'avérer nécessaires pour mieux assurer leur sécurité d'accès à leurs terres et autres ressources et d'éviter ou de minimiser les impacts négatifs, les consultants devront analyser : (i) les valeurs culturelles, religieuses et sacrées que ces groupes accordent à leurs terres et à leurs ressources ; (ii) les droits et revendications individuels, communautaires et collectifs de ces groupes pour utiliser / garder les terres qu'ils occupent et pour les protéger contre l'empiètement; (iii) les usages traditionnels des ressources naturelles essentiels à leur culture et à leur mode de vie et les leurs lois coutumières et mécanismes de gestion des ressources ; (iv) les pratiques de gestion de leurs ressources naturelles et la durabilité à long terme de ces pratiques ;
 - Justification de la nécessité de la prise en compte des populations pygmées : situation de vulnérabilité/fragilité; rôle de dépendance socio-économique; situation concernant l'état de santé; le niveau d'éducation et l'accès aux services de ces populations, vis-à-vis de leurs voisins non-pygmées ;
 - Analyse des autres projets et programmes existants ayant un impact sur les pygmées, méthodologies d'approche, résultats obtenus et leçons tirées.

Evaluation des impacts et proposition de mesures d'atténuation et de compensation :

- faire l'inventaire et la description des impacts du programme et des micro-projets sur les populations pygmées, que ce soit des micro-projets susceptibles d'être demandés par elles ou par d'autres groupes voisins. On apportera une attention particulière aux conflits possibles, notamment les conflits fonciers, résultant du programme et des micro-projets. De plus, les directives opérationnelles de la Banque mondiale (sur les populations pygmées et le « déplacement involontaire ») mettent des barrières fortes au déplacement involontaire de populations pygmées. Les consultants chercheront à s'assurer que les mesures induites par le programme ne vont pas induire *de facto* l'exclusion des pygmées des territoires qu'ils utilisent ;
- à partir des expériences antérieures, faire l'évaluation de ces impacts selon les critères de sauvegarde sociaux et environnementaux nationaux et des bailleurs. Ceci sera fait à court, moyen et long terme et en mettant en évidence les effets positifs et négatifs et les effets cumulatifs ;
- examiner les alternatives et prévoir des mesures d'accompagnement possibles (y compris mécanismes de gestion des conflits et sensibilisation / information / consultation / participation des populations) afin d'éviter, d'atténuer et de compenser les effets négatifs ou de renforcer les effets positifs du programme et des micro-projets (sans pour autant créer de conflits avec les autres populations). On procédera à une évaluation chiffrée du coût des mesures préconisées qui devra être inclus dans le coût total des micro-projets ;
- Les micro-projets seront classés suivant leur degré/type d'impact et le besoin et la nature des évaluations sociales et mesures d'accompagnement à prévoir.

Proposition de mécanismes appropriés (en tenant compte de l'articulation de ces mécanismes avec les propositions de l'évaluation sociale et environnementale prospective) :

- Propositions de mécanismes pour assurer la participation informée des populations pygmées dans la préparation des plans de développement locaux et dans le cycle des micro-projets (en tenant compte d'une représentation adaptée des sexes et des générations) et la prise en compte de leurs langues, pratiques culturelles, croyances religieuses et modes de vie. Recommander en particulier des méthodes de information/consultation/négociation culturellement

appropriées qui permettent aux peuples pygmées de bénéficier du programme ; d'être informés sur les impacts potentiels de tels projets sur leurs moyens de subsistance, leur environnement et leur usage des ressources naturelles ; d'exprimer leurs vues et leurs préférences ; d'être impliqués dans les décisions et de défendre leurs droits ;

- La faible capacité des pygmées à revendiquer leurs droits de contrôler et garder les terres qu'ils occupent pourra être identifiée comme une contrainte pour un établir un climat de confiance nécessaire pour qu'ils participent au programme et en bénéficient. Si tel est le cas, le consultant devra suggérer des mesures pour renforcer la sécurité foncière de ces populations ;
- Proposition de mécanismes pour éviter, sinon minimiser, ou atténuer dans la mesure du possible les impacts négatifs à leur endroit et renforcer les bénéfices culturellement appropriés pour les peuples pygmées. L'examen préalable des impacts sur les pygmées et l'examen du respect des Politiques de sauvegarde des bailleurs devront être systématiques et faire partie intégrante des procédures et critères de sélection, d'examen et d'approbation des micro-projets ;
- Suivi évaluation : Proposition de (i) mécanismes d'évaluation conjointe (par les pygmées et les autres groupes affectés par le programme) de la mise en œuvre des mécanismes définis ci-dessus et des impacts, pour faciliter une vision partagée sur les évolutions existantes et souhaitables et s'assurer que les vues des pygmées sont pleinement prises en compte; (ii) indicateurs (types, fréquence) permettant de mesurer les progrès régulièrement, (iii) responsabilités et besoins en compétences pour conduire le suivi-évaluation ;
- Identifier clairement les responsabilités, proposer des arrangements institutionnels et évaluer les capacités pour l'ensemble des tâches définies ci-dessus (participation, examen et évaluation des impacts, mise en œuvre des mesures d'accompagnement préconisées, suivi-évaluation, etc.) au niveau central, déconcentré, décentralisé et des bénéficiaires (on résumera la répartition des responsabilités dans un tableau ou un organigramme). On apportera une attention particulière à l'évaluation (i) des compétences du personnel des institutions pour interagir avec les populations pygmées, (ii) de la capacité des populations et organisations de populations pygmées à interagir avec les agences gouvernementales ;
- Proposer les mesures de renforcement de capacités et formation nécessaires afin de permettre aux individus et entités identifiés ci-dessus de remplir ces mandats. Ces actions de renforcement porteront notamment sur la connaissance et l'application des politiques de sauvegarde des bailleurs ;
- Proposer un calendrier et un plan de financement des propositions ;
- Démontrer la conformité des propositions avec les Politiques de sauvegarde des bailleurs.

P.S. : Compte tenu de l'isolement et éloignement géographique des différentes populations, les visites de terrain seront focalisées sur les Baka et les Kola. Le consultant indiquera néanmoins dans son rapport quels seront les impacts probables sur les populations Aka et si les propositions faites pour la participation et l'implication des autres populations peuvent s'appliquer de la même manière et réussir pour les Aka ou si une étude courte sera nécessaire avant que le projet ne puisse démarrer dans les zones où vivent les Aka.

IV. METHODOLOGIE ET MECANISMES DE MISE EN OEUVRE

A. Approche méthodologique et format du rapport

L'étude se déroulera en trois phases :

- La première phase consistera à une collecte de données, une analyse documentaire et des rencontres avec les groupes d'intérêt à Yaoundé ;
- La seconde phase consistera à réaliser des consultations de terrain afin de réaliser un diagnostic des populations pygmées, de prévoir les micro-projets qu'elles sont susceptibles de demander, d'évaluer les impacts potentiels de ces micro-projets ainsi que de ceux que peuvent demander les autres groupes locaux, de prévoir les mesures d'atténuation et les mécanismes de gestion de ces impacts. Les consultations devront concerner toutes les composantes de la

société (femmes, jeunes, vieux, etc.). A l'issue de cette phase, un rapport préliminaire sera remis (sous format papier et sous format informatique) à la Banque mondiale (1) et à la Cellule de Coordination (1), et un atelier sera organisé au Cameroun auprès de représentants des groupes affectés par le programme, en particulier des peuples pygmées. ;

- La troisième phase consistera en l'intégration des commentaires du Gouvernement Camerounais, des différents groupes d'intérêt et des partenaires financiers. Le rapport final sous format papier et sous format informatique sera remis à la Banque mondiale (1) et à la Cellule de Coordination (1).

Le rapport final doit prendre la forme d'un rapport technique contenant les éléments requis par la Directive Opérationnelle 4.20 et les présents termes de référence (voir paragraphe III). Une annexe comprenant les dates et nature des consultations (aussi bien consultation des communautés que séminaire à Yaoundé), participants, compte rendu des discussions, conclusions, la façon dont les points de vue ont été pris en compte dans l'étude etc. devra figurer dans le rapport. Le rapport sera rédigé en anglais et comprendra un résumé exécutif en français et en anglais. Le consultant s'attachera à la concision du rapport.

B. Coordination de l'étude

L'étude sera sous la maîtrise d'ouvrage de la Banque mondiale. L'étude sera coordonnée par la Banque mondiale en étroite relation avec la Cellule de Coordination du PNDP et sera réalisée en étroite collaboration avec le Groupe de Travail.

C. Conditions d'exécution de l'étude

Le consultant aura la responsabilité définitive de la qualité de l'étude et du maintien du calendrier des travaux.

D. Profil du Consultant

Expert d'expérience internationale :

- de formation sociologique ou anthropologique, ayant conduit des études sur des initiatives à caractère participatives ;
- expérience prouvée du Cameroun et des pygmées ;
- connaissance des politiques de sauvegarde des bailleurs ;
- pratique de l'anglais et du français.

E. Durée de l'étude

L'étude durera huit semaines. Elle impliquera 20 hommes jours.

F. Chronogramme prévisionnel

	Sem1	Sem2	Sem3	Sem4	Sem5	Sem6	Sem7	Sem8
Etudes documentaires	X							
Consultations de terrain ; analyses ; présentation au groupe de travail		X	X					
Preparation du rapport provisoire				X				

- Examen des rapports provisoires par le Secrétariat technique et les partenaires - Atelier de validation du rapport					X	X	X	
Finalisation du rapport								X

Annex 2

**The different national programmes and their relevance
for the Cameroonian national strategy of poverty
reduction (DSRP)**

PRESENTATION GLOBALE DES DIFFERENTS PROGRAMMES NATIONAUX (Version 02/2003)

	DSRP (national)	DSDSR (Secteur Rural)	PNDP (MINEPAT)	PADC (MINAGRI)	PSFE (MINEF)
Nom exact	<i>Document de Stratégie de Réduction de la Pauvreté</i>	<i>Document de Stratégie de Développement du Secteur Rural</i>	<i>Programme National de Développement Participatif</i>	<i>Programme d'Appui au Développement Communautaire</i>	<i>Programme Sectoriel Forêts-Environnement</i>
Cadre d'intervention	Document de base de chaque pays pauvre qui définit sa stratégie en matière de croissance avec accent sur la réduction de la pauvreté pour les prochaines années (2015) Chaque secteur est censé produire un document sectoriel et notamment celui du développement rural	Composante développement rural du DSRP	Programme National soutenu par différents bailleurs de fonds pour aider les villages, et les entités décentralisées à prendre en charge leur développement	Programme pilote du PNDP dans les provinces du Centre et de l'Extrême Nord jugés parmi les plus pauvres et financé par le FIDA avec l'appui de la GTZ	
Bailleur de fonds principal et Ministère de tutelle	Initié par la BM et soutenu par tous les bailleurs; Porté surtout par le Ministère de l'Economie et de Finances	Sera décomposé en différents programmes soutenus par les BF : PNDP, PADC, PSFE etc.	Financement complexe sur base BM et AFD, FIDA, GTZ, Gouvernement; Gestion MINEPAT	Financement FIDA; Gestion MINAGRI	MINEF, multibailleurs (F, Canada, D, GB, BM, BAD)
Vision/cadre supérieur auquel le programme se veut contribuer	<ul style="list-style-type: none"> - Diversification accrue de l'économie pour améliorer le taux de croissance et - Actions ciblées de redistribution en faveur des plus pauvres 	Assurer une croissance du secteur rural soutenue, durable et équitable	Réduire sensiblement la pauvreté à l'horizon 2015 en <ul style="list-style-type: none"> - Assurant la prise en charge du développement du milieu par les communautés locales et les acteurs locaux - Améliorant l'accès aux services de base, la sécurité alimentaire et les revenus des populations - Améliorant la gouvernance locale 	Améliorer durablement les conditions de vie des populations dans les zones rurales les plus défavorisées	Mise en œuvre de la politique forestière de 1994/95 OS : La conservation, la gestion et l'exploitation durable des ressources forestières et fauniques répondent aux besoins locaux, nationaux, régionaux et mondiaux des générations présentes et futures OD : Une amélioration soutenue des conditions de vie des populations riveraines à travers la gestion durable des écosystèmes forestiers est assurée
Justification	Réduction de la pauvreté par un développement soutenu	Développement économique (économie rurale) pour un développement soutenu	Harmonisation des politiques sectorielles (schéma d'aménagement du territoire, décentralisation et développement communal) pour un développement soutenu au niveau des communautés rurales	Mobilisation des ressources des zones rurales pour un développement soutenu au niveau villageois	Mobilisation des ressources forestières pour un développement soutenu

	DSRP (national)	DSDSR (Secteur Rural)	PNDP (MINEPAT)	PADC (MINAGRI)	PSFE (MINEF)
Objectifs à moyen terme	<ol style="list-style-type: none"> 1. Promotion d'un cadre macro-économique stable 2. Renforcement de la croissance par la diversification de l'économie 3. Développement du secteur privé 4. Développement des ressources humaines 5. Développement des infrastructures de base 6. Amélioration du cadre institutionnel et de la gouvernance 	<ol style="list-style-type: none"> 1. Réduction de la pauvreté 2. Satisfaction de la demande alimentaire nationale croissante 3. Intégration dans les marchés internationaux et sous-régionaux 4. Durabilité des performances à long terme 	<ul style="list-style-type: none"> - Renforcement des capacités des communautés rurales et des communes - Appui technique et financier aux communautés rurales et communes - Contribution à la cohérence des interventions décentralisées - Création d'espaces de concertation et de planification participative favorisant les communautés 	<ul style="list-style-type: none"> - Prise en charge de leur développement par les communautés villageoises et autres acteurs locaux dans le respect de la participation, concertation et solidarité - Amélioration de l'accès aux infrastructures sociales dans les villages - Augmentation des revenus des populations cibles 	<ul style="list-style-type: none"> - Les parties prenantes gèrent durablement les ressources forestières et fauniques de façon à pérenniser les fonctions économiques, écologiques et sociales de l'ensemble des écosystèmes forestiers du Cameroun
Composante 1	<p>Promotion d'un cadre économique stable :</p> <ul style="list-style-type: none"> - Améliorer le taux de croissance de 4.4 à 6 % et limiter le déficit budgétaire - Prendre des mesures pour la création d'emplois à travers l'amélioration de la compétitivité de l'industrie, l'augmentation de l'épargne, la promotion des PME et artisanat, l'utilisation de technique HIMO, la diversification des exportations non pétrolières et surtout l'agro-industrie et augmentation de la production de l'énergie 	<p>Modernisation de l'appareil de production :</p> <ul style="list-style-type: none"> - Rendre les facteurs de production disponibles (terres, intrants, eau) - Promouvoir l'accès aux innovations techniques avec lien recherche et vulgarisation - Développer la compétitivité des filières de production <p>Avec accent sur l'agriculture paysanne et les PME agricoles.</p>	<p>Fonds d'appui au développement des communautés rurales (FADCR) :</p> <p>Cofinancer les micro-projets des communautés et sociétés civile sur base de plans de développement villageois et plans de développement communaux élaborés de manière participative après approbation du comité paritaire communal et un comité paritaire d'approbation et de supervision provincial.</p> <p>3 types de projets :</p> <ul style="list-style-type: none"> - Infrastructures lourdes; - Socio-économique; - Environnemental et gestion des ressources naturelles 	<p>Développement des capacités de planification, interaction, négociation et gestion participative au niveau des villages renforcés :</p> <ul style="list-style-type: none"> - Capacité de planifier, organiser et gérer des communautés villageoises - Capacité de lutter contre le VIH/SIDA - Promotion/renforcement des micro entrepreneurs - Création d'espaces de concertation entre la commune et le village 	<p>Connaissance de la ressource et monitoring écologique :</p> <p>Les outils de gestion durable des ressources forestières et fauniques sont élaborés, discutés et utilisés selon la législation en vigueur par toutes les parties prenantes conformément à la réglementation en vigueur</p>

	DSRP (national)	DSDSR (Secteur Rural)	PNDP (MINEPAT)	PADC (MINAGRI)	PSFE (MINEF)
Composante 2	<p>Diversification de l'économie et renforcement de la croissance :</p> <p>Il s'agit ici d'agir sur la diversification de l'économie pour dépendre moins du secteur primaire (bois et pétrole). <i>La priorité sera la diversification dans l'agriculture et la promotion de l'industrie et le développement du tourisme et des services sociaux et services du secteur productif :</i></p> <ul style="list-style-type: none"> - Promotion de l'agriculture (voir DSSR) - La promotion de l'industrie donne priorité à des restructurations pour améliorer la compétitivité du secteur agro-industriel et métallurgique et le développement du secteur privé, la lutte contre la contrebande et le dumping, la promotion de pépinières d'entreprises, le renforcement de la formation technique. - Tourisme et autres services marchands par l'amélioration de la formation ; partenariat avec le secteur privé pour infrastructures et communication, développement du secteur immobilier et développement du tourisme, la promotion des TIC, le commerce et l'intermédiation financière (banques et IMF, notamment projet PPMF) 	<p>La restructuration du cadre institutionnel :</p> <ul style="list-style-type: none"> - Réorganiser les services publics aux fins de favoriser un environnement incitatif - Susciter l'émergence d'organisations professionnelles et des Ong performantes - Appuyer le secteur privé 	<p>Appui aux communes dans le processus progressif de décentralisation</p> <p>Préparer les communes et les communautés villageoises à s'encren dans le processus de décentralisation et réduction de la pauvreté :</p> <p>3 sous-composantes :</p> <ul style="list-style-type: none"> - Appui à la réforme de la fiscalité, de finances et du domaine des collectivités locales décentralisées - Renforcement des capacités des communes - Renforcement des capacités de l'administration en décentralisation/. 	<p>Appui aux activités génératrices de revenus</p> <ul style="list-style-type: none"> - Assistance technique aux producteurs organisés (marchés, production, faisabilité, etc.) - Mise en place de cautions de réalisations : un fonds pour permettre d'accéder aux IMF 	<p>Aménagement des forêts de production du domaine permanent et valorisation des produits forestiers</p> <p>Les concessions forestières sont aménagées durablement selon les règles de l'art et sur une base légale et les produits des filières bois et PFNL valorisés de manière efficace</p>

	DSRP (national)	DSDSR (Secteur Rural)	PNDP (MINEPAT)	PADC (MINAGRI)	PSFE (MINEF)
Composante 3	<p>Dynamisation du secteur privé :</p> <ul style="list-style-type: none"> - Améliorer l'accès des PME/PMI au financement - Respect de la charte des investissements - Environnement favorable - Formation - Fonds d'aide aux PME/PMI à étudier - Appui à la compétitivité - Rééquilibrage secteur public/privé 	<p>L'amélioration du cadre incitatif :</p> <ul style="list-style-type: none"> - Adapter l'environnement réglementaire - Promouvoir le développement du financement et des marchés financiers dans le secteur - Développer les infrastructures rurales 	<p>Renforcement des capacités au niveau local :</p> <p>Inciter les populations bénéficiaires à mettre à profit l'initiative et l'énergie locale dans la réduction de la pauvreté :</p> <ul style="list-style-type: none"> - Amener les acteurs locaux à s'impliquer - Renforcer les capacités techniques, organisationnelles et managériales des communautés et des structures d'accompagnement - Animer et sensibiliser les acteurs pour mettre en place un cadre de concertation - Diffuser de nouveaux comportements et compétences au sein des populations (IMS/SIDA ; gestion des ressources naturelles) - Renforcer les IMF 	<p>Micro Infrastructures sociales</p> <ul style="list-style-type: none"> - Les petites infrastructures dans l'éducation, la santé, l'eau, les pistes faciles à être réalisées seront financées si elles sont intégrées dans le plan de développement villageois - Les plus grandes infrastructures seront confiées au FEICOM (pas le PADC) 	<p>Conservation de la biodiversité et valorisation des produits fauniques :</p> <p>La biodiversité est conservée et les produits fauniques valorisés</p>
Composante 4	<p>Développement des infrastructures et ressources naturelles :</p> <ul style="list-style-type: none"> - L'amélioration et entretien des infrastructures de base, routes, téléphone, électricité, l'eau, les ports par mandat au secteur privé - La promotion des bâtiments et travaux publics par contrats avec le secteur privé et Etat - L'utilisation de techniques HIMO - Ressources naturelles et environnement 	<p>La gestion durable des ressources naturelles :</p> <ul style="list-style-type: none"> - Gérer de manière coordonnée l'espace rural - Gérer et valoriser les ressources - Préserver et restaurer les potentiels de production. <p>Le travail portera sur les ressources ci-après : les sols, l'eau, les pâturages et la biodiversité</p>	<p>Gestion, coordination et Suivi Évaluation :</p> <p>Mettre à disposition les informations et outils de gestion et d'aide à la décision :</p> <p>3 activités :</p> <ul style="list-style-type: none"> - Développement des mécanismes de suivi-évaluation - Gestion de l'information au sein du PNDP - Communication au sein du PNDP 	<p>Coordination du projet :</p> <ul style="list-style-type: none"> - Financement d'une unité de coordination nationale et de deux unités de coordination provinciales - Recrutement de l'assistance technique - Financement du personnel d'appui - Appui à la coordination nationale de la composante développement communautaire du PNDP au MINAGRI 	<p>Gestion communautaire des ressources forestières et fauniques :</p> <p>Les populations ont participé aux prises de décisions et bénéficient des retombées financières de la gestion de la flore et faune pour un développement communal soutenu</p>
Composante 5	<p>Réduction de la pauvreté urbaine :</p> <p>Par l'amélioration des conditions de vie en ville et le renforcement de son rôle économique (habitat, insécurité, salubrité, infrastructures etc.</p>				<p>Gestion environnementale des opérations d'aménagement :</p> <p>Le maintien des équilibres écologiques est assuré.</p>

	DSRP (national)	DSDSR (Secteur Rural)	PNDP (MINEPAT)	PADC (MINAGRI)	PSFE (MINEF)
Composante 6	<p>Renforcement et valorisation des ressources humaines :</p> <ul style="list-style-type: none"> - Education et réduction de la pauvreté par l'universalisation de l'enseignement primaire, l'amélioration de l'accès et de l'équité dans les autres niveaux et l'amélioration de la qualité et la pertinence des enseignements et l'amélioration de la gestion et de la gouvernance - Santé et réduction de la pauvreté: il s'agit de réduire les différentes mortalités (naissance, infantiles), la malnutrition, assurer les SSP à tous en 2015 et plan spéciaux anti-paludisme et anti-sida, les vaccinations, les médicaments, épidémies, promotion des mutuelles, santé de la mère et adolescent, alimentation et nutrition et maladies non transmissibles - Autres politiques et stratégies sociales : protection social et solidarité nationale, promotion de l'égalité et équité des sexes, éducation sociale, emploi et besoins essentiels - Création d'emplois et insertion des marginalisés par le HIMO, l'auto-emploi et AGR 				<p>Renforcement institutionnel, formation et recherche (Réforme institutionnelle du secteur forestier) :</p> <p>La mise en oeuvre de la politique forestière du Cameroun est efficace</p>

	DSRP (national)	DSDSR (Secteur Rural)	PNDP (MINEPAT)	PADC (MINAGRI)	PSFE (MINEF)
Composante 7	Renforcement du cadre institutionnel et de la gouvernance par : <ul style="list-style-type: none"> - Promotion d'un cadre incitatif pour le secteur privé : Etat régulateur non acteur, information/formation, les lois, la privatisation etc.; - Partenariat entre acteurs public, privé, société civile et ONG en renforçant les administrations, les capacités de la société civile, les instances de concertation, des politiques concertées; - Gouvernance et lutte contre la corruption : avec un programme spécial 				
Budget et financement	<ul style="list-style-type: none"> - Par l'Etat et l'initiative PPTE - Les bailleurs - Le secteur privé - La participation de la population Les budgets seront préparés par les plans sectoriels. Les secteurs sociaux auront les budgets les plus élevés (jusqu'à 90%)	Différents programmes seront élaborés et soumis à différents bailleurs de fonds.	Montage financier en cours : AFD : 50.00 mio Eur BM : 5.00 mio \$ US FIDA : 11.75 mio \$ US Coop. allemande : 8.75 mio \$ US Don japonais : 0.60 mio \$ US + gouvernement, etc. - soit <u>121 mio \$ US</u> sur 15 ans	Budget de 12.8 milliards FCFA sur 7 ans (18.2 mio \$ US) dont : 64.3% FIDA (11.7 mio \$US prêt) 9.7% bénéficiaires 20.7% instit. de microfinances 5.4% GoC.	Evaluation définitive prévue pour 06/2003

	DSRP (national)	DSDSR (Secteur Rural)	PNDP (MINEPAT)	PADC (MINAGRI)	PSFE (MINEF)
Mécanismes de gestion	<ul style="list-style-type: none"> - Le pilotage se fait de manière participative d'où nécessité de renforcer les capacités des acteurs - L'exécution se fait le comité de supervision e de coordination de l'action gouvernementale pour le franchissement du point d'achèvement et sur le plan technique le CTS - Des mesures de suivi et des indicateurs sont déterminés - Ces mécanismes de suivi comprennent : le suivi d'exécution, le suivi d'impact et le suivi participatif - Un effort sera fait pour l'amélioration de la production et diffusion d l'information statistique 	<p>La stratégie sera exécutée sous formes de programmes notamment :</p> <ul style="list-style-type: none"> - Le PNDP pour le développement local - Le développement des productions végétales, animales et halieutiques avec 4 sous-programmes que sont : <ol style="list-style-type: none"> 1) les filières porteuses, 2) le développement des exploitations, 3) le développement des OPA, 4) la modernisation des administrations, l'enseignement technique et professionnel, la micro-finance - La gestion de l'environnement et des forêts 	<p>Au niveau villageois : La communauté s'organise en un <u>Comité de Concertation (CC)</u> à la base et établit un plan de développement communautaire de manière participative (PDV) avec toutes les forces vives de la communauté. Le CC approuve les projets, les envoie à la hiérarchie, reçoit les fonds, passe les marchés.</p> <p>Au niveau communal : <u>Comité Paritaire (Etat-bénéficiaires) d'Approvisionnement et de Supervision de Niveau Communal (CPASNC)</u>: 12 membres (5 Etat, 5 base et 2 élus) approuve les projets et suit.</p> <p>Au niveau provincial (ou régional) : <u>Cellule Provinciale du Programme(CPP)</u>, techniciens chargés de gérer des sous-traitances qui exécutent des interventions et <u>Comité Provincial d'Approvisionnement et de Supervision (CPAS)</u> qui étudie les projets soumis par les communes et en assure le suivi.</p> <p>Au niveau national : <u>Comité National de Pilotage (CNP)</u> qui définit les politiques et rassemble ministères, bénéficiaires (CC et communes), société civile, élus locaux/ nationaux et bailleurs et <u>Cellule Nationale du Programme</u> qui est l'exécutif chargé de gérer les sous-traitances et partenariats.</p>	<ul style="list-style-type: none"> - Les villages élaboreront des projets de manière participative et soumettront des projets qui remonteront via les unités provinciales et nationales, puis budgétisées - Des agences d'exécution réaliseront certaines interventions sur négociation avec les communautés locales. - Un comité de pilotage interministériel définira les politiques du projet ; - Le suivi-évaluation interne sera participatif et y inclura les communautés et sera complété par des études d'impact de consultants locaux. 	

Annex 3

Itinerary

Following the terms of reference (Annex 1), the total duration of the short term consultancy was 20 working days. The assignment was carried out solemnly by Dr. Kai Schmidt-Soltau between March 10th 2003 and April 8th 2003.

Time table of the IPDP of the PNDP			
Day No.	Date	Place	Activity
1	10/3/03	Yaoundé	Literature review
2	11/3/03	Yaoundé	Discussion with World Bank office Yaoundé (Angeline Mani, & Emmanuel Ngankam), PNDP/MINPAT (Marie-Madeleine Nga/ Project Coordinator), CERAD (Patrice Logo/ Director).
3	12/3/03	Yaoundé	Discussion with CODIBABIK (Jacques Ngang/ President, Ida), PGPA (Brigitte Reichelt/ Lead technical advisor & Anke Borggräfe Technical advisor)
4	13/3/03	Yaoundé	Discussion with ECOFAC (Etienne Legue/ Conservator), SNV (Maryvonee Bretin/ Technical Advisor on social issues), INADES-Foundation and RACOPY (Elisabeth Fouda)
5	14/3/03	Yaoundé	Discussion with PROFORNAT (Mathias Heinze/ Lead technical advisor).
6	15/3/03	Lomié	Transfer to the eastern province. Discussion with ASBAK (Valere, Simon).
7	16/3/03	Moangué le Bosquet	Discussion with Baka population.
8	17/3/03	Abakoum	Discussion with Baka population.
9	18/3/03	Abong Mbang	Discussion with Baka population, discussion with catholic mission (Father Paul Cuypers).
10	19/3/03	To Yaoundé	Discussion with Bantu and Baka population. Transfer
11	20/3/03	Lolodorf, Bongouana	Discussion with MINAS Delegation Lolodorf (Louis-Oswald Mabali). Discussion with CODIBABIK (Pierre, Charles, Marie) and Kola population
12	21/3/03	Mingo, Akom 2	Tracking to forest camp and discussion with Kola population. Discussion with MINAS Delegation Akom 2 (Marc Benfono Ndiba)
13	22/3/03	Ndtoua, Maboulo	Discussion with Bantu traditional ruler (Jean-Eduard Bigouer) Tracking to forest camp and discussion with Kola population. A planned discussion with the district officer Akom 2, FAGAPECAM and Kola traditional rulers was prohibited by the DO Akom 2.
14	23/3/03	Bongouana, To Yaoundé	Discussion with Bantu and Kola population. Transfer.
15	24/3/03	Yaoundé	Report writing.
16	25/3/03	Yaoundé	Discussion with the department in charge of marginalised populations/ MINAS (Essaca Atsiga). Report writing.
17	26/3/03	Yaoundé	Report writing.
18	6/4/03	Yaoundé	Preparation of workshop
19	7/4/03	Yaoundé	Workshop
20	9/5/03	Yaoundé	Workshop: Integration of workshop recommendations and finalisation of report

Stakeholder consulted

- **Government of Cameroon**

Marie-Madeleine Nga (Project Coordinator of the PNDP; MINPAT; Yaoundé).

Essaca Atsiga (Director of the department for marginalised population and victims; MINAS; Yaoundé).

Louis-Oswald Mabali (Divisional Delegate of MINAS; Lolodorf).

Marc Benfono Ndiba (Divisional Delegate of MINAS; (Akom 2).

- **Donor organisations, multilateral and bilateral agencies**

Angeline Mani (World Bank office, Yaoundé).

Emmanuel Noubissie Ngankam (World Bank office, Yaoundé).

Brigitte Reichelt (Lead technical advisor of the PGPA (GTZ), Yaoundé).

Anke Borggräfe (Technical advisor of the PGPA (GTZ), Yaoundé).

Etienne Legue (Conservator of Dja National Park (ECOFAC-MINEF), Yaoundé).

Maryvonee Bretin (Technical Advisor on social issues of the SNV, Yaoundé).

Mathias Heinze (Lead technical advisor of PROFORNAT (GTZ), Yokadouma).

Jaap Kok (Project manager SDDL (SNV), Lomié).

- **Associations of the Baka and Kola**

(According to the request of the Baka and Kola interviewed are here and in the following most of the time only first names of interview partners provided)

Jacques Ngang/ President (CODIBABIK, Yaoundé)

Ida (CODIBABIK, Yaoundé)

Pierre (CODIBABIK, Bongouana)

Charles (CODIBABIK, Bongouana)

Marie (CODIBABIK, Bongouana)

Valere Akpakoua Ndjéma (ASBAK, Lomié)

Hélène Aye Mondo (ASBAK, Abong Mbang)

Simon (ASBAK, Lomié)

Locien (ASBAK, Moangué le Bosquet)

Odet (ASBAK, Moangué le Bosquet)

Richard (ASBAK, Moangué le Bosquet)

Motireme (ASBAK, Moangué le Bosquet)

Rene (ASBAK, Abakoum)

Emil (ASBAK, Abakoum)

- **Non-governmental-organisations**

Patrice Bigombe Logo (Director of CERAD; Yaoundé).

Elisabeth Fouda (Desk officer in charge of pygmy population of INADES-Foundation, Yaoundé).

Elisabeth Fouda (Coordinator of RACOPY).

Father Paul Cuypers (Catholic mission).

- **Primary stakeholders**

Lucien (Moangué le Bosquet)

Marie (Moangué le Bosquet)

Odette (Moangué le Bosquet)

Richard (Moangué le Bosquet)

Motireme (Moangué le Bosquet)

Josef (Moangué le Bosquet, Community Forest committee)

Pierre (Moangué le Bosquet, Community Forest committee)

Paul (Moangué le Bosquet, Community Forest committee)

Thaddeus (Moangué le Bosquet, Community Forest committee)

Emil (Abakoum)

Rene (Abakoum)

Cedar (Abakoum)

Claude (Abakoum)

Rome (Abakoum)

Boto (Abakoum)

Megbe (Abakoum)

Manba (Abakoum)

Akomba (Abakoum)

Leo (Abakoum)

Basi (Abakoum)

Nestor (Bongouana)

Pierre (Bongouana)

Charles (Bongouana)

Marie (Bongouana)

Chief Jean-Edward Bigouer (“Bantu”-village Ndtoua, which includes the Kola settlement Maboulo)

Eugène (Maboulo)

François (Maboulo)

Anne (Maboulo)

Celine (Maboulo)

Margot (Maboulo)

Pierre (Maboulo)

Paul (Maboulo)

Charles (Maboulo)

Elem (Mingo)

Oyono (Mingo)

Mado (Mingo)

Ela (Mingo)
Mba (Mingo)
Ngale (Mingo)
Mbire (Mingo)
Eli (Mingo)
Emma (Mingo)
Mbea (Mingo)
Elise (Mingo)
Ngele (Mingo)

Annex 4

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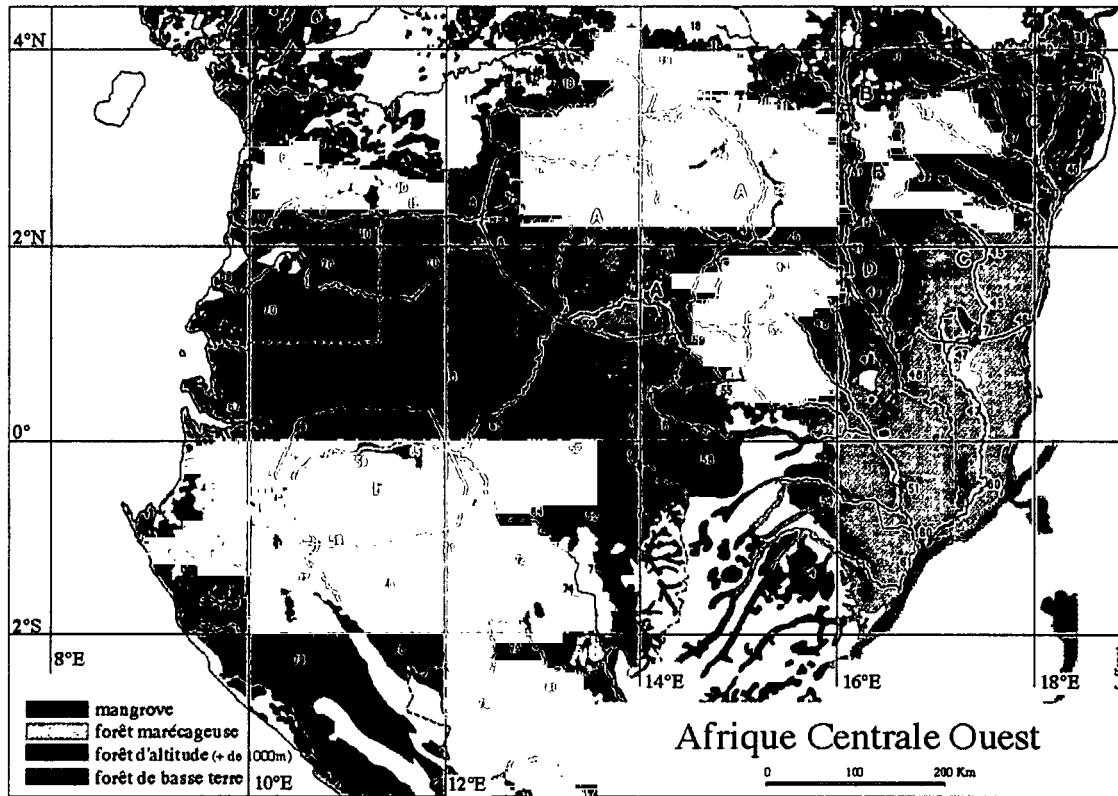
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Annex 5

Maps

The different ethnic groups in the western part of the Congo basin (Source : Bahuchet 1993)

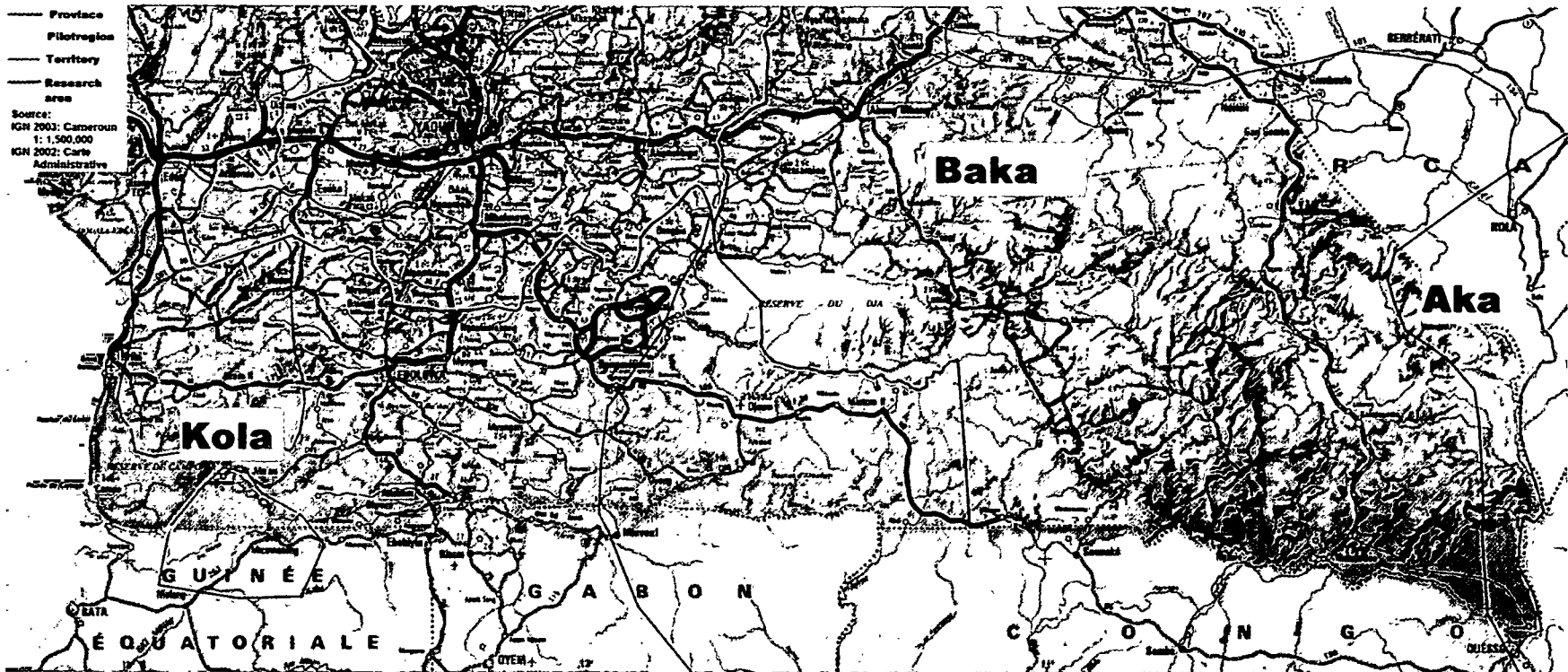


Langues et ethnies de l'ouest du bassin congolais

Groupes Pygmées

1	Basa	29	Gbaya-buli	57	Ngae	7	Kola-Gyeli
2	Bakoko	30	Yangere	58	Tèè	A	Baka
3	Batanga	31	Pomo	59	Bongom	B	Aka-Mbenzele
4	Yasa	32	Bogongo	60	Likuba	C	Aka
5	Mabea	33	Ngundi	61	Bobangi	D	Mikaya
6	Ngumba	34	Pande	62	Mahongwe	E	Bongo
7	Kola (Gyeli)	35	Ngondi	63	Shake		
8	Mvae	36	Bofi	64	Aduma		
9	Bulu	37	Ngando	65	Kande		
10	Ntumu	38	Ngbaka-mabo	66	Mpongwe		
11	Beti	39	Mbati	67	Kele		
12	Fang	40	Monzombo	68	Galwa		
13	Fang-Nzaman	41	Enyele	69	Fang-Betsi		

14	Nzem	42	Bondongo	70	Fang-Okak
15	Nzime	43	Bakwele	71	Sangu
16	Bajwe	44	Yesua	72	Nzebi
17	Maka	45	Mbomotaba	73	Mbamba
18	Kako	46	Mbonjo	74	Mbangwe
19	Kwakum	47	Babole	75	Ndumbo
20	Mbimu	48	Bongili	76	Tsogo
21	Bijugi	49	Bomoali	77	Sira
22	Mpopom	50	Bomasa	78	Punu
23	Mbomam	51	Likwala	79	Lumbu
24	Konabembe	52	Kota	80	Tsangi
25	Bangando	53	Mpo	81	Kombe
26	Esel	54	Mboshi	82	Benga
27	Gbaya-biyanda	55	Mboko	83	Bujeba
28	Gbaya-bokare	56	Mbete		



Annex 6

**Mémoire sur l'allégement des procédures de
délivrance des pièces officielles aux populations Pygmées**

Réseau RACOPY

Réseau de Recherche - Actions Concertées Pygmées

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**A Son Excellence Monsieur le
Gouverneur de la Province du Sud**

EBOLOWA

Objet : Mémoire sur l'allégement des
procédures de délivrance des pièces
officielles aux populations Pygmées.

Excellence Monsieur le Gouverneur,

Le Réseau RACOPY (Recherche Actions Concertées Pygmées) est un cercle animé par des représentants d'ONG et projets qui travaillent en milieu Pygmée. Il a pour but principal de favoriser les échanges d'expériences entre les différents partenaires. La recherche, l'action et la formation constituent les moyens mis en œuvre pour mieux appréhender la spécificité Pygmée afin d'être plus efficace dans les interventions auprès de ce peuple. Le Réseau RACOPY est composé des organisations et projets suivants : INADES-Formation basé à Yaoundé et présent dans la Province du Sud, le Foyer Notre Dame de la Forêt (FONDAF) basé à Bipindi, le Centre pour l'Environnement et le Développement (CED) basé à Yaoundé et travaillant dans l'arrondissement de Djoum, Planet Survey basé à Yaoundé et ayant une antenne régionale pour le Sud sise à Lolodorf, le Projet Campo Ma'an exécuté par la SNV (Organisation Néerlandaise pour le Développement) basé à Kribi, le Foyer Notre Dame de la Mer basé à Kribi, le foyer des jeunes filles Baka de Djoum, FAGAPECAM basé à Kribi, CIAD, basé à Lomié, le projet SDDL basé à Lomié.

Dans notre travail quotidien avec ces organisations et ces groupes locaux, il se dégage que les Pygmées souhaitent de plus en plus avoir la possibilité de disposer des pièces officielles. point de départ de leur intégration véritable au sein de la communauté camerounaise à laquelle, ils revendiquent le droit d'appartenir. Suite à ces demandes toujours plus pressantes, les organisations partenaires du réseau RACOPY ont inscrit le problème de la citoyenneté à l'ordre du jour de leur cinquième rencontre ordinaire tenue les 8 et 9 juin dans les locaux du CED à Djoum.

A l'issue de cette rencontre, il a été recommandé aux différents partenaires de faire un état des lieux de la situation dans leurs zones respectives en vue d'une action concertée et plus efficace.

Etats des lieux de la situation des actes de naissance et cartes d'identité nationale dans chaque localité

De manière générale, la situation de l'état civil chez les Pygmées du Cameroun est alarmante. Le problème se pose avec acuité dans tous les campements Pygmées. Les résultats du recensement effectué par les différents partenaires à Djoum par le CED, à Kribi par la SNV, le Foyer Notre Dame de la Mer, à Lolodorf par Planet Survey et à Bipindi par le Foyer Notre Dame de la Forêt (FONDAF) montrent que plus 95 % des pygmées n'ont ni acte de naissance, ni carte d'identité nationale et dispose encore moins des autres pièces d'état civil. Cette situation les prive ainsi de la jouissance de leurs droits civiques.

A Djoum par exemple, on compte juste une vingtaine de Pygmées disposant d'une carte nationale d'identité, parmi lesquels douze (12) ont profité de l'occasion d'un voyage d'échange organisé par le CED entre les Pygmées de Djoum et ceux de Moloundou à l'Est du pays. A Bipindi et Kribi par contre, seule une dizaine de Pygmées possède une carte nationale d'identité cartonnée dont l'établissement coûtait moins cher que les cartes informatisées actuelles.

La situation des actes de naissance n'est guère plus satisfaisante, et ce en dépit des centres d'état civil décentralisés situés à proximité des campements. Les Pygmées ne s'y rendent pas spontanément à cause de leurs rapports conflictuels avec les Bantous et des frustrations qu'ils éprouvent face à certains agents de l'administration.

Il nous a été donné de constater que les populations Pygmées de la province ignorent tout des procédures d'obtention des pièces officielles et ne sont pas suffisamment outillées pour faire face à la complexité de ces démarches administratives.

Notons également que, pour peu qu'elles posent le problème de l'obtention des pièces officielles, ces dernières font souvent face au manque de scrupule de certains agents de l'état qui n'hésitent pas à les humilier, les frustrer, voire les rançonner. De tels agissements ne favorisent pas toujours l'intégration sociale des Pygmées.

Malgré toutes ces contraintes, les Pygmées n'entendent plus rester en marge de la société. Plus que jamais, ils manifestent le désir de jouir comme tous les autres Camerounais des privilèges liés à la citoyenneté Camerounaise et comptent actuellement sur les organisations d'appui que nous sommes pour réaliser leurs souhaits. Ils ont à l'occasion relevé les raisons de ce regain d'intérêt pour les pièces officielles.

Motivation

A l'instar des autres camerounais, les Pygmées veulent se sentir citoyens libres et reconnus, rejetant des traitements de faveur dévalorisants dont ils font souvent l'objet. Ils tiennent à posséder une carte nationale d'identité afin de jouir des droits, des privilèges et des services qu'une nation offre à sa population. Le besoin de posséder une carte d'identité est également justifié par le fait qu'ils aimeraient avoir

la possibilité de se faire rendre justice lorsqu'ils sont frustrés dans leur droits. A ces motivations, il faut ajouter celles qui sont liées aux difficultés des voyages lors des contrôles réguliers de police et/ou de gendarmerie. Cette peur se justifie d'ailleurs par le rançonnement dont ils sont souvent victimes de la part des agents véreux du maintien de l'ordre. Pour toutes ces raisons, tous veulent obtenir ce précieux document.

S'agissant des actes de naissance, les Pygmées les réclament à cor et à cri, surtout pour les enfants. Ils ne veulent pas que leurs enfants se retrouvent dans la même situation qu'eux. Ayant compris l'importance de l'école, ils veulent que leurs enfants soient scolarisés, et ne souhaitent pas que leur scolarité soit compromise pour défaut d'acte de naissance. A Bipindi par exemple, les premiers parents ont été confrontés au problème de ce document officiel et n'ont pas pu continuer leurs études. Beaucoup ont de ce fait interrompu leurs études au CMII.

Malgré leur bonne volonté à disposer des pièces officielles, les Pygmées du Sud sont confrontés à de nombreuses difficultés au moment de se les faire établir. En plus de la complexité des procédures et des rapports très souvent conflictuels avec les voisins bantous, la contrainte majeure reste d'ordre financier. En effet, à Djoum par exemple, les Pygmées ont estimé à près de dix mille (10 000) francs CFA le coût de l'établissement de la carte nationale d'identité pour une personne, y compris les frais de transport. Ce montant est loin d'être à la portée de ces population extrêmement démunies. De plus la procédure d'obtention des actes de naissance par jugement supplétif est longue et onéreuse et donc dissuasive pour un milieu dont le taux d'analphabétisation dépasse 95 %.

Il faut tout de même reconnaître que dans nos différentes zones d'intervention des actions sont menées en collaboration avec les autorités locales en vue de faciliter la délivrance des pièces aux Pygmées.

Les actions déjà menées auprès des autorités locales

Dans la Province du Sud, que ce soit à Djoum, Lolodorf, Bipindi ou Kribi, beaucoup d'actions positives ont été menées dans le but de faciliter la délivrance des actes de naissance et des cartes nationales d'identité aux Pygmées. Il est vrai que jusqu'à ce jour ces actions sont encore timides en raison de la complexité des textes en la matière (ordonnance n° 8102 du 29 juin 1981 relative à l'acte de naissance et loi n° 30/042 du 19 décembre 1999 relative à la carte d'identité nationale) et de leurs procédures longues, coûteuses et difficiles à maîtriser surtout pour ce peuple encore analphabète. A ce sujet, lors de la rencontre de Djoum, il s'est clairement dégagé que les actions menées dans ces domaines auprès des autorités municipales et administratives locales ont été différentes selon qu'on se trouve à Djoum, Lolodorf, Bipindi ou Kribi.

Au niveau de Lolodorf

Pour aider les Pygmées à obtenir une carte d'identité nationale, le magistrat municipal en l'absence d'un acte de naissance qui donne droit à l'établissement d'un certificat de nationalité, délivre aux demandeurs, des certificats de naissance dont le

coût s'élève à 1 200 F CFA. Ces documents acceptés par les agents d'identification permettent la délivrance de la carte d'identité nationale. Malheureusement, ces certificats de naissance qui ne peuvent remplacer juridiquement l'acte de naissance, permettent pas aux enfants qui vont à l'école normalement de franchir le cap du CM.II, puisque lors des examens et concours officiels, des copies certifiées conformes à l'original de l'acte de naissance devront impérativement être versées aux dossiers. De ce côté, des dérogations spéciales devraient être prises pour permettre l'établissement des actes de naissance aux pygmées.

Au niveau de Bipindi

Les autorités municipales et administratives compétentes ont formulé le vœu de ne ménager aucun effort pour engager une action générale dans l'ensemble des campements pour permettre à tous les Pygmées d'avoir leurs pièces officielles.

Certes si la stratégie et le calendrier de l'opération restent à fixer, le contenu des textes relatifs à l'établissement des dites pièces risque de constituer un blocage au moment de leur établissement, si on venait à considérer les Pygmées au même titre que les autres Camerounais. L'interprétation et l'application à la lettre des textes réglementaire régissant l'obtention des cartes d'identité nationale et des actes de naissance contribuent à marginaliser davantage les Pygmées. Des dérogations spéciales devraient être envisagées pour cette catégorie de population. Les autorités compétentes locales ont promis au Foyer Notre Dame de la Forêt de Bipindi des possibilités de simplification des procédures.

Au niveau de Djoum

Le magistrat municipal s'est engagé à délivrer de façon exceptionnelle des actes de naissance à tous les pygmées qui en feraient la demande.

Toutes ces actions restent ponctuelles, et spécifiques à chaque localité. De plus, elles semblent ne s'appuyer sur aucun texte officiel. Ainsi, pour que l'action revête un caractère officiel, provincial et même national, il serait souhaitable que des mesures spéciales soient prises par la plus haute autorité de la province.

Nos doléances

Excellence, Monsieur le Gouverneur, compte tenu de tout ce qui précède, et sans mettre en cause les textes réglementaires existants, les organisations membres du réseau RACOPY, en faveur des populations Pygmées de la province du Sud, sollicitent auprès de votre haute personnalité des mesures spéciales autorisant les autorités administratives et municipales locales à établir les pièces officielles aux populations autochtones minoritaires selon une procédure simplifiée et à un coût raisonnable. En effet, si on tient compte de la spécificité culturelle, sociale et économique de ces peuples, la démarche actuelle applicable à l'ensemble du territoire national pour l'obtention des documents officiels sollicités est très longue, complexe et coûteuse pour eux. Des dérogations spéciales en leur faveur permettraient à un grand nombre de Pygmées de pouvoir disposer de ces pièces qui

leur ouvriraient les portes de tous les droits reconnus à tous les hommes sans discrimination aucune.

Nous nous engageons par la même occasion à assurer un meilleur suivi des naissances dans les campements pour la délivrance des actes de naissance afin que les enfants qui naissent aujourd'hui ne se retrouvent pas dans la même situation que leurs parents et leurs aînés.

Proposition d'une stratégie

Nous, organismes d'appui, à notre niveau sommes déterminés compte tenu de l'urgence et de l'importance des documents officiels demandés, à sensibiliser, appuyer, informer, accompagner l'ensemble des populations Pygmées avec lequel nous travaillons dans la démarche officielle de l'obtention des actes de naissance et cartes d'identité nationale, ceci en étroite collaboration avec les autorités administratives et municipales.

Du côté des Pygmées eux-mêmes, considérant leurs motivations légitimes, ils se voient entièrement impliqués dans le processus de la procuration des dits documents officiels: Leur participation se fera en espèces, soit en nature. Ne pouvant pas rester insensibles aux doléances et motivations des Pygmées, les responsables des administrations de Bipindi ont opté pour une stratégie simplifiée pour permettre aux Pygmées de leur arrondissement de posséder leurs actes d'état civil et cartes d'identité nationale.

Cette stratégie qui répond à une situation ponctuelle, mais nécessaire et urgente essaie de contourner les difficultés qu'impose l'application à la lettre des textes relatifs à la carte d'identité nationale et à l'acte de naissance. Difficultés qu'éprouvent réellement les populations Pygmées Baka, Bagyeli et Bakola de la Province du Sud pour se faire délivrer ces papiers officiels. La méthode en question se décrit de la manière suivante.

a) Pour ce qui concerne les actes de naissance

1. L'autorité administrative en l'occurrence le Sous-Préfet ferait parapher les registres d'acte de naissance par le Procureur de la République.
2. Une fois les registres paraphés, une campagne de sensibilisation serait menée auprès des populations concernées pour qu'elles se rendent à l'hôpital rencontrer le médecin qui, après consultation de chaque personne, délivrerait un certificat d'âge apparent. Ce document portera entre autres : les noms et prénoms de l'intéressé, son âge, son sexe, son lieu de naissance, les noms de ces parents.
3. Après établissement des certificats d'âge apparent et des déclarations exactes des témoins, le maire dresserait l'acte de naissance des demandeurs.

b) S'agissant de la carte d'identité nationale

Pour alléger la procédure aux Pygmées, l'autorité administrative de Bipindi a mis sur pied une stratégie leur évitant de se rendre au chef lieu du département (Kribi) pour

se faire établir le certificat de nationalité dont la procédure leur échappe. Et ne possédant pas de carte nationale d'identité, ils risquent de se faire arrêter au cours des contrôles de police ou de gendarmerie. Pour leur éviter ces désagréments, une fois qu'ils ont l'acte de naissance, ils se rendraient tout simplement à la Sous-Préfecture avec la pièce en question, où le Sous-Préfet leur signerait des copies. Ces dernières seraient remises aux agents d'identification qui procéderaient à l'établissement des cartes d'identité nationale pour chacun d'eux.

Les bénéficiaires devront néanmoins déboursier la somme de 4 300 F CFA répartie de la manière suivante :

- 1 800 F CFA pour la photo scanérizable
- 1 500 F CFA pour le certificat de nationalité
- 1 000 F CFA pour la taxe.

Toutefois, fort de notre expérience et connaissant le pouvoir d'achat des Pygmées, cette somme de 4 300 F CFA est largement au-dessus de leurs possibilités financières. La situation est d'autant plus préoccupante que le chef de famille devra s'occuper de tous les autres membres adultes de la famille. Etant donné qu'actuellement, les produits de forêt qui leur procureraient un peu de revenus sont en nette régression.

Face aux doléances, aux motivations des différentes parties en présence et aux demandes de plus en plus pressantes exprimées par les Pygmées du Sud Cameroun, dans le légitime but de se faire délivrer les pièces officielles, nous ne saurions rester insensibles. Une action de grande envergure devrait nécessairement être engagée au regard non seulement de la reconnaissance de leur identité nationale, mais également pour leur permettre de jouir de tous les droits reconnus à tout homme et par-là même d'exercer leur droit de vote lors des échéances prochaines en s'inscrivant déjà sur les listes électorales.

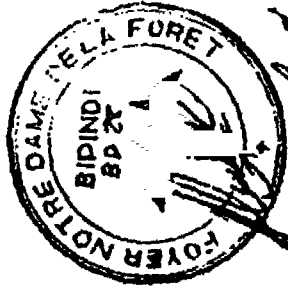
A cet effet, persuadés de l'attention particulière que vous accordez à ce peuple minoritaire vulnérable, nous sommes convaincus, Excellence Monsieur le Gouverneur, que vous prendrez des mesures spéciales en faveur des Pygmées pour permettre à vos collaborateurs locaux de délivrer aux demandeurs, les pièces officielles qu'ils sollicitent et n'arrivent pas facilement à obtenir.

Dans l'espoir que notre mémorandum fera l'objet d'une attention particulière, nous vous prions d'agréer, Excellence Monsieur le Gouverneur, en même temps que nos remerciements anticipés, l'expression de notre haute considération.

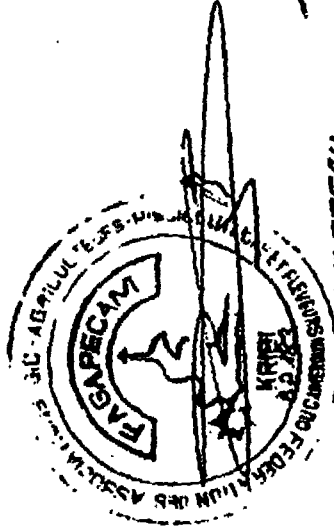
Fait à Yaoundé, le 06 octobre 2000

Les organisations signataires de la Province du Sud

FONDAT- BIPINDI

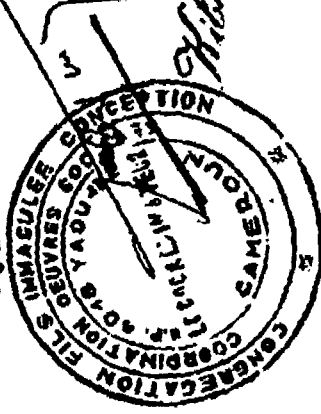


Genevieve Bay Chua
B.P. 8358 YAOUNDE

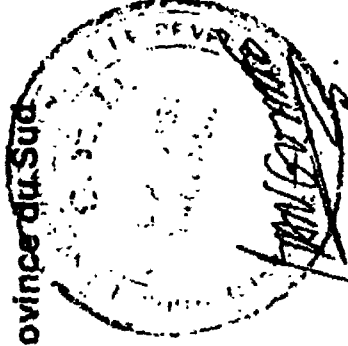
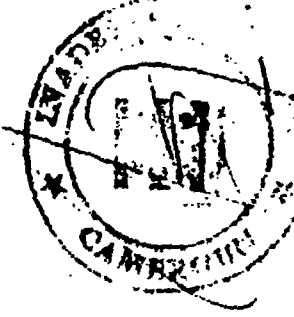


BITYILI WATTEAU
PROMOTEUR DE DEVELOPPEMENT

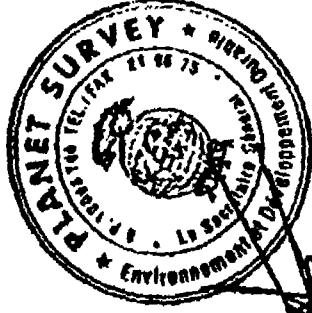
FOYER DES FILLES BAKA DE DJOUM
ET FOYER NOTRE-DAME DE LA MER/KRISA



Wilfrido Baka H. L.



Samuel Alain Ngu



Edouard Didiac Edouard
Specialiste en Technologie Educationnelle



Annex 7

Abbreviations and dictionary

ABREVIATIONS & SIGLES

A.I.D	Appui aux Initiatives de Développement
ADPIC	Accord sur les aspects des droits de propriété intellectuelle qui touchent au commerce.
AFD	Agence Française de Développement
AGROCOM	Agriculture Agro-Industrie et Communication
APICA	Association pour la Promotion des Initiatives Communautaires
APL	Adaptable Program Lending Credit
APNV	Approche Participative au Niveau Village
AsA	Accord sur l'agriculture
ASPPA	Appui aux Stratégies Paysannes et à la Professionnalisation de l'Agriculture
ASSOBACAM	Association Bananière du Cameroun
AVZ	Agent de Vulgarisation de Zone
BAD	Banque Africaine de Développement
BM	Banque mondiale
CAA	Caisse Autonome d'Amortissement
CAC	Centimes Additionnels Communaux
CAMCCUL	Cameroon Cooperative Credit Union League.
CAMSUCO	Cameroon Sugar Company
CANADEL	Centre d'Accompagnement de Nouvelles Alternatives de Développement Local
CAPA	Cellule d'Appui à la Politique Agricole
CARBAP	Centre Africain de Recherches sur Bananiers et Plantains (ex CRBP)
CAV	Comité d'Actions Villageois
CC	Comité de Concertation de Base
CDC	Cameroon Development Corporation
CDC	Comité de Développement Communal
CEAC	Centre d'Education et d'Actions Communautaires
CEMAC	Communauté Economique et Monétaire de l'Afrique Centrale
CENEEMA	Centre d'Etude et d'Expérimentation du Machinisme Agricole
CER	Centre d'Education Rurale
CFR	Centre de Formation Rurale
CIAT	Centre International de l'Agriculture Tropicale
CICC	Comité Interprofessionnel café cacao
CIPCRE	Cercle International pour la Promotion et la Création
CIRAD-SAR	Centre de Coopération Internationale en Recherche Agronomique pour le Développement – Département des Systèmes Agro-alimentaire et Ruraux
CNC	Cellule Nationale de coordination
CNLS	Comité National de Lutte contre le Sida
CNP	Comité National de Pilotage

CNPP	Comité National Paritaire de Pilotage
CNRCIP	Cameroon National Root Crops Improvement Program
COOPEC	Coopérative d'Epargne et de Crédit
CORCAM	Confédération des Organisations Rurales au Cameroun
CPASNC	Comité Paritaire d'Approbation et de Supervision de Niveau Communal
CPP	Cellule Provinciale du Programme
CPPS	Comité Paritaire Provincial de Suivi
CRA	Collège Régional d'Agriculture
CRTV	Cameroon Radio and Television office
CVECA	Caisses Villageoises d'Epargne et de Crédit Autogérées
DAO	Dossier d'Appel d'Offre
DEPA	Division des Etudes et des Projets Agricoles
DFID	Department for International Development
DGRDC	Direction de Génie Rural et de Développement Communautaire
DPA	Direction de la Production Agricole
DPGT	Projet de Développement Paysannal et de Gestion des Terroirs
DSCN	Direction de la Statistique et de la Comptabilité Nationale.
DSDSR	Document de Stratégie de Développement du Secteur Rural
DSRP	Document de Stratégie de Réduction de la Pauvreté
ECAM	Enquête Camerounaise Auprès des Ménages
ENIR	Ecole Nationale des Instituteurs Ruraux
ENSA	Ecole Nationale Supérieure Agronomique
ENSIAAC	Ecole Nationale Supérieure des Industries Agroalimentaires du Cameroun
FADCR	Fonds d'Appui au Développement des Communautés Rurales
FAO	Food & Agriculture Organization
FASA	Faculté Agronomique et des Sciences Agricoles
FDCPPROMEX	Food Crop Producers Processors and Marketing Experts
FEICOM	Fonds spécial d'Equipeement et d'Intervention intercommunale
FIDA	Fonds International pour le Développement Agricole
FIMAC	Fonds d'Investissement de Micro-Réalisations Agricoles et Communautaire
FONDAOR	Fonds national d'Appui aux Organisations Rurales
FRPC	Facilité pour la Réduction de la Pauvreté et la Croissance
GIC	Groupe d'Initiative Commune
GICA	Groupe d'Initiative Commune Agricole
GTZ	Coopération Technique Allemande
HEVECAM	Hévéa du Cameroun
HIMO	Haute Intensité en Main d'Œuvre
IBW	Institutions de Bretton Woods
IDA	International Development Association
IDH	Indice de Développement Humain
IITA	International Institute for Tropical Agriculture
IMF	Institution de Micro-Finance

INADES	Institut Africain pour le Développement Economique et Social
IPH	Indice de Pauvreté Humaine
IRAD	Institut de Recherche Agronomique et du Développement
LAN	Local Area Network
MC ²	Mutuelle Communautaire de Croissance
MEG	Médicaments Essentiels Génériques
MIDENO	Mission de Développement du Nord-Ouest
MINAGRI	Ministère de l'Agriculture
MINAS	Ministère des Affaires Sociales
MINAT	Ministère de l'Administration Territoriale
MINCOF	Ministère de la Condition Féminine
MINDIC	Ministère du Développement Industriel et Commercial
MINEF	Ministère de l'Environnement et des Forêts
MINEFI	Ministère de l'Economie et des Finances
MINEPIA	Ministère de l'Elevage des Pêches et des Industries Animales
MINMEE	Ministère des Mines, Eau et Energie
MINEPAT	Ministère des Affaires Économiques, de la Programmation et de l'Aménagement du Territoire
MINSANTE	Ministère de la Santé Publique
MINREST	Ministère de la Recherche Scientifique et Technique
MINTOUR	Ministère du Tourisme
MINTP	Ministère des Travaux Publics
MINTRANSPORT	Ministère des Transports
NPA	Nouvelle Politique Agricole
ONADEF	Office National de Développement des Forêts
ONCC	Office National de Café Cacao
ONG	Organisation non Gouvernementale
ONVC	Ordre National des Vétérinaires Camerounais
OPA	Organisation Professionnelle Agricole
OPCC	Organisation des Producteurs de Coton du Cameroun
OTC	Obstacles Techniques au Commerce (Accord sur les)
PAAOB	Projet 'Appui à l'Auto promotion des Initiatives de base et des Groupements de Soutien'
PAAR	Projet d'Appui à l'Auto promotion Rurale
PADC	Projet d'Appui au Développement Communautaire
PAIDER	Programme d'Appui à la Décentralisation de l'Entretien Routier
PAPLO	Programme d'Appui aux populations de Lagdo
PAPT	Projet de Développement de la Plaine Tikar
PARFR	Programme d'Amélioration du Revenu Familial Rural
PAV	Plan d'Action Villageois
PCRD	Projet Crédit Rural Décentralisé
PDBB	Programme de Développement du Bassin de la Bénoué
PDC	Plan de Développement Communal
PDRM	Projet de Développement de la Région des Monts Mandara
PDRP – L & C -	Projet de Développement Rural Participatif dans le Département

	du Logone et Chari
PFNL	Produits forestiers non ligneux
PGPA	Projet de Promotion des Producteurs Agricoles dans la Province du Centre
PIB	Produit Intérieur Brut
PMLS	Programme Multi-sectoriel de Lutte contre le Sida
PNDP	Programme National de Développement Participatif
PNUD	Programme des Nations Unies pour le Développement
PNVRA	Programme National de Vulgarisation et de Recherche Agricole
PPDR	Projet Pôle de Développement Rural
PPE	Prêt Programme Evolutif
PPTE	Pays Pauvres Très Endettés
PRASAC	Pôle de Recherche Appliquée au Développement des Savanes d'Afrique Centrale
PSSA	Projet Spécial de Sécurité Alimentaire
PST	Plan Sectoriel des Transports
RDC	République Démocratique du Congo
RNC	Radio Nationale Camerounaise
SAILD	Service d'Appui aux Initiatives Locales de Développement
SBM	Société Bananeraie de la Mbomé
SEMRY	Société d'Expansion de Modernisation de la Riziculture de Yagoua
SFD	Systèmes Financiers Décentralisés
SIFAC	Syndicat Interprofessionnel de la Filière Avicole Camerounaise.
SNRA	Système National de la Recherche Agricole
SNV	Service Néerlandais de Volontariat.
SOCAPALM	Société Camerounaise des Palmeraies
SODECOTON	Société de Développement du Coton.
SOWEDA	South West Development Authority
SPNP	Société des Plantations Nouvelles de Penja
SPS	Accord sur l'application des mesures sanitaires et phytosanitaires.
UE	Union Européenne
UFA	Unités Forestières d'Aménagement
UNVDA.	Upper Noun Valley Development Authority
UP	Unité de production
UPAC	Union phytosanitaire d'Afrique Centrale

LEXIQUE**Dictionary**

Français		English
Province / Région	Entité administrative créée lors de la réforme constitutionnelle de 1972 placée sous l'autorité d'un Gouverneur. Le Cameroun en compte actuellement 10. Une loi en préparation prévoit l'installation au niveau des provinces de gouvernements régionaux décentralisés.	Province
Département	Entité administrative à l'intérieur de la province et placée sous l'autorité d'un préfet. Il y en a 58 au Cameroun.	Division
Arrondissement	In rural areas subdivisions and rural councils are covering the same territory	Subdivision
Commune	Collectivité territoriale décentralisée. Il existe au Cameroun 339 institutions communales parmi lesquelles 336 communes.	Council
Lamidat / Canton	Entité de l'autorité traditionnelle dont les contours ne recoupent pas obligatoirement ceux de la commune, placée sous l'autorité d'un chef de premier ou deuxième degré.	Customary court area
Village	Petite agglomération rurale, parfois associée à des hameaux ou campements sur un terroir commun placé sous l'autorité d'un chef traditionnel de troisième degré. Plusieurs villages peuvent se trouver dans une commune. Le nombre de villages est estimé à 13.000 pour l'ensemble du Cameroun.	Village
Communauté	Groupe de personnes qui se reconnaissent quelque chose en commun, le plus souvent un passé, une culture, un territoire, des ressources, des contraintes, et un avenir ou des aspirations communs. Cette entité, compte tenu de la diversité du Cameroun, correspondra dans certaines régions au village, mais peut avoir ailleurs une autre réalité.	Community
Bénéficiaires	Fait référence aux communes, aux communautés et aux prestataires auxquels s'adressent directement les micro-projets et les activités de renforcement financés par le programme.	Beneficiaries
Développement participatif	Approche de développement participatif niveau communal et communauté à la base.	Participatory development
Prestataires de services	Ils exécutent les services pour lesquels ils ont été sélectionnés et sont liés au Programme par contrat. Seront considérés comme prestataires potentiels les organisations à but non lucratif de type ONG (nationales ou internationales implantées au Cameroun), les bureaux privés et les consortiums d'organismes.	Service provider
Comité de Concertation à la	Entité représentative d'une communauté mise en place à l'issue d'une phase de sensibilisation et d'animation	Community development

Base	au niveau des villages. Il a pour mandat de représenter la communauté et de conduire l'élaboration et la mise en œuvre du Plan de Développement Communautaire.	committee
Comité Paritaire d'Approbation et de Supervision de Niveau Communal	Comité constitué à parité des représentants de l'Etat, des représentants des bénéficiaires et des représentants des élus communaux. Il a pour mandat d'approuver les micro-projets soumis par les communautés et de superviser leur exécution.	Communal committee for approval and supervision
Comité Paritaire d'Approbation et de Supervision de Niveau Provincial	Comité constitué à parité de représentants de l'Etat et de maires choisis par les maires de la Province. Il a pour mandat d'approuver les micro-projets soumis par les communes et de superviser leur exécution.	Provincial committee for approval and supervision
Cellule Provinciale du Programme	Chaque Cellule est en fait une antenne légère provinciale du Programme. Elle permet d'agir directement en collaboration avec les acteurs locaux et couvre tous les départements d'une même province.	Project coordinatuon unit on provincial level
Comité National de Pilotage	Désigne l'organe d'orientation des activités du Programme. La composition et les fonctions du Comité National de Pilotage (CNP) devront faire l'objet d'un arrêté ou décret.	National steering committee
Cellule Nationale du Programme	Désigne l'organe de coordination, de communication, de suivi-évaluation, de gestion et d'administration du Programme. Elle est composée d'experts et de spécialistes des questions de développement et de gestion. Elle a la responsabilité de la mise en œuvre des composantes et des activités prévues.	Project coordination unit
Plan d' Action Villageois	Il est le résultat de la planification à la base et du diagnostic participatif fait au niveau du village.	Village action plans
Plan de développement de communal	Il est le résultat de la planification au niveau de la commune.	Community development plans
Planification à la base	Décrit le processus par lequel les populations identifient elles-mêmes leurs problèmes et besoins puis les classent par ordre de priorité.	Planning at grassroots level
Micro-projet	Désigne l'activité (et ses sous-activités) financée par le fonds du PNDP; la réalisation du micro-projet est consécutive à la signature d'une convention de cofinancement.	Micro projects

Annex 8

Workshop Report

Atelier de restitution du Plan de Développement des Peuples Pygmées dans le cadre du Programme National de Développement Participatif.

Elisabeth Fuda (Facilitatrice)

Le 07 avril 2003, à la salle de Conférence du Ministère des Affaires Economiques, de la Programmation et de l'Aménagement du Territoire (MINEPAT) s'est déroulée la restitution du plan de développement des peuples indigènes (pygmées) dans le cadre du Programme National de Développement Participatif (PNDP). Cette étude avait été réalisée par le Docteur Kai Schmidt-Soltau, Consultant indépendant, et commanditée par la Banque Mondiale et le MINEPAT.

Quelques acteurs et bénéficiaires potentiels de ce programme étaient représentés à cette séance de restitution facilitée par Elisabeth Fouda de l'INADES – Formation Cameroun. Les principaux points suivants étaient à l'ordre du jour :

- Présentation des participants
- Introduction sur le PNDP
- Présentation de l'étude et du plan de développement des populations pygmées.
- Discussion / recommandations.

Après le mot de bienvenue prononcé par Madame Ngah Marie Madeleine, Coordinatrice de la Cellule Nationale du PNDP, les participants ont bénéficié d'une brève introduction sur le PNDP. En effet, le PNDP émane d'une volonté du gouvernement appuyé par les bailleurs de fonds à améliorer les conditions de vie des populations à la base. C'est une expression des besoins locaux, c'est un processus participatif. C'est un espace de planification à la base. Les principaux bénéficiaires sont de ce fait des communautés et des communes. Le PNDP couvre une période de 12 ans répartie en 4 phases.

En dehors des appuis préconisés par ce programme, un aspect suivi/évaluation est également envisagé.

A cet effet, un manuel d'exécution est en cours d'élaboration. Dans cet ordre d'idée, une étude d'impact sociologique a été réalisée pour une prise en compte particulière des populations pygmées du Cameroun dans le cadre du PNDP.

Le consultant a ensuite présenté le contexte d'élaboration de l'étude d'impact. En ce qui concerne l'analyse du contexte d'évolution des populations pygmées, plusieurs risques ont été relevés du point de vue légal, technique, financier, organisationnel et culturel. Pour les minimiser, un plan de développement des peuples pygmées a été proposé ainsi qu'un organigramme pour la mise en œuvre du Plan de Développement des Populations Pygmées dans le cadre du PNDP.

Cette présentation a été suivie des discussions sur la faisabilité et l'opportunité de certaines activités proposées dans le plan de développement des peuples pygmées et sur le montage de l'organigramme de mise en œuvre.

Quelques recommandations ont été ensuite formulées à la suite de ces discussions.

Il a été reconnu que le plan de développement des populations Baka, Aka, Bakola proposé a effectivement pris en compte le problème fondamental des populations marginales à savoir la reconnaissance citoyenne. Mais il serait nécessaire de :

- effectuer un travail complémentaire de recueil de desiderata des populations ;
- prévoir également des appuis en direction des Bantou ;
- approfondir certains aspects ;
- faire le discernement en ce qui concerne le travail à effectuer sur les plans juridique, administratif et politique ;
- intégrer les autres intervenants sectoriels dans la mise en œuvre du plan de développement des peuples pygmées ;
- mieux expliciter l'organigramme proposé ;
- introduire une collaboration avec la société civile, à travers l'identification des acteurs réels sur le terrain ;
- mettre également un accent sur l'accès des populations pygmées à la citoyenneté de manière globale (accès à toutes les pièces officielles) ;
- dégager les zones d'interface Baka, Bagyeli, Aka/Bantou.

Monsieur Atsiga Essala, chargé des populations marginales au MINAS a également proposé de mettre par écrit d'autres remarques et propositions avant la finalisation du document.

Commencé à 9h30, l'atelier de restitution du plan de développement des peuples pygmées a pris fin à 12h30 par les remerciements de Madame Ngah et du Consultant à tous ceux qui ont participé à cette séance de travail.

PJ : Liste des participants.

SECRETARIAT GENERAL

**DIVISION DE LA PLANIFICATION
ET DU DEVELOPPEMENT**

Yaoundé, le 4 Avril 2003

CELLULE DU DEVELOPPEMENT RURAL

**PROGRAMME NATIONAL DE
DEVELOPPEMENT PARTICIPATIF**

/// 0035 MINEPAT/SG/DPD/CDR

LA COORDONNATRICE,

**Objet : Atelier de restitution du plan de
développement des peuples pygmées
(IPDP) dans le cadre du PNDP.**

Monsieur,

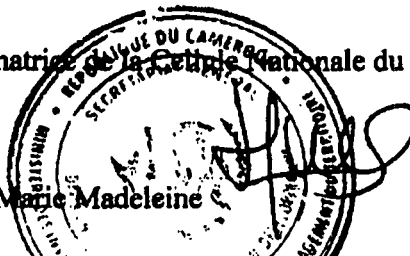
J'ai l'honneur de vous inviter à l'atelier de restitution de l'élaboration d'un plan de développement de la population pygmées (IPDP). Il s'agit de restituer une étude commanditée par la Banque Mondiale et le MINEPAT.

Ladite restitution aura lieu le **lundi 7 avril 2003** dans la **salle de conférence du MINEPAT** à partir de **9 heures précises**. L'objectif ici reste celui d'échanger sur le plan proposé et ensuite de faire des recommandations et autres amendements qui devront être intégrés dans le document final. L'atelier sera facilité par Mme Elisabeth FOU DA et l'ordre du jour proposé est le suivant :

1. Présentation des participants
2. Introduction sur le PNDP
3. Présentation de l'étude et du plan de développement proposé
 - Pause café/thé
4. Discussions / recommandations
5. Fin des travaux

La Coordonnatrice de la Cellule Nationale du PNDP

Mme NGA Marie Madeleine



REPUBLIQUE DU CAMEROUN

Paix - Travail - Patrie

MINEPAT

PNDP

REPUBLIC OF CAMEROON

Peace - Work - Fatherland

MINEPAT

PNDP

LISTE DES PARTICIPANTS A L'ATELIER DE RESTITUTION DE IPDP DE LA PNDP
07 avril 2003 à -Yaoundé

N°	Nom et Prénom	Organisation/Fonction	Adresse			Signatures
			Ville, boîte postale	Téléphone	Email	
1.	Marc Simons	chargé de programme de l'économie et Action de Développement C.R. Akono	BP 12869 Yaoundé	996 81 00	marc@simons@yho.fr	
2.	BRETIN Maryvonne	cons. Techn. Directeur Social SNU	BP 1239 Yaoundé	9 80 1312	mbratin@snv.cm	
3.	Solange BADOUH - NJIDJIGA	A.F.D.	Yaoundé	222 00 15	Solange BADOUH NJIDJIGA @ cm. groupe - ope yaoundé	
4.	Kpaxele René	ASBAK.	B.P 44 Loumé			
5.	KAMBA Simon	ASBAK	44 Loumé			
6.	Alpakawon Vatein	ASBAK	BP 44 Loumé			
7.	VIVIANE AMBARE	CERAD	B.P 4975 Yaoundé	9897559	fvpp.cameroun@camnet.cm	
8.	BVOUMA Pierre	membre code ASBAK				
9.	Yandoumbi Charles	membre code ASBAK				
10.	Ndjambe Odette	ASBAK	B.P 44 Loumé			
11.	Elisabeth Mbongo Foua	INAPES-F. Cameroon RACOPY	B.P. 11 Yaoundé	221-75-51	Elcam@Camnet. Cm	

Yahoo.fr.

12.	ATSIGA E.	MINAS	Yde'	757.0443	adlus2000.	
13.	DZOKOU J. Celestin	PNDP	Yaounde	9809284	cdzokou@yahoo.fr	OK
14.	OSSOA Wolfgang	MIFED	Yaounde'	7413852		
15.	GWETH J. Vincent	PNDP	Yde'	993 31 45	vince_gweth@yahoo.fr	
16.	BOYOGUENO Alpha	PNDP	Yde'	989 64 80	aboyogueno@yahoo.fr	
17.	NGA G. Marceline	PNDP/GRUPAT	Yde'	778.81.20	mm-nga@yahoo.fr	
18.	Kari Schmidt-Solt	Consultant	Yde'	9808825	Schmidt-Solt@adran	
19.						
20.						

Annex 9

Plan de développement des peuples pygmées

Plan de développement des peuples indigènes (pygmées = PP) - Sujets identifiés et mesures proposées					
Sujet	Activité	Responsable	Quand	Budget/ Coûts¹	Indicateurs
0. Renforcement des capacités concernant le OD 4.20 et les IPDPs	<ul style="list-style-type: none"> Formation des cadres concernés de MINAS et MINEPAT, des ONGs et des associations des populations pygmées(PP) 	Consultant	12/2004	USD 20k ¹	<ul style="list-style-type: none"> Les bénéficiaires des formations sont aptes à mettre en oeuvre le IPDP dans le cadre du PNDP
Etablir des opportunités légales égales					
1. Etablir des conditions cadres légales pour des PPs: Faciliter l'accès de PPs aux cartes d'identité	<ul style="list-style-type: none"> Sensibilisation de tous les concernés Recensement Faciliter l'accès aux cartes d'identités à des frais subventionnés 	MINAS MINAS & ONGs MINAT	12/2004 3/2005 6/2005	USD 10k USD 10k USD 150k PNDP USD 150k MINAT	<ul style="list-style-type: none"> Les rapports de discrimination sont en baisse Une base des données existe et les informations sont communiquées aux PPs Au moins 90 % des PPs possèdent des cartes d'identité
2. Etablir des conditions cadres légales pour des campements des PPs: Certifier les villages et campements des PPs comme des communautés reconnues éligibles au PNDP.	<ul style="list-style-type: none"> Sensibilisation de tous les concernés Organiser des assemblées constitutives locales dans toutes les communautés et campements et appuyer la mise en place des Comités de Concertation à la base. Processus de légalisation 	Voir 1 Associations des PPs PNDP	Voir 1 12/2004 Pour les communes pilote 12/2004 Pour les autres communes 12/2007	Voir 1 USD 10k	<ul style="list-style-type: none"> Pas de rapports négatifs par rapport aux élections Toutes des communautés/ campements IP disposent des comité de concertation.

Plan de développement des peuples indigènes (pygmées = PP) - Sujets identifiés et mesures proposées					
Sujet	Activité	Responsable	Quand	Budget/ Coûtsⁱ	Indicateurs
3. Etablir des forêts communautaires ou des zones de chasse traditionnelles réservées aux communautés/ campements PPs	<ul style="list-style-type: none"> Sensibilisation de tous les concernés Inventaire, démarcation et établissement des plans de gestion Les forêts communautaires et/ou des zones de chasse ont été certifiées 	<p>Voir 1</p> <p>MINEF & ONGs</p> <p>MINEF</p>	<p>Voir 1</p> <p>Pour les région pilot 6/2005</p> <p>Pour le autres 12/2007</p> <p>Pour les région pilot 12/2005</p> <p>Pour les autres 6/2008</p>	<p>Voir 1</p> <p>USD 900kⁱⁱⁱ</p>	<p>Voir 1</p> <ul style="list-style-type: none"> Les données existent et sont accessibles à travers un système SIG Les revenus des ventes des ressources naturelles augmentent et la dégradation de la biodiversité dans les forêts communautaires baisse (informations du système de suivi)
Etablir des opportunités techniques égales					
4. Appuyer les PPs dans l'élaboration des Plans de Développement Local	<ul style="list-style-type: none"> Organiser des formations pour les prestataires de service Elaborer des Plans de Développement Local 	<p>PNDP</p> <p>Prestataires de service</p>	<p>6/2004</p> <p>10 en 2004</p> <p>50 en 2005</p> <p>60 par ans entre 2006 et 2009</p>	<p>USD 10k PNDP</p> <p>USD 10k, SP</p> <p>USD 855k PNDP^{iv}</p> <p>USD 45k villages des PP</p>	<p>Au moins 50 % des Plans de Développement Local reçoivent un financement pour leur mise en œuvre</p>

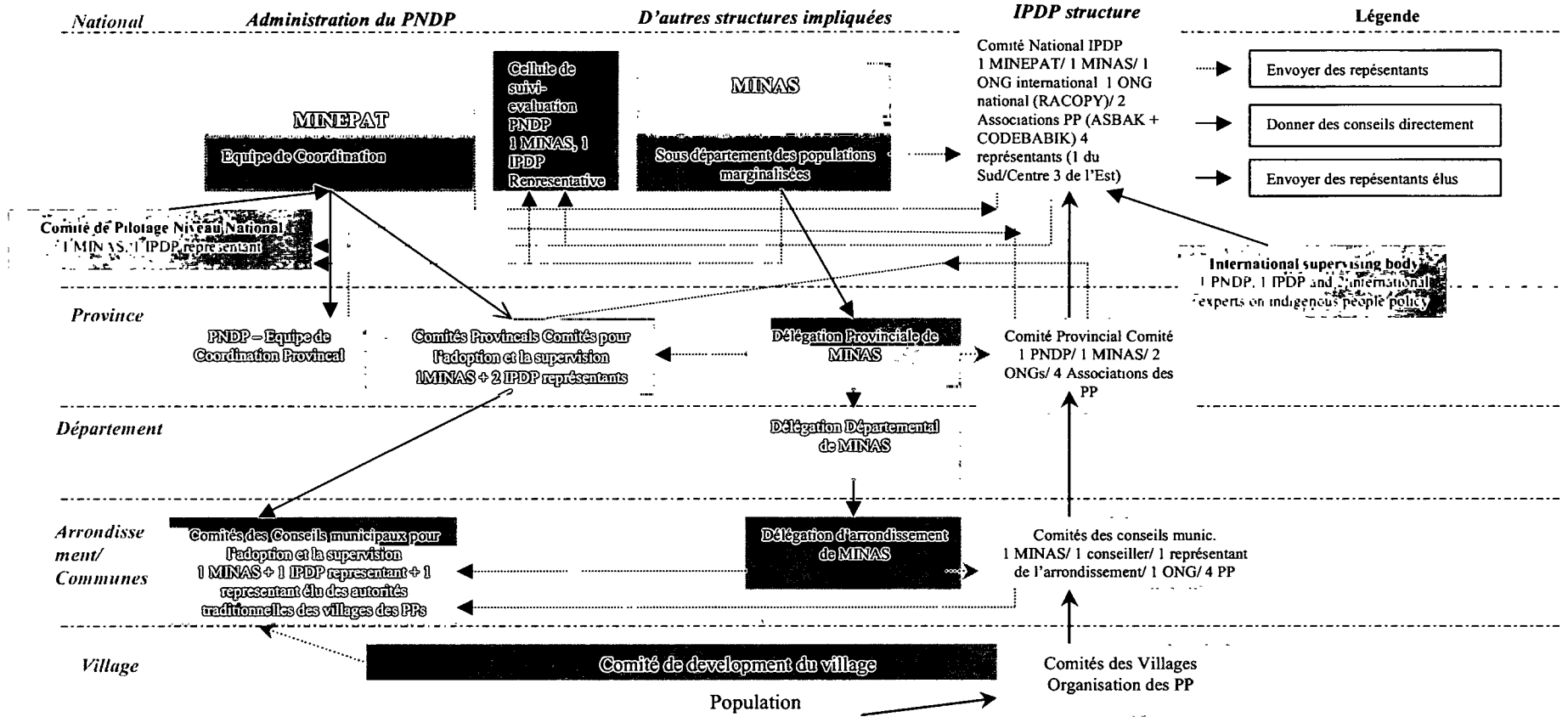
Plan de développement des peuples indigènes (pygmées = PP) - Sujets identifiés et mesures proposées					
Sujet	Activité	Responsable	Quand	Budget/ Coûtsⁱ	Indicateurs
5. Assister les PPs dans la participation active de l'élaboration des plans de développement communaux	• Sensibilisation de tous les concernés	Voir 1	Voir 1	Voir 1	Voir 1
	• Faciliter la participation des PPs dans les processus de prise de décision, • Assurer la représentation des PPs dans les Comités Paritaires d'Approbaton et de Supervision Communal (CPAC)	MINEPAT & MINAS	Continu		Il n'y a plus de rapports qui démontrent des incidences de discrimination
Etablir des opportunités financières égales					
6. Offrir aux PPs l'accès aux microprojets (AFDCR) à des frais subventionnés (1/3 des conditions normales)	• Etablir des données de base	MINAS & ONGs	6/2004 (à coordonner avec activité 1.2.)	USD 10k	La base des données est fonctionnelle et utilisée par le PNDP
	• Mettre à la disposition des fonds	MINEPAT	Continu	USD 48k ^v	
7. Offrir des programmes spécifiques aux PPs pour qu'ils puissent bénéficier des opportunités d'emploi créées dans le cadre du PNDP (maîtres, professeurs ou infirmières, tachers, maçons etc.)	• Etablir des données de base concernant les domaines de formations sollicités et concernant des opportunités d'emploi	MINAS	6/2004	USD 10k	Un nombre augmentant des écoles et des centres de santés dans les villages des PPs - Embauche des PPs
	• Prévoir une rémunération adéquate du travail.	MINAS	Début: 7/04 Continu	USD 600k ^{vi}	
Etablir des opportunités organisationnelles égales					
8. Appuyer les PPs dans le processus de prise	• Organiser des formations	MINAS, ONGs, Association des	Début: 1/2004 Continu	USD 100k ^{vii}	Augmentation des PPs à des postes de prise de décision

Plan de développement des peuples indigènes (pygmées = PP) - Sujets identifiés et mesures proposées					
Sujet	Activité	Responsable	Quand	Budget/ Coûtsⁱ	Indicateurs
de décision		PPs			au niveau local.
9. Proposer/ organiser des formations en communication interculturelle pour les fonctionnaires et cadres de l'Etat et pour les conseillers municipaux travaillant avec les PPs	<ul style="list-style-type: none"> Organiser des formations 	MINAS, ONGs	Début 1/2004 Continu	USD 50k ^{viii}	Plus PPs avec des positions dans la commune ou travaillant comme cadres de l'Etat
10. Assister les Communautés Pygmées à établir des structures indépendantes à plusieurs niveaux pour la coordination, la facilitation et la communication des activités mentionnées ci-dessus	<ul style="list-style-type: none"> Sensibilisation des PPs concernés Faciliter des élections de représentants Faciliter la mise en place des comités (33 au niveau des communes, 2 au niveau régional (centre sud = 1) et 1 au niveau national 	Association des PPs MINAS " MINAS, Association des PPs, ONGs nationales et internationales	6/2004 9/2004 Niveau des communes 9/04 Niveau régional et national 12/04	USD 10k	Les PP perçoivent et utilisent les comités comme des entités représentatives
11. Inclure des représentants des PPs dans les différents comités du PNDP	<ul style="list-style-type: none"> Sensibilisation de tous les concernés Election des représentants Offrir/ Garantir la participation des PPs dans tous les comités 	Voir 1 Voir 10.2 MINEPAT	Voir 1 Voir 10.2 A partir du moment ou les structures seront formées	Voir 1 Voir 10.2	Voir 1 Voir 10.2 Les PPs sont représentés dans tous les comités importants et participent

Plan de développement des peuples indigènes (pygmées = PP) - Sujets identifiés et mesures proposées					
Sujet	Activité	Responsable	Quand	Budget/ Coûtsⁱ	Indicateurs
	importants de PNDP				activement au travail dans ces comités.
12. Etablir un system de suivi participatif pour le IPDP du PNDP	<ul style="list-style-type: none"> Sensibilisation des PPs Formation sur la méthodologie des recherches quantitatives et sur la gestion des bases de données Réaliser le suivi participatif Evaluer le IPDP tous les deux ans 	<p>Voir 10 Consultant</p> <p>Comités mentionnés en 10 Consultants</p>	<p>Voir 10 Entre 1/05 et 4/05</p> <p>Début: 6/05 Continu</p> <p>Début: 9/05 Continu</p>	<p>Voir 10 USD 10k</p> <p>USD 360 k^x</p> <p>USD 100 k^x</p>	<p>La base des données est accessible et perçue par la section suivi évaluation du PNDP M&E comme un outil important</p> <p>Les rapports de suivi participatif sont utilisés pour les adaptations nécessaires et pour documenter que le niveau de pauvreté dans les villages des PPs est égal ou moins par rapport au moyen national</p>
Etablir des opportunités culturelles égales					
13. Sensibiliser les PPs sur les risques des processus et des mesures de développement	<ul style="list-style-type: none"> Sensibilisation des PPs 	Voir 10	Voir 10	Voir 10	Voir 10
14. Appuyer les associations des PP en renforçant leurs capacités pour qu'elles puissent sauvegarder leurs savoir-faire, leur culture et leurs stratégies de survie	<ul style="list-style-type: none"> Offrir des formations pour améliorer les capacités organisationnelles, techniques et financières des Associations des PPs Réaliser des activités de sensibilisation dans les villages des PPs 	<p>MINAS, ONGs</p> <p>Associations des PPs</p>	<p>3/2004</p> <p>Début: 1/2004 Continu</p>	<p>USD 15k</p> <p>USD 300k^{x1}</p>	<p>Les associations des PPs sont perçues comme des représentants de la population PP et deviennent de plus en plus actives à tous les niveaux (PNDP, comités, politiques nationales)</p>

Plan de développement des peuples indigènes (pygmées = PP) - Sujets identifiés et mesures proposées					
Sujet	Activité	Responsable	Quand	Budget/ Coûts¹	Indicateurs
15. Faciliter la création et le fonctionnement des fora de la communication et de discussion de la PP avec d'autres groupes ethniques dans des régions différentes	• Sensibilisation des PPs	MINAS	6/2004	5k	Le suivi participatif et des autres rapports documentés sur l'augmentation des contacts et des activités des PP avec d'autres groupes ethniques
	• Faciliter la création des fora	MINAS	12/2004		
	• Faciliter le fonctionnement de ces fora	MINAS	Continu		

Description des étapes et circuits de mise en œuvre du Plan de Développement des Peuples Pygmées IPDP dans le cadre du PNDP



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- i The budget is based on the assumption that in Cameroon 30,000 Baka, Kola and Aka are living in around 300 settlements, which are located in 33 subdivisions (arrondissement) in three provinces (south, centre and east).
- ii USD 1k = USD 1000 = FCFA 660,000
- iii It is estimated that the elaboration of the documents, which are required to apply for the establishment of a community forest, costs for each village at least USD 3k. This activity has been started in some of the PNDP pilot councils, with IP population, but according to the implementing agency (SNV) its financing (GEF) is not clear. Due to that the entire activity for all settlements is budgeted here (2003 = 10 settlements, 2004 = 30, 2005 = 60, 2006 = 100, 2007 = 100).
- iv It is assumed that the elaboration of a single village action plan costs USD 3k of which the PNDP finances 95 % and the village 5 %.
- v It is assumed that 80 % of the USD 120,000k are used for AFDCR (ERM 2003a). It is assumed that the IPs (30,000) constitute around 0.5% of the rural population (50% of the 12 Mill. Cameroonians). If the PNDP money is provided according to the per head distribution, the AP population would apply for project funding of ~ USD 480k. The IPs are – as all bodies applying for ADDCR funding - expected to contribute between 5 and 25% = ~ 72 k (15 %). According to the recommendation of the IPDP should IP villages receive funding at subsidised prices (at 33 % of the normal contributing). This would mean that the IP villages contribute 24 k (or 5 % of the expected project value of 480 k) and the PNDP 48 k. For the budgeting it is presumed that from 2004 8 k should be provided p.a., which would result in a termination of this activity in 2009. If the PNPD is fulfilling expectation, it could be expected that by 2009, the IP villages do no longer need these subsidies.
- vi The PNDP should provide each year funding for 30 teachers and 30 health personal. A scholarship is estimated with USD 1k per person = 60 k p.a. The training should last for ten years to provide one teacher and one health personal for each of the 300 AP villages.
- vii 10k p.a. for a 10 year period.
- viii 5 k p.a. (~ USD 150 per subdivision p.a.) for a 10 year period.
- ix The costs of the PIM are estimated to be USD 1k p.a. per committee = 36 k p.a. and is estimated to be necessary at least for 10 years.
- x The costs are estimated on the premises that a single evaluation costs will cost around 20 k (2 consultants, 1 PNDP and one IPDP representative) and that there will be evaluations in 2005, 2007, 2009, 2011, 2013.
- xi It is estimated that the IP associations should visit each village twice a year and that each of the 600 visits will cost around USD 50 = 30 k p.a.. The sensitisation should continue for at least 10 years.