

REPUBLIQUE DU CAMEROUN
Paix- Travail- Patrie

MINISTERE DE LA DECENTRALISATION
ET DU DEVELOPPEMENT LOCAL

SECRETARIAT GENERAL

PROJET GOUVERNANCE LOCALE ET
COMMUNAUTES RESILIENTES



REPUBLIC OF CAMEROON
Peace-Work-Fatherland

MINISTRY OF DECENTRALIZATION
AND LOCAL DEVELOPMENT

SECRETARIAT GENERAL

LOCAL GOVERNANCE AND RESILIENT
COMMUNITIES PROJECT

Référence activité

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| Composante 1: Amélioration des infrastructures communautaires et des services de base |
| Sous composante 1.2 Soutien au développement communautaire |
| 1.2.a Appui aux CV/CQ pour la formulation des PAC incluant le PGES |

**HIRING OF A CONSULTANT-FIRM TO MOBILISE COMMUNITIES AND
SUPPORT THE ESTABLISHMENT OF VILLAGE AND NEIGHBOURHOOD
COMMITTEES IN COLLABORATION WITH MUNICIPALITIES AS PART OF
THE DEVELOPMENT OF COMMUNITY ACTION PLANS INCLUDING
ENVIRONMENTAL AND SOCIAL MANAGEMENT PLANS IN THE NORTH-
WEST REGION
(FRAMEWORK AGREEMENT)**

TERMS OF REFERENCE

August 2025

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1. GENERAL CONTEXT

Poverty in Cameroon remains high, with growing inequalities between rural and urban areas, particularly in regions affected by conflict. While the national average poverty rate is 37.5%, the poverty rate is 74.3% in the Far North region and 67.9% in the North region, followed by the North West region (55.3%) and the Adamawa region (47.1%). The persistence and geographical concentration of poverty in certain regions are likely to exacerbate regional disparities and inequalities in the country in the future, unless they are addressed.

Instability and violence in Cameroon are on the increase and are superimposed on regionalised and concentrated poverty. The causes and drivers of fragility, conflict and violence (FCV) in Cameroon are multiple and have different regional characteristics. However, overall, there is a significant increase in the occurrence of violence against civilians and the occurrence of battles. Displacement due to ongoing violence against civilians is another major challenge that adds further layers of complexity.

The multi-faceted socio-economic and fragility contexts in Cameroon call for an integrated and holistic response to address the drivers of fragility, conflict and violence in the country, while building social resilience to prevent conflict and promote the active participation of the poor and the inclusion of marginalised groups in the country.

PROLOG (Local Governance and Resilient Communities Project) is aligned with the efforts of the Government of Cameroon to strengthen the socio-economic resilience of vulnerable populations and is pursuing the implementation of effective decentralisation.

Approved by the World Bank's Board of Directors on September 28, 2022, PROLOG aims to increase community access to basic social services and climate-resilient infrastructure, and to strengthen local capacity to manage resources and deliver services effectively. In order to achieve this overall objective, the project will focus on the following specific objectives: (i) strengthening the commitment of citizens to consolidate the social contract; (ii) strengthening local governance bodies for the management and delivery of services; (iii) improving the delivery of basic services to vulnerable populations, especially those affected by conflict; (iv) supporting community resilience and creating socio-economic opportunities in conflict-affected areas.

PROLOG is based on two key intervention pillars: (i) direct interventions at community level to improve community and inter-communal infrastructure and (ii) capacity building of decentralised local entities. It will combine support for decentralisation efforts with bottom-up development commitments to empower communities, including improving and strengthening the climate resilience of community infrastructure and access to basic services. The Project covers six (06) Regions of Cameroon, namely Adamawa, East, Far North, North, North West and South West. PROLOG is implemented under the supervision of the Ministry of Decentralisation and Local Development (MINDDEVEL).

The activities to be financed under the project will be structured around the following components:

Component 1: Improved of community infrastructure and basic services: This component will support the implementation of activities to support community development with a focus on the most marginalised and vulnerable communities in conflict-affected and socio-economically disadvantaged municipalities in the Far North, North, Adamawa, East, South West and North West regions.

The three sub-components of this component will cover:

Sub-component 1a: Strengthening community capacities. This sub-component will support (i) community awareness-raising, (ii) the creation of village committees (VCs) where they do not exist in the targeted regions, (iii) basic skills training for VC members, and (iv) training for community members in the implementation and maintenance of community infrastructure.

Sub-component 1b: Community Development Support. This sub-component will provide (i) technical support to newly formed and operating VCs to develop Community Action Plans (CAPs), (ii) technical support to VCs to select priority community infrastructure to be funded by the sub-component (iii) climate resilient community infrastructure.

Sub-component 1c: Construction and rehabilitation of intercommunal infrastructures. This sub-component will fund the construction and rehabilitation of inter-communal infrastructure that will improve the infrastructure that connects and benefits several communities (i.e. inter-communal roads, market places) and strengthen their overall climate resilience.

Component 2: Improving Multi-level Governance Framework and the capacity of decentralized entities to deliver services. This component will: (i) provide technical assistance to central and local entities to make the decentralisation programme more operational at institutional and policy levels; (ii) build and strengthen the capacity of decentralised local authorities to manage resources and exercise their powers more effectively and in a participatory and inclusive manner.

Sub-component 2.a: Building multi-level institutional capacity for decentralization. The proposed activities will target central and local institutions and actors.

Sub-component 2.b: Strengthening local capacity for service delivery. This sub-component will focus on building the capacity of municipalities in the regions targeted by the project (~180 municipalities) and of the ten regional councils recently created to manage the resources they receive and implement projects, in a participatory manner, and to fill the capacity gaps identified by the PNDR reviews, particularly in project preparation, evaluation and implementation, and infrastructure maintenance. The central ministries principally concerned - MINDEVEL, MINEPAT, MINFI and MINMAP (Ministry of Public Procurement) - will be involved in the implementation of these activities according to their nature.

Sub-component 2.c: Performance-based grants. Performance improvement grants will be awarded to CTDs on the basis of criteria carefully designed to address key bottlenecks and encourage results.

Component 3: Project Management, Monitoring and Evaluation: This component will support (i) project management and administration, (ii) monitoring and evaluation, and (iii) knowledge management.

Component 4: CERC (Contingency Emergency Response Component): This component will establish an emergency fund that can be triggered in the event of a man-made crisis, public health crisis or natural disaster, by the official declaration of a national emergency, or at the official request of one of the members of the Government of Cameroon.

2. SPECIFIC CONTEXT OF THE MISSION

The lack of trust in local authorities is still very visible in municipalities. More significantly, less than 25% of people believe that they are free to say what they think about development and that people's concerns are taken into account in the public policies and development priorities of the Communes and Regions. What is lacking is a mechanism that genuinely and systematically engages the population. The government recognises this fragility of the social contract, with the loss of trust between citizens and the established institutions, and is focusing on introducing confidence-building measures for genuine citizen engagement.

PROLOG will address the interactions between communities on the one hand, and communities and municipal and regional authorities on the other. These CTD institutions are still very weak and allow deep social divisions to flourish. The project's target regions subject to FCV remain locked in a circle of instability and weak development. The Project therefore intends to support ways out of this circle by encouraging cooperation between social groups and communities to work together towards common goals. The project draws on the potential of decentralisation and participatory local governance to help design and develop more inclusive public policies, thereby improving local communities' sense of inclusion and contributing to a gradual repair of the social contract. To do this, PROLOG intends to continue and deepen the dynamics developed by previous and current interventions in terms of raising awareness and structuring communities and local planning, in particular the creation of neighbourhood or village VC/NC committees, (in the light of Order No. 00000147/A/MINDDEVEL of 19 July 2023 setting the terms and conditions for the creation, organisation and operation of neighbourhood or village committees as part of citizen participation in communal action), the formulation of Community Action Plans (CAPs), the updating of Community Action Plans (CAPs) and the creation of local committees, organisation and operation of neighbourhood or village committees as part of citizen participation in communal action), the formulation of Community Action Plans (CAPs), the updating of Communal Development Plans (CDPs) and Regional Development Plans (RDPs), and capacity-building at several levels.

Since October 2024, PROLOG has been carrying out a summary diagnosis of the existence of VCs/NCs in the Adamawa Region, as well as training communal executives, community leaders and coordinators of existing VCs/NCs in the said regions. The training focused on the following topics: (i) the

creation/redynamisation, organisation and operation of the VCs/NCs, (ii) general information on climate change in Cameroon, tools for assessing climate-related risks and (iii) participatory assessment of climate-related risks; (iv) the organization of the General Assemblies; (v) the identification, selection and prioritization of sub-projects. Preliminary VCs/NCs structuring activities conducted by PROLOG's Regional Coordination Units are currently underway in around 108 municipalities.

These terms of reference (TOR) have been prepared with a view to recruiting a consulting firm to mobilize communities and provide support for the establishment and/or formalization of village committees and neighborhood committees, as well as the structuring/ documentation of their activities in collaboration with municipalities as part of the development of community action plans, including Environmental and Social Management Plans in the North West region.

The consultant will be recruited on the basis of a framework agreement that will define all the details of the service, with a maximum of 23 municipalities to be covered in the region.

3. MISSION OBJECTIVES

3.1. General objective

The general objective of the mission is the mobilization of technical assistance to support communities in raising awareness, structuring and local planning for the implementation of PROLOG activities.

3.2. Specific objectives

This will involve:

- Drawing up a diagnosis of the existence of neighbourhood or village committees, their functionality and their level of structuring in terms of setting up village or neighbourhood committees (VCs/NCs);
- Structure the Village Committees (VCs) or Neighbourhood Committees (NCs) in accordance with Order N° 00000147 of 19 July 2023 on the organisation and operation of village and neighbourhood committees where they do not yet exist, and revitalise them where they have been created and are inactive;
- Raise community awareness of the content of the project, the expected results and the methods for implementing the project's activities, focusing on the project's expectations of the community, in particular the inclusion of all social strata, consideration of gender and vulnerable strata (refugees and internally displaced people), consideration of adaptation to climate change, inclusion of women and young people, etc.;
- Raise communities' awareness of self-assessment of security risks, identification of sub-projects that are resilient to climate change, and issues of sustainability (upkeep and maintenance of structures, etc.);
- Helping VCs/NC to identify their priority infrastructure needs;
- Build the capacity of VCs/NCs members in simplified management and basic skills;
- Train VCs/NCs members in basic skills (organisational and managerial skills);
- Support communities in carrying out climate and environmental screening;

- Support communities in drawing up Community Action Plans (CAPs), including climate risk assessments and environmental and social management plans; by transferring local planning powers to them;
- Support the selection process by the VCs/QCs of priority community investments and infrastructure to be submitted for PROLOG funding.
- Support the VCs/QCs in the maturation of sub-projects.

4. CONSULTANT'S TERM OF REFERENCE

In the twenty-three (23) councils of the North-West Region, the selected consultant will be responsible for carrying out the following tasks:

- ✓ **Diagnosis of the Communes on the existence,** implementation and operation of the VCs/NCs: The consultant will carry out a diagnosis of the existence of the Village Committees or Neighbourhood Committees (VCs/NCs), their operation and their level of structuring. The results of this work will show how many VCs/NCs have been set up, how many need to be set up, those that exist but are not working and need to be revitalised, and those that exist and are working just fine. All these categories of VCs/NCs will need to be made aware of the content and expected results of PROLOG.

It should be noted that a summary and non-exhaustive diagnosis has been drawn up by PROLOG on the situation of village or neighbourhood committees in all six regions where PROLOG activities are being implemented. This report is available and the Consultant will be able to use it.

to raise awareness of the content and expected results of PROLOG.

- ✓ **Raising community awareness:** Once the revitalisation and setting up of the VCs/NCs is complete, the Consultant will carry out an impregnation of all the actors involved in the implementation of the project in the region. This will involve raising community awareness of the content of the project, the expected results and the methods for implementing the project's activities within the community, focusing on the project's expectations of the community, in particular the inclusion of all social strata, taking account of gender and vulnerable groups (refugees and internally displaced persons), taking account of climate change, etc.

In addition to helping communities understand the project, awareness-raising will also aim to prepare them to welcome the teams who will carry out the participatory diagnosis as part of the preparation of the Community Action Plans (CAPs).

This awareness-raising phase will require the Consultant to review elements of the historical profile in order to refresh the latest historical profile drawn up during the various participatory surveys and consultations held in the past. This review will provide an opportunity to look briefly at the successes and failures of these consultations, and to gather new information relating to social cohesion and population movements as a result of conflict and the recent effects of climate change. This exchange will provide an opportunity to talk about PROLOG and to arouse people's interest in participating in these citizen consultations. This phase will enable the awareness-raising team to gather people's opinions on the shortcomings of past meetings, which will have to be taken into account during the consultations to be prepared.

- ✓ **Awareness raising among the local authorities:** Before going to the Communities, the Consultant will have to organise awareness-raising sessions for the council's members. He must ensure that council staff are part of the community awareness-raising team. The awareness-raising activities at the level of the concerned councils in particular: taking into account the aspirations of the Communities contained in the CAPs in the programming of their activities, in accordance with the respective competences transferred to them; the need for the involvement of the VCs/NCs in the choice of infrastructures to be financed.
- ✓ **Basic skills training for VC/NC members:** The Consultant will train the members of the VCs and NCs on the following topics: (i) training on how to identify the community's needs, taking into account the project's criteria; (ii) taking environmental protection into account in all development initiatives; (iii) gender mainstreaming as a driving force for development by integrating women into all development processes, including their appointment to positions of responsibility; (iv) participatory monitoring and evaluation, using simple tools for the participatory management and monitoring of planned activities; (v) aspects relating to gender-based violence (GBV); (vi) climate change and the perception of its effects at local level, using the climate change monitoring matrix and other themes identified in the course of the project, such as social cohesion.

Raise awareness and inform all communities about PROLOG, its objectives and implementation methods, best practices in adapting to climate change, and improving the inclusion of women, young people and refugees in community decision-making:

- Train VCs/NCs members in basic skills (organisational and managerial skills);
- Train VCs/NCs members in infrastructure implementation and maintenance.

These training sessions will be organised by grouping the members of the VCs/NCs in a reasonable way, so as not to exceed fifty (50) participants in the room and above all to avoid travelling over very long distances (25 kilometres maximum). Themes should focus on the essentials, using images or symbols to facilitate understanding. Practical exercises should be encouraged. The training plan must be validated beforehand by the North-West Regional Assembly.

- ✓ **Community development support:** The Consultant will:
 - Support communities in drawing up Community Action Plans (CAPs), including an assessment of climate risks and a social and Environmental Management Plan;
 - Support the selection process by the VCs/NCs for priority community investments and infrastructure to be submitted for PROLOG funding.

5. EXPECTED RESULTS

The following results are expected:

- Diagnostic reports on the establishment and operation of the target communities' VCs/NCs are available;

- The VCs/NCs are set up, structured and functional;
- A description of the process for selecting the VCs/NCs to be revitalised according to the project criteria has been drawn up;
- The exact number of VCs/NCs for these councils is known;
- A support document containing the VCs/NCs awareness-raising guidelines is available and will serve as a basic document for community training; and presented in tabular form with disaggregated data incorporating social inclusion (all vulnerable groups, refugees, displaced persons, the elderly, persons with special needs, women, children, indigenous peoples, where applicable, etc.). ;
- The priority infrastructure needs have been identified by the VCs/NCs;
- The capacity of VCs/NCs members in simplified management and basic skills (managerial and organisational skills) is strengthened;
- The VCs/NCs have Community Action Plans (CAPs) that include environmental and social management plans;
- Each VCs/NCs has an investment plan and priority infrastructure.

6. LOCATION OF THE MISSION

The Consultant Firm will work only in the twenty-seven designated Councils of the North-West Region.

7. METHODOLOGICAL APPROACH

- ✓ **ToR comprehension**: Any comments and suggestions on these terms of reference may be made by the consultant.
- ✓ **Technical and methodological approach**: The Consultant will explain its understanding of the assignment objectives as set out in the Terms of Reference (ToR), the technical approach and methodology it intends to adopt to carry out the tasks and produce the expected results/reports, and the level of detail of these reports.
- ✓ **Work plan**: The Consultant shall draw up a timetable for the completion of the main activities/tasks of the assignment, their content and duration, the arrangement and correlations, the milestones (including intermediate approvals by the Client) and the indicative dates for the submission of reports. The work program in the proposal will be consistent with the technical approach and methodology, demonstrating the consultant's understanding of the ToRs and ability to translate them into a workable program.

He will submit a work plan and the outline of his report to the study sponsor for approval, who may, if necessary, make any adjustments required for the smooth running of his work and to the satisfaction of the parties.
- ✓ **Absolute discretion** and respect for the principles of confidentiality are essential to the success of this type of assignment.

To carry out the assignment, the consultant will gather information and/or data from primary and secondary sources from all the stakeholders and will capitalise on the work that has already been carried out in relation to the theme.
- ✓ **Support for the Consultant**: For the accomplishment of its mission, the Consultant will benefit from the support and monitoring of the contracting

authority of the study, notably MINDDEVEL/PMU-RCU/PROLOG as well as its decentralised services.

8. DURATION OF THE ASSIGNEMENT

The duration of the assignment is six (06) months from the date of notification of the Start-up Service Order.

In its tender, the consultant will propose a draft timetable for the activities of the service and the deployment of its teams in the Communes concerned within the prescribed contractual deadlines.

9. OBLIGATIONS OF THE PROMOTER (PROLOG/MINDDEVEL)

At the request of the Consultant, PROLOG will make available, free of charge, the project documents and any available studies and information relating to the project.

Every time a community will need to be mobilized and supported in the establishment of neighbourhood and village committees in collaboration with the municipalities, the client will transmit to the consulting firm the terms of reference for the mission to be carried out.

10. CONSULTANT'S OBLIGATIONS

The Consultant will be bound by professional secrecy during and after his assignment. The documents provided by PROLOG are confidential and may not be divulged.

The Consultant is required to work in close collaboration with the Regional Assembly, Councils and all parties involved in local development, in particular the decentralised services of the Ministry in charge of Decentralisation and Local Development, the Ministry of the Economy and Planning, the municipalities, the development NGOs and CSOs, the Village and Neighbourhood Committees and the local population.

The Consultant will also be required to integrate the participatory approach into all the stages of drawing up the CAP.

11. TIMETABLE AND DELIVERABLES

The consultant will submit the deliverables that will be specified in the terms of reference of the Client's order.

8. 12. EQUIPE DU CONSULTANT

For the realization of this study, the Consultant must be a firm with experience in similar missions and of the same technical complexity. The firm must have conducted at least two (2) similar studies in a country of the same level of development as Cameroon in the last ten (10) years, if not in Cameroon.

Also, the structure will have a team that will ensure supervision, coordination of the mission, technical review, and quality assurance of the deliverables to be submitted to the Client. This team will consist of support staff made up of one (01) Head of Secretariat, one (01) Liaison Officer or Administrative Officer; one (01) Driver, or

any other personnel proposed and justified by the structure within the limit of the available budget.

At the operational level, the consultant must have a multidisciplinary and competent team with relevant experience to carry out the mission. The minimal key personnel to be mobilized in this team consists of:

| Position | Minimum Qualifications | Qualification areas | Experiences |
|------------------------------------|------------------------|--|---|
| A Principal Head of Mission | GCE A 'Level + 5 | Management, local governance, law, social sciences, sociology, anthropology or equivalent. | <ul style="list-style-type: none"> - Have at least (10) years' general experience in community development support activities and local planning, linked either to the structuring, organisation and operation of communities of activity; - Have participated in at least three (03) similar assignments; - Have a good knowledge of the region and its communes. |
| A Project Manager | GCE A 'Level + 3 | Social or community development or equivalent | <ul style="list-style-type: none"> - At least 05 years' professional experience in local development; - Have participated in at least three (03) similar assignments; - Have a good knowledge of the region and its municipalities. |
| Social Specialist | GCE A 'Level + 4 | Social science, anthropology, law, gender or any equivalent discipline. | <ul style="list-style-type: none"> - At least 05 years' professional experience in conducting social studies and supporting community organisation; - Have participated in at least two (02) similar missions and/or community structuring missions; - Have a good knowledge of the region and its communes. |
| Gender Specialist | GCE A 'Level + 2 | Social sciences or any relevant field | <ul style="list-style-type: none"> - At least 05 years' general professional experience; - At least five (05) years in the prevention of and/or response to GBV/SH/SEA within communities; - Have a good knowledge of the region and its communes. |
| Community Mobilisers | GCE A 'Level + 2 | Sociology, anthropology or any other relevant field. | <ul style="list-style-type: none"> - At least 05 years' experience in community outreach; - Good experience of community mobilisation and community approach techniques; - Have a good knowledge of the region and its communes; - Speak at least two local languages. |

13. FINANCIAL TERMS AND CONDITIONS

The services covered by this consultation will be the subject of a lump-sum contract paid from IDA funds on the order of the delegated contracting authority, covering all staff costs, communication and travel expenses, editing and production of documents, and any other expenses incurred by the Consultant in the performance of its services.

14. SELECTION METHODS

The Consultant shall be recruited in accordance with the provisions of the "Procurement regulation for IPPF borrowers 7.11 on the Selection Method Based on the Consultant's Qualifications Based Selection (CQS), September 2023 edition.

15. EVALUATION CRITERIA

The Consultant must be a Non-Governmental Organisation (NGO), a Technical Support Structure (TSS), a Local Support Organisation (LSO) or Third Part Monitoring, a Consultancy, an association or any legal organisation with proven skills and experience in the field. It will be selected on the basis of the following criteria:

a. General criteria:

- Proof of legal existence and capacity to contract;
- Provide evidence of the Consultant's involvement in community development support activities and have a sufficient number of qualified and experienced human resources;
- Have successfully assisted (services completed under good conditions) one or more councils in community structuring;
- Proof of having carried out at least two (02) similar assignments;
- Have a good knowledge of the North-West Region and the Execution municipalities of the mission.

b. Technical criteria

- Institutional: have a geographical presence in the North-West region and have established credibility with beneficiaries, as evidenced by certificates of satisfaction for services provided;
- Financial: it must have sufficient cash to cover the pre-financing of activities while awaiting payment for services;
- Sustainability: being able to develop a participatory approach (based on a good knowledge of the local environment);
- Social: understanding the sociological characteristics of the different communities and having staff able to communicate in the local language.

NB: To be validated, each reference must be supported by the following elements:

- A copy of the first page and the last page signed. These references must be clear and legible;
- Photocopies of the acceptance reports, or certificates of satisfactory completion issued by the project owner or its departments, or certificates of release of the performance bond.

NB: Selection will be made on the basis of the highest number of references in the above-mentioned criteria.

c. Head of Mission qualification and competencies

The Consultant must include in its bid the CV of the Head of Mission, who must meet the following minimum qualifications and experience criteria:

- Degree required: at least GCE A 'Level + 5 (5pts) in Management sciences, local governance, law, social sciences, sociology, anthropology or equivalent;
- Proof of at least (10) years' general experience in community development support activities and local planning, linked either to the structuring, organisation and operation of communities;
- Proof of having carried out at least two (02) similar assignments;
- Have a good knowledge of the North-West Region and its councils.