



Public sector governance in Cameroon: A valuable opportunity or fatal aberration from the Kribi Campo integrated coastal management?



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ABSTRACT

Over the past few decades, integrated coastal management (ICM) has been widely used all over the world to overcome the inadequacies of sectoral approach and manage anthropogenic activities in ocean and coastal areas, with momentous results achieved and valuable lessons learned. The ICM approach offers a comprehensive agenda to address environmental, economic and social objectives, thus enabling the fulfillment of sustainable coastal development. In Cameroon, Kribi Campo was selected to be developed as the first ICM demonstration site. Although the ICM success story is emblematic with the inculcation of all relevant stakeholders, the Kribi Campo ICM still lags behind as it has proceeded in public sector governance (PSG) fashion. PSG in Cameroon is largely characterized by lengthy and undefined bureaucratic lanes with major decisions pivoting at the capital, Yaounde. Though the decentralization process in Cameroon is well circumscribed in the constitution, palpable evidence of Kribi Campo coastal development remains the callous agenda of political elites in the PSG hierarchy. This article, therefore, depicts the challenges of implementing ICM while employing the current PSG approach. A paradigm shift from centralized-PSG to decentralized-PSG is therefore of urgency to develop Kribi Campo coastal area.

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1. Introduction

Integrated coastal management (ICM) within the last decades has gained prominence among other coastal management strategies (Ngoran and Xue, 2015). The ICM approach is clamored with success stories from many countries. Many countries have favored equitable governance of natural resources by delegating policy making and resource control to the local populations (Ribot et al., 2006a,b). In China, the devolving of more powers by the Chinese Central Government to municipal governments to implement new environmental laws and the opening up to bilateral and multilateral assistance created a favorable atmosphere for ICM conceptualization and implementation. Currently, ICM has moved to the second stage after a successful implementation in Xiamen, China (Ngoran and Xue, 2015). The Philippines and Thailand fruitfully implemented ICM (Kong et al., 2015); Japan and Korea have developed institutions and have put in place the necessary

resources to effectively implement the ICM program (Liu et al., 2012). In Europe, wide ranging ICM policies have been implemented among European countries. Yet, successful strategies for coastal management in Europe are still in accordance with the 8 principles recommended in EC Recommendation 2002/413/EC as the strategy for ICM in Europe (Reis et al., 2014). In Africa, Tanzania in 2000 adopted the National Integrated Coastal Environment Management Strategy (ICEMS) (Torell et al., 2007). The implementation strategy of the ICEMS was through district-level ICM action plans. This approach helped set the stage for sustainable coastal development while contributing to the Government of Tanzania objectives to alleviate poverty (Torell et al., 2007).

Governance plays a prominent role in the ICM implementation. However, there is no general consensus in scientific literature as to which form of governance is best for ICM implementation. Though Lane, 2006; Wever et al. (2012) solicit a more decentralized form of governance for ICM implementation, Christie and White (2007) advocate for a centralized form of governance. Kong et al. (2015) point out that due to the different regimes and legislation of each country, it is unrealistic to ascertain that a particular form of governance is a pivotal point for ICM implementation. Despite the parallel views on the role of governance in enhancing ICM, there is a

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common consensus that the inculcation of all stakeholders is imperative for an effective ICM implementation (Ehler, 2003; Bowen and Riley, 2003; Ngoran and Xue, 2015).

In response to coastal problems, the Cameroon government through public sector governance (PSG) decided to implement ICM in the 2000s. Kribi Campo was selected by the Cameroon government to be developed as the first ICM demonstration site. For more than a decade, the Kribi Campo ICM is yet to produce the expected outcome owing to the gaps in PSG. The goal of this research is to explore if the stagnation of the Kribi Campo ICM is due to PSG causation or due to misconception of the ICM approach. A case-by-approach of the ICM tenets and PSG in Cameroon is analyzed in order to realize this study. This article, from the authors' viewpoint is the first of its kind to make an appraisal of the impacts of PSG and ICM on sustainable coastal development. Hence, the present study brings new insights into the literature and offers opportunities for further research questions.

2. Characterization of terms

2.1. What is public sector governance?

There is no unanimously agreed-upon definition for the term public sector governance (PSG) in scientific literature. Moreover, there is limited literature on PSG. The Association of Public Accounts Committees (APEC, 2011) views PSG as the central government institutions and organizations which create the governance environment for the public service and the wider state sector. The organizations of interest are the central institution which supports the collective political decision-making of the executive, and which regulate their execution by the public sector. This is done via the institutions for: strategic planning, policy development and coordination, service delivery, economic management, public sector organization, public sector leadership, accountability and control (Goodson et al., 2012). These central bodies are also accountable for ensuring that executive action is in accordance with the Law and accountable to the Legislature and the general public.

In the Swedish International Development Cooperation Agency (SIDA, 2013) report, PSG is demarcated as the relationships between organizations and institutions of the State. These relationships could be between organizations of the State such as between central government agencies, or between various levels of government, or how the rule of law can be prescribed. Notably, PSG deals with the relations between the State and society: how the State intermingles with people to provide services, how the State makes itself accountable to citizens, and how the State guarantees the security and the rights of its citizens. According to the Australian National Audit Office (ANAO, 2003) and International Federation of Accountants (IFAC, 2014), PSG aims to ensure that the institution achieves its overall outcomes such to enhance confidence in the organization, its decisions and its actions.

Edwards (2002) terms PSG as the policies and procedures used to direct an establishment's activities to provide rational assurance that the stipulated objectives are met and operations carried out in an ethical and accountable manner. In the public sector, governance relates to the ways by which goals are established and accomplished. It also includes activities that ensure a government's standing/credibility, establish equitable provision of services, and assure appropriate behavior of government officials and reducing the risk of public corruption.

2.2. What is ICM?

According to the European Commission, ICM is a dynamic, multidisciplinary, and iterative sequence to advance sustainable

management of coastal zones. It embraces a full cycle of information gathering, planning, policy making, management, and monitoring of implementation (Ngoran, 2014). ICM uses the informed participation and collaboration of all stakeholders to evaluate societal goals in a given coastal milieu, and take actions towards meeting these objectives. ICM seeks, over the long-term, to balance environmental, economic, socio-cultural, and recreational objectives, all within the limits set by natural dynamics. 'Integrated' in ICM denotes the integration of objectives and also to the incorporation of the many instruments needed to meet these objectives (Ngoran, 2014). It means integration of all relevant policy areas, sectors, and levels of administration. It means integration of the terrestrial and marine constituents of the target territory, in both time and space (Ngoran and Xue, 2015).

Knecht and Archer (1993) define ICM as a "dynamic and incessant process of administering the use, development, and protection of the coastal area and its resources towards common objectives of national and local authorities and the aspiration of different resource user groups".

ICM is a dynamic process which aims, through a set of actions and inter-sectoral participation, to improve the quality of life of people living in the coastal zone and promote sustainable development by protecting ecosystems and coastal resources. According to Klumb-Oliveira and Souto (2015), the approach used in the ICM; comprises four elements: geographic, temporal, sectoral and political-institutional. Its development process involves generation of five consecutive stages: a) identification and preliminary evaluation of relevant aspects, b) preparation of the program, c) formal adoption and funding, d) implementation and e) evaluation (Klumb-Oliveira and Souto, 2015). The process is continuous and resumes at the end of the fifth phase, until the program is perfected (Olsen, 2003). Since it is an ongoing process, the perfection is a goal that will never be achieved (Ehler, 2003). The ICM is consistent with the sustainable development objectives, since it seeks to integrate the economic, social, ecological, and political institutional dimensions of the coastal zone, as seen in the overall goal of the ICM: ICM is a process that unites the community and the government, management and science, sectoral and public interests in preparing and implementing an integrated plan for the protection and development of coastal ecosystems and resources. The overall goal of ICM is to improve the quality of life of communities that depend on coastal resources while maintaining the biological diversity and productivity of coastal ecosystems (Ngoran, 2014).

While PSG is largely the domineering role of the state, especially for a country like Cameroon, ICM is rather a localized management approach set forth to achieve the objectives of the government in the coastal environment. Therefore, the structure of PSG is an underlying factor in determining the successful implementation of ICM. PSG may either be centralized, decentralized or both, depending of the country's regime. Whereas laws governing decentralization in Cameroon have been enacted, centralized governance championed by the sector approach is still the order of the day.

3. Why coastal areas?

A large portion of the world's population has always inhabited the coastal areas (Martínez et al., 2007). Fertile coastal lowlands, abundant marine resources, water transportation, aesthetic beauty, and intrinsic values have long motivated coastal habitation (Wongthong and Harvey, 2014). Coastal economies include commercial, recreational and artisanal fisheries, ports and industrial facilities that rely on shipping, and tourism, agriculture and forestry dependent on the coastal climate. Coastal areas are a critical part of the economies of virtually all nations bordering the sea, particularly

subsistence economies. Coastal habitats provide important areas for fish and wildlife. These habitats filter and process industrial and agricultural wastes and buffer inland areas against storm and wave damage. The importance of the coast is better expatiated below;

3.1. Shoreline stabilization

Shoreline stabilization is the use of structures, vegetation or land management techniques to provide protection to a shoreline from future or existing erosion (Angradi et al., 2004). Coastal vegetation, especially mangrove forests, protects all types of coastal communities from atmospheric perturbations, such as cyclones and storms (Alongi, 2008). The roots of coastal plants bind the shoreline together, resisting wind and wave erosion, and providing a physical barrier that slows down storm surges and tidal waves, thereby reducing their height and destructive energy (Saha and Setegn, 2015a,b). Another important role played by coastal land-forms is protecting the coastline from erosion and flooding. For example, salt marshes act as an absorbent to the incumbent wave energy reaching the coast and, there, provide a valuable defense from sea floods. Beaches, spits, and bars also play a similar role in dispersing wave energy and can protect the open coast from erosion (Ngoran, 2014).

3.2. Maintenance of water quality

Coastal areas play a vital and invisible role in the maintenance of water quality, important both to society and the ecosystem at large. For example, nitrogen in the water is transformed into harmless nitrogen gas, while nutrients are taken up by plants in the water (Vo et al., 2012). Wetlands in coastal milieu remove pollutants, such as heavy metals, phosphorous and toxins which are trapped in the sediments of the wetlands. In addition, heavy metals and nitrogen are integrated into peat during its formation (Kar, 2013).

3.3. Fishing and aquaculture

The daily bread of over 520 million people rests on fisheries and aquaculture, 98 percent of who live in developing countries (Ngoran, 2014). It is estimated that 90 percent of the world's fish production is dependent on coastal areas at some time in their life cycle. Coastal sites, therefore, offer rich opportunities for people to earn a living. This is because coastal areas serve as a nursery and feeding and breeding grounds for many fishes and shellfish. It is estimated that 80 percent of fish catches are directly or indirectly dependent on coastal ecosystems globally (Asokan, 2012). For example, the Pichavaram mangroves on the coast of South India alone nurture 30 species of prawns, 30 species of crabs, 20 species of mollusks, and 200 species of fish (Ngoran, 2014). In Cameroon fish production is estimated at 100,000 metric tons 80,000 tons from small scale fishery. The fishing industry employs more than 200,000 persons (65,000 directly and 135,000 indirectly) (Ndah, 2011).

Coastal aquaculture entails a lot of socioeconomic benefits. These include the provision of food, contributing to improved nutrition and health, the generation of income and employment, the diversification of primary production are increasingly important for developing countries, foreign exchange earnings through export of high-value products (Ngoran and Xue, 2015).

In order to sustain the benefits derived from coastal fisheries and aquaculture, it is of essence that all stakeholders are represented, especially those on the bottom most rung. ICM lays emphasis on stakeholder representation, so there stands a chance of sustaining such benefits when properly implemented.

3.4. Generation of electricity

The availability of hydro-energy can be crucial to the economic sustainability of a region, and many coastal regions are blessed with hydro-energy. According to IEA (2010), hydropower was the most commonly used renewable energy sources. Some countries have made use of tidal energy to develop their economy. For example, the 240 MW barrage at La Rance estuary built in 1966 on the Brittany coast of France. This 240 MW plant meets the needs of equivalent of a city of 300,000 people (Salequzzaman, 2002). Other tidal power plants include the 17.8 MW plant at Annapolis, Canada built to demonstrate a large diameter rim-generator turbine (Hammons, 1993); the 400 KW experimental plant at Kislaya Guba (former Soviet Union) (Lapin, 2009), and the 3.2 MW Jiangxia station and a number of small or multipurpose plants, all in China (Hao et al., 2009). Tidal energy has some significant environmental benefits. It is non-polluting and generally displaces coal and hydrocarbon fuels. A tidal barrage, for example, would save 1,000,000 tons of carbon dioxide emissions per TWh generated (17 Mt/year for the Severn Barrage). It can also provide protection against coastal flooding within the basin during very high tides by acting as a storm surge barrier (Hammons, 1993). Though feasibility studies of tidal energy have not been conducted in Cameroon, it is speculated the country with a coastal extent of 402 km is potentially rich in tidal energy (Abanda, 2012).

3.5. Tourists asset

Coastal areas worldwide are major destinations for tourism, and therefore, play a vital role in the global economy. Fennell (2014) delineates tourism as the interrelated system that includes tourists and the associated services that are provided and utilized (attractions, transportation and accommodation) to aid in their movement. Fennell also adds that the tourist according to United Nations World Tourism Organization (UNWTO), is a person travelling for pleasure, for a period of at least one night, but not more than one year for international tourists and six months for persons travelling in their own countries, with the main purpose of the visit being other than to engage in activities for remuneration in the place(s) visited.

The qualifications provided by Fennell strongly affirm that the coast is an area that attracts the curiosity of tourists. Tourism ranks among the main economic activities in many countries. UNWTO statistics (UNWTO, 2007) validate that tourism is the world's largest industry with regard to the number of people involved and economic profit. According to Ngoran (2014), 63 percent of European holidaymakers prefer the coast as compared to 25 percent favoring mountainous areas, 25 percent preferring cities, and 23 percent the countryside. Furthermore, UNWTO statistics elucidate that 12 of the 15 world's top destination countries in 2000 were countries with coastlines. As forecasted by Blue Plan (2005), this number could increase to 312 million by 2025. According to the European Environment Agency (EEA, 2005), peak population densities on the Mediterranean coast of France and Spain reach 2300 people per square kilometer, which is more than double those of the winter season. The economic importance of coastal tourism is unquestionable.

Known for its famous white sand beaches, Kribi is Cameroon's main tourist destination. Tourism is one of the most important economic activities in the region. Kribi boasts of many emerging tourism activities such as waterfalls, white serene beaches, mangroves, and wildlife reserves based on the rich natural resources of the region such as marine turtles. It is also leading the way in marketing Cameroon's nascent conference tourism by providing venues for seminars and workshops. Tourism is the fastest growing

sector in the Kribi Campo and is one of major growing activities in the area. The sector is characterized by two main categories: the powerful tourism operators and the small scale tourism initiatives. In 2008, 23,600 tourists, both national and international visited the area and in 2009 this number is 24,865 (Folack, 2011).

When viewing the growing importance of coastal tourism, it is important that management measures should be proactive, not to lean only on the socioeconomic benefits of coastal tourism, but also liaise it with coastal ecosystem health, and hence the need for effective governance than can promulgate good policies for ICM implementation.

In summary, coastal areas provide for a wide range of activities, such as agriculture, forestry, fisheries and aquaculture, human settlements, manufacturing and extractive industries, waste disposal, ports and marine transportation, land transportation infrastructure, water control and supply projects, shoreline protection, and tourism and recreation. The numerous benefits provided by coastal areas, therefore, entails that there is a need for appropriate governance/management as resources are not infinite, but limited.

4. Coastal problems in Kribi Campo

The gradual physical deterioration of coastal habitats, including critical wetlands in the coast of Kribi Campo, is causing the loss of spawning and breeding grounds for most species in coastal waters and resulting in the loss of a variety of once rich fauna and flora. Coastal geomorphological change, erosion, and sedimentation have been identified as having an important and progressive adverse impact in Kribi Campo. Undoubtedly, unplanned human settlements are a major contributor to increasing coastal degradation in the Kribi Campo coastal environment.

4.1. Land-based pollution

The ecological degradation of coastal areas has continued to receive heightened focus in Kribi Campo. The advancement of technological development is occasioned by the need to enhance energy sources for economic development. Pollution, especially the land based pollution, is one of the major challenges to the sustainability of the Kribi Campo Coastal Area. This is due to the fact that there are two large agro industrial companies located in this zone (Société Hevea-Cameroon - HEVECAM and Société Camerounaise de Palmeraies - SOCAPALM). Moreover, Kribi hosts the terminal of the Chad-Cameroon pipeline with an installation floating tank to receive crude oil from the Republic of Chad. This has led to a high risk of pollution by hydrocarbons and other sources in the area. Furthermore, increased pressure on the coastal and marine ecosystems owing to rapid urban growth, development of the transport network and sprawling settlements along the sea front has led to trending land-based pollution. The visible adverse effects of land based pollution in the Kribi Campo area are loss of beach aesthetic, reduction of tourism activity, loss of beach space, loss of migratory species using the habitat and altered migratory patterns.

4.2. Dwindling tourist assets

The Kribi Campo coastal stretch offers significant potential natural assets for the development of the touristic activity. Tourism is the fastest growing sector in this area. However, the tertiary sector - tourism is being exploited at present in an unsustainable manner. The hotels and related infrastructure are erected in an anarchical manner and against the norms of coastal development framework. In fact, land speculation is already

obvious along the coast, with runaway construction and the appropriation of public beaches by private landowners, and increasingly frequent disputes. In some areas, new constructions have blocked access to the beach, making it problematic to plan and run tourist attractions properly. This chaotic outcome displayed on the coastal esplanade is largely due to gaps in governance (poorly conceived and weak enforcement of coastal regulations, and the little of no coordination among the stakeholders involved).

4.3. Resource conflicts

Kribi area is characterized by accelerated degradation of coastal habitat due to anthropogenic activities. Currently, there are several industrial, agro-industrial and transport projects in Kribi. For instance, there is a regional deep sea port complex under construction. Moreover, unregulated fishing activities in Kribi have resulted in an increase in overexploitation of fisheries. Fishermen in Kribi frequently use of non authorized nets with small mesh size and at times fish in the nursery area or spawning ground. More so, local fishermen with small businesses are frequently attacked by the employees of industrial fisheries companies, who seize or destroy their equipment. There are no clear guidelines restricting fishing. Consequently, there is loss of income from fisheries, reduction in the availability of fish and fishery products, and resultant increase in poverty.

5. Public sector governance challenges in implementing ICM in Kribi Campo

In Cameroon, PSG to environmental and resource management prevails. Though PSG has led to improved environmental and socioeconomic benefits in Japan (Bhatta, 2003) and Singapore (Elias Sarker, 2006), it has rather been contentious in Cameroon. The different sectors of the government in Cameroon are poorly managed by ministerial departments. Moreover, there is no specific management framework and no performance evaluation mechanism among these departments. Cameroon is governed by sectoral ministries headed by ministers, located in Yaounde, the Capital of the country. The Organigram of all ministries show the same structural arrangement characterized by a centralized, top-down hierarchical order (Ndah, 2011). Each of the 10 Regions of Cameroon has a regional delegation which receives orders directly from the ministry. The sub-divisional delegate is directly answerable to the divisional delegate (Fig. 1). This hierarchical order is very rigid and as observed, no subordinate authority can take decisions irrespective of the urgency without consulting his/her superior. As a result, these departments are characterized by a damaging scale of inertia, stifling coastal development.

5.1. Centralized public sector governance

There is relatively little decentralization of power to lower levels of governance, particularly the local communities and/or resource users who usually determine the success or failure of sustainable coastal development efforts. In addition to the sectoral fragmentation of the environment and resources, decision-making is centered at the national level, with little or no ability actors at the decentralized administrative units to act without authorization from the central government. Thus, each area has its local characteristics and problems known only by those living and/or working there. Management of Kribi Campo coast needs to be area-specific, and will be more efficient if decisions making at the local strata is considered, rather than being decided at the national level.

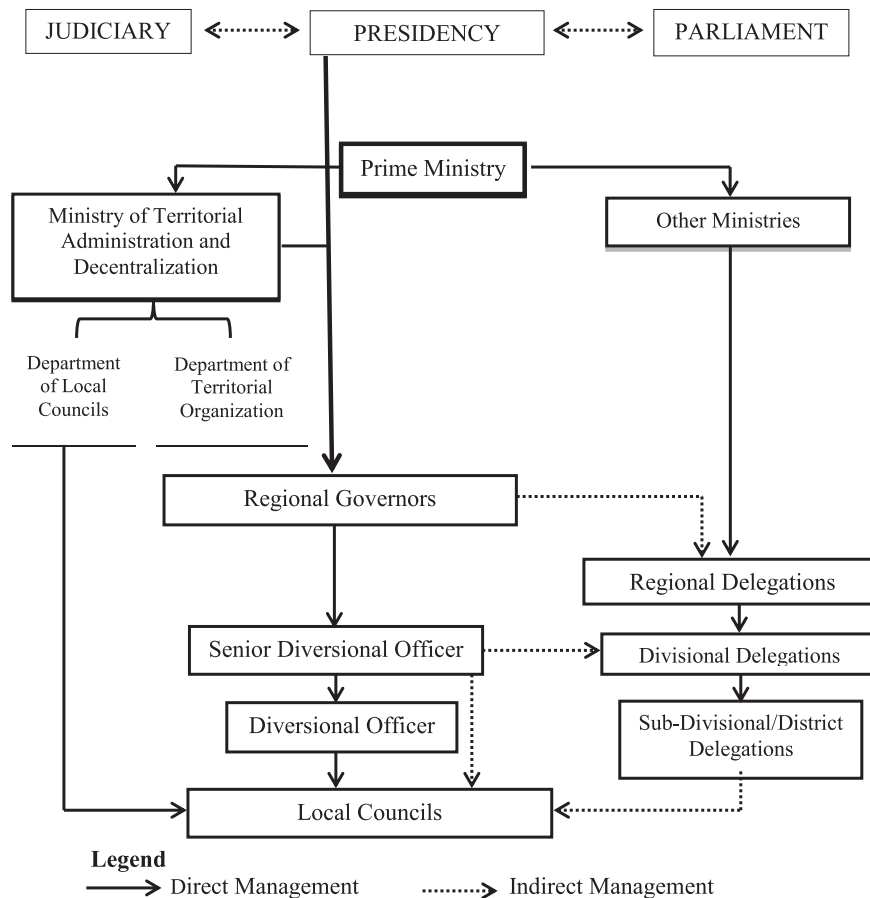


Fig. 1. Public Sector Governance setup in Cameroon.
 Source: Ngoran et al. (2016).

5.2. Poorly defined bureaucracy and corruption

Bureaucracy characterized by a clear division of work with boundaries of responsibilities is imperative for effective coastal governance/management (Ngoran et al., 2016). The fragmented institutions as a result of PSG in Cameroon are a deterrent to effective management. According to Ngoran et al. (2016), the colonial institutional/policies that Cameroon inherited from the colonial masters, are still belligerent to effective administration. In Cameroon, rational coastal and ocean management is stifled by lengthy, ambiguous working procedures. Moreover, the reluctance of most civil servants in carrying out their duty further obscures and slows down development within the coastal zone. The subsequent effect has been widespread corrupt practices as the population tries to bypass the poorly defined administrative modalities (Fig. 2). This presents a big impairment in coastal development since most bureaucrats pay attention on their personal gains rather than that of the entire nation.

5.3. Organizational capacity constraints

Low salaries and deplorable working conditions in Cameroon due to centralized-PSG have hampered the hiring and retaining of competent country program managers and staff from developing countries. Individuals and public servants with needed skills and education go abroad for education and experience and usually stay abroad (Folack, 2011). Furthermore, there is over-reliance on the skills and inputs of foreign professionals through foreign assistance

programs or projects which do not build adequate local capacity to sustain the program. When donor assistance is decreased or withdrawn, the foreign experts often leave the country. Closely related to this point is the challenge of funding and sustainable funding. The implementation of ICM is regarded as too expensive by government and finds it almost impossible to raise the required funds to implement ICM programs. In most cases, ICM programs are funded by International agencies, but there are few successful self-sustaining ICM efforts in developing nations, particularly after international assistance is phased down or terminated. One true test of the worth of an ICM effort is the willingness of government units to fund the program if and when external assistance funds are terminated or phased out.

5.4. Gaps in stakeholder participation

Public participation is a vital aspect of successful ICM. Although the Cameroon government has been criticized for centralizing management in the public offices, the Cameroon government really has made no significant progress in empowering the public to partake in environmental concerns. Due to a dominant PSG at the capital of the country, local level practices, public participation do not make impacts to change government decisions as it is local and then far from the decision making centre in the capital (Kong et al., 2015). Achieving integrated management along the dimensions proposed by ICM is conceivably the most daunting challenge in dealing with the oceans and coastal setting, especially when management is PSG-centered. Bringing together and harmonizing

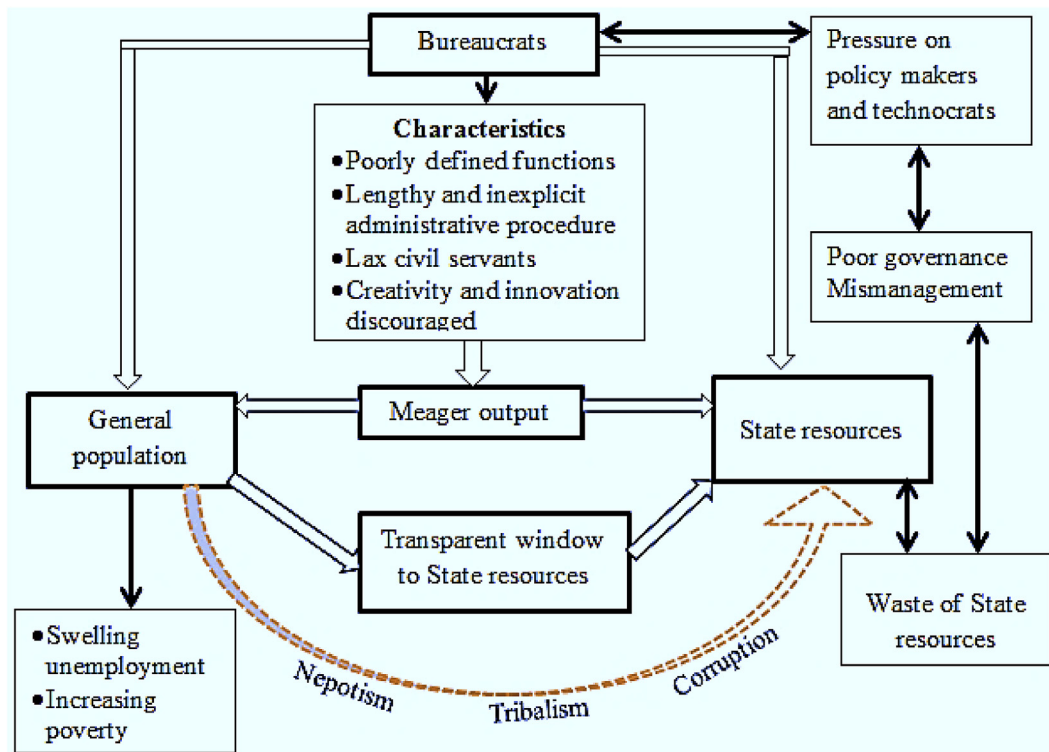


Fig. 2. Adverse effects of bureaucracy.

the perspectives of conflicting sectoral government agencies, of different hierarchy of government, and of different disciplines, illustrates the most challenging set of tasks (Ngoran et al., 2016). To achieve integrated management, it is very important to have incentives that promote continued collaboration among ICM entities (Cicin-Sain et al., 1998). Unfortunately, such incentives are nowhere near reality on the coast of Cameroon. Equally important is to offer training and education programs which emphasize the interrelationships among coastal and ocean activities, uses, natural systems, and physical processes, and which develop the correct mindsets and skills that decision makers will need in their work (Ngoran et al., 2016). Again, the latter is effectuated on a negligible scale in Cameroon.

6. Discussion and outlook

The PSG in Cameroon tends to have insufficient capacity and little or no accountability so that administrative corruption is relatively high (Amundsen, 1999). There is the near absence of political accountability, resulting in a high level of state dominance. The civil society has been relegated to the background and incapacitated to play an important role in coastal development (Doh, 2012). With PSG in Cameroon, reforms are sluggish and do not make significant impacts nationwide; talk less about coastal management strategies (Mvondo, 2009). Modern methods for planning recognize that stakeholder involvement is essential for plausible economic, social, cultural and ecological policies of the society (CO, 2013). Fig. 3 indicates that the Kribi Campo ICM framework is exclusively PSG-centred with other intervening stakeholders relegated to the background. National policies dealing with the ocean and coastal sectors also need to better-take on board views of a wider cross-section of society through genuine consultation at all levels including the general public, coastal communities and local governments. This stakeholder

involvement should take place early on in the formulation process, in order to thoroughly consider management ideas and opinions of a wide constituency as possible in eventual final policy prescriptions (CO, 2013). Very often, national policies have been generated solely by technocrats in branches of central Government with interests in particular sectors. This has regularly led to policy that is flawed, out of touch with on the ground needs and realities and which also does not treat with inter-sectoral synergies and conflicts.

As indicated in Fig. 3, the president is in charge of promulgating laws enacted by parliament. Through decrees, the president regulates government policies relating to coastal management, sets up and organizes administrative structures with well-defined roles in marine and coastal area management. The National Assembly ratifies international conventions and treaties on coastal issues to which Cameroon is a signatory.

The Interministerial Committee for Environment (ICE) ensures and coordinates the involvement of all ministries in the management of the coastal and marine environment and its resources (Folack, 2011). The National Environment and Sustainable Development Advisory Committee provide an appropriate platform for an effective participatory approach to coastal and marine area management while the Forest Environment Sectoral Programme is dedicated to the coherent, integrated development of forest, fauna and environment; is in charge of the management of protected areas through implementation of their management plans. The National Environmental and Sustainable Development Fund (NESDF) initiated the environment framework law of 1996; it is a funding structure for the implementation of the National Environmental Management Plan (NEMP). Key ministries play the following role;

- > Ministry of Environment and Nature - Protection Management and coordination of activities related to environment

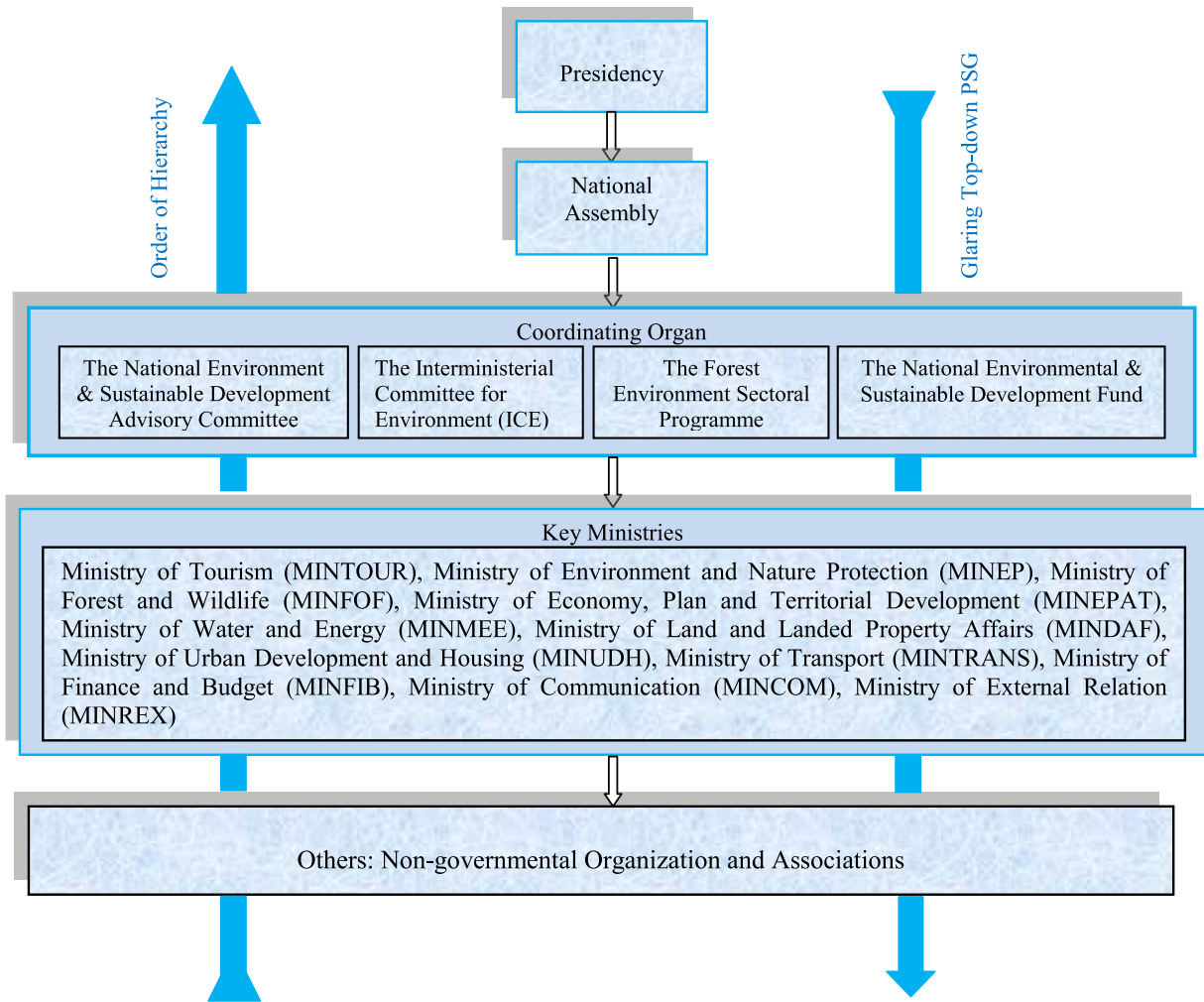


Fig. 3. Kribi Campo framework.

Coordination of Interministerial/multisectoral committees established within MINEP on policy issues related to environmental protection.

- > Ministry of Forest and Wildlife (MINFOF) - In charge of the elaboration, implementation and evaluation of national policy on forest and wildlife; coordinates management and conservation of forests of the national domain.
- > Ministry of Agriculture and Rural Development (MINADER) - Elaboration and implementation of government policy in the agricultural and rural development sector.
- > Ministry of Economy, Plan and Territorial Development (MINEPAT) - In charge of elaborating government general framework for medium and long term development plans, preparing investment plans and promoting public investments, coordinating all projects dealing with planning at local, national levels.
- > Ministry of Water and Energy (MINMEE) - Coordinates the national policy of production, transport and distribution of water and power.
- > Ministry of Livestock, Fisheries and Animal Husbandry (MINEPIA) - Ensures management, conservation and development of fisheries and livestock.
- > Ministry of Land and Landed Property Affairs - Conception, implementation and evaluation of land property policy, manages the national land and proposes land use framework,

protects the public and private lands and conceives cadastral plans, delivers land certificates.

- > Ministry of Urban Development and Housing - In charge of improvement of habitat condition and occupation of land, conservation of landed property and natural ecosystems, elaboration and execution of land ownership urbanization and housing policy, ensures waste disposal management in town.
- > Ministry of Scientific Research and Innovation (MINRESI) - In charge of the implementing government policy on scientific research and innovation through operational research structures.
- > Ministry of Transport (MINTRANS) - Coordinates development activities related to land, sea and air transportation.
- > Ministry of Finance and Budget (MINFIB) - Collects taxes, prepare overall framework for national budget execution.
- > Ministry of Tourism (MINTOUR) - Elaboration of the national tourism policy.
- > Ministry of Public Work (MINTP) - Prepares plans and follow up construction of key infrastructures related to public work.
- > Ministry of Defense (MINDEF) - Assures safety over the national territory, in coastal and marine area through the marine national.
- > Ministry of Communication (MINCOM) - Facilitation and dissemination of information on issues related to coastal development.

- > Ministry of External Relation (MINREX) - In charge of international conventions, treaties and protocols on the environment and development including marine and coastal areas.
- > Ministry of Mine, Industrial and Technologic Development (MINMIDT) In charge of implementation of government policy on mining, industrial and technologic development.

For a workable and implementable ICM, it is imperative that the bottom lane stakeholders such as fishermen, coastal residents ... be inculcated about issues on the management plan. Moreover, the role of the local stakeholders should be carefully stipulated on the management framework. In order to paint a clear picture about coastal dynamics in Kribi Campo, it is important to examine how key characteristics of PGS (Strategic planning, policy development and coordination, public sector organization, economic management, accountability, the Law and the general public) impact ICM implementation.

Strategic planning entails an organizational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working towards a common goal, establish agreements around intended outcomes/results, and evaluate and regulate the organization's direction in response to a changing environment. Strategic planning is difficult to come-by in Cameroon since most projects are operated without short, medium or long term objectives/goals. The worst part of the Cameroon - PSG is that monitoring and evaluation are negligible. Due to no strategic planning, the Kribi Campo ICM for more than a decade is yet to produce outcomes. Contrarily, in 1993, Xiamen, China was selected as ICM demonstration sites under a regional program co-financed by the Global Environmental Facility (GEF). The ICM initiative was implemented by the Xiamen local government and guided by the ICM Project Development and Implementation Cycle which consists of a cyclical process. Xiamen ICM encompassed preparing, initiating, developing, adopting, implementing, refining and consolidating but the pressured for economic development. The ICM project in Xiamen was launched in early 1994 and the ICM Development and Implementation Cycle were completed in about six years (Chua, 2008). The Xiamen ICM owes its success partly to strategic planning. Strategic planning of the ICM program, the involvement and training of local stakeholders will avoid mismanagement of limited financial and human resources and achieve the overall project objective - balance between the society (government, and general population), the environment and the economy (Ecological benefits). Cameroon ICM practitioners could be sent to Xiamen for refresher courses/internships or build partnership for the realization of Kribi Campo ICM.

Public sector organization entails organization owned and operated by the government. In Cameroon, this includes ministries; regional, divisional and sub-divisional departs. Due to the dominance of the public sector organization, policy conceptualization by technocrats and politicians has often been bias and implementation is often met with resistance since those policies do not transcend the needs and aspiration of the private sector and the general public. Not all present gaps in government ministries are a deterrent to coastal management. For instance, developing ICM does not necessarily means developing entirely new institutions. It simply means bringing about coordinated action of establishments in a sustainable ecosystem perspective. Some of the established actors are well rooted in integrated coastal management, backed by formal organizations and established politico-administrative networks, having a well-established perspective on problem formulations and solutions out of their own experience and interests (Richardson, 2013). Similarly, there are other clusters of interest, dominating on other fields of the coastal zone, with other interests

and perspectives on needs and solutions (Sandberg et al., 2000). Not all of them are confronting and disposed for conflicts, but some are. And as the total resource base in the coastal zone has been taken into use to an increasing degree, the potential and the number of conflicts have also risen (Sagdahl, 1998). Multiple use of the resources or areas, linking sea and shore, involves a multi-institutional perspective on management. Supreme and coordinated management is therefore an overwhelming political task, if possible at all.

Accountability refers to the obligation of an institution to account for its activities, accept responsibility for them, and to release the results in a transparent manner (Townsend et al., 2011). Accountability pushes the government to develop efficient, effective and open management of public enterprises, in order to foster sustainable development (Itoe, 2001). However, PSG is Cameroon is characterized by truncated accountability. Cameroon in 1998 and 1999 was ranked the most corrupt by Transparency International. Corruption is still rampant in the country, stifling major development efforts. Since the shocking Transparency International ranking in the 1990s, Cameroon has embarked on projects targeted at curbing corruption and improving its quality of governance in order to increase economic growth by attracting more regional and international investments (Cerutti et al., 2013). The country currently has a score of 27 (out of 100) for governance, which is very high. Accountability is essential for productive investment and economic growth and environmental protection. Ministers and other government officials' appointments are based on relationships rather than experience, expertise; good managerial skill ... the outcome of such appointments has been the embezzlement of state funds. March 11, 2006, the Cameroon president signed a presidential Decree creating a National Anti-Corruption Commission (NAC) with him at the head.¹ Subject to the constitution, laws and text in force, members cannot be pursued, arrested or apprehended in regards to their opinions, actions during the exercise of their duty. Despite the arrest and detention of corrupt officials and those involved in the embezzlement of state funds, the degree of accountability of NAC is still questionable since all members are answerable to a central authority-the President. Moreover, those culpable of embezzlement are arrested and detained and no effort is made by the NAC or the government to recuperate the illegally siphoned funds. Until there is a national anti-corruption committee is independent and even investigate the president, government official/manager can not be accountable for activities or agree to disclose projects in a transparent manner (especially when huge sums of money is involved). Efforts are therefore needed to enshrine an accounting system especially with the undertaking of ICM initiative.

Economic management in Cameroon remains a serious problem. Owing to gaps in leadership and poor accountability, the country has made only baby steps. Compared to neighboring countries like Equatorial Guinea and Nigeria, economic prowess in the country is negligible. Challenges in economic management do no attract investors and this makes the implementation of ICM (a short term money-guzzling management strategy, but a viable and sustainable approach with economic returns far outweighing costs in long term) almost impossible. There is, therefore, a need to create a viable economic atmosphere to lay the platform for a fruitful implementation of the ICM process.

The general public in Cameroon is like "spectators cheering a football match, but have no influence on the playing style or the arbitration of the match". The government's inner cycles in

¹ <file:///C:/Users/Administrator/WIN-QAOPJH3DR6B/Downloads/Cameroon%20Authorities.pdf> (assessed 20/04/2016).

Cameroon decides and imposes what they think is good for the general public. More often than not, the Cameroon government yield to the whims and caprices of powerful external donors. Yielding to ill conceived policies by self-centered technocrats and politicians have had negative impacts not only on the coastal population, but on the entire country as well (Ngoran, 2014). This is true for the Structural Adjustment Policy (SAP) and the Heavily Indebted Poor Countries (HIPC) Initiative; all of the Bretton Woods Institutes (World Bank and International Monetary Fund). Until the country learns to coin policies that are grassroots-friendly, implementation will remain an impediment especially in coastal arenas.

Laws shape the behavioral fabric of the society, especially when they are timely passed and represent the needs and aspirations of the people. In June 2004 three bills were voted and promulgated July 2004 by the Cameroonian House of Parliament. These decentralized laws replace the disparate laws of 1974 on local councils with their multitude of subsequent amendments. Under the provisions of the laws of 2004, there was the devolution of powers accompanied by the transfer of means, financial, material and human, to local. Moreover a common decentralization fund was created (article 23(1), Orientation Law). For the steering and evaluation of the decentralization process, there is a national decentralization council and an inter-ministerial committee of local services (article 79, Orientation law) (Oyono, 2004a,b). These new laws (that essentially focus on local development and governance) constitute the basic framework of rules on decentralization in Cameroon. In the transfer of powers for local development under the 2004 laws, local authorities are assigned the task of promoting development (article 4(1), Law of Orientation). The 2004 law on decentralization was a giant development step made to improve PSG in Cameroon. 12 years after the 2004 decentralization law, plausible developmental steps have only been made on paper, palpable evidence of Kribi Campo coast development remains the callous agenda of political elites in the PSG hierarchy. Centralized-PSG is still the order of the day. Major powers still revolve at the presidency. The president of the Cameroon can by decree create or re-delimit the geographical boundaries of a local authority as well as rename or decide on the temporary regrouping of local authorities. Until there is a real paradigm shift from centralized-PSG to decentralized-PSG, effective coastal development will remain a nightmare.

7. Recommendation

There is a need to develop a trustworthy accounting system within the project-life in order to sustain the ICM initiative. The media that could be at the centre of creating enough awareness about the ICM agenda is yet to be free. Press freedom has increasing come under attack in Cameroon with journalist targeted for exposing corrupt government officials. Though the implementation of the ICM project is a money guzzling endeavour, the long term benefits far outweigh short term investments. With a free press, corrupt practices/embezzlement of the ICM funds could be denounced; thus ensuring a successful ICM implementation.

In order to link the conflicting gap orchestrated by centralized PGS in Cameroon, there is need for an independent coastal inter-agency whose main goal is to tackle coastal challenges. The self-directed coastal interagency should be at the helm of integrating sectoral policies and interagency functions to lessen policy conflicts and overlapping responsibilities. Such an institution should be the bridge between the ministries, the urban council, traditional ruler and the general population. The goal here is to harmonise all projects conceived by the various stakeholders, and therefore, bridge up the loopholes in management.

8. Conclusion

With increasing anthropogenic pressure, integrated coastal management (ICM) offers a valuable opportunity for improving environmental quality, curb down conflicts between stakeholders and creates avenues for economic improvement. However, Kribi Campo ICM has been aberrated by politicians and technocrats in the PSG hierarchy to meet their personal gains. To give the Kribi Campo ICM a new momentum, it is imperative to involve bottom lane stakeholders (local fishermen, coastal residents). The media that could be at the centre of creating enough awareness about the ICM agenda is yet to be free. Press freedom has increasing come under attack in Cameroon with journalist targeted for exposing corrupt government officials. Though the implementation of the ICM project is a money guzzling endeavour, the long term benefits far outweigh short term investments. With a free press, corrupt practices/embezzlement of the ICM funds could be denounced; thus ensuring a successful ICM implementation. Consultation services from the numerous universities in Cameroon could provide decision makers of the ICM-program with the scientific expertise necessary to make important decisions. However, most researchers in Cameroon have little or no experience in undertaking interdisciplinary, management-oriented research. There is need for multidisciplinary team to enhance coordination of various ICM activities. More importantly, a paradigm shift from centralized-PSG (government being the sole stakeholder) to decentralized-PSG (encompassing a cross-section of all relevant players), marked by transparency and accountability is therefore of urgency to develop Kribi Campo coastal area.

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