

Devolution of the Management of State Personnel and Payroll in Cameroon: Retrospect & Prospect

Jean Yves Djamen

Former Senior Advisor (Ministry of Public Service and Administrative Reform Cameroon)

djamen@orionisgroup.com

Suggested citation:

Djamen, J-Y (2014) *Devolution of the management of State personnel and payroll in Cameroon: retrospect & prospect* (ORIONIS Group, 36 pages. Princeton NJ, February) www.orionisgroup.com/ePub/OSTSePub1421en.pdf

© ORIONIS Group

Send reproduction requests to info@orionisgroup.com

ABSTRACT

The implementation of the reform of devolution of the management of State personnel and payroll, launched by the Government of Cameroon in 2000 has so far failed to achieve the desired results, in spite of donors' support.

This paper proposes a retrospective in order to (i) discuss the World Bank support project's problems, (ii) reveal the inconsistencies that have hindered the reforms, and (iii) address them.

The change in teams, leadership, objectives, the absence of monitoring, coupled with a limited understanding of the complexity of information technology, are among the factors impeding this important reforms implementation.

As a matter of fact, a number of decisions were unhelpfully taken for a State striving for controlling its personnel, the workstations and the payroll.

KEYWORDS: Cameroon, Reform, Decentralization, HRM, Personnel Management, Payroll, Automation, Digitalization, Transparency.

Executive summary

In support of Cameroon's objectives for poverty reduction, the World Bank initiated a project in 2004 to enhance transparency, efficiency, and accountability in the utilization of public resources. One component of the project aimed to support the implementation of the reform of devolution of the management of State personnel and payroll, launched by the Government in year 2000. The facilitating factors of the implementation have been previously identified by the Reform Coordination Committee headed by the Minister of Public Service and Administrative Reform.

A financing agreement was signed in June 30, 2008 between the Republic of Cameroon and the World Bank. The project, anticipated to be completed in five years, effectively began on June 5, 2009. Three years later, on December 31, 2012, Cameroon and the World Bank mutually agreed to prematurely terminate the project due to inconclusive performance, and to reallocate any remaining funds to other projects.

This paper (a chapter of a book in preparation) presents the **reform** initiated by the Government of Cameroon, as well as the effect of the supporting **project** (financed by the World Bank) on its implementation. As a result of analysis, the article argues that the project (as described in the financing agreement) was carrying the seeds of its failure, since the implementation of the reform was surreptitiously diverted from its original objectives.

The main causes of the World Bank project failure are also presented, along with clarification of the fate of any financing agreement designed under the same circumstances. In particular, activities to be performed during the agreement term were not likely to help the Government of Cameroon in mastering its workforce, the workstations and the payroll, department by department.

To conclude, the paper presents corrective actions to perform for an effective implementation of this important reform.

The paper consists of five parts, the first of which introduces the World Bank project to sustain the Government's reform, including the donors' self-assessment following its unsuccessful implementation.

The second part of the paper explains the evolution of the implementation of the Government's reform. The key players are presented, as well as mechanisms for implementing and operating the technical tools of the reform. The third part revisits the HRM activities embedded in the initial design of the World Bank support project. In this regard, four decisive moments of the project are analyzed and various inhibiting factors of the reform implementation are presented. The fourth part of the paper recalls the simulation of the implementation of activities included in the support project, and reveals several inconsistencies in the process, such as the incompatibility in the concurrent execution of the *audit of SIGIPES/ANTELOPE* and the *acquisition of "the most appropriate integrated system."* The fifth section shows how to effectively implement the reform, especially by revisiting the overall architecture of an integrated system for the management of personnel and payroll. The said architecture subsumes the prospects of automation, digitization and transparency.

Contents

Executive summary	2
1 Introduction: the World Bank support Project	4
WB implementation completion and results report.....	4
Another WB report.....	5
How did the failure occur?	6
2 The Reform implementation evolvement.....	6
Key actors	6
Technical tools implementation situation	7
Other technical tools of the Reform	8
Data cleansing and SIGIPES-ANTELOPE interface	8
External documents authentication mechanism	9
Consideration of previous career acts	10
Information to users	10
The Reform Deployment strategy	10
3 The HRM dimension in WB Project initial design	11
Activities retained and the decisive moments of the Project.....	12
The Project initial version design.....	12
Inertia observed in finalizing the design of the draft.....	14
A conceptual model of the Project not incorporating the Reform highlights	14
An inescapable rule not respected: the career dictates the salary and not the reverse	16
4 The impossible Reform.....	19
Simulating the execution of Project activities that support the Reform	20
Activity # 1: Conducting an audit of the existing HR management and payroll systems	21
Activity # 2: Accelerating and completing the ongoing efforts to rationalize, harmonize, and secure personnel and payroll files	21
Activity # 3: Selecting, setting up, and deploying the most adequate integrated personnel and human resources management tool in most of the line Ministries	22
Activity # 4: Developing HR administrative procedure manuals accessible online	23
Activity # 5: Strengthening the capacity of staff involved in the implementation of the HRM reform	23
Activity # 6: Analysis of civil service remuneration system, through the provision of studies.....	24
5 How to effectively implement the Reform?.....	24
Steps towards the Reform's implementation.....	25
Laws and regulations: setting the legal framework	26
Automation: computerizing the rules and the procedures	26
Static digitization: verifying external data	26
Dynamic digitization: dealing with previous data.....	27
Static transparency: informing users about the regulations.....	27
Dynamic transparency: informing users about automation whereabouts	27
Permanent cleansing of personnel and salary file	27
Appendix	28
Identification of Project activities by codes	28
Chronology of leadership of the Reform.....	30
Stakeholders of administrative reform and their potential behaviors	32
Payroll evolvement between 2000 and 2015.....	33
Acronyms & Definitions.....	34
References.....	35

1 Introduction: the World Bank support Project

In support of Cameroon's strategies and policies for poverty reduction termed in the PRSP adopted in April 2003 [CMR-PRSP 2003], the World Bank (WB) initiated¹ a project in 2004 to enhance transparency, efficiency, and accountability in the utilization of public resources (referred to hereafter as *the Project*).

The Project was designed with regard to reforms undertaken by the government of Cameroon to overcome some development challenges, including:

- The Devolution of State personnel and payroll management reform;
- The Corporate governance reform;
- The Procurement reform;
- The Public finances reform.

The component of the *Project* which is relevant for the purposes of this paper is the one that aimed to *support the implementation of the reform of devolution of the management of State personnel and payroll* (referred to hereafter as *the Reform*), launched by the Government in year 2000. The facilitating factors of said implementation have been previously identified by the Reform Coordination Committee headed by the Minister of Public Service and Administrative Reform.

As demonstrated later in this paper, the *Project* activities were being unfortunately conducted and executed by inconsistent teams in several Government departments. In addition, many reports, available online² in accordance with the WB policy of transparency, reveal that the Project (at least its HRM component) was a failure.

WB implementation completion and results report

The WB implementation completion and results report recaps the reasons of the failure of the Project [WB-ICR2365 2013].

According to the WB, the overall outcome of the *Project* is *moderately unsatisfactory*. More specifically, the Bank describes its performance as *unsatisfactory* in terms of the quality at entry (i.e. appreciation of the context, change management) and the quality of supervision (i.e. intensity of supervision, field frequency). Moreover, the performance of the Government of Cameroon and implementing agencies³ is considered *unsatisfactory*.

As for the HRM component, the evaluation indicator used by the WB is the *degree of integration and reconciliation between personnel records data and payroll data*. In this regard, the report remarks that *no structural changes in using the HR and Payroll databases are effective and systematic yet*, despite efforts made to clean the SIGIPES-ANTILOPE databases, and their merging in preparation.

¹ The WB project was designed in conjunction with Cameroonian institutions, including MINFOPRA and MINFI.

² Project documents are available online at the following link:

<http://documents.worldbank.org/curated/en/docsearch/projects/P084160%5EP084160>

³ The Project implementing agencies in Cameroon include the following: MINEPAT/TCS, MINFI, and MINFOPRA.

In the evaluation results, the WB believes the objectives of the *Project* are still very relevant to the country, and that the Project design remains pertinent to the priorities of the *Reform*.

Overall, the implementation of the HRM sub-component is considered low⁴ (page 17). Some lessons learned by the WB are described as follows:

- *Reforms and projects are highly dependent on context and operating environment;*
- *The presence of an ICT expert in the team of the World Bank is important.*

In summary, the HRM sub-component displays the following results at the early closing of the *Project* for unsatisfactory performance (pages 29-30):

- *Audit of the HR and Payroll system (SIGIPES-ANTILOPE) was completed. Technical specifications for the acquisition of the new IT system were completed; however the Request for proposal was not launched⁵.*
- *TA (technical assistance) to support MINFOPRA in developing of HR administrative procedures manual never started;*
- *The study of the civil service remuneration stopped at the level of drafting the ToR (term of reference).*

Another WB report

In a study comparing the performance of two WB projects, the *unsatisfactory* performance of the execution of the *Project* is attributed to factors related to the behavior of actors [Raballand & Rajaram 2013], including:

- The lack of cooperation of the Minister of Finance;
- A weak leadership of actors involved in implementing agencies (MINFI, MINFOPRA, MINEPAT);
- The low rate of disbursement of the budget;
- The unusually long duration of the design phase (the draft of the project) leading to a mutual agreement on project objectives.

A study of WB reports on the *Project* raises many questions, including the following two:

- Was this failure predictable?
- Is it possible to address the causes of the failure in order to build foundations for the future?

⁴ Page 17: **PDO 2-2 (Sub-component 2-2):** to enhance efficiency, transparency, controls and checks and balances in the management of personnel and payroll information; and to contribute to accelerating the implementation of ongoing HRM reform. **Expected Outputs:** This sub-component was expected to facilitate the production of systems, processes, and tools that would enhance payroll controls and audits to ensure a better use of core public resources in a context in which salaries constituted the largest item of public expenditure (40 percent).

⁵ The final report stipulates that: *The Authorities made a decision in March 2011 to purchase a completely new system to manage the Government HR and Payroll. Technical specifications have been completed and the RFP was about to be issued end of 2011 but process was stalled given project closing. The Authorities have now secured funding from the EU for the IT system (Pages 29-30).*

How did the failure occur?

A detailed analysis of some governance mechanisms shows how the failure occurred. Our analysis is based primarily on the need to understand the implementation of the *Project* through the model line of its key entities (especially on the recipient side), including the *Reform* objectives, institutions and actors involved in its implementation. This analysis is also based on the need for effective implementation of the *Reform* through **automation**, **digitization** and **transparency** prospects [Djamen 2008].

The *Project* was initiated in the light of the *Reform* (*reform of devolution of the management of State personnel and payroll*). Therefore, it is essential to understand the *Reform* implementation state at the outset and throughout the funding process.

2 The Reform implementation evolvement

Following a report in 1978 describing the breakdown of the public administration and its negative impact on the country's development, and after several surveys conducted between 1980 and 1999, six areas were documented in the National Governance Program for three strategic objectives: (i) the efficient and transparent management of the State, (ii) the promotion of partnership between the public sector, the private sector and civil society, (iii) the rule of law and access to equitable justice through an effective judicial system [Bruneau & Abouem 2004].

In the context of a simple, fast, effective, safe, reliable and responsible public service, five priority areas were identified in the field of Public Administration:

1. The improvement of the State's organization and the government's work;
2. The creation of an institutional and legal framework for transparent management of personnel;
3. The development of service management and institutions/citizens relations;
4. The promotion of respect for deontology and professional ethics;
5. The improvement of the functioning of institutions of control.

Key actors

The management of State personnel is entrusted to the Minister of Public Service and Administrative Reform (MINFOPRA)⁶ in the context of devolution (or decentralization) where each head of a government department⁷ is now responsible for the management of career and payroll of her/his staff.

⁶ See Decree 2003/034 of February 04, 2003 organizing MINFOPRA and Decree 2004/320 of December 08, 2004 organizing the Government of the Republic of Cameroon (modified and completed by decrees 2007/268 of September 07, 2007 and 2011/408 of December 09, 2011).

⁷ As of December 31, 2012, the Government organization in force is made up of 36 departments.

A Coordination Committee (chaired⁸ by the Minister of Public Service and Administrative Reform) is responsible for the implementation of the *Reform*. It is reinforced by a technical (operational) team gathering key Government managers and led by the Permanent Secretary for Administrative Reform (SPRA). Figure 1 below shows a simplified diagram of the network of actors (the main actors are given in bold). Table 4 and Table 5 present the types of reasoning and behavior that may be developed by different actors. The chronology of the *Reform* and Project leadership is described in Table 3.

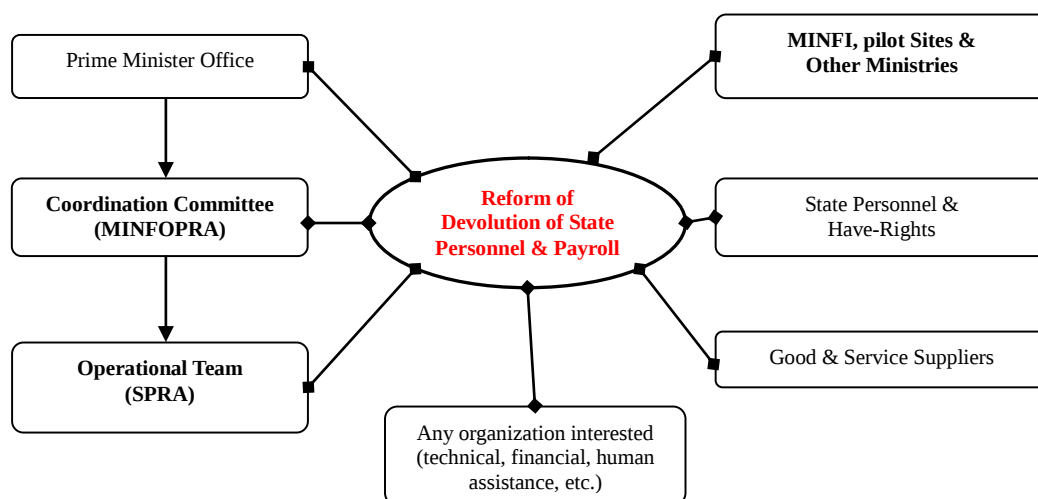


Figure 1: Simplified diagram of the *Reform* actors' network (adapted, source: [Djamen 2008])

Technical tools implementation situation

A joint note⁹ signed on 10 December 2001 by the Minister of Public Service (and Administrative Reform) and the Minister of Finance, confirms the devolution of the management of State personnel and payroll, whose institutional character is reaffirmed in 2003 by decrees reorganizing MINFOPRA¹⁰, MINFIB¹¹, MINEDUC, MINSANTE, and from 2005 by decrees reorganizing other ministerial departments. A 2012 decree reiterates the purpose of the *Reform*, namely to confer sufficient autonomy to ministerial departments for management of their personnel and salaries, in order to master payroll and ensure efficient control over the personnel¹².

In this regard, two computer applications operating regularly were used as technical tools of the *Reform*; namely *SIGIPES* (System for Integrated Management Information of State Personnel and Payroll) and *ANTELOPE* (National application for computerized and logistic treatment of State personnel and salaries).

Upon the launch of *SIGIPES* in June 2002, many challenges emerged¹³. Not only was it urgent to achieve a reliable interface with *ANTELOPE* so that only the carriers' data should

⁸ The Reform Coordination Committee is co-chaired by the minister in charge of finance.

⁹ Joint note N° 9145/MINFOPRA/MINFI of 10 December 2001 for the launching of the operation of *SIGIPES*.

¹⁰ Decree n° 2003/034 of 04 February 2003 organizing the MINFOPRA.

¹¹ Decree n° 2003/165 of 30 June 2003 organizing the MINFIB.

¹² Decree N°2012/079 of 9 March 2012 describing devolution of State personnel and payroll. See <http://www.prctv.cm/news/?lang=fr&mode=newsdetails&id=2325> (access date: March 11, 2012).

¹³ With the launching of *SIGIPES* in pilot sites, many problems were identified some of which were related to the use of *ANTELOPE* screen for consideration of financial effects of career deeds. Indeed, as it's the case in

dictate the salaries, but it was also mandatory to ensure that such data were devoid of any form of pollution or manipulation. Indeed, in order to account for careers' financial effects, physical SIGIPES deeds slips would be sent to the Minister of Finance, following an electronic data transfer to ANTELOPE. Providing public service users with accurate information was another challenge in reducing interactions between internal staff and users.

The potential threats of human resources electronic management in a Public Administration, drift not only from the heterogeneity of systems in force (i.e. career management vs payroll management), but also and especially from the authenticity control level of data manipulated and how these data are entered into the processing circuitry.

The next part of this section describes different types of problems inherent in the electronic management of human resources, as well as how they were handled after the launching of SIGIPES.

Other technical tools of the Reform

As a reminder, the main tools of the *Reform* consisted of two heterogeneous systems (ANTELOPE and SIGIPES). Also, in the context of the Reform implementation on the basis of those two existing applications, the **SIGIPES-Plus** (SIGIPES enhanced with salaries management functions) was being tested under the supervision of the Coordination Committee. In addition, **SIGIPES AQUARIUM**¹⁴ had been operating in MINFOPRA [UNDESA 2007, 2011].

Indeed, the Reform had actually started with the exploitation of the MINFOPRA SIGIPES (i.e. the inter-departmental site¹⁵) and four (4) pilot sites (MINFOPRA internal site, MINFIB, MINEDUC, MINSANTE). ANTELOPE system, meanwhile, was already operating in MINFI¹⁶. However, SIGIPES was not electronically connected to ANTELOPE (with negative effects well-documented in an effort to control payroll). *SIGIPES-Plus (although successfully tested in MINFOPRA) was still not installed (or used) in SIGIPES decentralized departments (pilot sites and inter-departmental site).*

Data cleansing and SIGIPES-ANTELOPE interface

Internal data used in a decentralized department for its staff constituted a view of the database at the central site (MINFOPRA).

most African States, the management of human resources is performed with various electronic systems under the shared responsibility of ministers respectively in charge of Public Service (career management) and Finance (salary management). However, these systems generally do not intercommunicate. Tricks are often used to circumvent, with more or less success, various problems inherent in such separate management. This was the case when ANTELOPE screen was made available to SIGIPES sites.

¹⁴ SIGIPES AQUARIUM is an electronic information system for SIGIPES users in order to avoid contact between internal departmental staff and beneficiaries of public services in the management of State personnel. This system received an Award of Excellence from the United Nations in June 2004 in the category "improvement of services provided to users in the public sector."

¹⁵ The inter-departmental site was responsible for the processing of personnel career records of public servants whose departments were not yet involved in SIGIPES.

¹⁶ The MINFI was also using other internal applications, including SISPER to manage human resources.

In the absence of a communication infrastructure to exploit (online) data housed at the central site, the operation of decentralized SIGIPES had engendered a physical data extraction from the central site for the benefit of geographically dispersed sites. This extraction was unfortunately not preceded by a cleansing so as to only extract data of personnel actually identified in the field sites. As a result, many unpleasant situations arose upon the kick-off of SIGIPES. For example, it was laborious to treat certain acts within the exclusive competence of MINFOPRA (grade change of decentralized personnel, etc.), due to the mismatch between the central site data and the internal sites release. In addition, it was difficult to keep the authenticity and legality of internal SIGIPES sites because some data had been *wrongly and rightly*¹⁷ transferred to decentralized sites.

It was therefore imperative not only to cleanse data of decentralized sites so as to manipulate in such sites solely data pertinent to their identified staff¹⁸, but also to implement a communications infrastructure to ensure safety, consistency and integrity of data from different sites.

As a result, the 2003 internal SIGIPES data cleansing experience had led the MINFOPRA to look into the creation of a buffer code in SIGIPES (central site) to accommodate all unidentified personnel. The code was created in 2004 in ANTELOPE to promote the implementation of automatic procedures and avoid inadvertent human intervention by the means of SIGIPES-ANTELOPE interface (Cf. [SIGIPES-PROGRESS 2005, page 6] for more details).

External documents authentication mechanism

The processing of a SIGIPES file could at times require the use of information from an external source. Some examples of external sources are the birth certificates¹⁹ issued by the Territorial and Decentralization Administration (municipalities, other relocated communities, etc.), the National Identity Cards (by the General Delegation of National Security). In the administrative habit, such external documents are stamped with *certified true copy* statements and are usually submitted by users themselves. However, these documents bear a high potential impact on an agent's career development and any related financial outcomes.

Therefore, to ensure the authenticity of such documents, the MINFOPRA, in 2003, sought to implement a system that digitizes some targeted documents (issued by related institutions), especially birth certificates.

Until the implementation of such a system, external documents would get into SIGIPES and ANTELOPE systems as they are submitted by users, without any reliable document authentication mechanism.

¹⁷ Some data extracted from the central site did not concern the pilot sites. For example, data about teachers employed in departments not yet decentralized were found into the SIGIPES database of the Ministry in charge of Education (i.e. transmitted solely because they were teachers). Also, some data in operation in pilot sites were related to personnel that were no longer active. Moreover, electronic data altered in pilot sites were not consolidated in the central site (physical copies of documents issued by the pilot sites were also not systematically sent to MINFOPRA), etc.

¹⁸ To protect the public funds during the remediation process, agents not identified in the field were placed in a department buffer code for a period not exceeding three months before forfeiture of their salary. By so doing, the census operation of all State personnel would not last more than three months.

¹⁹ Date of birth is a key element that may influence the career (and salary) of an agent.

Consideration of previous career acts

SIGIPES was set into operation in June 2002, and numerous acts of recruitment or promotion/advancement²⁰ were regularly presented (including false documents) for consideration during treatment.

To avert the recording of false documents into SIGIPES, and taking advantage of his role as the central file manager, the Minister of Public Service (MINFOPRA) had digitized in March 2003 all career management administrative acts of the period 1960-2002²¹. The experimental version of this system, called *REGNET* had been installed in all SIGIPES pilot sites.

However, as *REGNET*²² was not electronically connected to SIGIPES (nor ANTELOPE), the MINFOPRA had initiated a review of its interface with SIGIPES so as to automatically list the career history of State personnel when processing their SIGIPES files.

Information to users

In September 2002, MINFOPRA put into operation an information system allowing public servants to track their cases' progress. This system, called SIGIPES AQUARIUM²³ was located on the ground floor of the MINFOPRA's facilities [Ngouo 2008; Kenhago 2003]. An Internet version was also available through the link www.minfopra.spm.gov.cm/aqua. Information to SIGIPES users was not fully harmonized, because AQUARIUM had yet to be installed in MINFOPRA regional delegations and SIGIPES pilot sites.

In 2003, MINFOPRA also introduced an information center related to laws and regulations governing the management of State personnel. The underpinning system, dubbed INFONET-CITAC, was experienced and installed at the MINFOPRA level. Though, the database was due to be provided during an ongoing census of laws and regulations, along with the development of administrative procedures handbook [SPRA-MPA 2004].

The Reform Deployment strategy

A Reform deployment guide had been prepared for (See [Ngouo 2008] for more details):

- Securing the legal framework of the beneficiary administration with the requirements about the devolution of State personnel and payroll management;
- Cleaning-up the database (which may lead to a physical staff census);
- Adapting HRM administrative procedures manual;

²⁰ In general, the government retains the original career act and shall provide the person with a semi-original or certified true copy.

²¹ Finalizing the operations of this tool should allow the extension to temporary personnel of internal sites and other potential beneficiary administrations of SIGIPES.

²² *REGNET* brought about enormous services, including the production of general service reports essential in the processing of retired workers files. The related document required long hours not to mention many months to be issued. From thence, in a few seconds the historical career of any government employee was complete.

²³ United Nations Award for improvement in public service (2004).

- Deploying SIGIPES (preferably SIGIPES-Plus) and installing its AQUARIUM system, together with cleansing data of identified personnel.

The actual Reform deployment required enormous financial means (equipment, training, etc.) that had not been foreseen in the State budget. Several avenues were then explored, including the WB capacity building project.

3 The HRM dimension in WB Project initial design

The Reform's conceptual framework and the implementation approach as shown in the related deployment guide [*SPRA-Guide 2004*] were well circumscribed to speed up the control of personnel, workstations and payroll. The World Bank support was therefore inscribed in the said framework and implementation.

To better understand the WB support approach and the linkage of the underpinning reasoning to the Reform implementation, it is necessary to proceed through a systematic codification of activities retained not only in the final version of the *Project* (i.e. the financing agreement), but also and especially during the conceptual phase. In this regard, all activities listed in the successive Project documents were identified by a code according to their specificities, as Table 2 shows. The list of activities explored is made up through the use of Project documents in their appearance order. Some explanations about the codification are provided when necessary. Generally, an activity gives rise to a new code if the wording cannot be stowed in an activity previously codified. Table 3 displays the drafts evolvement with regard to activities identified in different periods of the Reform implementation.

Activities retained during the initial phase ([*WB-AB772 2004*]) of the Project aimed at²⁴:

- *Consolidating in pilot sites, and extending to the remaining ministerial departments:*
 - o *the SIGIPES, as a computerized State personnel management system*²⁵;
 - o *the SIGIPES-AQUARIUM, as an electronic interface between Administration and users to improve transparency, accountability and celerity in the management and treatment of personnel files*²⁶;
 - o *the SIGIPES-Plus, as a computerized system for management of personnel career development, plus salaries*²⁷.
- *Developing or strengthening the capacity to accelerate the consolidation and expansion of SIGIPES by training:*
 - o *Computer experts who will ensure full application of SIGIPES, SIGIPES-AQUARIUM, SIGIPES-Plus*²⁸;
 - o *Auditors who will regularly ensure that procedures are enforced*²⁹;

²⁴ The first document (AB772- project information document) is prepared by the WB on March 15, 2004 with estimated date of Board approval on December 20, 2004, after an estimated date of appraisal authorization set at 30 May 2004. This is actually a WB loan estimated at \$10 million to finance a project for a period of three years in the following targets administrations: MINEPAT, MINFI, MINFOPRA, MINJUSTICE, the ARMP (Regulatory Agency for procurement) and INS (National Statistics Institute). The project code is P084160 and labelled "Transparency and Accountability Capacity Building Project." Project activities selected during the different design phases will be coded for ease of reading, presentation and analysis.

²⁵ Activity code created: SIG.

²⁶ Activity code created: AQU.

²⁷ Activity code created: SPL.

²⁸ These are multiple activities created with the respective codes: TRN_2, TRN_3, TRN_4.

²⁹ Activity code created: TRN_5.

- *Users who will process personnel files*³⁰ ;
- *Technical agents who will process personnel files*³¹.
- *Publishing and disseminating a Handbook on human resources management procedures, as a user-friendly tool to guide reform implementation, improve results-based working relationships, and allow a results-based monitoring and evaluation of staff performance*³².
- *Designing and testing an affordable staff performance appraisal scheme, based on output measures and not just the supply of inputs*³³.
- *Modernizing ANTILOPE which will be progressively relieved of its function of liquidation of administrative acts, as SIGIPES-Plus expands*³⁴.
- *Reactivating the SIGIPES-Plus/ANTILOPE interface to enable transparent alignment of budget allocations with effective number of staff within ministerial departments*³⁵.

By 15 March 2004, the WB Project draft precisely followed the path of the Reform. Therefore, is it important to analyze all relevant Project provisions (from the initial design to the final version) in order to detect deviations and the timing and frequency of their occurrence which led not only to the failure of the Project's funding, but also to a Reform implementation that does not always allow the control of the development of the State personnel, workstations and payroll (department by department).

Activities retained and the decisive moments of the Project

The first turning point appeared in the period running from January to December 2004, during which the initial version of the Project is designed.

The Project initial version design

The first component of the proposed project³⁶, worth \$2.5 million, was designed *to support the ongoing devolution of State personnel and payroll management reform*³⁷. According to the original Project information document, the objective of the component was *to contribute to improving transparency and accountability in human resources and staff salaries management, for reduced wage bill and improved frontline service delivery, while helping combat corruption, shady deals, and rent seeking*³⁸.

The activities selected by mutual agreement with the Cameroonian authorities alongside the Authority of its implementation (MINFOPRA) were:

³⁰ Activity code created: TRN_6.

³¹ Activity code created: TRN_7.

³² Activity code created: MPA_1.

³³ Activity code created: DSG.

³⁴ Activity code: UPD_1.

³⁵ Activity code: UPD_2.

³⁶ The other components are described in the project information document available at the following link: <http://documents.banquemondiale.org/curated/fr/2004/04/3141475/cameroon--transparency-accountability-capacity-building-project>.

³⁷ It is a goal. It is codified: OBJ_1.

³⁸ This goal is different from the previous. It will be codified: OBJ_2.

- Consolidating in pilot sites, and extending to the remaining ministerial departments, the following systems: SIGIPES, SIGIPES AQUARIUM, SIGIPES-Plus³⁹ ;
- Training computer experts, auditors, technical and administrative agents, HR managers⁴⁰ ;
- Publishing and disseminating a Handbook on human resources management procedures⁴¹ ;
- Designing and testing a staff performance appraisal scheme⁴².

These first component activities were linked to one of the fourth Project component's activity. Indeed, the component number 4, worth \$2.5 million, focused on the public finance reform in its aspects related to the budget (program). Its objective was *to contribute to improving transparency and accountability in budget allocation, execution, and monitoring processes for enhanced efficiency and effectiveness of public expenditure*⁴³. The Ministry in charge of Budget was responsible for the implementation of this component, the first two activities of which were related to:

- Modernizing ANTELOPE⁴⁴ ;
- Reactivating the SIGIPES-Plus/ANTELOPE interface⁴⁵.

In the second document developed in April 14, 2004, the appraisal evaluation was now estimated for June 15, 2004⁴⁶, without changes to the projected date of Board approval [WB-AC713 2004]. In addition, all activities described in the project information document were maintained.

The table below summarizes all activities identified in the first highlight of the Project, in conjunction with structures and actors of both parties.

Study Period	Institutions	Governing Authorities	HRM activities retained by Cameroon and WB	References and officials on the WB Project
01 January 2004 – 08 December 2004	- MINFOPRA (SPRA) - MINFIB (MINDEL/B) - MINEPAT - PMCG (SG/SPM)	- ZE NGUELE (NGOUE) - MEVA'A M'EBOUTOU (MELINGUI) - OKOUDA - MAFANI MUSONGUE (ABOGO KONO)	- OBJ_1, OBJ_2 - SIG - AQU - SPL - TRN_1 - TRN_2, TRN_3, TRN_4, TRN_5, TRN_6, TRN_7, TRN_8 - MPA_1 - DSG - UPD_1, UPD_2	- Project Information Document (AB772 of 15 March 2004) - Armand ATOMATE (Sr Public Sector Management Specialist) - Integrated safeguards data sheet (AC713 of 14 April 2004) - Armand ATOMATE (Task Team Leader) - Serigne Omar Fye (Project Safeguards Specialist 1) - John A. Boyle (Project Safeguards Specialist 2) - Kristine Schwebach (Project Safeguards Specialist 3) - Thomas Walton (Regional Safeguards coordinator) - Guenter Heidenhof (Senior Manager)

The second highlight varies from December 2004 to September 2006. During this crucial time, a certain amount of inertia is observed in the finalization of the document draft.

³⁹ These activities are already being codified: SIG, AQU and SPL.

⁴⁰ Activities respectively codified: TRN_1, TRN_2, TRN_3, TRN_4, TRN_5, TRN_6, TRN_7, TRN_8.

⁴¹ This activity is codified: MPA_1.

⁴² This activity is codified: DSG.

⁴³ It's a goal codified: OBJ_22.

⁴⁴ This activity is codified: UPD_1.

⁴⁵ This activity is codified: UPD_2.

⁴⁶ The documents posted online by the World Bank do not say whether an appraisal authorization took place in June 15, 2004 or not.

Inertia observed in finalizing the design of the draft

Following the cabinet reshuffle of 08 December 2004, a governing authority change is operated at the levels of Prime Minister Office, MINFOPRA and MINFI (see Table 3).

A priori, the Reform (initiated by the Government) should not suffer, not only because Administration processes are continuous, but also because the Reform is implemented in practice by an Operational Team whose members' constitution did not change before December 8, 2005⁴⁷.

The Board approval had not been issued in December 20, 2004 as initially planned. Documents online do not say if the reshuffle that took place less than two weeks earlier had any influence.

However, it is undisputed that from December 9th 2004 to September 22nd 2006, the WB did not issue an official document on this support Project. Yet the Government has not altered its policy regarding the implementation of the Reform, as evidenced by numerous documents made available after IMF/WB reviews (see for instance [IMF-CM 2005, pages 43-44]; [IMF-CM 2006, page 10] and [IMF-IDA-CM 2006, pages 25, 29]). An analysis of the IMF/WB documents shows that the Reform implementation method as well as the related technical tools, are regularly cited, exception made for three major systems: *SIGIPES-Plus*, *AQUARIUM* and *REGNET*, although the latter two systems were functional and documented in [SIGIPES-PROGRESS 2005].

The third turning point takes place in the period going from December 2006 to September 2007, during which the highlights of the Reform are ignored in the design of the Project.

A conceptual model of the Project not incorporating the Reform highlights

The Project design reborn through an information paper prepared in May 7, 2007, eight (8) months after the change at the head of MINFOPRA following Government redevelopment of September 22, 2006 (see Table 3).

Indeed, in the third report of the Project [WB-43918 2007], HRM activities are recorded in component number 3, entitled "*Improving personnel and payroll management*."

The objectives of the Project were now:

- *to accelerate the implementation of the ongoing human resources management reform, in particular the decentralization of personnel and payroll management database, which is a key component of this reform*⁴⁸;
- *to focus on enhancing efficiency, transparency, controls, checks and balances in the management of personnel and payroll database*⁴⁹.

⁴⁷ Even when in 8 December 2005, a MINFOPRA decision temporarily suspends the Head of Operational Team, a former team member is appointed to act as the SPRA.

⁴⁸ This goal was codified: OBJ_3.

The related activities would be financed to:

- *build or strengthen the necessary capacity to accelerate the consolidation and expansion of SIGIPES*⁵⁰;
- *reactivate ANTELOPE*⁵¹;
- *complete the clean-up, harmonization, and securization of personnel and payroll files*⁵²;
- *secure electronically the interface/link between SIGIPES and ANTELOPE*⁵³;
- *update staff and payroll management policies (where necessary)*⁵⁴;
- *prepare and disseminate procedures manuals*⁵⁵;
- *analytical work to support subsequent civil service reform*⁵⁶.

Thus are developed in May 7, 2007, HRM activities eligible for WB Board funding approval meeting estimated to be held in 20 December 2007.

These activities (including the related narration) are dissimilar, in many respects, to previous draft document iterations (as well as to documents used to explain the state of SIGIPES evolution (see [SIGIPES-Progress 2005]; [Ngouo 2008]), although referring to the same Reform with the same structuring (extension/deployment, training, etc.). The new draft is no longer aiming at implementing activities previously retained (*i.e. deployment of SIGIPES, SIGIPES-Plus and SIGIPES-AQUARIUM in various departments, training of auditors, etc.*) whose relevance to the success of the Reform has already been explained.

For example, activities for deploying SIGIPES-Plus and SIGIPES-AQUARIUM are shelved, which is suspicious considering that the first was successfully tested, and the second became operational and enabled Cameroon not only to inform users intelligently, but also to receive the UN Award of Excellence for the improvement of the quality of service rendered to users [UNDESA 2007].

All activities retained from 23 September 2006 to 7 September 2007 are summarized in the below table, vis-à-vis the structures and actors of both parties.

Study Period	Institutions	Governing Authorities	HRM activities retained by Cameroon and WB	References and officials on the WB Project
23 September 2006 – 07 September 2007	- MINFOPRA (SPRA) - MINFI (MINDEL) - MINEPAT - PMCG (SG/SPM)	- BONDE (OUM) - ABAH ABAH (ESSIMI) - MOTAZE - INONI (DORET NDONGO)	- OBJ_3, OBJ_4 - TRN_1 - UPD_3 - CLN_1 - INT - POL_1 - MPA_2 - RFM	- Project Information Document (43918 of 07 May 2007) - Armand ATOMATE (Sr Public Sector Management Specialist) - Integrated safeguards data sheet (43598 of 13 June 2007) - Armand ATOMATE (Task Team Leader) - Warren Waters (Regional Safeguards coordinator) - Guenter Heidenhof (Senior Manager)

⁴⁹ This goal was codified: *OBJ_4*.

⁵⁰ This activity has been codified: *TRN_1*.

⁵¹ This activity has been codified: *UPD_3*.

⁵² This activity has been codified: *CLN_1*.

⁵³ This activity has been codified: *INT*.

⁵⁴ This activity has been codified: *POL_1*.

⁵⁵ This activity has been codified: *MPA_2*.

⁵⁶ This activity has been codified: *RFM*.

An inescapable rule not respected: the career dictates the salary and not the reverse

The fourth turning point of the Project was from 8 September 2007 to 30 June 2009, during which a crucial rule governing the Reform's design and implementation is violated. The table below shows the Project activities, structures and actors of the Reform during that time frame.

Study Period	Institutions	Governing Authorities	HRM activities retained by Cameroon and WB	References and officials on the WB Project
08 September 2007 – 30 June 2009	- MINFOPRA (SPRA) - MINFI (MINDEL) - MINEPAT - PMCG (SG/SPM)	- BONDE (OUM) - ESSIMI (TITTI) - MOTAZE⁵⁷ - INONI (DORET NDONGO)	- OBJ_5, OBJ_6 - ASS_1 - AUD_1 - CLN_2 - DEV_1 - MPA_3 - TRN_9 - EQP - POL_2 - OBJ_7 - OBJ_8 - AUD_2 - ASS_2 - DEV_2 - MPA_4 - TRN_10 - POL_3	- Project Information Document (AB1152 of 26 April 2008) - Mamadou Lamarane DEME (Sr Public Sector Management Specialist) - Project Appraisal Document (43369 of 27 May 2008) - <i>Mamadou L.Deme (Task Team Leader)</i> - <i>Anand Rajaram (Sector Manager)</i> - <i>Mary A. Barton-Dock (Country Manager/Director)</i> - <i>Obiageli K.Ezekwesili (Vice President)</i> - Financial Agreement (30 October 2008) - <i>Mary A. Barton-Dock (Country Manager director)</i>

The Government redevelopment of 8 September 2007 brought about a change not only in the management of MINFI, but also in the leadership of the Project, though no change has been recorded at the head of MINFOPRA.

Indeed, the new MINFI, already MINDEL/B in the previous period (and as such bearer of the Reform) appropriates the Reform in his own way.

Thus in 2008 reports [WB-AB1152 2008; WB-PAD 2008], HRM activities (eligible for financing) are altered again. The new objectives of the Project (flanked in a subcomponent) would now:

- **enhance** efficiency, transparency, controls, and checks and balances in the management of personnel and payroll through improvement of the current system⁵⁸;
- contribute into **accelerating the implementation of the ongoing HRM reform**, in particular the decentralization of the personnel and payroll management database⁵⁹;
- **yield** systems, processes, and tools that would **enhance payroll controls and audits** which ensure a better use of core public resources since the salaries constitute the largest item of public expenditures (40 percent)⁶⁰.

Related activities would consist of a technical assistance to:

- *conduct an audit of the existing HRM system (SIGIPES) and payroll system (ANTILOPE)*⁶¹;

⁵⁷ MOTAZE signed the financing agreement on behalf of Cameroon.

⁵⁸ This goal was codified: OBJ_5. Indeed OBJ_5 is different from OBJ_4, because it focuses only on personnel and payroll databases and not on the related information systems.

⁵⁹ This goal was codified: OBJ_6. See difference with OBJ_4 dealing with the management of databases and not the decentralization of the management of databases.

⁶⁰ This goal was codified: OBJ_7.

⁶¹ This activity has been codified: AUD_1.

- accelerate and complete the ongoing efforts to clean up, harmonize, and secure personnel and payroll files to match budget appropriations for staff's salaries with the actual number of civil servants⁶²;
- select, set up, configure, stabilize and deploy the most adequate integrated personnel and HRM tool in most of the line Ministries⁶³;
- develop administrative procedure manuals (APMs) which would be accessible on-line in order to increase transparency in public administration, and to strengthen collaborative work and reduce case file processing times⁶⁴;
- strengthen the capacity of staff involved in the implementation of the HRM reform as well as the HR personnel of the various ministries in the use and maintenance of new HRM and payroll systems⁶⁵;
- Some equipment will be provided to complete the network and broaden the availability of the new HRM and payroll applications to key ministries⁶⁶;
- Some analytical work on civil service remuneration will also be financed⁶⁷.

Finally, a financing agreement in the amount of \$15 million was signed on 30 October 2008 [WB-C4479 2008]. Activities related to the ongoing HRM Reform are mentioned in component 2, especially its⁶⁸ second subcomponent dubbed "Modernization of the Human Resources and payroll management systems." The budget allocated to this sub-component is \$4.2 million.

The objective of the HRM sub-component was to **enhance efficiency, transparency and controls in the management of personnel and payroll within all Ministries of the Recipient by improving the current information system and accelerating the implementation of the ongoing human resources management reform**⁶⁹. Related activities aimed at (page 6):

- **conducting an audit** of the existing HR management and payroll systems⁷⁰;
- **accelerating and completing the ongoing efforts** to rationalize, harmonize, and secure personnel and payroll files⁷¹;
- **selecting, setting up, and deploying the most adequate** integrated personnel and human resources management tool in most of the line Ministries⁷²;
- **developing HR administrative procedure manuals** accessible on line⁷³;
- **strengthening the capacity** of staff involved in the implementation of the HR management reform as well as the HR personnel of the various ministries; all through the provision of **technical assistance, Training and equipment**⁷⁴;
- **Analysis of civil service remuneration system**, through the provision of studies⁷⁵.

⁶² This activity has been codified: CLN_2.

⁶³ This activity has been codified: DEV_1. It should be noted that it is no longer to deploy the existing SIGIPES nor SIGIPES-Plus already tested, but rather to acquire a new HRM system. These are external signs of internal disturbance of the Reform (or at least one of its main technical tools).

⁶⁴ This activity has been codified: MPA_3.

⁶⁵ This activity has been codified: TRN_9. See the difference with other TRN codes.

⁶⁶ This activity has been codified: EQP.

⁶⁷ This activity has been codified: POL_2.

⁶⁸ Component 2 is entitled "Integration and development of the financial management information system including HRM and Payroll systems." Its budget is \$5.9 million.

⁶⁹ This activity has been codified: OBJ_8.

⁷⁰ This activity has been codified: AUD_2. See difference with AUD_1 with regard to the objective.

⁷¹ This activity has been codified: ASS_2.

⁷² This activity has been codified: DEV_2.

⁷³ This activity has been codified: MPA_4.

⁷⁴ This activity has been codified: TRN_10.

⁷⁵ This activity has been codified: POL_3.

The above HRM activities have been retained and executed in the framework of the WB Project to support the government Reform, from 05 June 2009, date of actual start, to December 31, 2012, the closing date in anticipation of the Project⁷⁶ for unsatisfactory performance, notwithstanding the changes respectively on 30 June 2009 (Prime Minister) and 9 December 2011 (MINFOPRA and MINFI). Given the date of signature of the financing agreement (30 October 2008), as well as the related actors and structures, two other highlights were observed in the Project, as summarized in the table below; respectively from 1 July to 09 December 2011 and from 10 December 2011 to 31 December 2012 (closing date).

Study Period	Institutions	Governing Authorities	HRM activities retained by Cameroon and WB	References and officials on the WB Project
01 July 2009 – 09 December 2011	- MINFOPRA (SPRA) - MINFI (MINDEL) - MINEPAT - PMCG (SG/SPM)	- BONDE (OUM⁷⁷, EVEHE) - ESSIMI (TITTI) - MOTAZE - YANG (DORET NDONGO)	- OBJ_8 - AUD_2 - ASS_2 - DEV_2 - MPA_4 - TRN_10 - POL_3	- Procurement Plan (54472 of 17 May 2010) - Procurement Plan (61656 of 01 April 2011) - Implementation Status & Results (24 May 2011) - Mamadou L. DEME (Task Team Leader) - Procurement Plan (64418 of 01 August 2011) - Implementation Status & Results (28 November 2011) - Mamadou L. DEME (Task Team Leader)
10 December 2011 – 31 December 2012	- MINFOPRA (SPRA) - MINFI (MINDEL) - MINEPAT - PMCG (SG/SPM)	- ANGOUNG (EVEHE) - MEY (TITTI) - DJOUMESSI - YANG (MOTAZE)	- OBJ_8 - AUD_2 - ASS_2 - DEV_2 - MPA_4 - TRN_10 - POL_3	- Implementation Status & Results (ISR6988 of 20 August 2012) - Arrobbio Alexandre (Task Team Leader) - Project Document (67901 of 11 Dec 2012) - Alexandre Arrobbio (Task Team Leader) - Mark Roland Thomas / Marcelo Giugale (Sector Manager / Director) - Gregor Binkert (Country Director) - Makhtar Diop (Regional Vice President) - Project Document (67901 of 17 Dec 2012) - Alexandre Arrobbio (Task Team Leader) - Mark Roland Thomas (Sector Manager / Director) - Gregor Binkert (Country Director)

The first observation is that this development Project, whose HRM component aims at strengthening the implementation of the Reform, no longer seems to consider some crucial conceptual achievements recognized and explained in the first draft (2004). Also, the following basic concerns lack tangible and convincing answers:

- What system manages the careers (including promotions of personnel recruited before the advent of SIGIPES), and what is the current condition of SIGIPES?
- How are wages and other financial effects of careers deeds managed (including pre-SIGIPES)? What is the real condition of ANTELOPE (at MINFI and in sites already decentralized)?
- How are users informed about the state of the processing of their careers and salaries files?
- What is the mechanism for detecting fraudulent documents introduced (or likely to be) by users?
- By which mechanism will the new system solve the problems that hinder the control of staff, workstations and payroll?

⁷⁶ Meanwhile, the management of State personnel and payroll devolution Reform continues.

⁷⁷ OUM is allowed to claim his pension rights. He was replaced by EVEHE by October 28, 2009.

- What is the new conceptual basis for the implementation of the Reform and in which document is it explained?

4 The impossible Reform

The ultimate goal of the *Reform* was (and remains), not only the devolution of human resource management in ministries where State personnel are employed, but also the control of payroll, personnel and positions work, by department; such control being considered, inter alia, as the basis of an anticipated HRM in government policy. Accordingly, the 2003-2012 PRSP estimates and projections showed a linear curve of payroll trend with a variation swinging between 8 and 10% as shown in the Figure 2 below (see also Table 5).



Figure 2: Curve of estimates and projections of payroll in 2003.

It is difficult to analyze the curve of achievements (2000-2012) without statistical data about staff (active by workplace, retired) month by month and department by department. However, the evolution of payroll curve, in Figure 3 below, shows strong oscillations that are tricky to explain (see also Table 7).

If one can understand the relative control of payroll between 2000⁷⁸ and 2007, it is however challenging to find convincing arguments on its evolution between 2008 and 2012, even by considering the following facts:

- Recruitment in the civil service were frozen before the kick-off of the Reform in 2000;
- Salaries were increased by 20% in May 2008;
- There was a special recruitment of 25,000 agents in 2011;
- Several departments have recruited temporary staff, etc.

⁷⁸ SIGIPES was put into operation in June 2002.



Figure 3: Curve of operations related to wages.

Strong variations observed in Table 7 may then be the trappings of a chaotic implementation of the Reform. Although statistical data (e.g. evolution of the personnel) are not available to permit a complete evaluation of the implementation of the Reform, the simulation of the execution of WB Project activities provides sufficient information on the limits of its performance.

This lack of performance is not due to the different versions of the WB Project (especially influenced by changes that took place in MINFOPRA respectively on December 2004 and September 2006/2007), but rather to an incorrect assessment of difficulties inherent in the management of the devolution of HRM tasks and the implementation of a major reform in the Public Administration.

The successive implementation steps of the Reform have consistently ignored certain facts that tremendously impact on the payroll, including:

- Taking into account previous data (i.e. before June 2002) in SIGIPES;
- Taking into account external documents introduced into SIGIPES or ANTELOPE;
- The cardinal rule of the reform: *the career dictates the salary and not the reverse*;
- Interfacing the existing technical tools (SIGIPES, ANTELOPE, REGNET);
- User information, etc.

By simulating the execution of HRM activities of the WB Project, some sticking points shall be better understood.

Simulating the execution of Project activities that support the Reform

It is important to recall that HRM activities selected for WB funding were not the only transactions in the context of the Reform implementation undertaken by the Coordination Committee chaired by the MINFOPRA. The said Committee was supported by an Operational Team led by the SPRA. All ministry departments were associated, especially the MINFI operating (and controlling) ANTELOPE, one of the technical tools of the Reform.

The simulation of the Project activities is intended to provide an overview of the many dangers facing the implementation of the Reform.

Activity # 1: Conducting an audit of the existing HR management and payroll systems

The audit is based on continuous monitoring of good governance in organizations. It is usually performed on an annual basis to detect malfunctions and the emergence of new risks. Given the evolution of the Reform implementation, several angles could be considered in the audit activity of SIGIPES and ANTELOPE, including:

- The relevance of alignment between the legislation and the objectives of the Reform (i.e. the legislation in force vs the encoded procedures);
- The relevance of the encoding of enacted rules and procedures (i.e. the modules and functions of SIGIPES and ANTELOPE);
- Security and integrity of the data manipulated;
- The match between career management and payroll management (i.e. the interface);
- The operational degree and the maintenance of the systems.

The documents available online do not specify the audit axis. However, many studies had already identified (or adjust) the problems inherent in the implementation of the Reform, in particular the work carried out by the Project Team created in July 21, 2004 by a joint MINFOPRA/MINEFI service note for, among others⁷⁹, the consolidation of SIGIPES-SIGIPES, SIGIPES-ANTELOPE and ANTELOPE-SIGIPES interfaces [*SIGIPES-Interface 2005*]. Also, from 21 July 2004 (members setting) to 13 May 2005 (meeting approving the final report), one could observe the consistency and the regularity of in-depth discussions and work of the SIGIPES Operational Team, for improving the SIGIPES and ANTELOPE interface, despite the change made to the head of MINFOPRA (and consequently the SIGIPES Coordination Committee) on December 8, 2004.

We could speculate that one of the recommendations of the audit should be the selection, configuration and deployment of the appropriate tool for integrated management of careers and salaries. Unfortunately, the programming of these activities (i.e. #1 and #3) in the same sub-component suggests that the results of the audit were known in advance. Indeed, how does one move from audit of SIGIPES/ANTELOPE to *deploying the most appropriate integrated tool*?

The problem here is it the confusion between an audit and a system specification, or else between an audit and an inventory?

Activity # 2: Accelerating and completing the ongoing efforts to rationalize, harmonize, and secure personnel and payroll files

In April 2003 (i.e. less than a year after the deployment of SIGIPES in four pilot sites), the Minister of Economy and Finance created an Integrated System for Budget Tracking of State

⁷⁹ The other points of the study were: the consistency of data handled by SIGIPES and ANTELOPE, securing and operating SIGIPES and ANTELOPE, the communication infrastructure, administrative procedures.

Personnel, dubbed SISPER⁸⁰. This new system was aiming at cleansing State personnel files for the presentation of relevant expenditure under the new budget nomenclature. SISPER was not connected to SIGIPES!

Securing payroll and personnel file has always been a concern of the SIGIPES Coordination Committee, as evidenced by the work carried out by the Project Team established in July 2004, whose final report was delivered in May 2005. In addition, the Head of Government established in June 3, 2005, the legal framework of the operation labeled “cleansing salaries and State personnel file⁸¹”, with sectorial committees (in user departments), an interdepartmental committee (under the responsibility of MINFOPRA) and a supervisory committee (at the prime minister offices). The legal framework of the *permanent follow-up* of the said operation was established in 2008⁸². In this context, many initiatives to cleanse salaries and personnel files were identified from 2008 to 2012 in various departments⁸³.

We can therefore speculate that the aim of this activity was to support the ongoing efforts in institutions, including MINFI, MINFOPRA and the prime minister offices, in order to control the staff, workstations and payroll by ministerial department. However, in the absence of a reliable technical tool (usable in the institutions in which the legal framework is established), it is difficult, if not impossible, to conduct a permanent cleansing, because, inter alia, of the multitude of data sources (e.g. SIGIPES for careers, ANTELOPE for salaries, ministries’ specific systems), and the volume of data to handle.

Activity # 3: Selecting, setting up, and deploying the most adequate integrated personnel and human resources management tool in most of the line Ministries

HRM functions are known and well documented in the general status of the public service. Finding a tool bearing HRM features is generally easy. Moreover the current SIGIPES has main features described in relevant provisions of the General Status [*Djamen 2010*].

⁸⁰ In 2008, SISPER was still considered part of MINFI assets in personnel management and payroll (see Project Appraisal Document No. 43369 of 27 May 2008, page 47). http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2008/09/04/000334955_20080904030253/R/endered/INDEX/433690PAD0P0841LY10IDA1R20081019311.txt

⁸¹ Order No 083/CAB/PM of 03 June 2005 fixing the organic framework of the implementation of Salaries and State Personnel file Cleansing Operation. See <http://www.spm.gov.cm/fr/documentation/textes-legislatifs-et-reglementaires/article/arrete-n-083-cabpm-du-03-juin-2005-fixant-le-cadre-organique-de-mise-en-uvre-de-loperation-assai.html> (access date: January 13, 2014). See also <http://www.spm.gov.cm/fr/documentation/textes-legislatifs-et-reglementaires/article/decision-n-002cabpm-du-3-juin-2005-portant-creation-organisation-et-fonctionnement-dune-cellule.html> (access date: January 13, 2014).

⁸² Another legal framework for monitoring the operation was established on April 28, 2008 by order of the Head of Government 068/CAB/PM. See <http://www.spm.gov.cm/fr/documentation/textes-legislatifs-et-reglementaires/article/arrete-n-068-cabpm-du-28-avril-2008-fixant-le-cadre-organique-de-suivi-de-loperation-dassainiss.html> (access date: January 13, 2014).

⁸³ See for instance http://www.cameroon-tribune.cm/index.php?option=com_content&view=article&id=64298:agents-de-letat-le-recensement-a-commence&catid=4:societe&Itemid=3, http://www.cameroon-tribune.cm/index.php?option=com_content&view=article&id=64223:personnel-fonctionnaire-letat-veut-voir-clair-dans-les-effectifs&catid=4:societe&Itemid=3,

If the tool in operation did not seem to give the expected satisfaction, despite the existing functionality successfully tested in different sites [IMF-CM 2005]⁸⁴, then it was necessary to investigate the causes elsewhere, mainly in careers and salaries HRM data⁸⁵.

Assuming that such a tool was found! How the following issues should have been resolved?

- Previous HRM Data containing both true and false (Recall: REGNET was in operation in 2004/2005 in MINFOPRA and pilot sites);
- The SIGIPES data now containing true and false (how the sorting was done?);
- The constitution of data of the new "most appropriate integrated tool"; etc.

The WB final report stated on page 29 that the [Cameroonian] *Authorities made a decision in March 2011 to purchase a completely new system to manage the Government HR and Payroll [WB-ICR2365 2013]*. In what extend this March 2011 decision is different from the activity of “*selection, configuration and deployment of the most appropriate integrated tool*”, described in the 2008 financing agreement?

Activity # 4: Developing HR administrative procedure manuals accessible online

During the design phase, this activity's aim was the *publication/dissemination* of HRM's APM; suggesting that initially the content of APM was already available, or alternatively, its preparation (or development) would be carried on under internal resources. Thereafter this activity aim switched to the *preparation/distribution*, and finally *to the development* of HRM's APM accessible online.

It is necessary to ponder about the particular difficulty to prepare then put online HRM's APM, especially when a tool, successfully tested in 2004 (MINFOPRA), could be used (after the feeding of the related database with legislative and regulatory texts). In this case, the INFONET-CITAC database could be filled both with laws, decrees, orders, decisions, APM, since laws and regulations have the same conceptual structure (i.e. type of text, header, body text, signature, date, etc.) and could be automated (search engine, database feeding from the source).

Activity # 5: Strengthening the capacity of staff involved in the implementation of the HRM reform

Staff training had already been taken into consideration in earlier drafts of the Project. However, the acquisition of equipment seems to be the novelty of this activity.

In the absence of a specification (or else a document with the inventory during the signing of the Convention), it is difficult to understand the relevance of this activity. In addition, internal resources are now made available in the State budget for the acquisition of equipment relating to SIGIPES in government departments.

⁸⁴ The IMF 2005 mission reported the following: "On civil service reform, the pilot phase of the implementation of the civil service employment register (SIGIPES) proved to be conclusive." An audit of SIGIPES conducted in October 2003 had already found the proper functioning of SIGIPES modules.

⁸⁵ The maxim "Garbage in, garbage out" is strongly relevant here.

Activity # 6: Analysis of civil service remuneration system, through the provision of studies

The planning of this activity leads to one of two conclusions: either there are no Public Service human resources capable of (confidentially) conducting strategic analysis studies of the remuneration system or internal human resources (SPRA in this case) are not being put to use.

In all cases, there is a problem!

5 How to effectively implement the Reform?

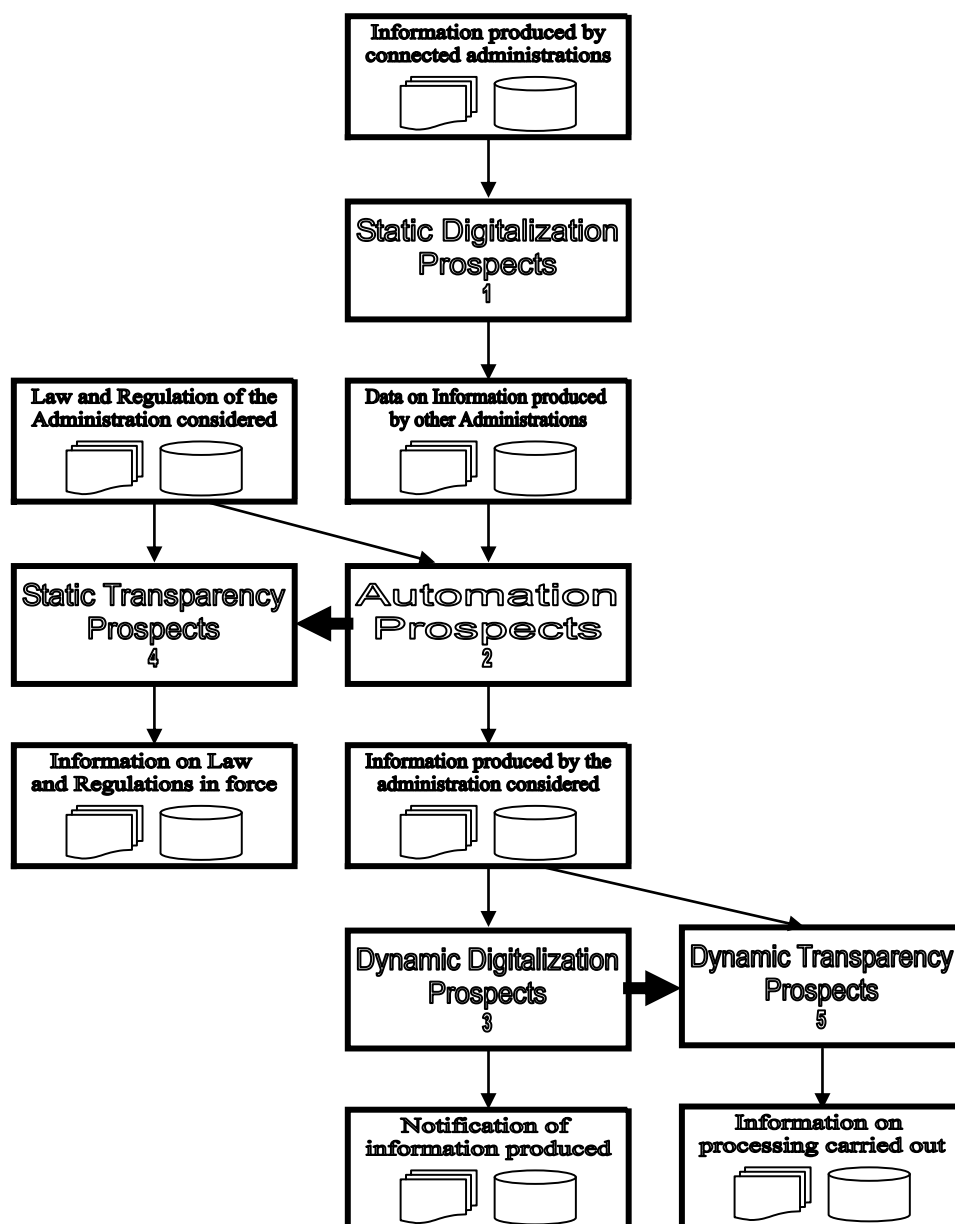


Figure 4: Architecture of an integrated management system for personnel and salaries

The overall architecture of an integrated management system for personnel and payroll sketched in Figure 4 above presents different perspectives to consider; precisely the automation of enacted rules and procedures (see box 2), the digitization of information and data (see boxes 1 and 3), and transparency in informing the users (see boxes 4, 5).

Given this overall architecture, the Table 1 below describes factors facilitating or inhibiting the Reform implementation, as known in December 2004.

Table 1: The state of conceptual mastery of the Reform in Dec 2004 (*adapted, source: [Djamen 2008]*)

CRITERIA	INDICATORS	FACTORS / PARAMETERS OF FACILITATION	FACTORS / PARAMETERS OF INHIBITION
LAWS AND REGULATIONS	The management of State personnel and payroll devolution reform is launched	Joint order MINFOPRA-MINFIB	A stronger act (form PR or PM) was expected
AUTOMATION (APP)	The general status of the Public Service is published, as well as other laws and regulations (organic texts, etc..) governing the management of human resources of the State	SIGIPES (career management) operating in MINFOPRA and pilot sites ANTELOPE (payroll management) operating in MINFI	The career management system (SIGIPES) is not connected to the payroll management system (ANTELOPE) SIGIPES-Plus (successfully tested in MINFOPRA) is not used in sites
STATIC DIGITALISATION (ARCNET)	Information (from documents issued by other institutions) is required in the treatment of SIGIPES and ANTELOPE (e.g. birth certificate, identity card, SIGIPES career acts or earlier carrier deeds...)	MINFOPRA developed the concept paper of ARCNET project (System for scanning documents from external sources bearing some information used in SIGIPES)	ARCNET is not developed Documents (with certified true-copy statement) are submitted by users and taken into account in SIGIPES (previous acts of career...) and ANTELOPE (SIGIPES Careers acts - or earlier) No system (to authenticate documents from other sources) is used by MINFOPRA and MINFI
DYNAMIC DIGITALISATION (REGNET)	SIGIPES produces Career acts ANTELOPE produces pay slips	REGNET (system scanning career deeds from 1960 to 2002) is installed in all pilot sites	REGNET is not directly connected to SIGIPES REGNET is not directly connected to ANTELOPE
STATIC TRANSPARENCY (INFONET)	The general status of the Public Service was published, as well as other laws and regulations governing the management of human resources of the State	INFONET - CITAC (Centre for Information on laws and regulations governing the management of human resources of the State) experienced and installed in MINFOPRA	INFONET-CITAC database does not contain the completeness of the legislative and regulatory texts (current or former)
DYNAMIC TRANSPARENCY (AQUARIUM)	Rules and procedures for career management encoded in SIGIPES Rules and procedures for payroll encoded in ANTELOPE	AQUARIUM SIGIPES is installed in the ground floor of MINFOPRA AQUARIUM SIGIPES is available online at the MINFOPRA website hosted by PM offices (www.minfopra.spm.gov.cm/aqua)	AQUARIUM SIGIPES is not installed in the pilot sites AQUARIUM SIGIPES is not installed in the regional delegations of MINFOPRA

Steps towards the Reform's implementation

Upon observation, the facilitating factors were not consolidated between 2005 and 2012. Similarly, no viable solution has been opposed to inhibiting the identified factors, with the exception of the March 2012 decree.

Also, although the extension of SIGIPES continues in ministerial departments, the objectives⁸⁶ of the Reform (initiated in 2000) will not be achieved (in 2015) as long as these factors are not taken into account as explained below.

Laws and regulations: setting the legal framework

The decree of March 9, 2012 is a completion of the legal framework of the implementation of the Reform which included, among others, the general status of the public service and the organic texts of potential beneficiaries' institutions.

The legal system in place is no longer vulnerable to biased (and sometimes wormy) interpretation of the implementation of the Reform.

Automation: computerizing the rules and the procedures

Prior to the introduction of the Reform in 2000, ANTELOPE (payroll management) was the only existing tool. In 2002, it was completed by SIGIPES⁸⁷ for career management.

Between 2002 and 2004, SIGIPES-Plus (SIGIPES enriched with payroll management) has been successfully tested in MINFOPRA. Its exploitation (without removing the payroll management tool) should aim to gradually inhibit certain functions of ANTELOPE system in order to control the evolution of the wage bill by user department.

With regard to the *automation* of HR and payroll functions, and considering the existing tools (SIGIPES and ANTELOPE), the successful implementation of the Reform depends on the establishment of a complementary comprehensive tool, such as *SIGIPES-Plus*, to intelligently interlink the two main technical tools. In the absence of a smart link, the two systems could be simply replaced by a new tool offering both career and payroll management functionalities⁸⁸.

Static digitization: verifying external data

It is risky to directly integrate into SIGIPES or ANTELOPE external data retrieved from certified true-copy documents, without a mechanism for validation of the original electronic data.

After operation of SIGIPES in pilot sites, the MINFOPRA had developed a concept paper for a system capable to scan documents from external sources whose information is likely to be used in SIGIPES.

⁸⁶ As a reminder: the implementation of the Reform of decentralization of the management of State personnel and payroll is the mastery of staff, workstations and payroll by ministerial department.

⁸⁷ The initial SIGIPES electronic data came from ANTELOPE system and the report of the general census of the State staff in November 2000 dubbed *REGAINS* (General Census and full consolidation of the balance of the staff).

⁸⁸ It is only the automation prospect. The existence of a new tool does not automatically address inhibition factors identified in other perspectives.

The mastering of payroll also requires the implementation of such a system for SIGIPES and ANTELOPE after the identification of all related institutions and documents. With *static digitization*, it will not for example be possible for the staff of a department to rely on a birth date that does not conform to that registered in the act of recruiting.

Dynamic digitization: dealing with previous data

SIGIPES was put into operation in June 2002, inheriting the ANTELOPE database. Career management acts for the period 1960 to 2002 have been digitized in REGNET.

An adequate response to the Reform implementation inhibiting factors, following static digitization prospects, would be to create a bridge between REGNET and SIGIPES/ANTELOPE to establish, without additional efforts, the history of careers evolution. This prospect remains valid, even if SIGIPES and ANTELOPE are replaced by "*the most appropriate integrated tool*."

Static transparency: informing users about the regulations

It is important to inform users about the relevant legislation encoded in the technical tools in operation. Not only administrative procedures manuals are involved, but also the laws, decrees, orders, decisions ... relating to the management of State personnel and payroll.

Such a mechanism is known to have been previously introduced as INFONET-CITAC.

Dynamic transparency: informing users about automation whereabouts

It should be convenient to reactivate the SIGIPES AQUARIUM system and create a continuum between careers management data and payroll management data (ANTELOPE AQUARIUM).

Permanent cleansing of personnel and salary file

Texts relating to the permanent sanitization of salaries and State personnel files will be relevant only after the implementation of a system actually managed in the target government (i.e. user departments) during each ANTELOPE payroll round.

Such a permanent sanitization system would trigger, inter alia, the detection of fictitious registration numbers before or after each payroll campaign.

Appendix

Identification of Project activities by codes

Table 2: Coding of 2004-2008 WB Project activities

Sequence	Base	Suffix	HRM activities listed in the document
1.	AQU		- Consolidating in pilot sites, and extending to the remaining ministerial departments, the SIGIPES-AQUARIUM , as an electronic interface between Administration and users to improve transparency, accountability and celerity in the management and treatment of personnel files.
2.	ASS	_1	- The project will focus on assisting MINFI and <i>MINFOPRA</i> to properly manage and implement the current HRM and payroll systems work program .
3.	ASS	_2	- Enhance efficiency, transparency and controls in the management of personnel and payroll within all Ministries of the Recipient by improving the current information system and accelerating the implementation of the ongoing human resources management reform, including by accelerating and completing the ongoing efforts to rationalize, harmonize, and secure personnel and payroll files .
4.	AUD	_1	- Technical assistance will be provided to conduct an audit of the existing HRM system (<i>SIGIPES</i>) and payroll system (<i>ANTILOPE</i>).
5.	AUD	_2	- Enhance efficiency, transparency and controls in the management of personnel and payroll within all Ministries of the Recipient by improving the current information system and accelerating the implementation of the ongoing human resources management reform, including by conducting an audit of the existing HR management and payroll systems .
6.	CLN	_1	- Funding would be provided to complete the clean-up, harmonization, and securization of personnel and payroll files to match budget appropriations for staff salaries with actual number of civil servants.
7.	CLN	_2	- Technical assistance will be provided to accelerate and complete the ongoing efforts to clean up, harmonize, and secure personnel and payroll files to match budget appropriations for staff's salaries with the actual number of civil servants.
8.	DEV	_1	- Technical assistance will be provided to select, set up, configure, stabilize and deploy the most adequate integrated personnel and HRM tool in most of the line Ministries
9.	DEV	_2	- Enhance efficiency, transparency and controls in the management of personnel and payroll within all Ministries of the Recipient by improving the current information system and accelerating the implementation of the ongoing human resources management reform, including by selecting, setting up, and deploying the most adequate integrated personnel and human resources management tool in most of the line Ministries .
10.	DSG		- Designing and testing an affordable staff performance appraisal scheme , based on output measures and not just the supply of inputs.
11.	EQP		- Some equipment will be provided to complete the network and broaden the availability of the new HRM and payroll applications to key ministries.
12.	INT		- Funding would be provided to secure electronically the interface/link between SIGIPES and ANTILOPE .
13.	MPA	_1	- Publishing and disseminating a Handbook on human resources management procedures , as a user-friendly tool to guide reform implementation, improve results-based working relationships, and allow a results-based monitoring and evaluation of staff performance.
14.	MPA	_2	- Funding would be provided to prepare and disseminate procedures manuals .
15.	MPA	_3	- Technical assistance will be provided to develop administrative procedure manuals (APMs) which would be accessible on-line in order to increase transparency in public administration, and to strengthen collaborative work and reduce case file processing times.
16.	MPA	_4	- Enhance efficiency, transparency and controls in the management of personnel and payroll within all Ministries of the Recipient by improving the current information system and accelerating the implementation of the ongoing human resources management reform, including by developing HR administrative procedure manuals accessible on line .
17.	OBJ	_1	- The component would support the ongoing deconcentration of State personnel and payroll management reform .
18.	OBJ	_2	- The component objective would be to contribute to improving transparency and accountability in human resources and staff salaries management , for reduced wage bill and improved frontline service delivery, while helping combat corruption, shady deals, and rent seeking.
19.	OBJ	_22	- The component objective would be to contribute to improving transparency and accountability in budget allocation, execution, and monitoring processes for enhanced efficiency and effectiveness of public expenditure.
20.	OBJ	_3	- The objective of this component would be to accelerate the implementation of the ongoing human resources management reform , in particular the deconcentration of personnel and payroll management database, which is a key component of this reform.
21.	OBJ	_4	- The project focus would be on enhancing efficiency, transparency, controls, checks and balances in the management of personnel and payroll database .

Sequence	Base	Suffix	HRM activities listed in the document
22.	OBJ	_5	- The objective of this subcomponent will be primarily to enhance efficiency, transparency, controls, and checks and balances in the management of personnel and payroll through improvement of the current information system.
23.	OBJ	_6	- Another important objective is to contribute into accelerating the implementation of the ongoing HRM reform , in particular the decentralization of the personnel and payroll management database, which is a key component of PFM reform.
24.	OBJ	_7	- By project-end, this sub-component is expected to yield systems, processes, and tools that would enhance payroll controls and audits which ensure a better use of core public resources since the salaries constitute the largest item of public expenditures (40 percent).
25.	OBJ	_8	- Enhance efficiency, transparency and controls in the management of personnel and payroll within all Ministries of the Recipient by improving the current information system and accelerating the implementation of the ongoing human resources management reform, through the provision of technical assistance, Training and equipment.
26.	POL	_1	- Funding would be provided to update staff and payroll management policies (where necessary).
27.	POL	_2	- Some analytical work on civil service remuneration will also be financed , but on a very small scale, because this is a very complex task, which cannot realistically be achieved within the budget for the proposed project.
28.	POL	_3	- Analysis of civil service remuneration system , through the provision of studies.
29.	RFM		- The project will also finance analytical work to support subsequent civil service reform which, given its complexity, cannot realistically be achieved within the proposed duration and budget for this TA.
30.	SIG		- Consolidating in pilot sites, and extending to the remaining ministerial departments, the SIGIPES , as a computerized State personnel management system.
31.	SPL		- Consolidating in pilot sites, and extending to the remaining ministerial departments, the SIGIPES-Plus , as a computerized system for management of personnel career development, <i>plus</i> salaries.
32.	TRN	_1	- Funding would be provided to build or strengthen the necessary capacity to accelerate the consolidation and expansion of SIGIPES.
33.	TRN	_2	- Training Computer experts who will ensure full application of SIGIPES
34.	TRN	_3	- Training Computer experts who will ensure full application of SIGIPES-AQUARIUM
35.	TRN	_4	- Training Computer experts who will ensure full application of SIGIPES-Plus
36.	TRN	_5	- Training Auditors who will regularly ensure that procedures are enforced.
37.	TRN	_6	- Training Users who will process personnel files.
38.	TRN	_7	- Training Technical agents who will process personnel files.
39.	TRN	_8	- Training Managers of human resources departments who will oversee the use of the new management tools.
40.	TRN	_9	- Training activities will be financed to strengthen the capacity of staff involved in the implementation of the HRM reform as well as the HR personnel of the various ministries in the use and maintenance of new HRM and payroll systems.
41.	TRN	_10	- Enhance efficiency, transparency and controls in the management of personnel and payroll within all Ministries of the Recipient by improving the current information system and accelerating the implementation of the ongoing human resources management reform, including by strengthening the capacity of staff involved in the implementation of the HR management reform as well as the HR personnel of the various ministries; all through the provision of technical assistance, Training and equipment.
42.	UPD	_1	- Modernizing ANTILOPE (the computerized system of management of State personnel's salaries and pensions), which will be progressively relieved of its function of liquidation of administrative acts, following progressive extension of SIGIPES-Plus.
43.	UPD	_2	- Reactivating the SIGIPES-Plus/ANTILOPE interface to enable transparent alignment of budget allocations with effective number of staff within ministerial departments.
44.	UPD	_3	- Funding would be provided to reactivate ANTILOPE.

Legend

AQU: SIGIPES AQUARIUM

ASS: Assistance

AUD: Audit

CLN: Cleansing of State personnel database and salaries

DEV: Acquisition of a new application for managing careers and salaries

DSG: Design for performance evaluation

EQP: Acquisition of equipment

INT: Interface SIGIPES - ANTILOPE

MPA: HRM Administrative Procedures Handbook

OBJ: Project Objectives (or Project component Objectives)

POL: HRM Policies

RFM: Reform

SIG: SIGIPES (Career Management System)

SPL: SIGIPES-Plus (Career and Salaries Management System)

TRN: Training

UPD: System Update/Change (SIGIPES, ANTELOPE)

Chronology of leadership of the Reform

Table 3: Summary of the Reform and Project leadership (2000-2013).

Study Period	Institutions	Governing Authorities	HRM activities retained by Cameroon and WB	References and officials on the WB Project
18 March 2000 – 27 April 2001	- MINFOPRA (SPRA) - MINEFI (MINDEL/B) - PMCG (SG/SPM)	- ZE NGUELE (NGOUE) - AKAME NFOUMOU (OLANGUENA) - MAFANI MUSONGUE (ABOGO KONO)		
28 April 2001 – 24 August 2002	- MINFOPRA (SPRA) - MINEFI (MINDEL/B) - PMCG (SG/SPM)	- ZE NGUELE (NGOUE) - MEVA'A M'EBOUTOU (MELINGUI) - MAFANI MUSONGUE (ABOGO KONO)		
25 August 2002 – 31 December 2003	- MINFOPRA (SPRA) - MINFIB (MINDEL/B) - MINAEPDT - PMCG (SG/SPM)	- ZE NGUELE (NGOUE) - MEVA'A M'EBOUTOU (MELINGUI) - OKOUDA - MAFANI MUSONGUE (ABOGO KONO)		
01 January 2004 – 08 December 2004	- MINFOPRA (SPRA) - MINFIB (MINDEL/B) - MINEPAT - PMCG (SG/SPM)	- ZE NGUELE (NGOUE) - MEVA'A M'EBOUTOU (MELINGUI) - OKOUDA - MAFANI MUSONGUE (ABOGO KONO)	- OBJ_1, OBJ_2 - SIG - AQU - SPL - TRN_1 - TRN_2, TRN_3, TRN_4, TRN_5, TRN_6, TRN_7, TRN_8 - MPA_1 - DSG - UPD_1, UPD_2	- Project Information Document (AB772 of 15 March 2004) - Armand ATOMATE (Sr Public Sector Management Specialist) - Integrated safeguards data sheet (AC713 of 14 April 2004) - Armand ATOMATE (Task Team Leader) - Serigne Omar Fye (Project Safeguards Specialist 1) - John A. Boyle (Project Safeguards Specialist 2) - Kristine Schwebach (Project Safeguards Specialist 3) - Thomas Walton (Regional Safeguards coordinator) - Guenter Heidenhof (Senior Manager)
09 December 2004 – 22 September 2006	- MINFOPRA (SPRA) - MINEFI (MINDEL) - PMCG (SG/SPM)	- AMAMA AMAMA (NGOUE, OUM) - ABAH ABAH (ENGOULOU) - INONI EPHRAIM (DORET NDONGO)		
23 September 2006 – 07 September 2007	- MINFOPRA (SPRA) - MINFI (MINDEL) - MINEPAT - PMCG (SG/SPM)	- BONDE (OUM) - ABAH ABAH (ESSIMI) - MOTAZE - INONI (DORET NDONGO)	- OBJ_3, OBJ_4 - TRN_1 - UPD_3 - CLN_1 - INT - POL_1 - MPA_2 - RFM	- Project Information Document (43918 of 07 May 2007) - Armand ATOMATE (Sr Public Sector Management Specialist) - Integrated safeguards data sheet (43598 of 13 June 2007) - Armand ATOMATE (Task Team Leader) - Warren Waters (Regional Safeguards coordinator) - Guenter Heidenhof (Senior Manager)

Study Period	Institutions	Governing Authorities	HRM activities retained by Cameroon and WB	References and officials on the WB Project
08 September 2007 – 30 June 2009	- MINFOPRA (SPRA) - MINFI (MINDEL) - MINEPAT - PMCG (SG/SPM)	- BONDE (OUM) - ESSIMI (TITTI) - MOTAZE - INONI (DORET NDONGO)	- OBJ_5, OBJ_6 - ASS_1 - AUD_1 - CLN_2 - DEV_1 - MPA_3 - TRN_9 - EQP - POL_2 - OBJ_7 - OBJ_8 - AUD_2 - ASS_2 - DEV_2 - MPA_4 - TRN_10 - POL_3	- Project Information Document (AB1152 of 26 April 2008) - Mamadou Lamarane DEME (Sr Public Sector Management Specialist) - Project Appraisal Document (43369 of 27 May 2008) - Mamadou L.Deme (Task Team Leader) - Anand Rajaram (Sector Manager) - Mary A. Barton-Dock (Country Manager/Director) - Obiageli K.Ezekwesili (Vice President) - Financial Agreement (30 October 2008) - Mary A. Barton-Dock (Country Manager director)
01 July 2009 – 09 December 2011	- MINFOPRA (SPRA) - MINFI (MINDEL) - MINEPAT - PMCG (SG/SPM)	- BONDE (OUM, EVEHE) - ESSIMI (TITTI) - MOTAZE - YANG (DORET NDONGO)	- OBJ_8 - AUD_2 - ASS_2 - DEV_2 - MPA_4 - TRN_10 - POL_3	- Procurement Plan (54472 of 17 May 2010) - Procurement Plan (61656 of 01 April 2011) - Implementation Status & Results (24 May 2011) - Mamadou L. DEME (Task Team Leader) - Procurement Plan (64418 of 01 August 2011) - Implementation Status & Results (28 November 2011) - Mamadou L. DEME (Task Team Leader)
10 December 2011 – 31 December 2012	- MINFOPRA (SPRA) - MINFI (MINDEL) - MINEPAT - PMCG (SG/SPM)	- ANGOUNG (EVEHE) - MEY - DJOUMESSI (TITTI) - YANG (MOTAZE)	- OBJ_8 - AUD_2 - ASS_2 - DEV_2 - MPA_4 - TRN_10 - POL_3	- Implementation Status & Results (ISR6988 of 20 August 2012) - Arrobbio Alexandre (Task Team Leader) - Project Document (67901 of 11 Dec 2012) - Alexandre Arrobbio (Task Team Leader) - Mark Roland Thomas / Marcelo Giugale (Sector Manager / Director) - Gregor Binkert (Country Director) - Makhtar Diop (Regional Vice President) - Project Document (67901 of 17 Dec 2012) - Alexandre Arrobbio (Task Team Leader) - Mark Roland Thomas (Sector Manager / Director) - Gregor Binkert (Country Director)
POST-MORTEM			Activities halted following an agreement between GoC and the WB for reallocation of remaining funds (USD 9.4M/15M) to finance a convincing project (see letter of GoC dated 4 December 2012)	- Implementation Status & Results (ISR9497 of 14 April 2013) - Alexandre Arrobbio (Task Team Leader) - Implementation Status & Results (ICR2365 of 27 June 2013) - Abel Paul Basile Bove (ICR Primary Author) - Alexandre Arrobbio (ICR Team Leader) - Alexandre Arrobbio (Task Team Leader) - Mark Roland Thomas (Sector Manager / Director) - Gregor Binkert (Country Director) - Makhtar Diop (Regional Vice President)

Legend

Authority in blue: New entry (in replacement of the former authority)

Authority in red: Increased responsibility following a promotion or a transfer

Activity in green: Activity in the previous period extended

Stakeholders of an administrative reform and their potential behaviors

Table 4: Classification of types of reasoning of stakeholders of the Reform (source: [Djamen 2008])

STAKEHOLDERS	TYPES OF APPROACHES	CLASSIFICATION
Higher Authority (Prime Minister Office)	... Strategic and Political	Privilege
Governing Authority (Coordination Committee)	... Managerial	Mission
Internal Staff (Operational Team)	... Technical	Obligation
Beneficiaries (Public Servants)	... Interested	Concern
Service Providers (CGICOM, ...)	... Support	Commitment
Related Administrations (MINFI, pilot sites, other institutions)	... Collaboration	Role
Other External Actors (World Bank, ...)	... Remote or Interested	Attitude

Table 5: Classification of the behaviors of stakeholders of the Reform (adapted, source [Djamen 2008])

STAKEHOLDERS	NORMAL OR ADMISSIBLE BEHAVIORS	DEVIANT BEHAVIORS
Highest Authority (Prime Minister Office)	Strategic and political development; monitoring, control, supervision, ...	Zero strategy (or policy, or supervision, monitoring, or control), performance of missions assigned to the governing authority, ...
Governing Authority (Coordination Committee)	Missions performed in compliance with regulation in force, supervision of mission assigned to the internal personnel	Zero supervision (control...), performance of missions assigned to internal personnel, ...
Internal Personnel (Operational team)	Mission performed in compliance with the regulation in force and good practices, ...	Mission performance not complying with good practices, partisan or selective handling of files, request of the presence of the recipients of services ...
Users (Public servants)	File tracking, Information retrieval, claims...	Impatience, disruption of the internal personnel's work, carelessness in file tracking or indiscipline during the retrieval of information
Connected Administrations (MINFI, pilot sites, other institutions)	Notification of documents issued to entities concerned, preferably using modern information and communication techniques (internet, email, etc.)	Unreliable, unavailable and inaccessible documents issued or used
Services providers (CGICOM, ...)	Supply of goods and services in compliance with the regulation in force and good practices.	Fictitious contracts; non or wrongly performed contracts ...
Other external Stakeholders (World Bank, ...)	Independent and external appraisal, draft solutions...	Interference in the management of business, requirement of implementation of a policy or a specific strategy...

Payroll evolvement between 2000 and 2015

Table 6: Estimates and projections of payroll in 2003 (source: PRSP).

Years	Salaries & Treatments (in billions of francs CFA)	Variation (value)	Variation (%)	Comments
2000	322,5	-	-	Historical
2001	350,3	27,8	8,62%	Historical
2002	390,1	39,8	11,36%	Estimates
2003	425	34,9	8,95%	Estimates
2004	461	36	8,47%	Estimates
2005	505,9	44,9	9,74%	Estimates
2006	553,4	47,5	9,39%	Estimates
2007	606,8	53,4	9,65%	Estimates
2008	665,9	59,1	9,74%	Estimates
2009	727,7	61,8	9,28%	Projections
2010	797,1	69,4	9,54%	Projections
2011	869,3	72,2	9,06%	Projections
2012	945,3	76	8,74%	Projections
2013	1022,5	77,2	8,17%	Projections
2014	1116,3	93,8	9,17%	Projections
2015	1212,2	95,9	8,59%	Projections

Table 7: Financial operations of Cameroon⁸⁹ (sources IMF, BEAC, CCZF)

Years	Salaries & Treatments (in billions of francs CFA)	Variation (value)	Variation (%)	Comments
2000	-	-	-	
2001	-	-	-	
2002	403	-	-	
2003	421	18	4,47%	
2004	450	29	6,89%	
2005	414	-36	-8,00%	
2006	418,5	4,5	1,09%	
2007	435	16,5	3,94%	
2008	560,9	125,9	28,94%	
2009	629,4	68,5	12,21%	
2010	634,1	4,7	0,75%	
2011	685	50,9	8,03%	
2012	706,1	21,1	3,08%	
2013	803	96,9	13,72%	
2014	860	57	7,10%	Projections 2014 (Budget)
2015	1212,2			Projections 2015 (DSRP, 2003)

⁸⁹ Sources : IMF, BEAC and Convergence Committee of the franc zone, October 2013 -

<http://www.imf.org/external/country/CMR/index.htm?pn=0>;

https://www.beac.int/index.php/statistiques?section=files&task=download&cid=237_c8334b713a9cf33928db4fc6371362b4 ; <http://www.izf.net/fr/pages/principaux-indicateurs-conomiques-et-financiers-cameroun>

Acronyms & Definitions

ANTELOPE	National Application for Computerized and Logistic Treatment of State Personnel and salaries
ANTILOPE	(See ANTELOPE)
APM	Administrative Procedures Manual (or Handbook)
HRM	Human Resource Management
IMF	International Monetary Funds
MINEDUC	Ministry of National Education
MINEFI	: Ministry of Economy and Finance
MINDEL/B	Ministry delegate in charge of Budget
MINEPAT	: Ministry of Economy, Planning and Territorial Administration
MINFI	Ministry of Finances
MINFIB	: Ministry of Finances and Budget
MINFOPRA	: Ministry of Public Service and Administrative Reform
MINSANTE	Ministry of Public Health
MPA	Administrative Procedures Handbook
PM/CG	: Prime Minister Head of Government
Project	WB Transparency and Accountability Capacity Building Project
PRSP	: Poverty Reduction Strategy Paper
Reform	Reform of devolution of State Personnel and payroll
SG/SPM	: Secretary General of Prime Minister Office
SIGIPES	Computer System for integrated management of State personnel and payroll
WB	World Bank

References

- Bruneau J., Abouem D. (2004)** *Evaluation prospective du Programme National de Gouvernance du Cameroun*. Avril 2004, PNUD, Projet CMR/01/001. <http://erc.undp.org/evaluationadmin/downloadaddocument.html?docid=264>
- Charlier F. and N'Cho-Oguie C.** *Sustaining Reforms for Inclusive Growth in Cameroon - A Development Policy Review*, 50937 The World Bank, 2009, Washington DC, 312 pages. www-wds.worldbank.org/external/default/WDSPContentServer/WDSP/IB/2009/10/08/000333037_20091008001006/Rendered/PDF/509370PUB0Came101Official0Use0Only1.pdf
- CMR-GESP (2009)** *Growth and Employment Strategy Paper*, Reference Framework for Government Action over the Period 2010 – 2020, August 2009. [siteresources.worldbank.org/INTPRS1/Resources/Cameroon-PRSP\(Aug2010\).pdf](http://siteresources.worldbank.org/INTPRS1/Resources/Cameroon-PRSP(Aug2010).pdf)
- CMR-PRSP (2003)** *Poverty Reduction Strategy Paper*, April 2003, 234 pages. siteresources.worldbank.org/INTPRS1/Resources/Country-Papers-and-JSAs/Cameroon_-_PRSP1.pdf
- Djamen J-Y. (2010)** *Amélioration de la gestion des ressources humaines dans la Fonction Publique à travers l'application des Technologies de l'Information et de la Communication : L'expérience du Cameroun*. Atelier à l'intention du Personnel chargé des Ressources Humaines en Afrique sur le « Renforcement des Capacités des Ressources Humaines pour la Réalisation des Objectifs du Millénaire pour le Développement de l'Afrique ». Cotonou 12-16 Avril, 23 pages. Nations Unies, PNUD, AAPAM, APS-HRMnet. unpan1.un.org/intradoc/groups/public/documents/un-dpadm/unpan039279.pdf
- Djamen, J-Y. (2008)** « Gouvernance et Intelligence Artificielle – Bâtir une Administration performante ». AFREDIT, 254 pages, Yaoundé, Mars.
- IMF-CM (2005)** *Staff Report for the 2005 Article IV Consultation and Staff-Monitored Program*. Washington, May 2005, 106 pages. www.imf.org/external/pubs/ft/scr/2005/cr05164.pdf
- IMF-CM (2006)** *First Review of the Three-Year Arrangement Under the Poverty Reduction and Growth Facility (PRGF)*. Washington, June 2006, 76 pages. www.imf.org/external/pubs/ft/scr/2006/cr06231.pdf
- IMF-IDA-CM (2006)** *Enhanced Heavily Indebted Poor Countries (HIPC) Initiative Completion Point Document and Multilateral Debt Relief Initiative (MDRI)*. Washington, April 2006, 73 pages. siteresources.worldbank.org/INTDEBTDEPT/CompletionPointDocuments/20936657/cr06190.pdf
- Kenhago T. O. (2003)** *SIGIPES & Aquarium: More Transparent Handling of Personnel Files in Cameroon*, ICTs for Government Transparency, eTransparency Case Study No.4, University of Manchester's Institute for Development Policy and Management, December 2003. www.egov4dev.org/transparency/case/sigipes.shtml
- Ngouo L. B. (2008)** *La réforme administrative dans les services publics en Afrique*, Harmattan, France, Juin 2008, 778 pages.
- PRC/CM (1994)** *Décret 94/199 du 07 octobre 1994 portant statut général de la Fonction Publique, modifié par le décret 2000/287 du 12 octobre 2000*. Yaoundé, Cameroun. www.spm.gov.cm/fr/documentation/textes-legislatifs-et-reglementaires/article/decree-n-2000287-du-12-octobre-2000-modifiant-et-completant-certaines-dispositions-du-decret-n-94.html et www.medcamer.org/wp-content/uploads/2011/01/statutfonctionpublique.pdf
- Raballand, G & Rajaram, A. (2013)** *Behavioral Economics and Public Sector Reform, An Accidental Experiment and Lessons from Cameroon*. Policy Research Working Paper 6595, 23 pages. September 2013, Washington, World Bank, www.ictd.ac/sites/default/files/Behavioural-

SIGIPES-Progress (2005)	<i>Operation of SIGIPES in pilot sites: Progress as of 30 March 2005. SIGIPES Followup and Coordination Committee, 9 pages, MINFOPRA, Yaounde, Cameroon, March 30th. www.docstoc.com/docs/20315798/REPUBLIQUE-DU-CAMEROUN-REPUBLIC-OF-CAMEROON---PDF</i>
SIGIPES-Interface (2005)	<i>Amélioration de l'interface SIGIPES-ANTILOPE (rapport final). MINFOPRA, Comité de Coordination de SIGIPES, Equipe Opérationnelle de SIGIPES, Equipe-Projet, Mai, 255 pages. Equipe-Projet instituée par Note de Service Conjointe numéro 0081/MINFOPRA/MINFIB du 21 juillet 2004 portant création et organisation d'une Equipe-Projet au sein de l'Equipe Opérationnelle du SIGIPES (signée conjointement par le SPRA et le SG/MINFIB).</i>
SPRA-MPA (2004)	<i>Manuel des Procédures Administratives (gestion des ressources humaines de l'Etat), Yaoundé, octobre 2004.</i>
SPRA-Guide (2004)	<i>Guide de déploiement de la réforme dans les départements ministériels et les différentes administrations. Document bilingue, Yaoundé Août 2004. Secretariat Permanent à la Réforme Administrative.</i>
UNDESA (2007)	<i>Innovations in Governance from around the World – Success Stories from the Winners of the United Nations Public Service Awards – Fifth Anniversary (2003 – 2007). United Nations, New York, Pages 46-47. unpan.org/publications/content/PDFs/E-Library%20Archives/2007%20Innovations%20in%20Governance%20from%20around%20the%20World.pdf</i>
UNDESA (2011)	<i>Good Practices and Innovations in Public Governance – United Nations Public Service Awards Winners, 2003-2011. United Nations New York 1011, Pages 381-382. unpan1.un.org/intradoc/groups/public/documents/un/unpan046119.pdf</i>
WB-PAD (2008)	<i>Project Appraisal Document on a Proposed Credit. World Bank, 91 pages, May 27, 2008. documents.banquemondiale.org/curated/fr/2008/05/9819855/cameroon--transparency-accountability-capacity-development-project.</i>
WB-AB1152 (2008)	<i>Project Information Document (PID) Appraisal Stage. World Bank, 15 pages, April 22, 2008. documents.banquemondiale.org/curated/fr/2008/04/9380770/cameroon--transparency-accountability-capacity-building-project.</i>
WB-C4479 (2008)	<i>Financing Agreement between Republic of Cameroon and International Development Association. World Bank, 21 pages, October 30, 2008. documents.banquemondiale.org/curated/fr/2008/10/10260891/financing-agreement-c4479-cm-conformed.</i>
WB-43918 (2007)	<i>Project Information Document (PID) Concept Stage. World Bank, 5 pages, May 7, 2007. documents.banquemondiale.org/curated/fr/2007/05/9477624/cameroon--transparency-accountability-capacity-building-project.</i>
WB-AB772 (2004)	<i>Project Information Document (PID) Concept Stage. World Bank, 5 pages, March 15, 2004. documents.banquemondiale.org/curated/fr/2004/04/3141475/cameroon--transparency-accountability-capacity-building-project.</i>
WB-AC713 (2004)	<i>Integrated Safeguards Datasheet Concept Stage. World Bank, 7 pages, April 14, 2004. documents.banquemondiale.org/curated/fr/2004/04/3217990/cameroon--transparency-accountability-capacity-building-project.</i>
WB-ICR2365 (2013)	<i>Implementation completion and results report. World Bank (IDA-44790), 56 pages, 27 June 2013. www-wds.worldbank.org/external/default/WDSCContentServer/WDSP/IB/2013/07/18/000356161_20130718115644/Rendered/PDF/ICR23650ICR0Ca00Box377380B00PUBLIC0.pdf</i>