

International Advisory Group
Chad-Cameroon Petroleum Development and Pipeline Project

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Table of Contents

EXECUTIVE SUMMARY

INTRODUCTION..... 1

1 PRESSING ISSUES TO BE RESOLVED 2

1.1 Construction-Related Activities: Compensation and Social Closure..... 2

1.2 Treatment of Collateral Damage 4

1.3 Complementary Operations: Site Transfers..... 5

1.4 Regulatory Framework and Reference Instruments:
Tools that, in Theory, Should Have Preceded the Production Phase 6

1.5 Post-Construction Tasks: An All-Inclusive Assessment..... 6

1.6 Capacity-Building Program: CAPECE 7

**2 SECURING OF THE PRODUCTION FACILITIES:
ONGOING, SYSTEMATIC INTERVENTION..... 7**

2.1 Floating Storage and Offloading Facility (FSO)..... 7

2.2 Pipeline and Land Right-of-Way 8

2.3 Lom Pangar Dam..... 8

3 THE PROJECT’S CONTRIBUTION TO DEVELOPMENT: A MAIN GOAL..... 9

3.1 Well-Being of the Adjacent Populations..... 9

3.2 Protecting Vulnerable Indigenous Populations 11

3.3 Ecological Compensation: National Parks..... 11

3.4 Parties Involved..... 15

CONCLUSION 17

ACKNOWLEDGEMENTS..... 18

Appendix 1: Chronology of Meetings

Appendix 2: Abbreviations and Acronyms

EXECUTIVE SUMMARY

This report presents the observations, analyses, conclusions and recommendations suggested to the International Advisory Group (IAG) for the Chad-Cameroon Petroleum Development and Pipeline Project ("Project") through its eighth statutory visit to Cameroon from January 3-12, 2005.

This mission reviewed the Project's overall situation, the resolution of pending cases, efforts to systematically and permanently secure the facilities and the Project's contribution to sustainable development in Cameroon.

There are still pressing issues to be resolved

A year and a half after oil operations began, there are still some residual, pressing issues that need to be resolved quickly in order to close the construction chapter definitively: dealing with outstanding impacts, transferring donated infrastructure, implementing a legal framework and learning from the experience.

- All pending issues relating to **compensation and social closure** should be referred to the joint COTCO/PSMC/NGO mission that was slated to begin in mid-January 2005. The IAG has high hopes for this mission.
- COTCO needs to quickly fix the collateral damage to the **fishing industry** off the coast of Kribi and in the Lom River caused during the construction phase.
- The Government and COTCO need to finalize measures to rapidly implement the compensation programs related to **archeology**.
- The process of establishing the formalities and timeframe for **transferring the Project's temporary sites and infrastructures** from COTCO to Cameroon is dragging on. The PSMC needs to conduct an environmental assessment of these sites before they can be transferred. In the meantime, the two parties should come to an agreement on their reciprocal responsibilities with respect to conservation of the sites.
- A **regulatory framework** for the oil sector and reference instruments should have been in place before production began but are still lacking. The IAG again urges the Government to quickly adopt the implementing decrees for the Framework Law on the Environment and the National Oil Spill Response Plan.
- The IAG reiterates the importance of performing an **assessment** of the construction phase so as to enable Cameroon to capitalize on the lessons learned. The Group applauds the PSMC's announced plans to prepare such an assessment in an inclusive and participatory manner as soon as possible.
- Finally, capacity-building operations through **CAPECE** are still plagued by delays. The PSMC is urged to work with the World Bank (WB) to quickly sign the eleven remaining consulting contracts.

Securing production facilities requires ongoing and systematic intervention

Securing the production facilities against the ever-present environmental risks is essential to maintaining the integrity of the system and ensuring the safety and well-being of the people living near these operations.

COTCO and the PSMC have taken additional **measures to secure** the Floating Storage and Offloading Facility as well as the pipeline and the land right-of-way. The IAG hopes that the regularly-scheduled, joint monitoring will become systematic and permanent. The Group encourages COTCO to further involve the adjacent populations in securing the system so as to promote successful co-habitation between the population and the Project.

Concerning the specific issue of the **Lom-Pangar dam project**, the IAG urges the main parties affected – COTCO and the PSMC – to start thinking about the matter now and come to an agreement on the stakes, impacts, responsibilities and financial coverage of appropriate operations to protect or divert the pipeline, in keeping with the Project's EMP and without prejudice to the Government's final decision.

The Project's contribution to development is still an essential goal

Contributing to development in Cameroon is one of the essential goals of this Project. The Group conducted a field visit to look at what is being done currently and to assess what actions are necessary for the well-being of the populations living near the Project. The Group paid particular attention to the vulnerable indigenous peoples, the management of the ecological compensation and the role of the various parties in the long-term success of the Project.

Efforts to **inform and educate** the adjacent populations are still uneven. In order to remedy this situation, the PSMC needs to learn the lessons drawn from the assessment of the Overall Communication Plan during the construction phase and implement a system to formalize the information conveyed during the production phase.

Protecting the health of the adjacent populations is a major issue that has already been highlighted. Although the absence of base studies that would have made it possible to measure the impact of Project construction on the populations and the absence of a prevention campaign by the Government during this phase are regrettable, several studies, which are still in the preliminary stage, have nevertheless been launched, including one on the prevalence of HIV/AIDS. Now the risk is that the results of the various studies may be inconsistent, either in terms of statistics or the interpretation thereof. The Government must require a professional and scientific assessment of the approaches and methodologies used in the various studies so as to reconcile the study results.

Priority should be given to a combined effort by the Government and COTCO to fight against AIDS in the zone.

The vulnerable indigenous populations affected by the Project are still benefiting from the program set up by FEDEC. The results presented to the IAG are encouraging. The Foundation now needs to capitalize on this success by finding the financial and logistical resources needed to support the activities of the Community Development Facilitator starting in April 2005.

Management of the Mbam & Djerem (MDNP) and Campo Ma'an (CMNP) parks, which were created as ecological compensation for the pipeline route, is filled with major challenges – the challenge of integrating the activities of the various parties involved and the challenge of implementing protection and sustainable management measures for these wilderness areas while still taking into account the needs of the adjacent populations.

The splitting of the MINEF into two new ministries without yet having assigned responsibility for the national parks is creating a situation of uncertainty that the Government is urged to resolve rapidly. An agreement between the responsible ministry and FEDEC, already proposed by FEDEC, should be signed quickly thereafter in order to specify the reciprocal responsibilities of the ministry, FEDEC, and the two executing agencies – WCS and WWF. The new ministry should also equip its field teams with the financial and material resources to do their job.

The executing agencies are getting involved in an area where cooperation with the ministerial teams is crucial. In this respect, the situation is satisfactory at Camp-Ma'an and worrisome at Mbam & Djerem. However, intervention by FEDEC gives reason to hope for an improvement in the relations between WCS and MINEF.

WCS and WWF have to prepare a development and management plan for their respective park. At Campo-Ma'an, WWF has already finished its plan, submitted it for consultation and is now awaiting ministerial approval. WWF gives priority to participatory management of the National Park and is already developing alternative activities for the populations, with special attention to the Bakola/Bagyeli minority. At Mbam & Djerem, the management plan is in its early stages and will also be submitted for public consultation. Since the park's creation, priority has been given to protecting its integrity by limiting access. This has caused the adjacent populations to feel that they are being deprived of their rights. All the parties involved will need to review the logic behind their intervention so as to combine park protection and the interests of the adjacent populations.

MINEF is called upon to review the status of the ecoguards in the two parks. Their current status does not offer them the insurance protection of government employees despite the dangers they face in fighting against poaching.

The mid-term review to be performed by FEDEC should help set minimal goals to be met by the end of WCS and WWF's current contracts, as well as the terms for their possible extension.

Finally, the IAG stresses the **role of the parties** – FEDEC, PSMC, COTCO's community relations agents and the NGOs – in the long-term success of the Project and the related capacity-building and environmental protection projects. As in the past, the Group recommends that the proper conditions be established for successful cohabitation and an ongoing dialogue among the parties, including between COTCO and the local authorities.

INTRODUCTION

1. The International Advisory Group (IAG) for the Chad-Cameroon Petroleum Development and Pipeline Project ("Project") conducted its eighth statutory visit to Cameroon from January 3-12, 2005.
2. For this mission, the Group first divided into two teams. One team went to Douala and to the Mbam & Djerem Park and the other team went to the Bélabo zone and to Yaoundé. Afterwards, a third team visited Kribi and some of the Bakola/Bagyeli villages on the outskirts of the Campo-Ma'an Park. As usual, the IAG met with the Pipeline Steering and Monitoring Committee (PSMC), members of Government, the World Bank (WB), the Foundation for Environment and Development in Cameroon (FEDEC), non-governmental organizations (NGOs), local residents and authorities and COTCO (Cameroon Oil Transportation Company). The Group presented a summary of its observations, analyses and conclusions during a debriefing session with all the parties in Yaoundé.
3. In conformity with its mandate, the IAG came to gather information on the Project's overall situation by focusing on the resolution of specific issues requiring prompt attention and on the securing of the oil facilities, an ongoing concern. The Group took advantage of this visit during the dry season to take a firsthand look at the management of the Mbam & Djerem and Campo-Ma'an national parks, the ecological compensation for the Project, and at the implementation of the Indigenous Peoples Plan (IPP) and the well-being of the populations living near the Project, all in the interest of ascertaining the Pipeline Project's contribution to sustainable development in Cameroon.
4. The mission took place in a context marked by the reelection of President Paul Biya in October 2004 and the appointment of a new Government in December 2004. The government landscape has been modified, namely with the division of the Ministry of Environment and Forests (MINEF) into two new Ministries: the Ministry of Environment and the Protection of Nature and the Ministry of Forests and Fauna. A ministerial committee has been established to determine the responsibilities of each Ministry and to settle any jurisdictional disputes.
5. The economic and financial situation in 2004 attests to poor budgetary performance and delayed economic reforms. This situation has prevented Cameroon from signing an agreement with the International Monetary Fund (IMF) in connection with the Poverty Reduction and Growth Facility (PRGF). Furthermore, the country has not completed the Highly Indebted Poor Countries (HIPC) initiative, which would have enabled it to have a substantial portion of its foreign debt cancelled. In the meantime, Yaoundé and the IMF have started discussions to finalize a Staff Monitored Program, which if successful, would precede a new PRGF.
6. This report presents the observations, analyses, conclusions and recommendations of the mission. Some of the observations and recommendations appear in previous IAG reports: the Group reiterates them in the belief that their contribution is crucial to the Project's overall success.

1 PRESSING ISSUES TO BE RESOLVED

7. A year and a half after the start of oil operations, some of the remaining issues now require rapid resolution so that the construction chapter can be closed once and for all. These issues relate to various operations – those directly related to construction (compensation and social closure), collateral damage from accidental occurrences during construction that need to be rectified (fishing and archeology), complementary issues (site transfers), issues that in due form should have been handled prior to production - namely the implementation of a regulatory framework and reference instruments - or that should have immediately followed the construction phase through the completion of a comprehensive assessment of that phase, and finally, issues relating to capacity building through the implementation of CAPECE.

1.1 Construction-Related Activities: Compensation and Social Closure

8. The program to compensate the populations affected by the Project is an integral part of the construction phase. In order to assess the latest activities to provide compensation and to implement the social closure process, the IAG visited several compensated villages in the Bélabo zone.

Individual and Collective Compensation

9. With respect to the social closure process, COTCO has received the final claims from the people collecting individual and collective compensation.
10. The claims are being handled on a case-by-case basis by COTCO's EMP (Environmental Management Plan) team, which feels it has resolved the majority of the cases, although NGOs are reporting that numerous cases have not yet been fully addressed. In order to reconcile the differences, the NGOs and COTCO agreed, during a joint working session organized by the IAG, to meet and compare their data in order to complete the cases in question. The NGOs have been invited to participate in a joint COTCO-PSMC field visit scheduled for mid-January 2005.
11. In addition, the NGOs raised the issue of COTCO's one-month deadline for submission of final claims, which they feel is too rigid. Some villages apparently were unable to meet this deadline and are now facing unresolved situations for which the oil company is not taking responsibility.

Community Compensation

12. Community compensation is intended for populations living near the Project's permanent infrastructures such as the pumping stations. In this case, COTCO has chosen to distribute equipment to the recipient villages, which are then responsible for the way it is used by the community.
13. The IAG saw examples of good use of the community compensation by some of the villages where some of the unused equipment supplied by COTCO was sold and the income invested in community projects. Other villages did not use their compensation as well. The COTCO equipment was distributed among the inhabitants and sold off by individuals without any subsequent community projects. This situation will undoubtedly require analysis by COTCO and

the PSMC in the proposed assessment of the construction phase so that these types of situations can be avoided in the design of future compensation programs..

14. An issue was also raised of revising the amount of community compensation after an increase in the initial surface area of the Project's permanent facilities. In one of the villages the Group visited, the residents were questioning COTCO's calculation method and whether their rights in this matter were being respected since the amount of compensation does not seem to be proportional to the space occupied.

Regional Compensation

15. COTCO is indicating that implementation of the regional compensation program is nearly complete and that only a few pending cases remain.
16. After the recipients identified projects based on a budget that COTCO allocated, COTCO chose to use local companies and NGOs to implement batches of projects. The unresolved cases are at various stages – either the work has not yet been started, as with the construction of sports fields, or the work has been started but is not finished, as with the construction of some classrooms, community centers and water supply points. These cases are mainly linked to the failure of one of COTCO's local co-contractors which has found the prices paid for its work too low. Some NGOs, also contractors to COTCO, then followed suit in requesting higher prices.
17. This reflects an overall problem that the contractors are encountering in implementing the regional compensation projects. The rates set by COTCO for the various projects, which apparently are based on average costs for the entire corridor, have proven to be too low in certain circumstances where local specificities add to the cost. This reportedly caused a loss for a contracting company in the Bélabo zone: it submitted numerous requests for contract amendments to COTCO, only part of which were granted. Some of the NGOs indicated that they were able to complete the work only by dipping into resources earmarked for their own projects.
18. A potential dispute between COTCO and its contractors could delay delivery of the remaining infrastructures and equipment to the population. COTCO will likely need to conduct a final assessment of the problem in order to verify the service providers' claims and to avoid causing further delays and placing local small businesses and NGOs in a difficult position.
19. All the issues relating to compensation and social closure must be included in the work of the aforementioned COTCO/PSMC/NGO joint mission. The IAG has high hopes for this mission: transparency, meticulous examination of the problems, fair compensation, adequate quality of in-kind compensation, and in all cases, well-founded decisions by COTCO as a result of the joint assessment.

Special Case of Support for the Local Residents following Removal of the Lom River Bridge

20. The removal of COTCO's temporary bridge over the Lom River, in accordance with the EMP, was not well understood by the people in the zone who felt that they were being deprived of a new means of communication.

21. COTCO therefore voluntarily committed to implementing a special support program for four villages in the zone. This program, which is already partially complete, comprises different elements: support for villages to create community forests, construction of a drinking water well in each village, clearing and development of a trail between Lom and Mbitom and cable equipment for a raft to cross the Lom once the local populations have built the raft.
22. COTCO and the local populations do not interpret these initiatives in the same manner. However, the COTCO official who accompanied the IAG in the field was very clear about the company's commitments, and met no major contradiction.
23. The IAG did note a genuine risk for the school children in the village of Lom II who must cross the railway bridge over the Lom River in order to get to their school in Lom I. The bridge has no handrail on the track side, which is necessary for safety. This situation calls first and foremost for intervention by the government, which is responsible for ensuring the safety of its citizens. That said, although COTCO is not responsible a priori, intervention by the company to remedy the situation would be most welcome and would be consistent with its program of voluntary support.

VIII.1 The IAG recommends that:

24. - *The joint COTCO/PSMC/NGO mission, which will have been at least partially completed as of the publication of this report, be given the necessary time and resources to examine all the pending claims on the basis of reconciled COTCO and NGO files.*
25. *The IAG hopes that following this mission all the claims will be collected, processed and closed in a standardized manner based on principles agreed upon in advance. COTCO's final decisions should be well-founded, duly justified before the complainants, with flexibility in implementation of deadlines for filing claims.*
26. - *Calculation of community compensation be verified in a clear and intelligible way based on the final surface area of the land that is allocated and that it be clearly explained in the villages where this issue persists.*
27. - *COTCO review and reevaluate the unapproved requests for amendments to the work contracts for regional compensation projects and perform a pertinent analysis of the real costs incurred so as to provide fair and final settlement of this issue.*
28. - *The PSMC and COTCO work together to study the possibility of improving the safety of crossing the Lom via the pedestrian footbridge on the railway bridge.*

1.2 Treatment of Collateral Damage

29. The construction work caused some unanticipated collateral damage that COTCO needs to correct in a diligent manner.

Fishing

30.
 - The case concerning COTCO's destruction of a large rock off the coast of Kribi and its possible replacement by an artificial reef has not made any progress since June 2004.

31. • The IAG was also informed that some fishermen have reported that COTCO has been slow to replace fishing nets damaged by the buoys of the Floating Storage and Offloading Facility (FSO) .
32. • In Lom Il, fishing activity has been disrupted by the rocks that were installed to cover the pipeline. The rocks are breaking through on the surface of the water, preventing the dugouts from passing and reportedly causing the fishermen to injure themselves when they attempt to push their boats through on foot. This nuisance warrants prompt rectification.

Archeology

33. Implementation of archeological compensation programs to rectify the situation of level III non-compliance identified in 2003 was the source of a dispute between COTCO and the Ministry of Culture in June 2004. However, some progress has been made since then. The Ministry of Culture must now select two students to receive a scholarship to the University of Louvain funded by COTCO. COTCO is in the final phase of its renovation work on a building to be used to store artifacts found during Project construction. Finally, the drafting of a publication on COTCO's archeological finds and the organization of a restitution conference are underway.

VIII.2 The IAG recommends that:

34. - *COTCO identify and implement the necessary measures to correct the disruptions caused by the construction operations to maritime fishing off the coast of Kribi and river fishing in the Lom.*
35. - *The Government and COTCO quickly finalize the agreement on the two scholarships and the conference on reporting on the archeological artifacts found during the excavation work along the pipeline.*
36. - *The Government make every effort to create useful links between the components of this program in order to facilitate training and research for the benefit of Cameroonian archeology.*

1.3 Complementary Operations: Site Transfers

37. The future of the temporary facilities from the construction phase was discussed during a meeting between the PSMC and COTCO in July 2004. The parties agreed to surrender or to totally or partially restore the various sites and the accompanying infrastructures and equipment. The wishes of the adjacent populations and the requirements of the EMP were taken into account in this process.
38. COTCO has since begun restoration work on the sites that are to be restored and was planning to transfer them to the Government at the time of the IAG mission. For its part, the PSMC evoked the need to first conduct an environmental assessment of the sites to be transferred, as dictated by the EMP and pointed out by the WB.
39. As a consequence COTCO and the PSMC have not clearly defined the formalities and the timeframe for the actual hand-over of the Project sites and temporary infrastructures. This has delayed use of these facilities by the populations who requested them and has exposed the sites to damage from the elements or acts of vandalism.

VIII.3 The IAG recommends that:

40. - *The PSMC quickly conduct a simplified environmental assessment of these sites in order to accelerate their transfer as needed to the Republic of Cameroon.*
41. - *In the meantime, the PSMC and COTCO move towards agreement on a legal framework of reference and on the necessary maintenance and security operations.*

1.4 Regulatory Framework and Reference Instruments: Tools that, in Theory, Should Have Preceded the Production Phase

42. A regulatory framework for the oil sector and reference instruments to protect the environment and, of course the public, from Project-related hazards are still lacking.
43. The implementing decrees for the Framework Law on the Environment have been prepared but still have not been signed. Although the law has binding force, many of its provisions are not applicable.
44. Progress was made on the National Oil Spill Response Plan (NOSRP), which was finalized in December 2004. The plan is expected to be approved in February 2005, after which the National Assembly will have to adopt it in the appropriate legal form and take steps to make the plan known to the public.
45. Cameroon is also contemplating participation in a sub-regional initiative, involving several countries, to mitigate the risks associated with oil activities in the Gulf of Benin. Cameroon has begun discussions with the World Bank in order to make this involvement a reality.

VIII.4 The IAG recommends that:

46. - *The Government adopt the implementing decrees for the Framework Law on the Environment with due respect for urgency, in a form consistent with the international standards that it agreed to under the Chad-Cameroon Project, including the decree on environmental impact studies.*
47. - *The Government quickly adopt and publicize the NOSRP in order to give effect to this instrument that should have been in place before the pipeline began operating.*
48. - *The World Bank actively support the regional project to cooperate on preventing and mitigating oil risks in the Gulf of Benin.*

1.5 Post-Construction Tasks: An All-Inclusive Assessment

49. The PSMC has promised that an assessment of the Project's construction phase will be prepared and approved in an inclusive and participatory manner. The IAG has high hopes for this assessment, which should enable Cameroon to capitalize on the lessons learned and get the most out of other projects of this scale in the future.
50. The Cameroonian assessment can also serve as input for the Project assessment that the World Bank will be preparing.

VIII.5 The IAG recommends that:

51. *The PSMC conduct an assessment of the Project with input from all the parties involved (Government, COTCO, NGOs, workers, contractors and the public) in order to learn the pertinent lessons and be able to capitalize on them in the future.*

1.6 Capacity-Building Program: CAPECE

52. Despite noticeable progress in terms of goods and services contracts, the Cameroonian Petroleum Environment Capacity Enhancement Project (CAPECE) still suffers from delays with respect to consulting contracts. With the exception of the studies on the Overall Communication Plan and the Design and Development of an Environmental Management System, for which there were successful bidding processes, 11 out of 13 contracts have not yet been awarded, causing serious delays on such important issues as studies on coastal protection follow-up, environmental analyses of the soil, groundwater, ambient air and surface water, and the long-term vision for environmental management in the oil sector.
53. As the IAG noted previously, even after such studies are launched it will be a long time until workable approved studies, action plans and management instruments are finally obtained.

VIII.6 The IAG recommends that:

54. *The PSMC, along with the WB, make every effort to conclusively launch the bidding process for the 11 consulting contracts that have not yet been awarded under the CAPECE program, especially those dealing with environmental and health-related studies. An implementation schedule should be defined for all remaining unfinished tasks covering the period until the results of the studies can be used by the relevant government agencies in monitoring the Project.*

2 SECURING OF THE PRODUCTION FACILITIES: ONGOING, SYSTEMATIC INTERVENTION

55. Now that construction of the production facilities is complete, the IAG turned its attention to their safeguarding, given the ever-present environmental risks. The safety of the facilities is especially important in terms of the long-term safety of the adjacent populations.

2.1 Floating Storage and Offloading Facility (FSO)

56. Legal and physical measures to secure the Floating Storage and Offloading Facility have been taken. The vessel is now surrounded by a safety perimeter marked by buoys that meet International Maritime Organization standards and maritime police surveillance protects the vessel's integrity. Moreover, COTCO used its information campaign on the Area Specific Oil Spill Response Plan for coastal populations and the fishermen as an opportunity to provide information on the exclusion zone around the FSO.
57. In addition, the PSMC has informed the IAG that inspections of the FSO's crude oil cargo, which have been contracted by the Government to a private company, as mentioned in the IAG's last mission report (§ 251), are a routine operation in the country's oil sector and serve the exclusive

interests of Cameroon. This operation is separate from the ongoing monitoring of Project operations by PSMC and COTCO inspectors.

2.2 Pipeline and Land Right-of-Way

58. COTCO's EMP teams and the PSMC inspectors provide oversight of the pipeline corridor and COTCO's other operation sites at regular intervals in order to ensure compliance with EMP requirements and protect the integrity of the facilities. To this end, COTCO's Right of Way plan provides for air surveillance and on-site inspections, which currently are jointly conducted by the PSMC and COTCO on a monthly basis.
59. In order to standardize inspections by the PSMC, COTCO's EMP team and the PSMC finalized a "PSMC Inspection Manual," which serves as a guide for preparing, conducting and following up on site inspections. The creation of this manual is a welcome initiative and attests to a noticeable improvement in PSMC-COTCO cooperation. The question of how often inspections will be conducted over the long term was raised. For the time being, it seems more prudent to stay with monthly inspections until the process is well established and running smoothly.
60. Two types of problems are encountered most often along the pipeline corridor. Pockets of erosion have appeared around certain sections as a result of problems with the program to replant vegetation, which, notwithstanding, was highly successful at many of the sites. Use of the right-of-way for irregular purposes, such as construction of roads and unauthorized cultivation, are another cause of concern for COTCO and the PSMC.
61. COTCO's intended system for maintaining the right-of-way, which called for local employment of security guards and for clearing the land and planting trees, was not adopted as planned. This was a disappointment to those adjacent populations, who had prepared accordingly. COTCO needs to clarify and provide specific information about the opportunities for work that will henceforth be available for these purposes.

VIII.7 The IAG recommends that:

62. - *COTCO and the PSMC work together closely to maintain a system of regularly-scheduled, joint monitoring, early warning and rapid response mechanisms that will help guarantee the reliability and safety of the production system for all crude oil transportation, storage and loading operations, while avoiding the pitfalls of routine procedures.*
63. - *COTCO continue to examine how adjacent populations can be given the means to help secure the system so as to encourage greater awareness and vigilance in terms of risk management for the Project. The goal of such an undertaking would be to improve the response time to incidents and to contribute to harmonious long-term co-habitation of the oil project and the adjacent populations.*

2.3 Lom Pangar Dam

64. According to the information gathered, an impact assessment of the construction of a hydroelectric dam on the Lom Pangar River has begun with funding from the Agence Française de Développement. In addition, a government commission reportedly has a mandate to review all of Cameroon's energy needs and alternative ways to meet them.

65. Implementation of this project would obviously have a major impact on the pipeline since the planned reservoir would submerge approximately 10-15 km of the current pipeline.
66. The IAG has not noticed any ongoing dialogue among government authorities, the project promoters and COTCO to discuss the scope of the impact on the pipeline, possible remedies and the responsibilities of each party. The World Bank is monitoring the situation and in January, sent a new mission to discuss the project with the Cameroonian authorities.

VIII.8 The IAG recommends that:

67. - *Current and future impact studies take into consideration the dam's impact on the pipeline, any measures that might be needed to mitigate this impact and the respective costs thereof.*
68. - *The main parties affected – COTCO and the PSMC – start considering the matter now and reach an agreement on the stakes, impact, responsibilities and financial coverage of appropriate operations to protect the pipeline or divert its current route, all in keeping with the Project's EMP and without prejudice to whatever decision is made on the construction of the dam.*
69. - *This information be shared in a timely fashion with the public and with the government of Chad, which would also be affected by this project.*

3 THE PROJECT'S CONTRIBUTION TO DEVELOPMENT: A MAIN GOAL

70. In addition to being a commercial project, the Chad-Cameroon pipeline is an opportunity to contribute to both countries' development through the long-term investments it has attracted, while at the same time ensuring the protection and well-being of the public, especially the adjacent populations, and protection for the environment. With this in mind, the IAG focused on the measures that are needed and those already in place to create conditions favorable to long-term improvement of the well-being of the residents living near the Project, paying particular attention to vulnerable indigenous populations. The Group also focused on how the Project's ecological compensation is being managed and on the roles that the various parties must play to ensure the Project's long-term success.

3.1 Well-Being of the Adjacent Populations

71. The populations adjacent to the Project were the first beneficiaries of the compensation program set up by COTCO and the Government to compensate them for use of the land, the felling of trees and the agricultural losses caused during construction. Now that implementation of this program is nearly complete, other measures will need to be taken to contribute to the well-being of the populations that will be affected by the Project in the long term.

Information – Education – Communication (IEC)

72. With a project of this nature that carries both opportunities and risks, it is essential that the adjacent populations be kept duly informed through an adequate IEC system. Based on what the IAG observed in the field, the current IEC program in place still has shortcomings. At times,

and in some places, there are still problems with the dissemination of pertinent, consistent information by the Government, COTCO and the World Bank.

73. Informing the people is an important part of encouraging the public to take charge and assume ownership of the infrastructures ceded by the Project, and to provide maintenance in emergencies, without necessarily waiting for intervention by COTCO and the Government.
74. The PSMC hired a consultant to evaluate the Overall Communication Plan for the Project during the construction phase. This assessment should help to identify and implement the necessary corrective measures in 2005.

Health

75. Protecting the health of the people living near the Project is a major concern that has already been highlighted. At this stage it is impossible to completely make up for either the regrettable absence of baseline studies to allow measurement of the impact of the construction phase on public health, or the absence of a preventive health campaign on the part of the Government during this same period.
76. Nevertheless, several health studies have been launched, including a study on the prevalence of HIV/AIDS along the pipeline corridor, although they are still in the preliminary stages. In the long run, these studies could make it possible to monitor health-related developments in the Project zone during its operational life.
77. There is a risk that the results of the various studies may be inconsistent in terms of either the statistics or their interpretation. The relevance and consistency of the methodological approaches, the selection of the sample size and composition, the questionnaires and screening methods used and the action plans for mitigating the diseases are all factors that determine the results of national and local statistics as well as those related to at-risk groups. These factors will need to be reconciled.
78. Furthermore, in a zone where even without a study the need for health programs is already clear, the Government and COTCO should combine their efforts to fight diseases within the framework of the National AIDS Prevention Plan while also strengthening the awareness activities that are currently being conducted with the assistance of local NGOs.

VIII.9 The IAG recommends that:

79. - *The PSMC draws lessons from the assessment of the Overall Communication Plan during the construction phase and implement a system to formalize the information disseminated during production. COTCO, the PSMC and the WB should ensure that the information they provide about the Project is consistent.*
80. - *The Government ensure that there is a professional and scientific evaluation of the approach, method and procedures used in the various studies on the prevalence of HIV/AIDS in the pipeline corridor zone, in accordance with the applicable rules and conventions.*
81. - *The Government and COTCO continue to promote awareness activities and focus especially on joint and vigorous efforts in the field to control the disease in accordance with the guidelines of the National AIDS Prevention Plan.*

3.2 Protecting Vulnerable Indigenous Populations

82. The Bagyeli/Bakola populations affected by the Project continue to benefit from a special training program led by the Foundation for Environment and Development in Cameroon (FEDEC), which is responsible for implementing the Indigenous Peoples Plan (IPP).
83. The results of the various IPP activities presented to the IAG are encouraging. Training these people in more productive farming methods is helping in part to make their food production more secure. Solution of the school dropouts problem raised back in December 2003 has begun thanks to the Foundation's effort to provide teaching. Construction of improved huts continues, with support from COTCO. The fight against tuberculosis has produced good results and FEDEC is now focusing on the preventing malaria and beginning an HIV/AIDS awareness campaign. Finally, FEDEC continues to support the Bagyeli in their efforts to obtain national identity cards (NIC).
84. During its field visit, the IAG took note of the relationship of trust that has been established between FEDEC's Community Development Facilitator (CDF) and the target communities, a good basis for the long-term effectiveness of FEDEC's activities. The question that remains now is: who will take over paying the salary of the CDF? Currently this position is paid for by COTCO but only until April 2005.

VIII.10 The IAG recommends that:

85. - *By April 2005, FEDEC find the financial and logistical resources needed to support the CDF's activities for the vulnerable indigenous populations affected by the Project.*
86. - *The ultimate goal of FEDEC's citizenship program be to empower the Bakola/Bagyeli to go through the process of obtaining a NIC on their own.*

3.3 Ecological Compensation: National Parks

87. The IAG devoted a significant portion of this mission to looking at management of the two parks, Mbam & Djerem and Campo-Ma'an, that were created as ecological compensation for the pipeline route. The Group met with the leadership of the two national parks in the field and discussed the main concerns with them.
88. FEDEC, which was created out of compensation funds paid by Esso, is responsible for investing in the development and management of these two parks. In order to fulfill this responsibility, FEDEC hired two executing agencies in February 2003 – the World Conservation Society (WCS) for Mbam & Djerem and the World Wildlife Fund (WWF) for Campo-Ma'an.
89. There are some common challenges in managing the two parks:
90. • the need to integrate the activities of the different parties involved: government ministries, the foundation, the executing agencies and the residents, and
91. • the adoption of sustainable protection and management strategies that take into account the needs of the adjacent populations whose traditional subsistence farming and hunting-and-gathering activities have been disrupted by the parks' regulated access and usage.

Integration of the Different Activities

92. If the various parties' activities are to be integrated, there must first be a clear division of responsibilities.
93. The national parks were under the authority of the Ministry of Environment and Forests (MINEF) which has now been replaced by the Ministry of Environment and the Protection of Nature and the Ministry of Forests and Fauna. However, responsibility for the national parks has not yet been assigned to either ministry and must still be determined by a ministerial committee. The lingering uncertainty about responsibility for the parks risks the delay of important decisions.
94. There must also be a clear division of responsibilities between the Ministry and FEDEC. FEDEC has already proposed a memorandum of understanding to the former MINEF in the interest of specifying and clarifying their respective responsibilities and mandates. To date, there has been no response. Doubtless it will be necessary to wait until responsibility for the national parks has been formally assigned to one of the two new ministries before any progress can be made on this front. Once the responsibilities have been defined, integration of the various parties' activities will depend in large part on their ability to work together in the field.
95. At Mbam & Djerem National Park (MDNP), cooperation has been difficult. MINEF's regional delegation feels that it is institutionally responsible for setting up and managing the park but its resources are limited to nonexistent, whereas the executing agency has both resources and initiative. Personality conflicts are aggravating these difficulties. But intervention by one of FEDEC's board members during the IAG's visit does give hope, if followed-up, for an improved climate of cooperation. WCS does seem to have good relations with the local authorities, the deputy prefect and the Lamido, whose support for the Project is encouraging given the importance of winning public support over the long run.
96. At Campo-Ma'an National Park (CMNP), the IAG observed a relationship of constructive cooperation between MINEF and the WWF team. This cooperation is based on experience and each party's abilities to lead public awareness and monitoring operations in the park zone. The conservation director of Campo-Ma'an's Technical Operation Unit (TOU) is WWF's main partner and the teams have agreed on how to allocate the tasks of protecting the park and developing secondary activities. However, the lack of resources makes it difficult for the TOU's conservation director to coordinate the work of all the parties.

Development Strategies

97. Since the main objective of a national park is to preserve nature and protect ecological systems, Cameroonian law states that as soon as a park is created, hunting, gathering and any other activity that is not compatible with the park's main objective must cease. However, although national parks exist to protect the integrity of a particularly important wilderness area, experience has shown that this is not possible without the active support of the adjacent populations, which need to be able to see some sort of advantage in having the park. The promise of possible eco-tourism as a source of income is poor compensation for the loss of traditional means of existence.
98. At Mbam & Djerem, application of this law meant that the first impact of the park's creation felt by the adjacent populations and traditional users (especially hunters and livestock farmers) was

the ban on these activities without any alternatives, replacement activities or other revenue-generating activities being proposed, except in the rather distant future.

99. MINEF's regional delegation and WCS chose to protect the integrity of the park first. Gates were gradually installed to limit access to the park, paths used for seasonal migration of livestock were closed and priority was given to actions to prevent poaching. This preventive approach affected the adjacent populations whose economic livelihood depends in part on commercial hunting and for the most part on small-scale hunting.
100. The promise of compensation in the decree classifying the park has gone unfulfilled since its application is limited to displaced residents only. However it is not the residents at Mbam & Djerem who are affected, but the users.
101. According to the Lamido of Tibati, the result is that the majority of the population is opposed to the park.
102. WCS's work plan calls for the development of a park management plan for the MDNP. This plan, still in its initial stages, should help in planning activities and allocating land in the park's buffer zone and in identifying alternative activities for the local residents. WCS has begun socio-economic and wildlife surveys but a large amount of data still needs to be collected in order to develop the plan. The park management plan should be drawn up in consultation with the adjacent populations and other interested parties, who, it is to be hoped, will not fail to express their points of view.
103. Finally, WCS has started working on public awareness, environmental education and additional fundraising, but continues to give priority to park surveillance.
104. At Campo-Ma'an, commercial activities (logging, growing rubber and palm oil trees) and those of the adjacent populations (farming and hunting-and-gathering by the Bantus and Bagyeli) are putting enormous pressure on biodiversity. One of the major challenges the park faces is poaching, especially poaching by organized, armed teams that supply commercial networks. Economic activities in the CMNP are now subject to regulations and WWF is already developing revenue-generating pilot projects that revolve around the use of non-timber forest products. WWF is also planning to start creating community forests soon. This executing agency is working from a collaborative management point of view by offering the adjacent populations, especially the Bagyeli, alternative solutions to hunting protected species and other activities that are now banned in the park, while at the same time working to educate the people and monitor the park. It should be noted that WWF's operations in the zone are benefiting from the work of other entities such as local NGOs, the fruits of the project funded by the GEF (Global Environment Facility) that preceded it and the efforts to educate the population that began back when Campo-Ma'an was classified as a reserve before it became a national park.
105. The park management plan for Campo-Ma'an was opened up to consultation and testing by those involved on a local level and by an inter-ministerial committee. The plan still needs to be formally approved by the ministry that will succeed MINEF. At first glance, this plan does seem to take into account the adjacent populations and the importance of the park becoming a source of development and not impoverishment. Once the plan becomes binding, a system of micro-zoning will be set up in the park to authorize some community activities. WWF has proposed that a commission made up of the relevant government authorities conduct a site visit to

examine the problems, especially land-related, faced by that the Bagyeli. That would then lead to solutions for developing and using land that would be acceptable to this minority. All the parties would also like to see ongoing dialogue once the park management plan is officially adopted, with an initial meeting scheduled for March.

106. No matter what development strategy the two executing agencies adopt, they and their partners must meet a sizeable challenge in both parks, that of poaching. The solution calls for both prevention and alternatives. However, the available human and financial resources do not allow for effective prevention and replacement activities, especially in the case of Mbam & Djerem, are not yet in place. The ecoguards who were recruited and trained as part of these projects are working in dangerous conditions, dealing with armed poachers. The current status of these ecoguards, who are employed by the former MINEF but paid by the executing agencies and FEDEC, does not afford them the same insurance coverage as other government employees. This critical situation requires government action.

Mid-Term Review

107. By mid-2005, FEDEC is supposed to perform a "mid-term" review of the WWF and WCS contracts, which run from February 2003 to February 2006. Meanwhile, WCS's management, which the Foundation has already criticized, needs to be reevaluated by an expert in order to support a conclusion. These reviews should serve not only to assess the progress made, but also to set achievable goals to be reached by the end of the WWF and WCS mandates and possibly the terms for extending their contracts.

VIII.11 The IAG recommends that:

108. - *The Government quickly determine which new ministry will be responsible for the national parks and that this ministry hasten to finalize a memorandum of understanding with FEDEC, spelling out the respective responsibilities of the "client" (ministry), the "prime contractor" (FEDEC) and the executing agencies (WCS & WWF), which is an absolute requirement for better cooperation in the field.*
109. - *FEDEC continue to actively support necessary cooperation in the field, including through more frequent visits by its staff.*
110. - *The ministry in charge expedite the final examination and approval of the Campo-Ma'an park management plan.*
111. - *All the parties (Government – FEDEC – executing agencies) combine their efforts to set up an effective system to protect the wildlife, including vigorous efforts to combat commercial poaching, generate interest among the public and create short-term revenue-generating activities for the adjacent populations to provide a more balanced context for the conservation measures, which to date have received priority.*
112. - *The ecoguards be given the resources and protection necessary for them to do their jobs, including the insurance coverage that they currently lack.*
113. - *The Government give the conservation directors the material and financial resources to carry out their duties as coordinators and to build the data bases needed to guide development plans for the parks.*

114. - *Support be given to the multi-party commission suggested by WWF to identify the specific problems of the Bagyeli people.*
115. - *The mid-term review to be conducted by FEDEC serve to specify the minimum goals that WCS and WWF must attain by the end of their current contracts, as well as the terms of possible extension.*
116. - *The Government and the World Bank take the necessary initiative to set up economic development projects in the Mbam & Djerem and Campo-Ma'an zones through implementation of the National Plan for Participatory Development.*

3.4 Parties Involved

117. The role played by the parties implementing the Project and the related capacity-building and environmental protection projects is a decisive factor in the long-term success of these projects.

FEDEC

118. As noted above, proper execution of the Foundation's mandate depends in part on the establishment of clear relations with the ministry that will be in charge of the national parks, hence, the urgent need for the parties to finalize and sign a memorandum of understanding.
119. At the time of the IAG visit, the Foundation was planning a renewal of its Board of Directors and proceeding to appoint a new administrator. There is reason to hope that the planned changes will give new impetus to the Board's effort to build a consensus on the long-term vision of the Foundation's mission and that this will lead to active efforts to secure additional funding based on a well-developed plan of action.

PSMC

120. The PSMC has confirmed its continuing role in monitoring all phases of the Project, including operation and maintenance, as well as all other pipeline projects. Permanent management mechanisms can be established definitively within the framework of the study on the "Long-Term Vision for Environmental Management in the Oil Sector", which will be launched once the PSMC and the World Bank agree on the terms of reference.
121. Communication is still an important aspect of the PSMC's mandate during the production phase. In 2004, this was largely influenced by the ceremonial inauguration of the pipeline. In 2005, the PSMC will need to closely monitor the assessment of the Overall Communication Plan in order to implement the necessary corrections.

COTCO's Community Relations Officers (CRO)

122. These agents are the main liaison between COTCO and the local residents. Although the construction phase is complete, the CROs' workload remains the same, hence the need to add to the team rather than reduce its size. Given the problems identified, COTCO is planning to:
123. • increase the number of socioeconomic staff in Douala by creating two additional positions;

124. • organize quarterly meetings between COTCO and the socioeconomic officers of the EMP team to encourage better information sharing and to identify the corrective measures needed to deal with the problems that the field agents are encountering;
125. • prepare a CRO procedure manual specifying the CROs' function and their place in COTCO's hierarchy and standardizing their procedures.

NGOs

126. NGOs are valuable institutions that are moving the Project forward through their monitoring efforts, which, though imperfect, have been conducted with good will and the beginnings of a promising professionalism. In all cases, they have contributed visible added value in identifying the problems encountered by the Project, in their work with COTCO on compensation programs and with international organizations such as WWF in managing the CMNP. CAPECE missed its opportunity to build the capacities of these organizations, which especially need to improve their planning and coordination abilities. However, the joint COTCO-PSMC-NGO on-site missions could help in that respect.
127. In June 2004, the NGOs had mentioned their difficulties in accessing technical and financial data of the Project production phase. However, the PSMC indicates that the revenues generated by the pipeline in Cameroon are available in the State Budget published by the Ministry of Finance. The PSMC also notes that it publishes its data regularly in the "PSMC Letter". The IAG invites both parties to discuss these issues in order to avoid further misunderstanding.

Populations and Authorities: Cohabitation

128. Despite COTCO's efforts, there are still misunderstandings between the company, the authorities and residents. Successful cohabitation will require good relations and good corporate citizenship on COTCO's part: being a good neighbor to the surrounding villages, courteous relations with the authorities, prefects, deputy prefects and village chiefs and voluntary contributions to social, cultural and sporting activities. And it must do so while recognizing the need to formalize its relations with the authorities through well-publicized procedures and to temper the highest expectations of the local populations which tend to go to COTCO for everything instead of to the Government.

All the Parties: Permanent Framework for Dialogue

129. The IAG is revisiting the recurring issue of creating a platform for regular throughout the life of the Project to deal with problems among the parties. The Group hopes that the aforementioned joint COTCO/NGO/PSMC mission will provide an opportunity to work together and to create synergy that will lead to the establishment of the structured dialogue that the Group has been recommending.

VIII.12 The IAG recommends that:

130. - *The PSMC and COTCO take the necessary initiative to define an agreement governing the relations between COTCO and the central and local authorities, defining the rules which govern security of the production units and residential bases and which apply to reciprocal*

courtesy and working visits. This agreement should be subject to broad discussion and adopted at a meeting of the responsible parties.

131. - *The PSMC and the NGOs work to better educate the local populations about the respective roles and responsibilities of the Government and COTCO.*

CONCLUSION

132. Three key ideas emerged from this mission: the need to resolve the urgent cases relating to construction, the need to work on securing the production facility in a systematic and permanent way and finally, the need to enable the Project to play its role in the country's development.
133. The pending issues related to construction need to be resolved quickly, including compensation and all related activities, transfer of the sites, capacity-building operations (CAPECE), regulatory framework and reference instruments and finally, the preparation of an inclusive overview in a participatory manner.
134. Permanently securing the entire system – pipeline, pumping stations and maritime storage – through the appropriate institutional and physical measures is a daily requirement upon which public safety depends.
135. The Project needs to ensure the sustainability of the management and development institutions and mechanisms: information to the adjacent populations, follow-up on health issues, development of vulnerable populations and management of the national parks.

ACKNOWLEDGEMENTS

The IAG thanks all of the interlocutors who accompanied us on our field visits, welcomed us and shared their concerns, aspirations and satisfaction in response to the implementation of this Project. Each of them made a significant contribution to the Group's information and understanding of the evolution of the stakes that affect the fate of the people.

The IAG also thanks the Government of Cameroon, COTCO and the World Bank whose welcome, availability and logistical support all contributed to a smooth visit. A special word of thanks goes to COTCO for its logistical support and for accompanying the Group during its trips to Mbam & Djerem and the Bélabo zone.

The IAG welcomes written reactions and comments pursuant to this report and will be pleased, upon request, to post these on its web site (at www.gig-iaq.org), in accordance with the terms of use of the site.

The IAG in particular encourages its principal partners to provide it with information on actions taken in response to its recommendations, on a regular basis and before the Group's next visit.

All reports of the IAG's working visits are available on its web site, at www.gic-iaq.org, and on the World Bank site, at www.worldbank.org/afr/ccproj.

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Appendix 1
Chronology of Meetings

Sunday, January 2, 2005 – Douala

- IAG arrives in Douala

Team 1

Monday, January 3, 2005 – Douala

- COTCO
- Douala-Yaoundé route
- FEDEC

Tuesday, January 4, 2005 – Yaoundé-Foumban¹

- Travel from Yaoundé to Foumban

Wednesday, January 5, 2005 – Tibati¹

- Travel from Foumban to Tibati
- WCS
- Senior Assistant to the Prefect of Tibati
- *Lamido* of Tibati
- MINEF: departmental delegate from Djerem and the MDNP Conservation Director
- Travel from Tibati to Miyere

Thursday, January 6, 2005 – Miyere-Yoko¹

- WCS
- Quick visit to the MDNP with some ecoguards
- Travel from Miyere to Yoko

Friday, January 7, 2005 – Yoko-Yaoundé¹

- Deputy Prefect of Yoko
- Travel from Yoko to Yaoundé

Team 2

Monday, January 3, 2005 – Bélabo zone²

- COTCO's community relations officers
- COTCO's sub-contractors for the regional compensation programs
- Ndoumba Kanda village
- Ebaka village

¹ IAG accompanied by COTCO's EMP Environmental Supervisor and by FEDEC

² IAG accompanied by COTCO's EMP Socio-Economic Supervisor

Tuesday, January 4, 2005 - Bélabo zone²

- Lom I village
- Lom II village

Wednesday, January 5, 2005 - Bélabo zone²

- Deputy Prefect of Bélabo
- COTCO's community relations officers
- Travel from Bélabo to Yaoundé

Thursday, January 6, 2005 – Yaoundé

- World Bank
- Ministry of the Environment and the Protection of Nature
- Ministry of Health

Friday, January 7, 2005 – Yaoundé

- PSMC
- Ngoya village²
- Cameroonian NGOs
- Working session with NGOs/COTCO/PSMC

Saturday, January 8, 2005 – Yaoundé

- IAG internal working session: preparation of the debriefing

Sunday, January 9, 2005 – Yaoundé

- IAG internal working session: 2005 planning

Monday, January 10, 2005 – Yaoundé

- Debriefing
- Prime Minister

Tuesday, January 11, 2005 – Yaoundé-Kribi³

- Travel from Yaoundé to Kribi
- WWF and local partner NGOs
- Niété forest station: station chief and ecoguards⁴
- Bagyeli village of Nkongo⁴
- Bagyeli village of Nyamabande⁴

Wednesday, January 12, 2005 – Kribi-Douala³

- Departmental delegate and the Conservation Director of the Campo-Ma'an TOU
- Prefect of the Ocean department
- Nkolmbong Bagyeli camp in the village of Bissiang
- Travel from Kribi to Douala

³ IAG accompanied by FEDEC's Community Development Facilitator

⁴ IAG accompanied by a representative of the NGO CED

Appendix 2

Abbreviations and Acronyms

CAPECE	Cameroon Petroleum Environment Capacity Enhancement Project
CDF	Community Development Facilitator
CMNP	Campo-Ma'an National Park
COTCO	Cameroon Oil Transportation Company
CRO	Community Relations Officer
EMP	Environmental Management Plan
FEDEC	Foundation for Environment and Development in Cameroon
FSO	Floating Storage and Offloading Facility
HIPC	Highly Indebted Poor Countries
IAG	International Advisory Group
IEC	Information – Education – Communication
IMF	International Monetary Fund
IPP	Indigenous Peoples Plan
MDNP	Mbam & Djerem National Park
MINEF	Ministry of Environment and Forests
NGO	Non-Governmental Organization
NIC	National Identity Card
NOSRP	National Oil Spill Response Plan
PRGF	Poverty Reduction and Growth Facility
PSMC	Pipeline Steering and Monitoring Committee
TOU	Technical Operational Unit
WB	World Bank
WCS	Wildlife Conservation Society
WWF	World Wildlife Fund