



**H.E. Paul BIYA**

President of the Republic of Cameroon

*Je vous exhorte à œuvrer à la préservation de nos précieux acquis que sont la paix, l'unité nationale et la stabilité des institutions, car c'est à eux que nous devons ces avancées remarquables qui font notre fierté.*

*I urge you to work to preserve our precious gains of peace, national unity and institutional stability, for it is to them that we owe the remarkable advances that make us proud.*

**Message of the Head of State, H.E. Paul BIYA  
to the youth, 10 February 2022**



**H.E. Chief Dr Joseph DION NGUTE**  
Prime Minister, Head of Government  
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## ACRONYMS AND ABBREVIATIONS

AN:	National Assembly
APC:	Competence-Based Approach
ARSEL:	Electricity Sector Regulatory Agency
ADB:	African Development Bank
BEAC:	Bank of Central African States
PIB:	Public Investment Budget
ILO:	International Labour Office
CAA:	Autonomous Sinking Fund
CBF:	Cameroon Business Forum
CHRC:	Cameroon Human Rights Commission
ECA:	Economic Commission for Africa
CEMAC:	Economic and Monetary Community of Central Africa
NCPBM:	National Commission for the Promotion of Bilingualism and Multiculturalism
CONAC:	National Anti-Corruption Commission
CONSUPE:	Supreme State Audit
COVID-19:	Coronavirus Disease 2019
CPIA:	Country Policy and Institutional Assessment
HPSF:	Hydrocarbons Price Stabilisation Fund
RLA:	Regional and Local Authority
CTSPE:	Technical Committee for the Monitoring of Economic Programmes
UCCC:	United Councils and Cities of Cameroon
DGSN:	General Delegation for National Security
HR:	Human Rights
PRSP:	Poverty Reduction Strategy Paper
GESP:	Growth and Employment Strategy Paper
ELECAM:	Elections Cameroon
ENAM:	National School of Administration and Magistracy
FTE:	Full Time Equivalent
GFCF:	Gross Fixed Capital Formation
FCFA:	Franc de la Communauté financière africaine (Franc of the Financial Community of Africa)
FENASSCO:	National Federation of School Sports of Cameroon
IMF:	International Monetary Fund
NEF:	National Employment Fund
RBM:	Results-Based Management
GICAM:	Cameroon Employers' Union
ASDI:	African Social Development Index
IEC:	Information, Education, Communication
ILO:	International Labor Organization
NIS:	National Institute of Statistics
ISMP:	Higher Institute of Public Management
EITI:	Extractive Industries Transparency Initiative
APRM:	African Peer Review Mechanism

MAETUR:	Mission d'Aménagement et d'Équipement des Terrains Urbains et Ruraux
MINAT:	Ministry of Territorial Administration
MINCOM:	Ministry of Communication
MINCOMMERCE:	Ministry of Trade
MINDCAF:	Ministry of State Property, Surveys and Land Tenure
MINDDEVEL:	Ministry of Decentralisation and Local Development
MINDEF:	Ministry of Defence
MINDUH:	Ministry of Urban Development and Housing
MINEPAT:	Ministry of Economy, Planning and Regional Development
MINFI:	Ministry of Finance
MINFOP:	Ministry of Vocational Training
MINJUSTICE:	Ministry of Justice
MINMAP:	Ministry of Public Contracts
MINPMEESA:	Ministry of Small and Medium-sized Enterprises, Social Economy and Handicrafts
MINREX:	Ministry of External Relations
NEPAD:	New Partnership for Africa's Development
NOSO:	North-West / South-West
NIC:	Newly Industrialized Country
SDG:	Sustainable Development Goals
OHADA:	Organization for the Harmonization of Business Law in Africa
NGO:	Non-Governmental Organisation
UNO:	United Nations Organisation
ORSEC:	Rescue Organisation
CSO:	Civil Society Organisation
SAP:	Structural Adjustment Programme
PCD:	Council Development Plan
GDP:	Gross Domestic Product
IPDET:	International Program for Development Evaluation Training
SME:	Small and medium-sized enterprises
NPG:	National Programme on Governance
UNDP:	United Nations Development Programme
POE:	Workforce Organisation Plan
PPBS:	Planning, Programming and Budgeting System
PPP:	Public-Private Partnership
SFR:	State Financial Regime
RGE:	General Census of Enterprises
NHDR:	National Human Development Report
RRC:	Risk and Disaster Reduction
SEND:	Undisbursed Commitment Balance
SND30:	National Development Strategy 2020/2030
SNH:	National Hydrocarbons Corporation
SNI:	National Investment Corporation
PMO:	Prime Minister's Office
VSE:	Very Small Enterprises

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## **PREFACE**



**by His Excellency Chief Dr. Joseph DION NGUTE,**  
Prime Minister, Head of Government

This publication comes at a time when the COVID-19 pandemic, the Boko Haram crisis in the Far North Region, the social and security crisis in the North-West and South-West Regions, commitments with the International Monetary Fund (IMF), and the implementation of the National Development Strategy 2020-2030 (NDS30) are topical. It is therefore a time of great challenges.

Apart from the implementation of the NDS30, the events mentioned above are likely to undermine past results recorded by Government under governance. Despite this context, several reforms and projects have been carried out. However, much still has to be done. I would like to seize this opportunity to congratulate all those who have contributed to them, and invite all stakeholders in the public sector, the private sector and civil society to mobilise and do more in order to meet the challenges that lie ahead.

The objective of the report on the state of Governance is to present the efforts of the Cameroonian Government in terms of good governance to the public, identify the challenges to be met and make recommendations which can inform decision-making. Indeed, in his address to the Nation in December 2000, the Head of State said “it is good to realize achievements, but it is better to let the public know what has been achieved”. This requirement also falls in line with the obligation of public officials to inform citizens of what is being achieved in their area of jurisdiction, and apprise the national and international public opinion on what is being done in the area of governance in Cameroon. It is therefore necessary to systematically publicise reports on governance and ensure their effective appropriation by all stakeholders.

I would like to take this opportunity to thank the development partners who are supporting us throughout these reforms and hence, contributing to the improvement of our governance system. Cameroon is sensitive to the perception they have of its governance. A part of this report is devoted to this.

Governance is a status, a state, and a perspective. It is a status in that it defines the indicators on which it is based to characterise and assess its effectiveness. It is a state in that its evaluation makes it possible to judge its effectiveness. It remains a perspective in that expectations and context are constantly evolving, such that governance, or more precisely good governance, is a permanent quest whose perspectives are continually being adapted. It is against the backdrop of continuous improvement that this report presents, on the basis of forecasts, the progress made, the weaknesses observed and new recommendations.

## **FOREWORD**



**by M<sup>rs</sup> EYOH SUME EPIE,**

Deputy Coordinator of the National Programme on Governance

Governance can be considered as a cross-cutting basis for optimising any action likely to contribute to development and, consequently, to the improvement of people's living conditions.

The President of the Republic, His Excellency Paul BIYA, has long sent a strong signal to the Cameroonian people and beyond, by setting up, as early as 1998, the National Programme on Governance (NPG), which he placed under the authority of the Prime Minister, Head of Government. The NPG started its activities in 1999.

In 2009, our country adopted a Growth and Employment Strategy Paper (GESP), whose results were considered mixed after its evaluation in 2019. A National Development Strategy 2020-2030 (NDS30) was therefore drawn up. The NDS30 has two (2) main orientations: structural transformation and inclusive development. This strategy is based on four (4) major thrusts: structural transformation of the economy, development of human capital and well-being, promotion of employment and economic integration of young people, as well as governance, decentralisation and the strategic management of the State.

It can therefore be perceived, as previously mentioned, that governance is cross-cutting. Indeed, the NDS30 integrates, almost in absolute terms, the actions and activities clearly defined in Order No. 057/CAB/PM of 6 July 2015 on the institutional reorganisation of the NPG. A guiding principle leads us straight to Article 10 of this instrument, which assigns to the NPG the duty of periodically preparing and publishing a report on the state of governance in Cameroon. This publication, therefore, aims at scrupulously implementing this statutory requirement.

Our aim is to inform the national and international community about the progress made, any difficulties encountered and the challenges to be met in terms of governance in our country. We hope that the data collected within this framework will effectively contribute to the implementation of the NDS30 for the benefit of all.

The NPG conducts its activities based on action plans, adopted by the National Coordination, in relation with other stakeholders. The action plans are approved by the Prime Minister, Head of Government. Although some convincing sectoral results have been obtained, some major expectations are, as you will see, far from being met.

It is worth recalling that our country is a partner to various institutions whose mission is, amongst others, to evaluate the implementation of governance. The NPG National Coordination takes into account, as far as possible, their principles, criteria and methodologies. However, the main evaluation criteria used in this report are those defined in the NDS30 (Cf. Sector-Based Governance Strategy). The objective is to keep a permanent watch on actions carried out or to be carried out, so that Cameroon meets its objective of becoming an emerging nation by 2035.

## **EXECUTIVE SUMMARY**

The objective of this report on the state of governance in Cameroon is to carry out an uncompromising evaluation of the results obtained in the area of governance for the 2020/2021 period, in accordance with the monitoring and evaluation indicators provided for by the NDS30.

The analysis in this report is organised around six components which are governance, including decentralisation and local development, the rule of law, the protection of persons and property, the improvement of the State's public service, economic and financial governance, regional planning, and the promotion of bilingualism, multiculturalism and citizenship. For each component, the expected changes, the achievements and an overall evaluation of the results are recalled, allowing recommendations to be made. Cameroon being an open country and in collaboration with various partners, their evaluation of its governance is taken into account in this analysis.

Overall, it appears that despite the progress made, governance is struggling to produce the expected changes. Several planned actions have not been carried out and others have not been completed by the administrations responsible for carrying them out. Of the six components of governance, five have been evaluated. "Regional Development", which has not been analysed, has actions planned from 2022 onwards, which is outside the study period.

For the other 5 components, 105 actions are planned for the 2020-2021 period. Out of these, information on 76 actions was provided while information on 29 was not provided. Out of the 76 actions, 42 were carried out and 34 were not. Overall, just less than one-third of the actions are not reported. If we add the actions which have not been carried out to these, a total of 63 out of 105 actions are unreported, that is, a percentage of approximately 60%. These statistics show that governance is struggling to produce the expected changes.

At least 4 hypotheses can justify this finding:

- o Several actions were carried out but progress is very slow and falls short of the growing expectations of the population;
- o Several activities/projects were not carried out, or were not carried out within the required time frame and within the expected cost and quality conditions;
- o Project implementation did not adequately involve the other components of society (civil society and the private sector);
- o The problems identified at the outset became more complex and numerous at the time of implementation.

Recommendations are made to each institution with regard to actions not reported and not implemented. To these recommendations are added those from documentary analyses and interviews. These include: encouraging the administrations to prioritise the actions selected in the governance strategy and the NDS30; and encouraging administrative bodies to set up a reliable information system to capture key data.

In the annex, the report recalls the diachronic evolution of the content of governance in Cameroon. The historical development of governance indicates that on 17 June 1996, the Prime Minister announced to the national and international community the decision of the Head of State to put in place a programme to promote good governance. The National Programme on Governance (NPG) was established on 11 August 1998. A diachronic analysis of governance in Cameroon from 1960 to 2021 reveals two main concerns: improving the quality of institutions and opting for inclusive public policies.

# **PART I**

## **EVALUATING COMPONENTS OF GOVERNANCE**

**COMPONENT 1: DECENTRALISATION  
AND LOCAL DEVELOPMENT**

This component has one action within the framework of the theory of change recalled after the diagnosis below.

**The theory of change** indicates the positive social and economic impact envisaged in the implementation of a public policy. It refers to the model describing the relationship between actions, outputs and expected changes. Indeed, each public policy has a corresponding theory of social change. It establishes the causal link between the actions chosen and the changes anticipated. The idea is that if the actions planned for each of the outputs are carried out, then the changes will be produced. The issue of accountability of implementing ministries and agencies is therefore addressed. Although the evaluation exercise does not allow for an appreciation of the role of actors and of cognitive and normative frameworks, it at least has the merit of knowing who did not perform the task that was expected. The reasons for this dysfunction are not explored. The theory of change has to do with the prospects of transformations retained for each component of governance<sup>1</sup>.

### Diagnosis

Despite the devolution of sixty-three (63) competences provided for by the 2004 laws on decentralisation and the transfer of financial resources to the councils, the 2019 General Code of RLAs and the persistence of poverty, especially in rural areas, both show how urgent it is to fully devolve first-generation competences to councils and devolve the competences provided for by law to the regions. In accordance with the resolutions of the Major National Dialogue, it is also vital to complete and enhance the decentralisation process, and strengthen local development in order to make RLAs centres for growth and development.

### Theory of change

#### *Action: Continue to strengthen the legal and regulatory framework for decentralisation*

This action includes nine (9) impact indicators. The actors responsible for the implementation and success of these actions are: MINDDEVEL, MINFI, MINEPAT and MINFOPRA. The actions are:

- legal text setting up the regions available/Signed and published;
- regions as operational RLAs;
- transfer of competences to RLAs completed;
- financial resources related to the competences devolved to RLAs fully transferred;
- share of ordinary State resources transferred to RLAs;
- operational local public service;
- effective participation of the population in the management of local affairs;
- proportion of RLAs with an inclusive dialogue framework in place;
- proportion of councils and regions having signed at least one agreement.

Out of the nine (9) impact indicators planned, 4 were achieved in 2021. These are: the legal text setting up the regions available/signed and published; the transformation of the regions into operational RLAs; the participation of the population in the management of local affairs; share of ordinary State resources transferred to RLAs.

Five (5) were not achieved. These are: the complete devolution of competences to RLAs; the financial resources linked to the competences devolved to RLAs fully transferred (the prerequisites

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<sup>1</sup> This information is contained in the sector-based governance strategy drafted by MINEPAT.



have not been met and all the competences have not yet been transferred)<sup>2</sup>; the local public service; and the proportion of RLAs which have set up a framework for inclusive dialogue. 30% of RLAs are expected to set up inclusive dialogue mechanisms, but only 10.41% have done so. Similarly, out of the 30% of the RLAs expected to sign an agreement, the proportion is 1.30%.

With regard to the share of ordinary State resources transferred to RLAs, the amount of resources transferred to RLAs in 2020 stands at CFAF 111,244,300,000 (one hundred and eleven billion two hundred and forty-four million three hundred thousand) of which CFAF 13,900,000,000 (thirteen billion nine hundred million) is for recurrent expenditure and CFAF 97,344,300,000 (Ninety-seven billion three hundred and forty-four million three hundred thousand) is for investment. This is equivalent to 3.04% of the State resources in 2020 based on the initial finance law. It should be noted that the calculation made based on the finance law revised following the outbreak of the COVID is 4.01%.

In 2021, the amount of resources transferred to RLAs stands at CFAF 232,176,624,000 (two hundred and thirty-two billion one hundred and seventy-six million six hundred and twenty-four thousand), of which CFAF 125,772,505,000 is for recurrent expenditure and CFAF 106,404,119,000 for investment. This is equivalent to 7.15% of the State resources in 2021 based on the initial finance law, that is, an increase compared to the initial 2020 law and above the target of at least 5% retained by the NDS30 for the period 2020-2022. This rate stands at 6.97% for the revised 2021 finance law.

The interviews conducted in this field reveal that the organic existence of regions and councils hardly conceals the operational problems related to the execution of these powers. The devolution of powers to RLAs is not complete. Of the 23 powers to be devolved upon Regions provided for in the General Code of RLAs, only four (4) have actually been devolved. The following related decrees have been signed: (i) Decree No. 2021/747 of 28 December 2021 to lay down conditions governing the exercise of some environmental protection powers devolved upon regions by the State; (ii) Decree No. 2021/744 of 28 December 2021 to lay down the terms and conditions governing the exercise of some town planning and housing powers devolved upon regions by the State; (iii) Decree No. 2021/745 of 28 December 2021 to lay down conditions governing the exercise of some powers devolved by the State upon regions for participation in the organisation and management of interurban public transport; (iv) Decree No. 2021/746 of 28 December 2021 to lay down conditions governing the exercise of some powers devolved by the State upon regions in the area of tourism and leisure. In addition to financial issues, it appears that the issue of human resources is one of the weaknesses of RLAs, therefore human and material resources can also be transferred to local councils. The establishment of the local public service therefore appears to be an indispensable prerequisite. It is therefore eagerly awaited.

Similarly, the financial resources related to the powers devolved to RLAs ought to be transferred in full: for a project funded by the PIB, should the municipal collector be the accountant-payer? The NPG sectoral officer interviewed felt that this was “a suspended transfer, or a half-transfer”: you receive the transfer nominally but financially you depend on another institution. We could have delegations of funds made directly to the municipal collector. Of course, the law provides for a concomitant transfer of powers and resources. The current transfer is largely perfectible from the moment the resources seem to fall outside the powers of RLAs. It is desirable to move from the

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<sup>2</sup> The 2021 finance law specifies that State revenue allocated to decentralisation should be CFAF 590 billion, that is, 18% of the State revenue (budgetary framework adopted). In June 2021 and while waiting for the effective exercise of all the transferred competences, the amount already made available for decentralisation is 232.7 billion that is, 7.2% of the revenue transferred to the State. Of this amount, 3 billion per region has been set aside for the installation of regional councils. (Statement from the Minister of Finance at the Cabinet Meeting of 17 June 2021).

transfer of first-generation competences (experimental stage) to the in-depth transfer of second-generation competences. In this context, there would be an absolute match between the transfer of competences and the transfer of resources.

With regard to the financing of decentralisation, although it is clear that since 2010 the State has increased the resources made available to the local public sector by optimising the yield of taxation and increasing the common decentralisation fund, the management of these funds poses two main problems: the quota and direct access to funds by RLAs.

As far as the quota is concerned, the percentage of 15% has been enshrined in the law without the basis of calculation of this percentage being clearly identified. As at 7 October 2020 and in view of the resources already transferred by the State this same year, the percentage transferred amounts to 17.64% if the basis of calculation is the budgetary framework of 3400 billion<sup>3</sup>. The issue of determining the quota of State resources which should be considered as the common decentralisation fund is not yet settled and is at the heart of the concerns of RLAs and MINFI.

With regard to access to decentralisation resources, it was suggested that a single treasury account be created specifically for decentralisation. A new architecture for this account has been developed and will be presented in a participatory manner with local elected officials, economic operators, civil society, technical and financial partners, BEAC, MINDDEVEL and MINFI during sensitisation and exchange sessions<sup>4</sup>. The idea is to create an interface between the different applications of the Treasury, the DGI and the budget.

In terms of the participation of the population in the management of local affairs, the council development plans are drawn up in a participatory manner. Councils also have a framework that facilitates such participation: the UCCC. Moreover, they can, by law, group together in unions. To date, five (5) of these unions have been listed at the national level. It should be noted, however, that the General Code provides more directly for citizen participation in the implementation of decentralisation.

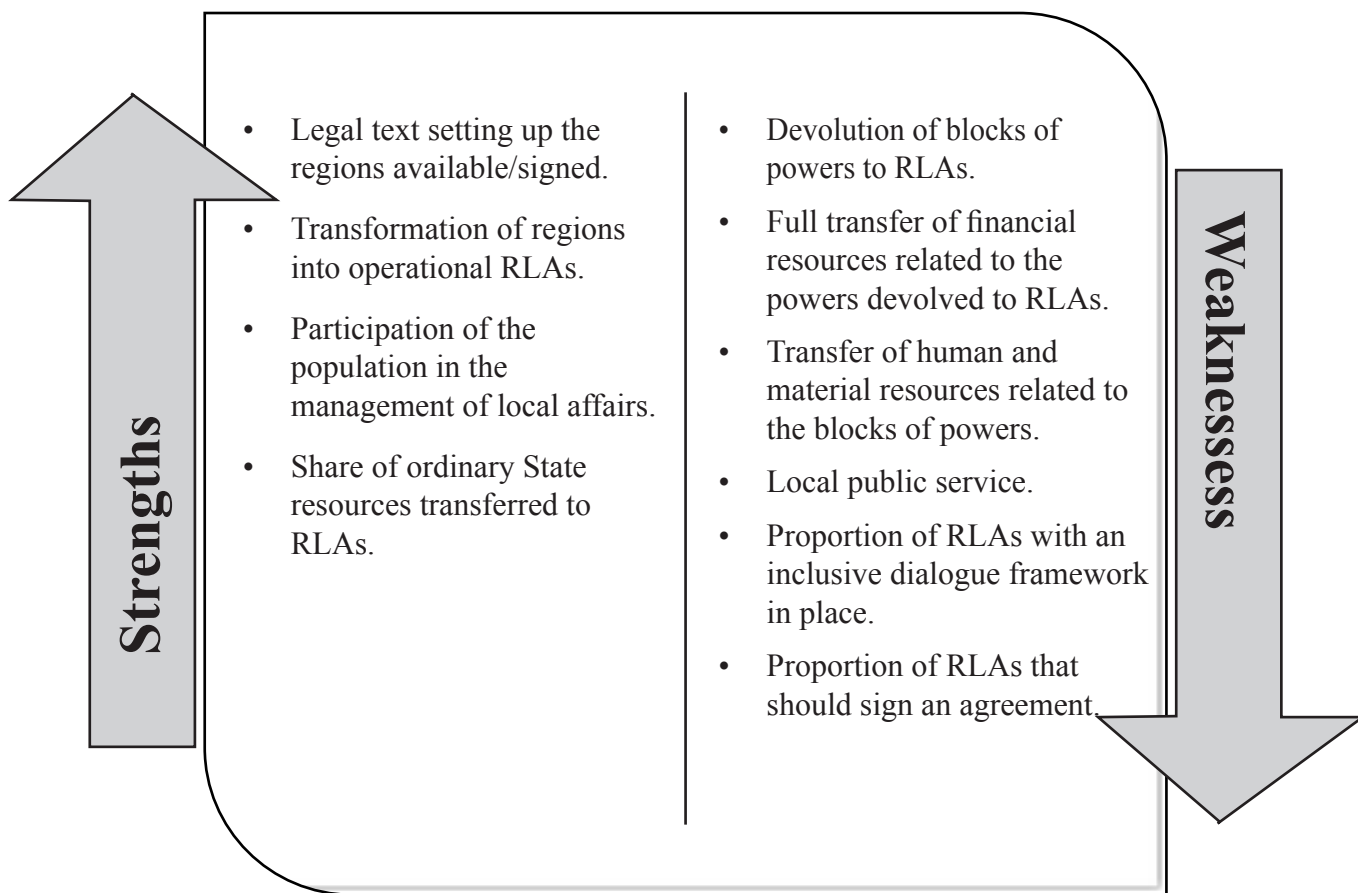
Council board sessions are open to the public, and any inhabitant can make a proposal intended to improve the functioning of the Council or Region, or obtain, on request, a copy of any document produced in its functioning. This individual channel in no way excludes the action of various groups, notably associations or neighbourhood committees.

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<sup>3</sup> Statement from the Minister of Finance to the National Decentralisation Board on 7 October 2020.

<sup>4</sup> Ibid.

**Figure 1: Strengths and weaknesses of decentralisation and local development component**



**Textbox 1: Decentralisation and local development**

Out of the nine (9) impact indicators planned, four (4) were achieved in 2021, five (5) were not achieved. Although the decentralisation process is underway, several impact indicators have not been achieved (55.55%) by 2022. This reality reveals the slowness in the implementation of the reform. In addition, there is a conflict of jurisdiction between MINEPAT and MINDDEVEL. The organisational chart of MINEPAT was not revised after the creation of MINDDEVEL and some competences of decentralisation are still devolved to it.

**COMPONENT 2: STRENGTHENING THE RULE OF LAW  
AND THE PROTECTION OF PERSONS  
AND PROPERTY**

## Diagnosis

Despite the progress made in political and institutional governance, further efforts are needed to strengthen the rule of law and the protection of human rights, reform the justice system with a view to consolidating the judiciary, step up the fight against insecurity, crime and terrorism, prevent and manage crises and improve institutional communication.

Analysis of the institutional environment reveals the ineffectiveness of some constitutional provisions, such as Article 66 on the declaration of assets and property, despite the enactment of Law No. 003/2006 of 25 April 2006 on the declaration of property and assets, which sets up a Commission for the declaration of property and assets, whose implementation is still pending. The setting up of a Court of Audit is still awaited, in accordance with Article 72 of CEMAC Directive No. 01/1/11-UEAC-190-CM-22 of 19 December 2011. This also applies to the High Court of Justice.

## Theories of change

In order to address the challenges identified, several levers were applied to carry out the six (6) actions of this component.

### *Action n°1: Strengthening the rule of law and the protection of human rights*

It includes 4 impact indicators<sup>5</sup>: the proportion of citizens made aware of their rights and duties; proportion of State structures in charge of human rights sensitised; the capacities and competences of State structures in charge of human rights strengthened; the time limits for the adoption of law enforcement texts. The actors in charge of their implementation and success are: the MINJUSTICE, the PMO and the NCHRF.

Of the 4 impact indicators,

- 1 was not achieved: the proportion of citizens made aware of their rights and duties (127,000 people, including 103,000 people made aware, educated and informed about human rights by the CHRC and 24,000 materials distributed)<sup>6</sup>. Actually, for the evaluation period, this proportion is estimated at 70% of the population, whereas the figures available show a percentage well below that expected;
- 3 indicators were not reported: the proportion of State structures in charge of human rights sensitised; the capacities and skills of State structures in charge of human rights strengthened; the delays in the adoption of enabling instruments set.

### *Action n°2: Strengthening the judicial system*

It comprises 6 impact indicators: the average duration of legal proceedings; the rate of execution of court decisions; the average length of pre-trial detention; the rate of coverage of prisoners' basic needs; the specialised jurisdictions created to settle commercial and financial disputes; and prison overcrowding (occupancy rate). The actors responsible for the implementation and success of these actions are: the MINJUSTICE and the Supreme Court.

<sup>5</sup> As per the Sector-based Governance Strategy 2020-2030, these are the indicators that can be measured in the medium term. Cf. Sector-based Governance Strategy 2020-2030.

<sup>6</sup> Strategic Performance Framework of the Cameroon Human Rights Commission p. 23.

Of these 6 impact indicators, one will be evaluated between 2023 and 2025<sup>7</sup>: *the creation of specialised courts to settle commercial and financial disputes*. The remaining 5 are to be completed during this evaluation period.

Out of the 5 indicators,

- one has not been reported, namely the average duration of pre-trial detention;
- four (4) have not been achieved: the average duration of legal proceedings was estimated at **21 months (in 2020)** compared to 12 months in 2022; the rate of execution of court decisions was **32%** in 2021 compared to **30%** in 2020; the rate of coverage of prisoners' basic needs was **17.29%** in 2021 compared to **21.89%** in 2020 and prison overcrowding, of which the occupancy rate stood at **152%** at the end of 2021 compared to **137%** in 2020 and **189%** in 2019. In March 2022, it stood at **149%**. Indeed, none of these indicators met the expected results for the period 2020-2021.

To address the main grievances raised regarding the justice system, which are centred around efficiency, transparency and independence of the judiciary, additional efforts have been made by the judicial administration to improve access to justice, strengthen the protection of litigants and boost their confidence in the justice system, improve the quality of justice and ensure the enforcement of court decisions, as well as combat overcrowding. Thus, the sector-based objectives of the Ministry of Justice consist of improving access to and the quality of the public justice service on the one hand, improving detention conditions and preparing for the social reintegration of prisoners on the other hand.

To meet this first objective, actions have been focused on bringing the justice system closer to the litigants by increasing the number of Courthouses and at the same time aligning the judicial and prison map with the administrative map. As a result, Courthouses and Prisons have been built, with the aim of reducing the cost of getting access to justice, judicial delays and prison overcrowding. The overall progress of construction works for the year 2021 was as follows: Yaounde Modern Judicial Services Complex comprising a 13-storey tower and two 4-storey buildings (40.67%), Douala Modern Judicial Services Complex (48.23%), Edea Courthouse (43%), TOMBEL Courthouse (30%), and the NGAMBE Courthouse (32%). The construction works for the Mbalmayo and Nanga-Eboko Courthouse have been provisionally accepted. However, the judicial map showed the existence of Courts of First Instance in 73 sub-divisions, whereas Law No. 2006/015 of 29 December 2006 on judicial organisation provides for a Court of First Instance in each sub-division, thereby illustrating the gap to be filled (approximately 287 Courts to be made available).

In order to support efforts aimed at improving the public justice service, increasing the number of staff, building the capacity of judicial actors and ensuring the independence and transparency of the judiciary were the main levers. In 2021, a total of **1 131** judicial and prison staff were trained in various domains, including International Judicial Cooperation, human rights, OHADA law, counter-terrorism, administrative litigation, arbitration, strategic planning, etc. A total of **350** Assistant Court Registrars and Judicial Secretaries recruited were trained before being deployed, while **420** prison staff (all ranks) received refresher training at the National School of Penitentiary Administration.

Results obtained made it possible to stabilise the average processing time for cases at **21 months**, while the rate of enforcement of court decisions stood at **32%** in 2021 compared to **30%** in 2020.

As regards the improvement of prison policy, overcrowding and detention conditions have continued to be a concern during the period under review. With respect to prison overcrowding, in March 2022,

<sup>7</sup> Evaluation period used in the NDS30.

the **76** (seventy-six) functional prisons (11 central, 48 main and 17 secondary) had a population of **31,275** (thirty-one thousand two hundred and seventy-five) prisoners for **20,955** (twenty thousand nine hundred and fifty-five) available spaces, representing an overall occupancy rate of **149%**. To combat prison overcrowding, the construction and rehabilitation of prison infrastructure continued in 2021, with the provisional reception of the construction work on the Douala Ngoma Central Prison and the Bengbis Prison, while the Tchollire II, Djoum, Monatéle and Bafia Prisons were rehabilitated. Two (2) prison infirmaries were built in Bangangté and Nkongsamba and a borehole was constructed at the main prison in Ambam. The occupancy rate at the end of the year stood at **152%**, compared to **137%** in 2020 and **189%** in 2019.

To ensure that prisoners receive good quality food with sufficient nutritional value to maintain their health and strength at the usual times, the average daily food ration stood at **CFAF 531** per day and per prisoner in 2021 compared to CFAF 421 in 2020. The change in the amount of daily ration had a positive impact on the relative number of prisoners with a body mass index below 180, that is 0.2%.

In the health sector, health coverage was organised around disease prevention and management as well as health promotion. Additional resources were mobilised to contain the spread of the Coronavirus in prisons. Thus, awareness-raising campaigns were organised for inmates, staff and prison users, water points for hand washing were set up in prisons, personal protective equipment was provided to inmates and staff, prison premises were disinfected and an approved COVID-19 screening and monitoring centre was opened at the Yaounde-Kondengui Central Prison. With these combined actions, the infection rates from the outbreak of the pandemic to 25 March 2021 stood at 1,213 positive cases for 14,077 inmates screened, representing a prevalence rate of **8.6%**. A total of 9,882 prisoners were vaccinated at the same date.

However, these efforts have not been able to curb the rate of coverage of prisoners' basic needs, which stood at 17.29% in 2021 compared to 21.89% in 2020.

### *Action n°3: Improving the electoral system*

This theory includes 5 impact indicators: the rate of registration on electoral lists; the rate of participation in elections; the full computerisation of the electoral process; the electoral deadlines scrupulously respected; the existence of a single ballot on election day. The actors in charge of their implementation and success are: MINAT, ELECAM and the Constitutional Council.

Out of the 5 indicators selected, 3 will be evaluated from 2023 – 2025. They include: the scrupulous respect of electoral deadlines; the existence of a single ballot on election day. The fully computerised electoral process will be evaluated between 2026 and 2029.

For the other two indicators, none has been achieved: the voter registration rate was 64.18% in 2021 for a projected rate of 65% in 2022. The second does not meet the expected perspectives. This is the rate of participation in the legislative (43.79%; 2020) and municipal (43.79%; 2020) elections out of the 85% expected. These figures can be justified by the fact that these elections took place at the height of the health crisis with its related stigmatisation. Nevertheless, in view of the efforts made by ELECAM to raise awareness among citizens of voting age to enrol on the electoral lists, one can legitimately expect that by the end of 2022, the indicator relating to the rate of enrolment on the electoral lists will be achieved.

### *Action n°4: Intensifying the fight against insecurity, crime and terrorism*

This action includes 8 impact indicators: the number of mobile and foot patrols deployed on a daily basis; the number of defence and security force operations carried out on a daily basis; the average number of criminal acts or cross-border offences; the number of repatriations carried out; the crime

rate; the security index (Gallup Index<sup>8</sup> on security and public order); the proportion of the population that trusts defence and security institutions; the proportion of people who are victims of assaults. The actors in charge of their implementation and success are: MINDEF and DGSN.

Out of the 8 indicators,

- 4 indicators have not been achieved: the number of mobile patrols throughout the year: 1100 in 2020 and 1750 in 2019; the number of defence and security force operations carried out throughout the year: 3000 in 2019 and 3900 in 2020<sup>9</sup> compared with the 200 planned daily; the security index (Gallup Index on security and public order): 63% in 2021 compared with the 70% planned in 2022; and the proportion of people who are victims of assaults. According to DGSN, this is about 45%;
- the other 4 indicators are not reported, namely: the average number of cross-border crimes or offences; the number of repatriations carried out; the crime rate and the proportion of people who are victims of assaults. However, it is worth mentioning the victimisation survey currently being carried out, the results of which are not yet available and which will provide information on the proportion of the population that trusts the defence and security institutions.

#### *Action n°5: Consolidating the crisis prevention and management system*

This action includes 6 impact indicators: the frameworks for citizen expression set up within regional and municipal councils; the disaster prevention and management strategy developed, validated and implemented; the mass civil protection information and education programme available; the number of divisions with an operational emergency organisation plan (ORSEC); the proportion of divisions with at least one disaster risk reduction (DRR) tool; the revision of Law No. 86/16 of 6 December 1986 to reorganise civil protection. The actors responsible for the implementation and success of these indicators include: MINAT, MINDDEVEL and RLAs.

Out of these 6 indicators,

- 2 have been achieved: the setting up of frameworks for citizen input within regional and municipal councils (citizen input frameworks have been set up in municipal councils but not fully in regional councils); the availability of a mass civil protection information and education programme (organisation of international civil protection days, educational talks, round tables, school campaigns, media relays (radio, TV, written press));
- 4 indicators have not been achieved: out of 35 divisions in Cameroon which should have an operational emergency response plan (ORSEC) by 2022, 21 have already been covered. **If this pace is maintained, it is possible that all 35 will be covered by 2022;** the proportion of divisions with at least one disaster risk reduction tool stands at 36.20% compared to the 65% expected by 2022; the development, validation and implementation of the disaster prevention and management strategy; the revision of Law No. 86/16 of 6 December 1986 to reorganise civil protection. **Nevertheless, it is worth mentioning that work to amend this law is already underway and is well advanced. A draft bill is already available at MINAT.**

<sup>8</sup> The Gallup Institute has established a personal security index in 135 countries. It gauges people's sense of security.

<sup>9</sup> Division of Legal Affairs, DGSN.

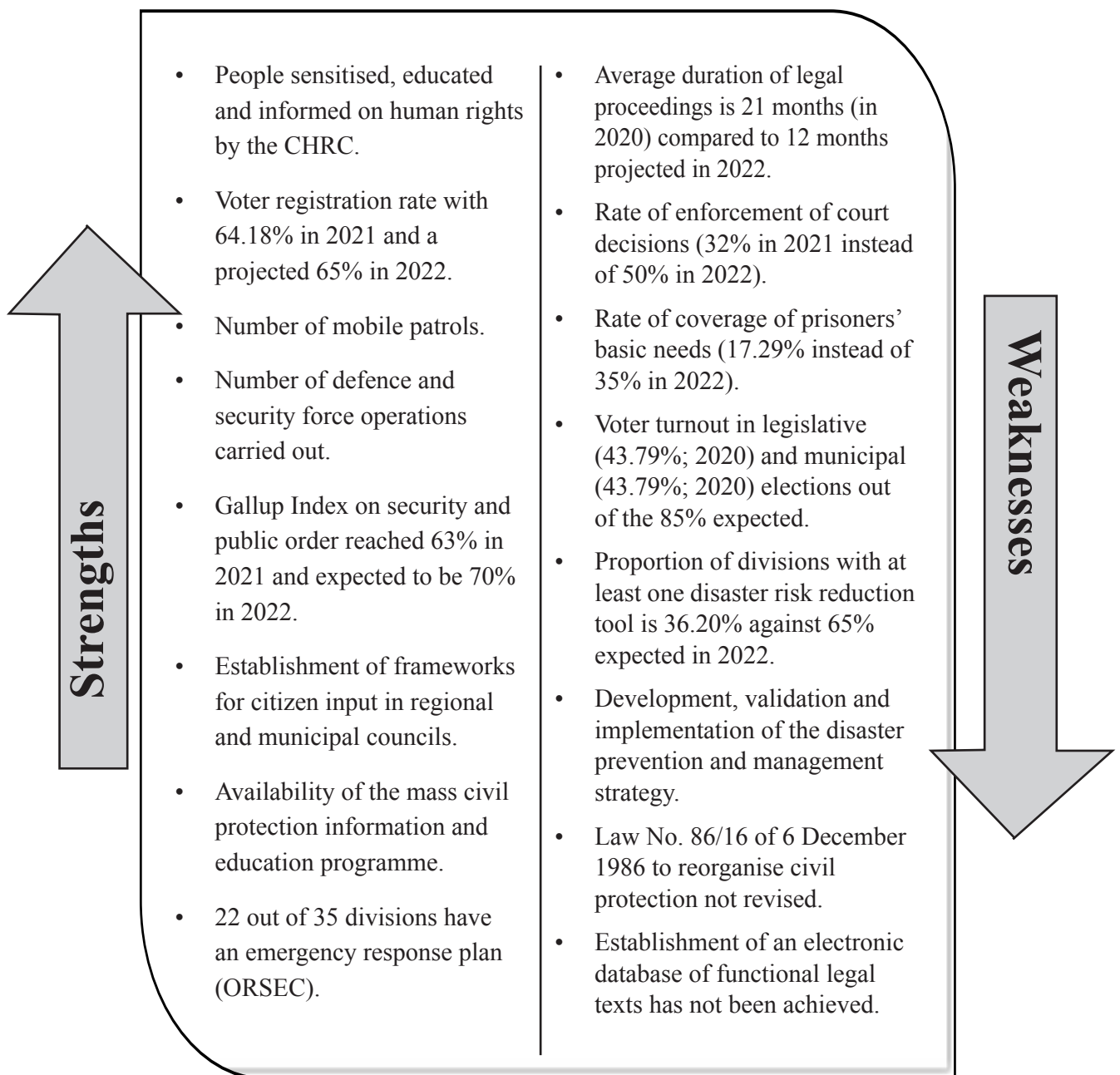


*Action n°6: Improving access to public information*

This action includes 2 impact indicators: the establishment of an electronic database of functional legal texts and the proportion of the population exposed to mass information. The actors in charge of their implementation and success are: PMO and MINCOM.

Analysis of available data shows that the establishment of an electronic database of functional legal texts has not been implemented and the proportion of the population exposed to mass information has not been reported.

**Figure 2: Strengths and weaknesses of strengthening the rule of law and the protection of persons and property component**



**Textbox 2: Strengthening the rule of law and the protection of persons and property**

Out of 31 impact indicators planned under this component, 27 were evaluated (4 are planned for the period after 2022).

Out of the 27 indicators: 8 were not achieved, 6 were achieved and 13 were not reported.

Available information on the rate of coverage of prisoners' basic needs indicates improvements in prison conditions. However, this objective remains one of the weak links in this component. This is also the case for the improvement of public information. Insecurity is one of the weaknesses of this component (because out of the 8 indicators of this action, 4 were not achieved and 4 were not reported).

For the 2026-2029 period, planned actions include the addressing of complaints from political parties and some activists regarding the single ballot, the enforcement of compliance with electoral deadlines and the full computerisation of the electoral process. In view of the pressure exerted by political parties and human rights associations, this schedule is likely to maintain the climate of political insecurity, given that the next elections are scheduled for 2025.

Three vital checkpoints should therefore be monitored here: the fight against crime and terrorism, the strengthening of the judicial system, the improvement of the electoral system and access to public information.

## **COMPONENT 3: IMPROVEMENT OF THE PUBLIC SERVICE**

## Diagnosis

The following main problems were identified in the diagnosis of this component:

- the weak link between public policies and the PPBS;
- inefficient management of public services;
- the ineffectiveness of the system for fighting corruption and misappropriation of public funds;
- the weakness of measures to prevent damage to public property.

To address these weaknesses, several theories of change were formulated.

## Theories of change

### *Action n°1: Improving the functioning of the administration*

The objectives of this action are to strengthen the legitimacy of public action, spread the strategic culture in public administration and strengthen the coordination and consistency of public action.

This action comprises 3 outcome indicators: the operational Code of Conduct for public authorities and the external control system of the administration; the established strategic management standards; and the law governing the strategic planning exercise in force. This action is implemented by the following actors: MINFOPRA, CONSUPE, MINEPAT and MINFI.

Of the 2 outputs expected in 2021 for the period 2020-2022, none has been achieved yet. Although they were scheduled for 2022, it is worth noting that no process was launched in 2021; this suggests that they will not be achieved in 2022; At best, they will be launched.

### *Action n°2: Improving the quality of public service*

The objective of this action is to ensure a quality public service.

This action comprises 6 indicators: preparing a reference guide for the reception of users in public services; processing time for files managed and communicated to users; dissemination of measures to simplify administrative procedures; effective dematerialisation of administrative procedures; average processing time for career files of state employees; user satisfaction rate. The actors responsible for implementing this action are: MINFOPRA, MINPOSTEL and the PMO.

At this level, of the 6 indicators expected, 2 have not been achieved. These include the guide for the reception of users in public services and the user satisfaction rate.

The user satisfaction survey has not yet been completed, even though many activities have been implemented to increase the satisfaction level.

The other 4 indicators have been achieved: measures to simplify administrative procedures disseminated are being implemented at a fairly advanced level. This action can be completed by 2022, if the necessary resources are allocated. The dematerialisation of administrative procedures is effective with regard to recruitment. It is still being implemented for other procedures. This includes solely MINFOPRA data. Information is not available for other administrative bodies. An evaluation of the digitalisation of procedures in 16 ministries and 12 public companies and establishments (that is, a total of 28 structures) shows that only 9 have digitalised procedures, that is, a rate of 32.14%. Although this has started in some structures, efforts are still needed. Its completion depends on financing. The current processing time is 1 month. This is beyond the expected level for this period. Efforts still need to be made to communicate this to users. The indicator as formulated only concerns the processing time of files at MINFOPRA. However, the duration of files attributable to partner administrative bodies (MINEDUB, MINEFOP, PMO, MINESEC, MINCOM, etc.) can have a significant impact on the overall processing time of files. It should be evaluated.

### *Action n°3: Directing public procurement towards national operators*

This action aims to reduce the costs of goods and services within the administration and support the national economy.

This action involves 1 indicator: share of public procurement awarded to national operators (30% expected in 2022). The indicator is not reported by MINMAP.

### *Action n°4: Setting up a mechanism for the sustainability of the state's assets*

This action aims to control current expenses, protect the environment and ensure the sustainability of public investments. This action involves two indicators: the reference guide for the use of collective equipment within public administrative bodies, implemented by MINFOPRA and the PMO; and the State infrastructure maintenance programme, implemented by MINDCAF, MINTP, MINEPAT and MINFI.

Neither of these two actions has been implemented.

### *Action n°5: Improving the management of the State's human resources*

This action aims to improve human resources management.

It includes 6 indicators (outputs): Improved salary processing for State employees; sustainability ratio of the wage bill; proportion of administrative bodies with a recruitment plan and updated records; average rate of execution of recruitment and training plans; harmonised retirement age of State employees; proportion of State employees appointed or promoted according to the professional framework. The actors responsible for implementing these actions are: MINFI, MINFOPRA and the PMO.

Of these 6 indicators,

- three (3) have already been achieved: all ministries have a recruitment plan and updated records; and the retirement age of State employees has been harmonised at 60 years since 30 December 2020. The indicator *“Average execution rate of recruitment and training plans”* stood at 91.78% in 2021, above the 90% expected over the period 2020-2022. The training outlines are found within the ministries. This makes it difficult for MINFOPRA to ensure that training plans are 100% respected. Consequently, the indicator could be shifted to evaluate the proportion of traineeship files processed;
- one indicator has not yet been achieved: improved salary processing for State employees<sup>10</sup>;
- two indicators are not reported: the sustainability ratio of the wage bill and the proportion of State employees appointed or promoted according to the professional framework.

### *Action n°6: Strengthening the fight against corruption, embezzlement and conflicts of interest*

This action aims to improve the strategy to fight corruption, misappropriation of public funds and conflicts of interest through actions aimed at preventing and punishing offenders without leniency.

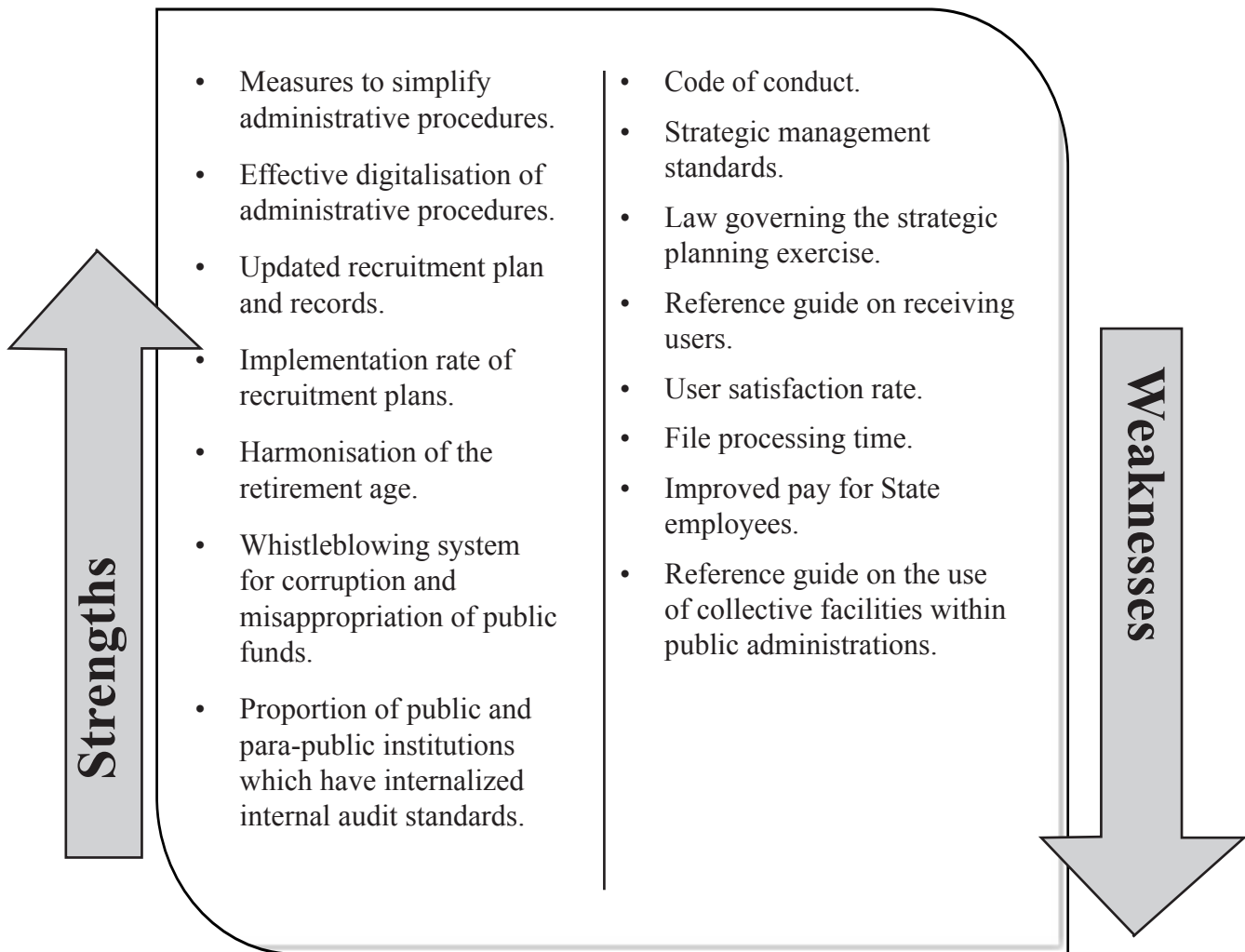
This action covers 3 indicators: the setting up of an effective whistleblowing system for corruption and misappropriation of public funds; the rate of recovery of misappropriated funds; the proportion of public and semi-public entities that have internalised internal audit standards. The actors responsible for implementing these actions are: CONSUPE and MINFI.

<sup>10</sup> A 20% increase in the value of pensions has been made as a response to COVID-19.

Of these 3 indicators,

- two were achieved in 2021: the effective mechanism for corruption and misappropriation of public funds and the enactment of the revised law on the State financial regime in 2018, which sets out the requirements for internal control and audit in public enterprises and institutions;
- information on the recovery rate of misappropriated funds was not provided.

**Figure 3: Strengths and weaknesses of efforts to improve the Public Service component**



***Textbox 3: Improvement of the Public Service***

This component comprises six actions for a total of 20 impact indicators.

Of 20 indicators planned under this component, 8 have been achieved, 7 have not been achieved and 5 have not been reported. As for the 7 that have been implemented, information provided on 3 indicators pertained only to MINFOPRA (simplification, digitalisation of procedures and recruitment plans). An additional analysis revealed that other ministries perform these actions at a lower scale.

The analysis of this component reveals that the public service is far from satisfactory and effective interaction between users and the public administration remains a privilege.

Of 6 actions targeted under this component,

- Two have improved significantly but are still weak: improvement of the State's human resources management (in terms of recruitment and update of records). Information on training is non-existent, as well as information on the forward-looking management of jobs and skills;
- four main weaknesses were identified under this component: improving the functioning of the administration (the main tools are not operational), improving the quality of the public service (no reference guide on receiving users, long delays in procedures and users are not updated on progress, poor digitalisation of procedures and no recurrent studies on user satisfaction), absence of a mechanism for perpetuating the State's assets (no reference guide on the use of collective facilities within public bodies, no programme for the maintenance of administrative infrastructures), no information on the share of public contracts to be awarded only to nationals (the norm is 30%).

## **COMPONENT 4: ECONOMIC AND FINANCIAL GOVERNANCE**



This component comprises the nine (9) actions of the theory of change presented after the diagnosis below. It also covers an analysis of compliance with CEMAC convergence criteria.

## I.1 Evaluation of the component's criteria

### Diagnosis

The diagnosis of the component reveals that economic governance is not very efficient.

### Theories of change

This component comprises nine (9) actions.

#### *Action n°1: Consolidating the Selection and Maturation System of Public Investment Projects*

This action includes 2 impact indicators: Selection and maturation of optimal public investment projects and the PIB execution rate. These indicators are implemented by MINEPAT.

Of these 2 indicators, 1 was achieved: a system for selecting and maturing public investment projects already exists. However, several projects lack some elements of maturity due to the absence of maturation funds and technical skills in some cases.

1 was not achieved: the implementation rate of the 2020 PIB is close to the forecast with 92.36% as of 31 December out of the 100% planned as an indicator.

#### *Action n°2: Improving the Procurement System*

This action covers five impact indicators: free competition and transparency; prices on the official price list match real average market prices; the rate of public contracts awarded within less than five months and the rate of contracts awarded in compliance with the regulations. These indicators have to be implemented by: MINMAP, MINFI and MINCOMMERCE.

Of the 5 indicators:

- 4 indicators are not achieved: the prices on the official price list do not match real market prices. In addition, there is a low rate of contracts awarded in less than 5 months, as only 83.8% of the 97% planned had been awarded by the end of the first half of 2021. During the period under review, the rate of contracts awarded in compliance with regulations was 36.36%, which is far below the target of 96% set for the period 2020 to 2022. Out of a total of 209 projects selected for online procurement, only 76 were actually awarded via the platform “Cameroon Online E-procurement System” (<http://www.marchespublics.cm/index.do>). This indicator is therefore poorly achieved. As regards certification mechanisms for public services, none has been established.
- 1 indicator has been achieved: free competition and transparency guaranteed.

#### *Action n°3: Developing an efficient statistical system*

This action includes 4 impact indicators: the annual dissemination of statistical information by MINEPAT; the proportion of ministries with updated statistics, implemented by MINEPAT and all public administrative bodies; capacity-building for human resources in the field of statistics and the establishment of a national-regional-local database to be implemented by MINEPAT.

Of the 4 indicators,

- 2 were not reported: the proportion of ministries with updated statistics; and the creation of a national-regional-local database.
- The 2 indicators achieved include the annual dissemination of statistical information: between 30 July and 31 October, a timetable for the preliminary dissemination of the national statistical information system of Cameroon was drawn up. Based on this schedule, it is evident that the

information has been disseminated. In addition, human resource skills in the area of statistics were strengthened through staff capacity-building seminars.

#### *Action n°4: Improving the business climate*

This action includes 11 impact indicators: The percentage of households which are victims of corruption; payment wait times for Government co-contractors; reduced costs for procedures related to business creation and obtaining a land title and building permit; reduced and facilitated procedures and conditions for obtaining loans; interest rates on loans; investment rate (GFCF); Doing Business Index; time required to create a business; time required to fulfil customs obligations; time required to fulfil customs formalities; time required to fulfil tax obligations. These actions are implemented by: MINEPAT, MINPMEESA, MINDCAF, MINFI, MINH DU, RLAs and CONAC.

Of 11 indicators:

- 1 indicator was not reported: the percentage of households affected by corruption;
- 7 indicators were achieved: the procedures and conditions for obtaining loans were simplified and facilitated; the time spent fulfilling customs obligations and time spent fulfilling customs formalities is 0.1 day as envisaged; the communication of payment deadlines for Government co-contractors (90 days after authorisation); the Doing Business index of 46.1 (2020), if efforts are maintained we will reach the projected 50 in 2022; the time required to create a business (72 hours or 3 days and a maximum of 7 days depending on the type of business being created); the time required to fulfil tax obligations (due to digitalisation this time is 436 hours instead of the projected 300 hours. If efforts are maintained, this objective will be attained in 2022).
- 1 indicator was partially achieved: the reduced costs for procedures related to business creation (costs related to business creation vary between 41,500 CFA francs for individuals and 51,503 CFA francs for legal entities) and for obtaining a land title and building permit (not reported);
- 2 indicators were not achieved: the interest rate on loans (in 2020 this rate rose above the usual 13%); public gross fixed capital formation (GFCF) (-28.9%) reduced due to the effects of the COVID-19 pandemic on the implementation of infrastructure projects. On the other hand, private GFCF rose by 2.6 points to 4.5% in 2020<sup>11</sup>.

Beyond these results, MINPMEESA carried out actions to facilitate the creation of businesses (simplification and dematerialisation of business creation procedures), ensure the sustainability of SMEs (approval granted to 4 private business incubators in 2020) and facilitate their access to financial and non-financial services.

#### **Reforms initiated by MINPMEESA to improve the business climate**

- o **As part of the promotion of private initiative**, measures taken include:
  - the creation of innovative companies, and provision of support to private business incubators. This offer comes in addition to the 10 public incubation centres housed in universities, higher institutes of learning and professional training structures which received direct subsidies from the Government to the tune of CFAF 1 billion 715 million. In 2021, these structures supported more than 500 young promoters of innovative businesses, and created

<sup>11</sup> MINFI, implementation report on multilateral monitoring for 2020 and prospects for 2021 and 2022.

more than 800 jobs<sup>12</sup>. To encourage the creation of innovative companies, the State allocated CFAF 50 million to 30 innovative project leaders.

- The simplification and dematerialisation of business creation procedures: the establishment of a platform for the creation of innovative businesses “**mybusiness.cm**”.
- o **As part of the reinforcement of public policies:** MINPMEESA popularized approved management centres (21 operational centres) and operationalized the online registration of SMEs through the national SMEs database.
- o **As part of the enhancement of the competitiveness of SMEs:** The implementation of programmes and tools to promote agri-food and industrial SMEs made it possible to support 827 SMEs in 2021 and projects and programmes were conducted to improve their competitiveness.
- o **As part of the facilitation of access to funding for SMEs:** From 2018 to 2021, the SMEs bank granted funding totalling CFAF 41 billion 333 million to 1,288 SMEs. This led to the creation of 3,525 jobs. Still in favour of SMEs, in 2020, the European Investment Bank (EIB) opened credit lines for a total of CFAF 22 billion 300 million in three banks: Société Générale du Cameroun (CFAF 10 billion), Commercial Bank of Cameroun (CFAF 9.1 billion) and Pro-PME (CFAF 3.2 billion). The Arab Bank for Economic Development in Africa injected CFAF 10.9 billion and the Islamic Development Bank, CFAF 54 billion. These credit lines have improved access to funding for Cameroonian SMEs at moderate interest rates.

With regard to the informal sector which makes up 90% of the economic landscape, the challenge faced is enabling a switch of activities to the formal sector.

#### *Action n°5: Improving the performance of public establishments and enterprises*

This action includes 05 impact indicators: The drafting of an instrument to determine dividends to be paid to companies; the share of dividends received from public companies in the State budget; public subsidies correlated to the performance objectives of public establishments; the three-year evaluation mechanism for programmes of public establishments and enterprises and the annual evaluation mechanism for managers introduced. The actors responsible for the implementation and success of these actions include: MINFI, CONSUPE, technical supervisory bodies.

Out of the 5 indicators:

- 2 indicators were achieved: public subsidies were correlated to the performance objectives of public establishments; an annual and not a triennial system for evaluating the programmes of public establishments and enterprises already exists.
- 3 indicators were not achieved: The instrument on dividends to be paid to companies was not drafted because the project to create the institution responsible for this is not yet underway; instead of 3 % as planned, the shares of dividends received from public companies were 0.89% in 2020 and 0.79% in 2021; the annual evaluation mechanism for managers is not yet in place. More specifically, the mandates of the management structures of public establishments and enterprises are not complied with.

#### *Action n°6: Controlling public debt*

This action includes 08 impact indicators: Loans directed towards the national and sub-regional market; Preferential access to concessional loans for projects with proven socio-economic profitability; Preferential access to PPPs; Public debt rate; Gaps between real speed and the authorized debt

<sup>12</sup> Information provided by a MINPMEESA official.

threshold; Reduced volume of undisbursed funds; Diversified forms of partnership (decentralized cooperation, fair trade, etc.); Financing of development partnerships aligned with Government priorities. The actors responsible for implementing these actions include: MINEPAT, MINFI and the Autonomous Sinking Fund (CAA).

Out of the 8 indicators,

- 7 indicators were achieved: Loans directed towards the national and sub-regional market; Preferential access to concessional loans for projects with proven socio-economic profitability, preferential access to PPP; Monitoring of the public debt rate (as of 31 December 2020, the debt rate stood at 46.9%, as against August 2021 where the debt rate was at 45.3% of GDP; the country is still far from the tolerance threshold of 70% of GDP allowed in the CEMAC zone); Reduced volume of undisbursed committed funds (as of 30 November 2021, undisbursed committed funds were estimated at 3,800.6 billion CFA francs, including 290.6 billion CFA francs in budget support to be disbursed progressively from the IMF until the end of the current programme (2024). These undisbursed funds originated entirely from foreign debt because domestic undisbursed funds are non-existent); diversified forms of partnership (decentralized cooperation, fair trade, etc.); financing of development partnerships aligned with the Government's priorities.
- 1 indicator was not reported: Gap between the actual level and threshold for indebtedness authorised.

#### *Action n°7: Increased involvement of the Diaspora in the funding of national development*

This action has only one impact indicator: the establishment of an incentive framework (institutional, administrative, economic measures, etc.) for Cameroonian citizens living abroad. The actor in charge of implementing this action is MINREX. Information on this action was not provided.

#### *Action n°8: Optimal regulation of the economy*

This action includes 3 impact indicators: Ensuring consumer protection and quality services; autonomous functioning of regulatory authorities; strengthening the operational capacities of the authority in charge of competition and other regulators. The actors in charge of implementing these actions include: MINCOMMERCE, MINFI, MINEPAT, MINPOSTEL and MINEE.

Out of these 3 indicators,

- **2 were achieved:** Ensuring consumer protection and quality services; strengthening the operational capacities of the authority in charge of competition and other regulators.
- **1 was not achieved:** Ensuring the autonomous functioning of regulatory authorities (apart from ARSEL and HPSF which are accountable for setting prices and interest rates to be paid by consumers, it is difficult to make a statement on the functioning of regulatory authorities).

#### *Action n°9: Strengthening the accountability and transparency of public enterprises and establishments*

The impact indicator for this action is the accountability of public establishments and enterprises through the publication of their annual accounts. The actors responsible for implementing this action are: MINFI, CONSUPE and technical supervisory bodies.

This indicator was not achieved. (With the exception of SNH which publishes its annual accounts)

## **I.2 Review of compliance with CEMAC convergence criteria<sup>13</sup>**

Cameroon, like other CEMAC countries, is expected to comply with the convergence criteria and multilateral surveillance indicators set out in the directives.

There are four convergence criteria in force in the CEMAC region. The objective here is to assess Cameroon's compliance with these criteria. In 2020, Cameroon complied with two of the four criteria: the average annual inflation rate and the stock of State debt as a percentage of GDP, respectively 2.5% (the norm provides for a rate of less than 3%) and 43.6% (the norm provides for 70%). The reference budget balance of -3.4% of GDP in 2020 and the non-accumulation of arrears on current management were not complied with.

Convergence indicators concern four major blocks: growth, money and prices, public finance and external balance.

With regard to growth, two criteria were observed: the growth rate, which must be higher than 7%, was 4.5%, 3.05%, 4.1%, 3.7% and -2.6% respectively in 2016, 2017, 2018, 2019 and 2020. The investment rate, which must be above 20% of GDP, has been complied with since 2016 with 22.9% in 2020.

The two currency and price indicators are complied with: the foreign currency coverage rate (external assets/BEAC sight commitments) and the average inflation rate.

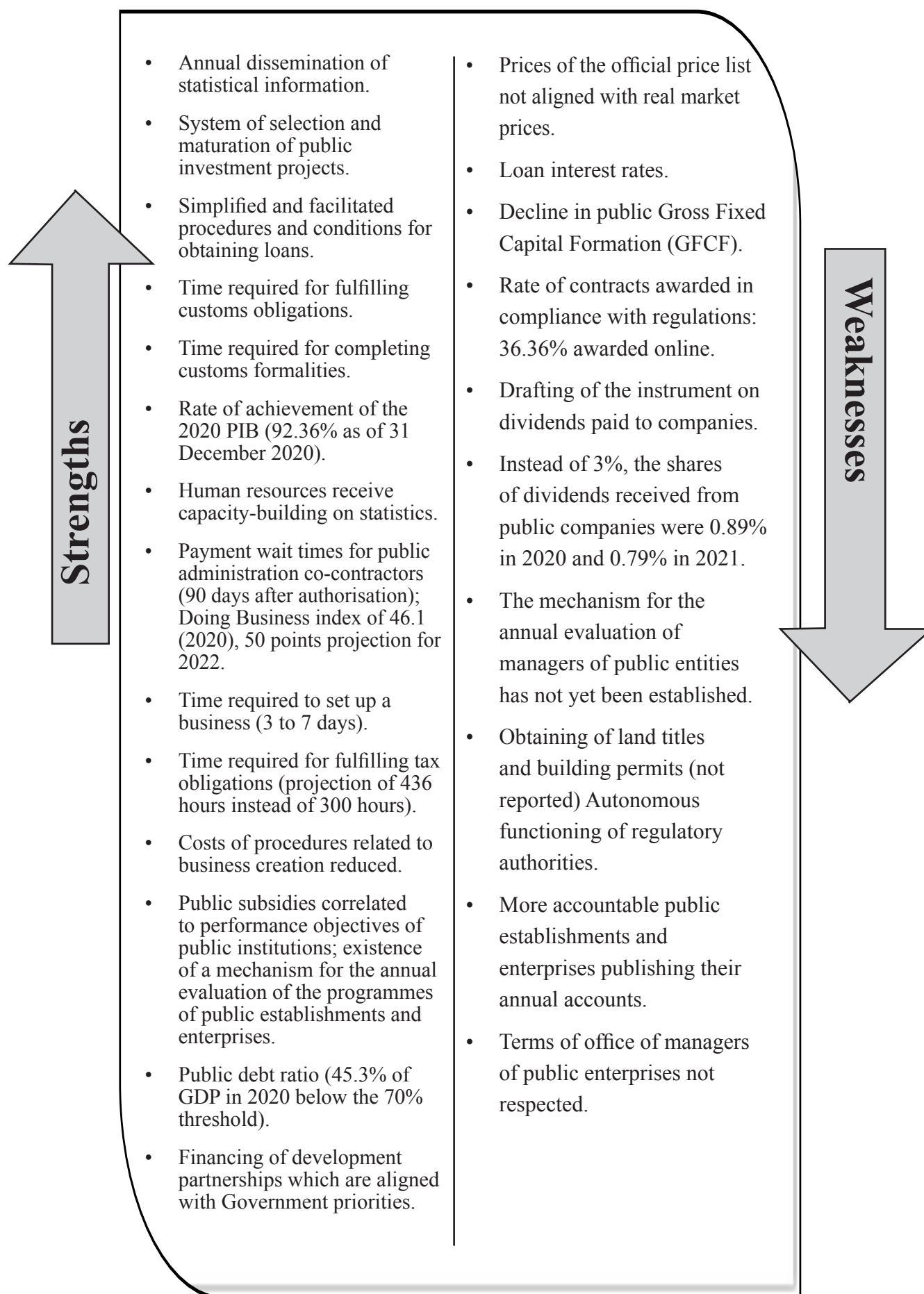
Out of the six public finance criteria, two are directly related to governance concerns. They include the rate of the tax burden excluding oil revenues (non-oil revenues/non-oil GDP), which is expected to be above 17%. From 2016 to 2020, it was 12.6, 13.2, 13.6, 13.2 and 12.1 respectively. The payroll/tax revenue must be less than or equal to 35%. From 2016 to 2020, it varied between 39.4% and 41%.

Overall, Cameroon is making efforts to comply with the convergence criteria and the multilateral surveillance indicators. However, these efforts are insufficient in light of the requirements.

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<sup>13</sup> The information in this part was drawn from the interim implementation report on multilateral monitoring for 2020 and prospects for 2021 and 2022 issued by MINFI in January 2021.

Figure 4: Strengths and weaknesses of the economic and financial governance component



**Textbox 4: Economic and Financial Governance**

This component includes 9 actions and 40 impact indicators, 35 of which are reported, 5 not reported, 23 achieved and 12 not achieved.

Out of the 9 actions targeted in this component:

- Two obtained satisfactory results. They include: (1) debt control (below the threshold authorized by CEMAC, although unfortunately, the indicator of the gap between the actual rate and the authorized debt ratio is not reported); (2) the existence of a system for the selection and maturation of public investment projects, although real difficulties are faced in the maturation of projects due to the absence of a maturation fund and the lack of necessary technical skills.
- Three of the objectives, although fragile, show significant progress: the improvement of the performance of public establishments and enterprises, the development of an efficient statistical system, and the improvement of the business climate.
- This component has four main weaknesses: the optimal regulation of the economy (despite the existence of a few measures, their impact is hardly perceptible); strengthening the obligation of accountability and transparency of public enterprises and establishments; increasing the involvement of the diaspora in the funding of national development; and improving the public procurement system.

In addition, particular attention should be paid to compliance with CEMAC convergence criteria.

**COMPONENT 5: PROMOTION OF BILINGUALISM  
AND MULTICULTURALISM AND CITIZENSHIP**



This component has three actions which fall within the framework of the theory of change presented after the following diagnosis.

Since the enactment of Law No. 2019/019 of 24 December 2019 on the promotion of official languages in Cameroon, the National Commission for the Promotion of Bilingualism and Multiculturalism has been responsible for the monitoring and evaluation of the national policy on official languages (Section 27).

### **Diagnosis**

The diagnosis revealed by NDS30 states that the promotion of bilingualism, multiculturalism and citizenship is weak.

### **Theories of change**

Three actions are identified here.

#### *Action n°1: Promoting the practice of bilingualism*

This action includes two impact indicators: the proportion of administrative documents systematically and simultaneously provided in English and French and the common historical heritage of the peoples of Cameroon taught in schools and better known by citizens. These actions are to be implemented by MINEDUB, MINESEC, MINESUP, MINFOPRA, and the NCPBM.

Out of these 2 indicators:

- 1 has been achieved: the common historical heritage of the peoples of Cameroon is taught in schools and better known by citizens. It is documented in textbooks in the following languages: duala, ewondo, fulfulde, bassa'a, etc.
- 1 has not been achieved: the proportion of administrative documents provided systematically and simultaneously in English and French.

The Commission has carried out actions to take stock of the practice of bilingualism in the public sector, the private sector and civil society. The report produced was sent to the Presidency of the Republic.

#### *Action n°2: Enhancing the multicultural heritage of Cameroon*

The impact indicator which falls under this action is the “segments of society equitably represented in decision-making spheres”. MINAC and NCPBM are responsible for implementing this action.

This action did not seem relevant to the Commission. Based on our discussions with the officials of the Commission, the indicators need to be revised.

#### *Action n°3: Building a synthetic cultural identity*

This action includes 6 impact indicators: the dissemination and consolidation of republican values within the various strata of the population by civil society; number of people trained on civic values; number of awareness-raising and education campaigns for young people on the proper use of new forms of communication (social media); public services closer to the population; social justice and equal opportunities strengthened. The actors responsible for implementing these actions are: MINJEC and MINAC.

According to the head of the Bilingualism Commission, the report on the state of bilingualism and multiculturalism which has been sent to the Presidency of the Republic should serve as a basis for evaluating the selected indicators. Furthermore, the evaluation of these actions requires studies which have not yet been conducted.

Information was not provided on these 6 indicators.

***Textbox 5: Promotion of bilingualism, multiculturalism and citizenship***

The study conducted on the state of bilingualism mentioned above will make it possible to refine the indicators for this component. It was not evaluated due to a lack of data. Out of 9 impact indicators, 1 was achieved, 2 were not and information was not provided on six of them.

This observation should not obscure the efforts made by the Government under the leadership of the President of the Republic to promote bilingualism and multiculturalism. Indeed, since its creation, the NCPBM has ceaselessly worked towards the equal use of the official languages (English and French) and for the preservation of Cameroon's cultural heritage. In this regard, it is worth mentioning that to date, this institution has already carried out several awareness-raising campaigns especially in Garoua and Maroua in November 2020. A visit to ministries to assess the level of implementation of the Law on the promotion of official languages in Cameroon was organized in August 2020. This visit continued in October 2021 in Douala in an effort to assess the level of implementation of the Law on the promotion of official languages in the private sector. In the same vein, a platform for collaboration with civil society organisations was set up in September 2021 to uphold the promotion of bilingualism and multiculturalism in Cameroon, and contribute towards maintaining peace, consolidating the country's unity and reinforcing the will and daily practice of living together among the population. As part of its efforts to promote bilingualism, the Commission organized meetings with a large number of stakeholders, including Ministries, mobile phone operators, television channels, editors of conventional and cyber/online newspapers, civil society organisations, youth and women's associations and student associations. These activities to promote bilingualism are conducted in addition to ongoing measures to review and address complaints of discrimination based on non-compliance with Constitutional provisions on bilingualism and multiculturalism. In addition to the decrees appointing the members of the Commission, other regulatory texts are being reviewed, including draft decrees regarding the Law on the promotion of official languages and the Law on multiculturalism.

In other words, NCPBM is carrying out several initiatives to promote bilingualism, multiculturalism and citizenship.

## **COMPONENT 6: REGIONAL DEVELOPMENT**

## **Diagnosis**

The following diagnosis was revealed by NDS30: lack of coherence, harmony and coordination between the various initiatives in the area of national territorial management. This leads to poor results in terms of spatial balance and in the organisation of regional and local communities.

## **Theory of change**

The theory of change concerned has to do with spatial equity and regional and local balances. This theory comprises 4 actions: the creation and interconnection of urban and rural development poles; the development of communication and access networks by MINEPAT, MINTP, MINH DU and MINDCAF; and the transformation of cross-border areas into real economic development poles to be implemented by MINEPAT.

This component is not subject to evaluation in the period under review. However, in 2020 and 2021 the level of implementation and achievements of the actions of this component focused on the preparation of local land use planning tools. For this purpose, the following impact indicators have been achieved:

- a methodological guide for drawing up the Local Land Use Management and Sustainable Development Plan (PLADDT) has been produced. However, its institutional approval is awaited, as well as the ministerial order to municipalities laying down the Methodological Guide as specifications for exercising this competence.
- Local land use plans for the Municipalities of MINTOM in the South Region, NGONG in the North Region, MBANGASSINA and YOKO in the Centre Region have been drafted. A municipality in the South-West was suspended due to security concerns. However, most of the processes for drafting these plans have been suspended due to the slow finalisation of the regulatory framework, notably the ministerial order laying down the Methodological Guide.
- With regard to the elaboration of the National Regional Planning and Sustainable Development Scheme, it is worth mentioning that the National Scheme has already been produced and is in force. Regarding Regional Schemes, the elaboration process for nine regions, with the exception of the South-West, was launched by MINEPAT on the authorisation of the Prime Minister in 2015, to make up for the non-existence of Regional Councils.
- The second phase of the elaboration of the Zoning Plan, which will make it possible to draw up an indicative land use plan, was continued in the field with the collection of data in the ten (10) Regions;
- other land use planning studies were pursued, such as the Atlas of the physical development of Cameroon, the programme for the development of landscaped areas along national roads and the Central Africa integrating network, and the Cameroon Border Areas Development Programme;
- the maturation process of the Valorization of Investments in the Valley of the Benue Project (VIVA-Benue) and the Project for the Development and Valorization of Investments in the Logone Valley (VIVA-Logone) has made significant progress;
- the operational phase of the Lake Chad Region Recovery and Development Project has been launched.

***Textbox 6: Regional development***

This component did not exist in the GESP and the sector-based governance strategy at the time. It is not mentioned in the NPG action plan. It is provided for under the NDS30 (it is not mentioned in the current governance strategy) and the selected actions will be carried out from 2023 to 2025. Therefore, it is mentioned here as an indication and is not subject to evaluation for the 2020/2021 period. No information was provided on the 4 actions.

## **PART II**

### **PERCEPTION OF GOVERNANCE BY PARTNERS**

Cameroon is an open country and has relations with several organisations. The perception of Cameroon's partners needs to be evaluated. This section focuses on that. It presents the perception of development partners, initiatives to which Cameroon has subscribed, and civil society. Emphasis was laid on the views of partners as regards the pillars of governance chosen by Cameroon. The other criteria were ignored in order to remain consistent with the evaluation methodology of this study.

## II.1 Perception of development partners

Six partners were selected: the World Bank, the International Monetary Fund (IMF), the United Nations (UN), the United Nations Development Programme (UNDP), the International Labour Office (ILO) and the African Development Bank (AfDB).

- **The World Bank (CPIA)**

According to the World Bank, good governance is governance that strives to reduce poverty and promotes economic growth<sup>14</sup>. The World Bank's partnership strategy for Cameroon focuses on strengthening the country's competitiveness and improving the provision of services.

- ✿ **2010 to 2018 Evaluation**

The World Bank, through the CPIA, evaluated Cameroon's national policies and institutions. On its rating scale of 1 to 6, Cameroon received a score of 3.2/6 from 2010 to 2018 (NDS30 P1).

- **IMF Evaluation**

The IMF's main focus is economic policy, regulatory framework and the rule of law<sup>15</sup>. The IMF's missions include: surveillance, lending, and providing technical assistance to member countries. It deals with economic governance concerns that fall within its mandate and under its sphere of competence<sup>16</sup>.

- ✿ **2018 Evaluation (August 2018 IMF report)**

In the IMF staff report following consultations which took place in 2018, it was noted that:

*the business environment is challenging.* Private investment and competitiveness are hampered by burdensome and often unclear regulations, complex tax procedures, and poor governance. IMF staff welcomed the ongoing dialogue between the Government and the business community through the *Cameroon Business Forum*, but noted that it is necessary to consult more with civil society and the private sector when making key policy decisions, including those on annual budgets.

- **UN Evaluation**

The criteria for good governance according to the UN are: Human rights, the rule of law and democracy<sup>17</sup>. In its partnership with Cameroon, the UN's mission is to empower women and youth, support the Cameroonian State by improving access to and the use of health services for people in vulnerable areas, and improving access to quality education and vocational training in the most vulnerable areas<sup>18</sup>.

- ✿ **2017 Evaluation**

On 3 March 2017, Representatives of the United Nations (UN) Security Council on mission to the countries of the Lake Chad region commended Cameroon on its exemplary commitment to

<sup>14</sup> <https://www.banquemoniale.org/fr/about/annual-report/region-engagements>

<sup>15</sup> <https://www.imf.org/fr/A>

<sup>16</sup> <https://www.imf.org/fr/A>

<sup>17</sup> <https://www.un.org/r>

<sup>18</sup> <https://cameroon.un.org/fr/about/about-the-un>

combating Boko Haram, hosting refugees and resiliently promoting sustainable development. In 2017, the State of Cameroon applied the principle of “protection of persons and property”<sup>19</sup>.

- **UNDP**

According to UNDP, effective governance is “accountable and inclusive governance, ensuring effective service delivery and restoring public trust in core governance institutions that leave no one behind”. In its strategic partnership with Cameroon, UNDP’s mission covers: poverty reduction and the achievement of the MDGs, democratic governance, crisis prevention and recovery, and energy and the environment for sustainable development. UNDP helps developing countries to mobilize and use aid effectively.

UNDP supports Government and local community efforts in the following areas: providing assistance in the drafting of Cameroon’s imminent National Strategic Development Programme and strategic instruments for the integration of SDGs into the country’s priority objectives, providing assistance towards improving the integrity and delivery of quality services through State institutions, promoting inclusive participation in the country’s electoral processes (with a focus on women, youth and marginalized groups) and promoting peaceful electoral processes.

- **2019 Evaluation: Extract from the NHDR 2019 report<sup>21</sup>**

In the 2019 National Human Development Report, UNDP addressed the challenges faced by governance in Cameroon: low inclusive growth, inequality and exclusion. These were applied to several areas including decent work, poor access to institutions, corruption, and democratic governance.

- **Access to decent work**

Despite sustained and resilient growth over the last twenty years, poverty and inequality rates remain high in Cameroon, with increasing regional disparities. This growth is driven more by the tertiary sector, which is mainly made up of very small enterprises (VSEs), and this reveals the poor performance of the primary sector, characterized by low productivity, and its weak foothold in the secondary sector, which does not sufficiently favour the creation of decent jobs (P. 100).

- **Poor access to Institutions and Corruption**

Overall, corruption, which hampers the proper functioning of institutions, is decried by 44% of the population, over half of whom live in urban areas. With regard to the fight against corruption, 60% of the adult population reported being aware of the existence of an institution in charge of the fight against corruption and 62% reported being informed of the efforts made by public authorities in this area. However, 69% expressed dissatisfaction with the effectiveness of Government actions against corruption.

Despite efforts to combat this plague, results of a study carried out by the National Institute of Statistics on the perception of governance and integrity in Cameroon show that: 87% of heads of households consider corruption as a major and growing problem in Cameroon; 55% of heads of households consider mismanagement and corruption as one of the three main causes of poverty; 14% of households had been victims of corruption in the last 12 months in one of the following sectors: law enforcement (51%), education (28%), health (26%), the gendarmerie (22%), and taxation (17%); (P. 91).

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<sup>19</sup> <https://www.prc.cm/fr/actualites/audiences/2160-lutte-contre-boko-haram-le-conseil-de-securite-de-l-onu-felicite-le-cameroun-pour-so>

<sup>20</sup> <https://www.undp.org/fr>

<sup>21</sup> [https://cameroon.un.org/sites/default/files/2020-01/RNDH%202019\\_0.pdf](https://cameroon.un.org/sites/default/files/2020-01/RNDH%202019_0.pdf)



## - **Democratic Governance: Low Participation**

A general withdrawal of the population from political life has been observed. It is reflected in low rates of membership in political parties and low participation in elections, especially presidential elections.

About 17% of the population hold formal membership of a political party (NIS 2017). Moreover, following the October 2018 presidential elections, there was a 12 percentage point decrease in participation in presidential elections. The participation rate reduced from 65.8% in 2011 to 53.8% in 2018 (ELECAM) (P. 92).

### • **ILO Evaluation**

According to the ILO, good governance is governance that takes into account the right to work, to social protection and to social dialogue. In its strategic partnership with Cameroon, its mission is to provide quality technical support for the implementation of the Decent Work Agenda and to fight against poverty<sup>22</sup>.

#### ✿ **2020 Evaluation**

In a 2020 study, based on a sample of over 250 companies, the Groupement Inter-Patronal du Cameroun (GICAM), stated that 96.6% of the country's companies were negatively affected by the COVID-19 crisis. As a response measure:

- Cameroon enabled 6.8% of the population to receive at least one social protection benefit: 6.8% (**ILO Social Security Inquiry Data base**).
- According to updated statistics provided by MINEFOP with the support of the ILO (FTE<sup>23</sup>), in 2020, Cameroon is expected to generate 231,160 “employment opportunities” with the implementation of public investment projects and programmes, which implies the creation of 84,992 jobs.

According to projections from the “**Guide for evaluating the employment potential of public investment projects and programmes in Cameroon drawn up by the ILO in 2017**”, the data presented in 2020 reveal a decrease compared to the initial estimates which were 273,958 employment opportunities and 100,382 FTE.

### • **ADB Evaluation**

The mission of the ADB is to consolidate the rule of law and combat poverty by contributing to sustainable economic development and social progress in member countries.

#### ✿ **2020 Evaluation**

Compared to 3.7% growth in 2019, real GDP contracted by 2.4% in 2020 as a result of the pandemic. This 6.1% drop is due to the decline in the demand for oil and restrictive measures against COVID-19.

According to the ADB, Cameroon was the hardest hit country from an economic perspective.

**PROSPECTS:** Inflation is expected to be 2.3% in both 2021 and 2022, below the 3% standard set by CEMAC. This optimistic scenario could be undermined by a worsening of the security and socio-political crises at the country's borders and in the two English-speaking regions. Furthermore, if the pandemic does not subside by the second half of 2021, it could cripple the restart of global growth<sup>25</sup>.

<sup>22</sup> <https://www.ilo.org/africa/about-us/offi>

<sup>23</sup> Equivalent Plein Temps

<sup>24</sup> <https://www.afdb.org/fr/pays-afrique-centrale/cameroun>

## II.2 Initiatives undertaken by Cameroon

The study identifies five (5) initiatives: Transparency International, the African Social Development Index, the EITI, the Mo Ibrahim Foundation and the Peer Review.

- **Transparency International**

This initiative promotes transparency and accountability. It considers these two values as a guarantee of good governance. Its mission is to limit corruption and promote transparency and good governance.

- ✿ **2017 and 2020 Evaluation**

In 2017, Transparency International ranked Cameroon 153<sup>rd</sup> out of 180 countries with a score of 25/100 (NDS30 P1). In 2020, Transparency International ranked Cameroon 149<sup>th</sup> out of 180 countries with a score of 25/100. There is a slight improvement in ranking although the score remains the same.

- **The African Social Development Index**

The African Social Development Index (ASDI) is an initiative of the Economic Commission for Africa (ECA) whose objective is to measure the overall level of human exclusion. Human exclusion refers to the inability of a person to benefit from and participate in the growth process. Thus, human inclusion can be considered as a stage preceding social inclusion, given that offering human beings opportunities to contribute to development is the first step towards social, economic and political integration and their relationships with others (ECA, 2017)<sup>26</sup>.

- ✿ **2006 to 2011 Evaluation**

The ASDI of Cameroon is fairly moderate. It dropped from 1.92 in 2006 to 1.71 in 2011<sup>28</sup>. An improvement of 20% over such a short period indicates that inclusive policies are effective.

- **EITI**

The Extractive Industries Transparency Initiative is, according to Article 3 of Decree *No. 2018/6026/PM of 17 July 2018*, an organ that aims to enhance good governance, transparency and accountability in the management of natural resources for the benefit of all citizens. To this end, it oversees the implementation of the EITI Standard in accordance with the laws and regulations in force. Concerning Cameroon, a monitoring plan has been developed, following recommendations made in 2018 (Cf. 2019 EITI Report<sup>29</sup>). *“The EITI Board temporarily suspended Cameroon on 1 April 2021 for failure to publish its 2018 EITI Report. In accordance with the EITI Standard, it was agreed that the suspension will be lifted if the EITI Board is satisfied with the fact that the pending report is published within the six months following the deadline. The Secretariat can confirm that Cameroon published its 2018 EITI Report on 30 June 2021. The condition for the suspension to be lifted has therefore been satisfied”*<sup>30</sup>.

- ✿ **2019 Evaluation**

Out of 5 criteria, one has been met (the taking into account of environmental expenses for the rehabilitation of mining and oil sites in the next EITI reports; two are being addressed (the implementing decree for the Code of Transparency and Good Governance, the systematic communication of adjustments identified by the independent director of the Audit Bench); and

<sup>25</sup> <https://www.afdb.org/fr/countries/central-africa/cameroon/cameroon-economic-outlook>

<sup>26</sup> Measuring human exclusion for structural transformation

<sup>27</sup> This is a prevalence.

<sup>28</sup> There is no evaluation that is more recent than this index.

<sup>29</sup> [https://eiti.org/files/documents/rapport-final-itie-cameroun-2019-bon-defeinitif-1\\_1.pdf](https://eiti.org/files/documents/rapport-final-itie-cameroun-2019-bon-defeinitif-1_1.pdf)

<sup>30</sup> <https://eiti.org/fr/decision-conseil/2021-40#:~:text=D%C3%A9cision%20compl%C3%A8te%20du%20Conseil%20d,son%20Rapport%20ITIE%20pour%202018>

two have not been met (the implementing decree of the Mining Code and the publication of the financial documents of State-owned corporations, especially those of SNH).

- **Doing business**

Although this initiative has been questioned and disregarded by States since 2021, it seems useful for assessing the level of protection of minority investors in case of conflicts of interest using a set of indicators and shareholders' rights in corporate governance.

- **✿ 2016 and 2020 Evaluation**

In all ten (10) areas of the Doing Business Index, Cameroon was ranked 172<sup>nd</sup> out of 189 (NDS30, P1). In 2020, Cameroon was ranked 167<sup>th</sup> out of 190 countries by Doing Business<sup>31</sup>. It therefore dropped by one position compared to 2019 (168<sup>th</sup> in 2019). Cameroon is therefore among the 25 countries out of 190 where the business climate is not conducive.

- **Mo Ibrahim Foundation**

According to the Mo Ibrahim Foundation, good governance practices consist in allowing citizens access to public goods and services in political, social and economic areas.

- **✿ 2018 and 2019 Evaluation**

In 2019, the Foundation ranked Cameroon 36<sup>th</sup>/54 with a score of 46.2/100 (NDS30 P2). In 2018, the Foundation highlighted the efforts of Cameroon to create an environment that is conducive to the development of infrastructure. With an improvement in its score (+6.9), Cameroon joined Guinea, Zimbabwe, Mauritania, Tanzania, and Gambia, countries that have made progress with regard to this indicator since 2014<sup>32</sup>. In 2019, Cameroon was no exception to this trend, it moved from the 36<sup>th</sup> to the 37<sup>th</sup> position out of the 54 countries assessed. In 2020, the country obtained an average of 43.5 out of 100 points compared to 46.2 points during the last evaluation, which indicates its deteriorating situation. Cameroon continues to regress with regard to participation in governance and human rights. The country's index dropped by 5.2 points over the 2010 to 2019 period to 36.6 (37<sup>th</sup>). With 35.7 points in 2020 (44<sup>th</sup>), Cameroon also falls among the worst countries in terms of security and the rule of law.

However, Cameroon falls among countries with an improvement in their human development indicators. This performance takes into account access to health care, the decline in maternal and child mortality, progress in the area of health and social protection, among others. Cameroon scored 54.4 points in this area and ranked 22<sup>nd</sup> in Africa. Another positive point for Cameroon concerns the category of "sustainable economic opportunities". The country scored 47.2 points and ranked 29<sup>th</sup> <sup>33</sup>.

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<sup>31</sup> <https://www.legicam.cm/media/upload/2019049/communique-doing-business-2020.pdf>

<sup>32</sup> <https://ecomatin.net/gouvernance-le-cameroun-perd-une-place-dans-lindice-mo-ibrahim/>

<sup>33</sup> <https://ecomatin.net/gouvernance-le-cameroun-perd-une-place-dans-lindice-mo-ibrahim/>

## **PART III**

### **EFFECTS OF THE COVID-19 PANDEMIC AND GOVERNMENT'S RESPONSE STRATEGY**

Due to COVID-19, the Cameroonian economy suffered two shocks due to a decline in our trading partners' demand coupled with a drop in the prices of our raw materials, especially oil, agricultural products, etc. There was an internal shock following the drop in demand and internal supply induced by the restrictive measures required to fight against the pandemic (shutdown of air, land and maritime borders). These two shocks led to a drastic drop in budgetary revenue. The deficit of the overall budgetary balance is estimated at 4.5% of GDP compared to 3.7% in 2019.

Regarding external trade, in 2020, an external imbalance was expected due to the current transaction deficit (especially for the trade balance) which stood at 6.9% of GDP in 2019 compared to -6% in 2018, according to the estimates of the Ministry of Finance (Cf. Budget Orientation Debate).

Financing needs are estimated at CFAF 1 435.3 billion (including a CFAF 687.6 billion budgetary deficit and a CFAF 636.8 billion non-budgetary transactions, with a CFAF 327.9 billion external debt service and a CFAF 305.6 billion internal debt), etc.

The IMF Report No. 20/294 of November 2020 reveals that real GDP is expected to further drop by 1.6% from the date of approval of the first disbursement under the Rapid Credit Facility (RCF), with a contraction of 2.8% in 2020. The growth forecast for 2021 was reduced from 4.5% to 3.4%, to accommodate a more gradual economic recovery. The current deficit was expected to widen to 6% in 2020, by a further 0.3 percentage point than what was expected for the date of approval of the first disbursement under the RCF (official donations included).

In November 2020, the Employers' Association of Cameroon (GICAM) estimated a loss in the turnover of modern sector companies at CFAF 3 139 billion compared to 2019; it also revealed that close to 53 346 permanent employees were partially unemployed and 13 834 permanent employees were laid off due to the pandemic.

To address the various shocks, the Government took the following measures.

### **III.1 COVID-19 response strategy**

To mitigate the spread of the pandemic in Cameroon, Government prescribed a set of preventive measures to be respected. This strategy went into force on 17 March 2020 and mainly consisted of the following provisions:

- closing of Cameroon's land, air and sea borders: all passenger flights from abroad were suspended, with the exception of cargo flights and vessels transporting consumer products and essential goods and materials, whose stopover time was reduced and supervised; Cameroonians who wished to return home had to contact the various diplomatic missions;
- suspension of the issuance of entry visas to Cameroon at various airports;
- closing of all public and private training establishments at all educational levels, from nursery to higher education, including vocational training centres and professional schools;
- prohibition of gatherings of more than fifty (50) persons throughout the national territory;
- postponement of school and university competitions such as the FENASSCO and university games;
- systematic closing of all bars, restaurants and entertainment spots from 6 p.m., under the supervision of administrative authorities;

- institution of a system to regulate consumer flows in markets and shopping centres;
- urban and inter-urban travel could only be undertaken in cases of utmost necessity;
- drivers of buses, taxis and motorbikes were urged to avoid overloading in public transport; law enforcement officers particularly had to ensure compliance;
- private health facilities, hotels and other lodging facilities, vehicles and specific equipment required for the implementation of the COVID-19 response plan in Cameroon could be requisitioned where necessary by competent authorities;
- public administrative bodies gave preference to electronic communication and digital tools for meetings likely to bring together more than ten (10) people;
- missions abroad for members of Government and employees of the public and para-public sector were suspended;
- the public was urged to strictly observe the hygiene measures recommended by the World Health Organisation, including regular hand washing with soap, avoiding close contact such as shaking hands and hugging, and covering the mouth when sneezing.

- **At the public sector level:**

The effects of the COVID-19 pandemic compelled the State to carry out internal adjustment measures. The first key measure was the adoption of an amended Finance Law through the signing of an order on 3 June 2020 to amend the resources and appropriations of the initial Finance Law for the 2020 financial year. The overall general budget of the State dropped from CFAF 4 451.7 billion to CFAF 4 409 billion, reflecting a reduction of CFAF 542.7 billion (-11%). On the other hand, the budget for special appropriations accounts increased by CFAF 180 billion.

The 2020 financial year involved the drastic slashing of the budget of ministries, with the exception of social ministries. Despite difficulties faced with public finances, the Government supported the private sector.

### III.2 Government's contribution to private enterprises

In June 2020, at the end of a cabinet meeting, the Minister of Commerce, Luc Magloire Mbarga Atangana, estimated that *“the overall trade volume declined by 16% during the first quarter of 2020. Exports and imports dropped by 14 and 16% respectively”*<sup>34</sup>.

In a study conducted by GICAM on a sample of 250 companies, 96.6% of the country's companies were negatively affected by the COVID-19 crisis. The most affected were food industries, financial services, insurance services, hotels and restaurants.

To support private enterprises, Government took the following measures:

- suspension of the collection of interests and penalties for the late payment of duties and taxes in order to boost economic activity;
- donations made to the State or State bodies for the fight against COVID-19 were deducted from corporate taxes;
- products intended for the fight against COVID-19 were exempted from VAT;

- transport operators subject to the axle tax were exonerated from this tax for six months of the 2020 financial year;
- exemption from the withholding tax and from parking fees for taxis and motorbikes for the 2<sup>nd</sup> quarter of 2020;
- exemption from the tourist tax for classified or unclassified hotels;
- market place rights were exonerated for the 2020 financial year;
- deferral of the payment of land taxes to 31 December 2020;
- the ceiling of resources intended for the solidarity fund for the fight against COVID-19 was CFAF 180 billion.

Overall, this strategy reveals that Government took health measures to curb the spread of the disease, safeguard the purchasing power of households and mitigate the impact of COVID-19 on companies. Although these actions are praiseworthy, they seem insufficient to support companies and contain inflation, an indicator being the effects on the increase of the prices of foodstuffs on the market.

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<sup>34</sup> <https://information.tv5monde.com/afrique/coronavirus-l-economie-camerounaise-durement-touchee-par-la-pandemie-369677>

## **PART IV**

### **OBSERVATIONS AND RECOMMENDATIONS**



The objective of this report is to present the situation of governance in Cameroon. After recalling the diachronic evolution of governance from 1999 to 2020, especially with regard to its definition and components, the analysis reveals mixed results. They justify the recommendations formulated.

#### IV.1 Mixed results of governance in Cameroon

The anticipated theory of change and the actions carried out in this area are positive in certain cases, negative in others, and in other cases there is no information provided. The table below presents an evaluation of the implementation of actions for each of the 6 components.

*Table 1: Implementation of governance actions*

Components	Total number of actions	Unreported actions	Reported actions	Implemented actions	Unimplemented actions
Rule of law and the protection of persons and property	27	13	14	6	8
Economic and financial governance	40	5	35	23	12
Decentralisation and local development	9	0	9	4	5
Improvement of the Public Service	20	5	15	8	7
Bilingualism and multiculturalism	9	6	3	1	2
Regional Development	----	----	----	----	----
<b>Total</b>	<b>105</b>	<b>29</b>	<b>76</b>	<b>42</b>	<b>34</b>
Percentage	-	27,62%	72,38%	40%	32,38%

*Source: PNG*

It appears that a little less than one-third of actions were not reported. This raises the issue of availability of data to be collected. About 60% represents unreported and unimplemented actions and only 40% represents implemented actions. This quantitative result indicates that governance has difficulties producing the expected impact and change. It could justify the poor quality of governance in Cameroon which is also reflected in the various indices and reference rankings: in 2020, 3.2/6 for the World Bank's CPIA; 43.5/100 for the Mo Ibrahim Index; 25/100 for Transparency International and 168th out of 190 countries for the Doing Business ranking.

The opinions of partners are also preoccupying: according to the IMF, Cameroon has a difficult business climate; according to UNDP, obstacles to governance include: inequalities and exclusions, few decent jobs, low access to institutions, corruption, and poor democratic governance.

From the interviews conducted, at least five observations can be made: (1) there is no information system adapted to this exercise in ministries responsible for actions; (2) ministries do not always give priority to actions to be implemented under the pretext of lack of resources; (3) certain indicators are questioned and therefore not monitored by the implementing organs concerned; (4) other indicators are not planned for the period under review; (5) data is not available in the desired nature owing to the low involvement of statisticians in ministries.

#### **IV.2 Possible causes of the mixed results of governance in Cameroon**

At the beginning of this report, an analysis of the evaluation of governance helped to formulate 6 hypotheses (see pages 22 and 23). From the foregoing, it is clear that 4 out of the 6 hypotheses are plausible:

**H1:** several actions have been implemented although progress is very slow and does not match the increasing expectations of the people. The following objectives are out of phase with the expectations of the people: overcrowding in prisons stood at 152% (2021), the targeted percentage is 140% in 2022. However, the GESP projected this percentage at 100% in 2020; the rate of registration on electoral lists stood at 64.18% in 2021 for a projected rate of 65% in 2022. This rate contrasts with participation in legislative (43.79%; 2020) and municipal (43.79; 2020) elections out of the projected 85%; the Gallup's law and order index reached 63% in 2021 out of the projected 70% in 2022. This percentage is below legitimate expectations in this area. Everybody would like to feel safe everywhere.

**H3:** several activities/projects have not been carried out or were not carried out within the required period and according to the conditions of cost and quality expected. As a result, the expected changes could not be produced. 60% represents unreported and unimplemented actions and only 40% represents implemented actions.

**H5:** the implementation of projects did not adequately take into account the expectations of other components of the society (civil society and private sector). As a result, there was no ripple effect on these two actors. For instance, although actions concerning the improvement of the business climate were implemented, they do not meet the expectations of the private sector. In 2021, the biggest employers did not attend the Cameroon Business Forum, a platform for exchanges between the public sector and the private sector, under the pretext that 10 years after its establishment, it has not contributed to substantially improve the business climates.

**H6:** the issues identified initially have become more complex and numerous. The case of COVID-19 illustrates factors that hinder the implementation of the strategy. There is an improvement with mechanisms for the protection of persons and property (Gallup's Index, Availability of the mass information and education programme on civil protection, 22 out of 35 divisions have an emergency response plan (ORSEC)). This result is also appreciated by partners especially with regard to the reception and management of Boko Haram refugees (consolidation of the crises prevention and management mechanism). Unfortunately, the upsurge in the number of attacks by this group, coupled with the crisis in the North-West and South-West Regions are undermining the efforts made.

*This is coupled with the need to reinvigorate the internal functioning of the NPG to solicit relevant data from various sectors.*

### V.3 Key Recommendations

The following table presents unreported and unimplemented actions for each component. The objective is to formulate important recommendations.

**Table 2: Governance unreported and unimplemented actions**

Components	Actions	Unreported	Unimplemented	Implementing organs
<b>N°1 Decentralisation and local development</b>	Devolution of powers to RLAs completed		X	MINDDEVEL, MINFI, MINEPAT, MINFOPRA
	Financial resources related to the powers devolved to RLAs fully transferred		X	
	Operational local public service		X	
	Proportion of RLAs with an inclusive dialogue framework in place		X	
	Proportion of RLAs that have signed a convention		X	
<b>N°2 Strengthening the rule of law and the protection of persons and property</b>	Proportion of citizens sensitised on their rights and duties		X	MINJUSTICE, PMO, NCHRF
	Proportion of Government bodies in charge of human rights that have been sensitized	X		MINJUSTICE, PMO, NCHRF
	Capacities and competences of Government bodies in charge of human rights that have been built	X		MINJUSTICE, PMO, NCHRF
	Timeframe for the adoption of enabling instruments for laws	X		MINJUSTICE, PMO, NCHRF
	Average duration of legal proceedings		X	MINJUSTICE, Supreme Court
	Rate of enforcement of court decisions		X	MINJUSTICE, Supreme Court
	Average duration of pre-trial detention	X		MINJUSTICE, Supreme Court
	Rate at which the essential needs of detainees are met		X	MINJUSTICE, Supreme Court
	Voter registration rates		X	MINAT, ELECAM, Constitutional Council

Components	Actions	Unreported	Unimplemented	Implementing organs
<b>N°2 Strengthening the rule of law and the protection of persons and property</b>	Rate of participation in elections		X	MINAT, ELECAM, Constitutional Council
	Average number of cross-border crimes or offences	X		MINDEF, DGSN
	Crime rate	X		MINDEF, DGSN
	Proportion of population that trusts defence and security institutions	X		MINDEF, DGSN
	Proportion of persons that have been victims of assaults		X	MINDEF, DGSN
	Number of repatriations	X		MINDEF, DGSN
	Number of mobile and foot patrols dispatched on a daily basis		X	MINDEF, DGSN
	Number of defence and security force operations carried out on a daily basis		X	MINDEF, DGSN
	Security Index (Gallup security and public order index)		X	MINDEF, DGSN
	Disaster prevention and management strategy developed, approved and implemented		X	MINDDEVEL, RLAs, MINAT
	Proportion of divisions with at least one disaster risk reduction (DRR) tool		X	MINDDEVEL, RLAs, MINAT
	Law No. 86/16 of 6 December 1986 to reorganise civil protection amended		X	MINAT
	Electronic database of legal texts functional		X	PMO, MINCOM
	Proportion of population exposed to mass information	X		PMO, MINCOM

Components	Actions	Unreported	Unimplemented	Implementing organs
<b>N°3 Improvement of public service</b>	Code of conduct for public authorities and internal control mechanism		X	MINFOPRA, CONSUPE, MINEPAT, MINFI
	Strategic management standards established	X		MINFOPRA, CONSUPE, MINEPAT, MINFI
	Law regulating the strategic planning exercise in force		X	MINFOPRA, CONSUPE, MINEPAT, MINFI
	Reference guide on the reception of users in public services elaborated		X	MINFOPRA, MINPOSTEL, PMO
	Duration for the processing of files managed and communicated to users		X	MINFOPRA, MINPOSTEL, PMO
	Average duration for the processing of the career files of State employees		X	MINFOPRA, MINPOSTEL, PMO
	User satisfaction rate		X	MINFOPRA, MINPOSTEL, PMO
	Share of public contracts awarded to national operators	X		PMO MINMAP MINEPAT
	Reference guide on the use of collective facilities within public administrations established		X	MINFOPRA, PMO
	Programme for the maintenance of infrastructures constructed by the State established		X	MINDCAF, MINTP, MINEPAT, MINFI
	Processing of the salaries of public employees improved		X	MINFI, MINFOPRA, PMO
	Payroll sustainability ratio	X		MINFI, MINFOPRA, PMO
	Proportion of State employees appointed or promoted according to the organisational structure	X		MINFI, MINFOPRA, PMO
<b>N°4 Economic and financial governance</b>	Prices of the official price list aligned with real average market prices		X	MINMAP, MINFI, MINCOMMERCE
	The rate of achievement of the PIB 2020		X	MINEPAT

Components	Actions	Unreported	Unimplemented	Implementing organs
<b>N°4 Economic and financial governance</b>	Rate of public contracts awarded within a period of less than 5 months		X	MINMAP, MINFI, MINCOMMERCE
	Rate of contracts awarded in compliance with regulations		X	MINMAP, MINFI, MINCOMMERCE
	Certification mechanism for public services		X	MINMAP, MINFI, MINCOMMERCE
	Proportion of administrative bodies with their updated statistical records	X		MINEPAT, all public administrations
	National-regional-local database set up	X		MINEPAT
	Percentage of households affected by corruption	X		MINEPAT, MINPMEESA, MINDCAF, MINFI, MINHDU, RLAs
	Loan interest rates		X	MINEPAT, MINPMEESA, MINDCAF, MINFI, MINHDU, RLAs
	Investment rate (GFCF)		X	MINEPAT, MINPMEESA, MINDCAF, MINFI, MINHDU, RLAs
	Instrument determining dividends to be paid to public enterprises drafted		X	MINFI, CONSUPE, Technical Supervisors
	Share of dividends received by public enterprises in the State budget		X	MINFI, CONSUPE, Technical Supervisors
	Mechanism for the annual evaluation of managers of public entities		X	MINFI, CONSUPE, Technical Supervisors
	Gap between the actual level and threshold for indebtedness authorised	X		MINEPAT, MINFI
	Incentive-based framework (institutional, administrative, economic measures etc.) adopted for Cameroonian citizens resident abroad	X		MINREX
	Independent functioning of regulatory authorities		X	MINCOMMERCE, MINFI, MINEPAT
	More accountable public establishments and enterprises publishing their annual accounts		X	MINFI, CONSUPE, Technical Supervisors

Components	Actions	Unreported	Unimplemented	Implementing organs
<b>N°5 Promotion of bilingualism, multiculturalism and citizenship</b>	Public services closer to the people	X		MINJEC, MINAC
	Social justice and equality of opportunity enhanced	X		MINJEC, MINAC
	Principles of social dialogue, social cohesion and living-together developed and codified	X		MINJEC, MINAC

*Source: PNG*

Analysis of the table below helps to formulate specific recommendations for each institution.

Table 3: Specific recommendations for each administrative body involved in the governance strategy<sup>35</sup>

Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINFI	Financial resources related to the powers devolved to RLAs fully transferred		Payroll sustainability ratio*	Loan interest rates		MINFI should carry out a total of 9 actions in 3 components
	Interfacing the information platforms of the DGI, DGT, DGB and DGD			Investment rate (GFCF)		
				Instrument determining dividends to be paid to public enterprises drafted		
				Share of dividends received by public enterprises in the State budget		
				Mechanism for the annual evaluation of public entities		

<sup>35</sup> Actions marked with an \* are those which were not reported by the ministries concerned.



Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINFI				More accountable public establishments and enterprises publishing their annual accounts		
MINFOPRA	Operational local public service		Reference guide on the reception of users in public offices elaborated  User satisfaction rate			MINFOPRA should carry out 7 actions in two components
			Duration for the processing of files at MINFOPRA			
			Average duration for the processing of the career files of State employees			

Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINFOPRA			User satisfaction rate			
			Proportion of State employees appointed or promoted according to the organisational structure*			
MINDEVEL	Devolution of powers to RLAs completed					MINDEVEL should carry out 2 actions in component 1, decentralisation and local development
	Proportion of RLAs with an inclusive dialogue framework in place.					
MINCOM		Proportion of the population exposed to mass information*				MINCOM should carry out 1 action in component 2, rule of law

Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINEPAT	Proportion of RLAs that have signed a convention		Share of public contracts awarded to national operators*	Gap between the actual level and threshold for indebtedness authorised*		MINEPAT should carry out 7 actions in 3 components
			The rate of achievement of the PIB 2020 Proportion of administrative bodies with their updated statistical records* National-regional-local database set up* Percentage of households affected by corruption*			MINJUSTICE and the Supreme Court should carry out 5 actions in 2 components
MINJUSTICE		Average duration of legal procedures	Rate of recovery of embezzled funds			

Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINJUSTICE		Rate of enforcement of court decisions.				
		Average duration of pre-trial detention*				
		Rate at which the essential needs of detainees are met*				
SPM		Timeframe for the adoption of enabling instruments for laws*	Share of public contracts awarded to national operators*			The PMO should carry out 4 actions in 2 components
		Electronic database of legal texts functional	Processing of the salaries of public employees improved			

Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINCOMMERCE				Free competition and transparency guaranteed		MINCOMMERCE should carry out 4 actions in the economic and financial governance component
				Prices of the official price list aligned with real average market prices		
NCHRF		Proportion of citizens sensitised on their rights and duties		Autonomous functioning of regulatory authorities* Certification mechanism for public services		The NCHRF should carry out 2 actions in component 2, rule of law
		Proportion of Government bodies in charge of human rights which have been sensitized*				

Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
NCHRF		Capacities and competences of Government bodies in charge of human rights which have been reinforced*				
ELECAM		Voter registration rates				ELECAM is responsible for two actions in the rule of law component
MINDEF et DGSN		Rate of participation in elections				
		Average number of cross-border crimes or offences*				
		Crime rate*				

Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINDEF et DGSN		Proportion of the population that trusts defence and security institutions*				MINDEF and DGSN did not provide information on 4 of the 8 actions they are responsible for. This should be done and the actions achieved within the prescribed time-frame.
		Proportion of persons that have been victims of assaults				
		Number of reparations *				
		Number of mobile and foot patrols dispatched on a daily basis				
		Number of defence and security force operations carried out on a daily basis				

Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINDEF et DGSN		Security Index (Gallup security and public order index)				
MINAT		Disaster prevention and management strategy developed, approved and implemented				MINAT should carry out 3 actions in component 2, the rule of law
		Proportion of divisions with at least one disaster risk reduction (DRR) tool				
		Law No. 86/16 of 6 December 1986 to reorganise civil protection amended				CONSUE should carry out one action in component 3, improvement of the public service
CONSUE			Code of conduct for public authorities and internal control mechanism			



Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINEPAT			Law regulating the strategic planning exercise in force			MINEPAT should carry out 4 actions in component 3, improvement of the public service
			Strategic management standards established			
			Proportion of administrative bodies with their updated statistical records*			
				National-regional-local database set up*		

Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINDCAF			Reference guide on the use of collective facilities within Government bodies established*			MINDCAF should carry out two actions in component 3, improving Government service
			Programme for the maintenance of infrastructures constructed by the State established*			
MINMAP			Share of public contracts awarded to national operators*	Rate of public contracts awarded within a period of less than 5 months		MINMAP should carry out 3 actions in component 3 and 4
				Rate of public contracts awarded in compliance with the regulations		

Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINREX				Incentive-based framework (institutional, administrative, economic measures etc.) adopted for Cameroonian citizens resident abroad*		MINREX should carry out one action in component 4, economic and financial governance
NCPBM					Proportion of administrative documents systematically and simultaneously disseminated in English and French Segments of society equitably represented in decision-making spheres*	The NCPBM should carry out 2 actions in component 4 on bilingualism and multiculturalism
NCPBM					Number of persons trained on the values of citizenship*	

Administrative bodies and institutions concerned	Component 1: Ministries and institutions concerned	Component 2: Rule of law	Component 3: Improvement of the public service	Component 4: Economic and financial governance	Component 5: Bilingualism, multiculturalism and citizenship	Recommendations
MINJEC					<p>Standard of youth awareness-raising and education campaigns on the proper use of new forms of communication (social media) conducted*</p> <p>Public services are closer to the people*</p>	<p>MINJEC should carry out 4 actions in component 4, on bilingualism and multiculturalism</p>

Source: PNG

In addition to the specific recommendations listed above, the study suggests the following measures:

1. encourage administrative bodies to adopt indicators to be implemented in the area of governance as stipulated in the NDS30 and prioritise actions for anticipated changes. There is no apparent perfect alignment between actions taken by ministries and the priorities of Governance;
2. encourage administrative bodies to set up a relevant information system to collect key data. Statisticians should be properly used for this purpose;
3. strengthen financial, human and material resources of the NGP.

There are a few limitations, although they do not affect the quality of the results obtained:

- conceptual limitation relates to the scope of the field of governance. This is a cross-cutting concept which is relevant to all sectors but which, due to segment reporting, is limited to 6 components. It would be appropriate to have cross-cutting tools to assess governance in the other sectors, even if it means assessing only the existence of governance tools in the other 6 NDS30 sectors;
- components assessed do not always take into account other emergency or three-year plans implemented by the State. This could suggest that the work has been partially completed;
- a number of relevant actions are carried out by ministries such that the NDS30 indicators are not prioritised. This raises the issue of prioritisation and coherence in action. Despite the fact that the NDS30 indicators are not exhaustive, it is disturbing to note that they are still not given due attention by the ministries in terms of actions taken, information system and the type of data to be collected to document the changes;
- no specification as to the type of data to be collected; some require surveys (for example, degree of user satisfaction, proportion of households affected by corruption);
- low level of cooperation from administrative bodies that have to produce the requested data.

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# **ANNEXES**

## ANNEX I: CONCEPTUAL MODEL AND METHODOLOGY FOR EVALUATING GOVERNANCE IN CAMEROON

Several definitions of governance abound. Each of them involves significant operational choices. This concept appears to have evolved in Cameroon, both in terms of wording and components associated with it. This part briefly reviews the diachronic analysis of governance concerns from 1999 to 2021 and the development of its components (I) before presenting the framework for evaluating the state of governance in Cameroon (II).

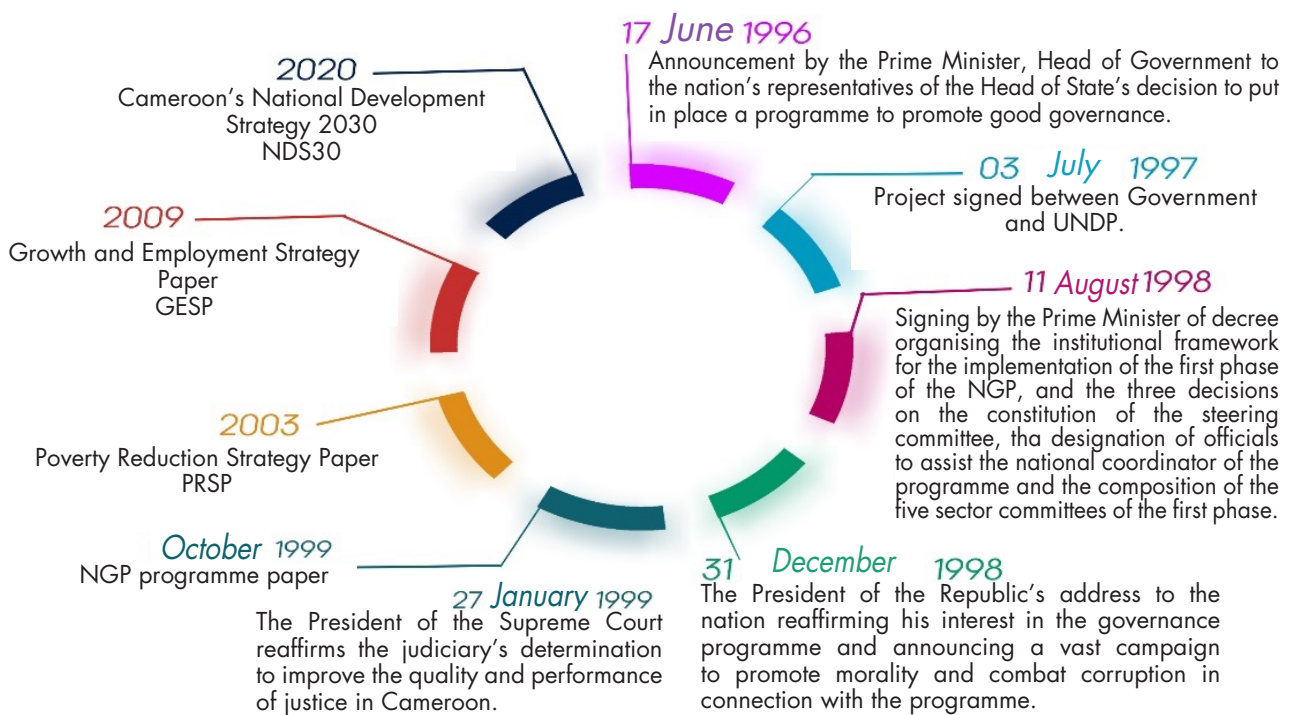
### I. Diachronic analysis of governance concerns from 1999 to 2021

Governance concerns can be analysed from two perspectives: the main dates and related events, and the main guidelines outlined in Cameroon’s strategy papers.

#### I.1 Governance dates and events from 1999 to 2021

The diagram below presents the main governance dates in Cameroon.

#### HISTORICAL DEVELOPMENT OF GOVERNANCE IN CAMEROON



Governance has undergone a structural change. Over the years, the concept of governance as used in Cameroon’s strategy papers has evolved. Also, the wording and strategic guidelines have been modified. The table below shows the evolution of the concept of governance from 1999 to 2021.



## Evolution of the concept of governance

YEARS	DEFINITION OF GOVERNANCE
1999 (NPG)	<p>Governance (in 1999) is not literally defined but is assessed through the analysis of five criteria<sup>36</sup>:</p> <ul style="list-style-type: none"> <li>• The type of political regime and how authority is exercised in society.</li> <li>• How well the State manages public affairs, directly or indirectly, and how well regulatory instruments are enforced.</li> <li>• Ways, means, mechanisms and processes through which State authority is exercised in all political, economic, social and cultural spheres, as well as the degree of involvement and citizen accountability.</li> <li>• Governments' and public authorities' ability to perform their duties effectively and efficiently, as well as the quality of their performance. This quality is usually assessed through the design, formulation, implementation and evaluation of policies and programmes.</li> <li>• The place and role of the private sector, civil society, and citizens of both sexes.</li> </ul>
2003 (PRSP)	<p>The definition of governance rests on its 4 components: transparency and accountability of managers, strengthening the rule of law and security, the fight against corruption, the participatory process (decentralisation process) and community projects (existence of a local development plan).</p>
2009 (GESP)	<p>Given that the promotion of governance refers to the effective and efficient use of potentials and various available resources, and contributes to improving the country's internal and external image, it is one of the major challenges that Cameroon must take up in order to achieve its vision of being an emerging country, democratic and united in diversity by 2035.</p>
2013 (Governance Strategy of the NPG)	<p>The definition used here<sup>37</sup> is based on a systemic approach to governance because the other definitions are considered inappropriate for the Cameroonian context.</p> <p>This systemic approach is functional as it allows governance to be considered as a process that focuses on the cycle of development, implementation or enforcement, and then evaluation of laws, regulations and decision-making procedures to regulate society, and makes it possible to identify conditions for good governance. In other words, the existence of a framework that allows relevant and coherent decisions to be taken by all stakeholders involved.</p> <p>Thus, fundamentally, good governance in Cameroon will be defined and assessed according to its ability to institute and manage a mode of social regulation that serves the primary systemic goal of the nation as stated in its Vision 2035.</p>
2020 (Governance strategy, P. 9)	<p>"Process by which the various State powers (executive, legislative and judiciary) work together to create a broad consensus and regulate all political decisions and acts with a view to building an exemplary Republic" (Sector-Based Governance Strategy, P.9).</p>

<sup>36</sup> Cameroon's National Programme on Governance: Diagnosis and proposals, 1999, p. 56-92.

<sup>37</sup> Page 8, development of the national governance strategy, 2013.

An analysis of these various definitions clearly reveals that governance in Cameroon has two main objectives: improving the quality of institutions and ensuring social regulation through the implementation of inclusive public policies. This involves “transforming the various State bodies into an effective steering and regulation system tailored to the requirements of a modern and democratic society, which is capable of defining and implementing strategies and action programmes that meet the expectations of the population and ensure sustainable economic, social and cultural development” (Governance Strategy, 2020).

The overall objective of the governance strategy is “to ensure sound, transparent, inclusive and effective governance for emergence”. More specifically, it aims at:

- strengthening the rule of law;
- developing citizen participation for an inclusive process;
- ensuring the accountability of staff and the performance of structures;
- strengthening economic and financial governance.

In order to achieve the overall objectives of the governance strategy, a number of specific objectives and core measures or actions must be put in place. These are developed in a coherent manner under four (4) main pillars: rule of law, participation, transparency and accountability, as well as economic and financial governance.

**Rule of law:** this includes the institutional and legal framework (as comprehensive as possible), judiciary (independent and able to consistently and uniformly enforce the law), electoral system (reliable and trustworthy), respect for human rights, an attractive business environment and a guarantee of order and security.

**Participation:** which involves legitimate claims and effectiveness. This aspect reflects the implementation of decentralisation (citizens’ involvement in the management of public affairs) and participatory democracy, which places civil society at the centre of decision-making.

**Transparency:** Comprehensive and honest communication from Government; citizens’ access to information in a number of sectors, accurate knowledge of how regulations are applied, conditions for application, monitoring and control.

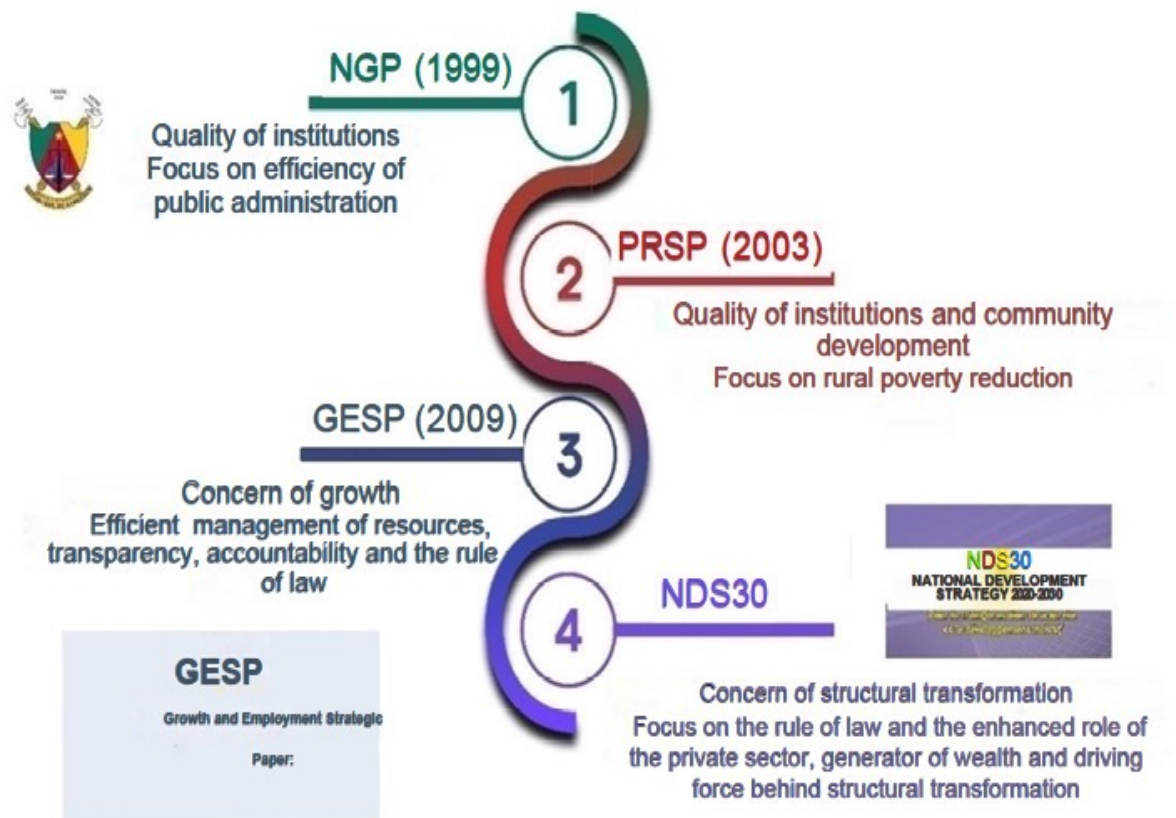
**Accountability:** the obligation for elected leaders and officials of public institutions to be accountable to citizens for their actions. This is manifested through audits which can be political, administrative, jurisdictional and citizen-based.

**The strategy includes six (6) components:** decentralisation and local development, strengthening the rule of law and the protection of persons and property, improvement of the public service, economic and financial governance, regional development, promotion of bilingualism and multiculturalism.

## I.2 Guidelines for Governance in the various Strategy Papers of Cameroon

The purpose here is to reiterate the governance concerns identified in the strategy papers of Cameroon. The diagram below summarises these concerns.

## GOVERNANCE CONCERNS IN CAMEROON'S STRATEGY PAPERS

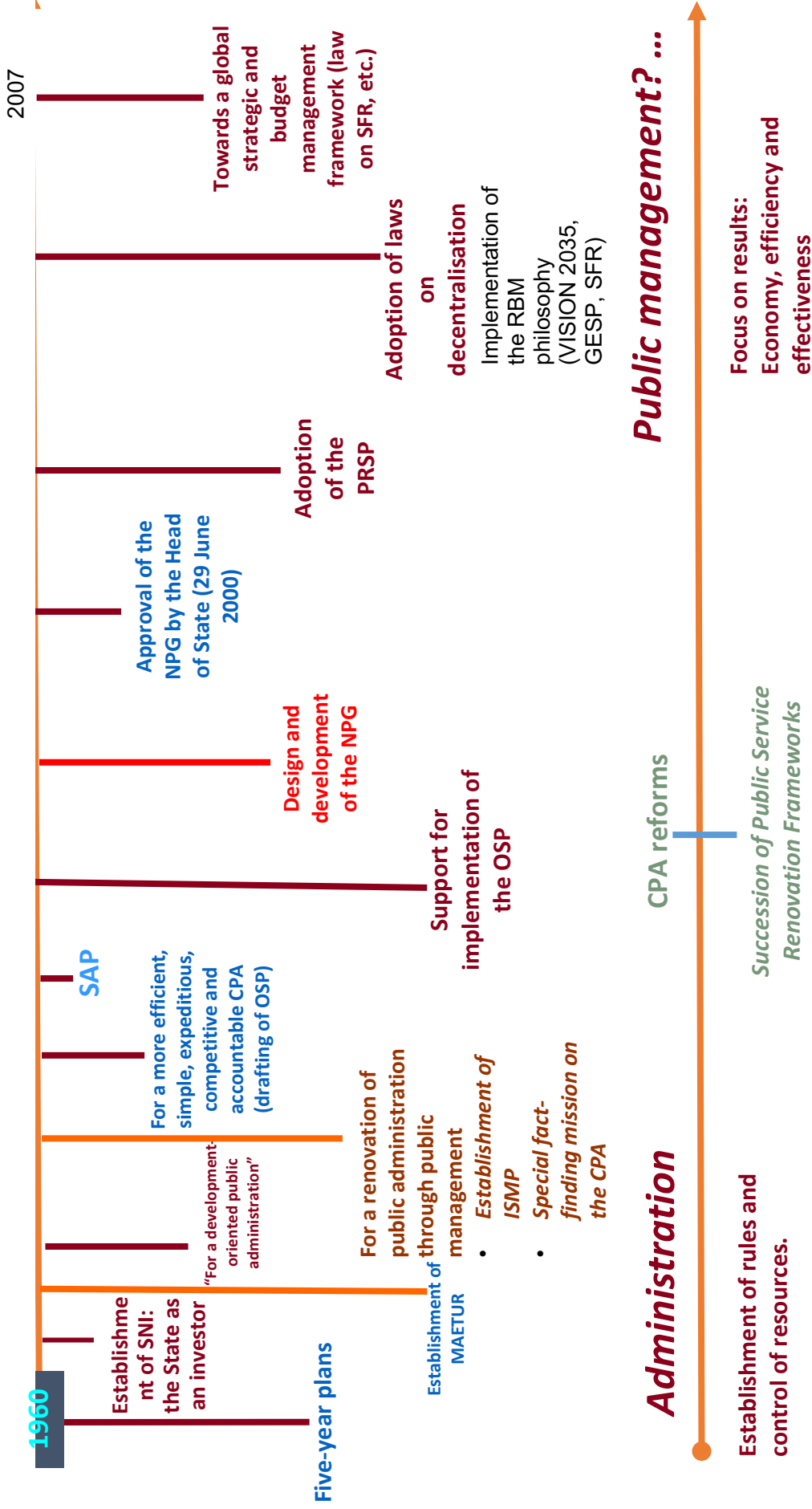


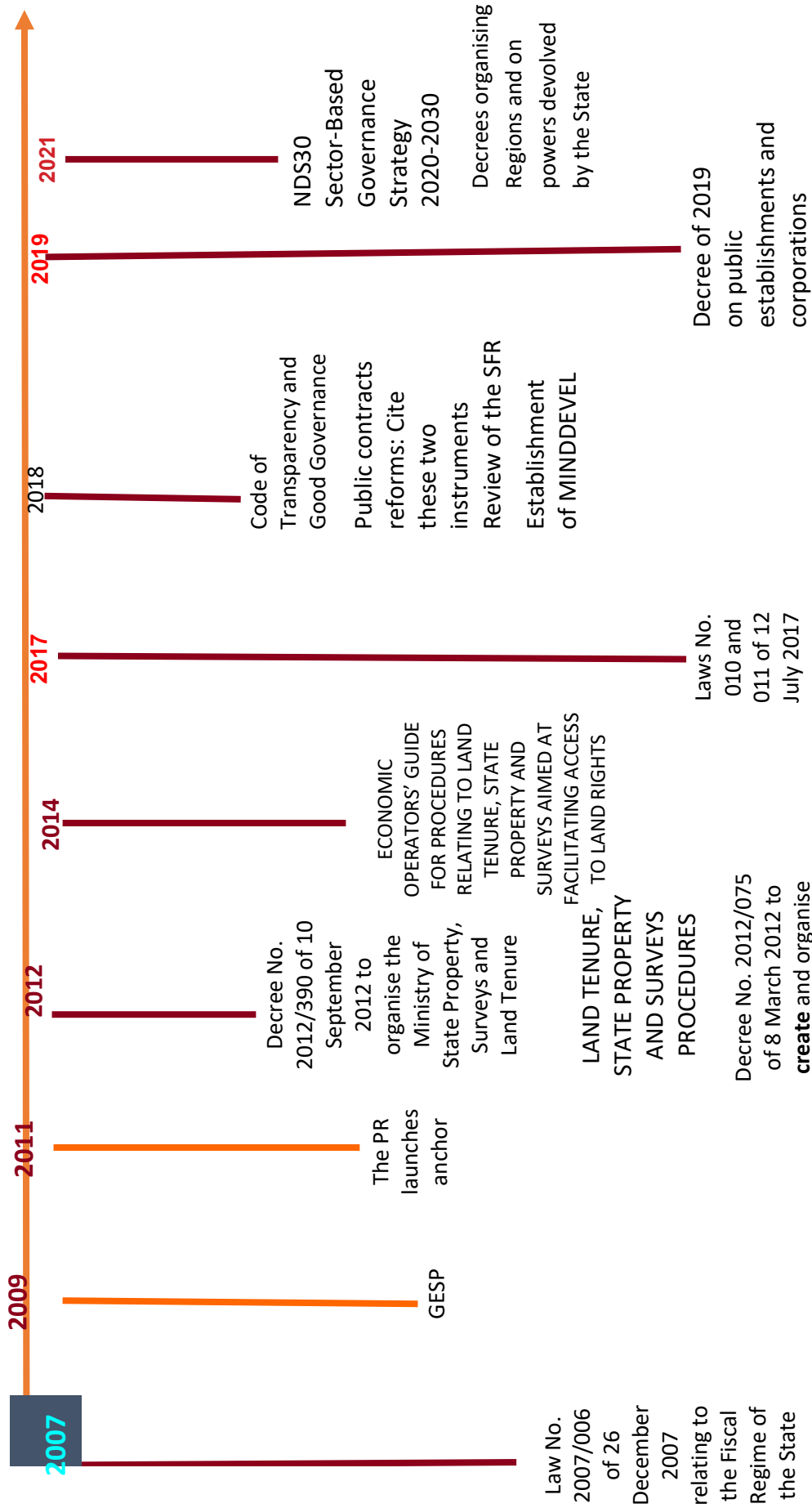
From the foregoing, it is clear that the vision of governance addresses development concerns through the eradication of poverty using three main actors: (1) public regulatory and entrepreneurial institutions, (2) the State through the enactment of laws and various regulations and (3) the private sector as the main generator of wealth. The underlying assumption is that there is a connection between the public and private sectors, which ensures that proper regulation of the public sector improves the efficiency of the private sector and vice versa. Quality public institutions would therefore imply efficiency of private sector action. Similarly, a dynamic private sector would significantly contribute to the quality of public institutions.

The incremental evolution of governance concerns in the various strategy papers shows that emphasis was successively placed on the quality of the main tool used to implement public policies (administration) and the drive for local development through community projects initiated in 2003. This emphasis was intensified in 2004, 2010 and 2021 with the drafting of instruments on decentralisation. From 2009 onwards, priority was given to the execution of major anchor projects. Focus was thus placed on the quality of spending and the efficient management of resources. The idea was to lay the groundwork for industries whose actions should lead to the structural transformation of Cameroon into a newly industrialised country (NIC) by 2030.

Cameroon's administration has developed institutional governance tools to support this evolution. The diagram below shows the evolution of these tools from 1960 to 2021.

Some key dates in the dynamics of Cameroon's governance model (1960 to 2019)





## Public management

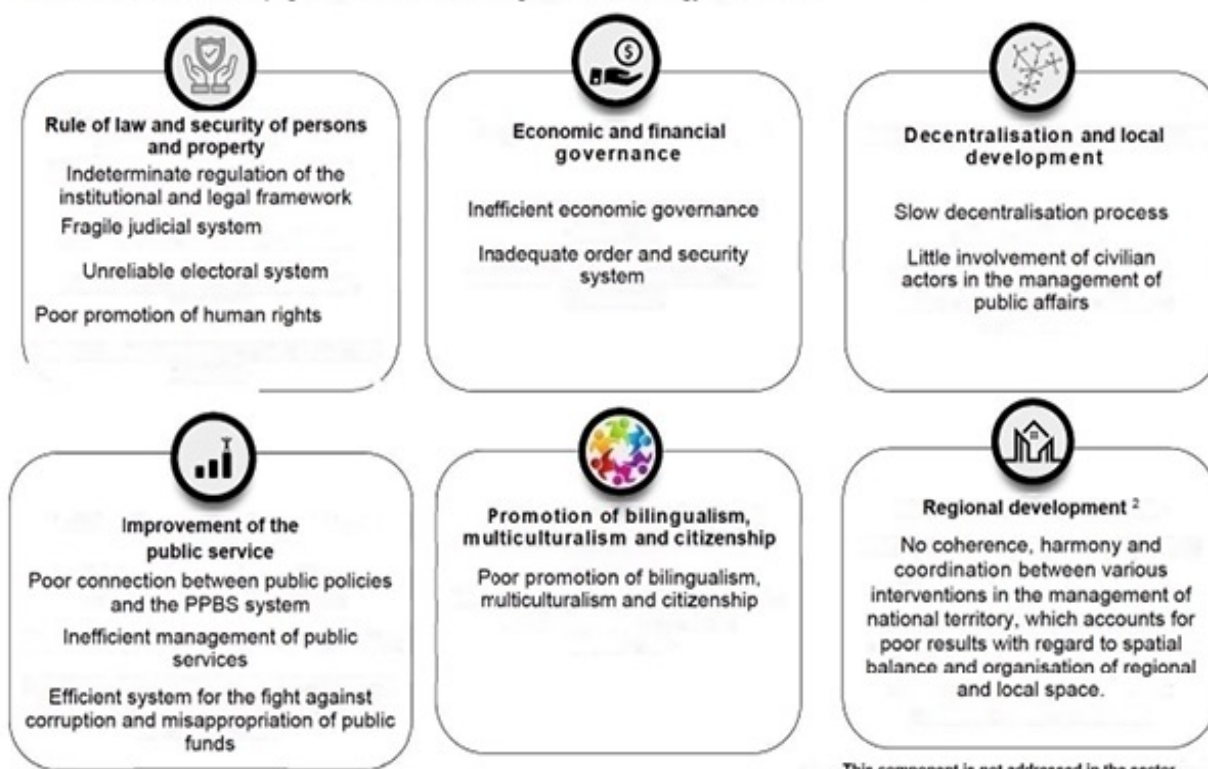
The graphs above clearly shows the ideological evolution of governance in Cameroon, from an approach based on administration to the principles and values of public management. The latter focuses on the results chain of changes generated and assessed in terms of outcomes and impacts.

In spite of the resources gathered and activities carried out in 2020, the analysis referred to in the introduction to NDS30 reveals mixed results obtained under the GESP and, hence, under the governance strategy. It appears that despite the projects carried out and the resources mobilised, the expected changes have not been fully implemented. For example, with regard to the component “Strengthening the rule of law and the protection of persons and property”:

- despite the institutions established, many are still pending and the feeble enforcement of the law suggests that effective changes have not been produced;
- the same applies to the separation of powers and the persistent influence of the executive over the other two powers;
- with regard to participation in elections, albeit the upward trend between 2013 and 2018, there is still a low level of participation in elections, with 62.17% of the voting age population being the highest level of participation;
- be it in terms of credibility in the justice system, respect for human rights and the fight against insecurity, the analysis is the same and even worse in some cases;
- with regard to economic governance, while three years ago the importance of the Cameroon Business Forum (CBF), a platform for dialogue between the public and private sectors, could be appreciated, since 2020, private sector recriminations intensified and the relevance of the CBF has been affected so much so that the forum could not be held in 2021.

These findings explain the analysis of the governance components summarised in the diagram below.

**ANALYSIS OF GOVERNANCE FOR EACH ONE OF THE COMPONENTS IN 2020**  
Information outlined on pages 2 and 3 of the sector governance strategy 2020-2030.



This component is not addressed in the sector governance strategy 2020-2030 even though it is mentioned as a governance component in the NDS30 (Pg.105)

At least six (6) hypotheses can explain the findings above.

**H1:** several actions have been implemented but progress is very slow and inconsistent with the growing expectations of the population.

**H2:** there is no cause-and-effect relationship. The implicit assumption that the implementation of activities/projects should result in the expected change needs to be qualified. This raises the issue of relevance or appropriateness of projects/activities carried out.

**H3:** several activities/projects have not been carried out, or not within the required deadlines, expected costs, and quality requirements. As a result, the expected changes could not be produced.

**H4:** the risk factors identified or faced prevented activities/projects from being carried out. This raises the issue of anticipation and the adverse effects of external events.

**H5:** project implementation did not adequately involve the other components of society (civil society and the private sector). As a result, there was no ripple effect on these two actors. The impact of strategies was therefore minimised.

**H6:** the issues identified initially have become more complex and numerous. The COVID-19 case is an example of factors affecting the implementation of the strategy.

In light of the above, the evaluation of the state of governance in Cameroon for 2020/2021 has been initiated to analyse progress, identify difficulties and make recommendations.

## II. Evaluation framework

This evaluation is based on the 6 components of the governance strategy following the elements in the results chain below.

### LES COMPOSANTES DE LA GOUVERNANCE



In addition to these components, concerns related to COVID-19 are raised in all institutional documents. They will be addressed in the evaluation. The evaluation framework proposed in this report consists of four levels.

The first level consists in reconstituting the “theory of change” based on information available in the various official planning and evaluation documents (produced by the Government) and the provisions of international commitments, such as the CEMAC directives. The action plan outlined in the NDS30 is the main reference.

The second level (evaluation of outputs or effects) reviews activities carried out in relation to the chosen theory of change. This involves indicating the level of implementation of each activity based on expectations.

The third level involves assessing the trend resulting from the first actions carried out under the NDS30. Nevertheless, visible trends at this stage will be recorded and interpreted with due caution. Indeed, the results can only be analysed in the form of trends after one year of implementation of the NDS30, as the time span is very short for an impact analysis. These trends will be analysed based on the following guidelines<sup>38</sup>: sound governance (free from drift and irregularity), transparency (comprehensive and honest communication from institutions and citizens’ access to information regarding modes of regulation and their application), inclusion (all citizens involved in the decision-making process and having the opportunity to maintain or improve their living conditions), efficiency (ability of public policy to address issues identified).

The fourth level consists in analysing evaluations made by Cameroon’s partners on the state of governance, with respect to its commitments and adopted convergence criteria.

The six (6) matrices developed for the six components of the governance strategy will be used to fill in the indicators chosen. They will facilitate the interpretation of the trends noted.

## **II.1 Main sources of information**

In addition to interviews with officials involved in project implementation, information will mainly be obtained from reports on recent surveys conducted by the National Institute of Statistics, CONAC, the Ministry of Finance and any other administrative bodies which can provide relevant information.

The evaluation will require interaction with consultants and sector experts and, in some cases, beneficiaries who can provide specific insight on some points of the analysis. Below is a non-exhaustive list of the main documents used.

- Reports of surveys conducted by the NIS;
- The 2022 Finance Law and its annexes;
- Progress report of the GESP, CTSE annual reports;
- CEMAC directives;
- Reports of the implementation of the Public Investment Budget;
- Programme budget of ministries and their performance reports;
- Major project review reports produced by MINEPAT;
- Existing sector statistical directories (public works, higher education, etc.);
- Fact sheets from the latest missions of the International Monetary Fund, World Bank and the African Development Bank.

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<sup>38</sup> Criteria outlined on pages 3 and 4 of the sector-based governance strategy.



## **II.2 Data collection method**

The method used is similar to the one used to evaluate public policy. The starting point for the analysis is the reference made to projects (and in some cases the indicators of change) identified in the various components of the governance strategy. Each component will involve identifying the level of expectation of the indicator and the possibility of meeting the target in 2022. Where possible, the conditions for achieving the expected result in 2022 will be identified.

Before carrying out the evaluation, it is important to define the key words used: objective, indicator, monitoring, evaluation and results chain. These definitions are taken from the glossary of the PPBS chain in Cameroon<sup>39</sup>.

**Objective:** Statement of intent about what is to be achieved when carrying out a task, programme or action. The concrete, tangible and measurable (by indicators) materialisation of this intent is a product of short-term (output), mid-term (outcome) or long-term (impact) results. The objective plays an important role in the NDS30.

**Indicator:** This is a qualitative or quantitative variable that measures the results attained in the achievement of an objective. An indicator makes it possible to judge the use of resources and the results attained, with respect to the objective and the need to be met.

**Monitoring:** The continuous process of collecting and analysing information in order to assess the progress of an initiative with regard to expected results. It makes it possible to identify possible irregularities in the course of implementation and, if need be, make amendments and initiate the required technical reorientation to achieve the objectives.

**Evaluation:** Evaluation is the most systematic and objective measurement of the results of a project, programme or policy. It helps to determine its relevance and significance, the efficiency of its implementation, its effectiveness and impact, and the sustainability of results achieved.

There is a great difference between monitoring and evaluation. However, both concepts are complementary. Monitoring provides input for evaluation. In other words, proper evaluation rests on sound monitoring.

**Results chain:** A series of cause-and-effect relationships that drive a development action towards its intended results. The results chain begins with the availability of resources (inputs) and continues with activities and their outputs. It leads to outcomes and impacts and produces retrospective effects.

In this case, focus is on monitoring. Monitoring provides information on the progress of the implementation of planned activities. In this case, it involves regularly recording information on activities carried out. This information is then compared with envisaged plans, and discrepancies are analysed progressively (activity monitoring). If the information is already collected and organised at source, the method and tool needed will be less complicated. If the information is not organised at the source, more complex methods and tools will be needed to separate the information/data and record it. This is a very common case, as the recorded data is very general or unrecorded. In such cases, tools have to be designed to generate the information needed. These tools are often unreliable because they rely on the (often biased) opinions of actors.

Information/data sources may be dispersed. Locating them is therefore an important task. It is necessary to avoid using significant resources to collect data which already exists somewhere. There are two types of data to be collected: source or reference data and updated data to be collected periodically during the study. External sources for obtaining source data include:

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<sup>39</sup> Republic of Cameroon – Glossary on the PPBS chain (terms, definitions, annotations), reference document – Bilingual Edition, 2012.

- Reports of specific studies carried out by other actors (other ministries, civil society organisations, the NIS, multilateral or bilateral projects/programmes, etc.).
- Databases of other structures, organisations, etc. During the data preparation phase, it is important to identify existing databases and the data they can provide.

In the case where the source/reference data does not exist elsewhere, it is necessary to “go and find it”. This can be done through specific surveys/studies which will be commissioned for subsequent stages, if need be. They are very useful but can be time-consuming and expensive. However, they are more reliable. In the case of this evaluation, data collection required a number of trips to the administrative bodies to collect official data, which was considered relevant. This activity was extremely tedious and not all administrative bodies responded, either because the data requested had not been collected or because those responsible were unavailable. It should be noted that some of the officials interviewed did not know which indicators they were supposed to provide, others questioned their relevance, and still others had different performance indicators with indicators different from those listed under the components evaluated.

## **ANNEX II: LIST OF PERSONS INTERVIEWED**

### **List of persons interviewed for data collection on the “Economic and financial governance” component**

1. M<sup>rs</sup> EKODO Antoinette Marie; Agreements and Conventions Unit (MINEPAT)
2. M<sup>rs</sup> BELIBI SCHMITT ALBERTINE France; Studies and Regulations Unit (MINEPAT)
3. M<sup>rs</sup> NANA MBEZOU AUDREY; Follow-up and Recovery Division (MINEPAT)
4. M<sup>r</sup> NYATCHA NGATNA Marius; Follow-up Division (MINFI)
5. D<sup>r</sup> NGUETSE Pierre; Follow-up Unit (MINEPAT)
6. M<sup>r</sup> NOAH AVA Freddy; Directorate of Metrology, Quality and Prices (MINCOMMERCE)
7. M<sup>r</sup> TCHINGA; Department of Demographic and Social Statistics (NIS)
8. NYONGORO Aristide; Division of Studies and Forecasts (MINMAP)

### **List of persons interviewed under the “Strengthening the rule of law and the protection of persons and property” component**

1. M<sup>rs</sup> NNOMO Christelle; ELECAM / Division of Information Technology, Electoral Register and Statistics
2. M<sup>r</sup> ESSOMBA Christian; ELECAM / Division of Information Technology, Electoral Register and Statistics
3. Commissaire MATE Thierry; DGSN / Legal Affairs Division / Administrative Litigation Unit
4. Commissaire EBESSA; DGSN / Judicial Police Division
5. M<sup>r</sup> TCHUENTE Gilbert; MINAT / Department of Civil Protection
6. M<sup>rs</sup> HONBOU; MINAT / Department of Civil Protection
7. M<sup>r</sup> TCHOUTAT AMANY; Cameroon Human Rights Commission/ Division of Protection and Promotion of Human Rights
8. M<sup>rs</sup> MANKENTSOP WAMBA Sylvie; MINJUSTICE / Head of the Follow-up Unit/ MINJUSTICE/Secretariat General
9. M<sup>rs</sup> TCHEUFFA Jeannette; MINCOM / Division of Legal Affairs

### **List of persons interviewed under the “Improvement of the Public Service” matrix**

1. MEJANG née TABOT; Inspectorate General (MINFOPRA)
2. SANKAME ZOUBIROU; Human Resources Department (MINFOPRA)
3. TCHAGADICK DJILLA Yves; Permanent Secretary for Administrative Reform (MINFOPRA)
4. NTIFA Moïse; Head of Division of Information Systems (MINFOPRA)
5. M<sup>rs</sup> ONDO; Head of the Follow-up Unit (MINFOPRA)

**List of persons interviewed under the “Decentralisation and local development” matrix**

1. M<sup>r</sup> MBUA Isaac EMBOLA; Head of the Monitoring and Management Control Division (MINDDEVEL)
2. M<sup>r</sup> ONDOUA Serge Hervé; Director of Decentralised Cooperation and Partnership (MINDDEVEL)

**List of persons interviewed under the “Promotion of bilingualism, multiculturalism and citizenship” matrix**

1. M<sup>r</sup> ABEE Arsène; Service Head for Civic Education in the Professional Milieu (MINJEC)

**List of the collection and proofreading team**

1. ABANDA MAWOH Achilo Rodrigue, assistant researcher, NPG
2. DONFACK TSAFACK Ornella, assistant researcher, NPG
3. MBOE NTUBA Arthur, assistant researcher, NPG
4. KEMDJIO TAGNE Frederic, assistant researcher, NPG

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