



Cameroon Policy Analysis and Research Center
CAMERCAP-PARC

NATIONAL CAPACITY-BUILDING STRATEGY

Basic Strategy for other Reference Frameworks

40 Ideas for a Successful Takeoff towards Emergence

January 2014

Republic of Cameroon
Peace-Work -Fatherland

The African Capacity
Building Foundation

Cameroon Policy Analysis and Research Center
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CAMEROON MAP

- +++++ International Boundary
- Regional Boundary
- Capital
- Regional Headquarter



“[...] some kind of national consensus on the goal of economic emergence is discernable. [...] our efforts alone, no matter how laudable, will not suffice [...] What we need in the coming years is a real contingency plan [...]”.

Paul BIYA, 31 December 2013

An empirical observation of facts and realities available suggests that the contingency plan is likely not to succeed if there is no breach with the current process of systemic and managerial approach to achieving this goal!

This document therefore proposes a Capacity-Building Strategy in Cameroon, because of the proven inefficiency, ensuing from a lack of the necessary capacities, despite the abundantly available resources. The document also makes mention of other reference frameworks, amongst which it could be the required springboard for a successful takeoff towards emergence.

Abbreviations and Acronyms

ACBF	African Capacity-Building Foundation
ACBP	Africa Capacity-Building Partnership
ACIR	Africa Capacity Indicators Report
ADB	African Development Bank
ADI	African Development Institute of the ADB
AFD	French Development Agency
ANAFOR	National Agency of Forestry Development
ANIF	National Agency of Financial Investigation
ANPME	National Agency for Small- and Medium-sized Enterprises
API	Investment Promotion Agency
ARMP	Public Contracts Regulatory Agency
UNSA	United Nations System Agency
BMN	Business-Updating Office
BUCREP	Central Bureau of the Census and Population Studies
BUNEC	Civil Status National Office
C2D	Debt Relief and Development Contract
CAMERCAP	Capacity-Building Project for Economic and Financial Management
CAMERCAP- PARC	Cameroon Policy Analysis and Research Center / <i>Economic and Social Policy Analysis and Research Center of Cameroon</i>
CAREF	Capacity-Building Programme of Female Networking for the Fight against Poverty in Cameroon
CARPA	Partnerships Contracts Realization Support Council
CASC	Capacity-Building Programme for Control Structures of Cameroon
CC-CS	Audit Bench of the Supreme Court
CCIMA	Chamber of Commerce, Industry and Handicrafts of Cameroon
CDMT	Medium-Term Expenditure Framework
CENA	Capacity Enhancement Needs Assessment
CFCE	Centre for Business Set-up Formalities
CGA	Authorized Management Centre
CONSUPE	Supreme State Audit Office
CPAP	Country Programme Action Plan
RLA	Regional and Local Authorities
DFID	Department for International Development

DRH	Human Resources Department
ECAM	Cameroon Household Survey
EPMTP	Economic Policy Management Training Programme
FASR	Reinforced Structural Adjustment Facility
FDI	Foreign Direct Investment
GES	Growth and Employment Strategy
GESP	Growth and Employment Strategy Paper
GICAM	Employers Association of Cameroon Cameroun
GIZ	German International Cooperation Agency
HIPC	Heavily-Indebted Poor Country
ICTs	Information and Communication Technologies
IMF	International Monetary Fund
MDG(s)	Millennium Development Goal(s)
MECAM	Cameroon Entrepreneurs Movement
MDGs	Millennium Development Goals
MINADER	Ministry of Agriculture and Rural Development
MINEE	Ministry of Water Resources and Energy
MINEFOP	Ministry of Employment and Vocational Training
MINEPAT	Ministry of Economy, Planning and Regional Development
MINEPDED	Ministry of Environment, Nature Protection and Sustainable Development
MINEPIA	Ministry of Livestock, Fisheries and Animal Industries
MINFI	Ministry of Finance
MINFOPRA	Ministry Public Service and Administrative Reform
MINJEC	Ministry of Youth Affairs and Civic Education
MINMAP	Ministry of Public Contracts
MINMIDT	Ministry of Industry, Mines and Technological Development
MINPMEESA	Ministry of Small- and Medium-sized Enterprises, Social Economy and Handicrafts
MINTP	Ministry of Public Works
MINTSS	Ministry of Labour and Social Security
MOSIPEO	Simulation of Model of Economic Policy Impact on the Evolution of the
NACC	National Anti-corruption Commission
NCBS	National Capacity-Building Strategy
NCC	National Communication Council
NEF	National Employment Fund
NGO	Non-Governmental Organization
NIS	National Institute of Statistics

EPM	Economic Policy Management
NYC	National Youth Council
OECD	Organization for Economic Cooperation and Development
ONEFOP	National Observatory for Employment and Vocational Training
PCD	Community Development Plan
PNDP	National Programme for Participatory Development
UNDP	United Nations Development Programme
PRGF	Poverty Reduction and Growth Facility
PROGESCO	Civil Society Capacity-Building Project for the Prevention and Management of Conflicts in Central Africa
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PSMT III	Third Strategic Medium-Term Plan
TFP	Technical and Financial Partner
RBM	Results-based Management
SDG(s)	Sustainable Development Goal(s)
SIGIPES	Computer System for Integrated Management of State Personnel and Salaries
SIPAE	Macro-Economic Centring Integrated System of Cameroon
SMI	Success Motivation International
SNDS	National Statistics Development Strategy
SNI	National Investment Corporation
SWOT	Strengths, Weaknesses, Opportunities, Threats
UNDAF	United Nations Development Assistance Framework
UNS	United Nations System
WB	World Bank

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Foreword

The *Cameroon Policy Analysis and Research Center* (CAMERCAP-PARC), Economic and Social Policy Analysis and Research Center, had the wish to make available to the national and international community, the findings of a research work commensurate with its mission. This is applied research on contemporary issues, which affect the daily life of Cameroonians and their future. It is thus a working and not a reference document, given that it reflects neither the views of the Government of the Republic of Cameroon nor those of the African Capacity-Building Foundation (ACBF).

CAMERCAP-PARC, in adhering to the idea and vision of sustained growth and decent jobs in order to open up the way to emergence, had the wish to contribute in fuelling the reflection and debate thereto. For developed and emerging societies are characterized by a rich and varied intellectual production, likely to generate enlightened debates. This research work clears the way for a wide-ranging activity on intellectual production by delving into some forty different themes and/or avenues for reflection on development in the very near future. This entails some 40 guidelines to render workable the above-mentioned 40 ideas.

The Centre therefore acknowledges that the proposals made here cannot pretend to be exhaustive nor miraculous. The advantage, however, is that proposals are organized following a conceptual approach to capacity-building as defined by ACBF, though broadened to take into account the local environment and relevant context. It was just their cross-cutting and less costly nature that prevailed over prioritizing them beyond the pertinence and catalytic effects obtained after simulations.

Not being a government official document, its working mode entails calling on national authorities and the society as a whole to make some effort in adhering to it for the purpose of implementing and, where need arises, making it a reference framework. Each stakeholder brought in, once given the opportunity, could make good use of part or all of the proposals. One thing is certain, with 40, 30, 20 or just 10 ideas retained and rationally implemented, the various forms of the noticed and much decried inertia are going to be diminished and, Cameroon would continue, with certitude and serenity, the move towards emergence.

The level of language used under such circumstances, is very simple and the presentation less scholarly, so as to ease ownership thereto by each and everyone. This is why there is deliberate omission of annexes and bibliography.

Finally, it should be asserted that, the successful implementation of this strategy would require some commitment: that is, breaking away from past approaches and embracing this strategy; thus, the need for leadership to pilot the change. It is now time to act, if future generations must be protected. The world is changing, Africa is advancing too. Cameroon should therefore be running!

Barnabé OKOUDA
The Co-ordinator

Introduction

The institutional and economic reforms, carried out by the Government of Cameroon in the recent years, were essentially aimed at creating the enabling conditions to bolster the national economy to be open and competitive as well as assigning a determinant role to the private sector. The reforms contributed to maintaining the macro-economic stability, creating conditions conducive for investment and boosting the positive growth rates. Despite this upturn, the incidence of poverty is still a cause for concern and the level of human development is still insufficient.

Capacity-building is today considered one of the main challenges to be met in order to accelerate economic growth and improve significantly on the living conditions of the people. The urgent need for capacity-building is therefore an eminently political and strategic issue to be resolved. Cameroon's National Capacity-Building Strategy (NCBS) comes on the heels of other reference frameworks (the economic development vision by 2035, Growth and Employment Strategy Paper (GESP), sector strategies). The NCBS is thus presented as necessary basis for support to such different frameworks, that is, it lays down the foundation for a holistic system that will enable the success of other more specific strategies.

Beyond its polysemic nature, the capacity concept refers to skills, resources, incentives, systems and organizational structures, as well as a generally favourable environment, which allows individuals, enterprises, organizations and countries to plan, implement and monitor their own development. This stimulates autonomy that results from the abilities of persons, enterprises and organizations to make good choices and so carry out activities which would enable them achieve the objectives that they had set for themselves. It therefore entails the capacity to identify and analyse problems, seek relevant solutions, apply them and then ensure follow-up.

The NCBS is in line with the cross-cutting vision, since it concerns all other strategies, serving as a solid foundation. Therefore, the success of any strategy depends on the exigency of capacity-building from three dimensions in accordance with the ACBF approach, to which it would be important to add a 4th for three reasons, viz.: (i) taking into account some cultural and socio-local or endogenous considerations; (ii) generate value added; and (iii) contributing fully to the economic and social advancement of Cameroon.

Capacity-building, from the perspective of sustainable development for Cameroon, is not an exclusive realm of the State. It falls within the sphere of shared governance. The State should thus play just the role which is its own. It is therefore incumbent on other national stakeholders as well as Technical and Financial Partners (TFP) to play properly their own part. All stakeholders' adherence and commitment to this national policy are so indispensable for its successful implementation.

Beyond analysing the various speeches made by the President of the Republic of Cameroon, this piece of work ensues from a broadened consultation with different stakeholders and segments of the society, for nearly two years. After analysing the data collected within the various government services, different groupings of the private sector and the civil society, digging into important documentation, the analyses and synthesis made here were backed by several national experts, on the one hand, and those of the ACBF Foundation, on the other hand, under the co-ordination of CAMERCAP-PARC.

This four-chapter document opens with a brief reminder of the context and motivation of its production (Chapter I); prior to an analytical review of the situation of capacities, according to the ACBF prism (Chapter II); Chapter III, which may be considered as the heart of the document, dwells on the four programmes spelt out in forty different priority actions; and the implementation, monitoring and evaluation frameworks then conclude it, Chapter IV.

Chapter 1: Context and Justification

1.1 International Environment: Prioritizing Capacity-Building

Since the end of the 80s and the major raw materials crisis experienced by Africa, African Governments as well as some Technical and Financial Partners (TFP), following some analyses, agreed on being the driving force for their economic and social development through capacity-building for human beings and institutions.

As a matter of fact, it seems that the only way out for Africa to take advantage to improve on public policies in order to accelerate growth and then increase incoming foreign aid was to eradicate institutional deficiencies and skill deficits. It became particularly urgent to set up efficient institutions and skills in the area of both economic and social governance, so as to properly carry out the relevant programmes and Poverty Reduction Strategies (PRS) and achieve the Millennium Development Goals (MDGs).

On this count, several initiatives were thus started to promote capacity-building in Africa.

a) African Capacity-Building Foundation (ACBF)

The African Capacity-Building Foundation (ACBF) was set up in February 1991 thanks to the combined efforts of the United Nations Development Programme (UNDP), the World Bank and the African Development Bank (ADB) as well as a certain number of bilateral fund donors and African Governments. The ACBF was thus mandated to ensure capacity-building for analysing the policies and management of development in Africa South of the Sahara. The main goal here was to make sure that every Sub-Saharan African country was having a battery of high-level economic policy analysts and development managers, as well as the necessary institutions to retain and then maintain them.

Today, ACBF has several partners, amongst whom are 34 African member-countries, 13 non-African countries and about ten multilateral bodies. It operates in 46 different African countries.

As a leading capacity-building institution in Africa, ACBF provides an institutional framework to satisfy the needs of the continent in terms of human and institutional capacities.

The strength of ACBF lies in its capacity to make complete and sustainable contributions intended to satisfy main needs of capacities within the public sector, which is cardinal in the area of analysing macro-economic policies and management of development. In 1999, the mandate, set objectives as well as scope of action and the magnitude of the activities of the Foundation witnessed some expansion, thanks to the decision of the Board of Governors to include a new initiative for capacity-building

- the African Capacity-Building Partnership (ACBP) - within the Foundation, so as to give it the profile of active participation intended to generate some visible, positive, structural and sustainable changes within the development aspect itself.

For its 20th anniversary, ACBF came up with the launching of its third Strategic Medium Term Plan (SMTP III) for the period 2012-2016 in order to meet the exigency of adapting its approach to national and regional new contexts and to be more flexible in its response, while improving on its efficiency and in developing its own capacity to get involved in new fields and then get itself ready to meet future challenges.

ACBF's Third Strategic Medium Term Plan (SMTP III), 2012 - 2016.

- **Vision:** Being the African premier institution par excellence in partnership with other capacity-building stakeholders, in order to promote good governance and poverty reduction in Africa.

- **Mission:** Building sustainably the human and institutional viable capacities for poverty reduction in Africa.

- **Objectives:** Building new capacities, and as well strengthening and better using, i sustainably, already existing capacities. Some viable human and institutional capacities which are within key public sectors, in the interface areas of such a sector, including the private sector and the civil society, in training and research institutions, as well as within regional organizations so as to stimulate economic growth and then further the fight against poverty, ensuring good governance and Africa's effective contribution to the global economy.

- **Strategy:** Mobilizing and then providing financial, intellectual, information support, and with regard to research in capacity-building in Africa within the framework of the main areas of intervention of the Foundation and promoting the Foundation's emergence as an expert institution. Encouraging ownership by the stakeholders of a participatory and open approach to capacity-building and management of development, a good co-ordination of interventions and a holistic approach to the capacity-building process, as well as promoting partnerships to this effect.

Source: ACBF

b) African Development Bank (ADB)

The ADB's new vision makes the Bank to be seen today as the principal development stakeholder in the Africa region and its increasingly diversified contributions ensure a wider coverage of areas, starting with designing, follow-up and evaluation and not leaving out implementation.

The African Development Bank thus positions itself as a major capacity-building pillar in Africa. To the ADB, "capacity-building is a requirement for development in Africa. It is for this reason that development stakeholders, who are governments, development partners, the private

sector and the civil society, must put the issue of developing skills at the centre in their interventions”¹.

It was thus proper for the Bank to have conceived for itself an internal capacity-building strategy, in 2010, piloted by the African Development Institute (ADI), its specialized organ for such tasks. The implementation of this programme aims at consolidating the role of the Bank as an institution of knowledge, thereby contributing in the same light to capacity-building in its Regional Member-States within the framework of designing policies and managing development.

Moreover, the ADB is one of the donors that finance the ACBF. Its contribution, on the international arena, to development issues as well as its regained credibility have enabled it, for nearly 10 years, to meet up with the group of Breton Woods institutions for reviews as per Article 4 of the Statutes of the International Monetary Fund (IMF) as well as the World Bank.

Following an agreement reached with the IMF, the Bank provides a platform to satisfy the demand for strengthening capacities in the field of macro-economic management, development and supervision of the financial sector, economic statistics collection aimed at facilitating the designing and evaluating policies. The ADI therefore proposes, in partnership with the International Monetary Fund, some courses on these key fields.

c) New Partnership for Capacity-Building in Africa

According to the New Partnership for Capacity-Building in Africa, initiated by African Governors and the World Bank in 1996, capacity-building should be thought out within the framework of an overall effort involving all sectors and segments of the society. To be sustainable, capacity-building should be in line with an integrated process, where emphasis would be laid on adherence to it, civic commitment and assimilation of knowledge. Such an endogenous process should be considered as part of the vibrant society (from the perspective of democracy and participation) that should encompass a social transformation project and be founded on systems of values that allow for a greater rallying of stakeholders and then making beneficiaries responsible.

For this to happen, it should be envisaged at three interdependent levels: individual, institutional and societal. At the individual level, it entails giving each person opportunities that would help them to initiate or undertake a constant learning process. At the institutional level, it requires strengthening existing capacities rather than creating systematically new structures. As for the societal level, it involves supporting the society’s transformation process by creating opportunities to enhance the already existing capacities and assisting them to develop fully on their own. Capacity-building, must be based on knowledge; in order to rectify the disparities involving knowledge; school doors should be opened to all and people given opportunities to learn throughout their lives. Basic education is the solid foundation for any active population that is in good health, qualified and ready to adapt to its environment. Continuous training, for its part, would give any country the necessary means to evaluate, adapt and apply constantly new forms of knowledge.

¹ Prof. Mthuli Ncube, Vice-President, Chief Economist, African Development Bank

d) French Development Agency (AFD)

With regard to most of the ADF-financed projects and which warrant some organizational changes, the AFD, upon request by its partners, brings in various forms of support for capacity-building. Such support could be at different phases of the financing process (diagnosis, strategy-designing and its implementation, evaluation and capitalization, etc.). Considering its importance within the development process and the frequent demands from its partners, the AFD has made capacity-building support an activity of its own right. A devoted team has thus been in control since 2009, conducting operations related to this cross-cutting issue.

e) United Nations Development Programme (UNDP) and the MDGs/SDGs: Improving on Living Conditions through Capacity-Building

If human development is the functional mandate of UNDP, the means used to carry it out is therefore capacity-building, which UNDP defines as the process through which individuals, organizations and the society do acquire, develop and maintain their required aptitudes in order to achieve their own set development goals. Working alongside governmental entities, the civil society and other partners in 166 different countries, UNDP endeavours to buttress human development by assisting people to access various forms of knowledge, experience and resources, which would enable them to improve on their living conditions. UNDP therefore considers capacity-building as its own major contribution towards development. The main instrument, guiding its efforts and joint activities with other development partners, is the 2008-2011 Strategic Plan, which recommends that all UNDP counselling policy, its technical support, advocacy activities and contributions, aimed at ensuring consistent development, should target and then arrive at a real improvement on the people's living conditions as well as choices and opportunities that are available for them. Such improvement on their living conditions should thus be achieved by 2015, through achieving the Millennium Development Goals (MDGs). However, the Post-2015 Agenda envisages transforming the MDGs into Sustainable Development Goals (SDGs).

Agenda 21 of Rio

Agenda 21 of Rio (Rio de Janeiro International Conference on the Environment) was based on innovative concepts that revolve especially around looking for a greater participation of the different social stakeholders in the decision-making process and options for the control of constraints related to vital capacities, by way of information, training and awareness-raising for all development stakeholders. In the spirit of the Agenda 21 of Rio, information, training and awareness-raising for all stakeholders is an essential means to guaranteeing their full involvement in the decision-making process, which entails their future. Agenda 21 sets the guidelines and objectives of capacity-building by stipulating in its action-plan principles that *“the ability of a country to embark on the path to sustainable development depends largely on the capacities of its people and institutions as well as its ecological and geographical conditions”*.

As a matter of fact, negotiations on the Rio Conventions, whether on climate change, desertification, or biodiversity, showed that Francophone African regions do not have a

Group of critical-thinking leaders, who have a mastery of the cross-cutting approaches, which are required for sustainable development. Lack of information, on Agenda 21 and the Rio Conventions, is particularly accentuated in Francophone African countries compared to the English-speaking ones. Such a situation could be explained by the fact that in most of such countries, preference has been given to typically administrative channels of information and awareness-raising programmes. Yet, achieving Sustainable Development Goals requires the existence of a new generation leaders, who are competent, in terms of expertise and institutions, and are sturdily experienced in the global and dynamic aspects of environmental problems as well as can likely exert direct influence on their country's policies and action programmes.

f) Other Agencies of the United Nations System

Other agencies of the United Nations System are equally working hard on capacity-building, either concretely with co-ordination by UNDP/UNDAF-CPAP, or specifically within the framework of their agenda of country cooperation with Cameroon.

The different implemented projects and programmes encompass more or less a capacity-building phase in one of the following three areas (institutional, human or material). There is thus the preparation of planning documents, training based on developing skills in conjunction with acquiring logistics for office automation or travelling.

g) The International Monetary Fund (IMF) and the World Bank (WB)

The IMF devotes a greater share of its human and financial resources for technical assistance and training. Such activities focus on the primordial capacities of institutions in the areas of macro-economics and finance as well as, where need arises, they are coordinated by other organizations. Its covered areas encompass administration and public finance, development of the financial sector and statistically sound systems. The assistance is intended to help member countries in their endeavours for reforms and achievement of the development-set objectives. Special attention is paid on technical assistance, in support of capacity-building, for it is a fact that it is usually capacity-related constraints that are a problem.

1.2 National Environment: Government-Implemented Series of Economic Polices

Generally, the economic development trends of Cameroon since the advent of the economic crisis of the late 80's until now could be divided into four main phases, viz.: (i) the structural adjustment phase (1988-1993); (ii) the recovery phase (1994-2003); (iii) the poverty reduction strategy phase (2003-2006); and (iv) the new development strategy phase since 2006.

- *The Structural Adjustment Phase (1988-1993)*

After implementing the five-year development plans which were able to take Cameroon to an appreciable growth rate, the economic crisis gradually set in with the drastic fall in the prices of our main export products (cocoa, coffee, oil, etc.), depreciation of terms of trade, thereby leading Cameroon into a crisis of indebtedness due to its inability to ensure debt servicing.

Cameroon, under the auspices of fund donors (IMF, WB), was put under the Structural Adjustment Programme, whose objective was to restore fiscal balance, geared for debt sustainability and return to external viability.

In the course of implementing the Programme, the economic policy was characterized by a reduction in budgetary deficits, compounded by a decline in investments, restructuring of enterprises with an important programme of privatising public enterprises. What then followed were the unfavourable socio-economic consequences, characterized by a negative growth rate, restricted subventions and expenditure within the social sectors or even drastic salary cuts for state workers, thereby leading to generalized impoverishment of households and the economy.

- *The Recovery Phase (1994-2003)*

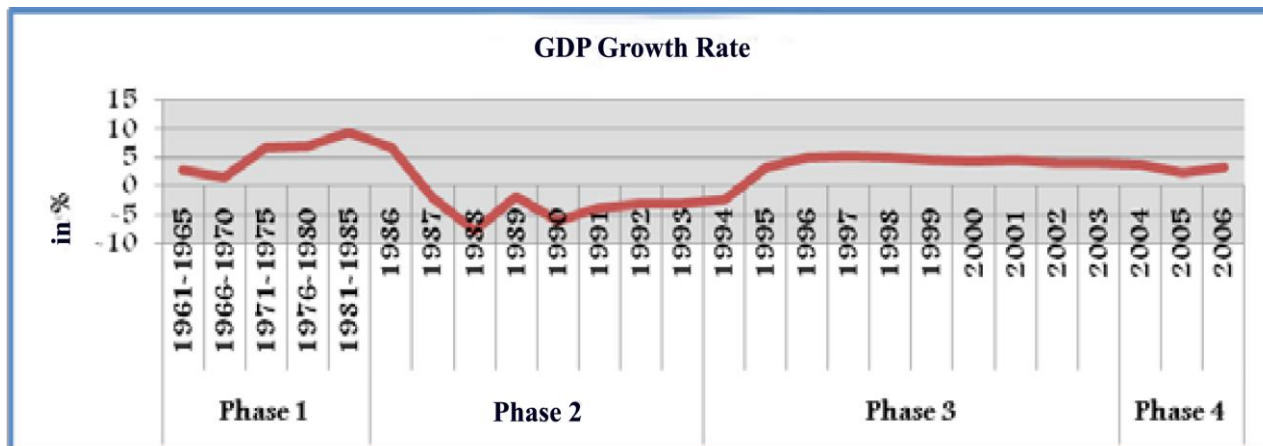
This period corresponds to the return to economic growth following the devaluation of the FCFA that ushered in returns of exports. During this phase, Cameroon was subject to two main triennial programmes: (i) the Enhanced Structural Adjustment Facility (ESAF: 1997-2000), which helped in the attainment of the decision point of the Heavily Indebted Poor Country (HIPC) Initiative and Poverty Reduction Strategy Facility (PRSF: 2000-2003), which gave way to the preparation of the Poverty Reduction Strategy Paper (PRSP).

The implementation of these programmes generated resumption of growth and fiscal consolidation.

- *Poverty Reduction Strategy (2003-2006, 2006-2009)*

This economic policy was marked by the implementation of the PRSP and continuation of structural reforms, leading to the attainment of the HIPC Initiative Completion Point in 2006. Government action was thus concentrated on social sectors (education, health), with the aim of achieving the Millennium Development Goals (MDGs).

During this period, the intermediary PRSP was being implemented and thereafter the complete PRSP.



Implementing this strategy however coincided with growth rates that were lower than those of the previous phases.

Figure 1: Evolution of Economic Performances of Cameroon (1960 – 2006)

Source: NIS

- **Growth and Employment Strategy (2009-2013)**

In 2009, the government adopted the 2035 Vision, which is aimed at making Cameroon become an emerging country by 2035. The Vision's implementation is anchored on the Growth and Employment Strategy Paper for the 2010-2020 period. This Vision focuses on the following objectives:

- increasing the average annual growth rate to 5.5% over the period 2010-2020;
- reducing the underemployment from 75.8% to less than 50% in 2020 with the creation of tens of thousands of formal positions per annum; and
- reducing the income poverty rate from 39.9% in 2007 to 28.7% in 2020;

To achieve these set objectives, the government relies on a growth strategy and an employment strategy. The growth strategy, for its part, envisages mainly the development of infrastructure and modernization of the production system. As for the employment strategy, it is based primarily on decent job provision and adequately matching it with labour demands.

However, the weak link of this chain is the lack of a good response to the question of: **WHO DOES what and with which instrument for achieving the goals of the GESP?** It is therefore this question that the NCBS attempts to provide some answers in four different ways, following the

ACBF-advocated approach to capacity-building.

The economic growth, recorded by Cameroon in recent years, could be attributed, inter alia, to some significant political, economic and social reforms implemented by the government. As a matter of fact, the implementation of the PRSP enabled, especially, the macro-economic balance to be restored and macro-economic stability to be maintained, through the implementation of the adjustment measures, salary deduction, and reduction of the lifestyle of the State.

Successive evaluations of the implementation of this strategy, however, give room for highlighting the existence of many lapses and shortcomings: the general pattern for growth lagged behind the rate expected to substantially reduce poverty; the employment situation remained particularly worrying; the unemployment and underemployment rates were still high, especially amongst young people, who constitute the most important age bracket of the population of Cameroon.

In order to correct such highlighted shortcomings and lapses, and take into account the long term concerns for the economic development of Cameroon, the PRSP was thus revised, and this led to the Vision 2035 as well as the Growth and Employment Strategy Paper (GESP), which covers the first decade, 2010-2020.

The reforms undertaken by the State, within the framework of implementing the GESP, targets, amongst other things, accelerating growth, carrying out major projects for infrastructure, modernising the national productive system so as to render it more efficient, training a more solid human capital, capable of generating growth, and ensuring: (i) a more offensive and innovative booming trade; (ii) a solid foundation for financing investments; and (iii) vocational training geared towards better results. The reforms are equally aimed at professional integration through transparent employment of the greatest number of job seekers on the market, strengthening individual rights and public liberties as well as managing public affairs, making leadership really efficient, an effective monitoring thereby necessitating the full participation of all stakeholders and a structured piloting of the monitoring process.

Furthermore, the GESP sector strategies were designed by government officials, taking into account some strategic guidelines. Also, some measures, intended to ameliorate governance, were taken. Such measures targeted the reduction of administrative procedures and the fight against corruption.

Despite these reforms and this relative improvement, the social deficit persisted. The growth rate is still below the level expected to substantially reduce poverty. The low consumption of credits remains a major concern. The balance sheet on the eve of the deadline for achieving the Millennium Development Goals (MDGs) by 2015 reveals an overall delay which is a challenge.

Several factors could explain this relative failure of public policies implemented by the government, particularly, the weak operational capacity of the governing system and the system of production. The capacity situation in Cameroon actually reveals that these policies are still very weak with respect to institutions, human resources as well as organizational and logistics resources.

All these shortcomings are a serious challenge to the effective recovery of growth and achievement of goals of the GESP and the Vision. Hence, the need to support the achievement of these Major reference frameworks, through a capacity-building strategy, which is the subject of this document.

1.3 Concepts and Approaches on Capacities

1.3.1 *Problem of Knowledge and Expertise*

Cameroon's education system has for a long time, since independence, prioritized general education (based on the accumulation of knowledge) to the detriment of technical and vocational systems of education. The direct consequence is the high number of graduates from higher institutions (more than 10 thousand per annum), who unfortunately find themselves on the job market without the required qualification, a good avenue for youth unemployment and underemployment.

It would be important to reverse this "non-profitable" model by providing these young people with meaningful and adequate capacities for their self employment. That is to say the aptitudes to ensure their growth and survival as free and intelligent species, by transforming their world or, at least, their environment.

Cameroon, just like other African States, has no other option than to comply willingly with or be compelled to do so within such an overall context of primacy of knowledge at the heart of the knowledge economy, as a system (or sub system) driven by national variables, which are all found to be deeply driven by knowledge. Societies and economies have become cognitive; the performances of many Asian countries are a clear testimony of this. Expertise is the foundation and cement of this real economic and social development process. The expertise precedes, supports and follows up the development actions since they have sector or macro-economic character.

1.3.2 *Knowledge and Skills*

Any form of knowledge acquired obviously leads to the availability of a skilful labour force, which could be defined as "being implemented in the occupational status, if know-how ensures the exercise proper of any function or activity." Skill entails four dominant elements:

- i. knowing how to mobilize: for it is not simply a matter of possessing knowledge or abilities in order to be competent; but it equally requires knowing how to make use of this knowledge when appropriate and in appropriate circumstances;
- ii. knowing how to combine: as matter of fact, the professional must know how to select necessary items from the available resources, organize them and use them to carry out successfully any professional activity;
- iii. knowing how to transfer: for any skill is transferable or adaptable;
- iv. proven and recognized know-how, for skills presuppose the testing of any reality (Schumpeter's Creative Destruction).

If the term, individual skill, is frequently used, even if it is not yet stabilized, the use of collective skill has already become or is incessantly becoming developed. In reality, team skills may not be reduced to total individual skills that make them up. Skill depends largely on the quality of interactions that develop between people's skills. It is therefore obtained through experience, test of realities and collective training. It is a holistic concept.

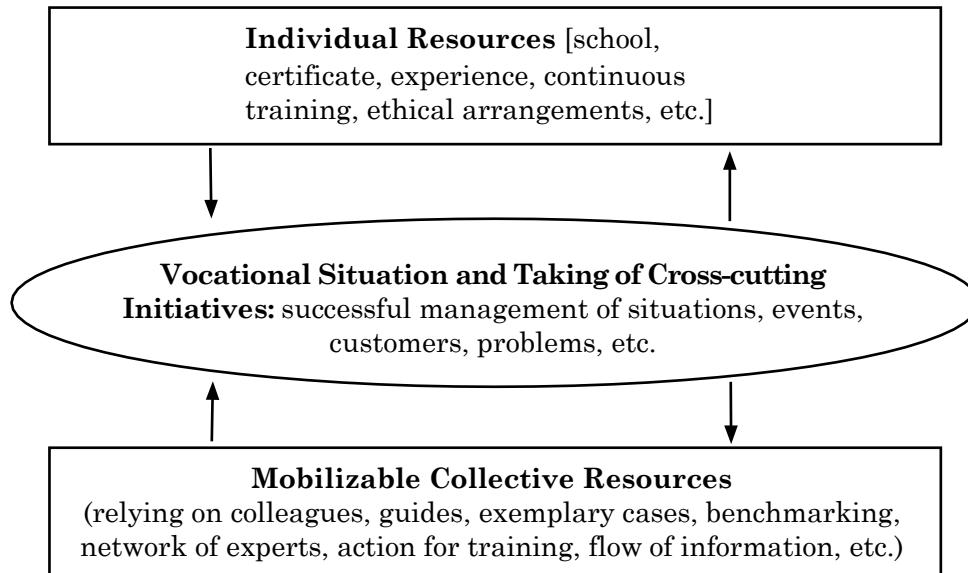
1.3.3. Qualification and Skills

In terms of expertise, it is of utmost importance to make clear distinction between qualification and skills. Specialists, in this regard, say that:

- qualification is like a toolbox, that is, resources related to knowledge, know-how and behavioural patterns; a person is only qualified in relation to a given position and to the specific tasks to be accomplished; it is the qualification which therefore positions the worker in the production chain or work organization;
- skill is the way any worker in any given situation makes use of his certificates and to become responsible, know-how to take initiatives when faced with professional problems: this is practical intelligence. As a matter of fact, knowledge is not in itself productive, it is not only applied but mobilized in order to understand, act and interact effectively. Thus, the ability to take initiative is central insofar as skills are concerned.

Skills have for long been equated to the capacity to hold a position or have knowledge. This can no longer be the case. It is not because a person has a professional certificate or that he was trained that he can act skilfully within work expandable contexts, which are increasingly characterized by unprecedented events and activities. Being skilful entails incessantly being able to manage complex and unstable situations: knowing how to adapt.

Figure 1: Logic Skills (Zafaria Figure)



1.4 Capacity-Building: Outlines and State of the Art

1.4.1 *Concept of Capacity*

According to the African Capacity-Building Foundation, capacity encompasses the ability of people, organizations and the society at large to manage their business successfully. As for capacity-building, it is the process that enables people, organizations and the society as a whole to start, create, develop, adapt and maintain skills in over time. It is easier to conceptualize capacities by answering the following question: Why do we need capacities? We need capacities for individuals, organizations and companies to set goals and then achieve them, to budget on resources and use them for the agreed purposes, and to manage complex processes and interactions that characterize a political and an economic system that is functioning well. These capacities become more tangible and effectively strengthened within the context of specific development objectives, like: providing services to the poor; implementing reforms in the educational system, public service and healthcare; improving on the climate for investments in the small- and medium-sized enterprises; and empowering local communities for a better contribution to the public decision-making process, peace-building and conflict resolution (ACBF, African Capacity Indicators Report, 2011, pp 33-34).

In general, capacity-building encompasses all activities aimed at facilitating, together with stakeholders, the consolidation of their capacities at the levels of individuals, organizations and institutions, so as to enable them to evolve and get adapted to new requirements of the context in order to play their own role within their system of governance.

1.4.2 *Capacity-Truncated Approaches*

For decades, there have been the capacity-truncated functional approaches, whose key aspects are as follows:

- the training phase has often been taken for capacities as a whole; the outcome has thus been frequent confusion about training and capacity-building, which both are indeed two different activities;
- more emphasis has for long rather been laid on individuals and not on the institutional and organizational framework;
- the slow maturation of institutions is not sufficiently taken into account when supporting, at the required time, the appropriate capacity-building programmes;
- analysing needs instead of meeting the real demands and local experiences is rather merely contented with stating what needs to be done (or guessing what needs to be done) by the Technical and Financial Partnership that provides the financing; whereas it was supposed to be an endogenous research.

In the concept as defined above, at the individual level, the emphasis that was laid on the “acquisition of knowledge through action, and the development at the end of more effective practices” gave little room for the capacity to create for the benefit of capacities to manage and execute. This situation has two important consequences:

(i) it has not favoured a full development of the required capacity to design projects and programmes as well as the full measurement of the requirements for a favourable institutional environment or not, and (ii) most African countries by dint of their double heritage of slavery and colonization were brought to renounce their cultural roots by adopting imported cultural values.

1.4.3 *The Various Components of Capacities*

Truly speaking, capacity-building should be considered and implemented as a true compact, where the different essential components are inter-dependant and practically brought in to support each other and to form a chain of components of capacities. Such components constitute the natural atoms of the molecule of capacities. The experience of concrete development and systemic analysis suggests that the compact is comprised of 5 (five) critical components which are:

a) *Training*: Training and all that it entails, in its various forms and at different levels and beneficiaries, in its aspects of continuous training, is indeed a single component, probably necessary but not sufficient for capacity development. It is sometimes wrongly considered as synonymous with capacity-building. If thereby isolated, excluding other equally essential factors, training thus becomes counter effective. It is only a part and not all the capacities.

b) *Systems*: They are indispensable in conveying the skills acquired through training in conditions of performance and efficiency: it is the normative and regulatory dimension; these are the procedures and internal organization of methods, “processes” of producing goods and services, etc. Systemic components of capacity are modes of operations that render an individual, organization, a community or network fit, which facilitate the exercise of any skill; just as a surgeon in a hospital system that operates well, can equally work well.

c) *Logistics*: This entails means, equipment, and work tools. For without such resources, the most advanced knowledge and know-how would not be able to apply their capacities to produce the goods and services expected of them and thus satisfy adequately any customer demand. For without proper equipment, the most competent surgeon would not be able to work well.

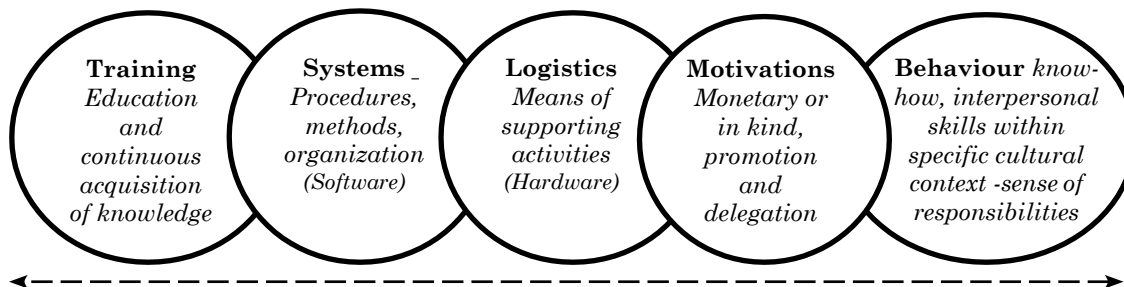
d) *Motivations*: They encourage capacities to optimize and encourage them to remain faithful to work and strive for excellence for better pay. They are external and could even be monetary (competitive salaries, allowances, commissions, etc.) or non-monetary (congratulations, encouragement, advancement, promotion, public recognition, through decorations, etc.)²

e) *Behaviour*: Professional behaviour is a component of capacity in the effective use of knowledge; it forms the passing from knowledge to know-how or interpersonal skills. It is met in some specific cultural contexts of constraints; for instance the difficulty or even impossibility for any young and brilliant executive officer to go against the views of his immediate boss because of the traditional respect that the young must show to their seniors.

² In the absence of external motivations it is noticed that there is internal motivation, of more moral, spiritual nature or of attitude motivation; the motivations correspond to those which intrinsically make the person himself; his own decision on how to conduct his own life; such motivation considered integral and permanent is expressed even if the external conditions are not met.

These components could be used as tools for designing and analysing, monitoring and evaluating demand and supply for products of development and capacity-building. The demand or supply for capacity will be flexible and target more specific needs and those related to the most wanted components (deficit or malfunctioning). They are elements of the internal and integrated system of capacities. Good ideas, acquired through training without attendant means, remain ideas that are impossible to implement.

Figure 2: *The Chain of Components of Compact Capacities*



The above figure which illustrates the compact approach suggests that capacity is a force which is part of a chain and a source of information and energy at the service of skills.

The one-sided flow of information, which today characterizes ties between African countries and the rest of the world, penalizes them on grounds of capacities to conduct and succeed in efforts aimed at strengthening the effectiveness of their partnerships. This is why it is important that the efficiency of information be sought with determination.

All these capacities are organized into three different levels (types or dimensions) which are:

- institutional capacities which include mainly structures;
- organizational and technical capacities concerning logistics and systems;
- individual capacities which are of several categories: (i) creative capacities; (ii) management and development capacities; and (iii) implementation capacities.

The creative capacities involve people who are capable of imagining, setting up an activity or coming up with a new product or adding value to any existing one. Such capacities are vital to the development process, since they indicate the potentials for creating wealth, generating innovation and development. The management and supervision is also essential because it is the basis for the development and performance of different creations. The implementation capacities come in to complement both previous ones so as to generating true development. They entail the acquisition of preliminary skills and mindset of rigour and seriousness.

In addition, the capacities could be analysed from various dimensions, amongst which particular note should be taken of gender (women, youths, the elderly, sociologically specific groups, etc.).

1.4.4 Widening the Definitions and Approaches

The concept of capacity, which is increasingly used to guide public programmes and support from donors, has evolved alongside the more general model to become a broader reference framework which is defined as the ability of individuals, institutions and corporations to put together and achieve set objectives, exercise functions and solve problems.

In this broader perspective, strongly supported by the UNDP, ADB and ACBF and major bilateral donors, the ultimate goal of capacity-building programmes is therefore: to help train more qualified individuals, to create institutions that are more effective and better adapted to needs, and create an environment more conducive to achieving set development goals.

A key message is the importance of going beyond the simple transfer of skills and encouraging local initiatives, strategic decision-making, accountability systems as well as a culture of learning and innovation. In the model claimed by African stakeholders and adopted by an increasing number of fund donors, although its activities are focused on individuals, organizations, institutions and the society as a whole are often differentiated; they further produce interdependent and complementary results. Capacity-building is not just a matter of incentives and behaviour, but also of skills and systems. Far from being a simple technical exercise, capacity-building is deeply rooted in the political economy of any country.

Given the different initial conditions in terms of readiness for change in the political economy, demand and incentives, the approach to be adopted for capacity-building varies per country. Measures that produce good results generally meet specific factors for change, or at the request of organized groups, within a given national context.

In some countries, it is possible to follow a more general approach, where there is a strong consensus, a general desire to succeed and some capacity are already in place, while in other countries it is necessary to adopt a more selective approach in order to gradually build the required capacity, from what is called “entry points”. It is important to incorporate capacity-building in development, at both local and national levels, which warrants decentralization and local development.

At the institutional level, the phrase “institutional capacity” refers to the facilities of any country in terms of administration and management, particularly in the implementation of economic and social policies.

Instruments and tools for capacity-building are very diverse and, amongst others, include: training, access to and dissemination of information, avenues for exchanges, facilitation and support, counselling support, mentoring schemes, inter-organizational collaboration and networking, feedback and capitalization of experiences, institutionalization of already tested approaches, etc.

In order to better respond to the contextual problem in the case of Cameroon in relation to the requirements of the moment, it appears necessary to consider the three dimensions of capacity-building as determined by ACBF and include a fourth one thereof. This fourth dimension is based on taking into account local cultures and traditions in the development process. As a matter of fact, no country in the world has developed independently of the realities in its territory. The so-called emerging countries today would confirm this. Cameroon cannot therefore be an exception.

1.4.5 State of the Art and Key Stakeholders of Capacity-Building in Cameroon

Up to now, capacity-building had generally involved spontaneous and specific training modules, seminars, workshops and practicum sessions organized by the TFP; programmes and projects devoted for capacity-building in some specific areas; and the use of consultants and foreign expertise in carrying out certain activities. And as a result, there have been insufficient or inadequate skills and expertise needed to carry out major developmental projects, and this has led to dependence on foreign expertise.

The consequences are thus the inertia and shortcomings decried by the Highest Authority of the State, in his address to the nation, on 31 December 2013, and all previous speeches relating thereto. The need for capacity-building therefore arises in the three main dimensions spelt out by ACBF, to which a fourth, on cultural practices, should be added.

At this juncture, the capacity-building concept is revisited by all stakeholders striving for better life with the State, both central government and its local and regional authorities, the private sector, the civil society and the TFP.

For failure to arrive at a consensus on a standard definition and a well-defined scope, each stakeholder thus adds his own view thereto. Consequently, it becomes difficult to make any pertinent analysis. Although, one thing is certain, all are concerned with this exigency.

In the near future, a methodological approach to get a practical definition of capacity-building and its magnitude, proposed by CAMERCAP-PARC, will be disseminated by ACBF. For the moment, the situation could briefly be presented as follows:

- ACBF has been very active in Cameroon since 1998, contributing to several national and sub-regional projects and programmes: i) Economic Policy Management Training Programme (EPM); ii) Capacity-Building Project for the Economic and Financial Management of Cameroon (CAMERCAP); iii) Capacity-Building Programme for Control Structures in Cameroon (CASC); iv) Capacity-Building Programme for the Network of Women Fighting Against Poverty in Cameroon (CAREF); v) Civil Society Capacity-Building Project for the Prevention and Management of Conflicts in Central Africa (PROGESCO); and vi) Regional Debt Management Training Unit for Central Africa and Western Africa (Pôle-Dette).
- The World Bank has financed technical assistance for the drafting of the PRSP. In the area of institutional capacity-building, activities of the World Bank and the International Monetary Fund focus on the management of the macro-fiscal policy,

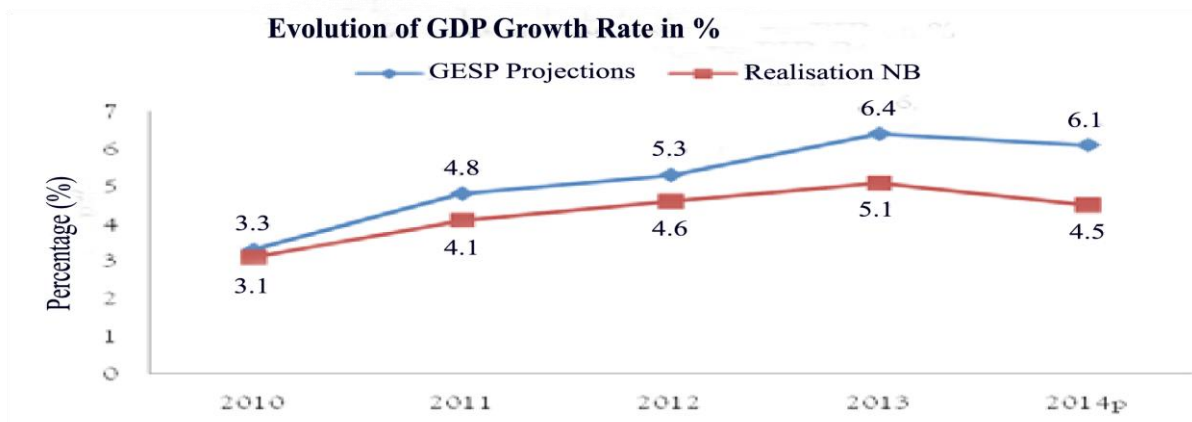
finalising the structural and institutional reforms, preparing the State budget and managing public expenditure, reforming the treasury systems, government accounting and information, streamlining short-term expenditure, ensuring sustainable macro-budgetary systems for social security, using information technologies in fiscal/customs administration and management of public expenditure, transferring skills to the lower administrative rungs, basic statistics, computerizing and developing databases and information systems.

- The African Development Bank is also involved in the financing of development policies and projects. Over the years, it has become one of the prime partners of Cameroon insofar as official development assistance is concerned. All its projects and programmes include a capacity-building aspect, but without isolating it to be a specific component.
- The European Union, first development partner of Cameroon, and its bilateral cooperation European partners (AFD, GIZ, SNV, etc.) are also actively involved here.
- Finally, the United Nations System, through its various Agencies, as key stakeholders, equally participates in promoting capacity-building for Cameroon.

1.4.6 The Need for a National Capacity-Building Strategy

After four years of implementing the growth and employment strategy, the conclusion is obvious that Cameroon is still far off the target. The expected growth path is not followed and, worse still, there is deviation from the trend. The logical consequence is that the set objective was missed out, within the first 1/3 process of implementing the GESP. It would therefore be imperative to review the basis of this policy, at least, in its implementation phase, in order to get back onto the rails towards emergence.

In reality, one of the overall GESP objectives is the acceleration of growth that should be around 5.5% on annual average between 2010 and 2020. Since the beginning of the implementation phase of the GESP, although the pace of economic growth is not in line with the growth rates prior to the period of the strategy, the growth was below expectations, particularly, for the last three years, that is 2011, 2012 and 2013. As a matter of fact, the economic growth rate in 2010 was 3.3% better than the 3.1% projected by the GESP. It was 4.4% in 2012 as against 4.1% in 2011. Thus, over the 2010-2012 period, the observed average annual growth rate of the economy was 3.9% while the central trend of the macro-economic mechanism of the GESP predicted 4.4%. The 2013 projections are 5.1% as against the 6.4% forecasted by the GESP.

Graph 2: Evolution of Economic Growth Rate Since 2010

Source: GESP, GESP Monitoring Report, NIS

p = projections

Despite the generally positive breakthroughs, there are still a number of problems to be solved. The execution of major projects witnessed some belated start due to lack of capacity, not only in the preparatory phase, but also at the level of execution itself. Other key considerations were not sufficiently taken into account during the period of execution, notably, the level of public investment, which remained low and attracted less FDI, inadequate consumption of funds or implementation of reforms of the public contracts code, which still has some problems.

Also at the sector level, generalising sector/ministerial strategies is still not a reality. In addition, it would be necessary to strengthen the handling of the issue of employment, which is rather an integrating problem; for today's signals, if at all they are carrot, do not signal the right pace of getting back on track.

Given such a situation, it would be necessary to build capacities of the entire system, in order to optimize development programmes. This is the *raison d'être* of designing the National Capacity-Building Strategy. This capacity-building will consist of programmes covering each point of the system. By adopting this holistic approach to capacity-building, the Government is undertaking to ensure the success of the policy, by shunning too often truncated capacity-building approaches. The NCBS should thus be a long participatory process marked by the preliminary work and various consultations, so as to ensure broad ownership. The exercise would have been made easier by the existence of preliminary work that is all existing frameworks for reforms in this regard. The NCBS is therefore a consensus strategy.

Chapter 2: Analysis of the Situation of Capacities in Cameroon within the Framework of the GESP and Vision 2035

“[...] With the GESP, we have a trend chart. Now is the time to act. Our short-term priorities are well known, namely: to correct our growth curve by creating jobs and maintain a high level of performance over several years in a row. To this end, we need to set timelines on our roadmaps and strictly adhere to them.

It will be absolutely imperative that we address the causes of our weaknesses by removing sticking points, areas of dispersion and duplication [...]

(Paul BIYA, 31 December 2013)

The mixed results obtained while carrying out and monitoring/evaluating projects/activities during the 1st period (2010-2013) of the GESP, offer the opportunity to ask the question who is doing what with regard to the implementation of the Growth and Employment Strategy.

It appears that the implementation of the GESP is being done in a haphazard manner, with too many stakeholders acting in very different ways, without any clue on the same subject or same domain.

More specifically, the lack of coordination of capacity-building tends to dilute the effectiveness of the funds allocated to this activity, with two major consequences:

- **No transparency in the activity:** Since it is not well-defined or is poorly defined, there is no global vision of the capacity-building activity in Cameroon. At the level of the State, the mobilised resources are not subject to any specific follow-up, which can give rise to misuse. The structuring of the activity is so unclear that it is impossible to assess the robust distinguishing indicators and to give a reasoned judgment. The budgetary nomenclature does not give room, presently, for the identification of a specific line of action for capacity-building.
- **Low apparent effectiveness of activities:** Although there are no specific data on the subject, it is clear that the capacity-building goals have not been achieved. The observation of institutions, human resources and financial resources reveal a good number of shortcomings which significantly compromise the productive system’s capacity to meet up accordingly. This is reflected in the inertia and inefficiency of Government services which have strongly been deplored.

2.1 Human Capital to be Boosted

The achievement of the goals of the GES and Vision 2035 according to the optimistic scenarios is based on the economic and social performance indicators (growth rate, poverty rates, access to basic social services, length of roads, housing, etc.). However, these performances cannot be decreed. They cannot be obtained by magic. Women and men are needed to implement actions that will generate these results.

Unfortunately, findings reveal that this is what the GESP and Vision 35 failed to describe. The question is therefore simple: what human resources / human capital are needed now and in the future for this to be achieved?

In the final analysis, it should be admitted that schools and training centres must resolve these development problems and concerns, starting with our environment, where there is urgent need to revise the training curricula in general and focus on training in science and technology.

The education and training system in Cameroon has experienced rapid expansion in recent years, because of the bold public policy put in place and the opening up of the sector to private initiative. Considerable efforts are being undertaken by the Government to provide the country with a quality system of education and training (basic education, secondary education, vocational training, professionalized higher education, continuing education, etc.). Despite these efforts, the skill needs of the national economy have not yet been met. The gap is in quantity and quality. It conceals gender disparities and is also observed at the managerial and entrepreneurial level.

i) Insufficient quantities and qualities: The main weakness of human resources exists in terms of matching profiles with posts.

Regarding quality, creativity is not the first characteristic of State employees for example, who are concerned primarily with management and implementation tasks. In fact, when the situation is observed at the national level, it is seen that the taking of initiatives is not specifically encouraged. This situation explains why some senior executives are reluctant to take initiatives which they alone will assume the consequences, in case of failure, and for which they will not be compensated enough, if successful. This situation poses the problem of the lack of motivation and the working conditions of the personnel, as well as the generally low level of remuneration of civil servants.

ii) Disparities between men and women: Gender issues, in terms of the quality of human resources, are characterized by a marked disparity between men and women, even if significant remediation efforts are being made. Women, at various levels, are fewer or are not always given the same responsibilities as men. Women, to a large extent, are less educated and less qualified,

particularly in the technical fields and within companies. Their promotion is not as obvious as that of men. However, the dynamism of women is very remarkable in the informal sector, where they take initiatives, demonstrate a fighting spirit and succeed. In general, these disparities are greatly due to the existence of socio-cultural constraints that greatly penalize women.

iii) Low managerial and entrepreneurial skills: In various structures, there are high expectations for the enhancement of skills and management of the personnel. Therefore, the component “human resources management” should be enhanced at the level of the Department of Human Resources, which has just been created in ministries. The recent creation of these departments should better clarify posts of responsibility; ensure predictability of adequate human resources and their optimal use.

Finally, and in order to get out of this impasse, the methodological approach proposed as a solution, is quite simple but solid. This means each sector of activity will need to:

- identify all necessary trades and the required levels of skills (from the skilled worker to the design and applied research personnel);
- make a demand-supply analysis with projection in time and space to determine gaps / shortages and deficiencies to be filled up;
- determine, for each profile the number of persons to be recruited/to attain in terms of critical mass after counting the number of persons already recruited (following the density of the task);
- complete each sector or ministerial strategy that is existing or underway through this component on the identification of human resource needs from the bottom to the summit with projections over time (a similar exercise had already been conducted in statistics);
- put in place, with the entire education sector, contingency, immediate and far-reaching actions so as to adapt teaching and training to these needs identified from the bottom to the summit, with strong inputs on the entire strategy and policies of the sector: revision of curricula, introduction of new cycles and training units, etc.

2.2 At the Institutional Level

It is increasingly recognized by the national and international community that Cameroon has difficulties with its public institutions. This state of affairs makes public authorities to lose all credibility because this gives rise to cacophony and, therefore, leads to bad governance which affects the entire system.

Cameroon seems to be very special in proliferating its institutions, as if the creation of an additional structure was the appropriate solution to the problem identified. Not at all!

For a population of 20 million inhabitants, the Cameroonian Government’s architecture has 38 ministries (and more than 60 members of Government and persons ranked as such) whose missions

appear to be overlapping. So much time is lost talking about it and trying to solve the problems of conflicts of competence and boundaries of responsibility. In the end, nobody does anything and this is inertia.

In its branches, other Governments services and public institutions, the same phenomenon is lived with acuteness. Furthermore, so many Committees, which are placed under the Prime Minister's Office and in sector ministries with various themes, play the just same role.

Table 1: Some Illustrations

No.	Area	Stakeholders Identified	Observations
1.	Management of investments	MINEPAT, MINMIDT, MINPMEESA, MINEE, MINJUSTICE, MINDCAF, MINTP, other technical ministries; SNI, API, ANPME, BMN, CARPA, New Agency for the Promotion of Economic Zones, Competiveness Committee, One-Stop-Shop, CFCE, CCIMA, etc.	More than 20 stakeholders
2.	Management of the	MINFOP, MINEPDED, MINADER, MINEPIA, MINMIDT, MINEE, MINEPAT, ANAFOR, etc.	About ten stakeholders
3.	Management of employment issues	MINEFOP, MINTSS, MINFOPRA, MINJEC, MINPMESA, MINADER, NEF, ONEFOP, NYC, PIASI, PAJER-U, etc.	More than ten stakeholders
4.	Management of the anti-corruption fight	NACC, ANIF, CONSUPE, CC-CS, ARMP, MINMAP, Inspectorates General of Services, Observatories of ministries, Ministerial Committees, Follow-up Units, etc.	Coordination is difficult to manage
5.	Statistics	NIS, BUCREP, BUNEC	A rare case in Africa
6.	Private sector/ employers	CCIMA, GICAM, MECAM, ECAM, CAREF	
7.	Civil society/ Trade unions	17 registered trade unions and all are professional trade unions	

Other cases could still be cited.

From another angle and still in relation to the institutions and structures of authority (it goes without saying that the press is the fourth power), we can see a plethora of structures as shown in the tables below.

Table 2: Media landscape of Cameroon, December 2013

	Number
Radio stations	121
Television channels (officially declared)	18 ³
Cyber Press Organs	39
Print Media (registered newspapers)	644

Source: NCC

Table 3: Political Party landscape in Cameroon, December 2013

	Number
Political Parties	282
Political Parties represented in the Senate	07
Political Parties represented in the National Assembly	07
Political Parties represented in Municipal Councils	14

Source: MINATD

Compared to other countries with the same level of development and even to those that are more populated and more developed, the case of Cameroon seems to be quite unique.

³ upon observation, this number is far beyond that shown on the screens

Table 4: Number of ministerial portfolios per group of countries (judgmental sample)

	Countries	Team Leader	Number of substantive ministries	Delegates/ Secretaries of State	Population 2013 (millions of inhabitants)
1.	GFR	Angela MERKEL, Dec. 2013	14	//	83
2.	Japan	Shinzo ABE, Jan. 2013	17	01	127
3.	USA	P (OBAMA) +VP	15	//	321
4.	France	Jean Marc Ayrault	21	16	64
5.	United Kingdom	David CAMERON	22	6	63
6.	Canada	Stephen HARPER	26	13	35
7.	Sweden	Frederik REINFELDT, 2010	23	0	10
8.	Belgium	Elio Di RUPO	12	6	11
9.	Brazil	P + VP	24	6	201
10.	Singapore	Lee HSIEN LOONG	17	//	05
11.	Malaysia 15 May 2013	PM (Minister of Finance)	25	25	30
12.	Turkey 19 March 2012	Recep T. Erdogan (+ 04 VPM)	21	0	75
13.	Argentina 2013	P+VP+Head of Cabinet Ministers	16	02	42
14.	Mauritius 15 Nov. 2013	PM RAMGOOLAM	24	//	1,2
15.	Korea, 2013	PM, CHUNG Hong-won	17	//	49
16.	Tunisia	PM, Ali LARAYEDH	28	//	11
17.	Morocco	10 October 2013, Abdelilah BENKIRANE	24	14	33
18.	Gabon	Raymond NDONG SIMA, March 2012	17	12	02
19.	Chad	PAHIMI DEUBET, November 2013	32	8	13
20.	Senegal	Aminata TOURE, 2 Sept 2013	32	1	14
21.	Kenya, 2013	P (Kenyatta)+VP+Coordin. Gov't Work	18	0	45
22.	Burkina Faso	Luc Adolphe TIAO, 2 Jan. 2013	29	4	17
23.	Côte d'Ivoire	D. KABLAN DUNCAN, 22 Nov. 2012	28		21
24.	Ghana	P (John MAHAMA DRAMA) + VP	25	25	26
25.	Cameroon	Philemon YANG 9 Dec. 2011	38	23 + about 20 ranked as such	22

Source: Website French Diplomacy & GeoHive.

Key: Grey = developed countries / dark grey = emerging countries / white = developing countries / black = Cameroon

Without needing any special expertise, it is easy enough to admit that the setting up of many institution fragments and decision-making centres scatters scarce resources, leading to inefficiency. In the case of Government's architecture, the porous boundaries between sectors generate conflicts of competence and divert the energies of stakeholders, who spend time stepping on the toes of others, instead seeking for results.

Capacity gaps are thus reflected at the level of coordination of public policies and those of institutions themselves. As an illustration, we can mention the following:

i) Problems of coordination of existing public policies: There are always well-thought out and well designed public policies, but coordination problems persist. In Cameroon, the coordination of development actions is very often handled through the establishment of inter-ministerial monitoring committees, etc.

The institutional mechanism that has been put in place must undergo various innovations in order to strengthen political dialogue and ensure greater convergence of views on public policies. The Government has therefore provided the ministries, which did not have, with a sector strategy or policy to ensure that they go operational, notably the GESP. All ministries today have sector policies likely to give more visibility to their work and increase their efficiency. The existence of these policies clarifies budgetary resource requirements and their use. The existence of an impressive number of policies and sector strategies demonstrate therefore that the country has, nevertheless, the capacities for public policy formulation. However, monitoring the implementation of these policies, according to the results-based management (RBM) require available and competent human resources. It is the responsibility of public authorities to look for the most suitable motivation system to reconcile different interests, taking into account its ambition to promote the results-based culture. Such a mechanism would ensure the effectiveness of public policies.

The best example, which is both the cause and effect of this situation, is instability and the size of the Government architecture which is at the origin of the malfunctioning of the system (overlapping and conflicts of competence, inertia, etc.)

ii) Inadequate institutional capacities: The performance of structures for the management as well as monitoring and evaluation of policies is generally low due to inadequate ownership of development programmes, professional capabilities and equipment.

Moreover, the Paris Declaration on the effectiveness of development assistance (2005), as well as adjustments made in the Accra Conference in 2008 and BUSAN (2012), confirmed the need for capacity-building. The application of the key principles of ownership, alignment, harmonization, result-based management and mutual accountability requires, obviously, the capacities to take initiatives and action. Partner countries are thus called upon to strengthen their own development capabilities. The capacity to plan, manage and implement policies as well as programmes, and then report their results, is an essential element for the achievement of development goals.

iii) Achievements in terms of institutional capacities: Nevertheless, it should be noted that significant achievements have been made despite the above noted shortcomings. These achievements are at different levels. At the level of the management of public finances and the economy, there has been the setting up of a new budgetary nomenclature, an integrated public expenditure system, a State integrated accounting system, an inter-administrative network and a single form for the declaration of all taxes and fees. To these should be added the Integrated Civil Service Management and Payroll System, the system of management and analysis of the public debt, the customs computerized system, as well as the introduction of the programme budgets.

2.3 At the Organizational and Programmatic Level

Cameroon went back to planning from the beginning of 2000 with the first triennial programme before returning to the PRSPs and sector strategies. And in the process, since the Paris Declaration in 2005, the country adopted the RBM as a planning principle.

Now, all the strategies, policies and programmes are designed according to this model. But when observed, it is so horrendous to notice that this process and methodology experienced pitfalls in their ownership. Everything happened as if the drafting of a document for planning following the RBM was sufficient in itself; whereas this is only the beginning and not the end in itself. As a matter of fact, there seems to be satisfaction with documents that have been well designed and without concern about their implementation and expected results. The design and adoption of reforms are not enough.

Upon observation, the weak link is unfortunately implementation. The reason is that our approach, to planning following the RBM, fails to highlight that **the results must take time into consideration. On the due date, a result not achieved is not and will not be achieved. It must be seen as a failure.** We cannot behave as if we had all the time ahead of us.

Another obvious reason for this state of affairs that has an impact on our organizational model, is the absence of the culture of sanctions (positive or negative / reward or punishment) after assessment. Having understood this, all the major institutions (the World Bank, African Development Bank, ACBF, etc.) created in their organizational chart, a department in charge of assessment, responsible for the measurement and verification of the activity results. Such a department is of course different from the one in charge of the control and auditing of finances and accounts.

As an illustration, in late 2013, that is 4 years after the launch of the implementation of the GESP, it was noticed that the results achieved departed from the path of the expected growth. It is therefore urgent to react by adjustment, of either the objectives, stakeholders, or both at a time. This analysis remains valid for all the strategies, policies and programmes of the country.

At the conceptual level, it was noticed that the EMPLOYMENT dimension was not sufficiently elaborated in the GESP. The key considerations for the implementation of the GES were met for the most essential and for the institutional implementation framework (cf. GESP, paragraph 524, P. 126). It is impossible to remain indifferent to this situation! Action is needed!

2.4 Endogenization of the National Development Approach

Cameroon is known for its agro-ecological diversity, its biodiversity and its extraordinary structure of a mosaic of different peoples and cultures. About 236 ethnic groups have been living together peacefully for ages. This is an exception, a model and an example. This peculiarity is in itself a great wealth. Thus the slogan, “Africa in miniature”! It was expected therefore that, once all these assets are organized and regulated within the institutional context of decentralization and associated with a coherent and relevant policy of regional development, Cameroon would become a “champion” in development based on endogenous authority which gives it a natural, competitive and comparative advantage over the other countries in the region.

Unfortunately, the national development approach seems to lack cultural roots and this endogenization gap is a source of non-appropriation and so there is no durability and sustainability of the progress made. While all developed countries and newly industrialized countries have laid their emergences on the local social and cultural foundations, embedded in the development process, our model seems to ignore our special values, yet envied by others. The concepts of the African family, solidarity and sharing seem to be defeated by selfishness and individualism following the Western model. It is public interest which receives a serious blow with the race for personal enrichment, which is the cause of corruption and other social ills both decried by the Head of State and the entire society without behaviours changing.

The NCBS is attempting to lay some foundations to enable accompanying specific sector strategies to be realized.

2.5 Identification of Strategic Choices

The NCBS is a cross-cutting strategy that is only interested in the way it supports and reinforces the other strategies. There is therefore the need to highlight the foundations and the levers that will improve the implementation of other strategies and thus their success. The strategic choices to be identified within this context take into account this requirement and it stems from two preliminary steps: the definition of guiding principles and identification of the key points on which the strategy is based.

2.5.1 Objectives of the NCBS

The objectives of Vision 2035 require that special attention be put on the main results of the action of public authorities, which will reveal the capacities that will be needed as a priority. Hence, the main objective of the NCBS is as follows: **enable the nation of Cameroon to have enough capacities to successfully carry out its development programme and reach the stage of an emerging country by 2035.** This involves constantly meeting the capacity needs to design, conduct and control the full and sustainable development policies of the nation of Cameroon for it to become an emerging country by 2035 according to the Vision Document and the GESP scenarios.

Specific Objectives: The specific objectives primarily concern the connection between the strategy and the main socio-economic policy reference framework under elaboration, namely the GESP.

i) Capacity-building and the realization of the Vision: Capacity-building is attendant process that enables other more specific/targeted strategies to succeed. Cameroon has a global vision of the society which must inspire all sector or thematic development strategies. National strategic policies, in fact, revolve around the long-term vision (2035), in which is found the growth and employment strategy, covering the first decade of the vision. Its implementation involves the mobilization of all national, institutional, human and organizational capacities.

Cameroon's Vision is stated as follows: "*Cameroon: An Emerging, Democratic and United Country in Diversity*". This determination to make Cameroon become an emerging, democratic and united country in its diversity has four general objectives, namely: (i) alleviate poverty to a socially acceptable level; (ii) become a middle income country; (iii) become a Newly Industrialized Country and (iv) consolidate national unity and democracy.

The NCBS intends to make its contribution to the achievement of the objectives of the global vision of the Cameroonian society, by targeting the realization of a society of knowledge and know-how, concerned with creating added value in the process of production of goods and services, in specific quality products that can be sold in the local, subregional and international markets.

The institutional capacities, referred to here, are related to institutions (in terms of rules) and systems. Organizational capacities concern programming and logistics globally. With respect to human capacities, they are capacities to create, manage and carry out activities (development policies, projects and programmes). The capacities to create require persons who can imagine, create an activity or a new product or generating value added to what exists already.

The challenges and stakes of the NCBS therefore fall under development and not under operating mechanisms. This auxiliary strategy cannot have a real end in itself: it is rather the manner in which it strengthens the others which is important. There is therefore need to highlight the way in which it will improve the other strategies.

ii) Capacity-building for ownership and production of the GESP: The recent experience on development has shown that all countries that have become emerging countries are those that were able to formulate and implement coherent development policies. In Cameroon, the Government elaborated the Growth and Employment Strategy Paper (GESP). The current challenge remains its satisfactory implementation. One of the major challenges for Cameroon is, therefore, to develop and build its endogenous capacity of ownership and implement the GESP. However, if the latter has explicitly described the objectives and expected results and even the costs of carrying out the selected projects and activities (MTEF and PAP), the greatest challenge is determining precisely the actors/stakeholders. The GESP does not say who does what? And with who?

iii) Capacity-Building and implementation of sector strategies: It should be noted that there are several sector policies (often a set of Ministry policies, where appropriate) in Cameroon that have in principle been brought together in the GESP. The main challenge is to ensure consistency between them. This state of affairs is certainly better than the situation of lack of sector policies, but it still has risks of inefficiency if there is no inter- and intra-sector harmonization and if they lack dynamic convergence. Ensuring such consistency and convergence, through institutional and human capacity-building, thanks to the NBCS, is a major challenge which should not be underestimated.

iv) Capacity-building and development policies: Although capacity-building, as a cross-cutting theme, is present in the development policies, programmes and projects of Cameroon, in practice it remains a generally truncated concept. In most cases, it is limited to its sole training component, in other words, its human resources dimension. It is therefore up to the NCBS, to meet the challenge of a shared and standardized vision of the concept of capacity-building in its holistic definition, and its effective integration into development policies, programmes and projects. This leads to the inevitable and objective review of the budget nomenclature of the State.

v) Capacity-Building and Coordination of Programmes and Projects: There are several capacity-building programmes and projects in Cameroon, requiring the involvement of many external, bilateral and multilateral funding agencies, campaigning to coordinate them through an appropriate framework, insofar as their global impacts on the national economy remain low. Also, the stake of the NCBS, at this level, will be to allow capacity-building activities to be coordinated in Cameroon, so that each will benefit from the achievements and advantages of the others in progressive consolidated synergy [cf. *lists of projects and programmes in activities since 2010 in Cameroon*]

vi) Capacity-Building and Training: Human capacity-building necessarily involves increasing individual skills, taking into account the actual demand of profiles, which are required for the carrying out of development activities. The skills, required to guide and match training and education with actual demand, remain low. The result is a plethora of unemployed graduates and many workers without the relevant qualification. A major challenge for the NCBS is to build such matching capabilities between demand for and supply of education / training, and introduce in education, a career and business guide in line with market realities.

vii) Capacity-Building and Gender: Greater empowerment and involvement of women in development activities, as well as the effective and proper use of available human resources, especially in public administration, are issues that must be addressed by the NCBS. Furthermore, the involvement of the various sociological components of the country in public affairs is a criterion for the elimination of discrimination and the laying down of provisions to ensure greater social cohesion necessary for the emergence of a viable State.

viii) Capacity-Building and the Use of Material Resources: Faced with the high needs of material resources, the solution would be an optimal use of existing capacities. This involves, firstly, the use of ICTs and, secondly, experimenting with pooling, leasing, exchanges, purchasing offices, with respect to

the provision of infrastructure and logistics. Such approaches require organizational and anticipatory capacities and this is a challenge to the NCBS.

ix) Capacity-Building and Development of the Private Sector: The private sector is seen as the driving force for economic development and the establishment of enterprises under the growth and employment strategy. As a matter of fact however, its contribution to the achievement of the objectives of this strategy is partly dependent on a conducive environment for the development of the activities of enterprises. Therefore considerable efforts are still needed from both the State, to continue carrying out reforms aimed at improving the business climate, and the private sector itself so that it can truly play its own role.

2.6 Guiding Principles

i) A Holistic Approach to Capacity-Building: Capacity-building must be approached holistically, taking into account at the same time, the institutional, human and organizational dimensions. This approach involves the use of a comprehensive approach to identifying the capacity-building needs, from methods like the SWOT (Strengths, Weaknesses, Opportunities, Threats), CENA (Capacity Enhancement Needs Assessment) or SMI (Success Motivation International).

Capacity-building should be considered and implemented as a true “compact” where the various essential components are interdependent and in practice required to support each other and form the “chain” of capacity components; a compact, based on the experience of real development and systemic analysis, is made up of five elements that interact with each other: training, system, logistics, motivation and behaviour.

The ultimate goal of capacity-building is to achieve sustainable development. It is a continuous and sustainable process that uses participatory practices. Since sustainable development is the work of public or private stakeholders through institutions or civil society organizations (State, enterprises, civil society, etc.), capacity-building makes itself out as a rational approach guaranteeing the effectiveness, efficiency and, therefore, the sustainability of institutions and organizations. Also, development programmes or projects, such as capacity-building, are to be carried out in an economic, (acquisition of quality inputs at the lowest cost), effective (reduction of costs per unit of output) and efficient (obtaining the result through the acquisition of the product) manner.

The capacity-building for a country, is closely linked, following the final analysis, to its economic and social development objectives. It is a process through which economic and social development stakeholders work towards the setting up of a social, economic and political environment that facilitates the development of their capacities to carry out their respective tasks. Any country would have strong capabilities, when its leaders succeed to formulate economic development policies (economic growth, poverty reduction, education, health, feeding, etc.) with the participation of public and private stakeholders, and to implement them effectively with the participation of these same stakeholders.

Thus, considering the welfare of the population as the ultimate goal, in order to remain practical and

adopt methodologies used for capacity-building in Cameroon, it is necessary to focus on the tasks at hand, the stakeholders concerned and the skills to be developed. The NCBS aims at establishing an effective State and a committed society so as to achieve this.

In fact, a stronger and more committed civil society, including the private sector and local communities, capable of organizing and participating in the decision-making process while holding public authorities accountable for development policies, instruments and the results expected of programmes, and a State that lays emphasis on much skills and incentives and the rules of the game and behaviour, may interact within a context of mutual responsibility to achieve growth, reduction of poverty, social justice, empowerment and peace.

Table 5: Conditions required for carrying out any development action

Types of Capacity	Description	Possible Solutions
Institutions	Laws, texts, procedures, management systems, conventions, endogenization of the development process	Institutional development: new statutory instruments, incentive for change, new social contracts, conventions, attitudes, incentives for change, etc.
Human Resources	Understand the task, role, rights and responsibilities	Training
	Technical skills	
	Know-how, professional experience	Exchange of experiences, twinning, practical training
Organizational Resources	Logistics, infrastructure, tools and technical materials	Projects, budget, financing
Cultural Dimension	Traditions, local environment, customs, attitudes, culture	Local and socio-cultural environment integrated as a development foundation variable

ii) Emphasis on Job Creation: The effective use of existing human capacities enables these capacities to be developed. It is therefore essential to include employment as a priority in the development policies, programmes and projects. Employment should no longer be treated as an exogenous element of development policies and programmes, but must be a central issue. Unused capacities cannot develop their skills, whereas the development of skills is a crucial factor to make companies adapt to the changing economic and environmental conditions. The development of skills can stimulate innovation, strengthen productivity, boost economic competitiveness and support inclusive development approaches.

iii) Promotion of Entrepreneurial Capacities to Create Wealth: At the entrepreneurial level, the formulation of development policies, contained in the GESPP that describes the private sector as a driving force for development, is from the point of view of acceptance, very theoretical. In practice, the primacy of the institutional system of the State on all stakeholders, including enterprises, is a daily reality with its effects of unfair competition, administrative red tape and non-respect of its

disengagement from production sectors. This destroys capacity-building for the development of enterprises and entrepreneurs. The effective recognition of the role of the private sector and individual entrepreneurs in the development process will be a condition to lead a critical mass of persons towards this difficult job and cause real failure in capacity-building among entrepreneurs themselves.

iv) *Emphasis on Education and Training on the Basis of Actual Local Demand:* Basic education is the foundation for an active population, which is healthy, qualified and quick to adapt. We must therefore make it accessible to all, to give more opportunity to increasing the human capital. In addition, Cameroon is used to having a disjunction between its training and the job market. Some jobs are being done by persons who have had no training and those who have been trained find it difficult to get a job. Yet, education and training are essential in order to meet the development challenge. It is necessary to ensure that knowledge available constantly and permanently. In other words, school doors must be open to all, giving opportunities to persons to continue learning throughout their lives.

v) *Recognition of ICTs as an Empowerment Factor:* The recognition of ICTs as a powerful tool for capacity-building, acceleration of technological progress and the constant strengthening of competition make permanent training more indispensable than ever before. Cameroon will only benefit from the wealth of knowledge available in the world if it acquires the technical skills required to search and select ICTs suited for its use, assimilate and adapt them once imported.

vi) *Taking the Gender Dimension into Consideration:* Taking the gender dimension into consideration enhances the capacity-building strategy and makes it to last longer. This ensures that all segments of the population may get involved in capacity-building actions and benefit from the fallouts.

vii) *Enhancement of Individual Capacities:* At the level of individuals, the fact that many do not have the requisite capacity to take care of themselves or those who have this capacity have rather developed a spirit of depending on others for assistance, can be explained by the low awareness of the unlimited potentials each person is endowed with and the lack of knowledge of his development tools. The consequence of this situation is inability to exploit this potential for the benefit of imagination and creativity for the establishment and achievement of personal and professional objectives. The enhancement of individual potentials, as a strategic gateway to capacity-building for creating a critical mass of persons capable of taking care of themselves economically and socially, should be the cornerstone of the NCBS.

2.7 Formulation of the Strategy

The challenges and stakes of the NCBS fall under development and not operational mechanisms. It is rather the manner, in which it strengthens the other strategies, that is important. Hence, the need to highlight the way in which it will improve the strategies. To achieve this, the vision of the NCBS is defined as follows: *“Institutional, human and organizational capacities sufficiently developed to generate value added and contribute fully to the economic and social advancement of Cameroon”*.

2.8 Strategic Areas

In the light of the foregoing, the NCBS which lend supports to the reference frameworks (Vision 2035, GESP, sector strategies, etc.) is aimed, in the medium- and long-term, at developing human, institutional and organizational skills in public and private sectors as well as in civil society organizations, so as to contribute substantially to reducing poverty through a more beneficial social growth. The NCBS incorporates this objective into the global vision of Cameroon's development, its stakes and challenges, its guiding principles. Specifically, the NCBS can be divided into the following 4 priority areas:

Strategic Area 1: Optimization of Human Capital Management

Compared to countries of the sub-region and generally in Africa, Cameroon has a large stock of human resources both in quantity and quality. But, the management of these resources is a problem and prevents them from reaching the optimum take-off critical mass.

With its youthful population and a high enrolment rate, the number of graduates from national and foreign training schools is a source of envy. How come the country, with so many trained human resources, is not able to achieve the critical mass to boost its endogenous development?

Another analysis, with regard to human capital, highlights the leadership gap. It is admitted and recognized across the continent and the world that Cameroon has human resources that are well trained, with a better enrolment rate in Africa and an impressive number of graduates from primary to higher education. There is also a large number of leaders, both inside and in the diaspora. We can still deplore and regret that there is a leadership gap. In fact, the country lacks, curiously enough, real charismatic leaders, that is, persons who, because of their knowledge, know-how and charisma, are able to inspire others and help them to assume or manage changes leading to progress. This presupposes and requires self-sacrifice, willingness to make sacrifices and an exaltation of basic human values (probity, worship of effort, perseverance, selflessness, etc.).

The promotion of leadership therefore involves all the chain links of the society if we want to achieve it. Our analysis shows that it is a constant. Each developed country and the emerging countries, today, have been able to know the real leaders in the various sectors of national life.

The National Capacity-building Strategy intends to open the reflection on actions aimed at finding the winning combination in the management of resident and non-resident national skills. The Government should, in this regard, work for ownership and leadership concerning the building of human capacities. To achieve this, all technical assistance and any training offer should be consistent with national development priorities (cf. Paris Declaration 2005).

To boost the private sector in its role as the driving force for growth and sustainable development and obtain/achieve a critical mass to ensure the realization of major projects of the GESP, the methodological approach would start with an overview of the different fields and specialties / estimates of needs/projections and prospects, and highlight the skills not knowledge.

All of these actions should lead to the reactivation of initiatives such as the Observatory of National Human Resources both inside the country and the diaspora. The implication/requirement is the revision of the training curricula of the educational system in order to adapt them to the needs.

Strategic Area 2: Improving the Capacities to Design, Programme and Implement relevant and effective Development Policies

Cameroon has ratified several international conventions, agreements and treaties, as well as joined various international initiatives for the promotion of governance, human rights and sustainable economic and social development, etc. On the other hand, Cameroon is recognized as a country, on paper, with the best legislative and regulatory instruments. Although national and international opinion also agrees and recognizes that our difficulties concern primarily the implementation of these laws. The Head of State himself has on several occasions described this situation as inertia. (cf. Speech of 31 December 2013 and past speeches).

The National Capacity-Building Strategy therefore aims, in this area, at giving more coherence and convergence in the pooling of national intelligence in the designing/planning/programming, implementing and monitoring and evaluating phases of sustainable development policies and projects at the economic and social level.

The GESP intends to make the private sector the driving force for growth. Growth itself will be sustainable and inclusive. This will imply a fair redistribution of the fallouts of this growth amongst the population through i) decent jobs for all, especially the very young persons and ii) good quality social infrastructure and well distributed throughout the country.

It is important, in this regard, to support the definition, development and implementation of strategies for the promotion of entrepreneurship for the benefit of the private sector. On another level, facilitating the development and implementation of action plans, capacity-building for monitoring and evaluation of government policies by the civil society is essential.

To achieve this, the country will win by developing skills in negotiation of agreements/conventions and contracts, taking full advantage of such aspects as proposed by the third edition of the Africa Capacity Indicators Report (ACIR 2012).

Strategic Area 3: Improving Institutional Governance in the Public and Private Sectors and Civil Society Organizations in order to Stimulate the Streamlining and Efficiency of Actions

The actions to be taken within this framework are primarily intended to streamline the conceptual approach of the organic architecture of government services and public institutions or those with public interests to serve as a model for example. This optimisation aims ultimately at obtaining substantial gains in terms of synergy and coherence in action and decision-making in the management of public affairs.

In fact, it is important as in the Paris Declaration on Aid Effectiveness, to opt for an alignment of the results by streamlining operations, and then stakeholders and by cause effect, intervention structures.

In the political sphere, for example, the civil society is, in this regard, particularly challenged to use advocacy so as to obtain from groups of parties 10 training courses at most, if we want to achieve the

desired effects (alternation, counterweight and control of government action).

For the private media sector, it is clear that the advertising market is reduced to such an extent that it cannot fund all the newspapers and press organs. The immediate consequence is that the media is enslaved and works only for money, which leads to the lack of credibility. Whereas, through a pooling of scarce available resources, a critical mass for change or propulsion can be reached.

Similarly, requirements like administrative civic-minded attitude and meritocracy are required in public administration. These demands necessarily require reforms which will enhance institutional capacity-building.

Strategic Area 4: Aligning Development Choices with the Local Environment for an Endogenization of the Process and Results

Cameroon opted for territorial decentralization, the strategic management plan of the State following the Constitutional Revision of 18 January 1996. Territorial decentralization is a system of administration which enables a human community to govern itself under the control of the Central Government, giving it a legal personality, its own authorities and resources. The process was started and it is still going on.

For the time being, the development approach seems to have no cultural roots and this endogenization gap is a source of non-ownership and therefore progress does not last longer and is not sustained. In retrospect, for the past 20 years, it has not been easy to identify achievements, understood as **PROGRESS**. The roads that have been constructed “quickly deteriorate” after a short time. Diseases that had disappeared are re-surfacing, Cameroonian cultural products and the Cameroon destination as a country of tourism fails to portray this asset beyond our borders. The Cameroon label is not being displayed. In short, poverty resists dropping to the global level.

Upon analysis and observation, it has been noticed that all developed countries and newly industrialized countries built their emergence on local social and cultural foundations, embedded in the development process.

Decentralization and local development could therefore be the cornerstone for promoting development, democracy and good governance. Regional development, which is based on all the actions and interventions, policies or techniques, aimed at ensuring, in time and space, a proper distribution of the population, constructions, economic and social activities, taking into account the natural and anthropogenic constraints, would be an important lever which will satisfy the requirements of development, which is culturally appropriate, socially acceptable and environmentally sustainable. By capitalising on the purposes differentiated from domains, regional development focuses on sustainable development around the notions of complementarity and solidarity, notably, between major cities, secondary cities and the countryside.

Chapter 3: Priority Action Plans

Would we be unable to do what some other countries comparable to ours have done or are doing? I do not think so. [...] What then do we lack?

(Paul BIYA, 31 December 2013)

The analysis of facts at the national level and good practices seen elsewhere gives us the strong impression to think and say that what is lacking for us to successfully take-off towards emergence, are the bases for action, the foundations of our structure. Cross-cutting conditions to reach the critical mass of combustion for flight. A summary of these requirements is presented below.

In the form of a contingency or preliminary plan, the NCBS proposes 40 priority measures to be taken in order to ensure that the strategy works, under four programmes according to the four capacity-building dimensions that we have selected. The four strategic areas are divided according to three capacity-building dimensions laid down by ACBF (institutional, organizational, human capital) to which we add a 4th dimension on the *local or socio-cultural community* approach.

The 40 proposed ideas are actions with the least cost or almost zero in order to eliminate **the risk of the price to be paid**. The main input and the primary condition for the required achievement will be the willingness of actors and the support of stakeholders.

The 40 ideas do not come back to the actions of the sector policies but focus on the cross-cutting measures, and are capable of having rapid and significant impacts as well as are able to boost all the sectors and, therefore, the GESP.

The 40 ideas are neither revolutionary nor extraordinary. They are practical and realistic. They are simple and intelligible. Our commitment is to organize and structure them on the assumption (actually admitted) that they should enable the country to take off for the target that have so much been talked about. Thus, the challenge is avoidance of myths/slogans, like **Health for all by the year 2000 or Education for all**, which were once, and are still, the watchwords.

Two Powerful Symbols of Humanity to Take us There

The four dimensions translated into four programmes can be designed or perceived as four cardinal points making the world. They each contain 10 priority actions. They do not claim to be exhaustive or exclusive, but can be equated to 10 foundation pillars to support the GES structure. 10 pillars like the 10 fingers of the hand to build the world, or like the Ten Commandments of the Torah, the basis for the organization of the desired, and perfect, world by the Creator.

Programme 1: Adoption of an Integrated Approach to Human Capital

Macro Result 1: The country has adequate human capital to fully realize the GESP programmes and reach the stage of an emerging country

Macro Action 1: Establishing mechanisms for the efficient and effective management of available human capital potentials.

- **Priority Action 1:** Promoting leadership in the academic training/apprenticing curricula in order to awaken in all segments of the society, individuals capable of generating change and progress by leading the grass-roots masses;
- **Priority Action 2:** Adopting the primacy of know-how and interpersonal skills over academic knowledge (vast knowledge) in implementing policies;
- **Priority Action 3:** Assessing the needs in skills per profile in all sectors of activity and working out the required training and updating plans (adapt the training curricula to the needs of the country);
- **Priority Action 4:** Diversifying the paths of acquisition of skills (academic classics, vocational training, learning, including alternation), with emphasis on science and technology;
- **Priority Action 5:** Stepping up professional training to at least 50% (in the whole educational system) to give the necessary qualifications required to implement the GESP and Vision 2035;
- **Priority Action 6:** Updating and ensuring that the Law (1998) on school orientation goes operational/is applicable and making the practice of bilingualism systematic. Taking advantage of the bicultural and bilingual nature of our country;
- **Priority Action 7:** Laying down a career profile per trade and establishing transparent measures for promotion based on meritocracy;
- **Priority Action 8:** Celebrating and compensating excellence. A simple example would be the organization of a reception ceremony by the President or the Prime Minister of the Republic, of a corporation or a social body during each National Day (20th May) or occasionally to celebrate meritocracy: **best farmers/breeders, artists, sportsmen, students, economic operators, media men, civil society persons, the Religious, etc.;**
- **Priority Action 9:** Taking the best advantage of the abundant young and dynamic workforce by promoting relocation and telework because of a competitive advantage in labour costs;
- **Priority Action 10:** Updating and ensuring that the National Human Resources Observatory goes operational, together with the diaspora; Drawing up and activating a roster for national skills on “reserve”.

Programme 2: Optimising the Capacities for the Programming and Implementation of Development Policies, Projects and Programmes in Cameroon

Macro Result 2: Cameroon will achieve the MDGs/SDGs by 2020

Macro Action 2: Implementing development policies consistently and efficiently

- ***Priority Action 11:*** Adopting the **TIME** variable as the central and determinant factor in drawing up and practising planning and implementation (RBM) and developing the prospecting segment with medium and long term projections and simulations;
- ***Priority Action 12:*** Ensuring that the culture, of positive or negative sanctions with respect to management of public affairs, is systematic;
- ***Priority Action 13:*** Exploiting to the fullest the opportunities offered by the diaspora:
 - remove the obstacles to the dual nationality issue;
 - use the diaspora to create bridges for the exportation of finished products (more added value). Eg: ORCA/MAHIMA/LifeMate Groups, etc.;
 - attract their savings to invest and serve as caution for Foreign Direct Investment (FDI);
 - keep updated a roster of all national skills abroad.
- ***Priority Action 14:*** Adopting and ensuring that the modernization plan of public finances goes operational, while laying emphasis on streamlining the procedures (simplification of administrative procedures);
- ***Priority Action 15:*** Making public service managers accountable by taking off the endorsement responsibility which makes procedures cumbersome leading to the low consumption of credits for internal and external financing; thereby giving priority to results and not to procedures;
- ***Priority Action 16:*** Systematising/socialising the principle of rotation of managerial duties in the public and semi-public sector (this is already being done in the private sector and the International Public Service). Example: Appointments should be done in the Council of Ministers Meeting or Board of Directors from short-listed names and at least 3 months should be given for the hand-over of duties;
- ***Priority Action 17:*** Ensuring that higher education and research are at the centre of development issues by creating a value chain for the dissemination of research findings (more researchers to improve the rankings of our universities);
- ***Priority Action 18:*** Creating a strong middle class to support growth through production and consumption;
- ***Priority Action 19:*** Developing national expertise in negotiation and drafting of agreements, conventions and **contracts** with foreign partners, based on general interest and the patriotic spirit;
- ***Priority Action 20:*** Developing a culture of statistics for management based on facts and figures; thus facilitating access to information for the citizen with the adoption of the culture of OPEN DATA. Not everything can be classified “Top Secret”!

Programme 3: Streamlining Institutions of the Public Sector, Private Sector and the Civil Society that have a Public Impact

Macro Result 3.1: Better coordinated, more coherent and more efficient policies

Macro Result 3.2: A reduction in the operating expenditures to bring the public investment rate higher or equal to 40% of the budget.

Macro Action 1: Implementing the programme of streamlining institutions on the national sphere

- **Priority Action 21:** Reducing the number of ministerial posts and stabilising Government architecture to an adequate average of 20-25 portfolios at most;
- **Priority Action 22:** Eliminating the multiplicity of operational and/or executive bodies in various areas of public life / private sector and the civil society;
- **Priority Action 23:** Updating the mandate of the Economic and Social Council and ensuring that it becomes fully operational;
- **Priority Action 24:** Completing the Constitutional process of 1996;
- **Priority Action 25:** Updating the GESP and revising the hypotheses/adjusting the implementation package;
- **Priority Action 26:** Setting up a unit for analysis of coherence and interactions between the different legislative and regulatory instruments or frameworks;
- **Priority Action 27:** Restoring the authority of the State, the culture of public service and morals (respect for public property) / educating citizens to be disciplined;
- **Priority Action 28:** Encouraging and promoting the actions of the think tank to boost intellectual reflection and applied research on current events;
- **Priority Action 29:** Developing and coordinating negotiation capacities and mobilizing internal and external resources through innovative mechanisms (slacken the too much centralization of the decision-making process). Compared with other developing countries, Cameroon is not fully exploiting the opportunities offered by cooperation. *Example:* DFID, absent and little visibility of cooperation with Britain, just like with the Nordic countries (Norway, etc.);
- **Priority Action 30:** Creating a high-level structure in charge of the evaluation of results like the Commission for Planning in most countries of the European Union or the Department of Monitoring and Evaluation in large institutions like the ACBF, ADB and World Bank. In public and private sectors, it is also important as a contingency measure to include computing and the evaluation of output per employee as the basis of motivation.

Programme 4: *Aligning Choices and the Development Vision with Cultural Roots and the Local Environment*

Macro Result 4: *Development actions and policies are embedded in solidum and are resting on socio-cultural foundations of localities.*

Macro Action 4: *Incorporating the concepts of decentralization and regional development as well as cultural values as priority vectors in the process of planning development policies.*

- **Priority Action 31:** Completing the decentralization process and ensuring that the mechanisms go operational;
- **Priority Action 32:** Drafting and producing monographs for each council and RLA and updating them every 3 years;
- **Priority Action 33:** Developing the local public service and council jobs/trades;
- **Priority Action 34:** Revising council development plans (CDP) to make them consistent with the institutional framework on the regional development framework.; the RLA should be included in the process of project designing and be prepared to accommodate the changes that this will entail;
- **Priority Action 35:** Rethinking the policy of urbanization by aligning the construction of cities with modern foundations (the city must be conceived and designed and not villages, which are transformed into towns). Eg: Abuja, Harare and Delhi;
- **Priority Action 36:** Identifying and developing 10 local agricultural products to label for exportation abroad, that is a product per region (due date 2020). Institute, in this regard, a national competition for the 360 councils;
- **Priority Action 37:** Identifying and developing one tourism or cultural product per region and promoting it internationally and labelling it;
- **Priority Action 38:** Establishing social dialogue structures from the bottom to the summit of the regional organization;
- **Priority Action 39:** Developing local skills to benefit fully from decentralized cooperation (cases of RLA in West and East Africa);
- **Priority Action 40:** Making the Family Code applicable by incorporating the cultural root/understood as solidarity/membership/insertion into the “African” of sharing and solidarity, and not accumulation based on individualism.

Chapter 4: Monitoring and Evaluation of the Strategy

The NCBS is to support the main development frameworks which are Vision 2035, the GESP and sector strategies. It will be operationalized through 4 priority action programmes. The nature of the actions proposed is essentially cross-cutting. The purpose of the NCBS is to serve as basis for ensuring the success of the other strategies by promoting an environment and conditions for success.

4.1 Stakeholders responsible for implementation

The NCBS stakeholders comprise essentially of the highest national authorities for the adoption, its ownership and political will. The setting to music will be provided by government departments and other non-State actors. TFPs could assist through technical and financial support.

1. **Government Departments and Public Institutions** shall be responsible for ensuring that actions that fall under their competence carried out. To do this, the general guidelines should be produced for each priority action selected. These general guidelines should be in the form of specification sheets with a measurement framework of the results set within a timeframe.
2. **Non-State Actors:** The private sector and the civil society will be responsible for assisting the State through their effective participation in the design and implementation of activities, and citizen control of government action. This implies that the main actor which is the State accepts this participatory approach and agrees to act in synergy, considering that the issue is national and that all skills are needed. Obviously, it is important that on the side of these non-State actors, a minimum organization, skills and willingness be observed.
3. **Technical and Financial Partners:** Their role will be crucial in supporting alignment with the priorities defined by the State and the harmonization of procedures for the implementation as well as the mobilization of financial and technical resources for carrying out the priority actions programmes of the NCBS. Their belonging to different networks expanded with international expertise and experiences provides them with objective elements to give reasoned opinions on the choices made.

4.2 Implementation Device and Mechanisms

To ensure that the NCBS succeeds, it is important that its level of impetus and coordination is set at the highest level, with enough authority and boldness to initiate these priority actions selected and coordinate implementation which will inevitably and in all respects, be multisectoral and multidimensional. Without being revolutionary, since other countries have succeeded, it is nevertheless important that strong measures be taken, which include:

- i. Obtaining a minimum consensus at the national level on the opportunity and need, as well as on the results to get on an agreed date;
- ii. II. Designing and putting in place a structure for the evaluation of results in a systematic and periodic manner. Here, priority will be given to the results and not to the procedures, while ensuring compliance with them;
- iii. Adopting the culture of adjustment by including a flexibility clause in the needs;
- iv. Giving itself the means to succeed: match adequate resources with needs.

Methodologically, operationalization will be done by developing **general guidelines**. That is, setting out the general guidelines per priority action. This will be a conceptual, light and practical instrument. It will state the executing agency, operational modalities, analysing of costs/benefits and impacts and implications in the different sectors of activity. A logical framework for measurements and operating results will be included together with an estimate of the required resources (human, financial, etc.) and at the given time.

The said general guidelines can be drafted under the responsibility of CAMERCAP-PARC, within its mandate and its mission of analysis and research on capacity-building and economic and social policies.

MINEPAT will coordinate the monitoring and evaluation of the NCBS. In this regard, its functions will be to:

- monitor, on a daily basis, the implementation of the action plans of the competent entity for each priority action;
- centralize the difficulties encountered in the implementation of the action plans;
- draw up and transmit, every quarter, to the high body coordinating the implementation, a detailed report which should contain: (i) the state of implementation of the action plans; (ii) the difficulty or inertia encountered; (iii) suggestions to overcome them, in conjunction with the leading technical ministries.

Modalities for implementation: The NCBS, as a cross-cutting approach will involve the various entities of the State and non-State stakeholders who will, in fact, be the project managers ensuring the operationalization of the policy.

Each stakeholder will be used depending on his comparative advantages. The private sector should play an important role, through executing agencies. In accordance with the vision to put the private sector in the centre of the development process and the policy of disengagement of the State from the productive sectors, with its direct consequence of job creation as a strong element in poverty reduction, it is recommended that private operators be associated with the modalities for carrying out the actions adopted.

The logical framework of the sector programme will clearly show the activities which will be carried out within each structure, as well as their intervention logic.

4.3 Financing Mechanisms

Although the design of the NCBS is based on the assumption of low financial cost of activities, it is clear that the implementation needs to be funded. The advantage of this approach has resided in free thinking to the end of the available options without prior constraints associated with financing. Firstly, for the formulation of general guidelines, CAMERCAP-PARC will bear the required costs with the support of technical and financial partner (TFP) and the Government. This approach gives room for the latter to support the implementation of a particular activity according to its sensitivity or its scope.

Another essential financing requirement is the issue of raising awareness so as to get the people to support the idea of a paradigm shift. Much communication will therefore be needed to achieve it. The TFP, civil society and the State should therefore play the right and necessary role.

- the State and regional and local authorities must own substantial funds, a sign of their political commitment to implement the NCBS. It has been proposed that the national budget for each year allocate a specific amount for capacity-building and regional and council budgets should also allocate amounts for the same purpose;
- at the level of the private sector, taking into account capacity-building components in all development programmes and projects with external financing, including the projects initiated by the civil society; a threshold of consideration should be established based on the total amount of the programme or project.

For an efficient management of resources, the following measures have been recommended:

- a rigorous implementation of the principles of the Paris Declaration and successive revision (Accra, Busan) and/or of the principles of One UN with regard to the Agencies of the United Nations system;
- a respect of the rules of good governance together with financial audits.

4.4 Monitoring and Evaluation Mechanisms

The NCBS in its first 40 priority actions is limited in time. It is necessary to go faster and steadily, as in a rescue operation. A results measurement framework will be developed, with specifications and/or construction contract agreed upon with key stakeholders per priority activity. Each result will have a deadline and adequate penalties. The evaluation of the NCBS will be internal and external. Internally, at each monitoring stage, the resources mobilized, the level of convergence of actions with the expected outcome will be examined, and if need, necessary readjustments will be

made. When the period is over, an external evaluation will be made, which will provide an update of the results obtained and the level of efficiency of the measures and prospects will be made.

The NCBS is designed to be progressive, that is, likely to be adjusted in the light of changes in its socio-economic, cultural and political-institutional environment. Monitoring and evaluation activities will enable the necessary adjustments, where appropriate, to be made.

4.5 Risks

Five major risks are weighing on the realization of the NCBS. They are related to urgent management, resources, membership of TFP and the weight of institutional culture.

- 1. Risk related to inadequate resources:** The implementation of the NCBS will require technical, financial and human resources. Therefore, it is essential that in addition to the resources that the State could allocate, that an advocacy device for the mobilization of 5 dimensions of resources from donors should be put in place so as to bring the results up to the level of expectations.
- 2. Risk of non-adherence to the NCBS:** The large number of programmes and projects for capacity-building of sectors that a multitude of TFP assist makes the NCBS to run a risk of non-adherence to the NCBS for fear of dilution. Issues of leadership and differences in opinion (notably trade-offs between short, medium and long terms concerns) must absolutely be resolved to give every chance of success to the NCBS. **The NCBS is placed at a conceptual high-level enough not to aspire for the absorption of existing projects.**
- 3. Risk related to the high weight of institutional culture:** In Cameroon, the low importance which seems to be given to the outbreak of individual and entrepreneurial capacities, constitutes a risk to the NCBS. In fact, within public services, the respect for institutions may continue to kill the desire for innovation and creativity. There is also insufficient observation of the culture of “meritocracy”, which creates feelings of frustration and discourages the most deserving officials.
- 4. Management of change:** It is known in all societies/organizations that men are resistant to change, even if the actions being taken are to their advantage. Therefore, to reduce the effects of this blockage, it is important to develop an all-round and timely awareness, using all channels and media available in order to reach all the targets and encourage the support of the masses.
- 5. Political will:** The ideas raised in the NCBS seem to go against the prevailing inertia trend yet denounced by the most esteemed authority of the country. It is not a matter of criticizing or judging rulers, but it is a matter of questioning the conduct of public affairs in order to reach emergence, which is the talk of the day. The NCBS therefore requires a strong support of the entire national political class. /-.

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Cameroon Policy Analysis and Research Center (CAMERCAP-PARC) is the fruit of active cooperation between the African Capacity-Building Foundation (ACBF) and the Government of the Republic of Cameroon through the Ministry of the Economy, Planning and Regional Development.

CAMERCAP-PARC is derived from the change of concept of the former Capacity-Building Project in Economic and Financial Management (CAMERCAP phases 1 and 2) in a Think Tank, among the twenty that ACBF is supporting in Africa.

The main missions of **CAMERCAP-PARC** are to:

- 1) assist the Government in the formulation and analysis of economic and social policies;
- 2) develop managerial skills in the public sector, private sector and the civil society for the implementation and monitoring and evaluation of public policies;
- 3) strengthen mechanisms to support youth employment, private entrepreneurship and innovative mechanisms;
- 4) encourage dialogue between the State and non-State actors.

To carry out these missions, **CAMERCAP-PARC** receives joint funding from ACBF/State of Cameroon and remains open to other sources of financing provided that they fall in line with its missions and objectives.

Its main activities are geared towards conducting studies and applied research on topical development issues. It also seeks to disseminate and appropriate for all, economic and social issues and debates.

It is the willingness of the Government and Technical and Financial Partners to put in place all the instruments needed to throw light on the decision-making process in the economic and social field.

© **CAMERCAP PARC**, MINFI Building (ex-CNR) 4th Floor Avenue Foch,
P.O. Box 6175 Yaounde, Tel.: (237) 22 22 58 58 / 22 22 34 82, Fax: (237) 22 22 34 21