

Urban Planning & Infrastructure in
Migration Contexts

DOUALA

Cameroon - Volume 1 - Spatial Profile

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Abbreviations

AFD - Agence française de développement (French Development Agency)

BIP - Public Investment Budget

BRT - Bus Rapid Transport

BUCREP - Central Bureau of the Census and Population Studies in Cameroon

CAC - Additional Communal Centimes

CAD4 - Douala 4 Subdivision

CAMWATER - Cameroon Water Utilities Corporation

CBMT - Medium Term Budgetary Framework

CDMT - Medium Term Expenditure Framework

CDS - City Development Strategy

CEMAC - Central Africa Economic and Monetary Community

CTD - Decentralized Territorial Communities

CUD - Douala City Council

DGSN - General Delegation for National Security

ENEO - Energy of Cameroon

FEICOM - Special Fund for Equipment and Inter-municipal Intervention

GDP - Gross Domestic Product

HYSACAM - Hygiene and Sanitation in Cameroon

IDP - Internally Displaced Persons

ILO - International Labour Organisation

LC - Order Letter

MAETUR - Mission for Planning and Equipment of Urban and Rural Land

MAGZI - Mission for Development and Management of Industrial Zones

MINADER - Ministry of Agriculture and Rural Development

MINAT - Ministry of Territorial Administration

MINDCAF - Ministry of Domains, Cadaster and Land Affairs

MINDDEVEL - Ministry of Decentralization and Local Development

MINEE - Ministry of Water Resources and Energy

MINEPAT - Ministry of the Economy, Planning and Regional Development

MINEPIA - Ministry of Livestock, Fisheries and Animal Industries

MINFI - Ministry of Finance

MINHDU - Ministry of Housing and Urban Development

MINSANTE - Ministry of Public Health

MINTP - Ministry of Public Works

MIRA - Multi-Sector Rapid Assessment

NOSO - North-West and South-West Regions

OCHA - United Nations Office for the Coordination of Humanitarian Affairs

NGO - Non-Governmental Organization

PAD - Autonomous Port of Douala

PCD - Communal Development Plan

PDU - Urban Master Plan

PDUE - Urban and Water Development Support Project

PDVIR - Inclusive and Resilient Cities Development Project

PIP - Public Investment Programme

PLANUT - Three-year Emergency Plan to Accelerate Economic Growth

PMUS - Sustainable Urban Mobility Plan

PNDP - National Participatory Development Programme

PNH - National Housing Policy

PNPGC - National Disaster Risk Reduction and Management Plan

POS - Land Use Plan

PPBS - Planning - Programming - Budgeting - System

PS - Sector Plan

PSU - Urban Summary Plan

PTF - Technical and Financial Partners

PUN - National Urban Policy

RGPH - General Population and Housing Census

SAD - Douala Development Corporation

SDA - Sanitation Master Plan for the City of Douala

SED - Secretary of State for Defence

SIC - Cameroon Real Estate Corporation

SNADDT - National Regional Planning and Sustainable Development Scheme

SND 30 - National Development Strategy

SNRRC - National Strategy on Disaster Risk Reduction

SOCATUR - Cameroonian Urban Transport Society

SRADTT - Regional Plan for the Spatial Planning, Sustainable Development and Territorial Equality

UNDAF - United Nations Development Assistance Framework

UNDRR - United Nations Office for Disaster Risk Reduction

UNHCR - United Nations High Commissioner for Refugees

UNICEF - United Nations Children's Fund

UPIMC - Urban Planning and Infrastructure in Migration Contexts

WB - World Bank

List of Maps

1. National Urbanisation Context	21
2. Major Infrastructure Financing Initiatives	29
3. Natural Resources and Regional Commerce	31
4. Climate Change Context	33
5. Displacement Context	35
6. Demographics and Population Distribution	39
7. Local Governance	41
8. Strategic Regional Infrastructure	43
9. Strategic Urban Infrastructure	44 – 45
10. Urban Growth	46 – 47
11. Population Distribution	48 – 49
12. Land Use plan	50 – 51
13. Natural Hazards	52 – 53
14. Economic Centres / Activities	56 – 57
15. Spatial Impact of Influx	66 – 67
16. Connectivity and Accessibility –Overall	68 – 69
17. Connectivity and Accessibility – Accessibility to public transport	70 – 71
18. Land Use & Land Tenure / Access to Housing	74 – 75
19. Natural Hazards	78 – 79
20. Access to Basic Services - Water + Electricity	82 – 83
21. Access to Social Facilities - Healthcare	86 – 87
22. Access to Social Facilities - Schools	88 – 89
23. Access to Social Facilities - Recreation	90 – 91
24. Mambanda - Population density and IDPs settlement	100 – 101
25. Mambanda - Access & mobility	104 – 105
26. Mambanda - Water supply & electricity	108 – 109
27. Mambanda - Healthcare facilities	112 – 113
28. Mambanda - Education facilities	114 – 115
29. Community Perspectives: First Stakeholder <i>Charrette</i> - Urban Needs	132 – 133
30. Community Perspectives: First Stakeholder <i>Charrette</i> - Displacement	134 – 135
31. Douala 4 - Challenges identified by local stakeholders	138 – 139
32. Mambanda - Challenges identified by local stakeholders	140 – 141
33. Douala 4 - Needs and opportunities identified by local stakeholders	142 – 143
34. Mambanda - Needs and opportunities identified by local stakeholders	144 – 145

List of Figures

Fig. 1 2021 Population living in Douala and Yaounde compared to the rest of Cameroon	20
Fig. 2 2030 Population living in Douala and Yaounde compared to the rest of Cameroon	20
Fig. 3 Governance, Spatial Planning & Urban Policies in Cameroon	23
Fig. 4 National Land Administration System	27
Fig. 5 Network of major urban areas	30
Fig. 6 Average Number of People Affected by Floods per Region Annually	32
Fig. 7 Average Number of People Affected by Droughts per Region Annually	32
Fig. 8 1990 - 2021 Population of Douala	46
Fig. 9 1990 - 2021 Population Density of Douala	47
Fig. 10 1990 - 2021 Urban Footprint of Douala	47
Fig. 11 Population Growth across Subdivisions of Douala from 1990 – 2030	49
Fig. 12 Distribution of land uses across Douala stipulated in the CUD's Land Use Plan (2025)	51
Fig. 13 Monthly Distribution of Floods and Rain in Douala from 1984 – 2018	54
Fig. 14 Annual Flood Frequency in Douala from 1984 – 2018	54
Fig. 15 Average Annual Temperature in the Littoral Region from 1901 – 2020	55
Fig. 16 Distances between economic centres in Douala	56
Fig. 17 Organization with stakeholders of the implementation of the investments	57
Fig. 18 Status of projects in Douala	59
Fig. 19 Type of projects according to sector between 2015 to 2024	61
Fig. 20 Distribution of projects by sectors and by amount from 2015 to 2022	61
Fig. 21 Distribution of TCD projects according to sources of funding	62
Fig. 22 Urban footprint, density and population changes in Douala 4 (1990 - 2021)	67
Fig. 23 Distances between neighbourhoods and key nodes in Douala 4	72
Fig. 24 Distribution of land uses across Douala 4 stipulated in the CUD's Land Use Plan (2025)	76
Fig. 25 Proportion of urban (built-up) areas at various levels of flood risk in Douala 4	78
Fig. 26 Diagram of "spider's network connections" in Douala 4	82
Fig. 27 Means of household waste disposal in Douala 4	84
Fig. 28 Distribution of projects by sector and budget since 2015	93
Fig. 29 Capacity of revenue mobilization by the CAD4	93
Fig. 30 Summary of projects by sector budgeted and not budgeted	95
Fig. 31 Urban challenges reported by IDP representatives	98
Fig. 32 2021 hosting population and IDP population estimates for neighbourhoods in Douala 4	99
Fig. 33 Population density of neighbourhoods in Douala, with Mambanda having an estimated population density of 31,461 people/km ²	99
Fig. 34 Cross-Scalar main challenges from the city level to the neighbourhood level	125

List of Tables

Table 1. Urban Policy and Planning Documents	25
Table 2. Main projects financed under the Economic Emergency Plan (PLANUT)	28
Table 3. CUD and CAD4 Planning, Land use, Town Planning, and Housing competencies	40
Table 4. Progress of the main infrastructure projects in Douala	45
Table 5. Number of students and school fees according to the type of school	89
Table 6. Prices for the different types of transport within Mambanda, Douala and from Mambanda to the citycentre of Douala	105
Table 7. Matrix of the main stakes in different scales	147

List of Photographs

Photo 1. Frequent flooding in the neighbourhood of Mambanda in Douala 4 makes mobility difficult	55
Photo 2. Advertisement to sell lands and houses underlining the lack of controls and the growing urban footprint	66
Photo 3. A dirt access road leading to the neighbourhood of Bonassama intersects l'Ancienne Route	73
Photo 4. Second bridge over the Wouri River connecting Douala 4 to the rest of the city	73
Photo 5. Buildings in official lands along the asphalted road	77
Photo 6. Example of informal settlement in marshy zones in Mambanda	77
Photo 7. Flooded road limited the traffic and the mobility	80
Photo 8. Aerial image taken in 2003	81
Photo 9. Aerial image taken in 2015	81
Photo 10. Aerial image taken in 2020	81
Photo 11. Improvised dumping ground near the Wouri where inhabitants can burn waste	85
Photo 12. Stagnant water in a drainage channel	85
Photo 13. A rainwater drainage gutter	85
Photo 14. A mixed-aged group of boys play football in Bonmikano	90
Photo 15. Ecole Communale de Mambanda - Public primary school of Mambanda and Douala 4	91
Photo 16. Wooden "case" housing accomodating IDPs near the banks of the Wouri River	102
Photo 17. Shared IDP housing near the Lycée de Mambanda	103
Photo 18. Private companies or schools often have their own private means of transporting such as lorries and vans	106
Photo 19. One of the secondary roads in Mambanda, paved with semi-permeable paving materials	106
Photo 20. To cross flooded roads, wooden boards are used as makeshift mini-bridges	106
Photo 21. Typical block sizes in Mambanda are quite large. In order to move between houses, narrow lanes have been constructed	107
Photo 22. Most roads in Mambanda are unpaved. Due to heavy rainfall throughout the year, access on these roads can be challenging	107
Photo 23. Despite the neighbourhood's position along the Wouri, water transport is mostly limited to fishing activities	107
Photo 24. Street lights and power poles in Mambanda	110
Photo 25. Private water fountains from which water is often sold	110
Photo 26. École Communale is the only public primary school in Mambanda	116
Photo 27. The Public Health Centre of Mambanda	116
Photo 28. Private school near Ecole Communale	116
Photo 29. Informal settlement in Mambanda	129
Photo 30. Working group during the <i>charrette</i>	137
Photo 31. Participants during the <i>charrette</i>	137
Photo 32. Stakeholders chairing the <i>charrette</i>	137
Photo 33. Participants' interventions during the <i>charrette</i>	146
Photo 34. Participants' interventions during the <i>charrette</i>	146
Photo 35. A dirt access road leading to the neighbourhood of Bonassama intersects l'Ancienne Route	148 – 149

Table of Contents

Abbreviations	4
List of Maps	5
List of Figures	6
List of Tables	6
List of Photographs	7
Table of Contents	8
Executive Summary	10
Introduction	12
NATIONAL CONTEXT: CAMEROON	18
National Urbanisation Context	20
Governance, Spatial Planning & Urban Policies in Cameroon	22
National Planning Context	24
National Land Administration System	26
Major Infrastructure Financing Initiatives	28
Natural Resources & Regional Commerce	30
Climate Change Context	32
Displacement Context	34
REGIONAL CONTEXT: LITTORAL / WOURI / DOUALA	36
Demographics & Population Distribution	38
Local Governance	40
Strategic Regional Infrastructure	42
Strategic Urban Infrastructure	44
Urban Growth	46
Population Distribution	48
Land Use Plan (Horizon 2025)	50
Natural Hazards	52
Economic Centres / Activities	56
Municipal Financial Context	58
CITY CONTEXT: DOUALA IV	64
Spatial Impact of Influx	66
Connectivity & Accessibility	68
Land Use & Access to Housing	74
Natural Hazards	78
Access to Basic Services: Electricity & Water	82
Access to Basic Services: Drainage & Solid Waste	84
Access to Social Facilities: Healthcare	86
Access to Social Facilities: Schools	88
Access to Social Facilities: Recreation	90
Assesment of the investements and the financial strategy	92

NEIGHBOURHOOD CONTEXT: MAMBANDA	96
Mambanda as a Pilot Neighbourhood	98
Spatial Impact of Influx	100
Access & Mobility	104
Water Supply & Electricity	108
Healthcare Facilities	112
Education and Recreation Facilities	114
CHALLENGES AND OPPORTUNITIES-LOOKING FORWARD	118
Challenges	120
Opportunities	126
STAKEHOLDER CHARRETTES	130
Community Perspectives: First Stakeholder <i>Charrette</i> - Urban Needs	132
Community Perspectives: First Stakeholder <i>Charrette</i> - Displacement Context	134
Methodology Challenges and Opportunities <i>Charrette</i>	136
Challenges Identified by Local Stakeholders	138
Needs and Opportunities Identified by Local Stakeholders	142
Overview of the results of the charrette — Challenges and Interventions Needed in the Subdivision of Douala 4 and the Neighbourhood of Mambanda	146
CONCLUSION	148
Conclusion — Challenges and Interventions Needed in the Subdivision of Douala 4 and the Neighbourhood of Mambanda	150
ANNEX	154
Annex 1. Guidelines for an urban development policy for cities	156
Annex 2. Area of competencies between the CUD and the CAD4	157
Annex 3. Summary table of Cameroon’s financial partners over the last five years (National scale)	158
Annex 4. List of projects without financing	159
Annex 5. Map of the urban villages and official neighbourhoods in Douala 4	160
ENDNOTES	162
BIBLIOGRAPHY	166

Executive Summary

The UPIMC programme aims to contribute to the continuous national and international efforts to improve access to services and socio-economic opportunities for internal displaced persons (IDPs) and host communities in challenging situations in the city of Douala, Cameroon. UN-Habitat partnered with the SECO to support the subdivision of Douala 4, in the city of Douala for the first phase of the programme – in collaboration with a range of local, national, international, and private stakeholders – to improve the accessibility of public services. The urban profile aims to develop a common strategic vision which follows a hierarchical scalar approach, starting from the national level and ending at the neighbourhood level.

• NATIONAL LEVEL / CAMEROON

Cameroon represents one of the main crossroads between West Africa and Central Africa. For more than a decade, Cameroon has hosted IDPs and refugees, whose numbers have increased over the past five years due to internal and external conflicts fuelled by religious and political grievances. Due to its strategic geographical position, the country attracts many industries along the coast, particularly in Douala, considered the country's economic capital. Nevertheless, the country also experiences the effects of climate change with a rise in flood hazards, especially in the Littoral Region but also of drought hazards in the Northern part of the country. In this context, Cameroon is currently working on a national urban policy that proposes to lead to long-term sustainable urban development as part of the Habitat Country Programme Document validated in October 2019. The urban profile, produced as part of the first stage of the programme, constitutes a key tool to give an overview of the existing situation at the different scales.

• LITTORAL REGION / CITY OF DOUALA

The Littoral Region is one of the most densely populated regions in the country with 179,4 hab/km². It benefits from a strategic transportation infrastructure, linking it to the rest of the country. The Littoral Region hosts a significant number of migrants – with 99.9 per cent of IDPs fleeing from their homes in the North-West and South-West Regions – reporting conflict as their major reason for leaving. This population is mostly concentrated in the Wouri Division (38,692 IDPs), in

particular, in the city of Douala with the aim to find economic opportunities. Over the past 30 years, Douala's urban footprint has more than doubled. The development of the city shows the following trends: a) a rapid and uncontrolled expansion of the urban perimeter, b) a large area of informal housing (nearly 25 per cent of the residential area), often on non-buildable land, c) a lack of planned and well-managed housing in the subdivisions 3, 4 and 5 and d) a lack of roads in good condition and good quality services.

• SUBDIVISION OF DOUALA 4

Douala 4 constitutes an economic centre for primary and secondary activities concentrated in the port area of Bonabéri. However, a large part of the population living in Douala 4 does not benefit from these economic activities and commute every day to the city centre, transforming the subdivision into a dormitory town. The subdivision is facing exponential demographic growth due to the arrival of IDPs and is likely to keep on extending in the future if no urban plan is established. Upon their arrival, these populations settle in informal settlements and underdeveloped areas, putting great pressure on the already saturated basic services. This expansion, correlated with the exponential demographic growth is set to increase as the conflict in the North-West and South-West (NOSO) area becomes entrenched. These challenges disrupt the urban development of the subdivision.

• NEIGHBOURHOOD OF MAMBANDA

Mambanda is the pilot neighbourhood of the programme. It concentrates nearly 30 per cent of the population of Douala 4 and approximately 24 per cent of the IDPs of the city of Douala. The neighbourhood faces several severe challenges: limited accessibility and mobility, recurrent risk of flooding, difficult waste management, lack of urban services, lack of social and cultural facilities, etc. The flows of displaced persons in the neighbourhood significantly impacts the overall urban development of Douala 4.

Based on the spatial analysis and the results of the validation workshop, the UN-Habitat team identified the following challenges and needed interventions in Douala 4 and Mambanda in relation to the SDGs:



SDG 11

Over the past 30 years, Douala's urban footprint has more than doubled. Former satellite towns on the outskirts of the city – such as the subdivision of Douala 4 – have been overtaken by the urban sprawl of Douala and now belong to the metropolis of Douala. The periphery of the city is likely to continue to expand in the future if no urban plan is updated. The development of Douala is currently regulated by urban planning documents that have become obsolete. The lack of a common vision for the city is also linked to the development of urban projects without coordination and dissemination of information between the actors of the area. According to the different workshops, stakeholders have underlined the need to boost the definition of a strategic urban vision on the scale of Douala 4 to improve and offer sustainable living conditions to the inhabitants.



SDGs 3, 6 and 15

The analysis highlighted the complexity of accessing adequate housing and the limited and unequal access to basic services in Douala 4. IDPs are often housed in precarious settlements such as in Mambanda without access to basic services. In this respect, urban renewal and densification operations of the neighbourhoods are necessary to respond to the significant demographic growth.

Deforestation and water and soil pollution represent long-term health and social risk. Increasingly intense flooding due to climate change tends to aggravate this dynamic. Necessary interventions include the creation of environmental protection zones by developing the riverbanks, launching maritime and natural reserves, providing green public spaces and corridors for local populations.



SDGs 16 and 17

The ongoing and unachieved decentralisation process has slowed down the municipalities' ability to address the identified urban dysfunctions. The collection of taxes and the budget of the subdivision of Douala 4 over the last few years, reveal the poor structuring and maturation of projects. This is coupled with a lack of partnerships and budgets, as well as poorly trained staff on these issues. Necessary interventions, supported by the institutions and stakeholders, include the development of partnerships between the private and public sectors, and the progressive implementation of the decentralisation, accompanied by training of the institutional stakeholders.

Introduction

INTRODUCTION OF THE PROGRAMME UPIMC PROJECT

OBJECTIVES

The UPIMC aims to contribute to the continuous national and international efforts to improve access to services and socio-economic opportunities for displaced populations side by side with the citizens living in challenging situations in selected cities. This goal will be achieved by supporting municipalities with a long-term strategic approach to improve the accessibility of public services in the migration and displacement affected neighbourhoods through bankable infrastructure investments. The adopted planning approach ensures integrating a wide spectrum of stakeholders that involves humanitarian and development actors, as well as governmental parties such as line ministries and target municipalities. Such an approach aspires to support connecting short-term humanitarian responses with long term development interventions to enable more comprehensive and inclusive interventions.

APPROACH

UPIMC consists of four interlinked components: (1) spatial analytics and urban profiling, (2) developing a strategic vision and scenario building, (3) defining prioritised infrastructure investments and establishing linkage to financing, and (4) contributing to knowledge exchange. In the first component, the UPIMC team developed urban profiles based on a spatially focused cross-sectoral situational analysis of urban settlements hosting displaced populations, allowing local stakeholders to get a comprehensive spatial understanding of the existing situation as a basis for decision-making long-term urban development strategies and infrastructure investment planning. Building on the profile developed, the second component will develop a strategic vision for urban development in selected areas in the targeted cities. Participatory approach and planning *charrettes* rest at the core of this process, involving critical institutional stakeholders together with representatives of civil society. The urban profiles, scenarios, and action plans

from the first two components set out the rationale and evidence to support decision-makers to identify interventions for prioritised investment in municipal services that are both financially realistic and viable. The production of the third component incorporates assessing the economic, social, and environmental potentials to obtain the sustainable impact of proposed interventions. The last component will build up and foster knowledge exchange and awareness in the cities among stakeholders for the importance of good data management and urban observatory platforms for future use. Through forums and digital media, the programme will also connect cities at the national level and internationally through events and international conferences, including the Cities Investment Platform events.

TARGET AUDIENCE

This profile provides entry points for national and international practitioners who seek to develop long term development strategies in their cities, as well as donor organizations and potential financiers. At the same time, this profile targets grassroots individuals, who are the primary change-makers in their communities, by providing a spatialised overview of the main potentials and opportunities of the profiled cities.

METHODOLOGY

The methodology comprised of primary and secondary data collection, together with field visits and intensive consultation with local, national government actors as well as the target communities. The collected data were triangulated with a desktop review of multiple literature sources, including academic and grey sources. A set of spatial analyses was conducted from regional to neighbourhood scales to define the major challenges and opportunities and inform the project's next steps. Finally, the profile was reviewed and validated with the primary actors in the project, including representatives from the community.

HOW TO READ THIS DOCUMENT

This document is a product of intensive profiling work held by the Urban Planning in Migration Contexts (UPIMC) team to fulfil the first component of the project. It is a stand-alone document, yet it is important to be considered while reading the action plans and prioritised interventions which will be produced in the second stage of the project's life cycle. The profile has a hierarchical scalar approach, starting from the national level and ending with the local/neighbourhood level. The formulation of the profile ensured the interconnectivity between each scale, to allow a two-way reading mechanism of the document. Each section of the profile combines a set of cartographic interpretations of the situation to provide a spatial dimension of the narrative.

ABOUT UN-HABITAT

The United Nations Human Settlements Programme, UN-Habitat, is the United Nations agency working for a better urban future. It is mandated by the UN General Assembly to promote socially and environmentally sustainable towns and cities with the goal of providing adequate shelter for all. UN-Habitat promotes transformative change in cities and human settlements through knowledge, policy advice, technical assistance and collaborative action to leave no one and no place behind. UN-Habitat focuses its efforts to reduce spatial inequality and poverty in communities across the urban-rural continuum, enhance shared prosperity for cities and regions, strengthen climate action and improve the urban environment, and effective urban crises prevention and response.

HUMANITARIAN-DEVELOPMENT PEACEBUILDING NEXUS

Today, 55 per cent of the world's population lives in urban areas, a proportion that is expected to increase to 68 per cent by 2050. Such a high rate of urbanisation added to the increasing pressures on cities and urban settings to absorb the demands of its population. In parallel, urban areas have been the main destination of the displaced, with over 60 per cent of refugees and a majority (80 per cent) of internally displaced

persons (IDPs) now living in urban environments, mainly seeking socio-economic opportunities and safe places to reside. Such a situation has resulted in an unprecedented increase in the cost and duration of humanitarian assistance, especially with the protracted nature of crises and scarce development actions. Such a status necessitates stronger connectivity between humanitarian and development efforts, especially since the 2030 Agenda and the Sustainable Development Goals (SDGs) does not only aim to meet needs but also to reduce risks and vulnerabilities, leaving no one behind.

Urban Planning and Infrastructure in Migration Contexts (UPIMC) Programme UN-Habitat is partnering with the Swiss State Secretariat for Economic Affairs (SECO) to improve access to reliable services and socio-economic opportunities for migrants and displaced populations in urban settlements. The UPIMC will support a number of municipalities that host displaced populations in developing long-term strategies that build on their resilience to face future challenges. The UPIMC aims to foster multi-sectoral collaboration between UN-Habitat, national and local governments, humanitarian actors, development partners, as well as international financial institutions to develop sustainable interventions that build inclusive, safe, resilient, and sustainable settings. The programme is implemented in three countries, namely, Cameroon, Egypt, and Jordan.

Introduction

UPIMC PROJECT IN CAMEROON-DOUALA

The City of Douala has unique demographic dynamics and urban mutations resulting from its geographical location and its international influence. Indeed, the city constitutes an economic and cultural hub for Central Africa and the continent. This trajectory is also marked by new dynamics such as the arrival of populations in situations of humanitarian and health crisis in neighbouring countries and the Far North, North and South-West Regions of the country. These cross-border and internal displacements have been exacerbated by the resurgence of conflicts since 2016. The city of Douala polarises these flows of new arrivals, particularly the subdivision of Douala 4. Douala 4 has become the gateway for IDPs from the Anglophone crisis. Since 2017, the Anglophone conflict is between the government and separatists from the English-speaking minority. Therefore, the arrival of IDPs is a vector of new socio-economic dynamics, which has led to several new challenges for the rapidly developing subdivision.

During discussions with representatives of the Douala 4 town hall, it became clear that the delimitation of the neighbourhoods could sometimes be confusing. The subdivision of Douala 4 was structured through a process of regrouping about ten villages whose perimeters had not been mapped. It would appear that in official administrative documents, some neighbourhood names are confused with village names. Moreover, in the collective representations of the inhabitants and the natives, Douala 4 is often described by the names of the villages.

To have the most authentic maps possible, the UN-Habitat team mapped the urban villages of Douala 4 (Annex 4). However, the UN-Habitat team based its study on the official administrative unit, which is the neighbourhood unit.

This urban profile aims to provide an overview of the current situation and a holistic analysis within the framework of the UPIMC programme to identify how the socio-economic development of the town can be improved to benefit the host communities and IDPs. To identify actions to be taken, it is essential to analyse

the overall urban situation of Douala 4, also known as the town of Bonaberi. The intention behind urban profiling is to support the initiatives already deployed by institutional stakeholders, but also by economic and international partners.

The urban profile consists of presenting a multi-scalar and multi-dimensional analysis through the production of maps and the narration of major trajectories observed through data collection, interviews, and field visits. The analysis will improve other studies and will go with the development of urban strategy by the city's stakeholders. This technical document should be seen as an evolving and iterative tool to best support initiatives and potential collaborations.

The urban profiling begins with an analysis of the national context of Cameroon and the official documents and measures that could impact the city's urban development, then focuses on the regional context, Douala — the city level, Douala 4 — the subdivision level, and finally on the pilot neighbourhood of Mambanda. Indeed, the neighbourhood of Mambanda was selected because it brings together common issues at the scale of the city, region, and country.

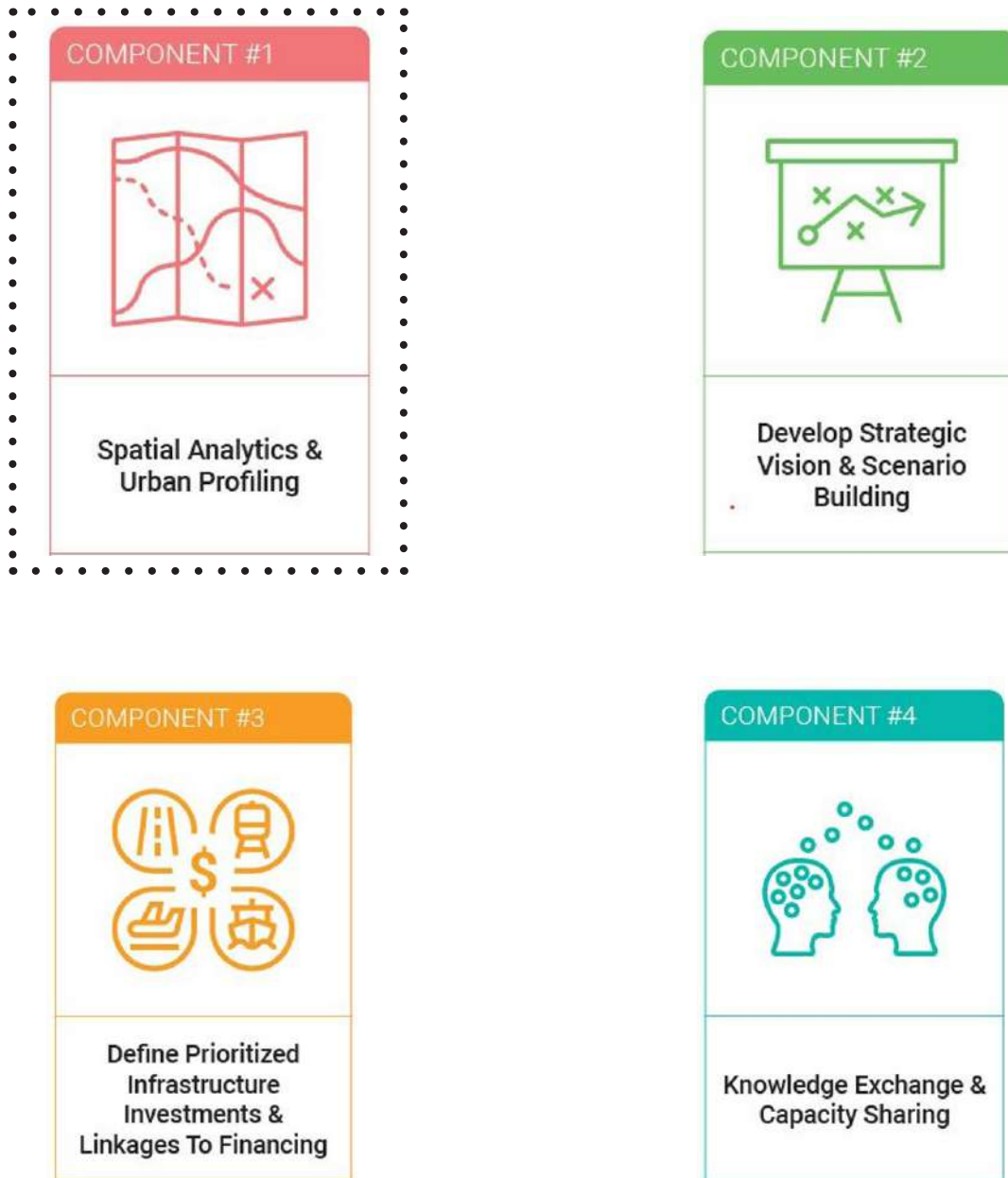
The profile provides a framework for spatial and strategic analysis of the locality from a development perspective that is aligned with national and city priorities. By involving a wide range of stakeholders in the development of the urban profile, a common and shared vision can be established.

The UPIMC programme develops an approach based on four main components from which the urban profile derives:

1. Spatial analysis and urban profiling

The spatial analysis includes multi-sectoral data collection, primary and secondary data, field visits, interviews with key informants, participatory workshops with local and national government stakeholders and three focus group discussions with civil society actors, involving them from the beginning of the process. This was then accompanied by a detailed GIS analysis at the country, city and

Four components of the UPIMC Programme



neighbourhood level to synthesise, compare and distil the information into graphs and maps, accompanied by narrative text. This step allowed the identification of the neighbourhood selected for the continuation of the study.

2. Urban vision and scenarios

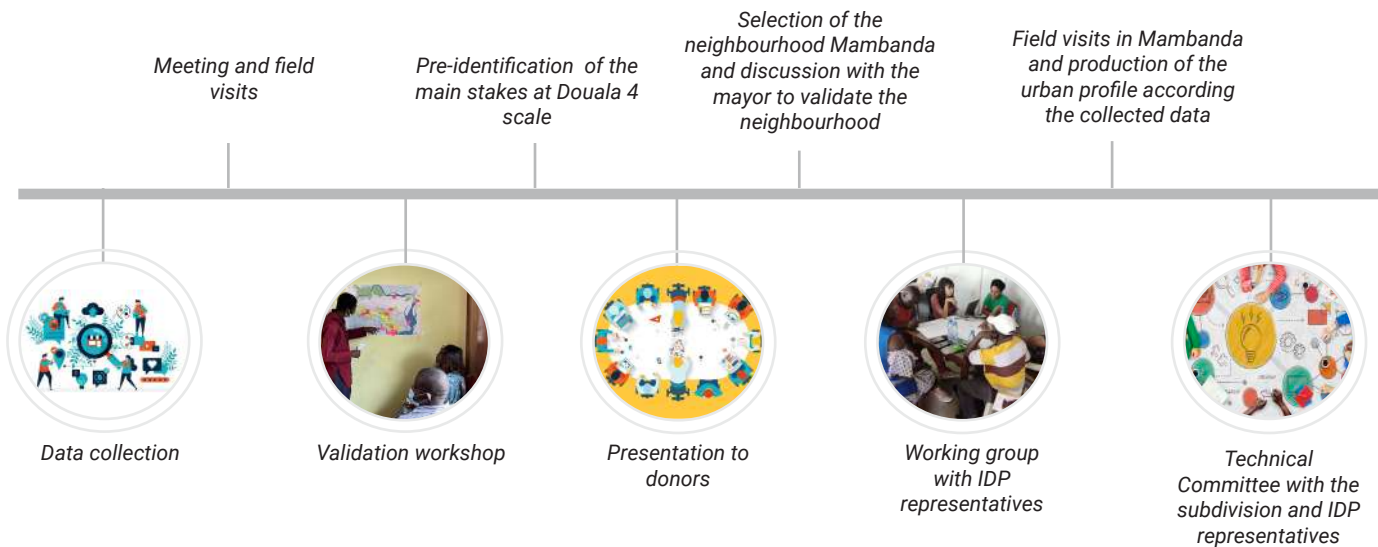
In the light of the analytical work and the exchanges carried out during the first part of the study, this component will develop a strategic vision based on an urban strategy constructed with the stakeholders. Following this strategy, the main scenarios for Douala 4 will be discussed and identified. Indeed, the elaboration of the scenarios will be based on a participatory and inclusive *charrette*, which involves the main institutional

stakeholders as well as representatives of civil society (IDPs, host communities, etc.) and the private sector. Participants will provide direct inputs to the visioning process, which will facilitate discussion on strategic visions, possible interventions, related individual interests, technical opportunities and/or constraints, as well as policy objectives.

The scenario development will be supported by an action plan outlining possible projects and their timeframes. This will also unlock the next step for the clear identification of strategic infrastructure interventions and allow a technical assessment of the prioritisation of interventions.

UPIMC PROGRAMME - CAMEROON - DOUALA CITY - PHASE 1

Phase 1a Spatial analysis & urban profiling



3. Identification of priority investments

The previous components lead to the identification of structural and conjunctural priority actions to support decision-makers and experts in defining their interventions. This work will help prioritise investments by assessing the economic, social and environmental potential and the sustainable impact of the proposed interventions on the city and its communities. Priority investments will be discussed between decision-makers, potential investors and international cooperation actors, notably based on the analysis of the city and subdivision budgets to build partnerships. These priority actions will be presented during a validation workshop with the stakeholders.

4. Knowledge exchange and sharing of know-how

The last component is deployed throughout the programme. It will promote knowledge exchange and

awareness-raising among stakeholders in the cities to apply good data management and urban observation platforms. Sharing and disseminating data through different communication channels will also enable synergies in intervention strategies and encourage local collaborations. This component will also mobilize UN-Habitat platforms and those of its partners, such as the Cities Alliance Joint Work Programme on Cities and Migration, to share their respective knowledge and experience and other examples such as the United Nations network.

Phase 1b Vision & Scenarios building

Phase 1c Prioritisation investments

*Urban vision and scenarios
building in progress*



*Charrette for the
challenges and
opportunities with
the public, private
sectors, associations,
civil society and
representatives of IDPs
and UN agencies*



*Validation workshop
(planned for September
2022)*

Phase 1d Knowledge exchange & Capacity sharing

The Phase 1a is implemented based on the analysis of information from different sources, including field data and interviews. The exercise revealed many difficulties in collecting data, i.e., the census data are often obsolete; the information provided by the stakeholders are at times contradictory because the methodology used can differ; information is not actively shared between stakeholders. The UN-HABITAT team therefore based its analysis on grey literature, interviews, data provided by other UN agencies, data collected on field visits, data from working groups and from *charrettes*.

A first *charrette* led to the identification of the problems encountered in the Douala 4 subdivision. This *charrette* aimed to improve the analyses and focus the study on the pilot neighbourhood of Mambanda. At the end of this identification, interviews and site visits with representatives of displaced persons in the Southern

Cameroons provided an overview of the neighbourhood and the living conditions of IDPs. The study continued with a presentation of the mutual diagnosis at a technical committee meeting. The exchanges continued with the team in charge of the Communal Development Plan to ensure the reliability of the data.

The second part of phase 1b focuses on the strategic part of the project, i.e. defining an urban vision for Douala 4. This strategy will be developed in consultation with the project stakeholders to establish a consensual and shared vision. A participatory *charrette* will broaden the debate to include actors from different sectors (private and public), civil society and other stakeholders.

Another publication will be dedicated to the **Phase 1b** visioning part.

01

**NATIONAL CONTEXT
CAMEROON**

National Urbanisation Context

Cameroon is a Central African country located at the base of the Gulf of Guinea. It shares its border to the North-East with Chad, to the West with Nigeria, to the East with the Central African Republic, and to the South with the Republic of the Congo, Gabon and Equatorial Guinea. It has a surface area of 475,442 km² and an estimated **population of 20¹ million** inhabitants. With 600 kilometres of coastline, **at the crossroads of West and Central Africa**, its geographical position is an asset that many industries have capitalised on by concentrating along the coast, particularly in the city of Douala.

While Douala functions as the country's economic capital, Yaoundé serves as its political capital. Collectively, the two cities account for nearly 28 per cent of the national population.²

Linguistically, the country is divided into two zones. The "Anglophone zone", which borders Nigeria and encompasses two of the ten Regions of Cameroon (North-West and South-West), represents 14 per cent of the total population; and the "Francophone zone", which includes the rest of the country.

In recent years, urbanization has played a significant role in demographic and development trends, with a total of 14 designated urban municipalities, "communautés urbaines". **In 2019, the urban population in Cameroon was estimated at 57 per cent. The urban growth rate is 3.59 per cent³** compared to a population growth rate of

2.55 per cent.⁴ The country's population was estimated at 27,228,826⁵ in 2021 and will reach 38,896,153 in 2035⁶ with Yaoundé and Douala alone projected to account for nearly 32 per cent⁷ of the total population. This imbalance is partly the result of a sustained massive rural exodus and migration from medium and secondary cities to these two urban agglomerations in search of better socio-economic opportunities.

Economy

Due to its central location within the Central African Economic Monetary Community (CEMAC), Cameroon takes advantage of strategic trade in the region, serving as a critical link between the Gulf of Guinea and landlocked states such as Central African Republic and Chad through the Autonomous Port of Douala (PAD) and the Douala-N'Djamena and Douala-Bangui road axes.

Cameroon alone accounts for 40 per cent⁸ of CEMAC's GDP and maintains the most diversified economy in the subregion. However, it is highly dependent on unprocessed resources: hydrocarbons, agriculture (cocoa, coffee, cotton, palm oil, etc.), wood, etc. Despite this economic dynamism, **nearly 38 per cent of the population was reported to live below the poverty line in 2014,⁹** 87 per cent of whom reside in rural areas and 63 per cent of whom are members of households in the informal agricultural sector. These figures reflect the unequal distribution of wealth and growth across the country, with the majority of poor households living in rural areas. Nevertheless, Cameroon's young population (median age is 18.3 years) could be an economic asset if education and employment opportunities were more equally distributed and accessible.

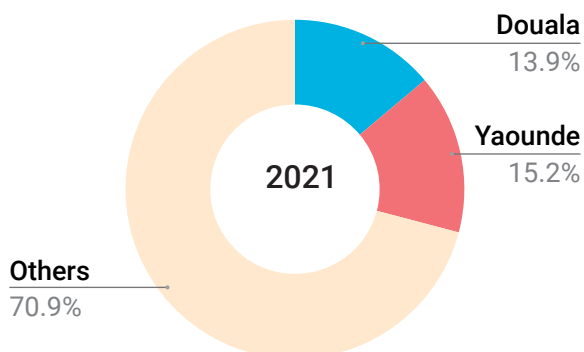


Fig. 1 2021 Population living in Douala and Yaounde compared to the rest of Cameroon
Source: <https://worldpopulationreview.com/countries/cameroon-population>

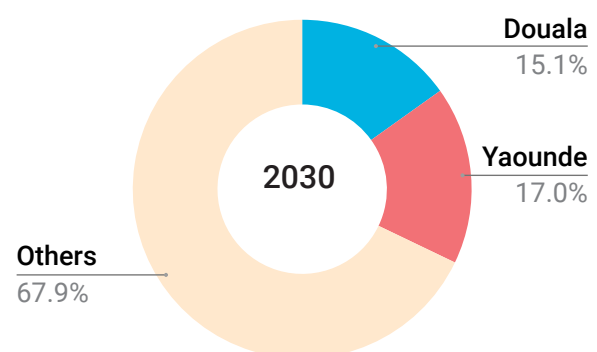


Fig. 2 2030 Population living in Douala and Yaounde compared to the rest of Cameroon
Source: <https://worldpopulationreview.com/countries/cameroon-population>

LEGEND

Urban Municipalities (Communautés urbaines)

- City Population 2015
 - 50,000 - 100,000
 - 100,000 - 200,000
 - 200,000 - 400,000
 - 400,000 - 600,000
 - 2,000,000 - 3,000,000
- City Population 2030
 - 100,000 - 200,000
 - 200,000 - 400,000
 - 400,000 - 700,000
 - 700,000 - 1,000,000
 - 5,000,000 - 6,000,000
- Other Cities

Transportation

- +--- Railroad
- Major Roads
 - National
 - Regional
 - Departmental
 - Other Roads

Administrative Boundaries

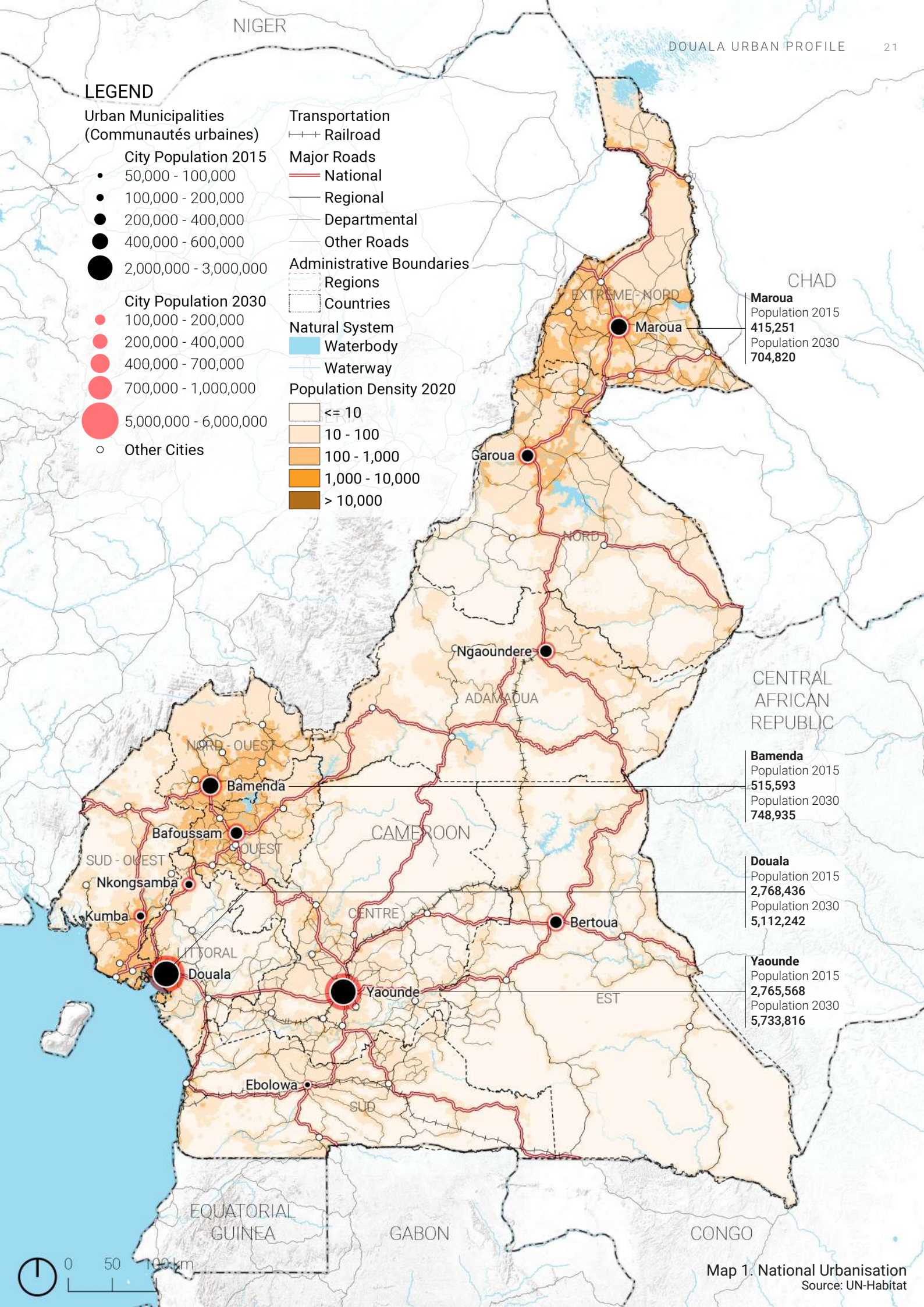
- Regions
- Countries

Natural System

- Waterbody
- Waterway

Population Density 2020

- ≤ 10
- 10 - 100
- 100 - 1,000
- 1,000 - 10,000
- > 10,000



CHAD

Maroua
 Population 2015
 415,251
 Population 2030
 704,820

CENTRAL AFRICAN REPUBLIC

Bamenda
 Population 2015
 515,593
 Population 2030
 748,935

Douala
 Population 2015
 2,768,436
 Population 2030
 5,112,242

Yaounde
 Population 2015
 2,765,568
 Population 2030
 5,733,816



Map 1. National Urbanisation
 Source: UN-Habitat

Governance, Spatial Planning & Urban Policies in Cameroon

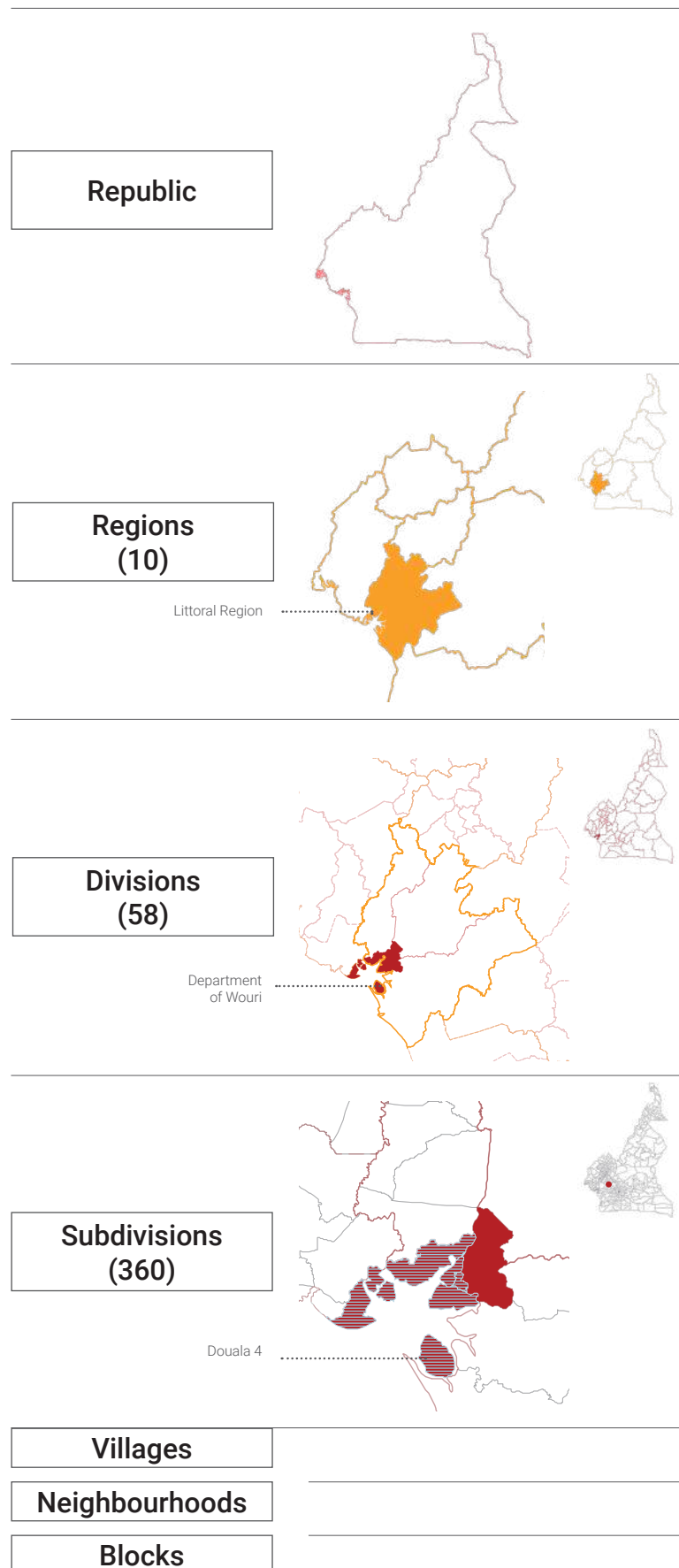
Cameroon's latest constitution, enacted on 18 January 1996, establishes the Republic of Cameroon as a "decentralized unitary State". In fact, the process of decentralisation in Cameroon had its beginnings during the colonisation but it was constitutionalised on 2nd June 1972. The subdivisions were given the legal status of legal persons of public law taking advantage of legal and administrative financial autonomy in part. The law of 18 January 1996 revising the constitution of 2 June 1972 imposes the creation of the second category of decentralised territorial authority: the Region. In 2019, the Cameroonian State decided, at the end of the Grand Dialogue National initiated to pacify tensions, to adopt law n°2019/024 of 24th December which establishes a general code of decentralised territorial authorities.

Administratively, Cameroon is jointly governed between **Administrative Organizations and Decentralized Territorial Communities (CTDs)**. Administrative Organisations represent the president of the republic and line ministers, whereas CTDs are made up of the Regions and the Departments (including urban communities and subdivisions). The State's supervision over CTDs is exercised by the Ministry of Territorial Administration (MINAT) and under its control the State representatives.

In territorial terms, **the Republic of Cameroon is subdivided into 10 regions, 58 departments and 360 subdivisions** (named "*arrondissements*"). Each region is placed under the authority of a governor, who upholds administrative duties, and a regional council, which is composed of departmental-level delegates and representatives of traditional authorities, and acts as the region's executive body. At the departmental level, prefects hold administrative authority and mayors hold executive authority. Similarly, at the subdivision level, sub-prefects hold administrative authority while subdivision mayors hold executive authority.

The distribution of power across appointed and elected officials aims to offer more inclusive participation in decision-making, and more active participation in urban and land-use planning process at the local level.

However, territorial decentralisation is struggling to be implemented due to a lack of resources transferred to the organs of the territorial authorities, and the hold of the current administrative supervision.



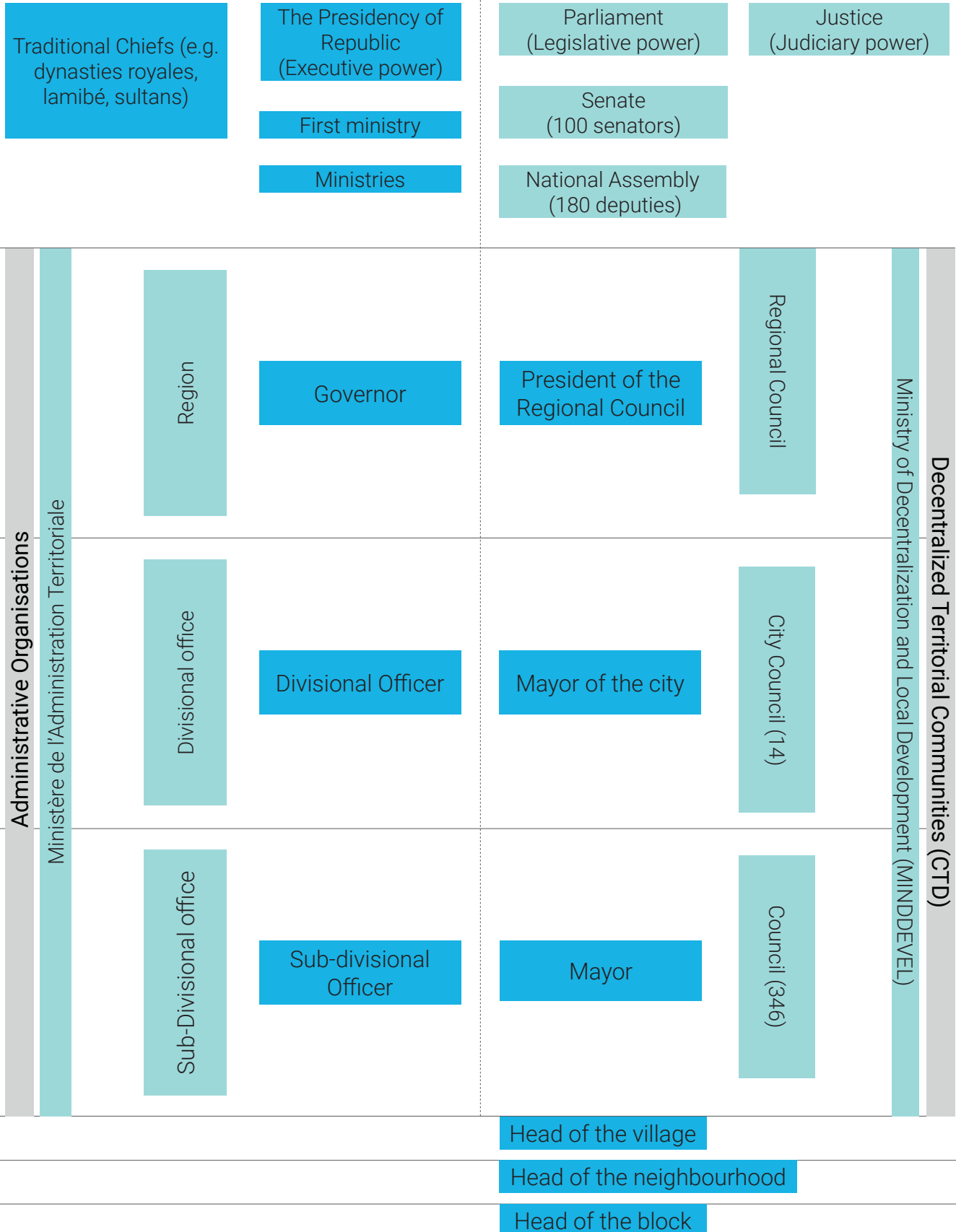


Fig. 3 Governance, Spatial Planning & Urban Policies in Cameroon
Source: UN-Habitat

National Planning Context

The Ministry of Housing and Urban Development (MINHDU)¹⁰ establishes and supervises urban planning tools for the State; whereas, the Ministry of the Economy, Planning and Regional Development (MINEPAT)¹¹ is responsible for the development and implementation of the nation's economic and regional development policies.

Urban policies

In 2009, Cameroon adopted Vision 2035, which relies on the National Development Strategy (SND 30) to drive the implementation of development initiatives through 2030. The National Urban Policy (PUN), the National Housing Policy (PNH), and the National Plan for the Sustainable Development of the Territory of Cameroon (SNADDT) are also key documents that guide urban planning and housing at the national level.

These documents outline key development aspirations and initiatives that have taken root over the last decade plus, often highlighting the needs of vulnerable populations. However, the inclusion of displaced communities in planning visions and policies is not yet adequately addressed, whereas many of whom are seeking refuge in urban areas.

VISION 2035 - MINEPAT

The State's vision for 2035 is "Cameroon: An emerging country, democratic and united in diversity". The implementation strategy of this vision is based on the following pillars:

- National integration and consolidation of the democratic process;
- Territorial development;
- Industrialization;
- Regional integration and international insertion.
- Economic role of the State and the partnership strategy;
- Governance.

National Development Strategy 2020-2030 (SND 30) - MINEPAT

Officially presented in November 2020, the SND 30 is the new reference framework for government action for 2020-2030. It articulates Cameroon's national and international commitments to economic, social and

environmental objectives and established four pillars for overcoming key development challenges: 1) Structural transformation of the economy; 2) Development of human capital and well-being; 3) Promotion of employment and economic inclusion; 4) Governance, decentralisation and strategic management of the State. The Strategy also addresses the ongoing crises in the North-West, South-West and Far North Regions, outlining a 3-phase recovery, stabilisation and development plan to improve the lives and livelihoods of populations in affected areas.

National Plan for Sustainable Land Use and Development of Cameroon (SNADDT) - MINEPAT

In line with Vision 2035, the SNADDT focuses on three major components of urban development and land use planning in Cameroon, namely:

- Organising the territorial distribution of spaces by linking areas of production with areas of socio-economic potential.
- Reducing the socio-territorial fractures between the "centre" and "periphery" by promoting a multipolar urban model where local characteristics are celebrated.
- Structuring an integrated transport network that links urban centres, rural areas, and production centres.

The SNADDT also highlights Cameroon's attractive position as a hub for migration, however, noting that reliable data is lacking.

National Urban Policy of Cameroon (NUP) - MINHDU

Cameroon's National Urban Policy was finalised in 2021 in collaboration with UN-Habitat. The Policy aims to link planning documents and strategies with development challenges across sectors, stakeholders and scales with the objective of transforming city management, the built environment and quality of life for urban residents. Ten critical interventions to ensure the successful implementation of the NUP are listed in the Annex.¹²

Despite the will to harmonise all the urban documents at every scale, in practice, the absence of monitoring and coordination diminish the good agreement and collaboration between the different levels of decisions. This creates a burden on local authorities but also the overall urban development of cities..

URBAN POLICY AND PLANNING DOCUMENTS

Republic	<p>Cameroon Vision 2035</p> <p>National Strategy Development (SND 2020-2030)</p>	
	<p>Ministry of Housing and Urban Development (MINHDU)</p> <p>National Housing Policy</p> <p>National Urban Policy (NUP)</p>	<p>Ministry of Economy, Planning and Regional Development (MINEPAT)</p> <p>SNADDT - National Plan for the Development and Sustainability of the Territory</p>
Regions (10)		<p>SRADDT - Regional Plan for the Development and Sustainability of the Territory</p>
Divisions (58)	<p>PDU - Urban Master Plan</p>	
Subdivisions (360)	<p>POS - Land Use Plan or PSU - Urban Summary Plan</p> <p>PS - Sector Plan</p>	<p>PCD - Communal Development Plan</p>
	<p>Urban Parcelling/ Urban Reshaping</p> <p>Restructuration/ Urban Renovation</p> <p>Concerted Development Zone (ZAC)</p>	

Table 1. Urban Policy and Planning Documents
Source: UN-Habitat

National Land Administration System

In general, there is increasing pressure on land due to commercial interests, changing climatic conditions, and population flows. **Very few land parcels in Cameroon are registered and titled, and information on the number of registered land titles and other land rights is generally inconsistent.** For example, "in 2000, the national registry (*livre foncier*) recorded 150,000 land certificates, while the national cadastre estimated that there were 2.6 million parcels in the country."¹³

MINDCAF's land division reported that urban areas account for 60 per cent of all titles, that civil servants hold 50 per cent¹⁴ of land titles. Moreover, despite the fact that land tenure laws and ordinances have undergone multiple reforms, **the last major land reform was made 45 years ago** and there is frequent confusion between the two coexisting systems, modern and traditional, with the juxtaposition of public administration on traditional land management creating a number of conflicts.

Land classifications:¹⁵

- The private domain: all registered land (titled land).
- The public domain: all real estate that is assigned to the use of all. The public domain is natural and/or artificial and includes roads, rivers, the seafront, etc.
- The national domain: all land that has not been privately appropriated, including by the State, and classified in the public domain. It is administered by the State "for the public good".
- Due to the lengthy, costly and convoluted process of registering and titling land, inequalities in access to land ownership are vast, with vulnerable populations (indigenous populations, women and displaced persons) bearing the brunt of this inequality.

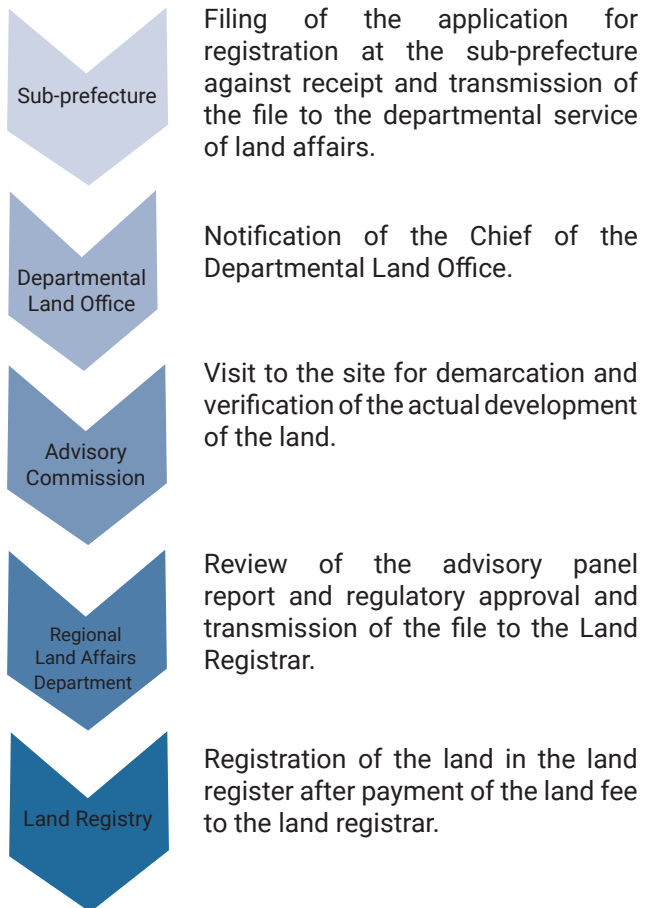
Land management actors:

- **Public actors:** The State through MINDCAF, MINHDI and the specialized institutions in charge of financing (Credit Foncier du Cameroun, FEICOM), land development and equipment (MAETUR, MAGZI) for real estate and housing development as well as their promotion and marketing (SIC).
- **Private sector actors:** Town planners, notaries and surveyors. They intervene in transactions and the indirect registration procedure through the subdivision, the drafting of deeds and the establishment of boundary plans.
- **Other actors:** Traditional chieftaincies and civil society organizations (real estate developers) that influence the land management process.

Since the 1980s, the government, NGOs and development organizations have sought to strengthen the recognition of the land rights of marginalized groups. However, due to the outdated legal framework, these initiatives have not been successful. There are no formal mechanisms for allocating land for housing and cultivation to IDPs in the medium to long term. Land is requested by the IDPs and refugees or by support organizations from traditional leaders and members of the host populations who are the traditional owners. However, IDPs may also obtain land through lease or purchase under customary law. In addition, they often do not have enough income to rent. Some support agencies step in and lease land. In rural areas, some host families or the community leader allocate land to IDPs to cultivate for a fee or a percentage of the harvest.¹⁶

The Cameroonian government's decision to reform the legal framework for land tenure is an opportunity to mainstream more inclusive provisions for displaced and vulnerable populations.

MODERN LAND TENURE



TRADITIONAL LAND TENURE

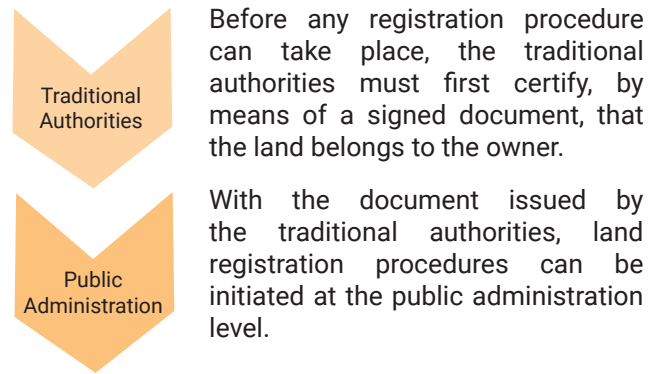


Fig. 4 National Land Administration System
Source: UN-Habitat

Major Infrastructure Financing Initiatives

Cameroon has been committed to developing major infrastructures since 2015. Several programmes and projects have been initiated throughout the country. One of the major programmes is the Three-Year Economic Emergency Plan (PLANUT), which aims to accelerate Cameroon's goal of emergence by 2035. Hence, this document has given priority to major public infrastructure projects that can appeal to private investments and growth. Established as an investment programme to implement its projects over three years "in sectors such as urban planning, housing, health, agriculture, livestock, road infrastructure, water, energy and security" the programme mobilized nine projects led by contracting authorities (MINEPAT, MINTP, MINADER, MINSANTE, MINEE, MINEPIA, MINHDU, SED, DGSN).

Financed by loans contracted by the State from a local banking pool and international financial institutions, the programme has collected 925 billion FCFA (1.41 billion Euros/ 1.59 billion dollars). This programme has enabled the construction of priority infrastructures in cities and Regions of the country as well as the opening up of rural areas.

The following table (1) lists the main projects that have been financed throughout this programme. Regarding the PLANUT, several projects dealing with the four components of the programme have been planned within the city of Douala :

- The rain drainage and urban roads projects with the construction of drains and the rehabilitation of 17 kilometres of urban roads. Financed by AFD and MINTP up to 109,000,000 FCFA, this project was completed in 2020.
- The construction of sports infrastructure with the construction of the Japoma Sports Complex and the rehabilitation of the Bepanda Stadium. These projects collected 390,000,000,000 FCFA (59,000,000 Euros) and the implementation was achieved in 2021.
- The rehabilitation of the Douala General Hospital to the tune of 2,600,000,000 FCFA (3,963,674 Euros). This project allowed the rehabilitation of the technical platform of this reference hospital for the city of Douala and was completed in 2020.

Moreover, Cameroon has also undertaken the modernization of the energy sector with the construction of several hydroelectric dams, one of the largest of which is the Natchtgal dam valued at 1.2 billion euros and financed by fifteen lenders (commercial banks and institutions). Aimed to be operational from 2023, it will cover 30 per cent of the country's energy needs, generate 1500 direct jobs, and allow the construction of a 50 kilometres electricity transmission line to Nyom (Yaoundé). This is also the case of the project to build the Eweng 2 large hydroelectric power plant, which the State of Cameroon plans to make operational in 2028. It will supply the industrial sector with aluminum and the rest of the energy produced will be exported to Chad. Planned to be financed in collaboration with the American company Hydromine, the dam will produce 810 MW at a total cost of \$3 billion.

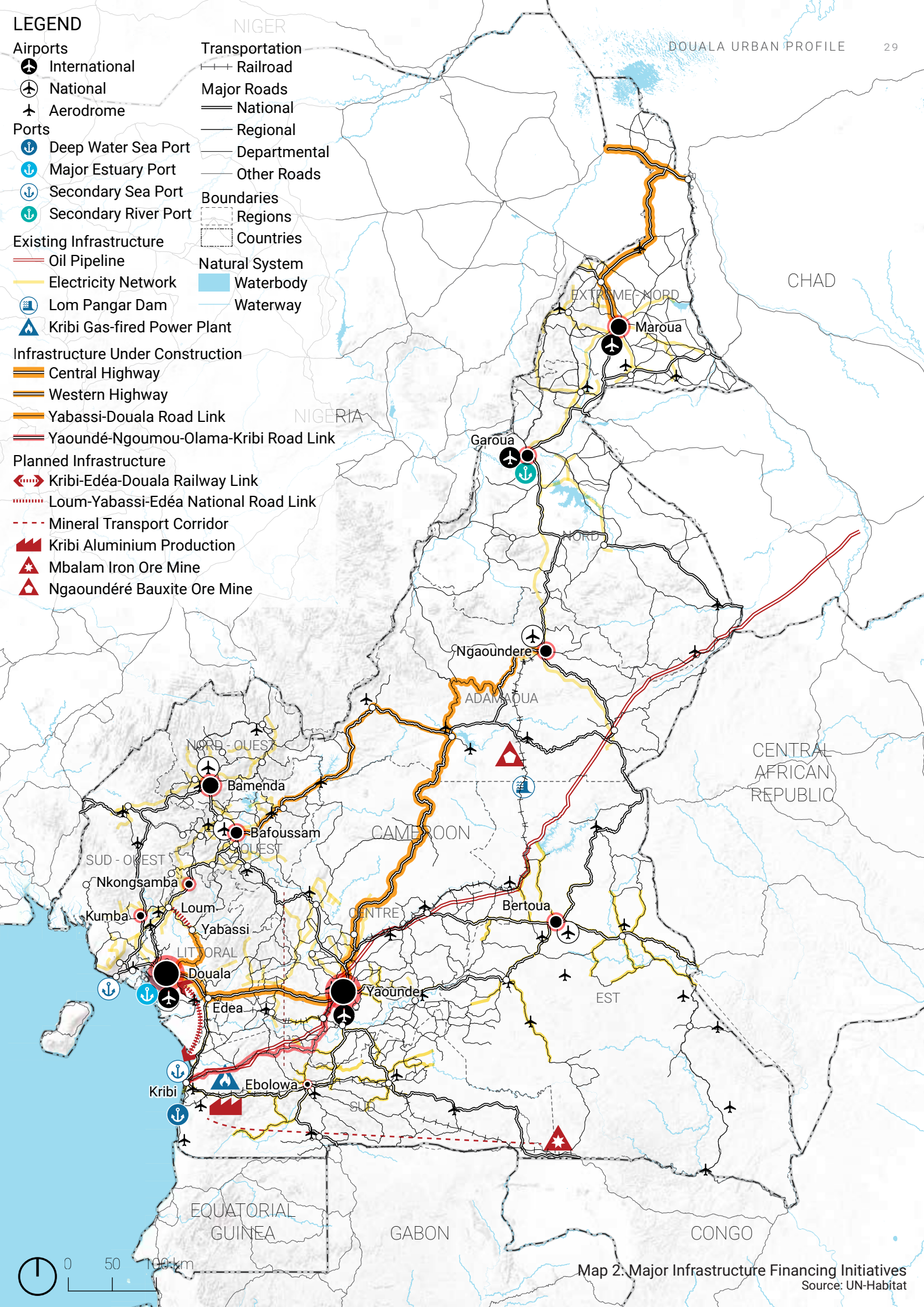
The Mbalam-Nabeba Iron Ore Mining Project, whose Memorandum of Understanding for Exploitation was signed in 2021 between the State of Cameroon and AutSino Resources Group Ltd and Bestway Finance Ltd, is expected to eventually mobilize a loan of 4,500 billion FCFA (\$8 billion) to modernize the Djaminiloop in the Eastern and Southern Republic of Cameroon. It will also renew the national railway network through the construction/rehabilitation of railway lines to the port of Douala.

DOMESTIC CAPITAL	CAPITAL LOANS INTERNATIONAL	GRANT CAPITAL
INTERNATIONAL INSTITUTIONS		
DEUTSCHE BANK S.A.E and CAIXABANK S.A	The construction of a slaughterhouse in Ngaoundéré and cold storage facilities in the cities of Yaoundé, Ebolowa, Kribi, Ngaoundéré	8,528,112,504 FCFA
EUROBONS	The construction of two access roads in each region of the country, the construction of water retention structures, and the development of hydro-agricultural areas in the northern regions	50,000,000,000 FCFA
NATIONAL BANKING INSTITUTIONS		
BGFI BANK CAMEROON	Rehabilitation of roads in the cities of Yaoundé and Douala	100,000,000,000 FCFA
ATLANTIC BANK CAMEROON	Construction of 600 social housing and hospitals + the rehabilitation of the technical facilities of the General Hospitals of Yaoundé and Douala and the University Hospital of Yaoundé	190,000,000,000 FCFA
ECOBANK CAMEROON	Construction of boreholes, water supply systems, and security posts throughout the country	35,000,000,000 FCFA
ECOBANK CAMEROON	Construction of the Bini hydroelectric scheme in Warak in the Extreme North of the country	182,000,000,000 FCFA

Table 2. Main projects financed under the Economic Emergency Plan (PLANUT)
Source: UN-Habitat with reference to the PLANUT

LEGEND

- Airports**
 - International
 - National
 - Aerodrome
- Ports**
 - Deep Water Sea Port
 - Major Estuary Port
 - Secondary Sea Port
 - Secondary River Port
- Existing Infrastructure**
 - Oil Pipeline
 - Electricity Network
 - Lom Pangar Dam
 - Kribi Gas-fired Power Plant
- Infrastructure Under Construction**
 - Central Highway
 - Western Highway
 - Yabassi-Douala Road Link
 - Yaoundé-Ngoumou-Olama-Kribi Road Link
- Planned Infrastructure**
 - Kribi-Edéa-Douala Railway Link
 - Loum-Yabassi-Edéa National Road Link
 - Mineral Transport Corridor
 - Kribi Aluminium Production
 - Mbalam Iron Ore Mine
 - Ngaoundéré Bauxite Ore Mine
- Transportation**
 - Railroad
 - Major Roads**
 - National
 - Regional
 - Departmental
 - Other Roads
- Boundaries**
 - Regions
 - Countries
- Natural System**
 - Waterbody
 - Waterway



Map 2: Major Infrastructure Financing Initiatives
Source: UN-Habitat

Natural Resources & Regional Commerce

Located in the centre of Central Africa, Cameroon has significant economic potential due to its diverse and vast natural resources, and its geographical position as the gateway to West and Central Africa. The country produces oil, natural gas, iron bauxite and abundant agricultural products, including coffee, cocoa and cotton. Cameroon is one of the most diverse countries in Africa in natural resources. The territory of Cameroon extends from Lake Chad in the North, to the rainforest of the Congo Basin and fertile areas of livestock and cultivation in the South.

Furthermore, Douala trades with multiple countries in terms of export and import. According to the Harvard Growth Lab, Cameroon exported products worth US\$6.67 billion in 2019. Exports have declined by an annual average of 2.5 per cent over the past five years, which has been a drag on overall economic growth, as exports represent a shrinking segment of the economy. Non-oil exports have declined by 1.8 per cent per year over the past five years, lower than the global average. Imports totalled USD 8.86 billion in 2019, leaving Cameroon with a trade deficit in goods and services. This ranks Cameroon in 107th place out of 133 countries. The country accounts for 44 per cent of the total gross domestic product (GDP) of the Central African Economic and Monetary Community (CEMAC). More than half of the goods destined for Central Africa pass through the port of Douala, while exports and imports to the Central African Republic, Chad and the Republic of Congo all pass through Cameroon's national network of roads and railways.

About tourism, Cameroon is full of a mosaic of both natural and monumental sites. The geographical position of Cameroon and the diversity of the country allow it to develop throughout the year several types of tourism: seaside tourism, mountain tourism, safari and hunting tourism, eco-tourism, cultural tourism, congress and business tourism. The sites are distributed in the four geographical areas of Cameroon: the Sahelian zone, the forest zone, the mountainous zone and the coastal zone. It has about twenty PN national parks, with four Sanctuaries. Culturally, Cameroon is full of nearly 200 ethnic groups with various lifestyles.

Cameroon's potential in terms of mineral resources is quite rich and diversified. Agricultural products are among the products exported by Cameroon to the subregion. This suggests that Cameroon has a strong agricultural potential in Central Africa. **With 61 per cent of the active population and 22 per cent of GDP,** Cameroonian agriculture has been taking into account in all strategies. In fact, the climatic diversity (from the rainy equatorial climate to Sahelian tropical one) and a variety of soils and hydrographic networks allow production all year long.

The country has developed freight transport alternatives, giving the possibility of multimodal transport:

- The ports (Douala, Kribi) to neighbouring countries.
- The network of road transport (trucks: Douala Bangui corridor; Douala-Ndjamena corridor).
- The rail transport (freight trains: Douala-Yaoundé-Belabo-Ngaoundéré).
- The air transport.

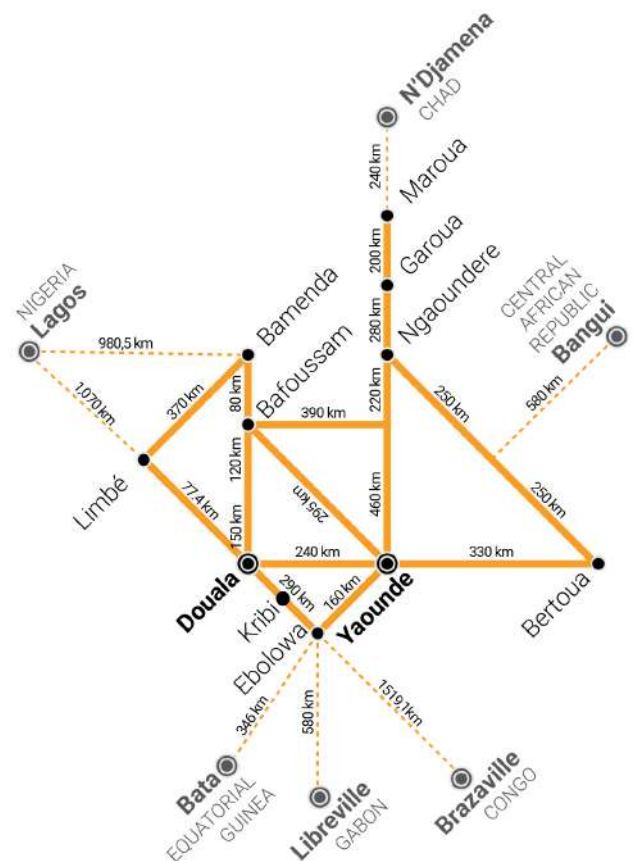
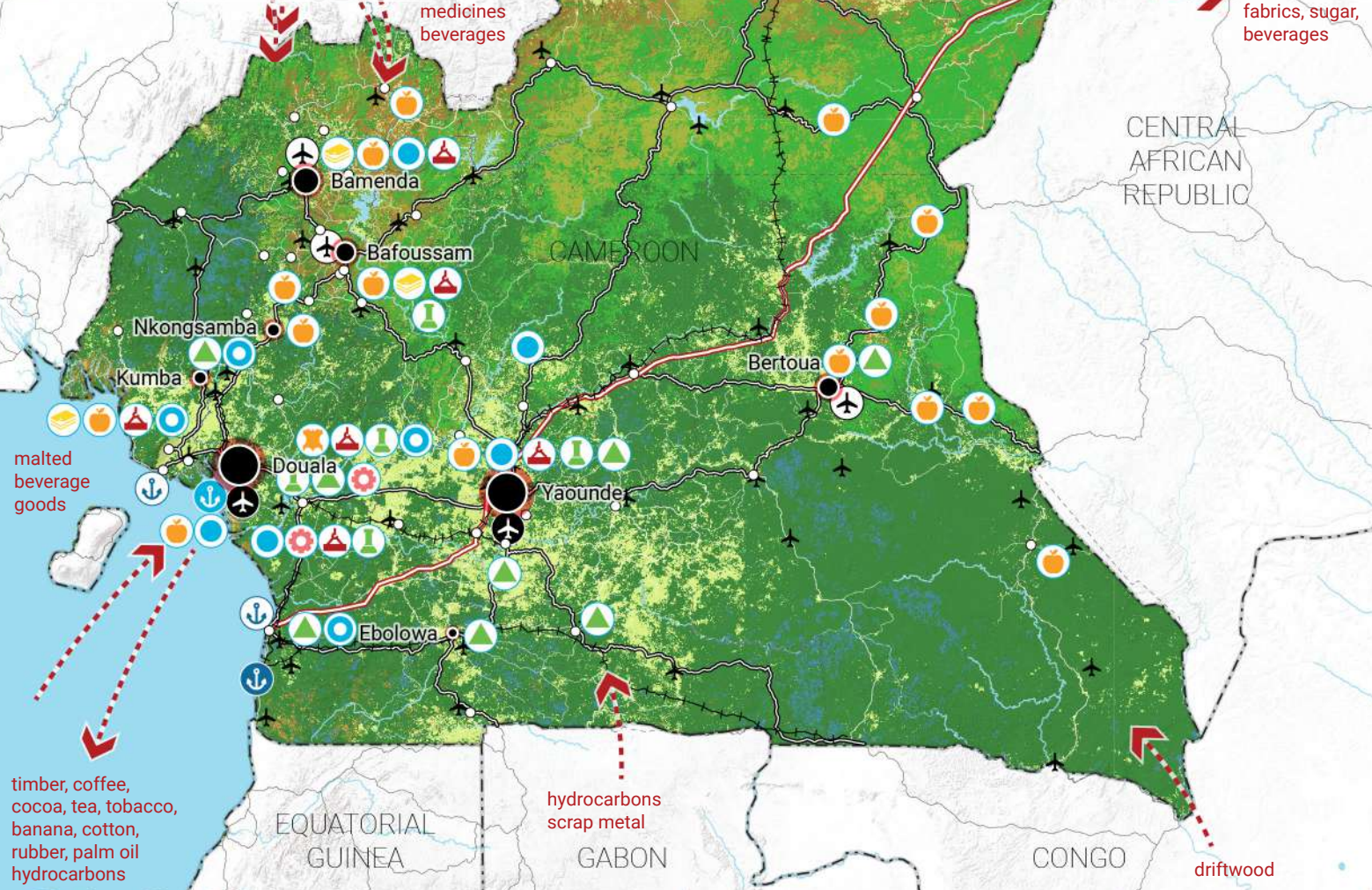


Fig. 5 Network of major urban areas
Source: UN-Habitat

LEGEND

- Industries**
 - Cotton
 - Drink
 - Metallurgy
 - Chemistry
 - Textile and Clothing
 - Food Industry
 - Paper and Printing
 - Rubber
 - Leathers and Skins
 - Construction Materials
- Airports**
 - International
 - National
 - Aerodrome
- Ports**
 - Deep Water Sea Port
 - Major Estuary Port
 - Secondary Sea Port
 - Secondary River Port
- Support Infrastructure**
 - Oil Pipeline

- Land Cover**
 - Irrigated croplands
 - Rainfed croplands
 - Forest / cropland mosaic
 - Evergreen or deciduous coniferous forest
 - Evergreen and/or semi-deciduous forest
 - Deciduous forest
 - Mixed deciduous and coniferous forest
 - Mosaic of forests, shrubs and meadows
 - Shrubland
 - Grassland
 - Sparse Vegetation
 - Flooded deciduous forest
 - Flooded vegetation
 - Artificial areas
 - Bare areas
 - Water bodies



Map 3. Natural Resources and Regional Commerce
Source: UN-Habitat

Climate Change Context

As the impacts of climate change accelerate, with **average temperatures across Cameroon having risen 1°C between 1970 and 2015¹⁷** and **average rainfall decreasing by 2.2 per cent per decade since 1960**, the most economically vulnerable areas, particularly in the Northern and Far Northern Regions of the country, will face exacerbated difficulties. The impacts of flooding and, at the same time, water scarcity, will likely affect the economic areas of the country, such as the Central (Yaoundé) and Littoral (Douala) Regions. Projections show that these phenomena will increase with a rise in sea level of between 9 and 38 centimeters by 2050 and nearly 86 centimeters by 2100.¹⁸ According to the **National Climate Change Adaptation Plan (2015)**, agriculture, fisheries and aquaculture, urban development, and public works, are the main sectors affected by climate change. It is likely that economic losses resulting from the reduction in productive agricultural land and livelihoods in addition to natural disasters, including possible famine (as is currently the case in Madagascar), will lead to widespread displacement. Without adequate urban planning and

the integration of economic opportunities and land tenure policies that take migrants and vulnerable communities into account, additional pressures on resources in urban centres could lead to increased tensions, violence, and crime.

In November 2020, Cameroon adopted a **National Strategy for Disaster Risk Reduction and Action Plan²²** aligned with the Sendai Framework. With support from ACP-EU, the strategy was led by MINAT to promote the integration of climate adaptation approaches in policy formation carried out by all ministries. The **National Programme for Disaster Prevention and Management (PNPGC)** is responsible for raising awareness on climate adaptation. The National Development Strategy (NDS 30) recommends, “**Strengthening adaptation to climate change, mitigating the effects of climate change, and ensuring environmental management** that guarantee sustainable and inclusive economic growth and social development. The goal is to achieve SDGs 13, 14 and 15 with their contextualized targets.”

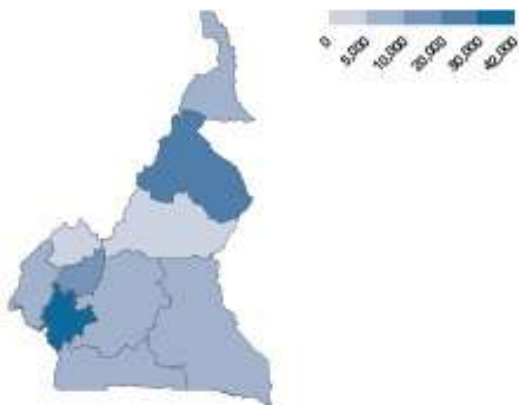


Fig. 6 Average Number of People Affected by Floods per Region Annually
Source: Cameroon Disaster Risk Profile, UNDRR 2019

Flood hazard

The Littoral and Adamaoua Regions are most impacted by floods, with an average of about 120,000 people affected each year, or about 0.5 per cent¹⁹ of the country's total population.²⁰ Flooding also takes its toll on the country's economy, particularly the housing, production and service sectors. In fact, 0.29 per cent²¹ of national GDP is impacted by the consequences of unmanaged downpour and inadequate drainage. Direct economic losses in Cameroon are the result of a complex combination of hazards and geographic distribution exposure.

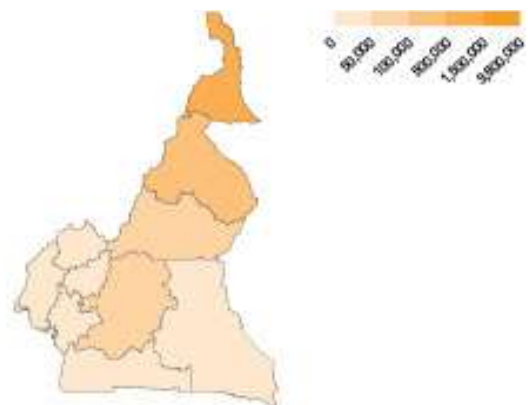


Fig. 7 Average Number of People Affected by Droughts per Region Annually
Source: Cameroon Disaster Risk Profile, UNDRR 2019

Drought hazard

Northern Regions of Cameroon are most exposed to drought; however, almost all Regions will experience drought in the coming years. In 2016, nearly two million people (nine per cent of the population in 2016) lived in areas annually affected by drought. At the same time, approximately eight per cent of annual GDP is impacted by drought. Reduced crop production due to drought particularly influences the fertile Central and Southern areas of the country and will likely result in further displacement and demographic shifts as people seek alternative livelihood opportunities in urban areas.

LEGEND

Urban Municipalities (Communautés urbaines)

City Population 2015

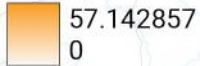
- 50,000 - 100,000
- 100,000 - 200,000
- 200,000 - 400,000
- 400,000 - 600,000
- 2,000,000 - 3,000,000

City Population 2030

- 100,000 - 200,000
- 200,000 - 400,000
- 400,000 - 700,000
- 700,000 - 1,000,000
- 5,000,000 - 6,000,000
- Other Cities

Drought SPEI

Standardized Precipitation - Evapotranspiration Index



Transportation

- +— Railroad
- Major Roads
 - National
 - Regional
 - Departmental
 - Other Roads

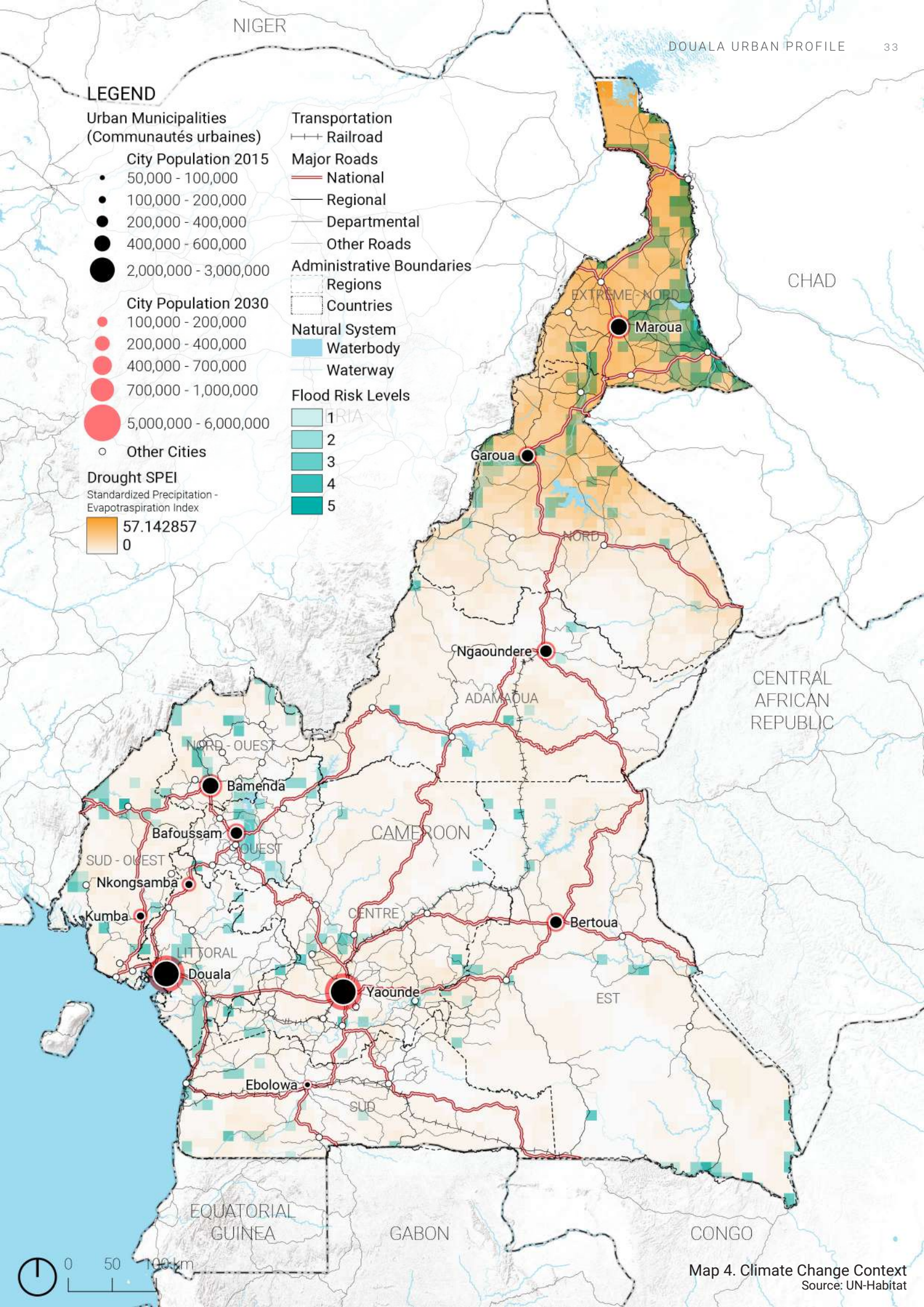
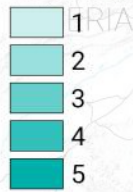
Administrative Boundaries

- Regions
- Countries

Natural System

- Waterbody
- Waterway

Flood Risk Levels



Map 4. Climate Change Context Source: UN-Habitat

Displacement Context

Sub-Saharan Africa is home to over 26 per cent of the world's refugees, with Central Africa serving as both a Region of origin and a hosting Region for millions of refugees²³ and asylum seekers on the continent.

In 2021, OCHA reported **4.4 million people²⁴ in need of humanitarian assistance in Cameroon**, while 1,979,486 persons of concern to UNHCR were reported in September of the same year distributed across 346,767 refugees, 6,550 asylum seekers, 466,578 returnees and **1,052,591 internally displaced persons (IDPs).**²⁵

Many of the refugees and IDPs in Cameroon have fled due to three major crises in the country:

- Since 2013, sectarian violence in the Central African Republic (CAR) has resulted in a massive influx of Central African refugees to Eastern Cameroon.
- The conflict in North-Eastern Nigeria continues to affect the Far North Region of Cameroon, including civilian killings, village looting and burning, livestock theft, and kidnappings.
- Since 2016, tensions in the North-West and South-West Regions have intensified. The violence and prevailing insecurity have displaced thousands of people within their Regions of origin and to the West and Littoral Regions.

In addition to displacement due to violent conflict and political crises, socio-economic insecurity is also a major driver of migration from adjacent countries and internally. **Cameroon's Vision 2035 highlights "If such immigrant flow is poorly managed, there will be a slowdown in growth... [r]isks of social tensions, aggravation of integration and insecurity problems...."**²⁶

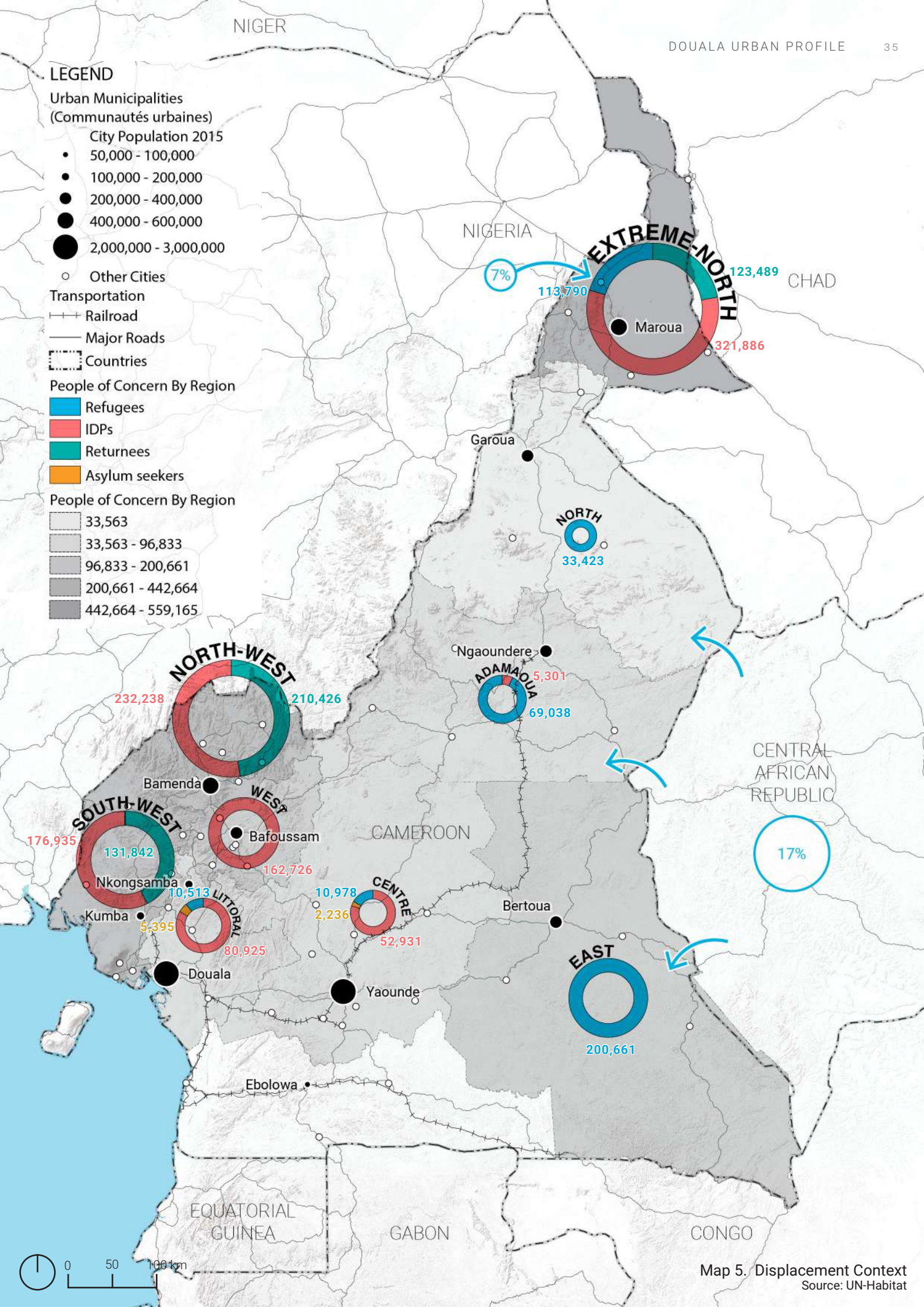
According to a 2021 OCHA report, Cameroon ranks 141 among the 189 countries as per its level of gender inequality. Based on the inequality index, the main disparities concern (1) reproductive health, (2) education and (3) access to employment. The current social organisation of the Cameroonian society justifies and maintains unequal practices within households and society. In this respect, crises in the country – such as the anglophone crisis – aggravate these structural

gender-based discriminations against women and girls (OCHA, 2021) and should be addressed in priority.

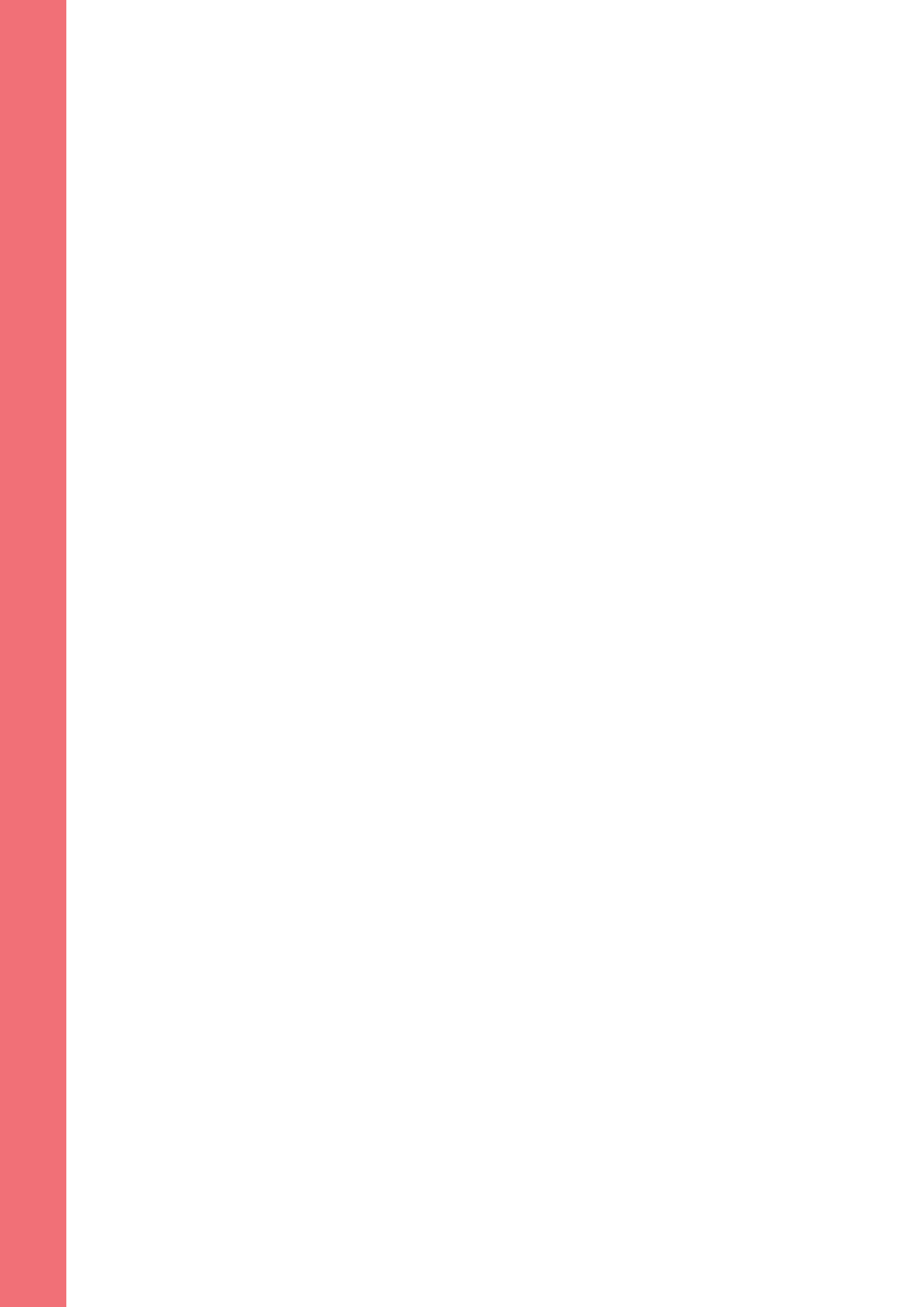
Going further towards resolving some of the root issues behind crisis affecting the country, The Ministry of Economy, Planning and Regional Development's (MINEPAT) **Recovery and Peace Consolidation Strategy for Northern and East Cameroon (2018-2022)** aims to put in place sustainable solutions for forced displacement; improve local governance and delivery of basic social services; expand socioeconomic opportunities and livelihoods; and improve territorial and human security.²⁷ However, the strategy does not cover the North-West South-West crisis. Due to its formation in 2016, **The United Nations Development Assistance Framework for Cameroon (UNDAF 2018-2020)**²⁸ similarly focuses on the Far North, East, North and Adamawa Regions but sets forth outcomes that are nonetheless relevant in Regions affected by the North-West South-West Crisis – decent job opportunities and social inclusion; health and nutrition; education and vocational training; and resilience, early recovery, and food security. Likewise, **OCHA's Multi-Year Humanitarian Response Plan (2017-2020)**²⁹ and the **World Bank's Country Partnership Framework for the Period FY17-FY21**³⁰ mention admirable humanitarian and development objectives in light of ongoing crises in the country, but do not cover the financial, institutional or technical support needed to address internal displacement; which, unlike in the case of refugees and asylum-seekers requires national as well as local government capacity to cover the needs of IDPs and hosting communities that may also be impacted by displacement.

LEGEND

- Urban Municipalities (Communautés urbaines)**
- City Population 2015
 - 50,000 - 100,000
 - 100,000 - 200,000
 - 200,000 - 400,000
 - 400,000 - 600,000
 - 2,000,000 - 3,000,000
 - Other Cities
- Transportation**
- +— Railroad
 - Major Roads
- Countries**
- People of Concern By Region**
- Refugees (Blue)
 - IDPs (Red)
 - Returnees (Green)
 - Asylum seekers (Orange)
- People of Concern By Region**
- 33,563
 - 33,563 - 96,833
 - 96,833 - 200,661
 - 200,661 - 442,664
 - 442,664 - 559,165



Map 5. Displacement Context
Source: UN-Habitat



02

**REGIONAL CONTEXT
LITTORAL / WOURI / DOUALA**

Demographics & Population Distribution

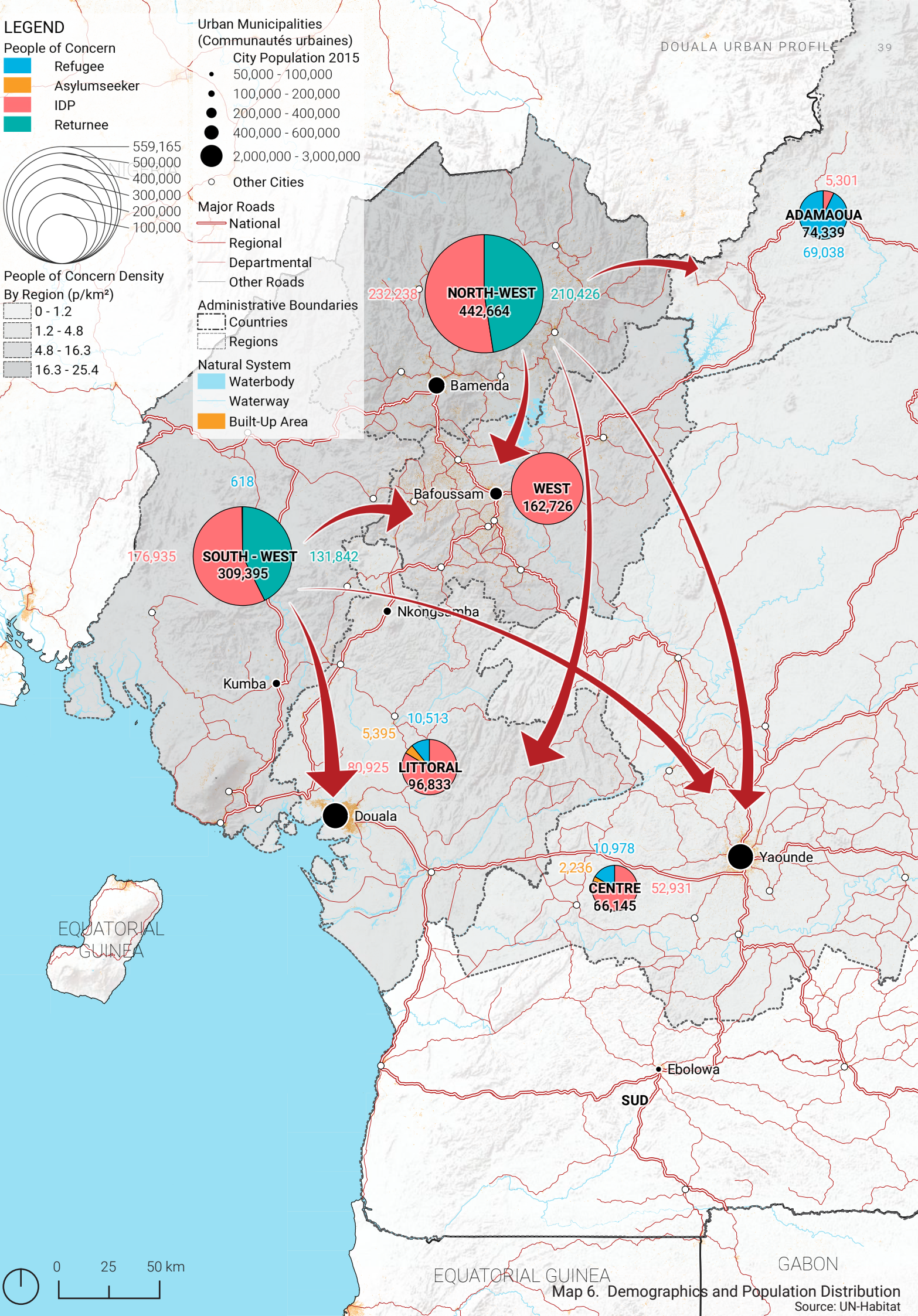
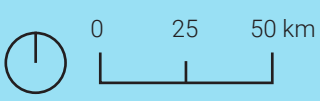
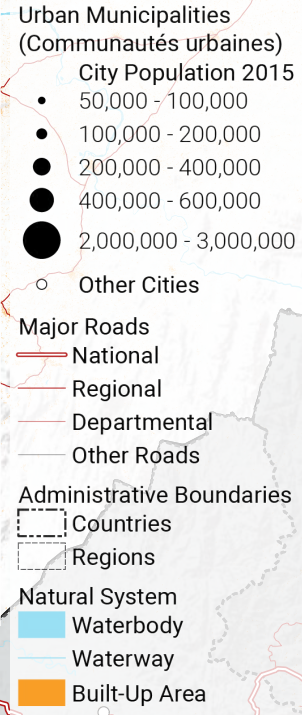
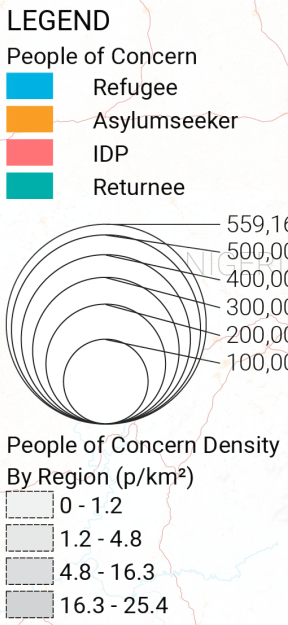
The Littoral Region is the most densely populated Region in the country with 179.4 p/km².³¹ The Littoral Region hosted 3,621,486 people in 2018 according to projections by the Cameroon's census bureau (BUCREP), with a proportionally high number of young people. The under-20 age group accounted for 45.4 per cent,³² compared with 2.8 per cent for the 65 and over age group. According to the demographic projections of the 3rd RGPH carried out by BUCREP, the working age³³ population of the Littoral Region increased from 1,830,773 in 2010 to 2,052,697 in 2014, an increase of 12.1 per cent.³⁴ In 2014, the working population was characterized by an employment rate³⁵ of 71.2 per cent, and an unemployment rate³⁶ of 6.8 per cent, as defined by the International Labour Office (ILO).

The City of Douala (Wouri Division) represents less than five per cent of the territory of the Littoral Region, but contains 76 per cent of its population and 82 per cent³⁷ of its urban population. **In 2021, there were an estimated 3,793,363 inhabitants in the city.**³⁸ The average annual growth rate of Douala's population over the last 40 years (1964-2005) has been +5.3 per cent,³⁹ with projections estimating that this population will reach **six million inhabitants by 2035.**⁴⁰

The Littoral Region also hosts a significant number of migrants, with 99.9 per cent⁴¹ of IDPs fleeing from their homes in the North-West and South-West reporting conflict as their major reason for leaving. While many IDPs seek refuge in the same subdivision, a significant number of IDPs continue to seek accommodation in the Centre, Littoral and West Regions as these areas are not only relatively close geographically, but also host three of the largest cities in the country – Yaoundé, Douala and Bafoussam, respectively.

The number of IDPs (80,925)⁴² in the Littoral Region in 2021 was estimated to be over four times the number of asylum seekers (5,395) and refugees (10,513) combined. Within the Littoral, the divisions of Wouri and Moungo account for 85 per cent⁴³ of IDPs from the North-West and South-West, with Wouri hosting the highest number of IDPs (38,692)⁴⁴ most likely due to perceived education and job opportunities in Douala. However, based on OCHA's last Multi-Sector Rapid Assessment (MIRA)⁴⁵ of the West and Littoral

Regions, the number of people in need from hosting communities in Wouri were comparable to the number of IDPs. Within Wouri, the subdivisions of Douala 4 and Douala 3 host the largest proportion of IDPs. In 2019, OCHA⁴⁶ reported an estimated 20,800 IDPs in Douala 4 and 11,400 in Douala 3; whereas, the local NGO Human Rights Defence Council reported an **estimated 7,000 IDPs in Douala 3, 13,000 in Douala 4, and 6,000 in Douala 5** in the same year.⁴⁷ These variations in census data reflect the difficulty in surveying people who may fear official registration, which also impacts the availability of certificates of birth and death as well as school registration and vaccine access.



Map 6. Demographics and Population Distribution
Source: UN-Habitat

Local Governance

The Littoral Region is one of 10 administrative Regions in Cameroon. It is comprised of four divisions – **Wouri**, **Moungo**, **Nkam** and **Sanaga-Maritime**. Douala, Edea and Nkongsamba are the largest cities of the 28 cities in the region.⁴⁸ The City of **Douala is the capital of both the Littoral Region and the Wouri Division**.

In Douala, the Douala City Council (CUD) and its six subdivisions (Douala 1 – 6) constitute the administrative area's local governance. The CUD is headed by the City Mayor of Douala, Dr. Roger Mbassa Ndine, elected⁴⁹ by the CUD Council following elections in March 2020 as the first mayor to hold the position for the entirety of the city.

At the subdivisional scale, mayors are elected by constituencies in each subdivision (Douala 1, Douala 2, Douala 3, Douala 4, Douala 5, and Douala 6). The CUD and the subdivisions are under the supervision of the Ministry of Decentralization and Local Development (MINDDEVEL).

The General Decentralization Code⁵⁰ and its stipulations relate to economic development, environmental protection, planning and land use, and give to the CUD and mayors of each subdivision the mandate to plan and manage the urban environment. The table above shows some distinctions in roles and responsibilities between the CUD and the Subdivision of Douala 4.

The following urban planning documents form the basis of urban planning and management activities carried out by both the CUD and the Subdivisions in Douala.

- In 2009, the CUD adopted the **City Development Strategy for the City of Douala and its Metropolitan Area up to 2025 (CDS)**, which outlines four major objectives for the city – to improve living conditions; to position Douala as a pilot city on environmental

protection; to enhance economic competitiveness; and to improve governance.

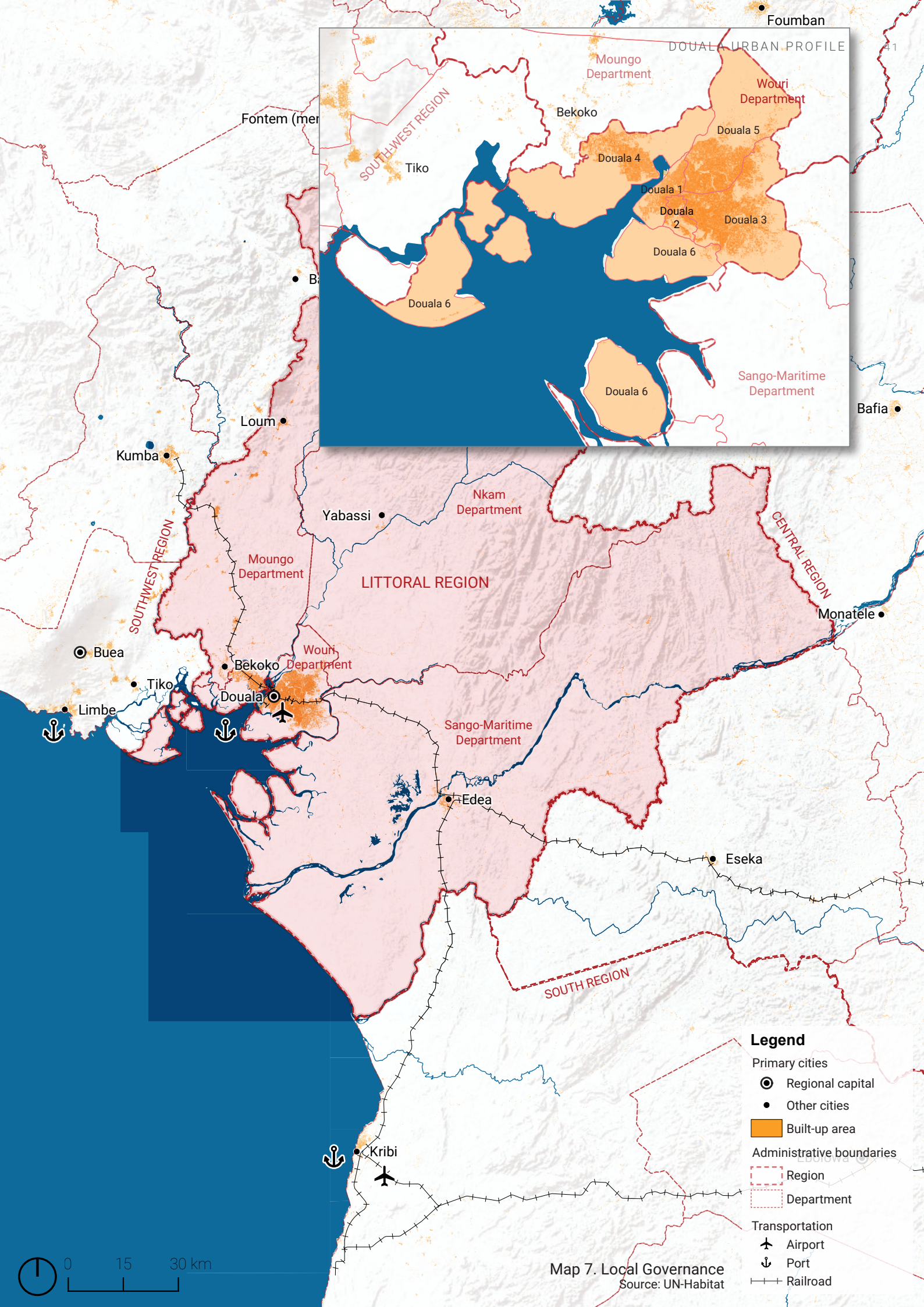
- In 2012, the **Urban Master Plan (PDU 2025)** was developed for the City of Douala and later approved in 2015. The document is obsolete and in the process of being updated.
- The development of the PDU spurred the production of a **Land Use Plan (POS)** for the City of Douala and specific regulations for each subdivision. The POS delineates and reserves areas zoned for future development under specific land uses categories.
- A **Communal Development Plan (PCD) for CAD4** is currently being prepared with funding from the National Participatory Development Plan (PNDP). This document is a strategic plan that presents the subdivision's vision for future development, the objectives to be reached and the measures to be taken to achieve them.

The CUD manages urban data through its Urban Observatory located at Salle des Fêtes d'Akwa. Appointed focal points at the regional and departmental level of relevant ministries (e.g. MINEPAT, MINEE, MINHDU) are meant to provide data to the Observatory, which is then tasked with organising, validating and mapping that data as part of its database. However, financial and technical shortfalls need to be addressed for the Urban Observatory to consistently update their database to the point that decision-makers can use the data as a tool for decision-making.

As with policies and plans at the national level, there is very little mention of the impact of migration on urban development or growth patterns, let alone proactive and sustainable development strategies to integrate displaced and vulnerable communities into the city.

Area of expertise	Douala City Council (CUD)	Douala 4 Council (CAD4)
Planning, land use, town planning and housing	<ul style="list-style-type: none"> • Constitution of land reserves; • Urban planning, master plans and development strategies, urban renewal and re-parcelling; • Urban traffic and transport plans for the entire road network; • Creation and management of primary and secondary roads; • Creation and management of sanitation, wastewater and stormwater facilities; • Allocation of street and building addresses. 	<ul style="list-style-type: none"> • Preparation and execution of municipal investment plans; • Creation and maintenance of municipal roads; • Creation and maintenance of unclassified rural roads and crosswalks; • Contribution to the electrification of areas without electricity.

Table 3. CUD and CAD4 Planning, Land use, Town Planning, and Housing competencies
Source : CTD general code, 2019



Foumban

DOUALA URBAN PROFILE

Moungo Department

Wouri Department

Fontem (mer)

Bekoko

SOUTHWEST REGION

Tiko

Douala 4

Douala 5

Douala 1

Douala 2

Douala 3

Douala 6

Douala 6

Douala 6

Sango-Maritime Department

Bafia

Loum

Kumba

Yabassi

Nkam Department

LITTORAL REGION

CENTRAL REGION

Monatele

Moungo Department

Buea

Bekoko

Wouri Department

Douala

Sango-Maritime Department

Edea

Eseka

SOUTH REGION

Legend

Primary cities

Regional capital

Other cities

Built-up area

Administrative boundaries

Region

Department

Transportation

Airport

Port

Railroad



Map 7. Local Governance
Source: UN-Habitat

Strategic Regional Infrastructure

The coastal Region and its cities — especially the city capital, Douala — is considered the centre of the Cameroonian economy and even that of Central Africa.

At the regional level, the coastline has strategic infrastructures such as Douala International Airport, and the extension of the PAD. Regarding road infrastructure network, the West and East entrances of the city open the Region to the rest of the country with the Douala-Yaoundé highway under construction and the Douala Bafoussam heavy axis.

With the organization of the African Cup of Nations, the Japoma sports complex was built in the Littoral Region with a capacity of 50,000 seats, the omnisport stadium was restored as well as the Mbappe Leppe Stadium and the bonamoussadi stadium. In terms of tourism and culture, the Littoral Region offers a variety of activities and tourist monuments (maritime museum, Bonabéri railway station, pagoda, St Peter's and St Paul's Cathedral, the new Liberty, the Nachtigal monument, the Ekom-Nkam falls, Mount Manengouba, the Douala Edéa wildlife reserve, the beaches of Mouanko, Yoyo beaches, Sanaga beaches, etc.).

Legend

- Regional boundary
- Primary road network

RECENTLY BUILT

- ① Douala West Access - Phase 1
- ② Douala East Access - Phase 1
- ③ 2nd Bridge over the Wouri

UNDER CONSTRUCTION

- ① Douala West Access - Phase 2
- ② Douala East Access - Phase 2
- ③ Autoroute Douala - Yaoundé

PLANNED PROJECTS

- A Bekoko - Limbé Road Improvement
- B Widening of Kribi-Douala Railroad
- C Douala North Access - Douala-Yabassi
- D 3rd Bridge over the Wouri
- E Fluvial Transport Project
- F ALUCAM plant (tripling of the size)



Map 8. Strategic Regional Infrastructure
Source: UN-Habitat

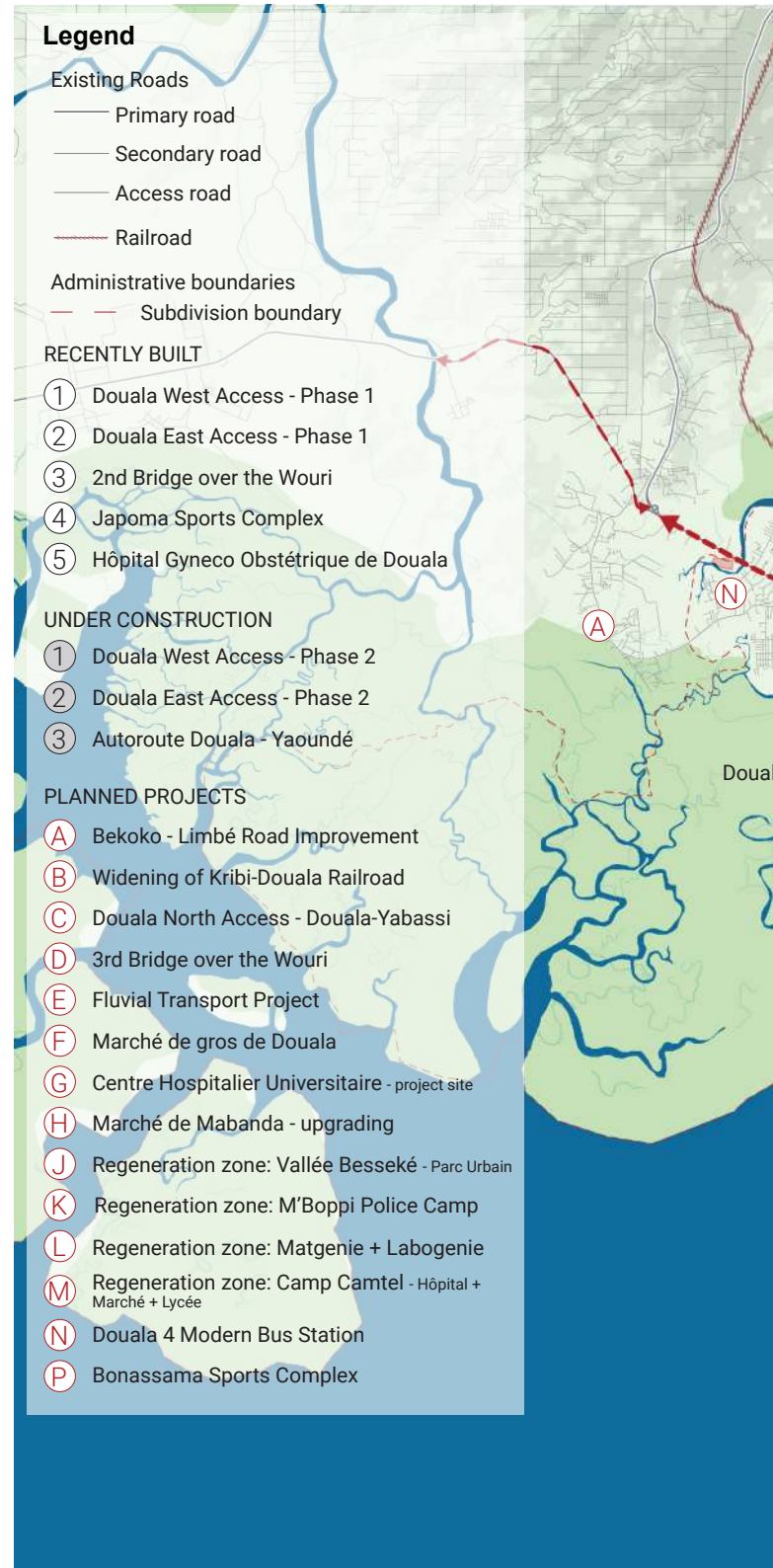
Strategic Urban Infrastructure

With the **largest port in Central Africa**, the city of Douala serves as **the international gateway** to and from Cameroon. The city is linked to the rest of the territory by land, sea, rail and air:

- **Douala's maritime network** is linked to its access to the Atlantic Ocean from the navigable of the Wouri River.
- **The road network to the city** are under development in order to regulate traffic and boost economic activity. The city has about 1,800 kilometres of designated roads, of which just over 470 kilometres are paved (26 per cent), which corresponds to a road density of about 0.72 km / 1,000 inhabitants. This low value ranks Douala at the bottom of the pack of major African cities. For example, Kinshasa has a road density of 0.93 km / 1,000 inhabitants, Brazzaville 1.10 km / 1,000 inhabitants and Lomé 1.7 km / 1,000 inhabitants. The main network has an estimated length of 113,600 ml, with 49 junctions, the secondary network whose total linear is estimated at 30.4 kilometres is almost 85 per cent paved.
- **A rail network that spans across several regions of Cameroon** allows the transport of raw materials from the interior of the country as well as from neighbouring countries to the Port of Douala. The city is crossed from East to West by a railway line in fact consisting of two networks (one to the West, towards the localities of Mbanga, then Kumba and the other, towards the East towards Yaoundé) which meet at the level of the port area.

The planned projects aim to restore the image of the city of Douala, strengthen its status as the economic capital of Cameroon, and offer job opportunities to residents.

The construction of the second bridge over the Wouri River has already helped alleviate heavy traffic between Bonabéri (Douala 4) and the North-Western entrance of the city with the older core and port. This bridge also contributes to the reinforcement of Douala's role as the economic capital by support balanced urban growth. **The rehabilitation of the Eastern access route to the city** (airport traffic circle at Carrefour Bocom in



Ndogpassi) aims to relieve congestion on the road to Yaoundé, ensure the transit of goods from Chad and the Central African Republic in the Douala-Ndjamena and Douala-Bangui corridor, and improve access to the new Japoma stadium (site to host the 2021 African Cup of Nations).



Map 9. Strategic Urban Infrastructure
Source: UN-Habitat

MAIN PROJECTS

Recently Completed

- 2nd Bridge on the Wouri River
- Douala East Access Project Phase 1
- Douala West Access Project Phase 1

Underway

- Preparation and execution of municipal investment plans;
- Creation and maintenance of municipal roads;
- Creation and maintenance of unclassified rural roads and crosswalks;
- Contribution to the electrification of areas without electricity.

Planned

- Bekoko - Limbé Road Improvement Project
- Fluvial Transport Project
- Project to triple the size of Édea's ALUCAM plant
- Widening of the Kribi - Douala Railroad
- Loum - Yabassi - Édea National Road Link

Table 4. Progress of the main infrastructure projects in Douala
Source: UN-Habitat

Urban Growth

Over the past 30 years, Douala’s urban footprint (built-up area) has more than doubled from a total area of 108 km² to 240 km². Without natural features or boundaries limiting urban growth, the built-up area of Douala 3 is the fastest growing; however the subdivisions of Douala 4 and 5 are also experiencing substantial growth as populations rise and demand for space for housing grows.

As depicted in the Population, Density and Urban Footprint graphs for the years 1990, 2000, 2010 and 2021,⁵¹ there has been an increase in population density (p/km²) relative to urban footprint. In the last decade, **density across the city reached 16,293 p/km². In 2021**, the subdivisions of Douala 1 and 2 are the most densely populated, with approximately 19,050 p/km² and 30,660 p/km², respectively. Douala 4 follows with approximately 11,072 p/km². These density figures can be considered sustainable as long as people have adequate access to basic services and social and recreational facilities. Moreover, it is critical that density not be confused with over-crowding. Sustainable urban development should encourage 2-5-story apartment buildings that provide adequate floor space per person. Higher density development is not only more cost-effective in terms of investment in infrastructure (e.g. shorter distances for water pipers, electrical lines, etc.), but also promotes ‘15-minute neighbourhoods’; whereby, in a mixed-use model, residents are able to meet all of their daily needs within a 15-minute walk of their homes.

If conflicts in neighbouring regions intensify, there will be an influx of new migrants (refugees, asylum seekers and IDPs) into the city of Douala. A new migrant population combined with the current rate of urban growth both from the perspective of population and urban footprint, will pose challenges in terms of finding additional space. **If population growth and urban expansion continue at the same rate as in the past 10 years, an additional 324 km² will be needed to accommodate an additional 1.3 million people by 2030.** The city could also face the risk of the urban footprint growing faster than population growth, weakening density and devolving into a sprawling model of urbanisation, which will make the provision of basic services and socio-economic infrastructure extremely costly and therefore unlikely to be distributed equitably across Douala.

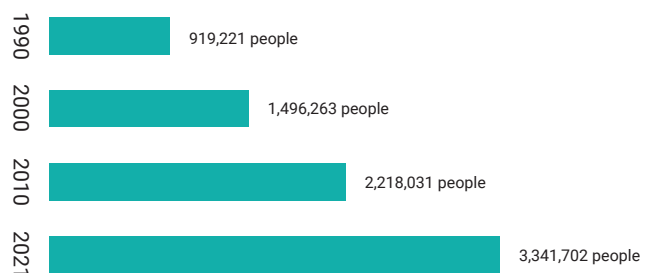
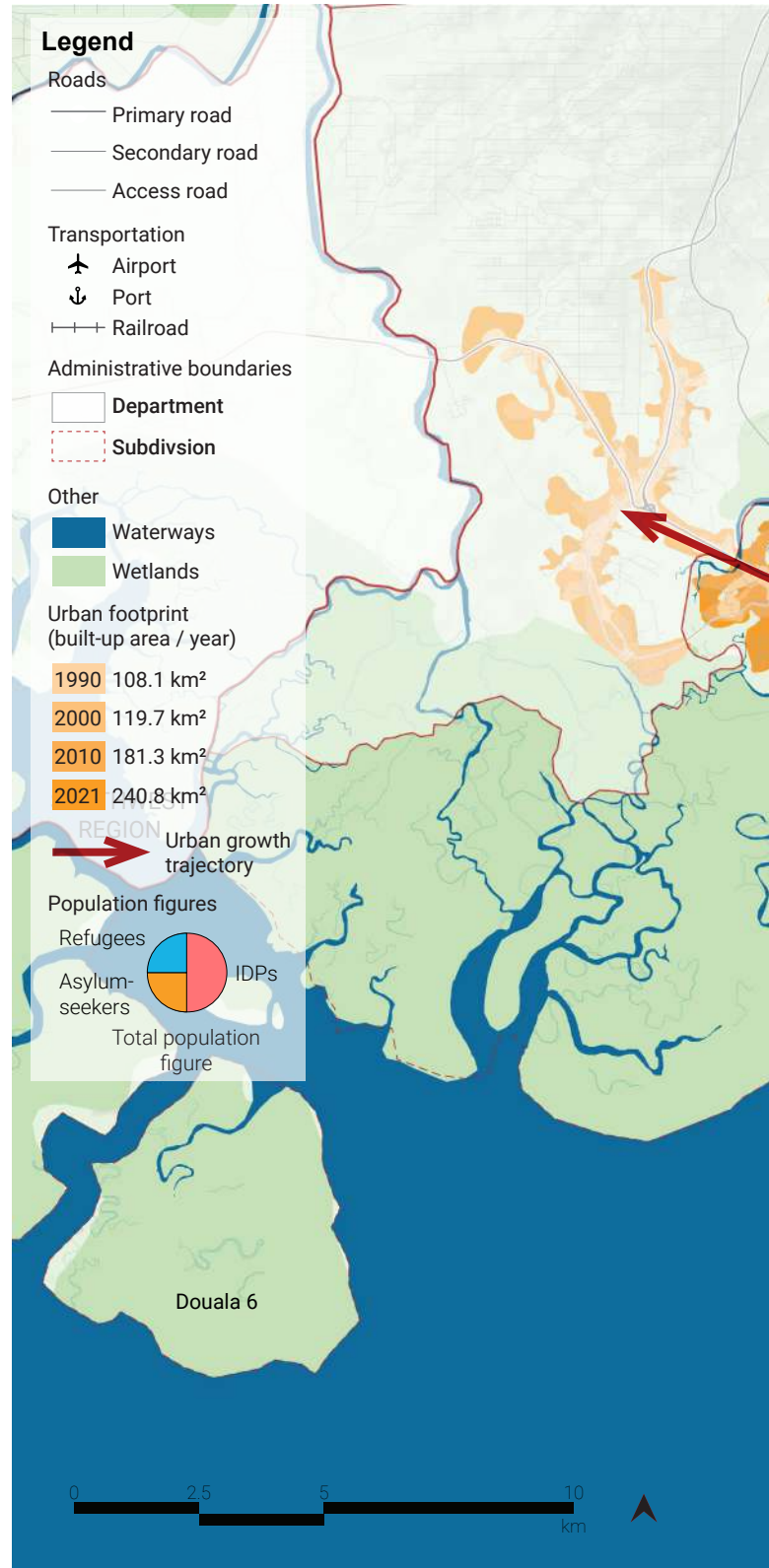


Fig. 8 1990 - 2021 Population of Douala
Source: UN-HABITAT reference to *Annuaire Statistique de la Région du littoral*, Institut National de la Statistique du Cameroun and OCHA

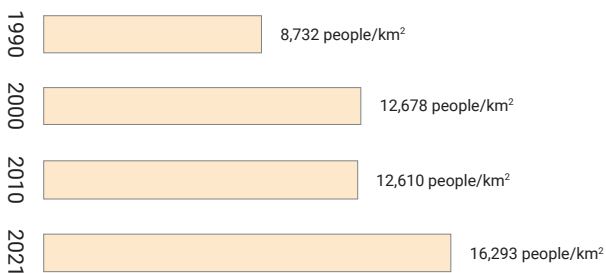
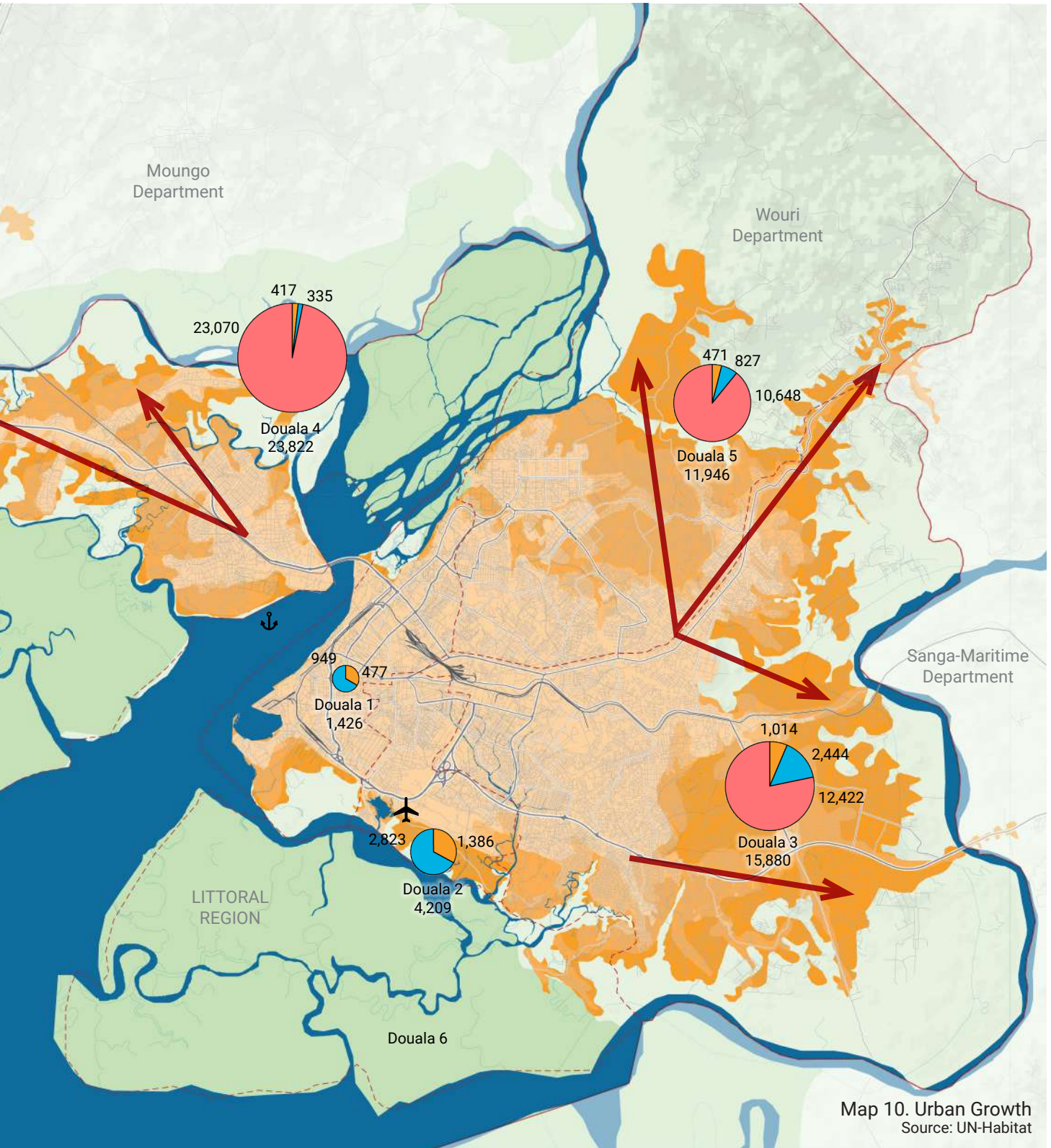


Fig. 9 1990 - 2021 Population Density of Douala
Source: UN-HABITAT reference to *Annuaire Statistique de la Région du littoral*, Institut National de la Statistique du Cameroun and OCHA

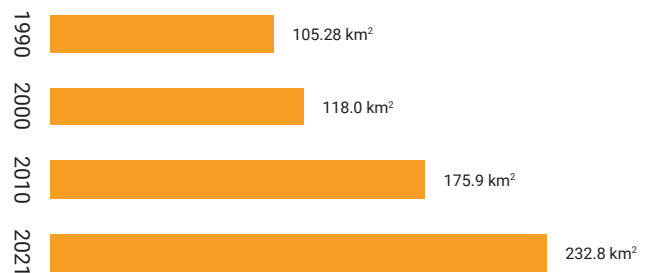
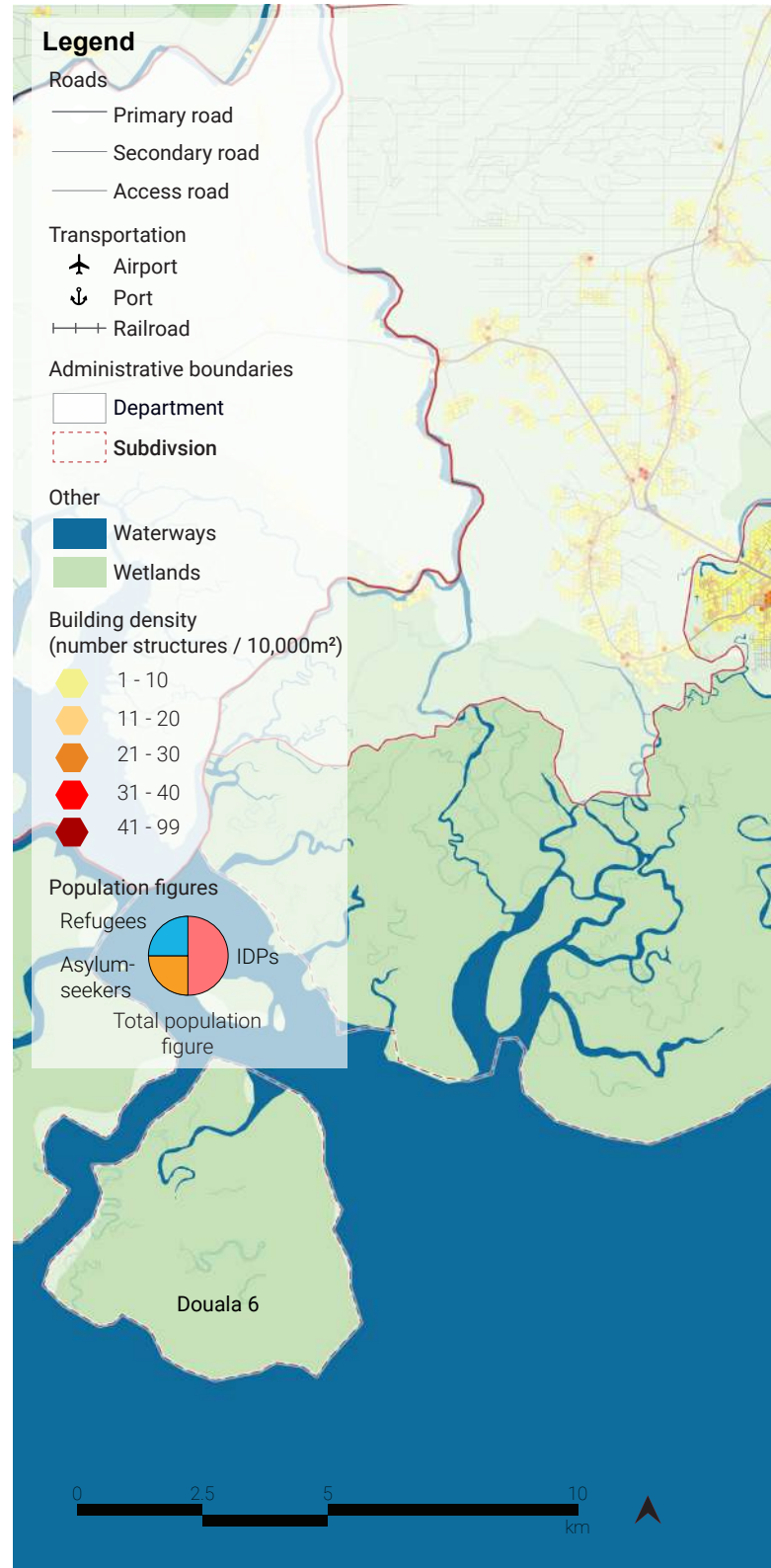


Fig. 10 1990 - 2021 Urban Footprint of Douala
Source: UN-HABITAT reference to *Annuaire Statistique de la Région du littoral*, Institut National de la Statistique du Cameroun and OCHA

Population Distribution

The highest concentration of buildings and therefore, likely the highest population concentration in the City of Douala, exists between the Northern edge of Douala 2 and Southern edge of Douala 3, near Douala International Airport. Douala 4 also contains a high concentration of buildings along the trunk road that leads to Bekoko, Tiko and Limbé. However, in terms of overall population figures, **Douala 3 (1,117,975) and Douala 5 (942,537) have the largest populations**, with large population increases between 2010 and 2021. Douala 3 is also the largest subdivision in terms of area (399 km²) in comparison to 13 km², 16 km², 65 km², and 62 km², respectively for Douala 1, 2, 4, and 5. **The populations of Douala 1, 2 and 4 are also estimated to be rising quite rapidly, with conservative growth estimates of about 3.1-3.6 per cent per year for the whole of Douala**, based on data from the Statistical Yearbook of the Littoral Region (2019)⁵² and World Urbanization Prospects.⁵³

There is a clear trend for urban development to extend in a diffuse, linear pattern along major roads leading outside of the city. While this typology of growth is likely indicative of increased access to socio-economic opportunities along roads, it is **not a sustainable model of development** due to its reliance on motorised transport. Planning mechanisms (such as updates to the land use plan) should thus be put in place in order to increase density in areas between major roads. This would improve the walkability of the city as a whole, cutting reliance on cars and increasing job opportunities for those without the means to pay for private transit or taxis. Increased building density could also make access to basic and social services more efficient and affordable for the city and its residents. **This will become especially pertinent as the total population of Douala is expected to grow from approximately 3,341,702 in 2021 to 4,402,250 in 2030 (using a conservative average yearly growth rate of 3.10 per cent).** In addition to natural growth, rural to urban migration and displacement due to ongoing crises in the country and Central African Region are likely to increase Douala's population in the coming years.



Currently, the highest numbers of registered refugees live in Douala 2 and 3 (4,209 and 3,458, respectively as per UNHCR figures from August 2021). Douala 2 and 3 also host the highest numbers of asylum seekers. However, the number of IDPs in 2021 is estimated to be almost four times the number of asylum seekers and refugees combined, with Douala 4 hosting almost twice as many IDPs as either Douala 3 or Douala 5.

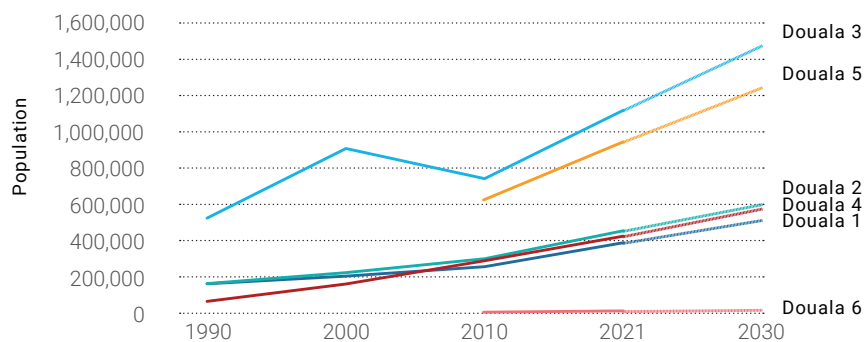
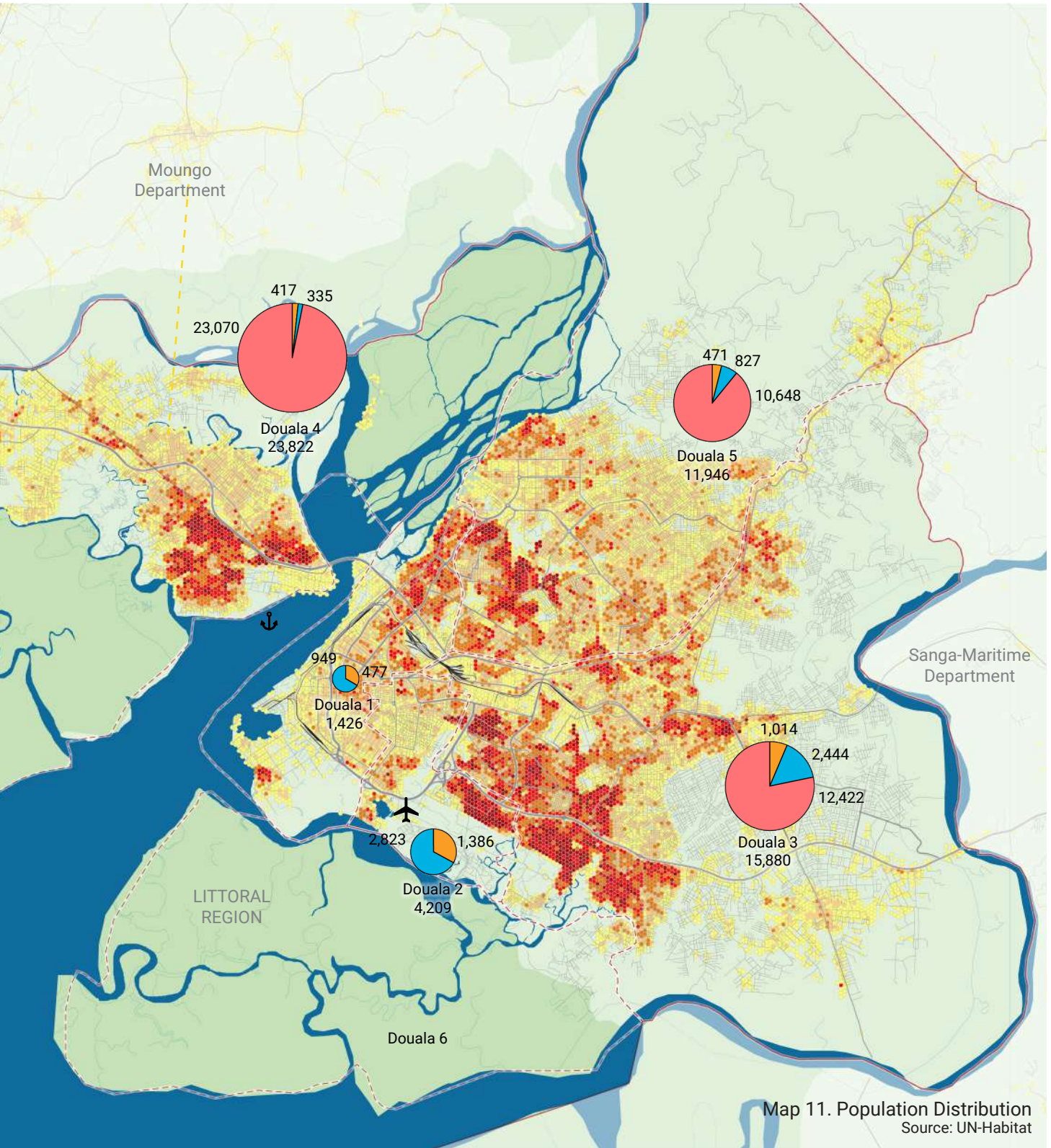


Fig. 11 Population Growth across Subdivisions of Douala from 1990 - 2030
Source: UN-HABITAT reference to Annuaire Statistique de la Région du littoral, Institut National de la Statistique du Cameroun

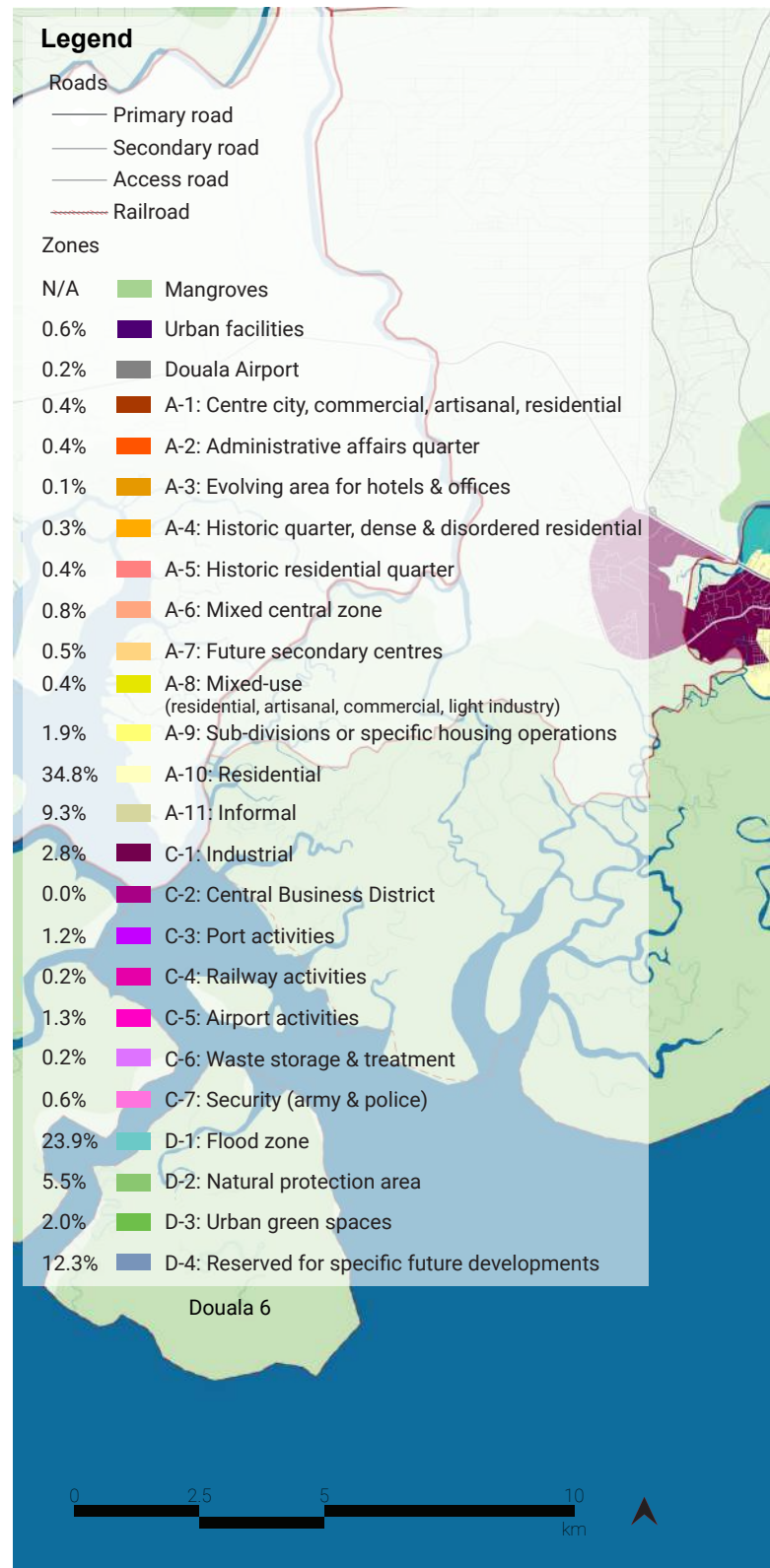
Land Use Plan (Horizon 2025)

Building on observations made in Douala's urban masterplan (PDU), development in the City of Douala demonstrates the following trends:

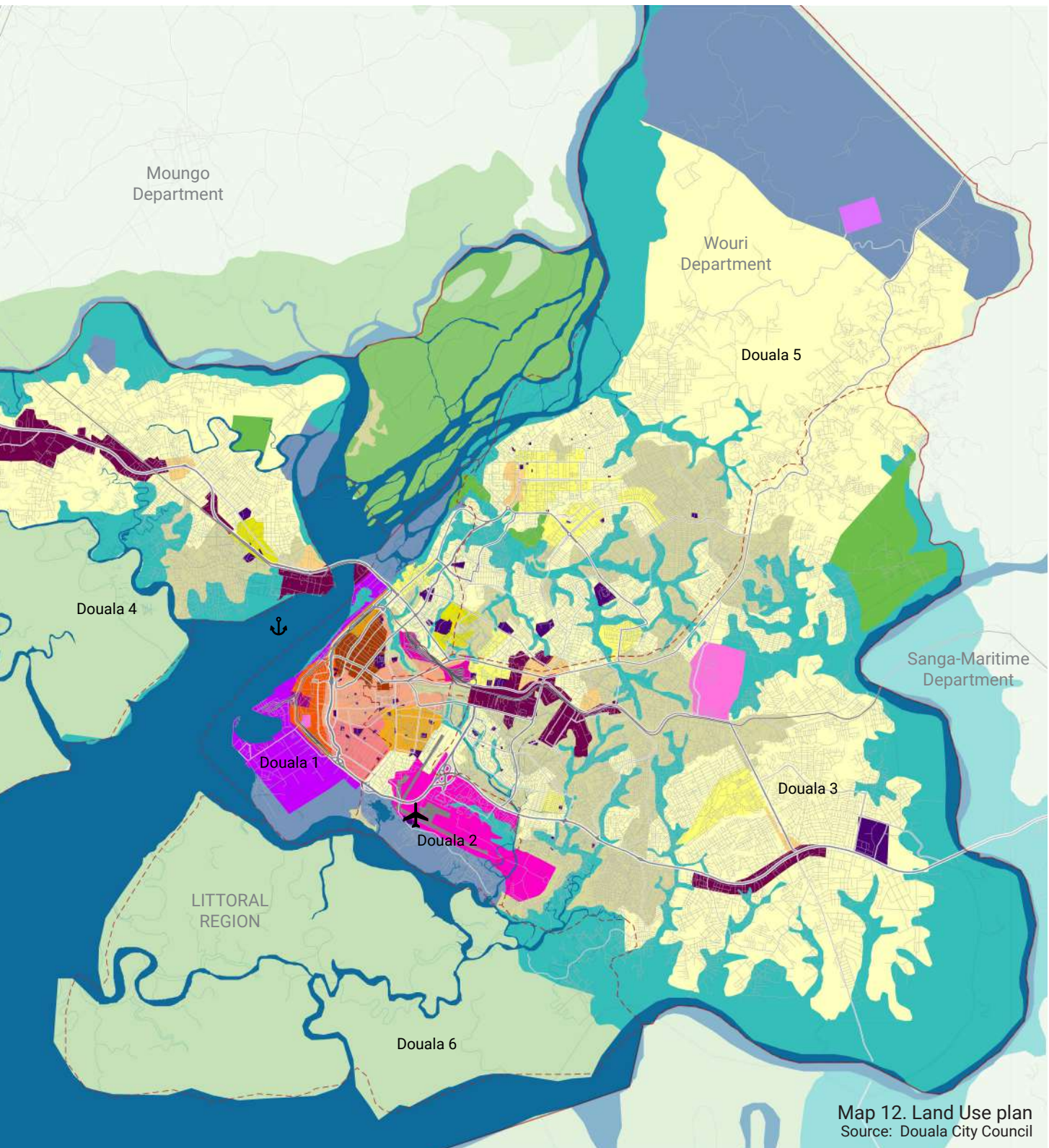
- A very **rapid expansion of the urban perimeter** which has started to slow down in recent years due to the densification of existing neighbourhoods and the construction of high-rise buildings (however, the completion of many of these buildings has been stalled over the last few years).
- A large area that is **informally settled (close to 25 per cent of the city's residential area), often on land that's not suitable for construction** (e.g. flood prone), primarily in the newer subdivisions – Douala 3, 4 and 5.
- **Housing in subdivisions 3, 4, and 5 is not well planned or managed to promote sustainable density**, but rather ad hoc and sprawling in terms of urban form.
- **Lack of roads** from many plots, and poor quality and maintenance of access roads across Douala.

However, the built fabric of the City of Douala varies immensely between subdivisions. Whereas Douala 1 and Douala 2 form a large part of the historic nucleus and, as such, are mainly dominated by mixed-use areas and economic and industrial activities, Douala 3, 4 and 5 are relatively newly settled areas, characterized by informal residential settlement and sprawling corridor-style commercial development along roads. Unfortunately, these unsustainable trends in Douala 3, 4 and 5 are reinforced in the city's Land Use Plan, which should be amended in pursuit of a more sustainable city development trajectory and equitable socio-economic opportunities.

As illustrated on the opposite page, the Land Use Plan maintains mixed-use, commercial and transport zones in Douala 1 and 2. Douala 3 is primarily zoned as industrial (along the existing railroad), residential and informal, with a larger plot designated for 'urban green space' to the Northern outer edge of the subdivision and flood zones along the Eastern edge of the Dibamba River and border with the Sanga-Maritime Department. The developed areas of Douala 4 (not demarcated as mangrove habitat) are partially located in flood zones and partially zoned as industrial, residential and informal, with little space reserved for "future secondary



centres", urban green space and mixed use. Douala 5 is predominantly planned as residential, with large swathes of informal development and patches of both "urban facilities" and "subdivisions or specific housing operations". Douala 6 is a flood-prone mangrove habitat area, which is necessary to maintain even as development pressures infringe on these invaluable ecological zones. Without them, developed areas of the city will be more vulnerable to storm surge, coastal erosion and sea level rise.



The current lack of mixed-use areas in newer parts of the city suggests that the next version of Douala's land use plan must prioritise mixed-use zones and the integration of economic opportunities, including markets, commercial areas and light industry in new areas of the city (Douala 3, 4, and 5), which are currently dominated by residential-only use and informal areas.

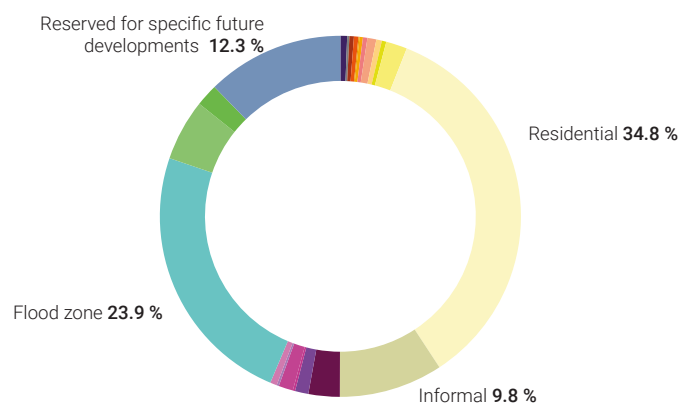


Fig. 12 Distribution of land uses across Douala stipulated in the CUD's Land Use Plan (2025)
Source: UN-Habitat reference to the Land Use Plan

Natural Hazards

The Littoral Region has a coastal equatorial climate, with two annual seasons, one warm (two to three months per year) and the other humid, marked by **heavy rainfall which can range between 2,400 and 4,000 mm per year** and is typically concentrated between July and September.⁵⁴ Temperatures vary little during the year; average maximum temperatures are reached in February (27.6°C) and minimum temperatures are, on average, in July (24.8°C).⁵⁵ Considering the minimal variation in temperature year-round and humid climate, the risk of drought in the region is very low. The city of Douala is criss-crossed by a dense and intertwined hydrographic network.

Human activities including building and construction, the exploitation of natural resources, land degradation and climate change, **make the city of Douala particularly vulnerable to many natural hazards including sea level rise, landslides and flooding.**

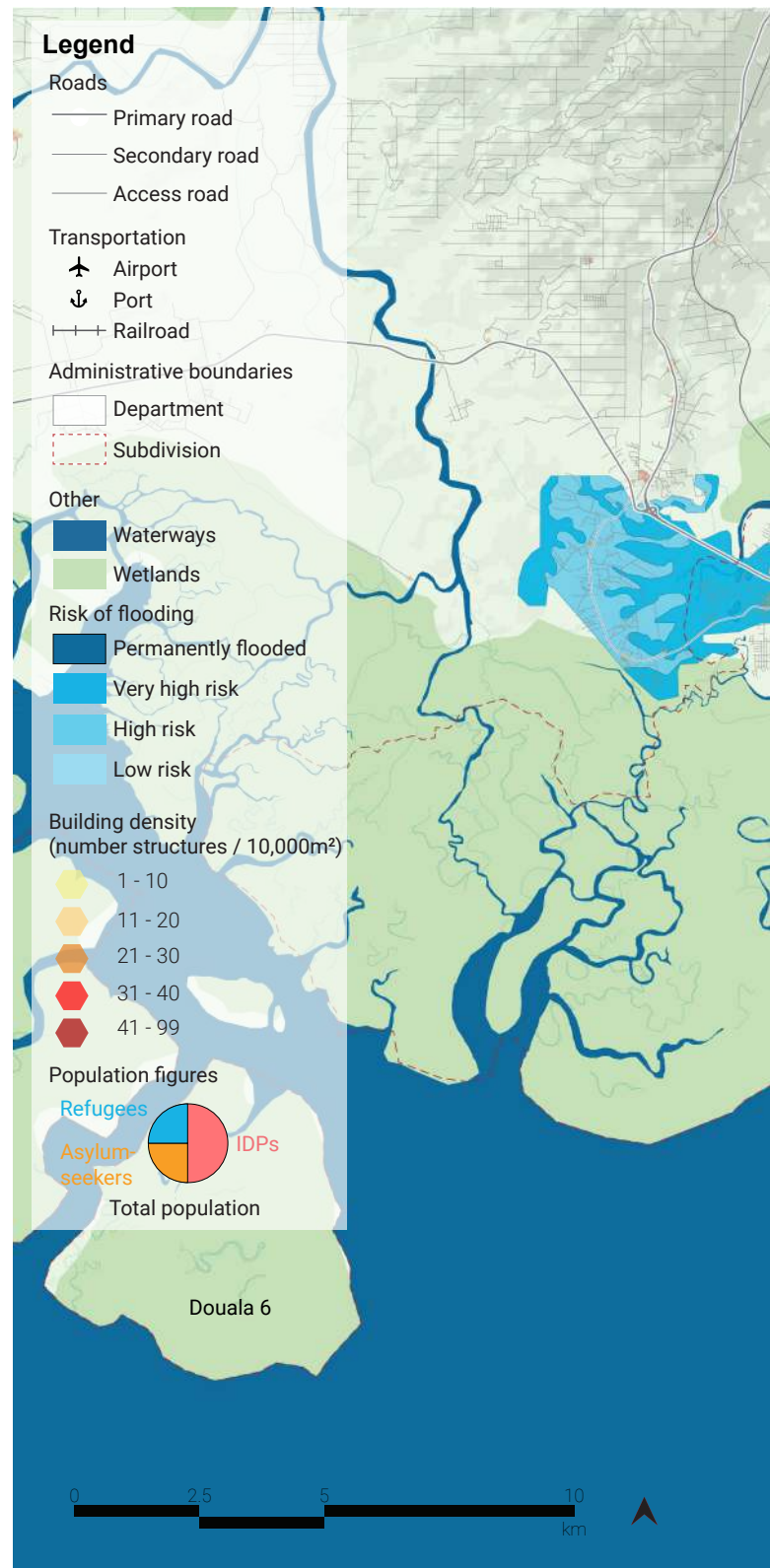
Landslides

Although Douala's topography is relatively flat, landslides occur due to the combined effect of heavy rains and human action. When increased volumes of water upstream flow through areas where informal construction and earthwork activities have taken place, soil at the base of slopes can become destabilized, resulting in landslides. Downstream sand quarries can further destabilize soil and trigger landslides, particularly in cases when sand is unsustainably mined and there is a lack of due diligence in relation to safety and environmental risks.

Flooding

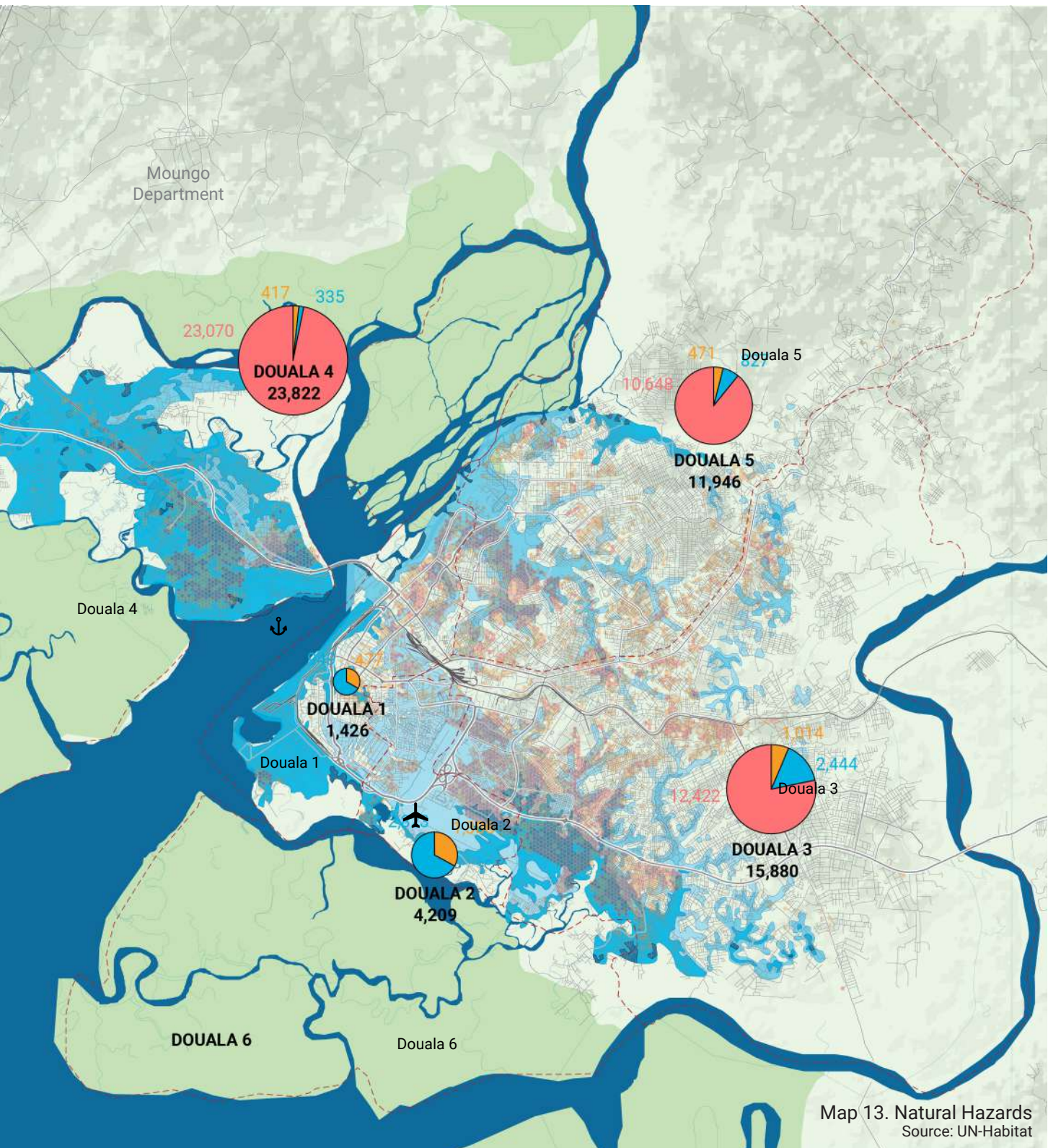
Flooding is one of the predominant threats to the city's urban as well as socio-economic development. **The majority of land within the subdivisions of Douala 4 (100 per cent), Douala 5 (65 per cent), Douala 6 (100 per cent) and Douala 1 (72 per cent) are at least at a high risk of flooding.** Douala 3 (40 per cent) and Douala 2 (30 per cent) are at a lower risk, but nevertheless vulnerable. Since the city was rapidly developed through minimal formal urban planning (with an absence of a validated development plan between 1959 and 2012), many communities have settled in flood-prone areas of the city. Despite their precarious situation, many of these informal settlements continue to expand as the population grows and demand for housing continues to rise. In many cases, informal settlements are home to people who have already been displaced due to natural disasters in the past, "climate refugees"⁵⁶. The number of floods the city is experiencing has also risen over the last few decades, with only one flood in 1984, compared to 5 in 2018.⁵⁷

In addition, the large presence of stagnant water in areas where there are no drains or municipal sanitation poses a major risk to the proliferation of bacterial waterborne



diseases (diarrhoea, typhoid fever, cholera, etc.), but also to vector-borne diseases such as malaria. The consequences on health have a strong impact on the performance and productivity of workers.

Projects financed by donors such as the World Bank and Agence Française de Développement (AFD) have been carried out to mitigate flooding and stagnant water. The Rain Drainage Project initiated in 2011 in accordance with the objectives of Agenda 21 aims to improve the living conditions of communities in Douala by ensuring stormwater drainage and formally developing several riverside neighbourhoods. In 2013, also through a



partnership with AFD, “Douala Ville Durable” aimed to improve flood prevention strategies by facilitating the flow of rainwater through the city.

Sea Level Rise

Sea level rise is another potential threat to the city, with a 0.4 - 0.7 metre rise possible by the end of the century depending on global greenhouse gas (GHG) emission levels. Such increases could expose Douala to coastal flooding,⁵⁸ with the most vulnerable areas of the city located on the banks of the Wouri River.

Municipal Management in CUD

The Municipal Technical Support Department was founded in the early 1980s with the mission to reduce vulnerability to flooding by cleaning the inner beds of the main watercourses and renovating the city’s gutters. The CUD has also adopted sectoral documents such as the Schéma Directeur d’Assainissement Liquide (2006), the Plan de Transport des Déplacements Urbains (2009) and Agenda 21 (2012). A “green plan” is currently being developed.⁵⁹ In 2021, the CUD allocated FCFA 2,677,913,867 to environmental protection, including land stabilization and drain cleaning. An increase of FCFA 1 billion is forecast for the city’s 2022 budget.

Natural Hazards

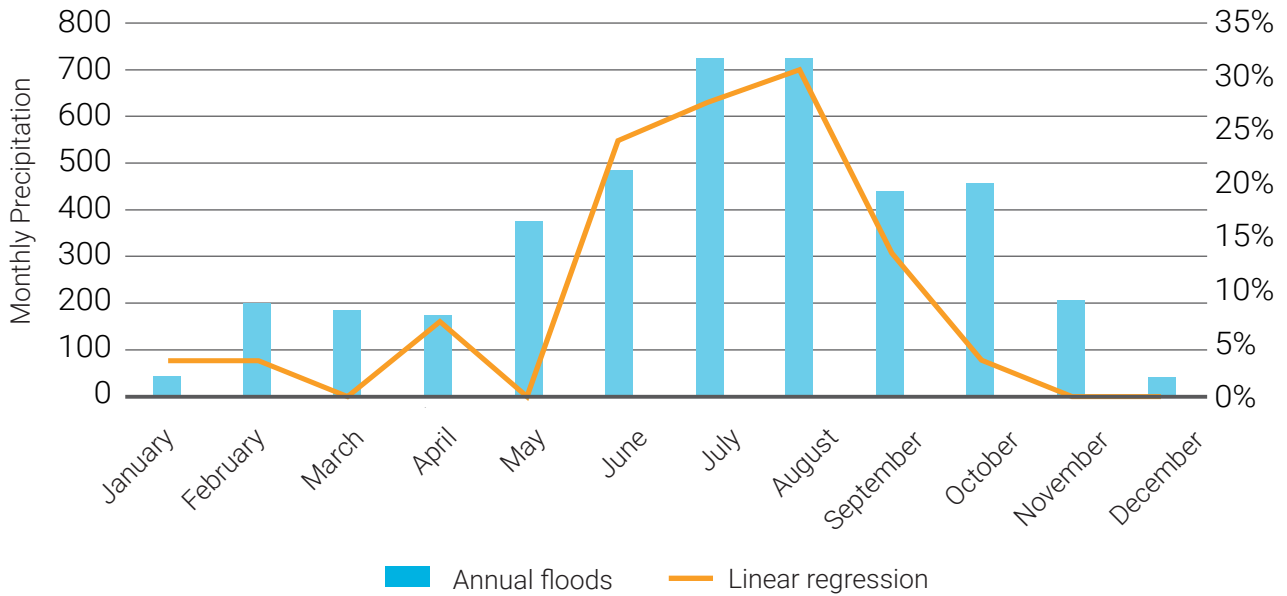


Fig. 13 Monthly Distribution of Floods and Rain in Douala from 1984 - 2018
Source: UN-Habitat

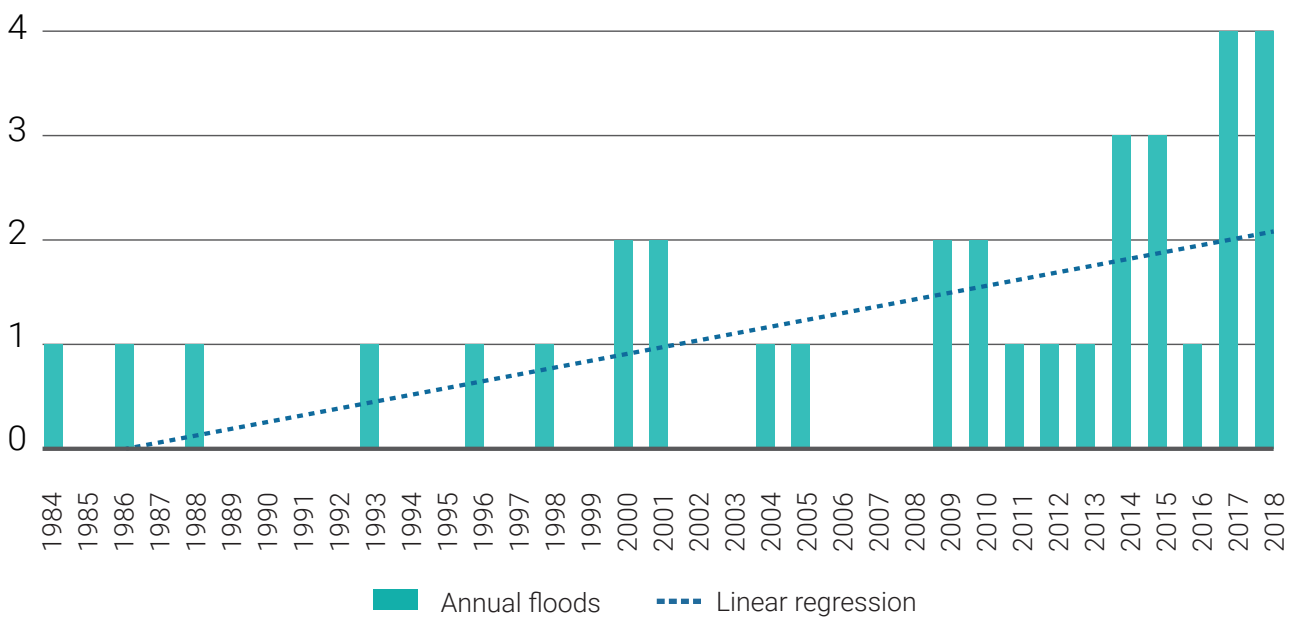


Fig. 14 Annual Flood Frequency in Douala from 1984 - 2018
Source: UN-Habitat

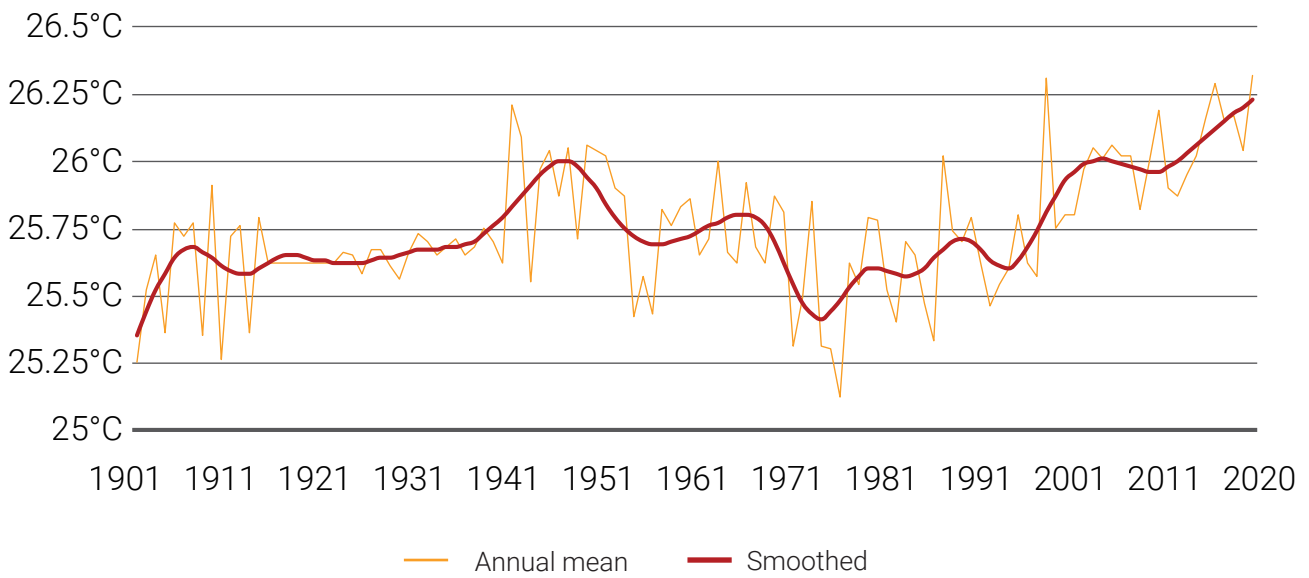


Fig. 15 Average Annual Temperature in the Littoral Region from 1901 - 2020
Source: UN-Habitat



Photo 1. Frequent flooding in the neighbourhood of Mambanda in Douala 4 makes mobility difficult
Source: UN-Habitat

Economic Centres & Activities

First economic centre of Cameroon and main gateway to neighbouring countries (i.e. Chad, CAR), Douala, a city whose population is estimated at 3.7 million inhabitants and generates more than 32 per cent of the nation's GDP. On the map, most of job opportunities are focus in the old city, and along the main roads/ railway. Thus, we find:

- **The CBD (Central Business District):** it is the main business centre of the city of Douala. It houses most of the city's businesses and services. It is located mainly in the modern Akwa and Bonandjo districts, where 70 per cent of jobs opportunities are concentrated.
- **The Port of Douala:** located on the banks of the Wouri River which gives access to the Atlantic Ocean, it is at the heart of the commercial and administrative life of the city of Douala because it structures transport and organizes most of the import and export transactions of the country. From 2017 to 2020, the PAD achieved a global turnover of 218,901 billion FCFA (332,95 Millions Euros), a clear evolution of more than 27 billion FCFA (41 Millions Euros).
- **The International Airport of Douala:** it is the largest airport in Cameroon and one of the largest in Africa (6.20km² for a total perimeter of about 19 kilometres). With a capacity of one and a half

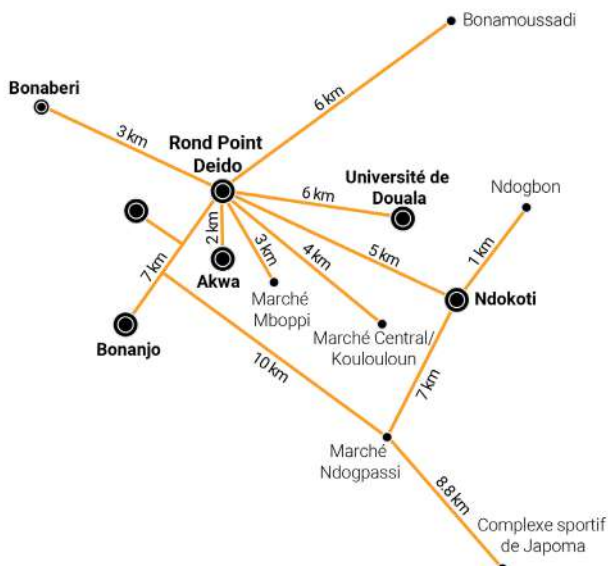
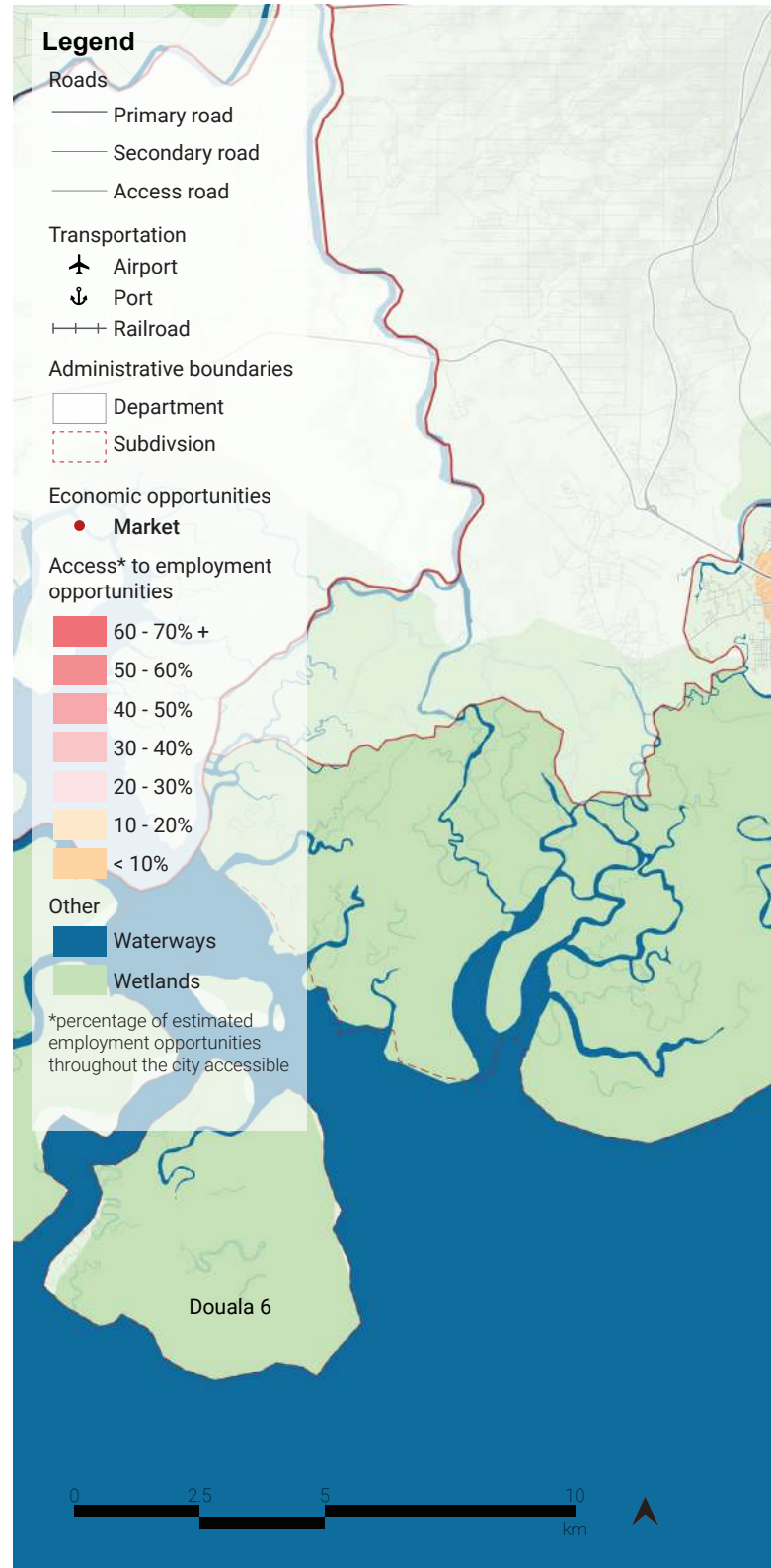
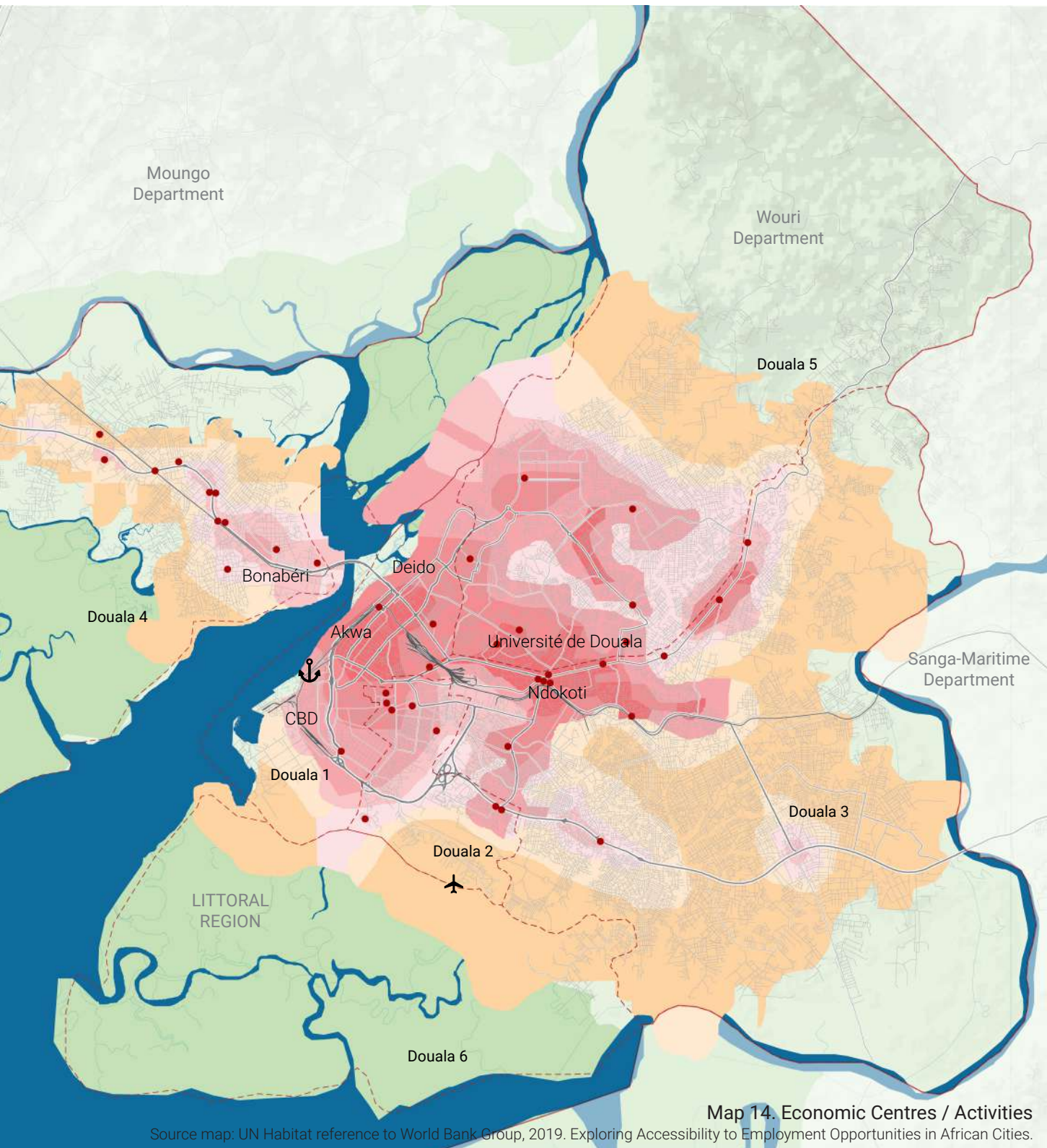


Fig. 16 Distances between economic centres in Douala
Source: UN-Habitat



million passengers and 50,000 tons of cargo per year, it is one step ahead of this increase in air traffic and welcomes most international flights to or from Cameroon.

- **Industrial zones: located in the East of the metropolis,** the industrial zone of Bassa is home to food industries, including breweries and establishments specializing in building materials, plastics, paper mills, spinning, shoes or the assembly of cycles and automobiles. We also note



in the subdivision of Douala 4 (Bonabéri) to the West of the city on the right bank of the Wouri, another notable industrial area, and served by a secondary port.

- **The railway station:** it is the main point of arrival and departure of products to the import/export from or leaving for Chad or the CAR but also of mining and forestry products intended for export. This traffic alternates with road transport also exploited for the cause.
- **Commercial streets:** they are present in all areas

of the city and contrast between the residential districts of Bonamoussadi, Makepé, spontaneous/precarious slum areas hosting vulnerable populations with low incomes and internally displaced populations.

Access to employment areas is correlated with the transport network. Access to the city's economic poles such as Bonanjo and Akwa are served by transport and have major roads.

Municipal Financial Context

Status of the PPBS system in Douala

Reference framework for the planning and programming of public investments in the CTDs in Cameroon

The subdivisions have competencies in planning, programming and budgeting in the sectors. Several tools are proposed by the Code, and by the laws and texts governing urban planning and housing, project development, programming, monitoring of public investments, and procurement:

- **Communal and regional development plans and regional land use plans** (article 76, paragraph 2); Communal and regional budgets (article 386, paragraph 2);
- **Communal programmes** (article 409, paragraph 2);
- **The Master Plan for Urban Development, PDU** (2004 law governing urban development in Cameroon);
- **The Land Use Plan, POS** (law of 2004 governing urban planning in Cameroon);
- **The Sector Plan, SP** (law of 2004 governing urban planning in Cameroon);
- **The Summary Urban Plan, PSU** (2004 law governing urban planning in Cameroon);
- The 2018 law on the new financial regime of the State and public entities institutes Programme Budgeting;
- The **Communal BIP Monitoring Committees** are instituted by a 2013 decree of the Prime Minister.

Since 2019, the maturation of projects has been codified through a decree of the Prime Minister clarifying the criteria to be respected. A project maturation guide has been published for this purpose.

Internal control and external audits are regulated by other texts on public accounting and all the CEMAC directives internalised through the 2018 laws on the financial regime and on the code of transparency and good governance in public finance management.

The implementation of certain provisions of these legislative standards is limited by the absence of application texts, teaching manuals and the weakness of support or capacity building strategies.

Planning and programming of public investments in Douala

The CUD drew up a **Master Plan for Douala up to 2025 in 2011**. This plan anticipates the main investments that the city plans to make to order and to increase development and to meet the needs of the population.

In addition to this plan, the city of Douala has a Land Use Plan, Agenda 21, adopted in 2011. In 2019 the city adopted a **Sustainable Urban Mobility Plan (SUMP)**. These urban plans are increasingly used by the State and its partners to programme the Public Investment Budgets (BIP), which can be analysed on the basis of forecasting documents such as the PLANUT, the PDUE and the PDVIR. In addition, **the Programme Budget has been introduced among the tools for programming public investments and is considered as the major tool for implementing projects**. However, the participation of subdivisions and civil society in planning and programming remains weak.

Budgeting process

In accordance with the law on the new financial regime of the State and public entities of 2018, the budget of decentralised territorial authorities must be presented by programme.

The Douala Urban Council has been engaged since 2018 in the elaboration and implementation of budgeting by programme which is in its second generation (2021-2023). The development process has made it possible to apply the guidelines of MINDDEVEL and MINFI in terms of budget preparation and development. The projects identified within this framework are classified, matured and then included either in the CUD budget or sent to partners and the State, within the framework of programming conferences led at regional level by MINEPAT. An Urban Observatory supports the data collection and management system for programme monitoring.

Implementation and monitoring of public investments

The CUD has a Public Procurement Division and an Internal Procurement Commission. These two structures are competent in the area of procurement. The execution of public investments at the CUD level is the responsibility of the DEPIDD (Directorate of Studies, Planning, Investments and Sustainable Development). It is responsible for the assessment of the implementation of projects underway and the production of the financial execution statement. Although the participatory monitoring commission is operational, monitoring data is not generated in real-time and civil society participation is not structured.

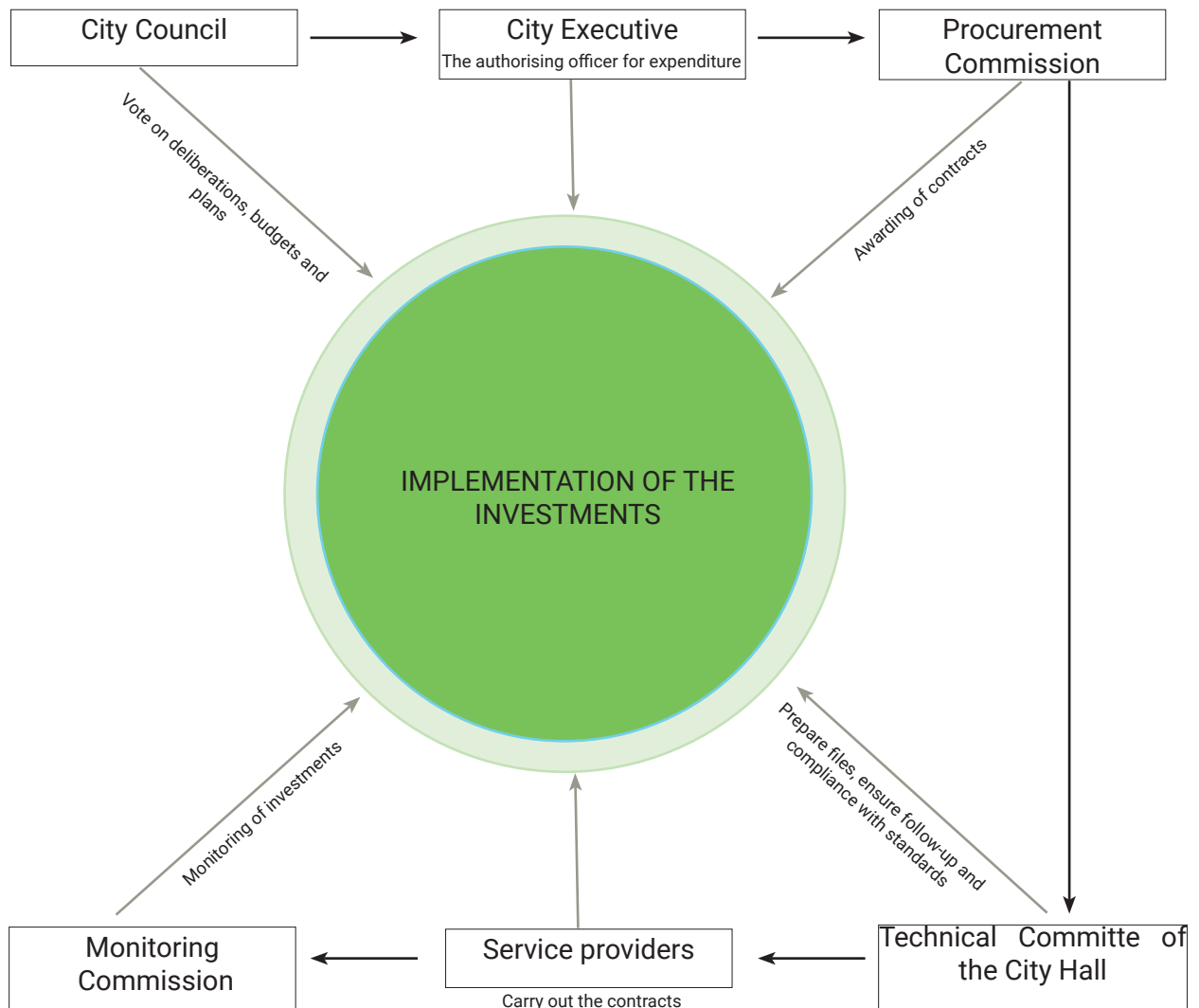


Fig. 17 Organization with stakeholders of the implementation of the investments
Source: UN-Habitat

Stakeholders and tasks: the challenges of coordination

The implementation of the investments gathers a multi-stakeholders collaboration with various responsibilities: The City of Douala also runs a **consultation platform between the Mayors**, which also coordinates and arbitrates the choice and implementation of infrastructure. Within the framework of this platform, responsibility for the maintenance and monitoring of local equipment/infrastructure is devolved to the subdivisions while the Douala Urban Council deals with

structural investments. To ensure accountability and access to information, the Douala Urban Council and the subdivision of Douala 4 have put in place the following communication tools: website, Facebook page, media coverage, posters. However, this system as a whole faces challenges of communication/transparency, participation and accountability which limit its functioning. The manuals of procedures structuring the functioning of these communication and accountability mechanisms have not been identified.

Evaluation of the PPBS chain

Overall performance of the financing system

The analysis of the public investment programming system in the city of Douala highlights a diversity of infrastructure projects planned, programmed/ budgeted or carried out over a period from 2015 to 2025. The database compiled from various sources has **365 projects listed in the transport, real estate, utilities, community amenities, social and economic, and environmental sectors**. Concerning performance, the data collected show an investment **completion rate of barely 50 per cent for the whole of the Wouri Department**. This rate in Douala 4 is about 50 per cent for the years 2018, 2019, 2020.

Infrastructure investment in Douala: 2015 to 2024

• Period 2015-2020

The 2015-2020 period is characterized by the development of urban planning tools of the urban community and the investments aimed at reinforcing the mobility of the populations, **with 51 per cent of the projects in the database dedicated to transport**. The envelope dedicated to community amenities represents about 51 per cent of the investment forecasts for this period. The table below presents a breakdown of projects by sector and indicates the financial volume allocated.

• 2021

In 2021, investments are mainly **targeted at transport**, with 33 per cent of projects accounting for 66 per cent of investment forecasts. This is followed by projects related to public services and community amenities. The table provides details of the number of projects per sector and the budgets allocated.

• Period 2022 to 2025

The infrastructure investments identified in the city for the next few years are primarily **targeted at the public services sector (31 per cent), utilities (26 per cent) and transport (25 per cent)**.

Evaluation of infrastructure projects

Priority sectors for investment

Concerning the priority sectors, 365 projects carried out and/or likely to have an impact on the living conditions of the populations of Douala 4 were identified. These

projects cover the sectors of transport, public services, community amenities, real estate, environment and social development. In the transport sector, 160 projects have been identified, valued at 419,925,639,439 FCFA (640,172,511 €). The public sector has 82 projects worth 15,822,602,165 FCFA (24,121,402 Euros). For the amenities sector, 73 projects have been identified for an amount of 19 877 838 041 FCFA (30 303 569 €). The real estate sector has 29 projects for an amount of 553,238,966,405 FCFA (843,407,367 €). The real estate sector has 13 projects valued at 2,320,000,000 FCFA (3,536,817 €) compared to 123,000,000 FCFA (187,512 €) for projects in the social and economic sector. The assessment of the achievements underlines that 153 projects are operational, 103 projects planned, 79 in progress, 22 unplanned projects, 8 projects whose status is unavailable. Transport and public services are the sectors with the highest number of projects. About the financial topics, the real estate sector has the highest concentration of resources. The graphs below show the distribution of projects by sector and the amount for each sector.

Financing strategy for infrastructure

Global financing strategy

Local taxation is the primary source of revenue for the TDCs. But apart from taxation, the law provides for other sources of revenue. Five types of funding sources have

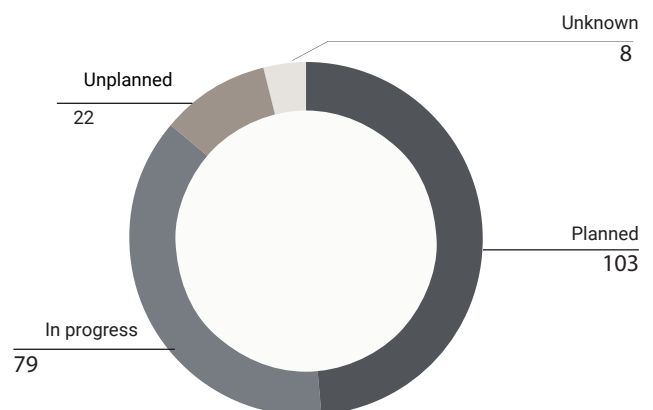


Fig. 18 Status of projects in Douala
Source: UN-Habitat

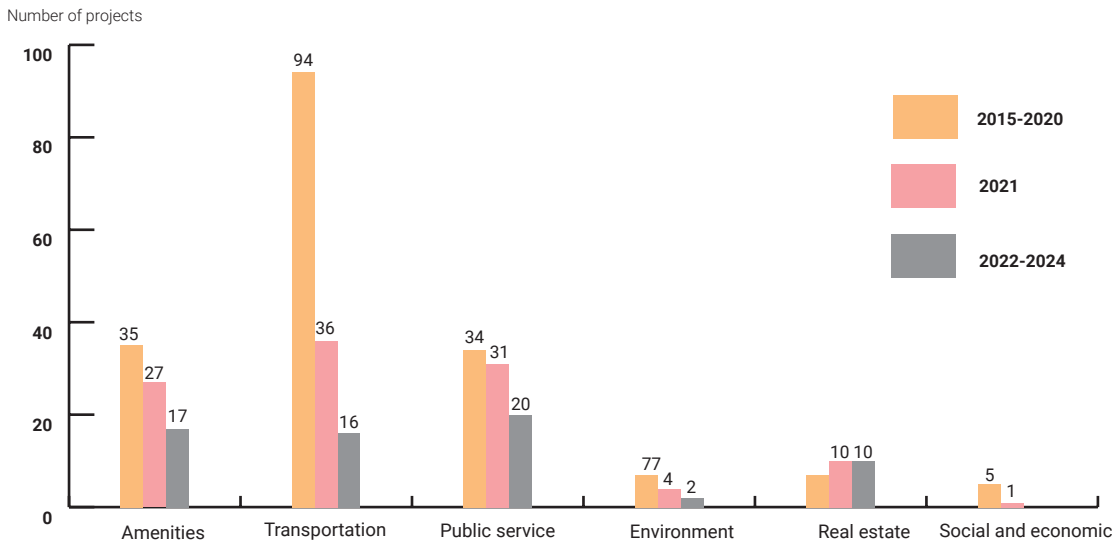


Fig. 19 Type of projects according to sector between 2015 to 2024
Source: UN-Habitat

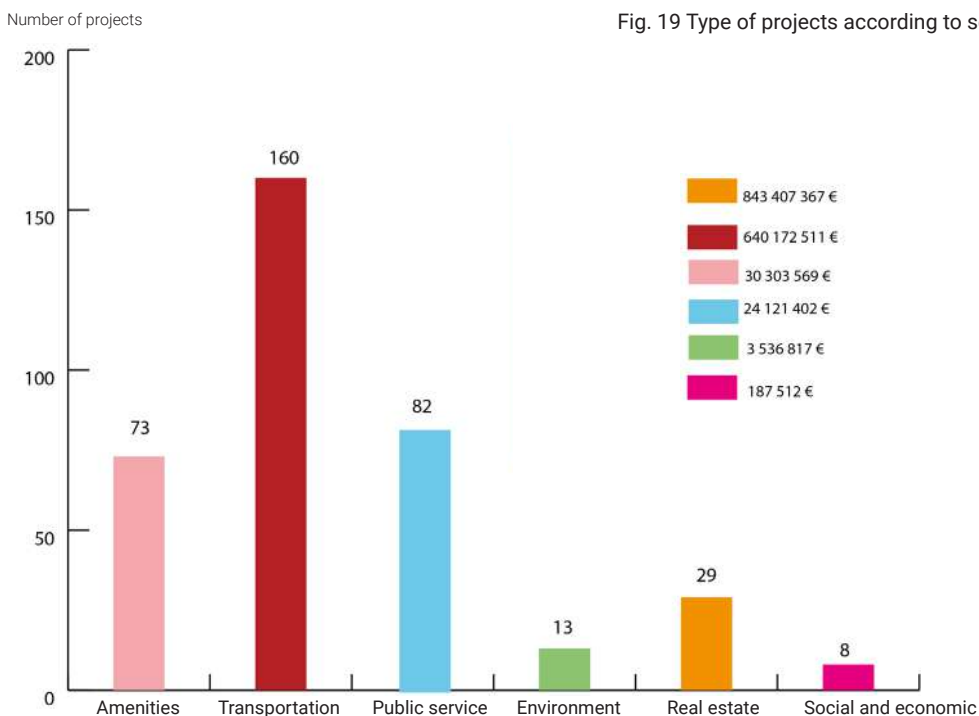


Fig. 20 Distribution of projects by sectors and by amount from 2015 to 2022
Source: UN-Habitat

been identified for the Douala Urban Council. These are:

- Own revenues (CAC, local taxes, etc.). In 2019, the executed revenues recorded in the last administrative account amounted to 33,664,000,000 FCFA (51 320 437 €). The budget forecast for this heading is 40,267,000,000 FCFA (61,386,646 €) for 2020 and 47,535,000,000 FCFA (72,466,640 €) for 2021;
- State transfers (endowments, cartons, subsidies, etc.). In 2021, the forecast operating subsidy amounts to 1,048,790,000,000 FCFA (1,598,870,048 €);
- Technical and financial partners (AFD, WB, GIZ, EU, JICA, FFEM, AIMF, France, Switzerland, Australia, etc.) mobilise significant shares which are channelled through the State budget. Nevertheless, we note the contribution of 109,000,000 FCFA (166,169 €) from the

- AFD via the CUD budget;
- Decentralised cooperation (Bordeaux Métropole);
- Public offerings (SMIID). In 2018, the Financial Markets Commission authorised public offerings of 10 billion FCFA (15,244,902 €). The CUD was able to mobilise 5.414 billion FCFA (8,253,590 €), i.e. a little over 50 per cent.
- The Douala Urban Council would like to explore with the Ministry of Transport the mobilisation of credits from green funds (in prospect). The graph below shows the sources and their contribution to the financing of infrastructure in the city of Douala.

Assessment of funding priorities according to sources

Depending on the stakeholders, the investment priorities are distributed differently, but overall the strategy is to target the amenities sector, followed by transport and service infrastructure. Technical and financial partners contribute to the implementation of infrastructure projects in the city of Douala which also impact on DAC 4, such as the rainwater drainage project supported by the AFD, or the Douala BRT of the World Bank.

- According to the data in the database constructed by the mission, the State focuses its interventions primarily on the commodities sector (45 projects), followed by transport (21 projects), service infrastructure (14 projects), and real estate (13 projects). Although the statistics indicate a priority for community amenities, in terms of expenditure allocation, the transport sector accounts for the largest share of State resources mobilised.
- The CUD mainly allocates the majority of its investments to the transport and mobility sector. However, the real estate sector concentrates the most resources in terms of allocation.

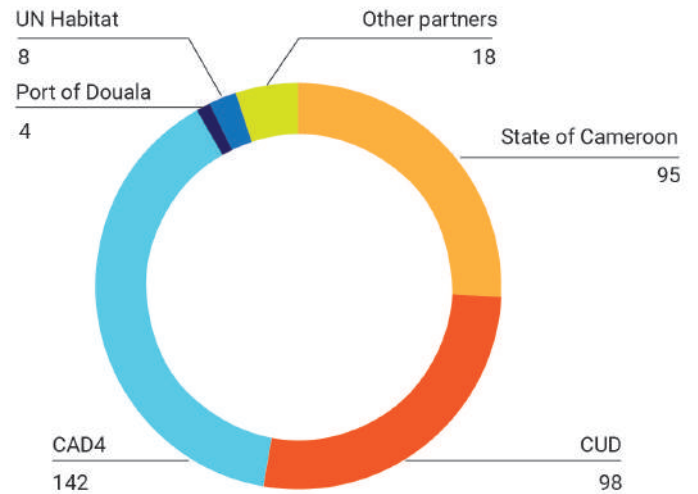


Fig. 21 Distribution of TCD projects according to sources of funding
Source: UN-Habitat

03

**CITY CONTEXT
DOUALA 4**

Spatial Impact of Population Influx

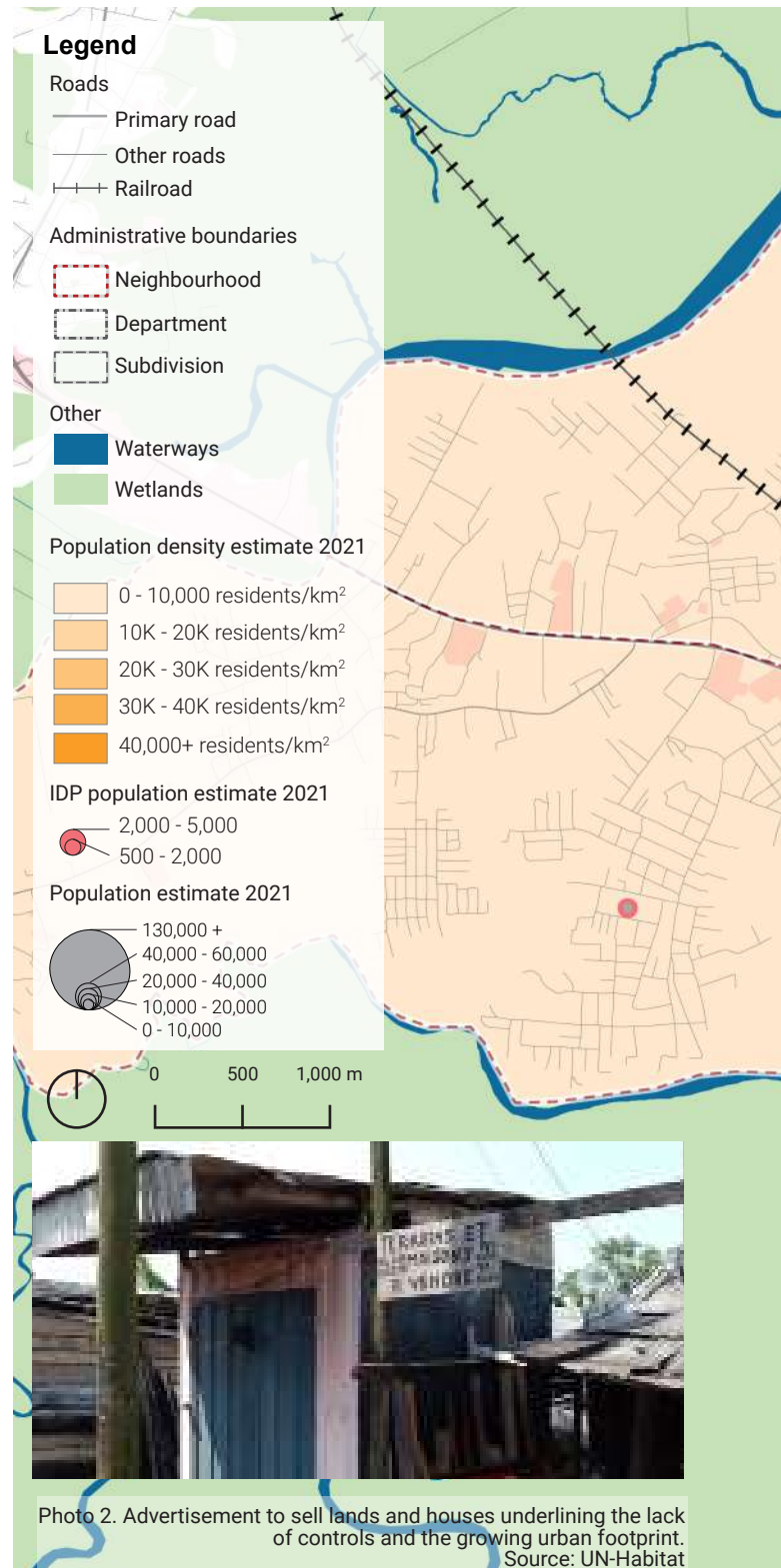
The population of the subdivision of Douala 4 is estimated at 433,500⁶³ in 2021, resulting in a density of 11,072 p/km². This is a relatively dense area, which is generally advocated in terms of sustainable development of basic urban services. However, given that many residents live in single-story houses, it is likely that there is a shortage of decent housing. The population of Douala 4 has grown rapidly between the last two censuses: +9.09 per cent, or more than 10,000 new inhabitants per year, due to the IDPs arrival and the attractiveness of the subdivision in terms of the cost of living, spurring the need for more than 2,500 housing units per year.⁶⁴

The IDP community in Douala 4 is estimated at 23,070 people in 2021 or 5.3 per cent of the subdivision's population. Their settlement in Douala 4 in high numbers (as opposed to other subdivisions) can be partially explained by the fact that Douala 4 borders the Division of Fako (South-West Region) and is crossed by the N°3 National road, which is the gateway to the City of Douala from the Western part of the country (North-West, West and South-West Regions).

Upon their arrival, IDPs are most likely to settle in informal neighbourhoods and in areas where construction is limited, such as the railroad right-of-way, flood zones and wetlands. 98 per cent of the displaced population of Douala 4 is concentrated in six of the 20 neighbourhoods in the subdivision. In descending order of IDP population size, these are the neighbourhoods of Ndobbo, Mambanda, Ngwele, Bodjongo, and Bonambappé. It should be noted that these neighbourhoods also concentrate 62 per cent of the host population of the subdivision.

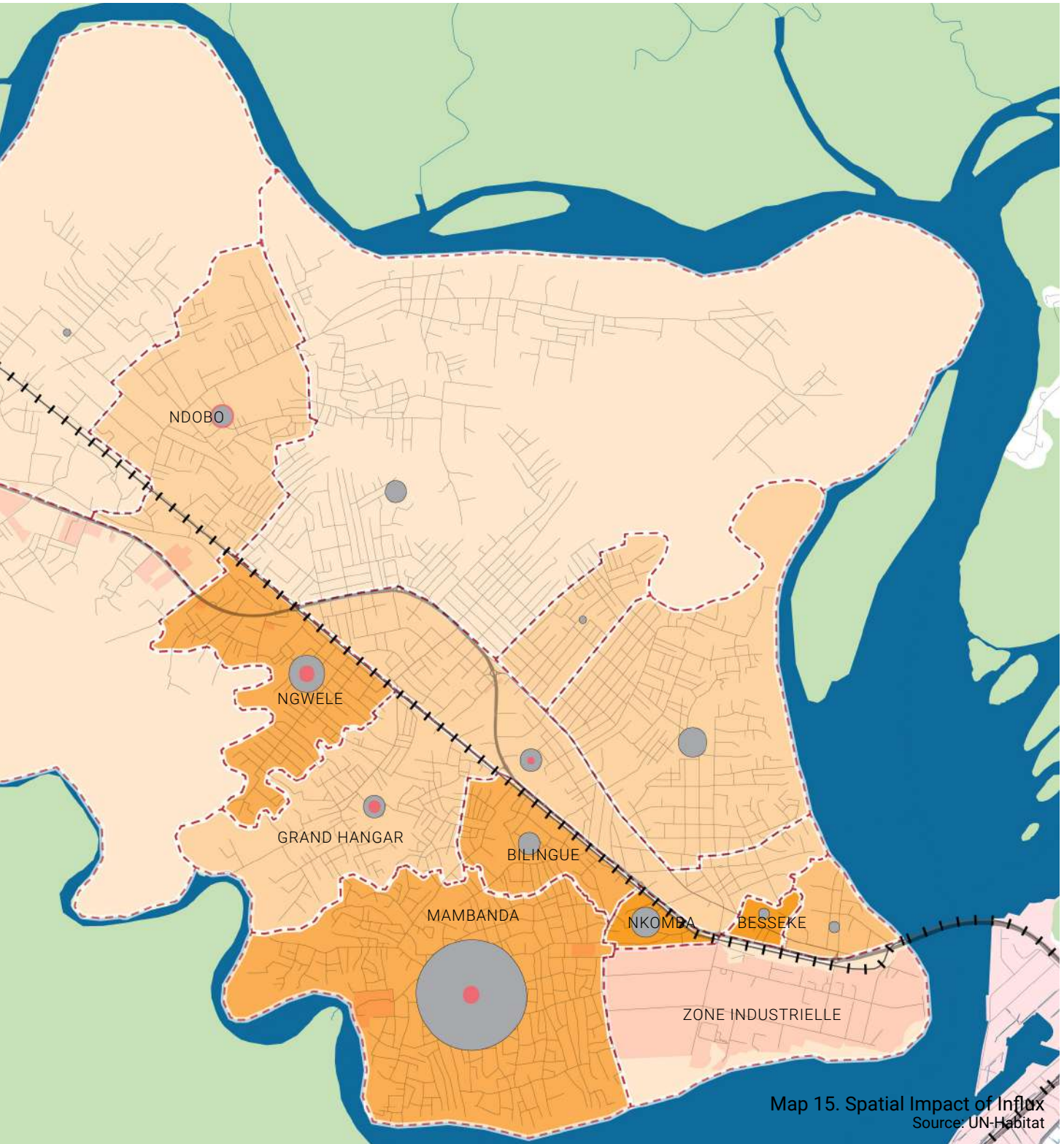
Based on semi-structured interviews conducted by UN-Habitat, IDPs and neighbourhood chiefs reported the following factors in the decision of IDPs to settle in certain neighbourhoods:

- Ndobbo - more or less structured and accessible neighbourhood;
- Mambanda, poor-neighbourhood;
- Ngwele - linguistic proximity of the head of the neighbourhood who is from the English-speaking Region;
- Bonabome - predominantly rural neighbourhood;



opportunity to establish agricultural activities.

Most of the IDPs arriving in Douala from the North-West and South-West Regions are women accompanied by their children. Their husbands prefer to stay in the conflict areas to wage war. However, there is no data available today about the gender repartition of IDPs in Mambanda and Douala. In Douala 4, women often stay with foster families, friends, or family members for free while they find economic activities. The ones without any social connections in Douala try to seek help on site.



Map 15. Spatial Impact of Influx
Source: UN-Habitat

Markets, in this respect, play a major role for them to socialise. Women go there in the hope of finding people speaking their dialect. For instance, many women gather at the market of Mambanda which became a landmark in the neighbourhood. In this respect, public spaces contribute significantly to the social integration of female IDPs among themselves and with the host community.

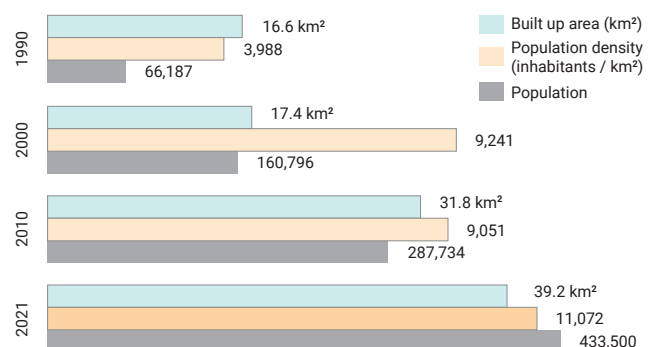


Fig. 22 Urban footprint, density and population changes in Douala 4 (1990 - 2021)
Source: UN-Habitat

Connectivity & Accessibility

Connectivity

Located on a peninsula and facing the other subdivisions of the city, the subdivision of Douala 4 is bounded to the North by the Moungo Division, to the South and East by the Wouri River and to the West by the Fako Division (in the South-West Region).

Douala 4 is connected to the rest of the city by a double bridge over the Wouri River. The first bridge, consisting of a roadway with a railroad in the middle, was built in 1954⁶⁰ to bypass the original 600 kilometre⁶¹ long linear route through Yaoundé. However, due to the bridge's strategic link serving the industrial zone in Douala 4 and connection with the West and South-West Regions, the one bridge could not meet traffic needs.

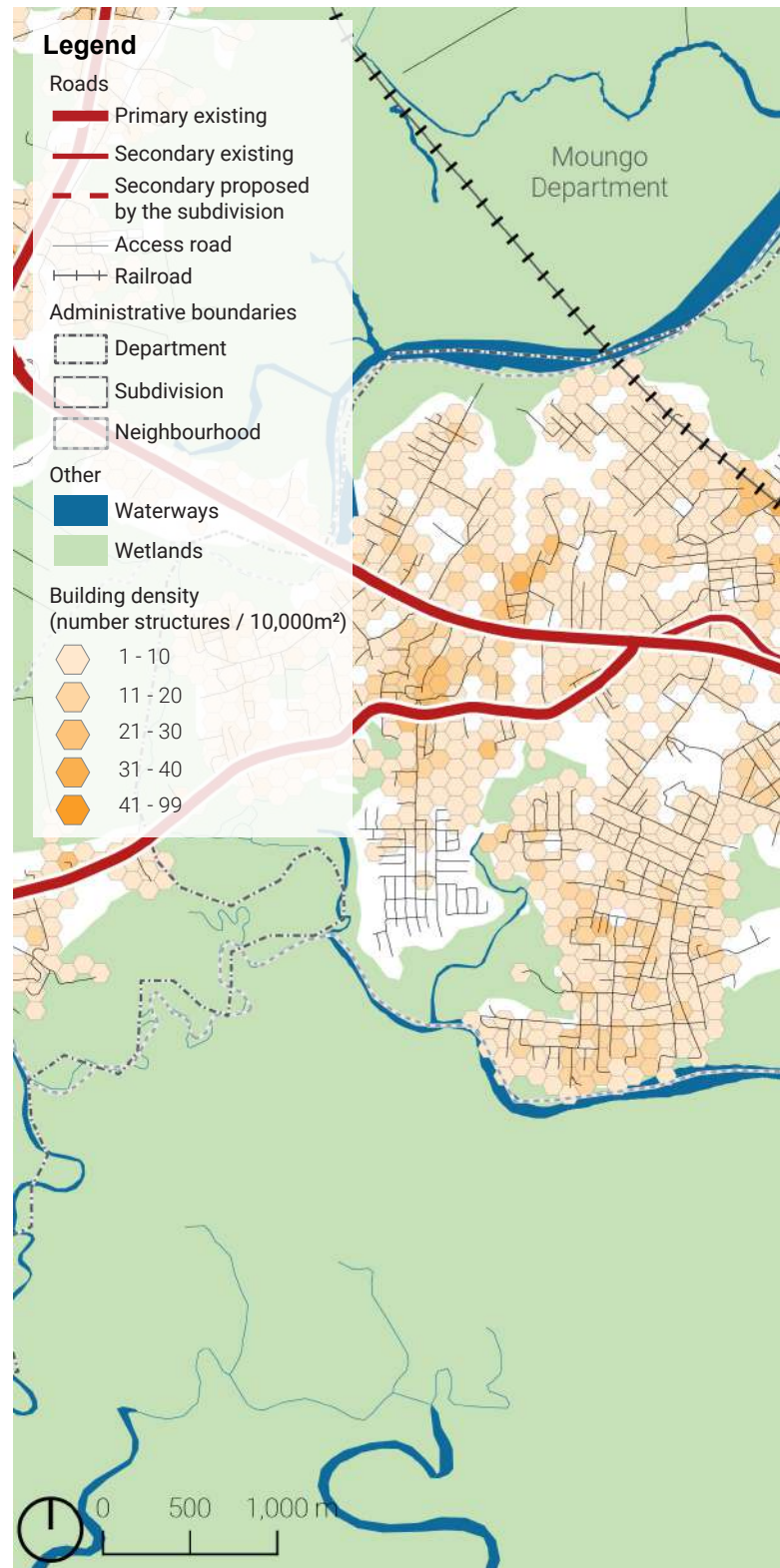
The construction of an additional bridge was thus necessary to make the crossing more fluid and mitigate congestion. The second bridge over the Wouri River (National Road N°5) consists of a road and a railway. It was built between 2013 and 2017 and currently plays a vital role in the economy by facilitating transportation on the main national corridors.

As shown on the map, accessibility in the subdivision is provided by **two primary roads and a limited network of secondary and tertiary roads**. The primary roads cross the territory from East to West and ensure not only the connections between the subdivision and neighbouring territories, but also between economic sectors. The secondary road network ensures the flow of traffic between neighbourhoods and the service of local urban facilities. The tertiary road network also intends to permit mobility within neighbourhoods but is insufficiently developed – unpaved and at high risk of flooding. Some neighbourhoods, such as Mambanda, are isolated due to poor road connectivity with other neighbourhoods and regions of the city.

Transport and Mobility

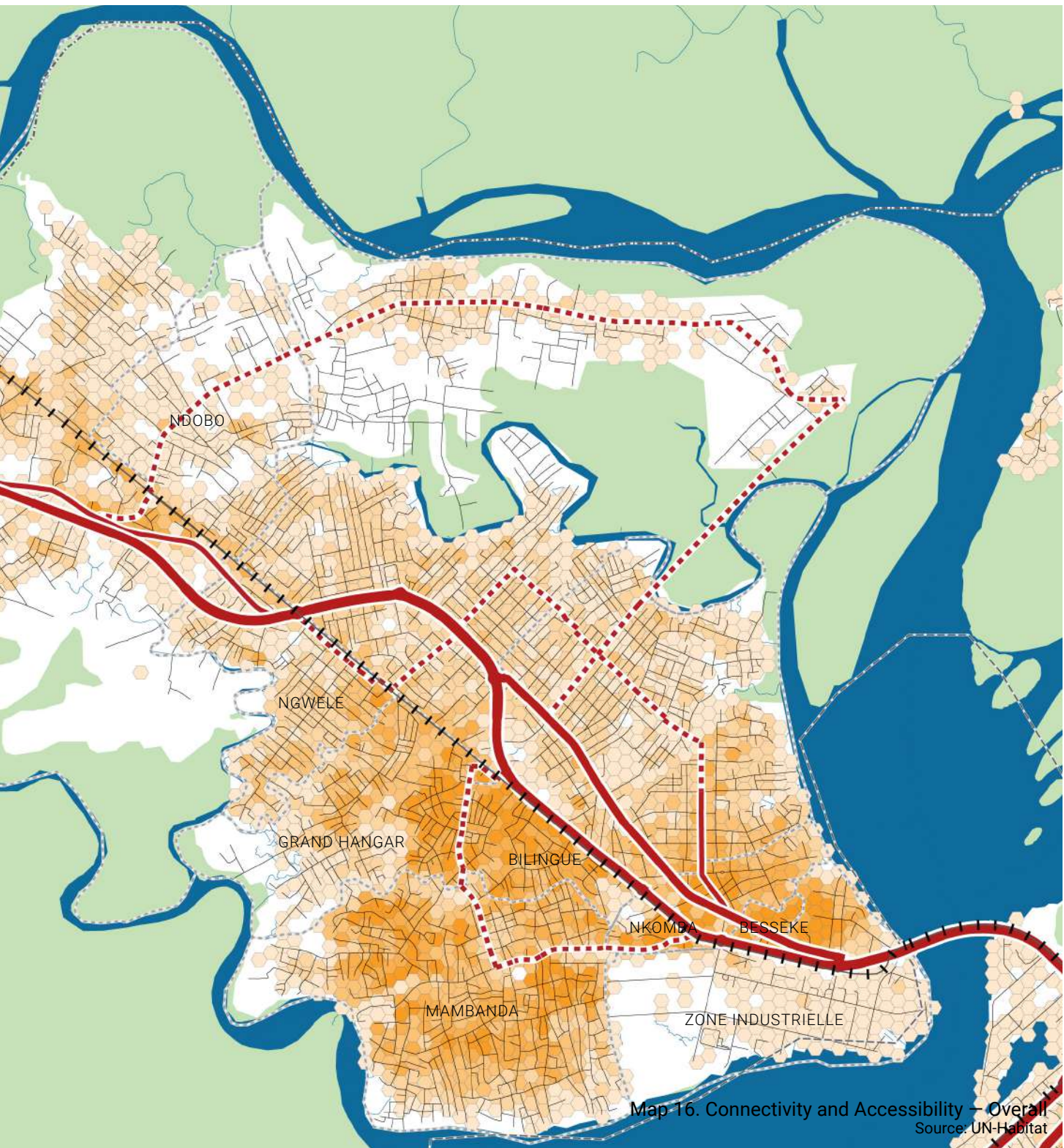
Urban transport is provided by **taxi, motorcycles and public buses**:

- **Yellow-coloured collective taxi offer** fares per trip of 250 FCFA (USD 0.40) during the day and 300 FCFA (USD 0.48) from 10 p.m. to 5 a.m. (for a distance of less than five kilometres). The safety and comfort of users is not always ensured because of the



addition of an extra seat at the front of the vehicle by the drivers and unregulated safety requirements. Sexual harassment is another concern due to the cramped conditions in these taxis;

- From a socio-economic point of view, **motorcycle cabs, or "moto-taxis"** are the solution adapted to the purchasing power of the population (100 FCFA for short distances, otherwise negotiable). It is the mode considered most suitable for peak traffic hours. However, **accidents are frequent as drivers do not respect authorized motorcycle routes,**



often contributing further to congestion;

- **SOCATUR (created in 2001), a high-capacity public bus company** in Douala, serves only a very small part of the population. It currently operates ten lines with a total length of 180 kilometre. The subdivision of Douala 4 is served by a line with a terminus/interchange in Bekoko. Challenges to transport by bus are related to the lack of quality road infrastructure, the significant spatial spread of Greater Douala, the absence of a traffic plan, the high number of motorcycles and motorcycle taxis

and competition from collective cabs that encroach on the lines granted to the company. Walking and cycling are encouraged along primary roads through dedicated lanes; however, walking is usually a default in most neighbourhoods since roads are unpaved (dirt) and poorly maintained, and there being a lack of pavements. The recurrence of flooding makes all local travel (motorized and non-motorized) difficult.

Connectivity & Accessibility

Accessibility to public transport

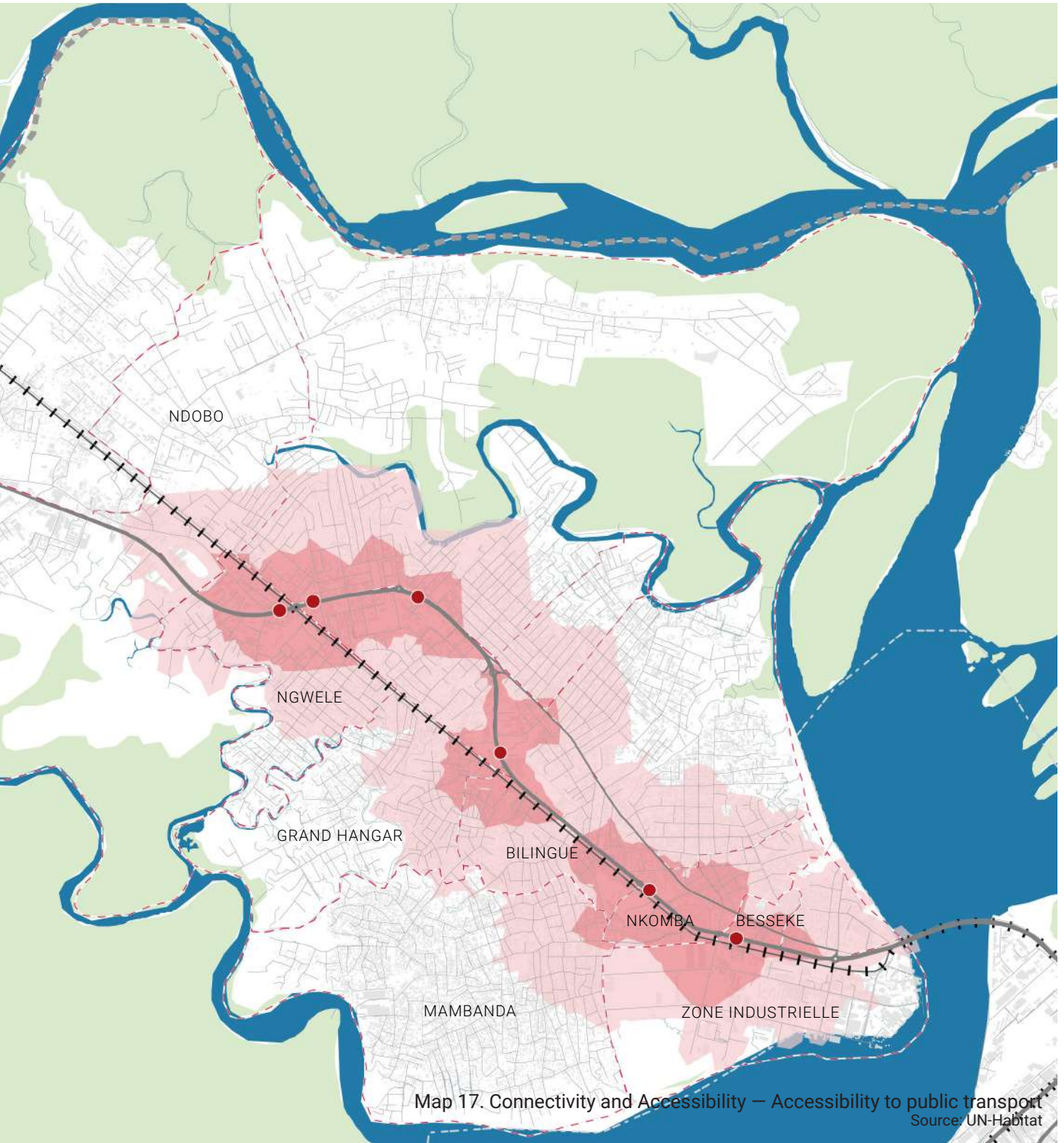
Douala 4 is served by a single bus line located on National Road 3 – the main road connecting the two parts of the city. This axis is punctuated by six bus stops that are difficult to access for the inhabitants of the Northern and Southern neighbourhoods of Douala 4. The bus stations are not planned, and there is no signage, no place to indicate where the bus stops. Timetables are not indicated and access to information about the service is not clear.

These bus stops mainly serve the industrial activity centres along the new road and the residential neighbourhoods. They are located near roundabouts, which often serve as an intermodal interface with other transport modes. From the East of Mambanda, it takes more than 30-minute walk to reach the nearest bus stop. These accessibility difficulties are linked to the lack of quality road infrastructure at the city, subdivision, and neighbourhood levels. The formal bus network currently represents less than one per cent of the total daily trips made throughout the city (World Bank, 2021).

To remedy the city's various mobility challenges, the CUD has adopted a Sustainable Urban Mobility Plan, financed by the World Bank. PMUS aims to improve mobility, reduce pollution and meet the challenge of sustainable metropolization.⁶²

The underway study of the Bus Rapid Transit (BRT) project, financed by the World Bank, will not be implemented in Douala 4. Thus, access to public transport infrastructure remains a major challenge for connecting Douala 4 to the rest of the city, but also for linking the various neighbourhoods together.





Connectivity & Accessibility

Rail transit was well developed during the colonial period (1928) up through 1990, when the TANKO station was closed. The railroad linked the Port of Douala to the Moungo Division and facilitated the transport of cash crops (cocoa, coffee). River transport, fishing canoes, is not well developed despite the city's location along the Wouri River. The Autonomous Port of Douala is planning a vast project to extend its port activities over approximately 142 hectares.

Intercity transport is provided by travel agencies, all located at the Western exit (Sodiko district) of the subdivision, with most travelers destined for the Great West (Bamenda, Dschang, Bafoussam). Peak intercity travel takes place on weekends. This is the mode of travel used by IDPs settling in Douala 4.

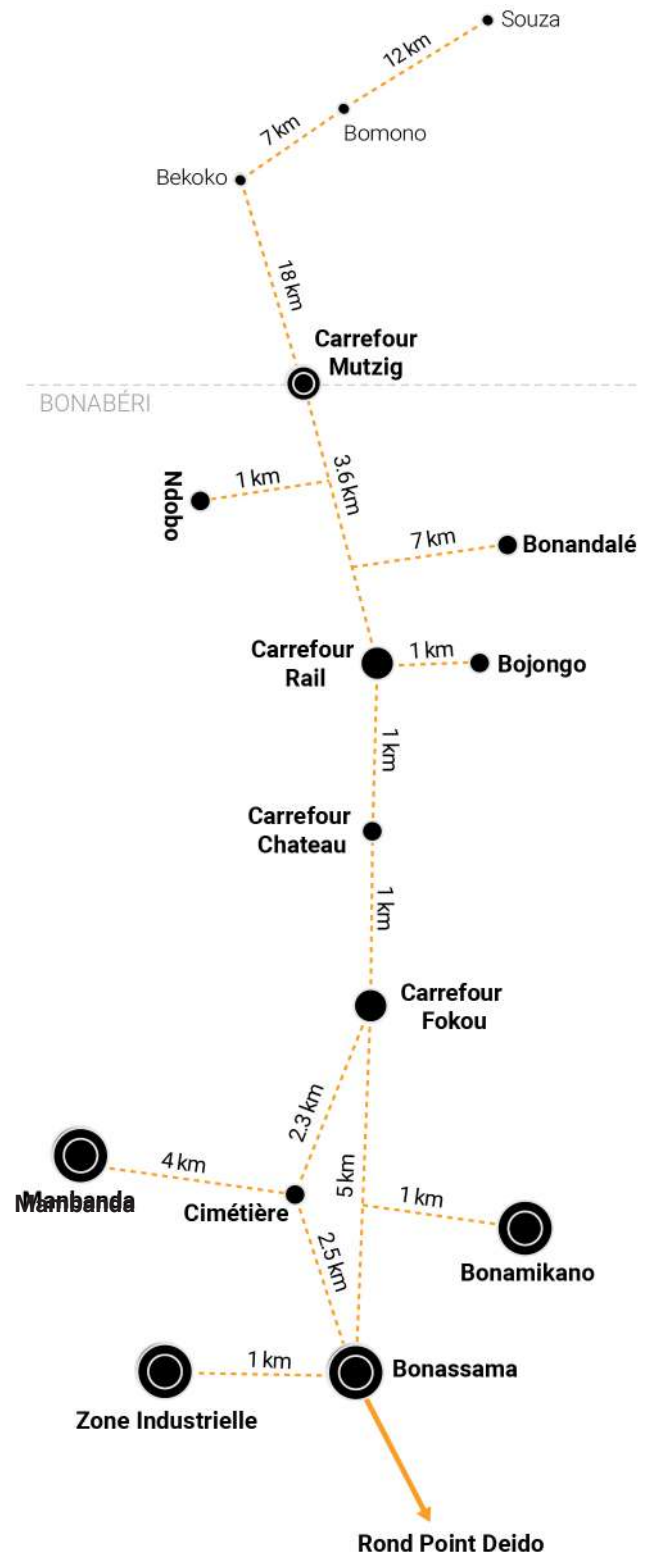


Fig. 23 Distances between neighbourhoods and key nodes in Douala 4
Source: UN-Habitat



Photo 3. A dirt access road leading to the neighbourhood of Bonassama intersects l'Ancienne Route
Source: UN-Habitat

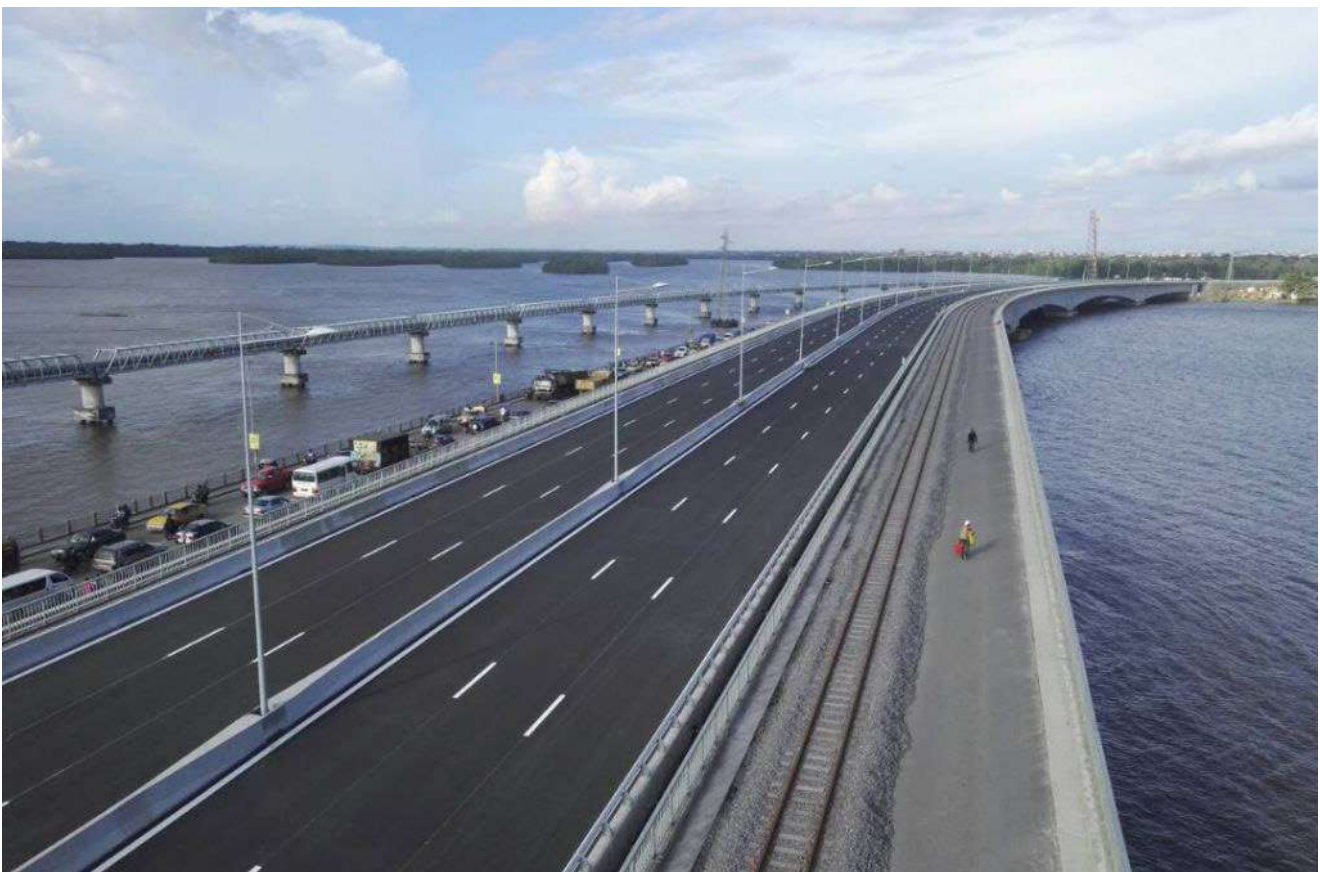


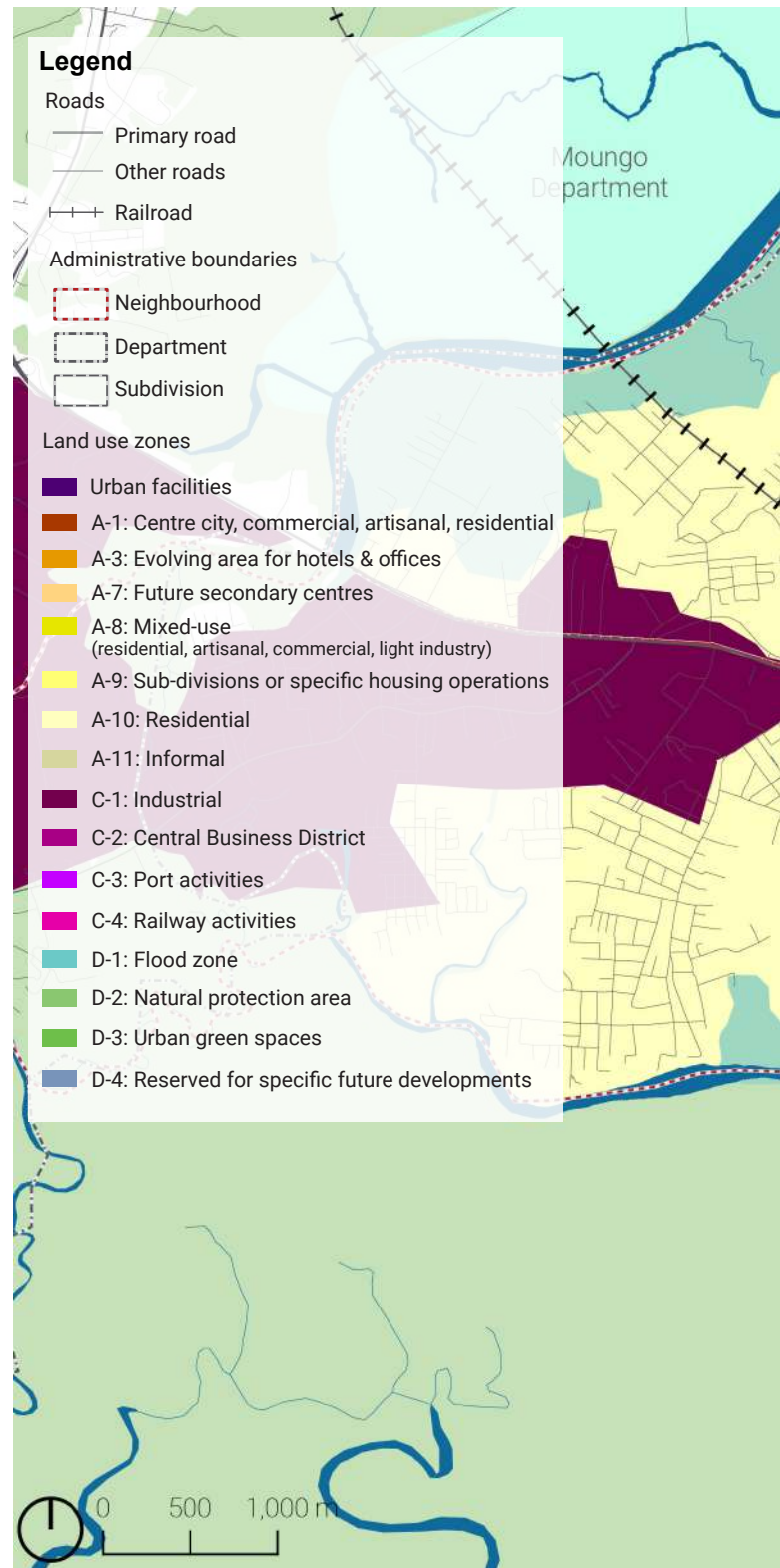
Photo 4. Second bridge over the Wouri River connecting Douala 4 to the rest of the city
Source: http://photogame.prosygma-cm.com/Index.php/jeu/octobre/photo/nouveau_pont_sur_le_wouri_442

Land Use & Land Tenure / Access to Housing

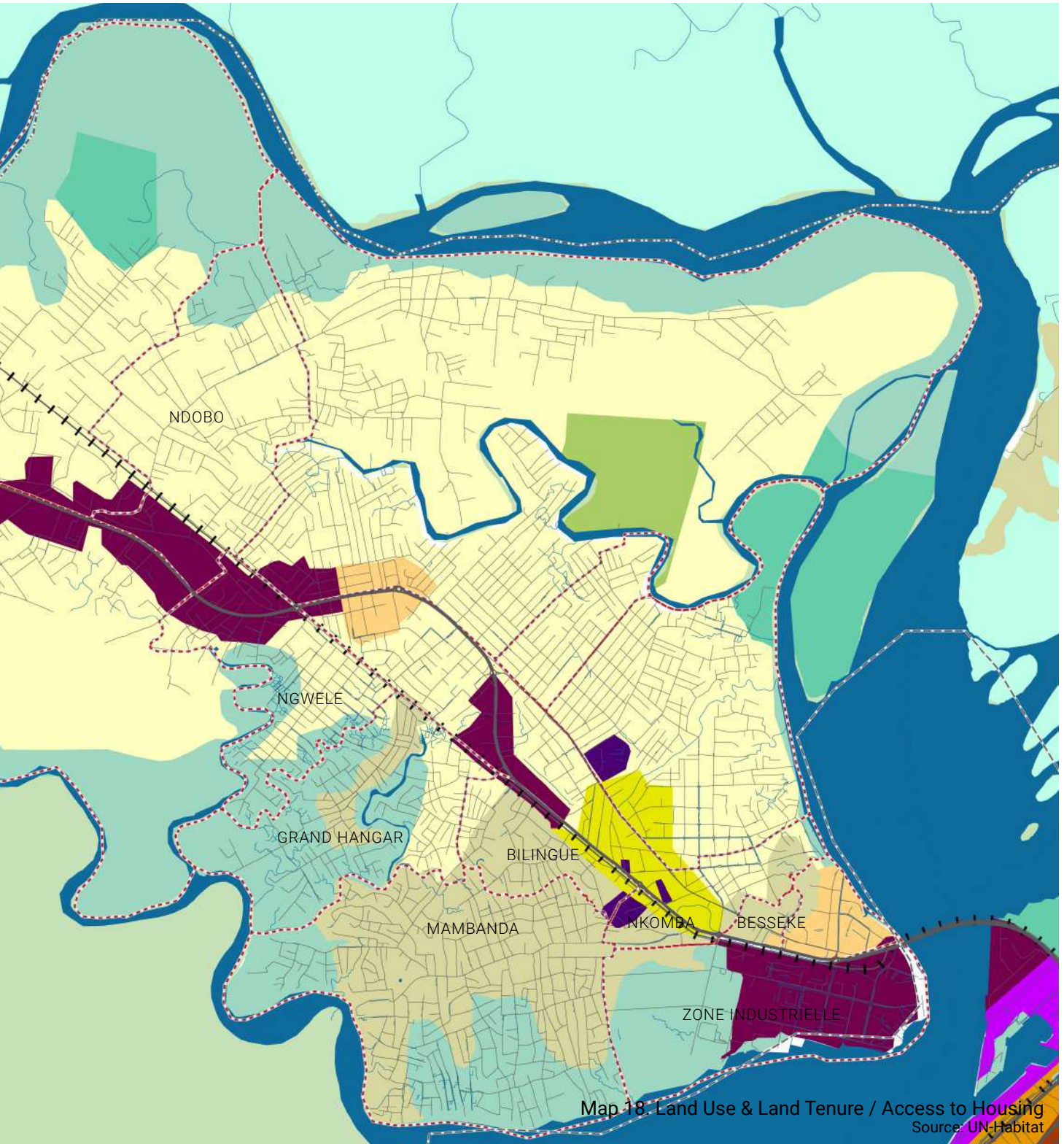
The subdivision of Douala 4 can be understood as a patchwork of uses, without a clear urban vision or open space network. Bonabéri's administrative zone is located on the banks of the Wouri River in Bonasamma and houses facilities such as the subdivision's city hall, an administrative court, and a police station. Douala's industrial zone is distributed on its Eastern outskirts, along the Wouri River, with Douala 4 serving as the centre of primary and secondary industries in the City of Douala. These activities, including beverage production companies and cement manufacturing operations, are located near the railway and main road and bridge. The service zone, located along the main road and primary axis of connectivity, named "l'Ancienne route", is composed mainly of banks, customer service shops for the telecom industry and smaller private businesses. Larger commercial centres, such as Santa Lucia and Spar, are also organized along the Ancienne route or N°3 highway.

There are five primary land uses designated in the City of Douala's land use plan (POS) for 2030, which also reflect the current state of land use in Douala 4:

- **Residential areas** (31 per cent) form the predominant land use in the subdivision and are more densely concentrated across the Northern – relatively less flood prone – areas of the subdivision, near the main road;
- **Natural protection areas** (30 per cent) are primarily wetland and mangrove areas within the administrative boundaries of Douala 4 that are flood prone to develop;
- **Flood zones** (17 per cent) are only approximately outlined in the city's POS, most of which are in the South of Douala 4. Despite their location in urban areas of Douala 4, due to frequent flooding, these zones are designated as dangerous and off-limits to future construction. The Mambanda and Sodiko neighbourhoods are the most exposed to flood risk and much of the construction in these neighbourhoods contradicts the zoning plan;
- **Industrial zones** (9 per cent) are not set to expand based on the POS, but emissions from factories in the area should be better controlled to mitigate soil, water and air pollution affecting the health of residents in Douala 4 and populations downstream and downwind of Bonabéri;



- **Informal settlements** (6 per cent) have developed along the railroad, and in flood zones, wetland areas, and abandoned or polluted land and buildings. While informal settlements are growing, they should be incrementally upgraded to provide safe and affordable housing with access to basic services and connectivity to socio-economic activities.



Map 18. Land Use & Land Tenure / Access to Housing
Source: UN-Habitat

Land Use & Land Tenure / Access to Housing

Access to housing

While land in formally zoned residential and economic areas can be legally registered through Cameroonian law and modern land tenure processes, there is no modern legal registration process in place in informal settlements. **These neighbourhoods are organized through customary law** and most residents living in them occupy land and homes without official contracts or titles, exposing them to the constant threat of eviction. The land belongs to communities, but any customary property rights must be secured through a registration process.

Moreover, **most IDPs live on land that's not suitable for housing in the first place.** Homes in informal settlements are typically constructed with sheet metal and are not connected to municipal basic services such as water, waste collection and electricity.

The lack of suitable land for building, the increased risk and frequency of flooding, and both natural and migration-related population growth underline major challenges to the adequate provision of housing and basic services as well as access to education and job opportunities. In the Littoral and the West Regions, over 75 per cent of IDPs need water and sanitation support (OCHA, 2021). Toilets are often full, overcrowded, and unhygienic, with no privacy for women and girls. The lack of access to decent hygiene conditions fosters a sense of insecurity among women but also increases the risk of diseases such as diarrhoea, typhoid, and cholera (ENSA, WFP/FAO/ACF/MINADER, 2020). Due to its poor urban development and great concentration of female IDPs, the neighbourhood of Mambanda in Douala 4, emphasises these key issues. Women arriving in Mambanda are often forced to live in greater promiscuity with their relatives (for example one room for five persons or more) or within the host community, increasing the risk of sexual violence and assault against young girls particularly (OCHA, 2021).

Moreover, at night, women share a sense of insecurity during their displacements in public spaces. This is related to power outages happening several times during the day. This dearth of street lighting fosters a collective feeling of insecurity, particularly for children, youth, and women. Eventually, the state of female IDPs'

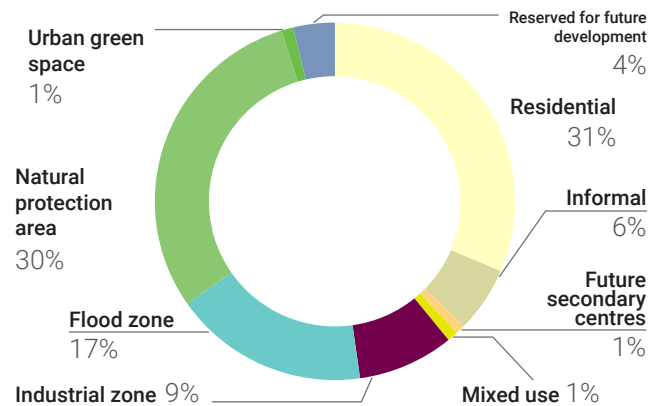


Fig. 24 Distribution of land uses across Douala 4 stipulated in the CUD's Land Use Plan (2025).
Source: UN-Habitat

housing, reproductive health, and access to employment in Mambanda greatly impact their safety.

Without a strategic and forward-thinking land use plan and land tenure policy that accommodates population growth with multi-story housing and mainstreams migration as a development opportunity, current urban challenges will become more expensive and burdensome in the subdivision of Douala 4.



Photo 5. Buildings in official lands along the asphalted road
Source: UN-Habitat



Photo 6. Example of informal settlement in marshy zones in Mambanda
Source: UN-Habitat

Natural Hazards

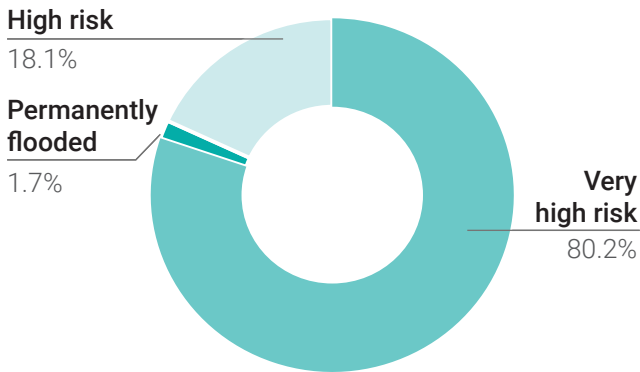
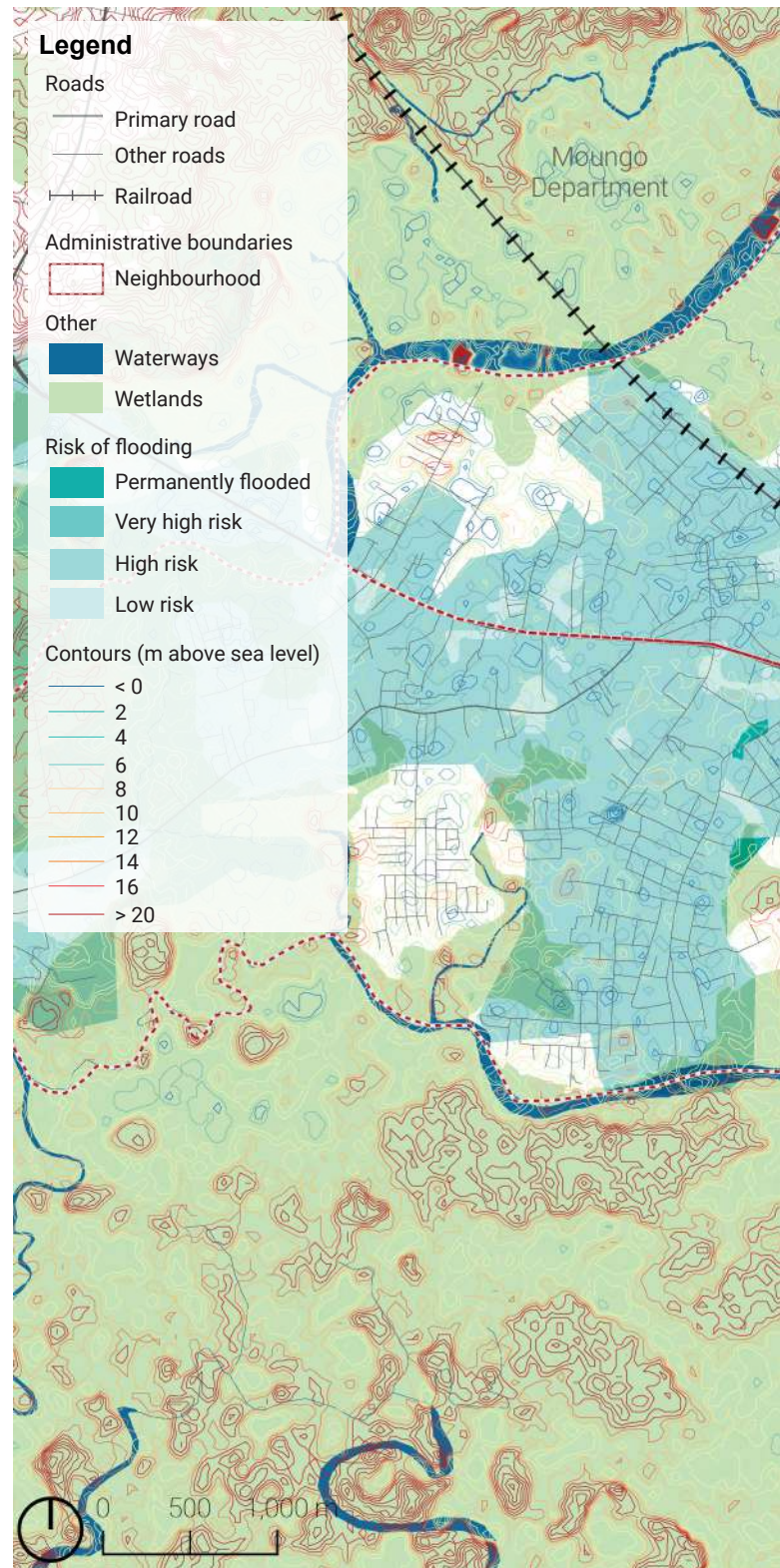


Fig. 25 Proportion of urban (built-up) areas at various levels of flood risk in Douala 4. Source: UN-Habitat

The subdivision of Douala 4 covers an administrative area of 65 km². However, only about one third of the territory, 39 km², is built up. This is mainly explained by the geography of the subdivision. **The relief of Douala 4 ranges from sea-level where mangrove forests dominate, to one metre above sea-level in Mambanda, and 2-3 metres above sea-level in Bonaberi and Bonendalé.**⁶⁵ At such a low elevation, Douala 4 is characterized by a large number of wetlands unsuitable for development.⁶⁶

Urbanization is limited along the coastline, mainly due to the presence of creeks, mangroves and numerous swampy areas surrounding the few small developable areas.⁶⁷ This is well reflected on the map, whereby **1.7 per cent of built-up land in Douala 4 is at permanent risk of flooding, 80.2 per cent of the land is at very high risk of flooding and 18.1 per cent of land is at high risk of flooding.** Neighbourhoods located along the Wouri River such as Mambanda, Grand Hangar and Bilingue are particularly vulnerable.

Flooding has notoriously and consistently caused severe material damage, magnified by the absence of a flood control system (limited drainage network, lack of maintenance for existing infrastructure, absence of dykes, blockage due to solid waste, etc.).



Anecdotal evidence from city council members as well as a series of aerial images taken from Google Earth satellite imagery from 2003, 2015 and 2020 reveals a snapshot of **the progressive deforestation of mangroves along the Wouri estuary following an increase in the number of buildings over the years.**



Natural Hazards



Photo 7. Flooded road limited the traffic and the mobility
Source: UN-Habitat



Photo 8. Aerial image taken in 2003.

Source: Google Earth Pro



Photo 9. Aerial image taken in 2015.

Source: Google Earth Pro



Photo 10. Aerial image taken in 2020.

Source: Google Earth Pro

Access to Basic Services: Electricity & Water

Electricity

Network quality is one of the biggest issues about electricity in Douala 4. Many households complain about **network instability, particularly frequent voltage drops and recurrent power cuts**. Such limitations result in serious consequences, including fires in buildings due to untimely power cuts and food shortages. Although power cuts have become less frequent and long-lasting, they continue to impact not only lives, but also livelihoods as industrial activities and professional services are severely limited without power.

Vulnerable groups such as IDPs and poor households usually have **access to electricity through informal connections**. The diagram below depicts how this informal power supply system works. The principle is as follows: a household pays for a subscription (meter) to the national distribution company, ENEO. From this meter, the connected household becomes a sub-distributor to neighbouring households, who can then also sub-distribute to other households, thus forming a “spider’s network” of electrical connectivity.

The street lighting available in Douala 4 is both insufficient and unevenly distributed. The map to the right reveals a huge disparity in street lighting in the North of Douala 4 as opposed to in the South and West, where the most densely populated neighbourhoods are situated. Indeed, street lamp coverage in the Bonambappé and Bonamatoumbé neighbourhoods in

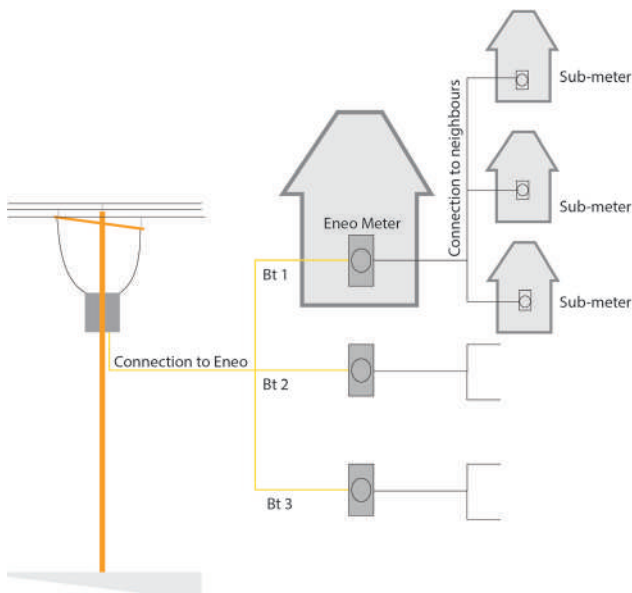
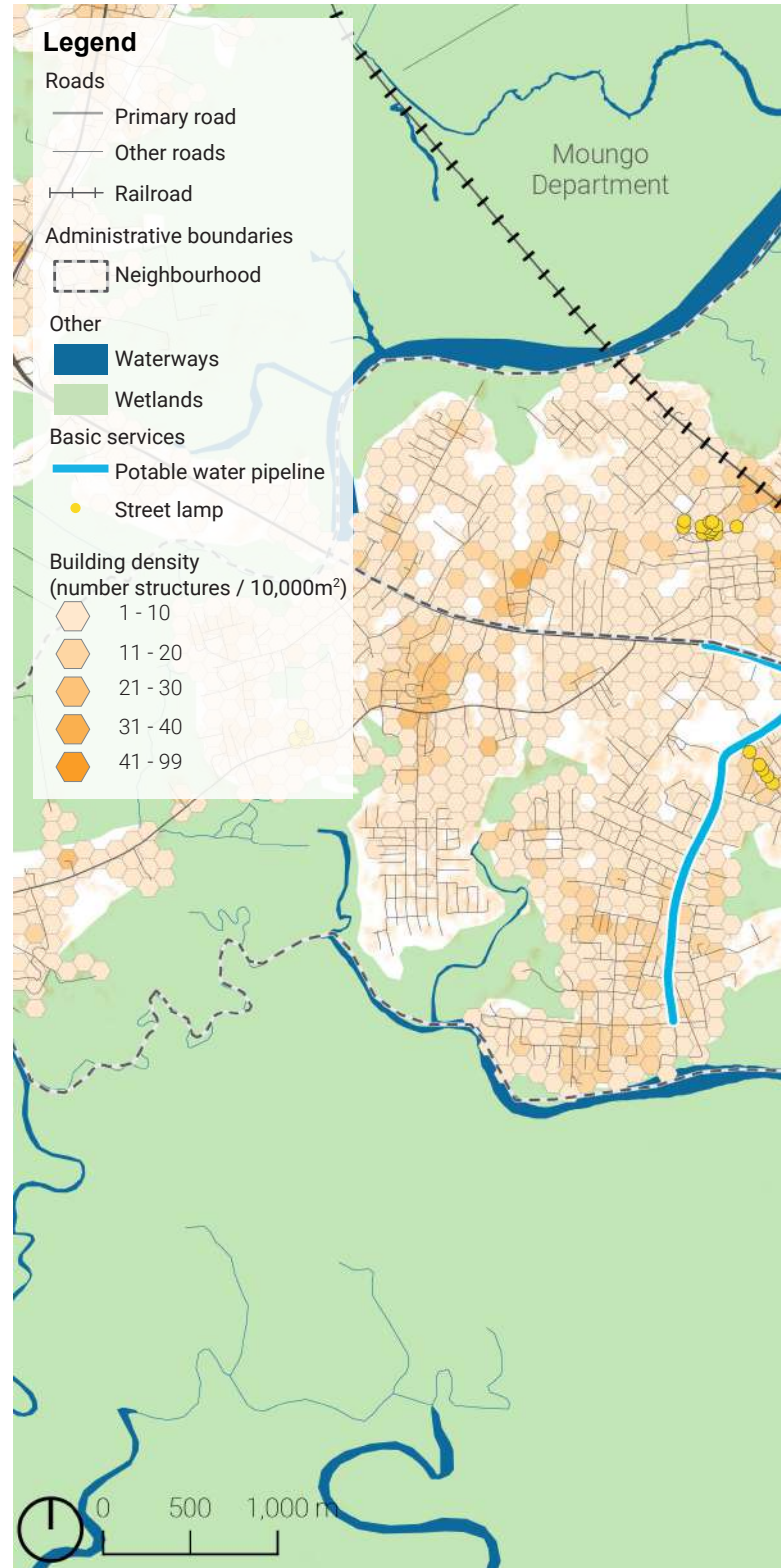


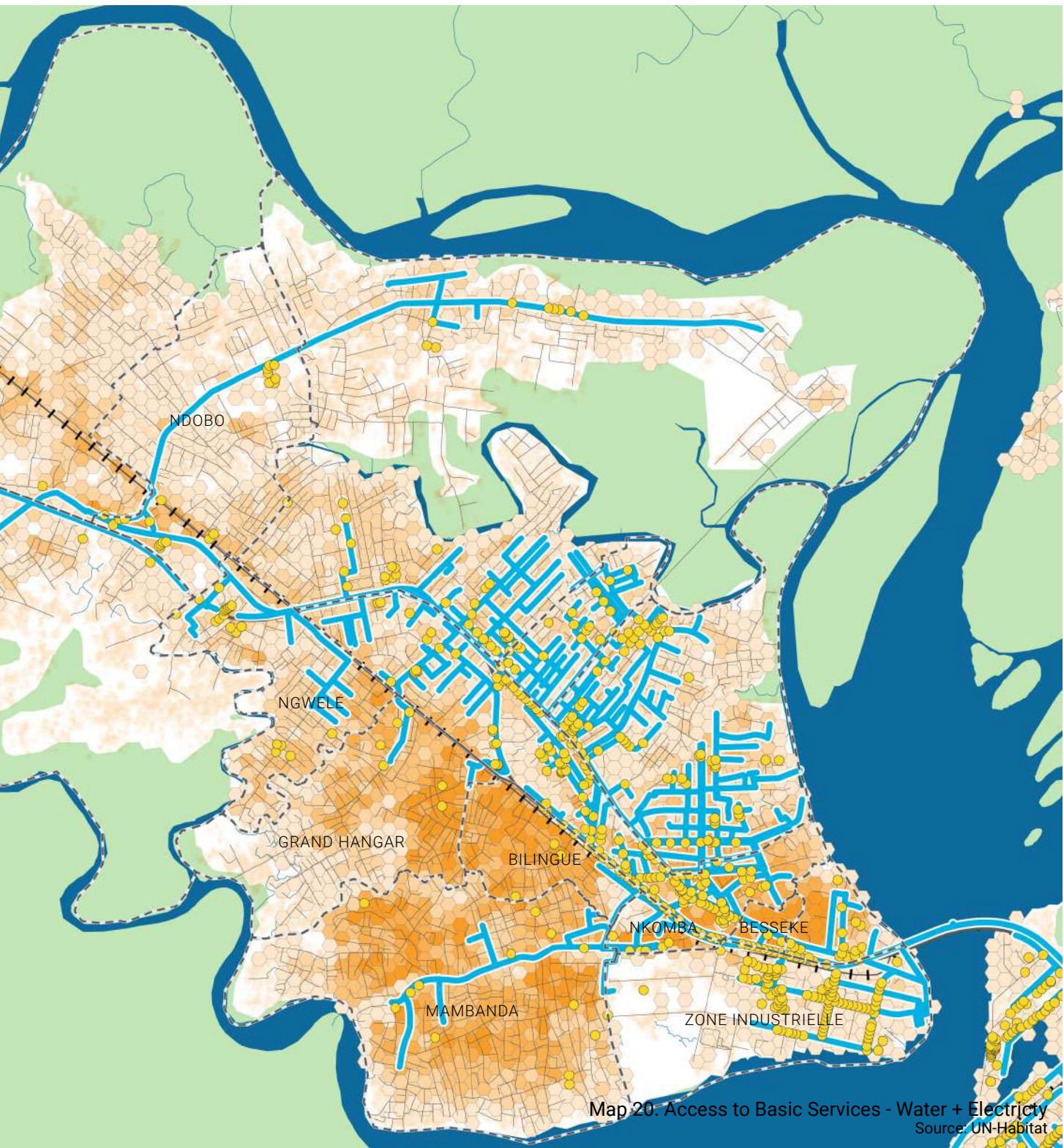
Fig. 26 Diagram of “spider’s network” connections” in Douala 4
Source: UN-Habitat



the North (which are not among the top 5 most densely populated neighbourhoods) is much higher than in Mambanda and Grand Hangar (the 1st and 3rd most populated neighbourhoods). Nevertheless, more than half of these streetlights are not working due to a lack of maintenance, which further contributes to increasing insecurity in these neighbourhoods. On some dirt roads, makeshift streetlights are constructed by residents, but these do not provide sufficient road lighting.

Drinking water

Similar ways of water pipeline coverage can be



observed, whereby more formal, historic, and less densely populated areas of Douala 4 have access to potable water on tap, and more informal, newer zones such as Mambanda, Grand Hangar, Bojongo, Ndofo and Bonemdalé are not supplied through Camwater's piped network. These are also the primary neighbourhoods that host IDPs in Douala 4.

81.6 per cent of households are reported to have access to potable water in the City of Douala as a whole. Specific data on this rate in the subdivision of Douala 4 is unavailable; however, the average rate of access is likely lower across Douala 4 since water

pipelines are not available in areas not served by roads, which are many in Douala 4. Instead of access to piped water, boreholes and wells have been drilled throughout Bonabéri and water can be purchased. A 20-litre can of water costs an average of 25-50 FCFA. **The proliferation of waterborne diseases such as cholera and typhoid can be linked to strained access to clean drinking water,** but other diseases such as Covid-19 are also more likely to spread when water for hygienic purposes is unavailable. IDPs suffer from this situation in the same way as the host population, depending on the area in which they settle.

Access to Basic Services: Drainage & Solid Waste

Drainage

The poor condition of drainage infrastructure and the low elevation of Douala 4 **increases its vulnerability to flooding risk**. This risk is exacerbated by **the lack of an effective waste management system**, which has resulted in residents dumping their garbage into drains, effectively slowing water flow and eliminating drain functionality in many cases. The drainage system in Douala 4 remains limited and inadequate. It is structured around the natural waterways that cross the subdivision. 80 per cent of land in Douala 4 is at high risk of flooding due to:

- Sea-level rise;
- The dumping of waste in drainage canals in the absence of garbage cans;
- The flat topography of the area;
- Unregulated and informal construction along the waterways;
- The lack of a primary drainage system along all streams;
- The inadequacy (quantity of drains) of the existing network, which only reaches a small portion of the population;
- The lack of maintenance of existing drainage infrastructure.

Within neighbourhoods, smaller drainage ditches are dug along roads. Thus, flooding resulting from a lack of drainage infrastructure is particularly problematic in informal areas of the subdivision, where few roads exist. These are also areas **where IDPs and poor households are most likely to settle** due to their economic constraints and limited access to the formal housing market.

Solid Waste

The Sanitation Master Plan for the City of Douala (2021), describes how household waste is managed in the city:

- 8.5 per cent of garbage is collected from households by NGOs/youths. They provide a direct connection between households and large garbage bins in exchange for a monthly payment of between 500 and 1000 FCFA. This method is commonly used in neighbourhoods where the poor quality and/or non-existence of roads has limited truck service from the national sanitation company, HYSACAM.

- 18.1 per cent of households dump their waste directly

into garbage bins placed at fixed locations along the roads. However, it should be noted that these bins are constantly overflowing, not only because the capacity of bins is insufficient given the density of the built-up area, but also because of the infrequency of collection by HYSACAM trucks.

- 32.2 per cent of households dispose of their waste when the HYSACAM trucks pass by. By proxy, this percentage represents the number of households that are accessible by a road that is passable by truck. The frequency of collection is not fixed. Generally, a door-to-door collection alert is announced by repetitive honking of horns.

- 41.2 per cent of households do not use any of the above modes. In the absence of another mode of waste collection, households dispose of their waste through unregulated means i.e. dumping it in pits, on undeveloped land, in waterways and drains, in vacant lots used as improvised dumps. Burning is another common means of waste disposal that contributes to poor air quality and respiratory diseases.

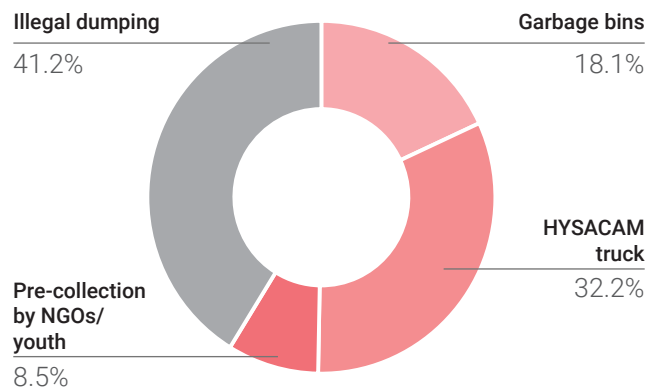


Fig. 27 Means of household waste disposal in Douala 4
Source: UN-Habitat



Photo 11. Improvised dumping ground near the Wouri where inhabitants can burn waste. Source: UN-Habitat



Photo 12. Stagnant water in a drainage channel. Source: UN-Habitat



Photo 13. A rainwater drainage gutter. Source: UN-Habitat

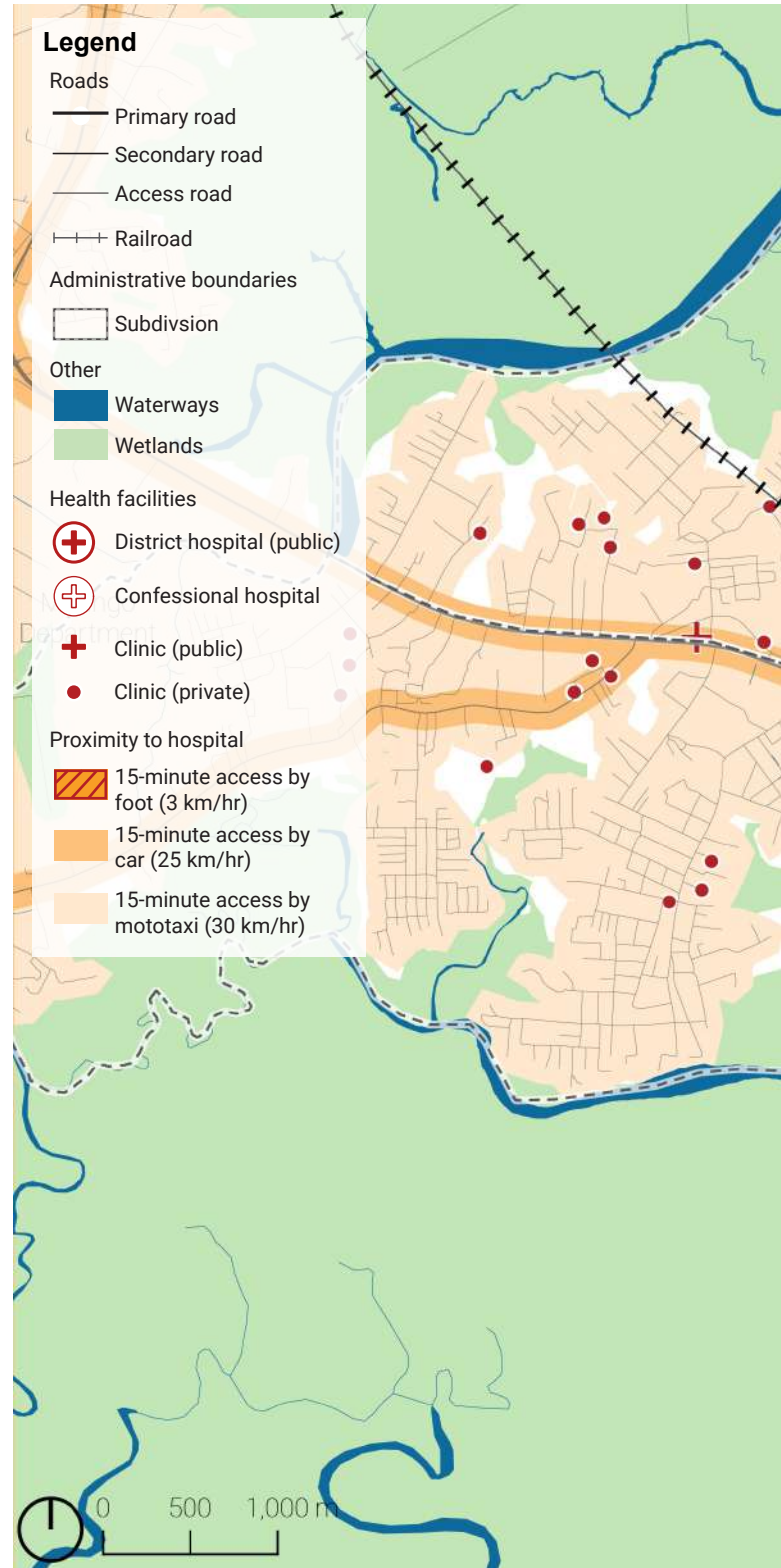
Access to Social Facilities: Healthcare

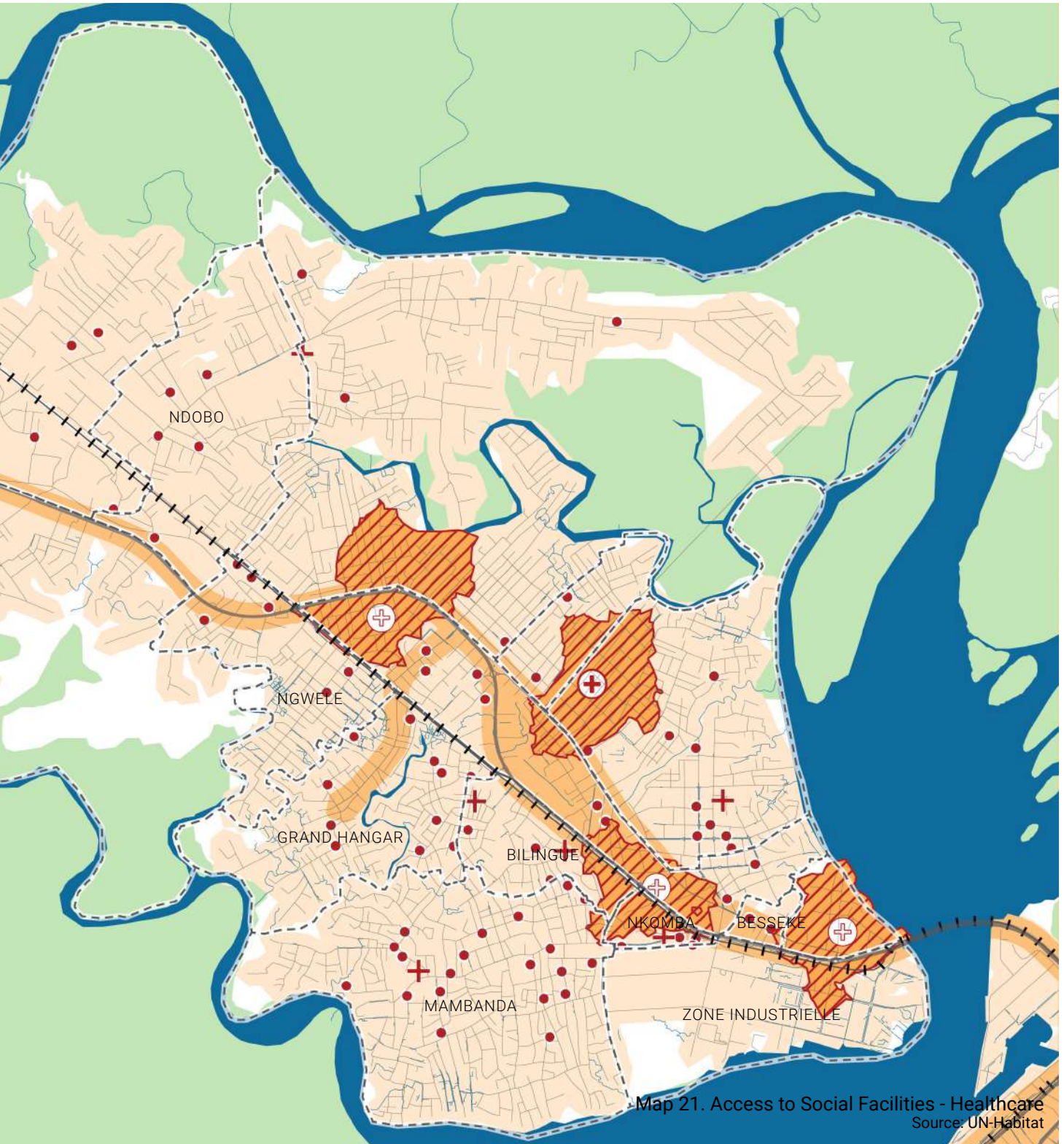
Although the State provides health services for specific diseases in public centres, **public health insurance is not universal in Cameroon**. Due to widespread poverty and a very low standard of living (the average income of the working-age population is less than 1 USD⁶⁸ per capita per day), **paying for health services is not an option for much of the population**.

For a population of over **430,500 inhabitants**, the health district of Douala 4 only has **one public referral hospital**. Religious communities support an additional two specialized referral centres. However, inhabitants depend on public healthcare clinics to get specific treatments. While each public clinic would need to have the capacity to serve 40,000 residents to accommodate the healthcare needs of the subdivision. Statistical data provided by the Ministry of Health is not sufficient to determine whether this coverage rate, adequately covers the health needs of all residents. Moreover, private clinics are more expensive, from 3,000 FCFA (USD 5.28) for a simple consultation, from 1,000 FCFA (USD 1.76) in a public facility. Specialized consultations usually run between 10,000 - 15,000 FCFA (USD 17.5 - USD 26.25).

As underlined on the map, access to healthcare facilities revealed that **it takes over a 30-minute walk for 53.1 per cent of Douala 4 to reach a healthcare facility**. Only 11.5 per cent of the urban area has a healthcare facility that is accessible within a 15-minute walk. This situation is obvious in vulnerable neighbourhoods due to the state of the roads, which are mostly unpaved and difficult for cars, motorbikes and even by foot during the rainy season. It can take up to an hour by motorcycle to get to a referral centre.

Given IDPs' comparatively lower standard of living, sufficient healthcare – both preventive (e.g. mosquito nets, soap) and curative – can be prohibitively expensive. To overcome these barriers, IDPs and other socio-economically vulnerable communities will buy medicines or local treatments and infusions that are not prescribed or administered by healthcare professionals.





Map 21. Access to Social Facilities - Healthcare
Source: UN-Habitat

Access to Social Facilities: Schools

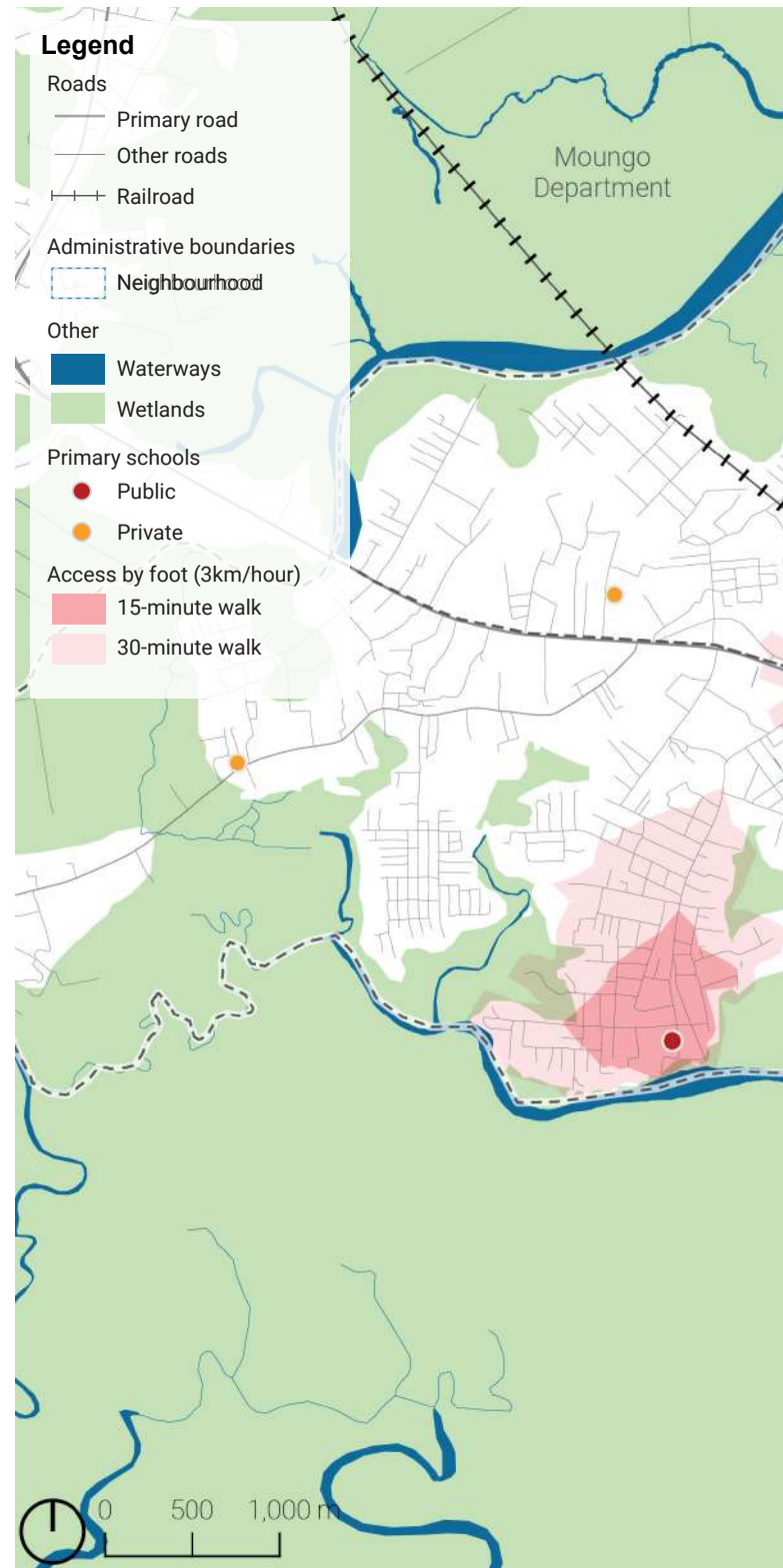
With an average of 7.6 elementary schools per 10,000 inhabitants, **the subdivision of Douala 4 has the highest proportion of school facilities** (facilities/population) among the six subdivisions of the City of Douala. Analysis of the school data here shows that **the elementary school-age population represents 15.7 per cent of the population**. Also, there is a large community of students in public schools, as the average number of students here is 188 per school, compared to 82 students per school in private schools. This situation reflects the low-income level of the population.

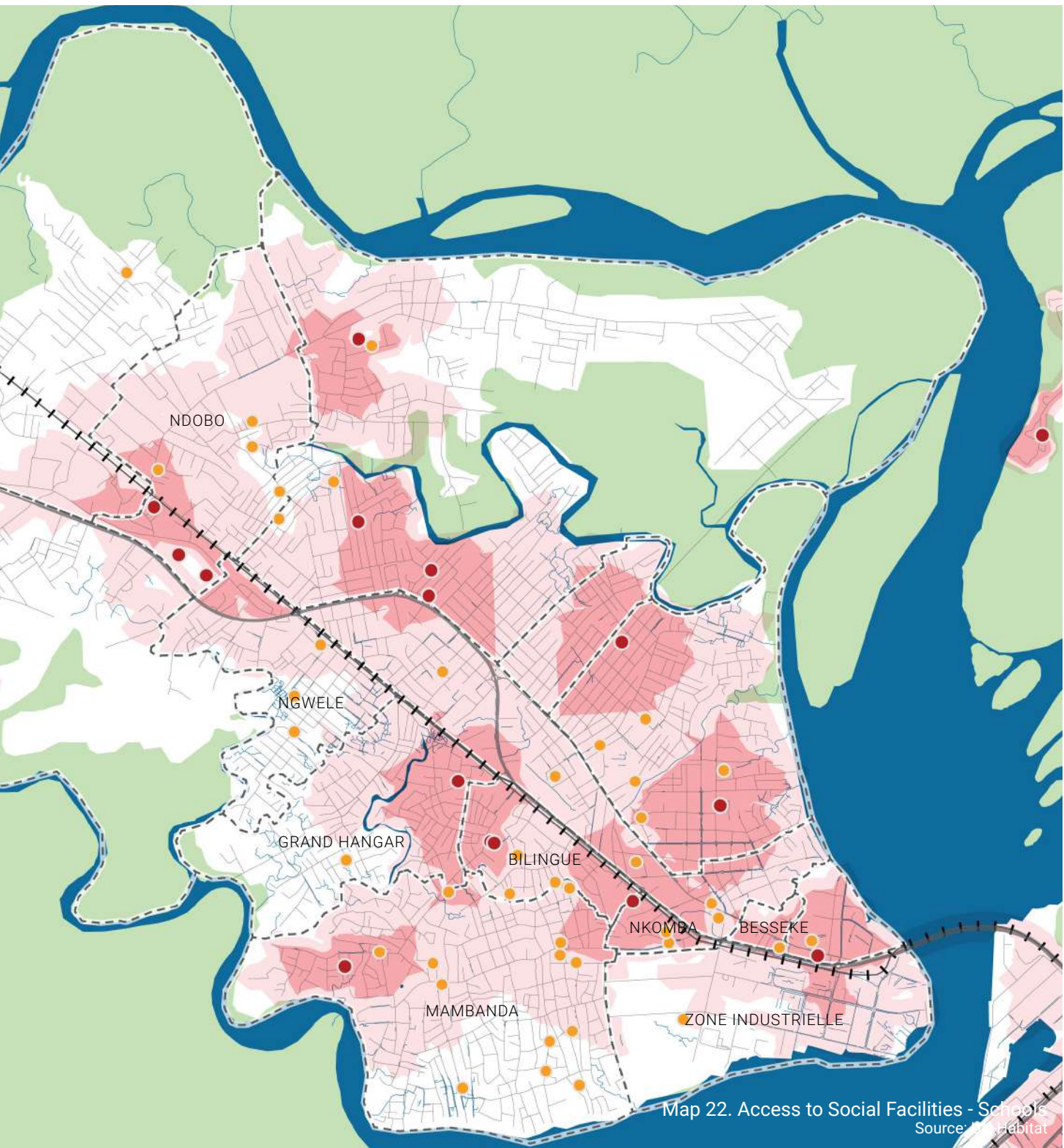
However, approximately 92 per cent of these schools are private and not accessible to the majority of the population due to cost and geographic distribution. **To reach a school facility in nearly 40 per cent of the territory, students have to walk more than 30 minutes.**

Officially, public education is free. However, the reality is quite different because parents must pay between 15,000 and 38,000 FCFA (26.41 - 66.90 USD) in costs for facility maintenance, teaching materials, teacher training, etc. The cost of education in private schools can vary but remains nonetheless high for the average family, costing between 50,000 and 500,000 FCFA (88.03 – 805 USD) to enrol a child in elementary school. Limited enrolment capacities in public schools and the cost of private schools considerably limit access to education for all school-aged children. In response to lost income during the Covid-19 pandemic, approximately a quarter of families in Douala 4 who were surveyed by UN-Habitat in 2021, reported not sending their children to school, partially as a cost-saving measure.

Access to schools for IDPs

Strained access to education is particularly problematic for children who have fled the North-West and South-West Regions, where schools have been closed and students and teachers have been violently targeted as a result of the Anglophone crisis, which began in 2016. Securing a birth certificate, which is required to take school exams such as the CEP, BEPC, Probatoire and Baccalauréat, is also a challenge that deeply impacts IDP households who might not have had the time to prepare documents before fleeing or could have lost documents during their journeys.





School level	Number of schools in Douala 4			Number of students		School fees (per school year)	
	Public	Private	Total	IDPs	Total	Public	Private
Pre-K / Kindergarten	28	327	355	750	15,732	5,000 FCFA	50k - 500k. FCFA
Primary	35	364	399		52,399	5,000 FCFA	50k - 500k. FCFA

Table 5. Number of students and school fees according to the type of school
Source: UN-Habitat

Access to Social Facilities: Recreation

Urban green space accounts for only one per cent of Douala 4's land use according to the POS (see "Land Use & Land Tenure / Access to Housing"). It underscores the current lack of public spaces and recreation opportunities in Douala 4. There is no existing vision for a larger open space network that could provide pedestrian access to nature and economic opportunities.

Only certain schoolyards currently offer dedicated space for sports and other physical recreation activities, but even these facilities are extremely limited (often little more than a dirt pitch). For more specific sports facilities, residents need to go across the Wouri bridge to the other subdivisions of Douala. A few schools and large commercial centres (SPAR and Santa Lucia) also provide children's play equipment but use at the commercial centres is not free (fees can range from 200 – 500 FCFA (0.35 – 0.88 USD)) per activity.

A spatial analysis of travel times reveals that only 4.8 per cent of the territory in Douala 4 is connected to a playground that can be reached in less than a 15-minute walk. Meanwhile, nearly 80 per cent of the territory does not permit access to a playground within a 30-minute walk, thus favouring the use of parking areas, central roadways or fallow land for the practice of sports activities.

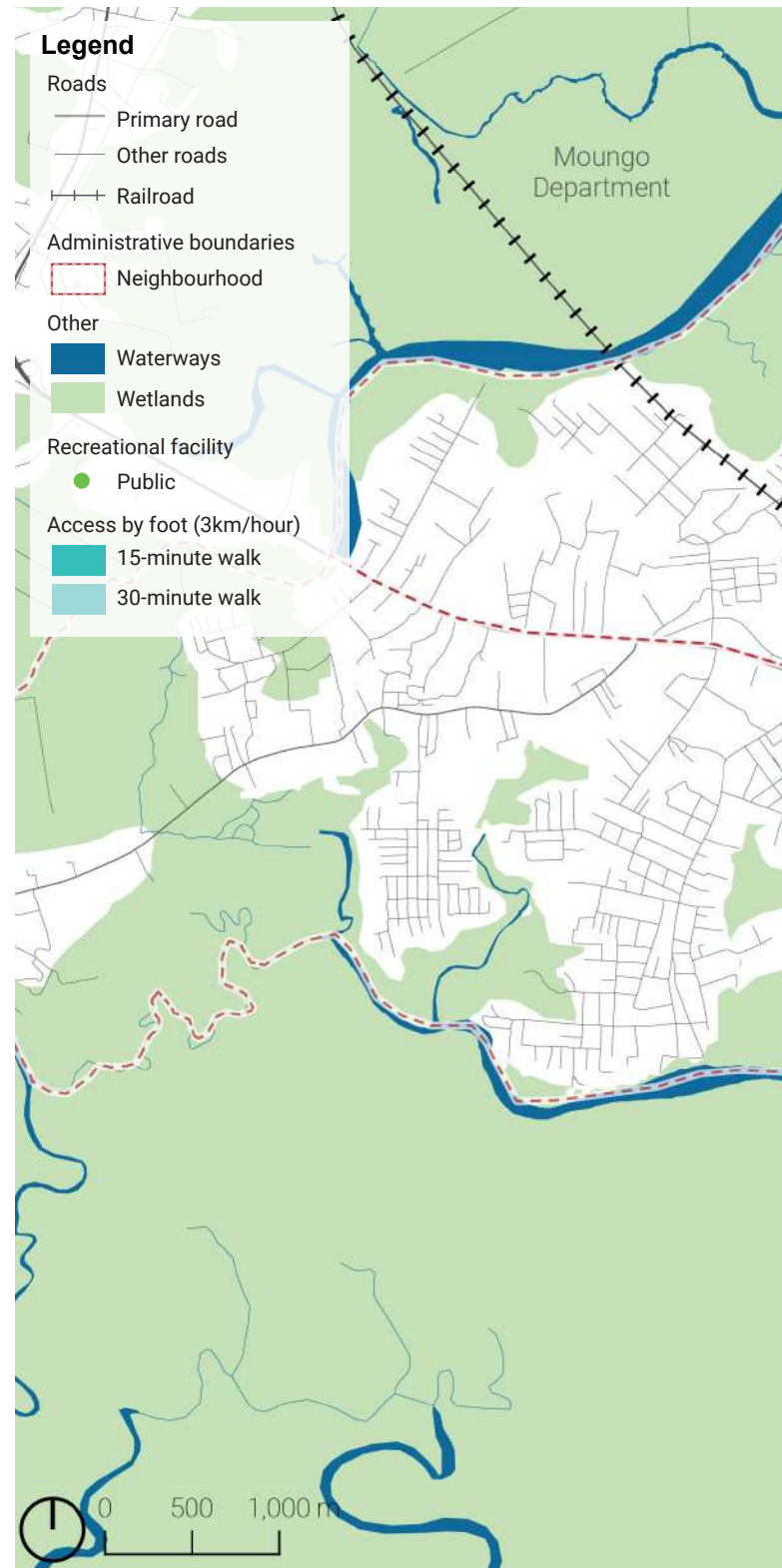


Photo 14. A mixed-aged group of boys play football in Bonmikano
Source: UN-Habitat

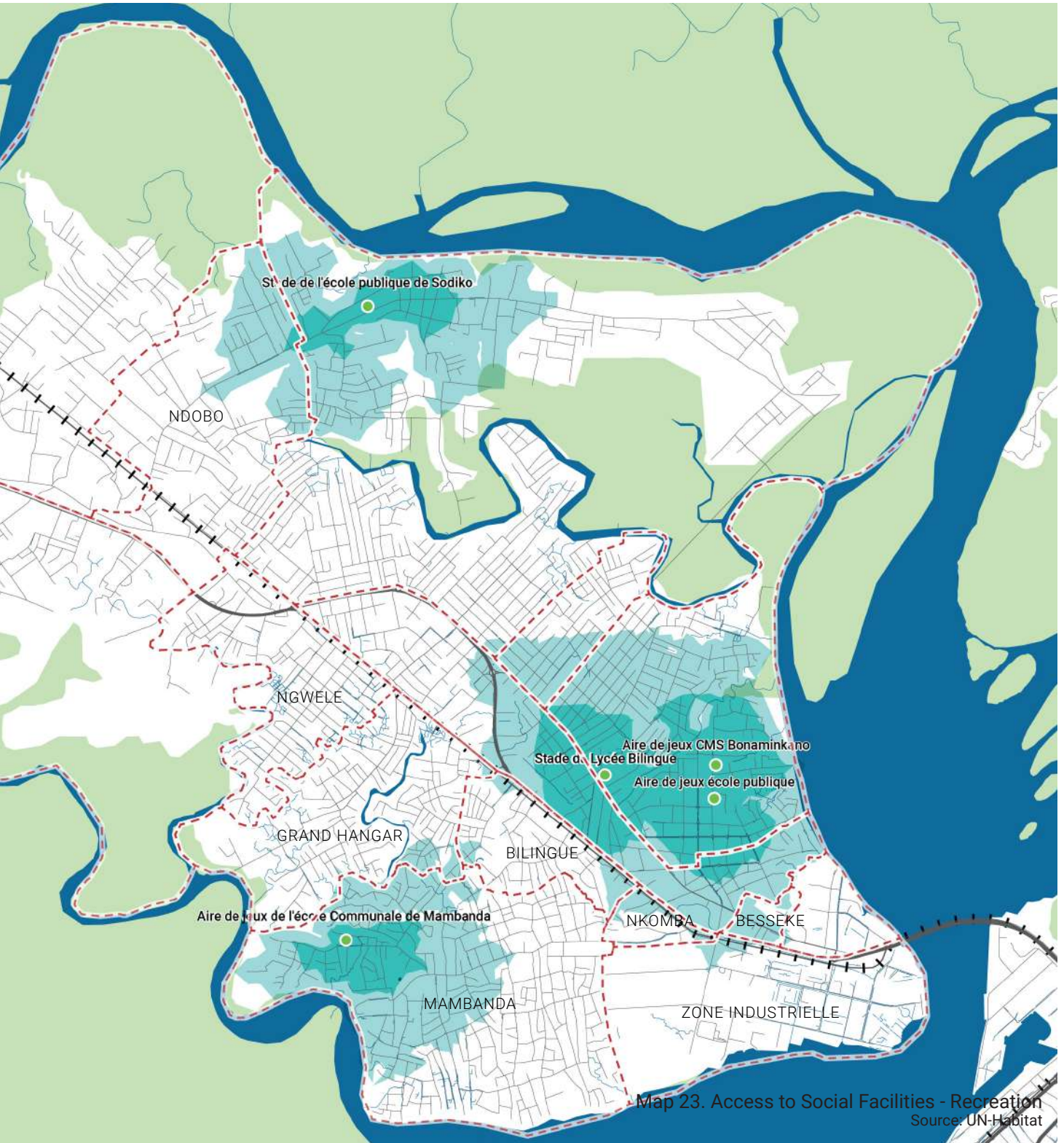


Photo 15. Ecole Communale de Mambanda - Public primary school of Mambanda and Douala 4
Source: UN-Habitat

Assesment of the investements and the financial strategy

The subdivision of Douala 4, created in 1987 is engaged in the implementation of a programme to improve the living conditions of the populations through public investments whose sources of financing are diverse: own funds, public-private partnership, transfers and endowments from the State, decentralised cooperation, syndicate of subdivisions (Douala Urban Community).

Planning and programming of public investments

The subdivision of Douala 4 does not have a Communal Development Plan. **The programming of local public investments is based on tools developed by the Douala Urban Community** (Douala Urban Master Plan for 2025; land use plan; Medium Term Expenditure Framework (MTEF), Medium Term Budgetary Framework (MTBF) and Programme Budget). The participation of Douala 4 is based on Campaign Plans, a post-COVID-19 local recovery plan and a project database indicating local investment priorities as well as annual budgets. Even if citizen representatives are consulted in the choice of public investments included in the budgets, participation remains weak and is not based on a mechanism with frequently animated tools.

Budgeting process

The Douala 4 Council continues to develop and implement **the budget of means** (Budget 2020, 2021, 2022). For the choice of investments, the team relies on the list of priorities identified in the neighbourhoods and villages as part of the participatory consultations led by the municipal executive. These priorities are translated into projects, then matured and integrated into the draft budget for those that fall under the subdivision's responsibility. Other projects on the maturation list are directed towards other actors (CUD, Ministries, TFPs) through budget conferences conducted at the regional level by MINEPAT services or through direct negotiation approaches. The subdivision's capacities in terms of maturing large-scale projects (major projects) remain weak.

Implementation and monitoring of public investments

The subdivision also have a **Communal Technical Committee to monitor the physical and financial execution of investments**, which is based on a multi-stakeholders composition that takes into account the participation of civil society. The awarding of contracts

is also based on a dedicated committee. At the level of the subdivision of Douala 4, these structures exist and are operational but do not work based on a Communal Procurement Plan, nor of monitoring open to citizen participation.

Territorial impact of public investments

In the subdivision of Douala 4 specifically, the database indicates 179 projects for an amount of 4,447,116,745 FCFA (6,779,586 €). Priority is given to projects in the transport sector (102), public services (32) and community amenities (20). Among the 179 projects identified, 29 projects have not been budgeted for. These include the project to build a gymnasium and Olympic swimming pool in Bonabéri (two hectares to be acquired), the project to build a modern bus station in Bonadalé - Dibombari, the project to modernise the Bodjongo - Mambanda market, the project to build a sports complex in Bonamatoumbe and Bonassama the project for the construction of a communal housing estate and a community healthcare centre, the project for the construction of a bridge from Sodiko to Bonadalé (50 metres), the project for the construction of a bridge linking Bonamatoumbe town to Bonamatoumbe village (100 metres), the project for the asphaltting of the roads from Bonedalé to Bonamatoumbe, the roads in the Bilingue neighbourhood and the project for the construction of drains.

The database underlines that **59 projects were carried out simultaneously in DAC 4** and other subdivisions of the city. These projects will have a simultaneous impact on the populations of Douala 4 and the other subdivisions of the city. The **public services and transport sectors** account for the largest number of these investments, with the transport sector receiving 54 per cent of the budget.

Mambanda in the investments in Douala 4

On the list of 365 projects, 27 projects are identified specifically in the Mambanda neighbourhood for a value of 476,600,299 FCFA or 726,572 € (of which 26 projects are led by the CAD4 and one by the CUD). Three are planned but not budgeted (transport and public services sector). A total of 49 projects recorded in the database are identified as being carried out both in the Mambanda neighbourhood and in other subdivisions, without much further detail. The estimated amount for this type of

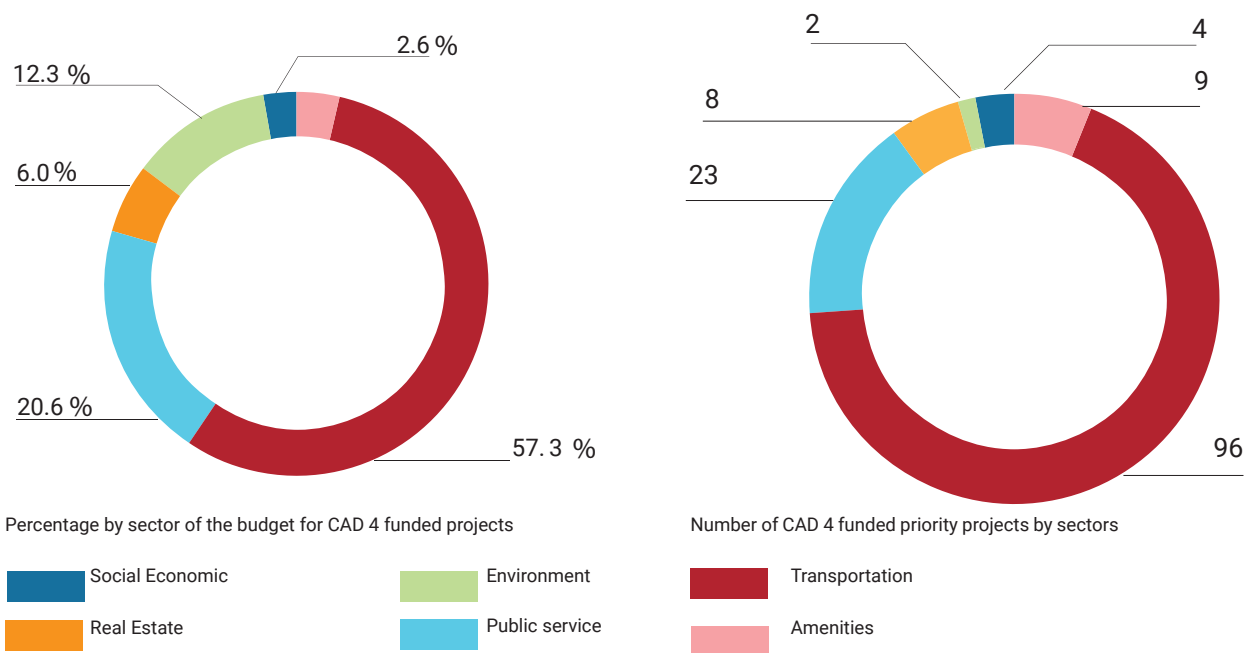


Fig. 28 Distribution of projects by sector and budget since 2015
Source: UN-Habitat

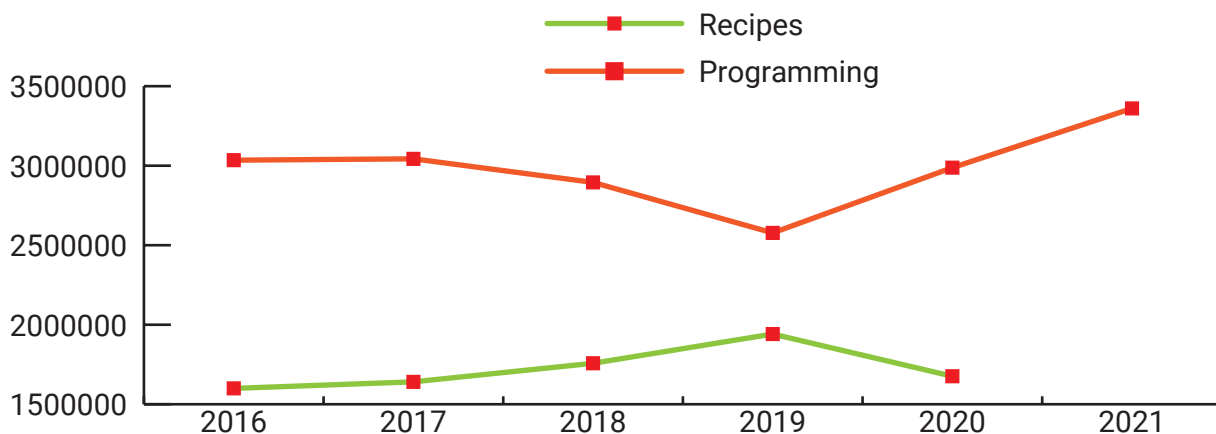


Fig. 29 Capacity of revenue mobilization by the CAD4
Source: UN-Habitat

investment is 13,717,065,112 FCFA (20,911,531 €), broken down by sector. The analysis also shows that **ten identified projects are not budgeted for**, such as: the project to asphalt the Aladji crossroads - Marché communal, the Mambanda market - Lycée Mambanda, the project to clean up the drainage networks in the neighbourhoods, the project to install solar-powered street lamps and the project to reforest the deguerpis areas, etc.

Financing strategy for infrastructure

For the subdivision of Douala 4, three types of sources are identified

- Local funds (local taxes and levies) in 2019, the revenue executed, carried in the last administrative account amounted to 577,945,713 FCFA (881,073 €). The budget forecast for this heading is 918,200,000 FCFA (1,399,787 €) for 2020 and 1,374,121,256 FCFA (2,094,834 €) for 2021;
- Transfers from the tax system from FEICOM (CAC) estimated at 350,000,000 FCFA (533,572 €) for 2020 and

400 000 000 FCFA (€609 796) for 2021. The executed receipts, entered in the 2020 and 2019 administrative accounts are respectively 328,113,070 FCFA (500,205 €) and 383,586,574 FCFA (584,774 €);

- Finally, the Technical and Financial Partners (UN-Habitat, UNICEF, etc.).

Prospects for the financing of offenders

Assessment of the revenue mobilisation capacities

Over the last five years, the budget programme of the subdivision of Douala 4 has been constant, with a budget of 1,990,656,010 FCFA (3,034,736 €) in 2016, compared to 1,996,162,701 FCFA (3,043,130 €) in 2017. In 2018, the budget was set at 1,899,000,000 FCFA (2,895,007 €). It is 1,690,700,000 FCFA (2,577,456 €) in 2019, 1,959,846,748 FCFA (2,987,767 €) in 2020 and 2,204,121,256 FCFA (3,360,161 €) in 2021. Moreover, over this same period, the subdivision has a implementation rate of less than 80 per cent. In 2016, this rate was 52.7 per cent (1,049,400,000 FCFA or 1,599,800 €), compared with 53.9 per cent in 2017 (1,076,323,602 FCFA or 1,640,845 €). In 2018, the implementation rate was 60.7 per cent (1,152,951,481 FCFA or 1,757,663 €), compared with 75.3 per cent in 2019 (1,273,554,157 FCFA or 1,941,521 €). In 2020, the implementation rate recorded is 56.1 per cent (1,099,384,175 FCFA or 1,676,000 €). It highlights the challenges inherent in the local tax system, which is marked by poor control of the tax base, poor analysis of the potential, the absence of a mobilisation plan and the inadequacy of the collection monitoring system.

Douala 4 concentrates headquarters of several companies, which is an asset for the improvement of tax revenues, but also the possibility of Public-Private Partnerships. The subdivision's tax base amounts to just over 400,000,000 FCFA (609,796 €). Based on the administrative accounts, the rate of mobilisation of tax revenue about the issuing of revenue orders is around an average of 94.45 per cent over 2019 and 2020. On analysis, the potential of the subdivision in terms of taxation can be improved through the updating of its collection system, taxpayer addressing and traceability for a real increase in revenue.

Furthermore, **the subdivision of Douala 4 has developed partnerships with several stakeholders**

who could provide support for the financing of certain activities.

The subdivision does not have financial marketing or partnership management strategies. As a result, the PNDP has begun to draw up the Communal Development Plan and the expenditure is made directly by the programme. Concerning GIZ, its support is ongoing and activities have not yet started. These investments will be made through the PRADEC (Programme d'appui au développement communal). In the case of UNICEF, discussions have been initiated with the subdivision, particularly to improve services for internally displaced persons and vulnerable population groups. UN-Habitat has provided funding to DAC 4 for awareness-raising activities against COVID 19 and has developed a support programme for IDPs. These resources are not indicated in the subdivision's budget.

Organisation of expenditure and investment capacity

Over the last five years (2016-2020), the subdivision of Douala 4 has spent a total of 4,954,199,613 FCFA (7,552,629 €) with a concentration of expenditure in administrative and logistical operations of 85 per cent (4,257,289,149 FCFA / 6,481,049 €).

According to the data from the last five administrative accounts, in terms of investments, the subdivision spent 702,910,464 FCFA (1,071,580 €) with a concentration on the line "other tangible fixed assets" six per cent (290,722,961 FCFA / 443,204 €). This indicates the subdivision's weak capacity in this area and its dependence on partners and the State.

Investment forecasts (2016-2020)

Based on the data, in terms of actual implementation, the rate actually implemented in 2020 is 67.59 per cent (157,389,450 FCFA or 239,939 €), compared with 43.60 per cent (135,765,654 FCFA or 206,973 €) in 2019. This analysis underlines **the difficulties of the system and the many challenges of maturation, but also the limited capacities that plague the public investment management system** as a whole and more specifically the capacities of contracting and procurement.

Investment needs in DAC 4 for the coming years

According to 365 projects identified, 74 projects are specifically intended for the subdivision of Douala.

- Douala Urban Community: seven projects for a value

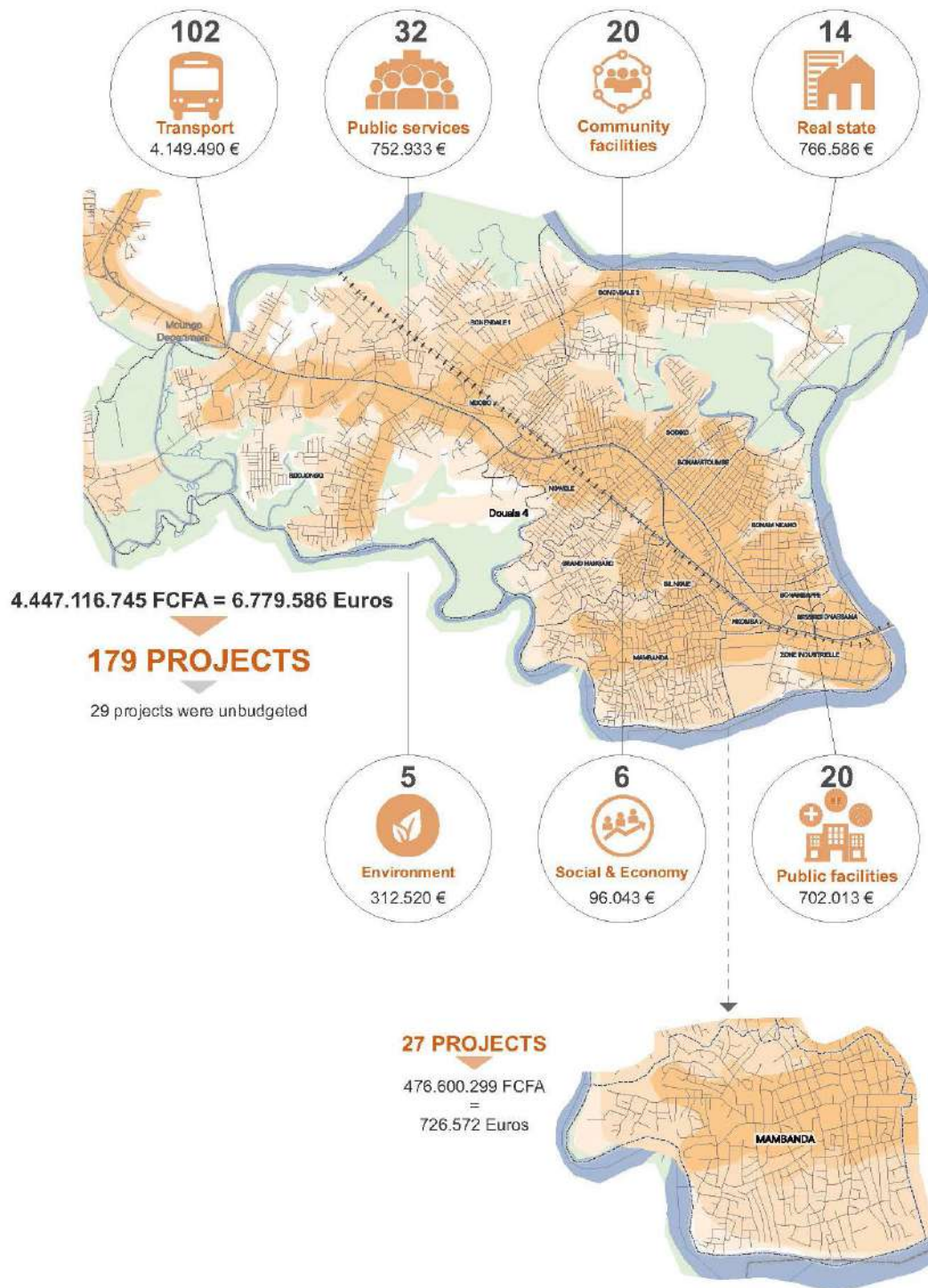


Fig. 30 Summary of projects by sector budgeted and not budgeted
Source: UN-Habitat

of 400,000,000 FCFA or 609,796 € (six projects from the PDU do not have a budget);

- Subdivision of Douala 4: 32 projects for a value of 17,462,560,374 FCFA (26,621,502 €) of which several are just planned (19 projects do not have a budget);
- State of Cameroon through the BIP: 25 projects valued at 1,087,715,331,915 FCFA (€16,58,211,334).
- UN-Habitat: eight projects from the recovery plan whose value has not been assessed.

For the year 2022, a list of mature projects in the subdivision Douala 4 worth 611,000,000 FCFA

(931,463 €) has been drawn up. It takes into account projects in the sectors of public services (water as a priority), real estate (land acquisition), transport (roads), and amenities (construction of nursery and primary schools, etc.). The subdivision plans to carry out these projects via the Public Investment Budget. The aim is to advocate for the integration of these projects into the budget of the sectoral ministries. However, in addition to external sources, the subdivision can use the fiscal potential to contribute to the implementation of these priorities.

04

**NEIGHBOURHOOD CONTEXT
MAMBANDA**

Mambanda as a Pilot Neighbourhood

Mambanda was selected as a pilot neighbourhood within the UPIMC programme due to the many critical urban development challenges centred in the neighbourhood. In addition to being **predominantly informal, it is almost three times more populous than other neighbourhoods in Douala 4 and serves as a primary destination for IDPs** in Douala. Other key challenges include:

- **Limited access and mobility** to and from the neighbourhood. In effect, Mambanda is isolated from the rest of Douala 4 and therefore the city of Douala;
- The availability of **housing is insufficient**. Available accommodation are in bad condition. Usually, multiple people are packed into one room to sleep in;
- **Very high flood risk**. Douala's rainy season lasts five months out of the year, during which time Douala receives up to 468 millimetres in one month. In an average year, Douala receives approximately 3,174 millimetres. As heavier and less predictable precipitation is expected due to the impacts of climate change, the neighbourhood will likely experience more frequent and severe flooding;
- **Heavy pollution**. Poor waste management combined with little oversight of industrial activities has resulted in severe water, soil and air pollution;
- **Lack of urban basic services**. To access services, residents choose risky informal systems for electricity and water and illegal dumping ;
- **Shortage of social facilities**. Public schools, training facilities and healthcare centres are extremely limited. To compensate for these major gaps, the private sector has built up a private ecosystem of services; however, these are cost-prohibitive to most residents in Mambanda.

Mambanda is a **point of arrival for IDPs from the North-West and South-West Regions affected by the Anglophone crisis**. IDPs have been settling in Mambanda since the crisis began in 2016. Informal interviews with residents in the neighbourhood suggest that IDPs will find initial refuge in Mambanda before seeking more job prospects and better living conditions in other neighbourhoods or subdivisions of the city. The main challenges raised by IDPs are depicted in the

diagram below. In order of urgency, they include: urban infrastructure and income/jobs, access to housing, access to health centres and urban basic services, environment, and access to school facilities.

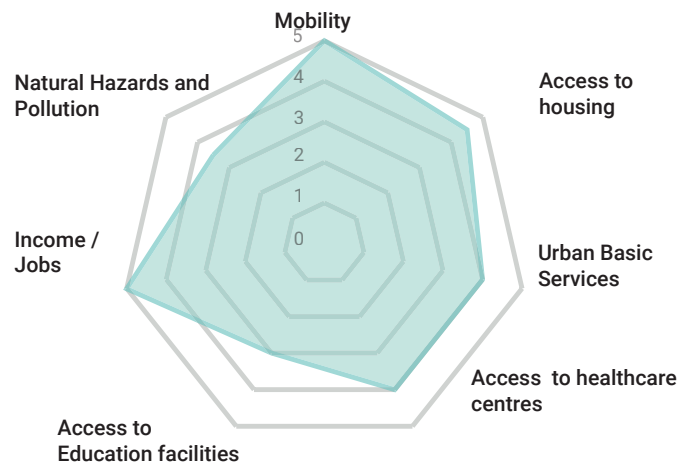


Fig. 31 Urban challenges reported by IDP representatives
Source: UN-Habitat

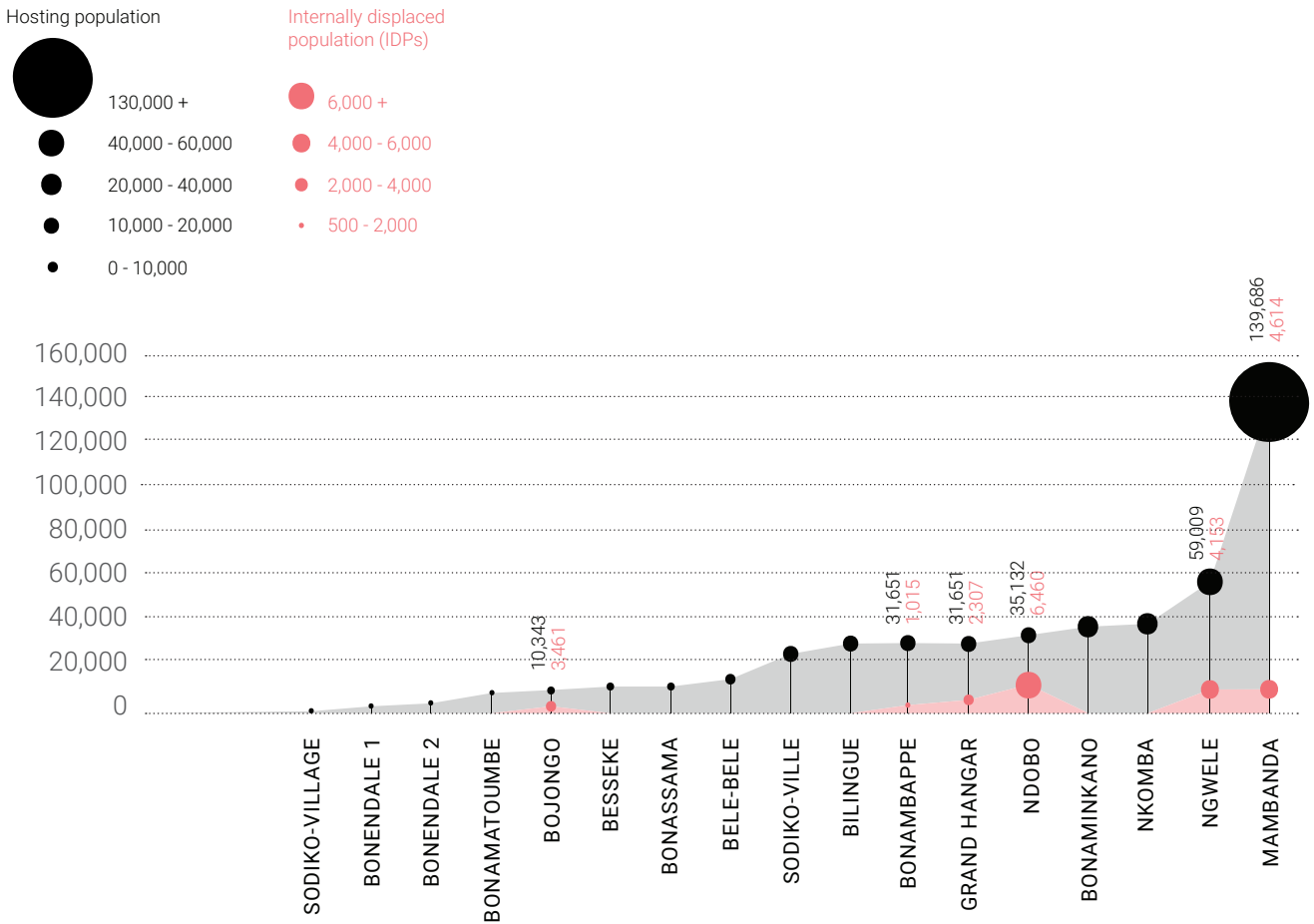


Fig. 32 2021 hosting population and IDP population estimates for neighbourhoods in Douala 4 *
Source: UN-Habitat

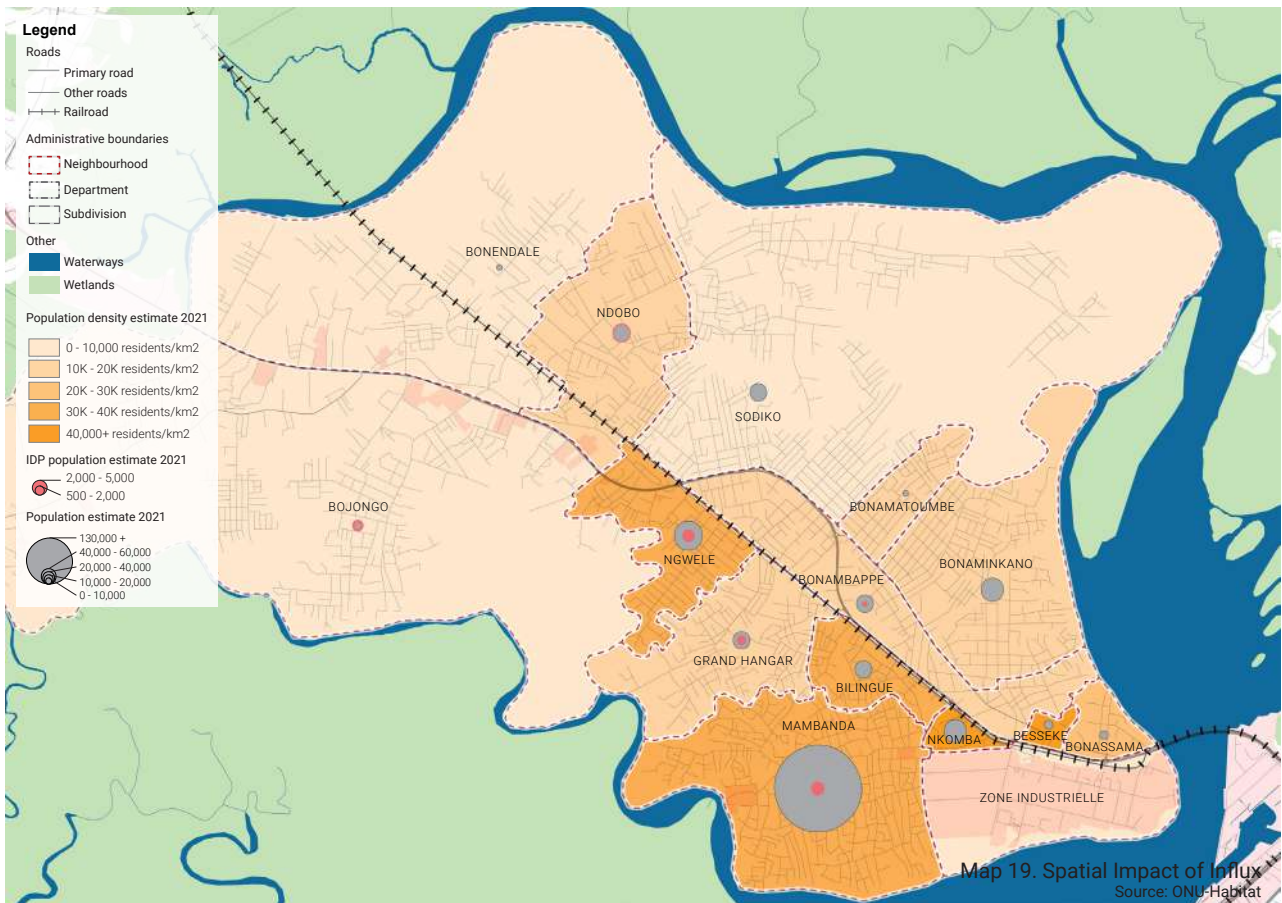


Fig. 33 Population density of neighbourhoods in Douala, with Mambanda having an estimated population density of 31,461 people/km²
Source: UN-Habitat

* The population census carried out by different sources (WB, OCHA, INS) is based on the official administrative neighbourhood boundaries, currently questioned by the CAD 4.

Spatial Impact of Influx

Demographic trends

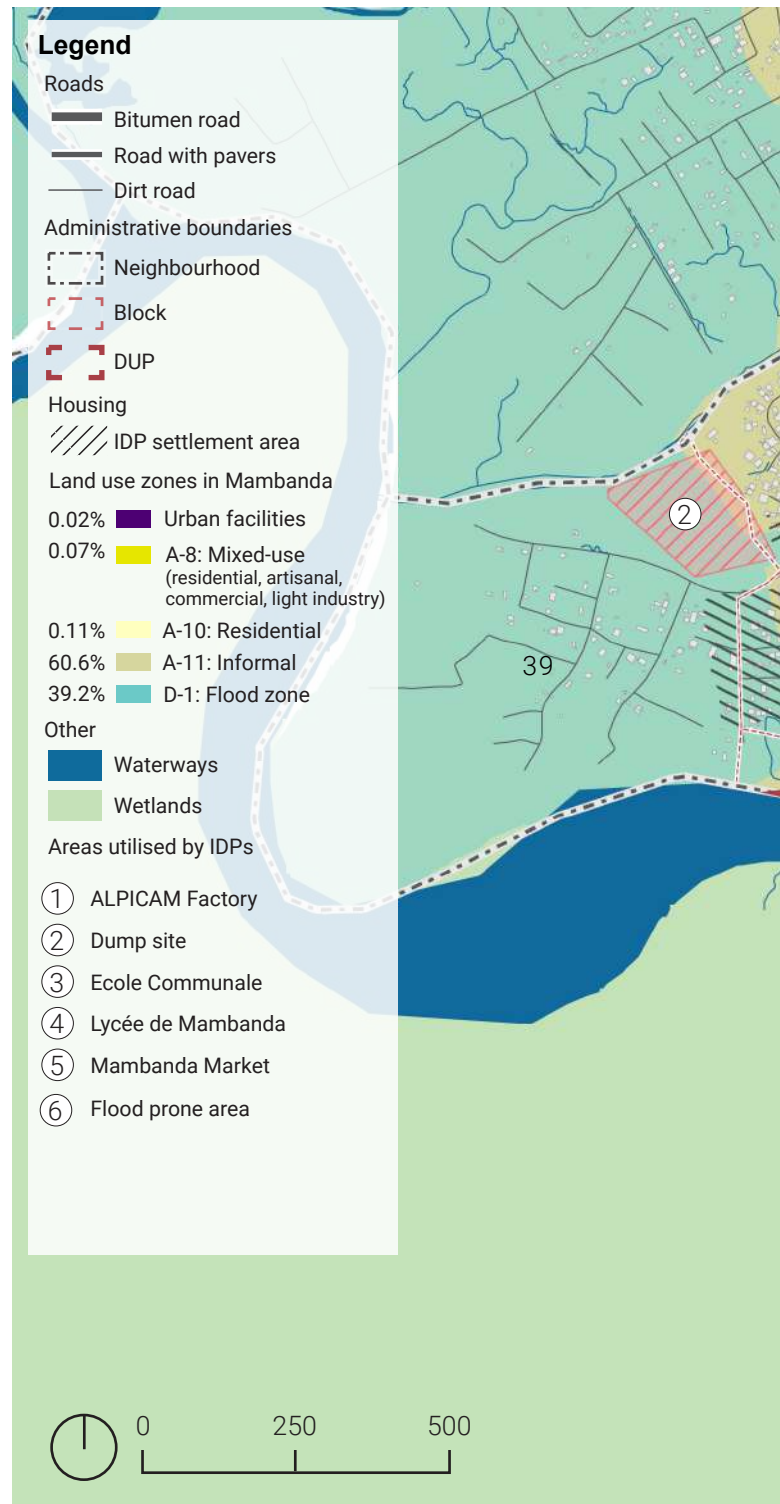
Mambanda has the largest population in Douala 4, making up close to one-third of the subdivision's estimated total population in 2021.⁶⁹ The population is estimated to have increased by close to 40 per cent in six years (between 2015 and 2021). IDPs are estimated to account for approximately 3.3 per cent of the population of Mambanda. According to IDP representatives, the average age of IDPs living in Mambanda is around 25 years. Although Nkomba, Besseke, Bilingue and Ngwele are higher density than Mambanda, the neighbourhood is still dense (31,461 p/km²) comparing to the average (regarder la densité Moyenne) .

The majority of the population is distributed near the main axis and only asphalt road in Mambanda (leading to the Alpicam factory). Satellite imagery clearly shows the strong tendency for residents to build closer to this road and Mambanda Market than in more flood-prone areas of the neighbourhood closer to the banks of the Wouri River.

IDPs settlement

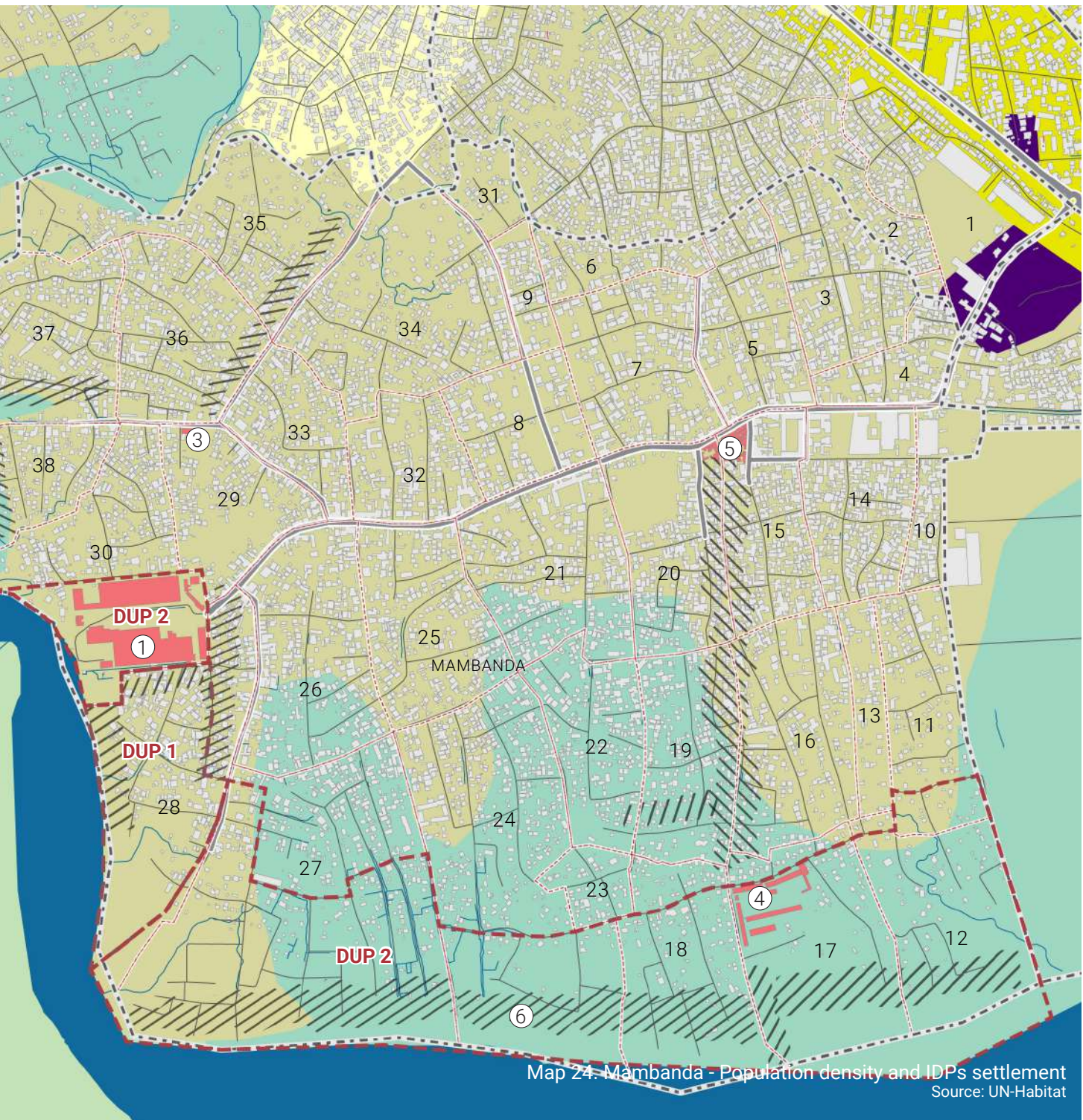
IDPs tend to live either with their families, or (if they do not have families living in the neighbourhood), with other IDPs coming from the same village or region. The location of their settlement is explained by various factors, including:

- **Affordable or no rent.** Wetland zones where rent is not collected and there is less competition for land are often seemingly attractive places for IDPs to settle. Fishing and other water-related activities are capitalized on in these zones. There is also an undeveloped field of land adjacent to the site used as a garbage dump in Block 39 where IDPs have settled, as well as North-East of the dump site in more isolated blocks (35-36) along with one of the paved roads.
- **Proximity to economic attractors.** A few settlements have developed around the Alpicam factory or small centralities along roads (shops, roadside cafes). These more central locations allow IDPs better access to jobs and mobility. Nevertheless, this housing is not affordable for all IDPs and most will settle where jobs are available and/or communal living is an option that reduces the cost of the rent.
- **Proximity to social facilities.** IDPs have also



settled around the two public school campuses in Mambanda – École Communale and Lycée de Mambanda. The school grounds are located close to the main road and paved roads as well as economic centres in Mambanda. Locating near social facilities also permits connection to water and electricity networks.

- The declaration of Public Utility notified on 28 March 2022 aims for the entire area of the Mambanda neighbourhood shoreline, i.e. 96 ha which will be used for the development of the port area. This area is home to displaced people who have found refuge in these non-constructible zones, public facilities (Mambanda high school), and the Alpicam



company, a source of employment and income. Regarding the DUP, evictions are planned which will conduct population movement toward other neighbourhoods and increase their precariousness.

Gender issues

Most internally displaced women find job opportunities in the informal sector to financially support their households. They are often requested to do manual work (cleaning) at a cheap price, or they sell food products at the market. Decreasing economic means and destruction of the social safety net increased the prostitution and survival sex of women and girls (OCHA,

2021). Prostitution of adolescent girls has become a major issue in Douala 4 and Mambanda. Due to a lack of means, these young women do not have access to education — many of them have become pregnant and remain without sufficient income. Women, primarily working in informal, low-wage activities that are highly prone to disruption during public health emergencies, have been particularly affected by the crisis following the COVID-19 pandemic. The crisis has highlighted that female-headed households are more vulnerable than male-headed households. Therefore, IDPs in Mambanda are particularly at risk as a majority of them are women and children.



Photo 16. Wooden "case" housing accomodating IDPs near the banks of the Wouri River
Source: UN-Habitat



Photo 17. Shared IDP housing near the Lycée de Mambanda
Source: UN-Habitat

Accessibility & Mobility

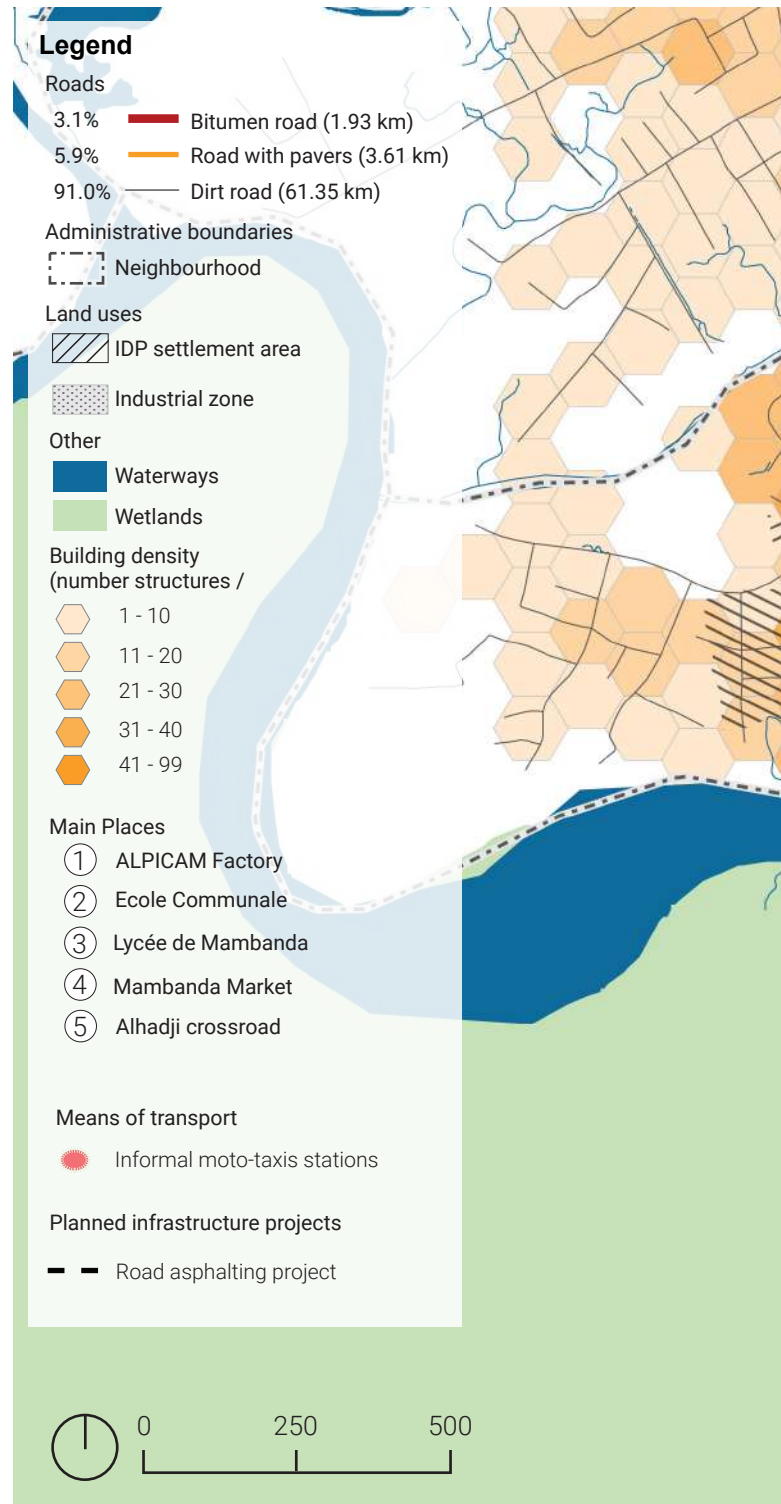
The neighbourhood of Mambanda is relatively isolated due to extremely limited connectivity to and from other neighbourhoods. The neighbourhood is **connected to the rest of Douala 4 through only one asphalt road**. This main road connects to a few other roads lined with pavers (to allow rainwater to percolate into the water table below) that lead to commercial centres and public facilities, such as l'École Communale. Most residents commute to other neighbourhoods by shared taxi or moto-taxi. However, this is not economical for the majority of the population as the price of one-way transit in a shared taxi between Mambanda and Douala 4's city centre is 250 FCFA, whereas the average monthly wage in Douala 4 is 36,000 FCFA, meaning that **a one-way trip costs over 1/5 of an average daily wage**.

In the neighbourhood, the current road network is not well developed, which makes physical access to schools, healthcare facilities and job opportunities. Only 5.54 kilometres of roads are asphalted or paved out of a total of 61.35 kilometres. **The rest of the roads are dirt, meaning that most of the year they are muddy or impassable due to heavy rain. Therefore, mobility is difficult and often dangerous** due to the slippery conditions. According to IDP representatives, there are two main means of transport – bicycling and walking – yet there is no differentiation between lanes for motorized vehicles and pedestrians or bicycles, increasing impacts of pollution (i.e. inhaled particulates for pedestrians and cyclists), and safety risks.

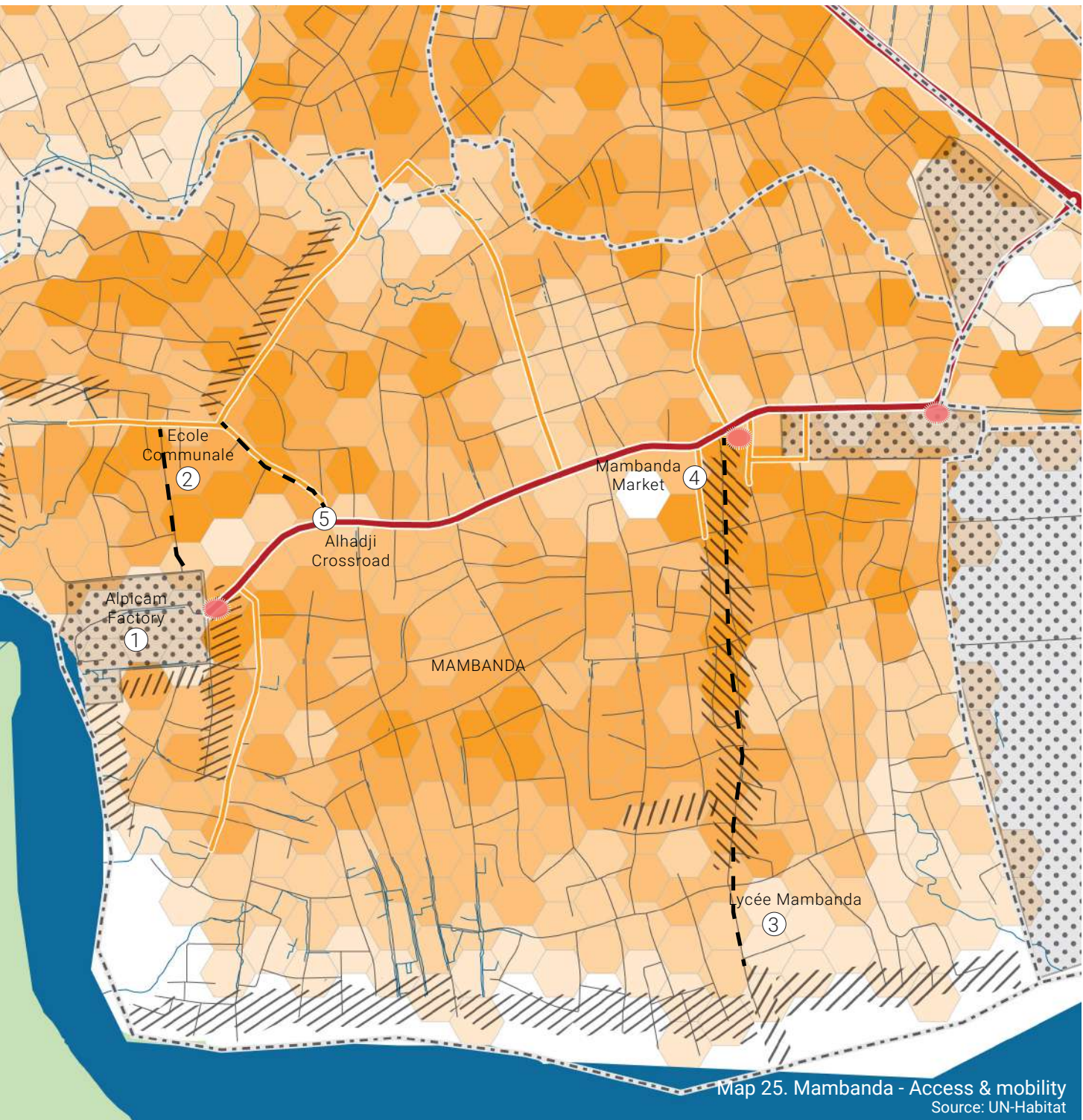
For those who can afford moto-taxis, informal stations are positioned strategically along the main road, including at the intersection of Mambanda Market and the road leading to the Lycée de Mambanda; at the entrance of the market; and at the end of the main road next to Alpicam Factory. IDPs walk or bicycle along the main road when moto-taxis are unavailable or too expensive.

Private companies (e.g. Alpicam), schools and healthcare centres offer minibuses to accommodate their respective parties.

The subdivision of Douala 4 and the Communauté Urbaine de Douala (CUD) plan to asphalt the roads leading to the Lycée de Mambanda, Alhadji crossroad,



École Communale and the John White intersection by the end of the current Mayor's term.



MEANS OF TRANSPORT	WITHIN MAMBANDA	WITHIN DOUALA 4	FROM MAMBANDA TO THE CITY CENTRE OF DOUALA
Moto-taxi	100- 500 FCFA (according to the distance)	Up to 1000 FCFA	>1000 FCFA
Shared taxi	N/A - no taxis are able to go inside the neighbourhood due the condition of the roads	Up to 250 FCFA	Without regulations, clients have to negotiate the price
Public Transport provided by subdivision	N/A	?	Shared Taxi+ Bus

Table 6. Prices for the different types of transport within Mambanda, Douala and from Mambanda to the city centre of Douala
Source: UN-Habitat



Photo 18. Private companies or schools often have their own private means of transporting such as lorries and vans
Source: UN-Habitat



Photo 19. One of the secondary roads in Mambanda, paved with semi-permeable paving materials
Source: UN-Habitat



Photo 20. To cross flooded roads, wooden boards are used as makeshift mini-bridges
Source: UN-Habitat



Photo 21. Typical block sizes in Mambanda are quite large. In order to move between houses, narrow lanes have been constructed
Source: UN-Habitat



Photo 22. Most roads in Mambanda are unpaved. Due to heavy rainfall throughout the year, access on these roads can be challenging
Source: UN-Habitat



Photo 23. Despite the neighbourhood's position along the Wouri, water transport is mostly limited to fishing activities
Source: UN-Habitat

Water Supply & Electricity

Urban services are not equally distributed across all 39 blocks of Mambanda. There are geographical disparities, with many challenges (limited accessibility, flooding, poor drinking water supply, informal connectivity to the electricity network) concentrated in areas along the banks of the Wouri River. **Residential areas with the best service provisions are located along the main road.** Mambanda has very few basic services compared to neighbourhoods North of l'Ancien route.

Access to electricity and drinking water in areas where municipal connectivity to services is limited (e.g. block 39 and blocks along the riverbank), is provided by unauthorized connections to main networks. Households connected to the main network will supply households with access to water and electricity through "spider's network" connections in exchange for payment.

Drinking water

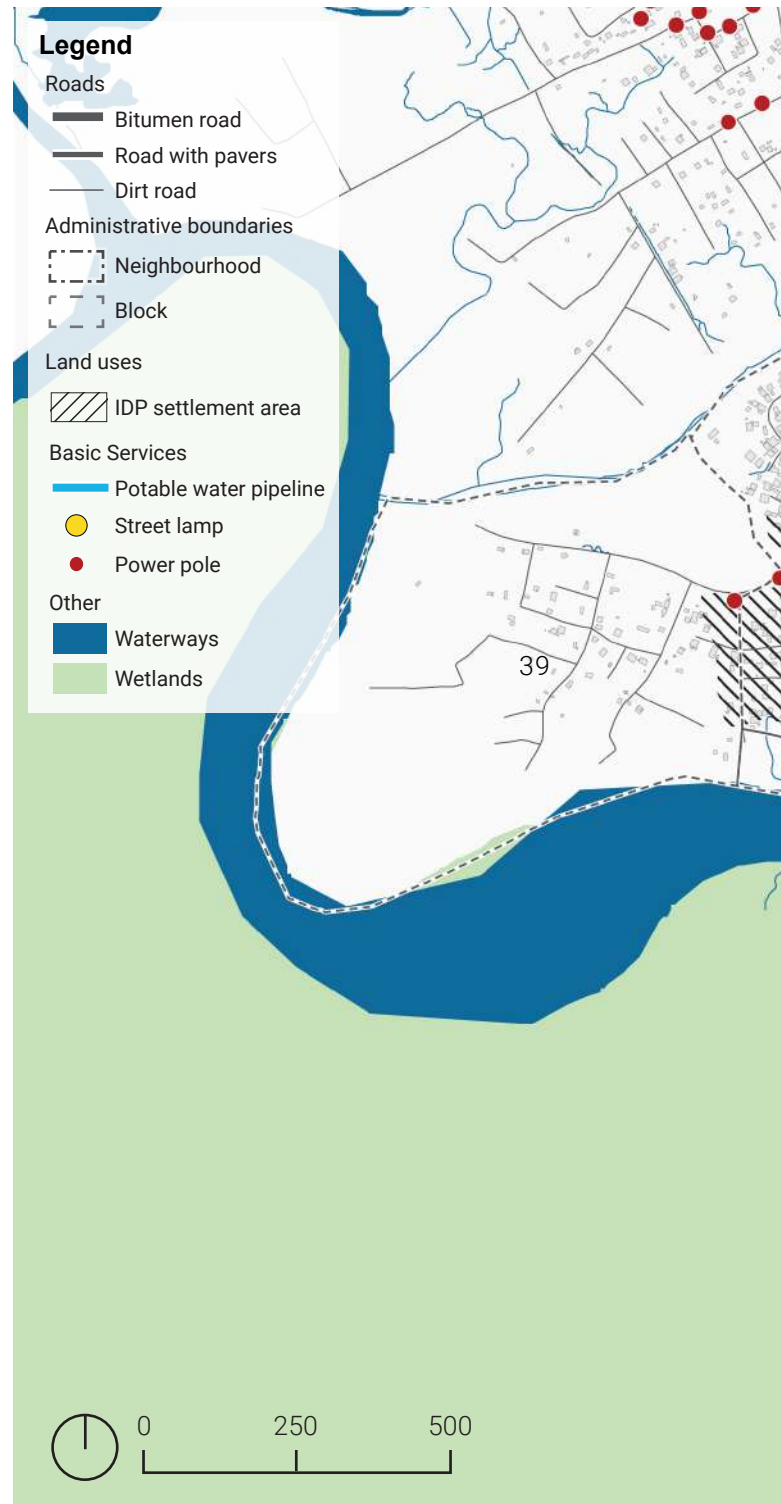
Mambanda's drinking water supply network is managed by CAMWATER. However, access is limited to a very small proportion of households along the main road, due to the limited extension of the network on the site as shown on the map.

Blocks, where access to drinking water is limited, are mainly located in the Southern zone at the water's edge. These include blocks 12, 17, 18, 23, 24, 27, 28, 30, 38 and 39. To compensate for this lack of drinking water, residents rely on alternative solutions such as:

- Unauthorized connection to the main network;
- Construction of boreholes and water wells. Water from these wells is untreated and potentially polluted due to leaching from industrial activities in the area and untreated waste;
- Buying water from a neighbour who has a legal connection or a well. 20 litres of water costs an average of 25 FCFA.

The supply of drinking water available in the neighbourhood is insufficient to meet the minimum quantity of water necessary to satisfy a person's daily needs (drinking, cooking, hygiene, etc.), which is recommended at 20 litres according to the WHO and UNICEF.

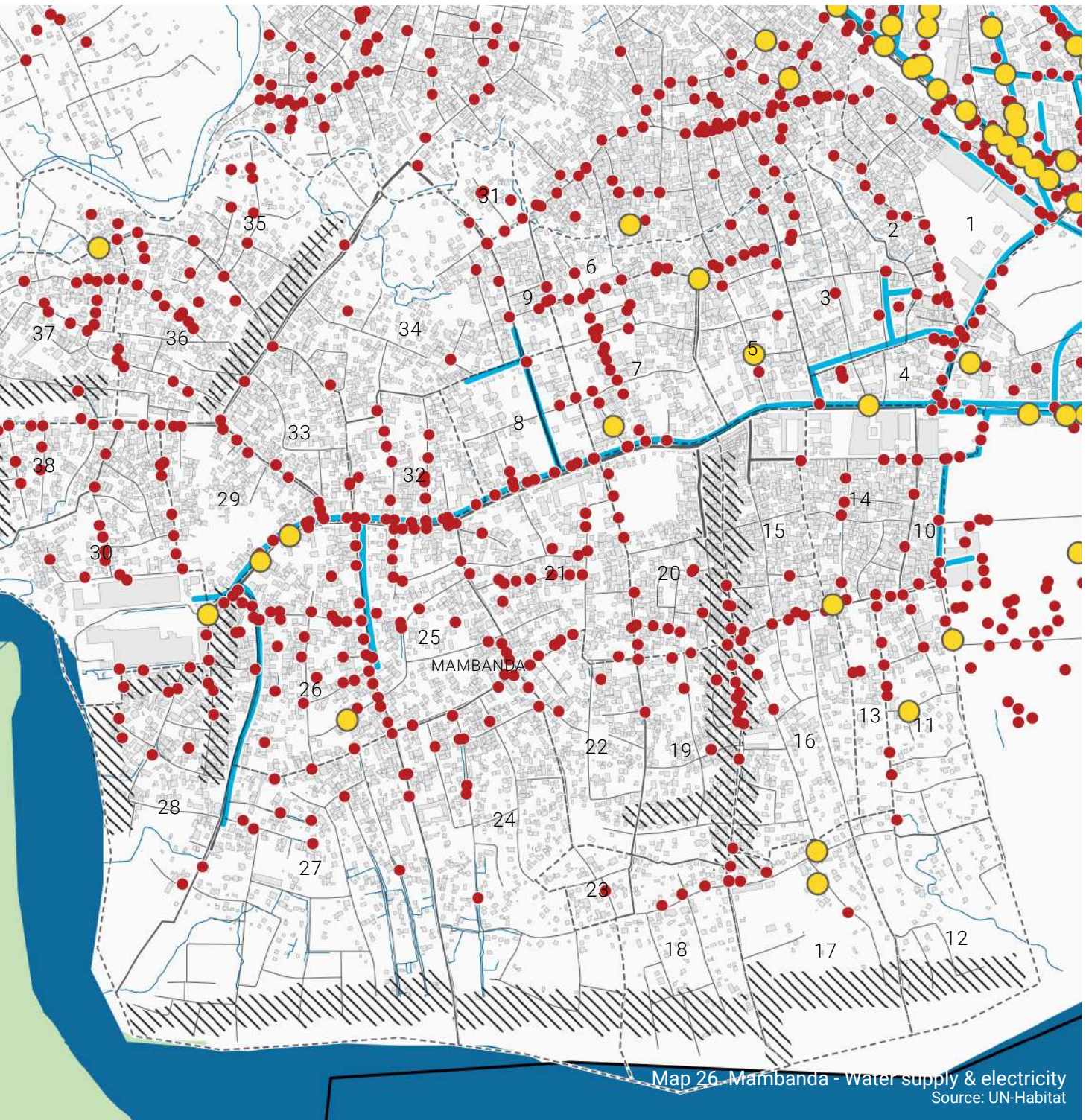
An extension of the drinking water network is underway



through a partnership between FEICOM, CAMWATER and the subdivision of Douala 4. This project aims to extend the water network to the edge of the river, i.e. about 500 metres from the Mambanda chiefdom.

Electricity

Cameroon's statewide electricity distribution company, ENEO, supplies electricity to Mambanda. The company's presence in the neighbourhood is evidenced by electric poles set up along a few of the main roads in the neighbourhood. However, this network does not sufficiently cover all electricity needs. Blocks 8,



32-34 located along the Wouri River are particularly underserved. In these areas, communities rely on using **gasoline, diesel, natural gas, or propane for power generators, and commonly use wood for cooking.** These energy sources not only contribute to greenhouse gas emissions and air pollution but also put pressure on the local ecosystem as residents often rely on nearby mangroves as sources of wood. Informal connections (sub-distribution) to the main network are also common and often overload the network.

The rate of public lighting coverage in the neighbourhood is also extremely low – concentrated along the main asphalt road. De facto, this means that little economic activity is possible in the evenings and at night, and that community members working in other areas of the city need to return to Mambanda before nightfall, thus having shorter working days.

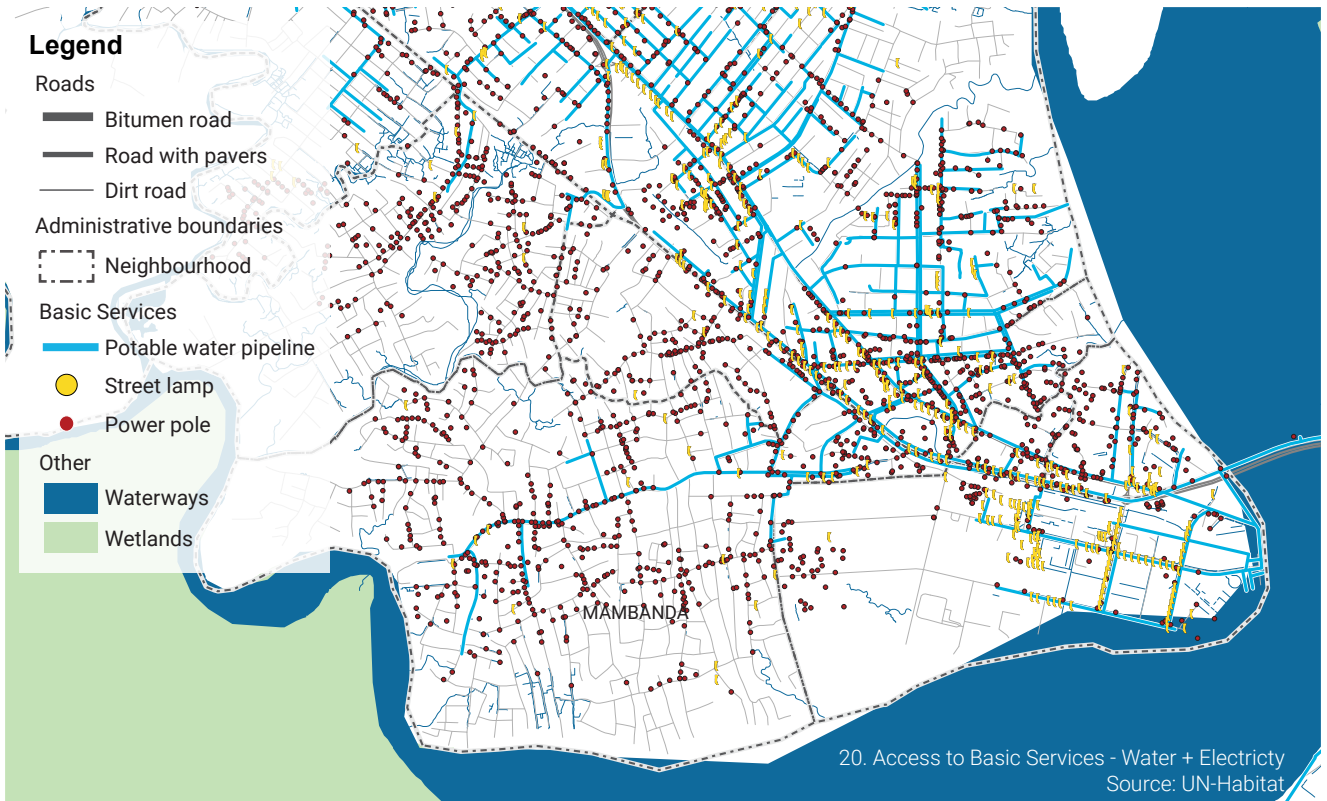
Power outages are also extremely problematic, with residents reporting several blackouts daily. Coupled with a dearth of street lighting, there is a collective feeling of insecurity, particularly for children, youth, and women.



Photo 24. Street lights and power poles in Mambanda
Source: UN-Habitat



Photo 25. Private water fountains from which water is often sold
Source: UN-Habitat

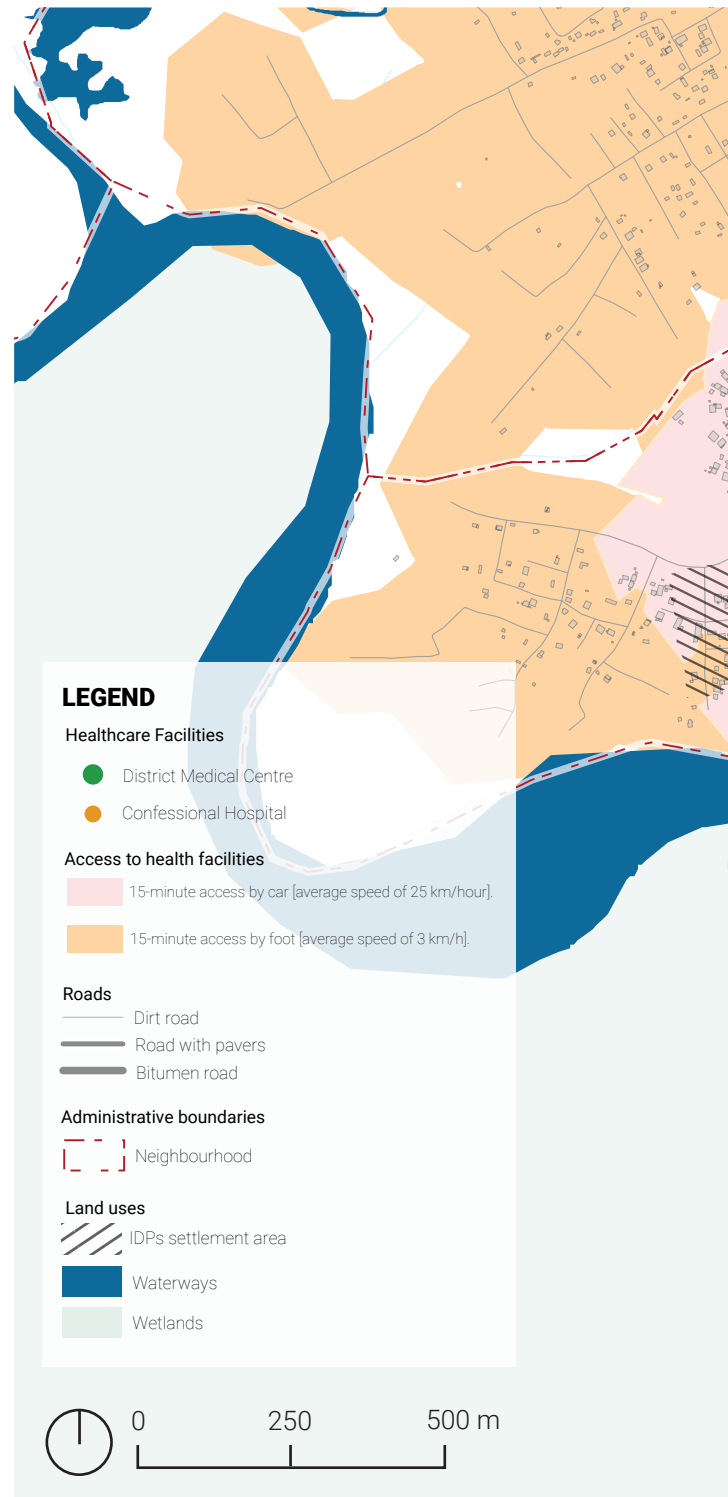


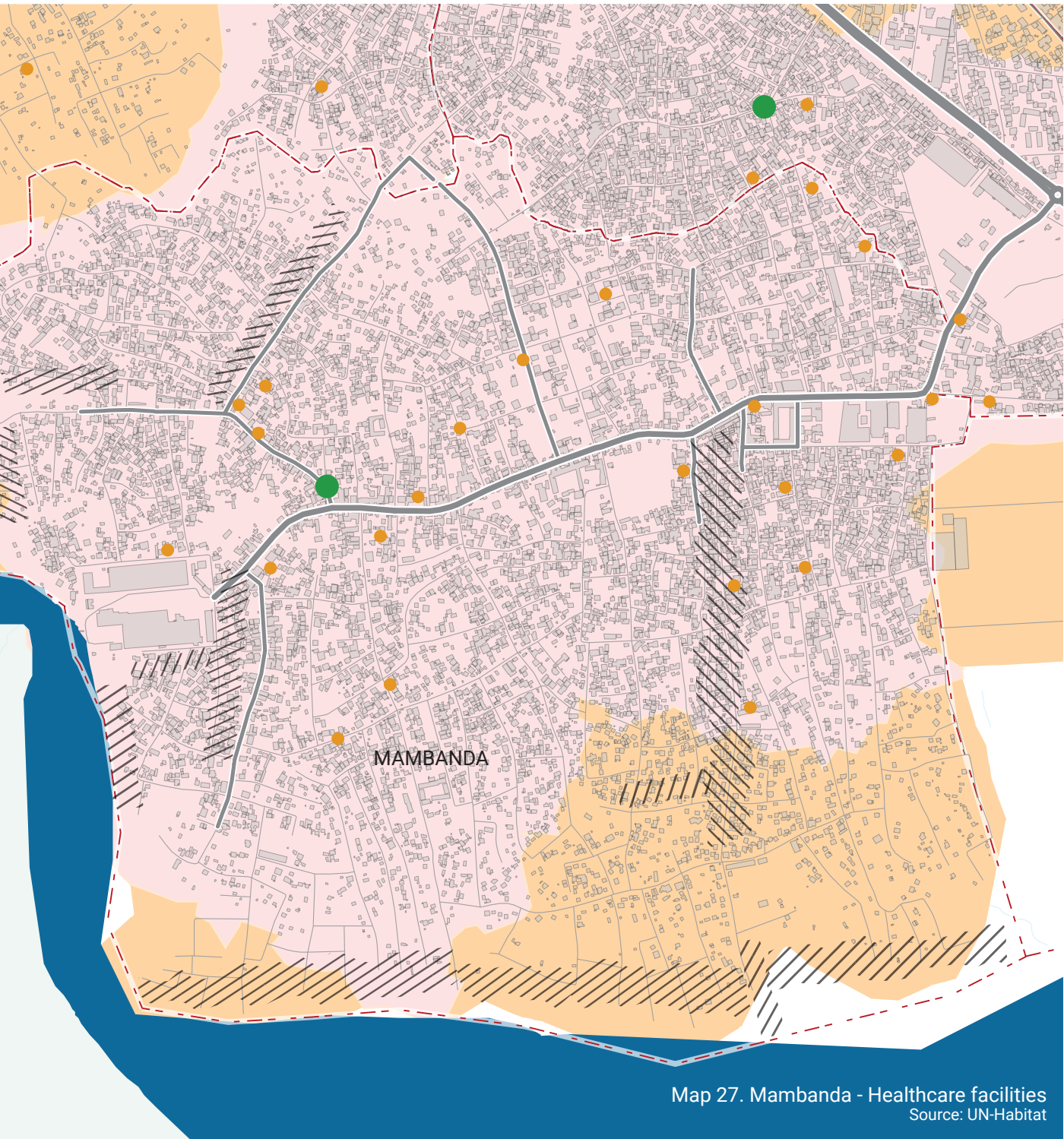
Healthcare Facilities

Mambanda lacks social facilities due to poor urban planning and regulation mechanisms. Despite rapid population growth and increased land used for housing, the development of schools and training facilities as well as healthcare centres, recreation centres and public open spaces have failed to keep pace. To compensate for this shortage, private structures have been built, particularly, private schools and small local healthcare clinics.

IDPs have access to social facilities. However, the lack of social facilities for all residents pushes them to turn to private facilities, straining their already depleted budgets and placing limits on their ability to access care when needed.

There are no **public hospitals within the administrative boundaries of Mambanda**. Nevertheless, the subdivision medical centre (CMA) of Bonassama is located just North of the neighbourhood along the Ancienne Route. There are also 12 registered private healthcare centres within Mambanda's boundaries. According to the Chief of Mambanda, each block also has at least one private health centre; however, **these have very few material resources and usually fail to meet the needs of the neighbourhood**. Moreover, health services are not free, with costs for examinations, treatments and medications prohibiting access for most economically disadvantaged and IDP families in Mambanda.





Map 27. Mambanda - Healthcare facilities
Source: UN-Habitat

Education Facilities

The Mambanda neighbourhood has **one primary public school, “École communale”, and one secondary school, “Lycée bilingue de Mambanda”**. Due to the rapid population growth in the neighbourhood, the capacity of these facilities is insufficient to respond to the needs of both hosting and IDP communities. Private schools such as Tonji College and Grace School have thus been built to help to meet education demands. The State launched a project to close these schools, which are not officially registered and whose teaching is not conformed with the rules of the profession. The bilingual high school of Mambanda is also at risk of closure because it is within the perimeter for the extension of port activities.

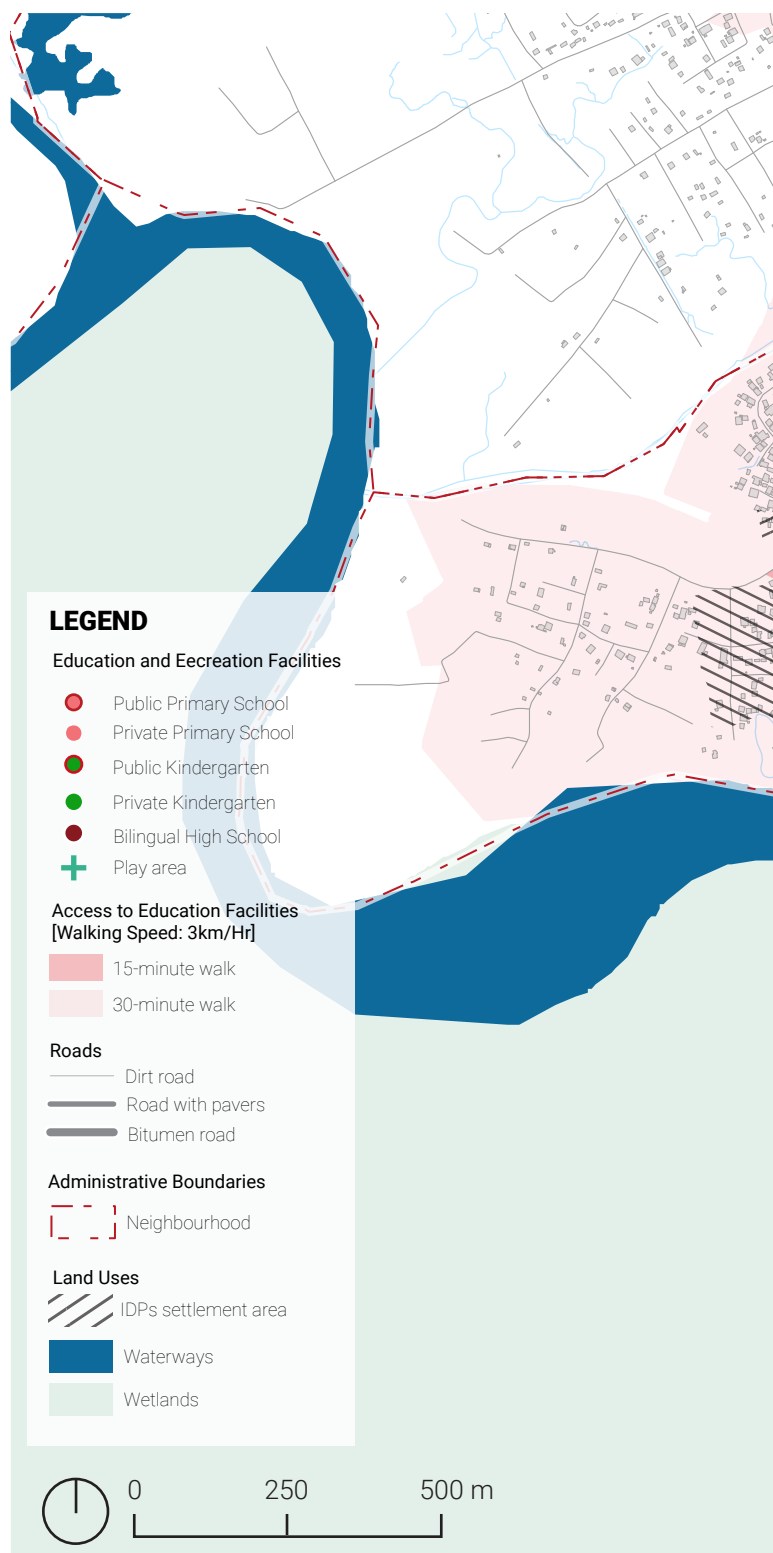
IDPs have access to public schools. However, the school enrolment rates for IDP children is low due to limited parental income and the cost of registration fees.

Given that the public school is not only far from where many IDPs live, but it is also at full capacity, many parents have no choice but to resort to high-cost private schools. Families with four or more children must often make the difficult choice to concentrate their limited financial resources to one child at the expense of others who would not receive the opportunity for education.

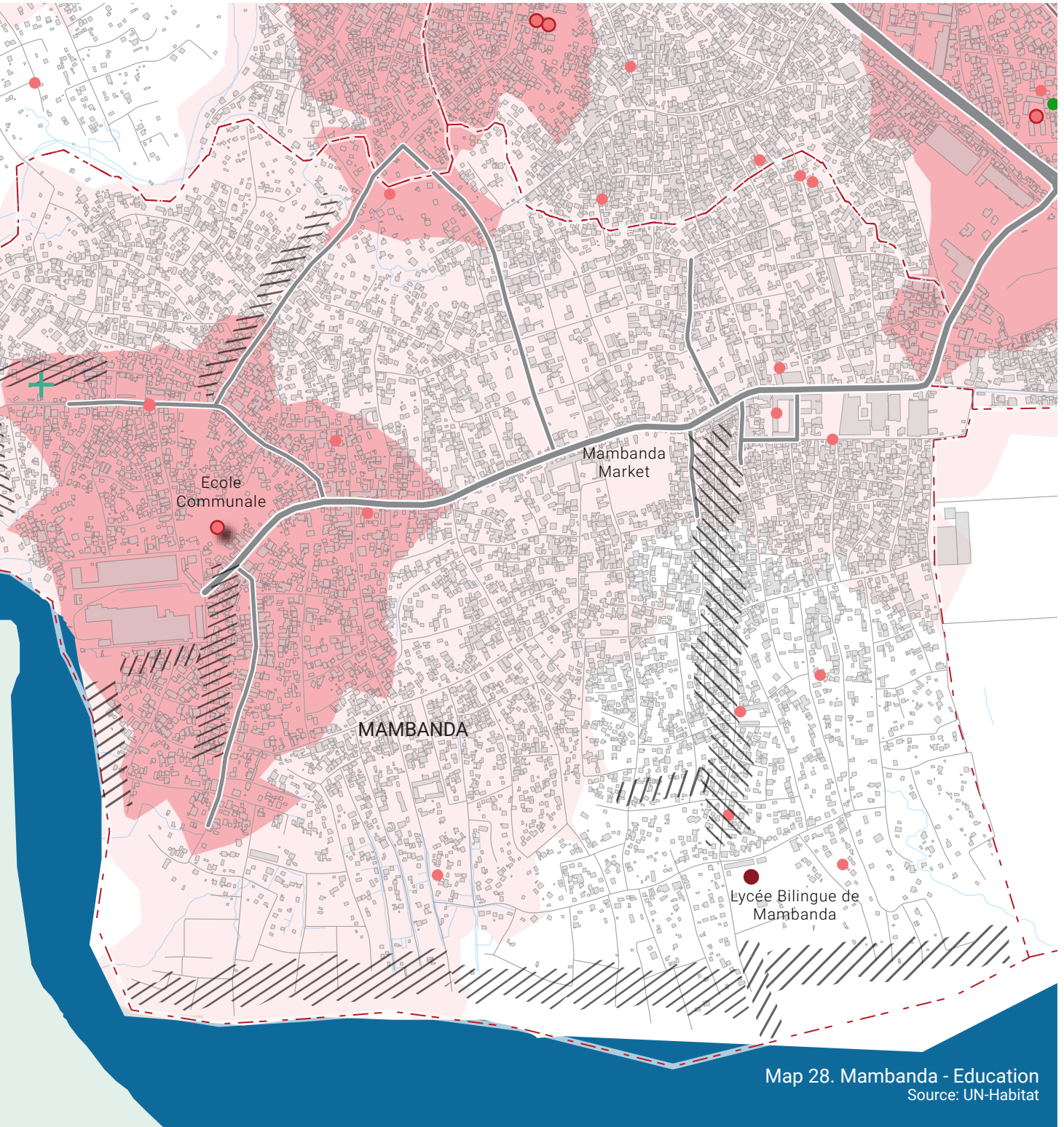
Recreation/ Social Spaces

The **Mambanda Market functions as a social space** for the hosting community and IDPs alike. It is the meeting point of choice for women in the community who spend time selling and buying goods while also exchanging news and updates on daily life. Rental space costs a monthly fee of 5,000 FCFA (USD 8) plus an additional communal tax of 100 FCFA per day (less than USD 1), or 3,000 FCFA (USD 5) per month.

A project to create a fruit market in blocks 27-28 and a new market at the Star intersection are planned. Given the lack of open and available land for building, the establishment of new facilities is generally quite difficult.



The courtyard of l'École Communale is the only available open space for recreation, but since it is flood-prone, it is not suitable for sports during most months of the year. Roadside cafés along the main road and neighbourhood bars function as other social spaces, allowing people to meet informally and, in many cases, help strengthen bonds between hosting and IDP communities.



Map 28. Mambanda - Education
Source: UN-Habitat



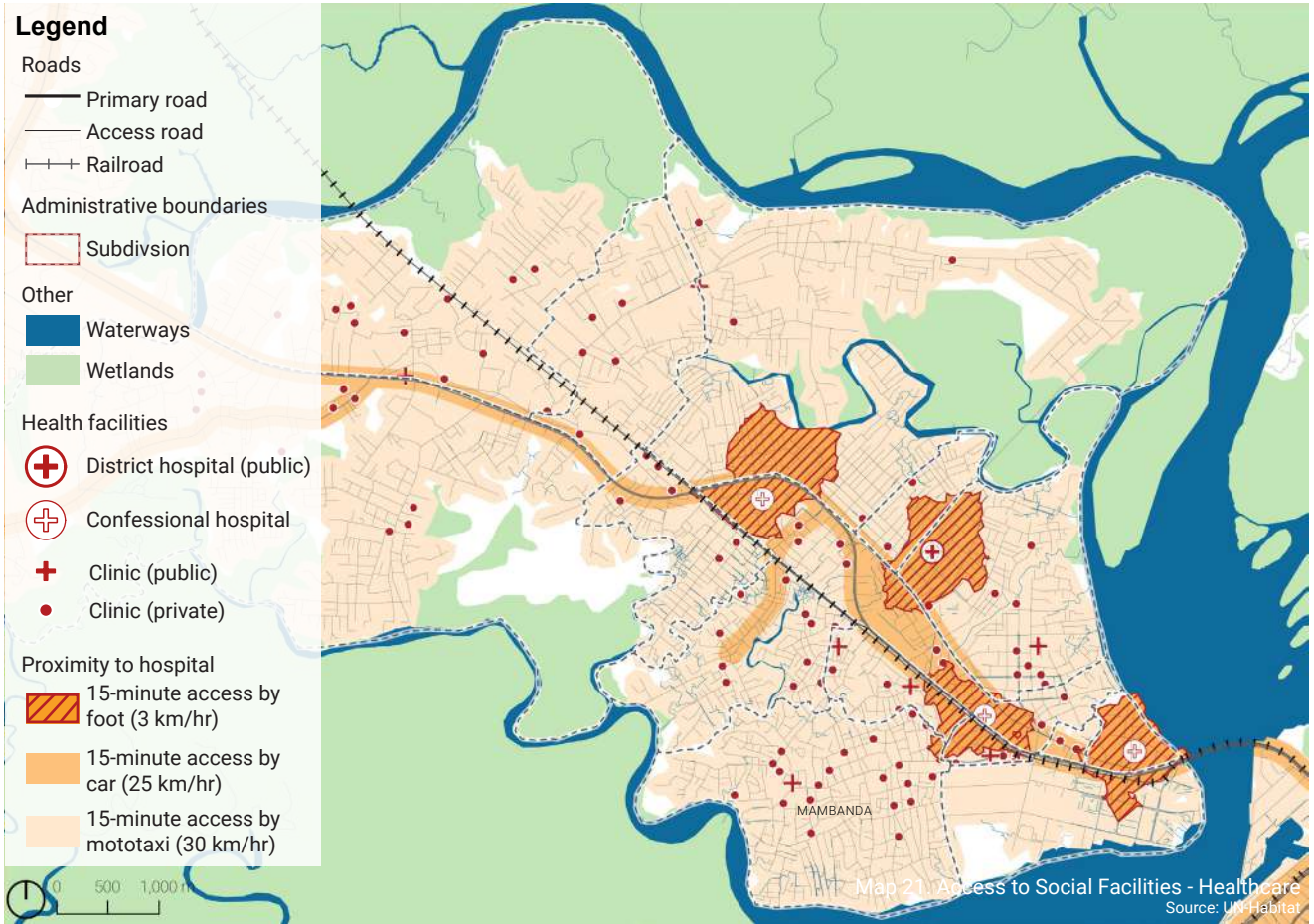
Photo 26. École Communale is the only public primary school in Mambanda
Source: UN-Habitat

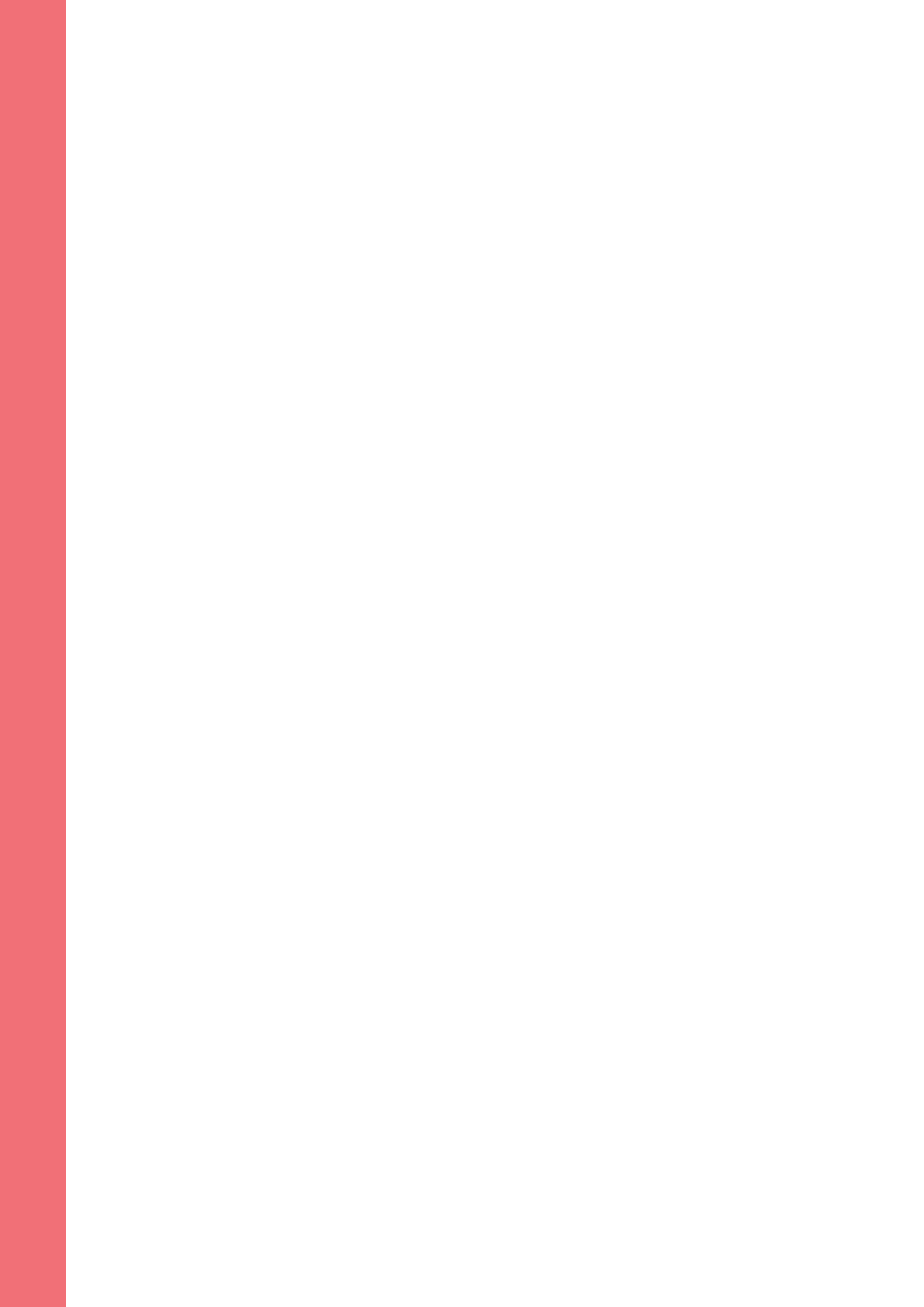


Photo 27. The Public Health Centre of Mambanda
Source: UN-Habitat



Photo 28. Private school near Ecole Communale
Source: UN-Habitat





05

CHALLENGES AND OPPORTUNITIES

CHALLENGES

STRATEGIC CHALLENGES



Rapid Growth and Density Distribution of the Population

- Over the past 30 years, Douala's urban footprint has more than doubled from a total area of 108 km² to 240 km². Nowadays, subdivisions such as Douala 4 (+ 9.09 per cent of the population between 1990 and 2021) are regarded as suburbs of Douala but belong to the Grand Douala. These suburbs are likely to keep on extending in the future if no urban plan is established.
- In this context, the share of IDPs still increased in the last few years. In 2018, at the Wouri level, there were 28,000 IDPs, whereas in 2021 there were 36,692 IDPs out of a total population of 3,341,702. The growth of IDPs in 2021 is four times the number of asylum seekers and refugees. The continuity of conflicts will impact the growth in subdivisions such as Douala 4, which hosts almost twice as many IDPs as either Douala 3 or 5.
- The demographical trend in Douala 4 is centred in Mambanda which has seen a population increase of 37 per cent over the past six years. The growth of IDPs in Mambanda is also very high, rising by 28 per cent in the past year alone (2021).

An Urban Development without a Common Shared Vision

- The current urban sprawl of the city and urban discontinuity reflect a lack of coordination in projects despite the outdated Urban Development Plan (2012), and between stakeholders. Currently, there is no master plan or overall plan in place except the POS and the PDU (2012) to manage this growth and prevent further sprawl of the city of Douala. A multitude of planning tools has recently been put in place at different scales (Municipal Plan, Sector Plan) without any common construction. Therefore, the extension of the subdivisions in Douala and Douala 4 follows a diffuse and linear pattern along the main roads – the Pénértrante Ouest (N5) - leading out of the city, with buildings on both sides of the road and informal settlements behind. Urban discontinuity is reflected at all scales (city, subdivision, and neighbourhood). It is difficult to find a common thread between the different actions carried out in Douala 4 and Mambanda.

- Moreover the city of Douala is experiencing a strong dynamic of urban projects but is not coordinated as a whole today. Information is not shared between the actors in the area. This tendency is the result of a lack of coordination and communication between project stakeholders, sometimes creating territorial disparities or tensions. Data collection and information sharing are relative to each organisation and the results are sometimes contradictory. The decentralisation of competencies has accentuated this organisation between actors. Indeed, information on the various projects launched at the up-level is sometimes disseminated late to the bottom level. This strong hierarchy prevents fluidity in the sharing of information processes.

SPATIAL CHALLENGES



Complex and Competitive Land Tenure Systems

- Land management in Douala 4 is characterized by both formal and customary systems. The lack of data and the ramification of lands managed by customary laws complicate the planning within Mambanda. Access to property titles is not assured in these informal neighbourhoods. Furthermore, in Mambanda, makeshift construction often takes place in "leftover land" located in flood-prone areas where development should be avoided, placing vulnerable communities at further risk.
- The occupation of "empty" spaces so quickly reveals the absence of land control for the creation of facilities. To draw sustainable trajectories and to provide stability to residents, the future vision of Mambanda should take into account boundaries that respond to both systems.

Poor Quality Housing System in Vulnerable Areas

- Regarding the demographic growth of the city, the tension in the property market has led to an increase in prices and new housing configurations. Residents unable to find housing in the city centre move to the outskirts of Douala while the poorest move to high-risk

areas such as the marshes. The densification of the city remains restricted. A small proportion of buildings with three or more floor areas have been constructed and are reserved for wealthy populations. In Douala 4, these buildings are located on the edge of the road at high prices.

- A large proportion of the city is regarded as a flood-prone zone. In very high-risk areas, the PDU does not permit construction, limiting the building zone and the availability of land. Therefore, the existing housing offer is not sufficient compared to the growth of the population and the rent affordability. Social housing does not exist in Douala 4.
- In Mambanda, due to the lack of reception structures and social housing programme, IDPs settle in informal settlements that are not conducive to occupation, such as in marshy areas or polluted places. Accommodations do not have basic services such as electricity, drinkable water. Housing options are restrained to three choices for IDPs: living in autochthonous families or former IDP families, renting a room in the marshy zone, or occupying for free a rudimentary room in the marshy zones, increasing the risk of diseases. These limited choices impact their stability and worsen their living conditions.

Poor Transportation Infrastructure

- The road system in Douala 4 is unequally developed and of poor quality which impacts mobility choices. It promotes private transport systems and is not conducive to supporting increased public transport systems. Public transport in Douala 4 is limited to one bus line that mainly serves the business park. The efficiency of this transport system is disrupted by the lack of information on its service and the lack of facilities at the bus stations (no signage, no reserved spaces). Only individual modes of transport (moto-taxi, private vehicles, taxi, walking) allow travelling easily through the city. The connection with the informal neighbourhoods is made difficult, making the access to economic centralities harder.
- Within Mambanda, the amount of roads are limited and those that do exist are generally of very poor quality: 5.54 km paved over 61.35 km, which conduct to limit the access to the neighbourhood and to marginalize inhabitants. Mambanda is composed of marshy zones and is not equipped with resilient infrastructure to limit

the damages from flooding. During rainy periods, roads are impassable. Poor access is a vector of marginalization and pauperization for the populations, and it postpones the development of the neighbourhood.

Inequality in Access to Basic Services

- The supply and quality of public services and facilities in Douala and Douala 4 remain largely inequitable. Indeed, the centre of the city of Douala and the residential areas of Douala 4 have a fairly large and structured supply. However, within these neighbourhoods, there are areas (informal settlements) unequally covered by basic services. Indeed, the Douala 4 subdivision has an inadequate drinking water supply network, electricity supply and drainage networks that are unevenly distributed throughout its territory.
- Drainage, sewage treatment and waste management are also a major concern for the city of Douala and Douala 4. Indeed, the absence of a structured network and the lack of maintenance of existing infrastructure - already saturated in the face of demographic growth - are leading to new urban challenges for the city of Douala such as the proliferation of disease (e.g Cholera). These areas are where displaced and vulnerable people are most likely to settle due to their economic constraints and limited access to the formal housing market.
- In Douala 4, the lack of urban planning does not allow for optimised management of these problems. In neighbourhoods such as Mambanda, the absence of a sewage system and waste management generates incivilities. Inhabitants throw their waste in a disorderly manner in public spaces or burn it in wilderness areas, causing serious health and environmental consequences.

A Poor and Uneven Supply of Public Facilities

- The supply of public facilities (education equipments, healthcare centres, recreational and social spaces) in the city of Douala remains limited. On one hand, the central plateau of the city (Bonandjo, Akwa, Deido, Bali, Bonapriso) as well as the administered neighbourhoods (Bonamoussadi, Makepé, etc.), have a significant public offer. On the other hand, peripheral cities of Douala, such as Douala 4 which hosts a large IDP community, suffer from a lack of public facilities.

Education

- As school facilities are insufficient, private provision has been deployed within the city of Douala to compensate for this deficit. However, high school fees in relation to the daily income of households (average of 300 FCFA/day) generate inequalities in access to education. Moreover, the lack of regular control of these education centres by the State is one of the main challenges. In fact, the quality of the curriculum — which is sometimes inconsistent with the official education programme — contributes to reinforcing inequalities.

Healthcare system

- Public health provision is of low quality. Apart from the subdivision's hospital, which offers a wide range of services, most of the public provision in the subdivision of Douala 4 is limited to first aid and maternity services. This deficit is made up for by the development of private health centres, some of which are illegal and lack quality equipment. These precarious healthcare centres offer prices that are not adapted to the income of the population: one has to pay from 3,000 FCFA (USD 5.28) for a simple consultation, compared to 1,000 FCFA (USD 1.76) in a public establishment.
- Moreover, the COVID-19 pandemic makes it more difficult to access these health facilities. This is coupled with the long distances to access these facilities: more than 50 per cent of the population must walk more than 30 minutes to access health services.

Recreational facilities

- The supply of sports and recreational facilities and public spaces is non-existent in Douala 4. To compensate for this lack, facilities such as schoolyards or wastelands are used as playgrounds. Otherwise, people are travelling to other neighbourhoods to get access to sports and recreation facilities but more than half of the population must walk at least 30 minutes to access a sport and recreational facility. This situation can be explained by the lack of facilities, the poor distribution over the territory but also by the poor quality of the roads which sometimes do not allow access even by motorbike.

SOCIO-ECONOMIC CHALLENGES



Unequal Wealth Distribution

- Douala is an economic hub at the local scale in Central Africa. However, the wealth is not distributed equally, half of the households live on less than 150,000 FCFA/month (258 USD/month). Around 45 per cent of the population was living below the USD 3.20 a day poverty line in 2014.⁷⁰ The informal sector represents nearly 60 per cent of jobs in the city.
- Even though the economic attractiveness of Douala 4, the poor quality of the transport network does not allow populations to reach the main economic centralities where they can have access to job offers.

Unemployment

In Douala 4, most IDPs have left the career they used to practice where they come from. The Mambanda market has become a supplier of jobs for IDPs, even if the price to rent a space is very high. The rent can go up 3000 FCFA per month, (depending on the localisation), added to the commercial tax. Small local centralities are developed like small shops or bars, but they are driven by the autochthonous. Unemployment is high which causes inhabitants to have informal jobs (or even to choose delinquency to survive).

ENVIRONMENTAL AND NATURAL HAZARD CHALLENGES



- The city of Douala is growing and is expanding in an anarchic manner — sometimes into natural areas destroying ecosystems.

Increasing Flood Risk

- Flooding is one of the predominant threats to the city. Douala 4, Douala 5, Douala 6, and Douala 1 are the subdivisions most affected by high risk of flooding. The number of floods has also risen over the last

few decades, with only one flood recorded in 1984, compared to five in 2018.

- Climate change will continue to increase heavy rains, hence the inhabitants' living conditions and material damages will worsen.
- Mambanda is an area that is prone to floods. Many autochthonous and IDPs live in informal settlements at the edge of the Wouri River and are affected by diseases. The shortage of resilient infrastructure such as drains and a waste management system boosts the proliferation of bacterial diseases. In addition, the deforestation of the mangrove forest, which is a natural barrier and reduce riverbank erosion and sea-level rise from climate change are another potential threats.

Environmental and Health Challenges

- Regarding waste management, Douala 4 has a poor coverage of household waste collection. 41.2 percent of all waste in Douala 4 is illegally dumped. In Mambanda, residents suffer from unequal collection and poor quality of waste management, inhabitants far from asphalted roads use landfills or burn their waste in the street and therefore contaminate the soil, the air, and the water, and in the end, block the drains.
- Moreover, the sewage networks reinforce the pollution in the neighbourhood and lead to the proliferation of diseases, soil pollution, the destruction of local activities such as fishing and agriculture, and the degradation of biodiversity.
- The destruction of ecosystems is recurrent to make way for the construction of illegal open dumps. In addition, urban sprawl and the sale of wood threatens the preservation of mangrove forests. Environmental risks will also have to be considered, as the mangrove is a natural solution against the risk of flooding.

GOVERNANCE, LAND MANAGEMENT AND PLANNING CHALLENGES



Lack of Capacity of Municipal Stakeholders

- According to Law 2019/024 of 24 December 2019, the mission of the decentralised territorial authorities is to manage regional and local interests. The areas

of competence that correspond to this mission are economic development, health and social development, education, sports, and cultural development. Each subdivision mayor intervenes as he or she can within his or her area of competence. However, it must be noted that concrete actions in the economic field (planning, land use, urban planning, and housing) are still weak.

- The subdivision of Douala 4 is structured like the Urban Community in two bodies: a legislative and an executive. The staff of the town halls are experiencing difficulties because there are not enough people to carry out all the tasks, they do not have enough competencies and these agents are not trained on specific topics such as urban planning.
- In addition, several dysfunctions have been identified, which have an impact on the maturation process, project monitoring, insufficient prospecting and building partnership, and data collection.

The Insufficient Place of Civil Society in Project Decision-Making

- Civil society is poorly represented in the decision-making process. By law, urban planning projects require consultation with citizens at the beginning of the project design. Consultations take place during field surveys but not after the process. Vulnerable populations are poorly represented: there are several neighbourhood associations but they are under-represented, and their visibility remains limited.
- Today in Douala, there are no reception structures for displaced people; they organise themselves with contacts from the same village to settle in the city. This lack of visibility and presence of an official point of reference contribute to the increase in social and health problems encountered by these populations. Needs are made more difficult to assess and identify.

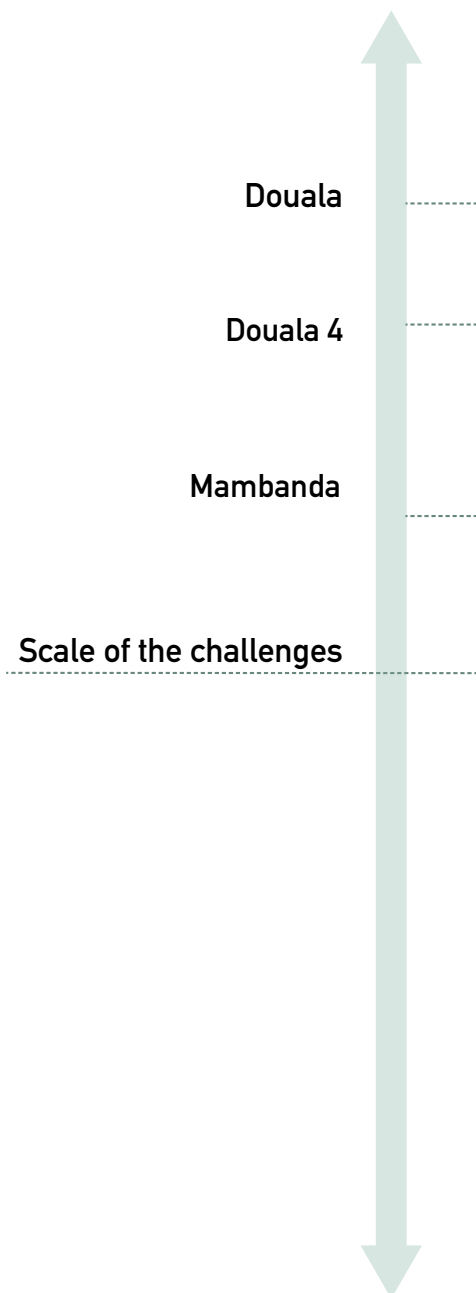
Weak Coordination of Stakeholders in the Area

- This is also reflected in the management of the funds of the municipalities under the BIP. Taxes and other revenues from the installation of companies are collected directly by the Ministry of Commerce, which then redistributes them to the municipalities according to an equalisation principle. The autonomy and scope for action of the municipalities are therefore dependent on this calculation.

- Moreover, partnership development is not sufficiently proactive at the level of the city and the subdivision of Douala 4. This deficit fixes the problems of financing and affects the timetable of potential projects.

CONCLUSION

All of these cross-disciplinary challenges that are entangled within the city of Douala, the subdivision of Douala 4 and the neighbourhood of Mambanda must be integrated systematically – each challenge cannot be treated independently. Indeed, each challenge is linked to another, and the resolution of these challenges deserves to be treated concomitantly, step by step.



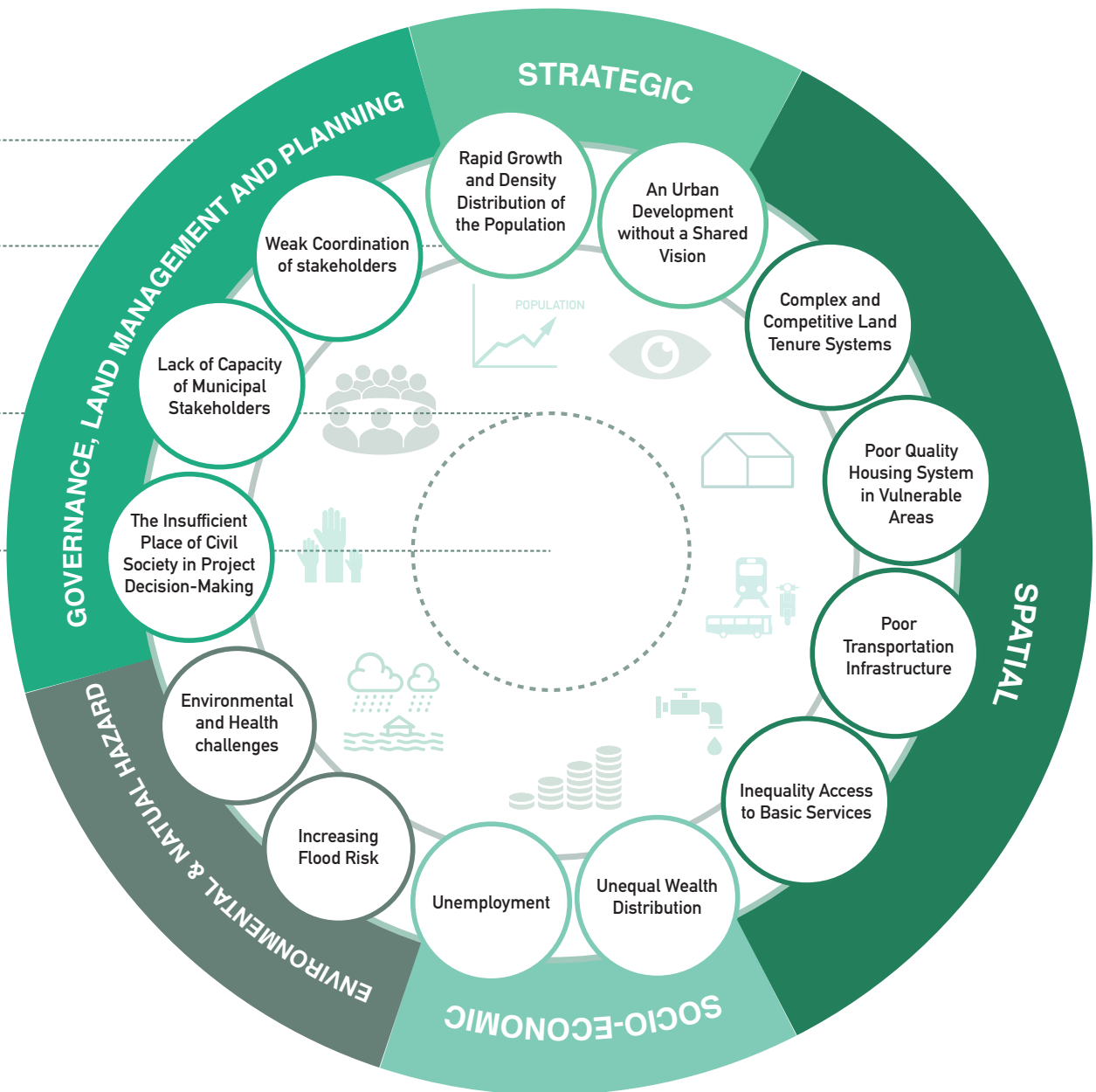


Fig. 34 Cross-Scalar main challenges from the city level to the neighbourhood level
Source: UN-Habitat

OPPORTUNITIES

STRATEGIC OPPORTUNITIES



A City at the Gateway of Central Africa

- The city of Douala benefits from its location as an international crossroads and hub on different scales. Indeed, the city of Douala is connected by land, sea, and air to other cities in Central (Libreville, Kigali, Brazaville, Kinshasa for example) and West Africa (Dakar, Cotonou, Lome).
- It is a multimodal hub for the import and export of goods thanks to its port location. Being the gateway to the country, about 80 per cent of Cameroon's industries are concentrated in the city of Douala. There is a great opportunity to reinforce economic centres (Douala and Yaoundé) by developing a road network to connect them together and to the other regions.

A Strategic Location for Major City-Wide Investment in Infrastructure

- The city of Douala is affected by numerous development projects that will consolidate the city's current strong position and role at the inter-regional and national scale. The city has planned infrastructure projects (road and rail projects), mobility projects (the BRT, 20 km of sports tracks on the drains), economic development, and equipment construction projects. It will support the current dynamic that favours the implementation of new projects.
- Within Douala, the future BRT and tramway projects supported by the city and private stakeholders and international cooperation are the main levers to develop the mass transport offer. For example, the accessibility of sustainable and affordable collective public transport can help inhabitants from informal settlements or marginalized neighbourhoods to access economic centralities.
- Douala 4 is also planning to develop new infrastructure projects that will support its growth and strengthen its attractiveness, for example the Bonaberi Port project,

the completion of the Mambanda multisectoral centre and the multimodal bus station project in the West of the subdivision. These projects will help to stimulate economic and social life, employment, and the creation of new organisations. This will provide an opportunity for Douala 4 to grow its ambition: to increase a participatory approach to planning infrastructure projects and drive equitable measures and impactful projects for the various informal settlements including Mambanda.

- The coordination of these projects to define a coherent vision of the territory will be essential. For this, the sharing of data and the updating of the POS articulated to the Municipal Plans and Sector Plans will be a major asset. Various urban planning tools are already being implemented, other than the urban planning documents.
- The strengthening of various tools such as GIS data — developed timidly by the Douala Urban Observatory due to a lack of resources — is a good opportunity to establish a dialogue between the various stakeholders in the territory.

SPATIAL OPPORTUNITIES



Housing Diversity and Architectural Know-How

- Despite the large swampy areas and the fact that most of the city is classified as being at risk of flooding, Douala's architectural knowledge has made it possible to introduce flood-resistant structures such as buildings on stilts in most neighbourhoods of Bonapriso or the new town of Yassa. Innovative solutions and the enhancement of know-how already implemented are a great opportunity to develop new forms of resilient infrastructure.
- There is a significant opportunity to densify existing housing and support social schemes such as social housing to encourage social mix and better access to affordable housing. Social mix tools such as social housing, controlled rent, could be initiated to diversify the housing offer and prices.

A Variety of Transport Networks and Mobilities

- The city benefits from an important navigable hydrographic network and numerous islands. Indeed, the city is bordered on both sides by the Wouri River and its branches which flow into the Atlantic Ocean. These waterways are mostly navigable. Despite this strong eco-tourism potential, these waterways are essentially dedicated to fishing and the search for sand for construction by artisanal methods using dugout canoes. The promotion of river transport on these waters and river-related activities - in addition to developing another mode of transport in the city - would allow the development of the city's islands, the creation of landing docks for fishermen and the promotion of ecotourism.

- There is a mode of public transport, but its network does not cover the entire city. In addition, the mass transport offer is not very accessible due to poor road infrastructure and poor communication of information on the transport network. The future BRT and tramway projects supported by the city and private stakeholders and cooperation are the main levers to develop the mass transport offer.

- Soft mobility is still limited in Douala, which is an obstacle to reducing pollution and social inequalities. These soft modes of transport could be favoured, given the topography and the current use of bicycles, particularly in neighbourhoods such as Mambanda, and cycle and walking paths could be created. They would help to relieve congestion on the roads to ensure better traffic flow.

A Coverage of Basics Services

- Despite the inadequate and unevenly distributed supply of services, the city of Douala benefits from a wide range of projects aimed at strengthening its capacity to provide basic urban services. Indeed, the city benefits from the Inclusive and Resilient Cities Development Project (Pdvir) financed by the World Bank, allowing the construction of numerous drains in the city (128 billion FCFA).

- The subdivision of Douala 4 benefits from a partnership between the subdivision council, FEICOM and the electricity concessionaire (ENEO) for the extension

of the tertiary electricity network in the poorly served neighbourhoods. The implementation of these projects would eventually strengthen the supply of urban services in the city and considerably reduce flooding.

- Regarding the provision of household waste collection, the city benefits from the presence of numerous NGOs focusing on sustainable development with the recycling of solid and household waste.

SOCIO-ECONOMIC OPPORTUNITIES



Diversity of Economic Activities

- The country's economic diversity is reflected in the city of Douala, which is considered the economic and cultural centre of the country. Douala benefits from the various economic activities within the city but also in the Littoral Region: agriculture, livestock, fishing, raw materials, and tourism. The city has become the supplier of raw materials and foodstuffs for Central Africa via multimodal transport and its port. The city has been developing primary, secondary and tertiary activities. Douala is the starting point of tourist itineraries (the West, Kribi, Limbe, nature reserves). This diversification of economic activities provides a range of expertise and jobs. Moreover, Douala 4 is one of the transit points to tourist sites (such as Twins Lake and Ekom Kam falls)

- Douala 4 is an economic pole polarizing different activities, such as industrial and tertiary activities with the headquarters of banks on the Wouri. These companies could participate directly in the development of the subdivision both through employment opportunities and service delivery. Indeed, the role of private actors is a lever to be mobilized to stimulate more equitable and sustainable development.

- The subdivision is also characterized by formal and informal local economic activities that animate the different neighbourhoods. Markets such as Mambanda have a social and economic role. Today, these activities are poorly structured and organized. Further mapping of the types of businesses that exist in Bonaberi and

their specific locations would provide efficient spatial planning and investment needs.

- The IDPs in Mambanda mainly work in the informal sector. However, the growth of IDPs represents a real labour pool for the expansion of economic activities. Programmes to build inhabitants' capacity, adapted to the constraints of the subdivision, could enable them to diversify their livelihoods and allow them to become integrated into the local economy and develop self-reliance. This training could be aimed at food-producing agriculture or the organization of small businesses in associations. The former IDPs are also driving forces in their community and could therefore represent a vital economic force to be mobilized at the neighbourhood scale.

Indeed, these green assets are essential in promoting the preservation of natural environments and the fight against climate change, both against heat islands, rising water and heavy rains.

ENVIRONMENTAL AND NATURAL HAZARD OPPORTUNITIES



A Diverse and Rich Natural Heritage

- At the level of Cameroon, the country is characterized by a diversity of landscapes and benefits from different climates depending on the region, which is an asset for developing a range of economic activities (agricultural, tourism, etc.). Cameroon has numerous natural resources that are exploited and sometimes exported to Central Africa, acting as the "granary" of the region.

- The estuary city of Douala represents a real potential to preserve its natural environment. Surrounded by several islands, the city benefits from a variety of ecosystems to be protected such as the mangrove forest along the Wouri River. These ecosystems can embody real green lungs near the city which suffers from a deficit of public spaces and green areas. The Douala 4 subdivision is bordered by mangrove forests, wetlands, grazing areas, and water points.

- Several initiatives to develop vegetation in the city are beginning to emerge. For example, in 2016 the CUD launched a project to redevelop the pilot site of Makèpè Missioké with the aim of building a resilient city.



Photo 29. Informal settlement in Mambanda
Source: UN-Habitat

06

STAKEHOLDER CHARRETTES

COMMUNITY PERSPECTIVES FIRST STAKEHOLDER CHARRETTE: URBAN NEEDS

Methodology

UPIMC Cameroon's first stakeholder *charrette* provided an opportunity to raise awareness and inform stakeholders on the focus of the programme and collect key ideas, areas of interest and points of concern related to migration and urban development in Douala and Douala 4.

The Mayor of Douala 4 shared the subdivision's development vision – to make Douala 4 a reference in local development through an efficient, participatory and citizen-oriented organisation. His mission is to “ensure the well-being of the people of Douala 4 through a participatory approach to improve the population's quality of life by implementing projects in multiple sectors”.

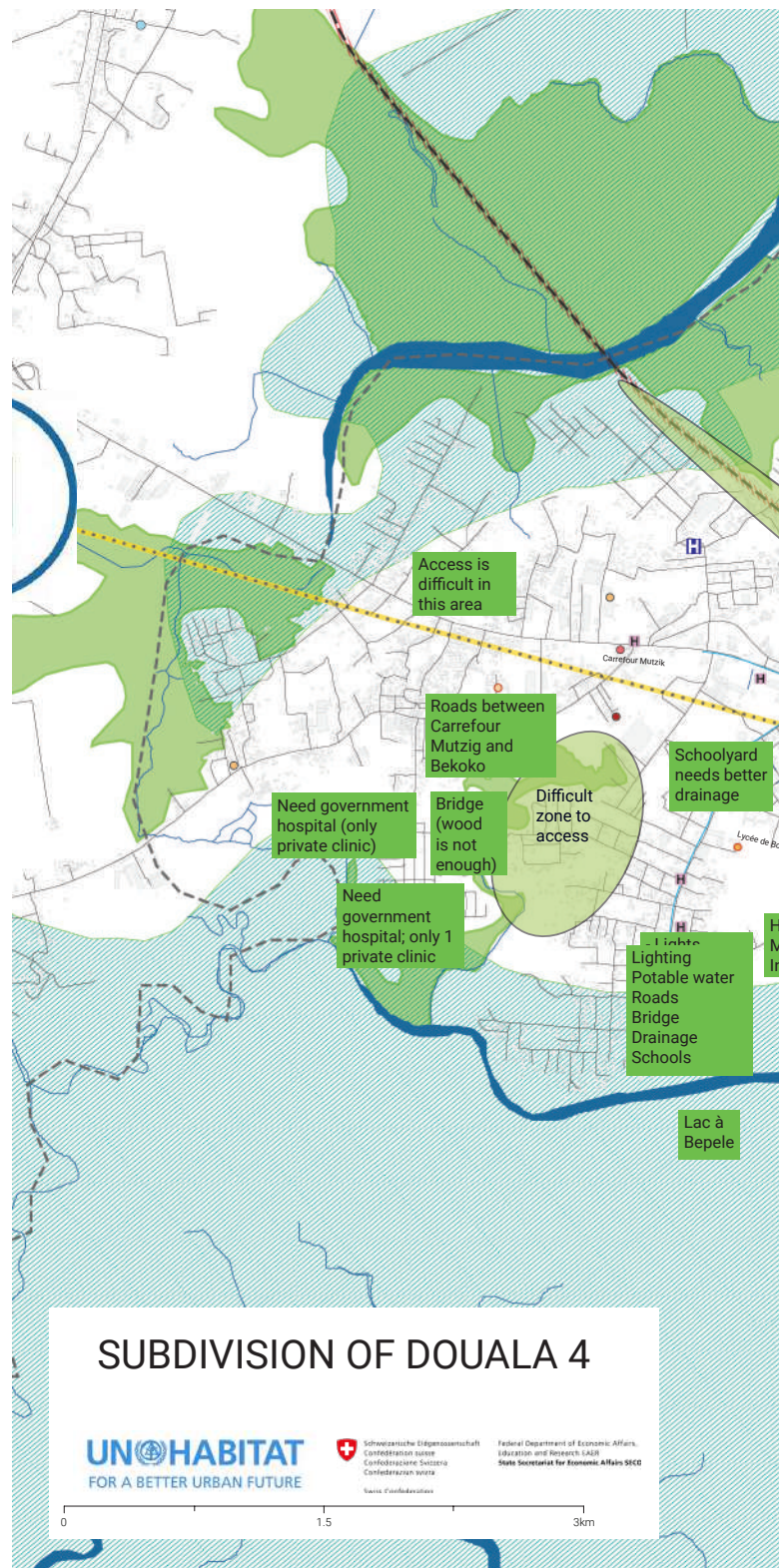
The following information comes from mapping exercises conducted during the first stakeholder *charrette*, which was attended by close to 60 representatives of different stakeholder groups such as: administrative and municipal authorities (Sub-Divisional Officer, Mayor of Douala 4), line ministries (MINHDU, MINDCAF, MINDDEVEL, etc.), parastatal organisations (FEICOM, MAETUR, etc.), UN organisations (UNHCR, OCHA, UNICEF), and civil society groups (neighbourhood chiefs, IDPs, female leaders, youth).

Charrette participants were divided into three working groups. Each group was coordinated by a facilitator (a member of the UN-Habitat team) and a reporter. Their mission was to address three themes – urban issues, reception of IDPs in Douala 4, and planned infrastructure projects – by mapping challenges or opportunities related to each theme on maps of Douala 4.

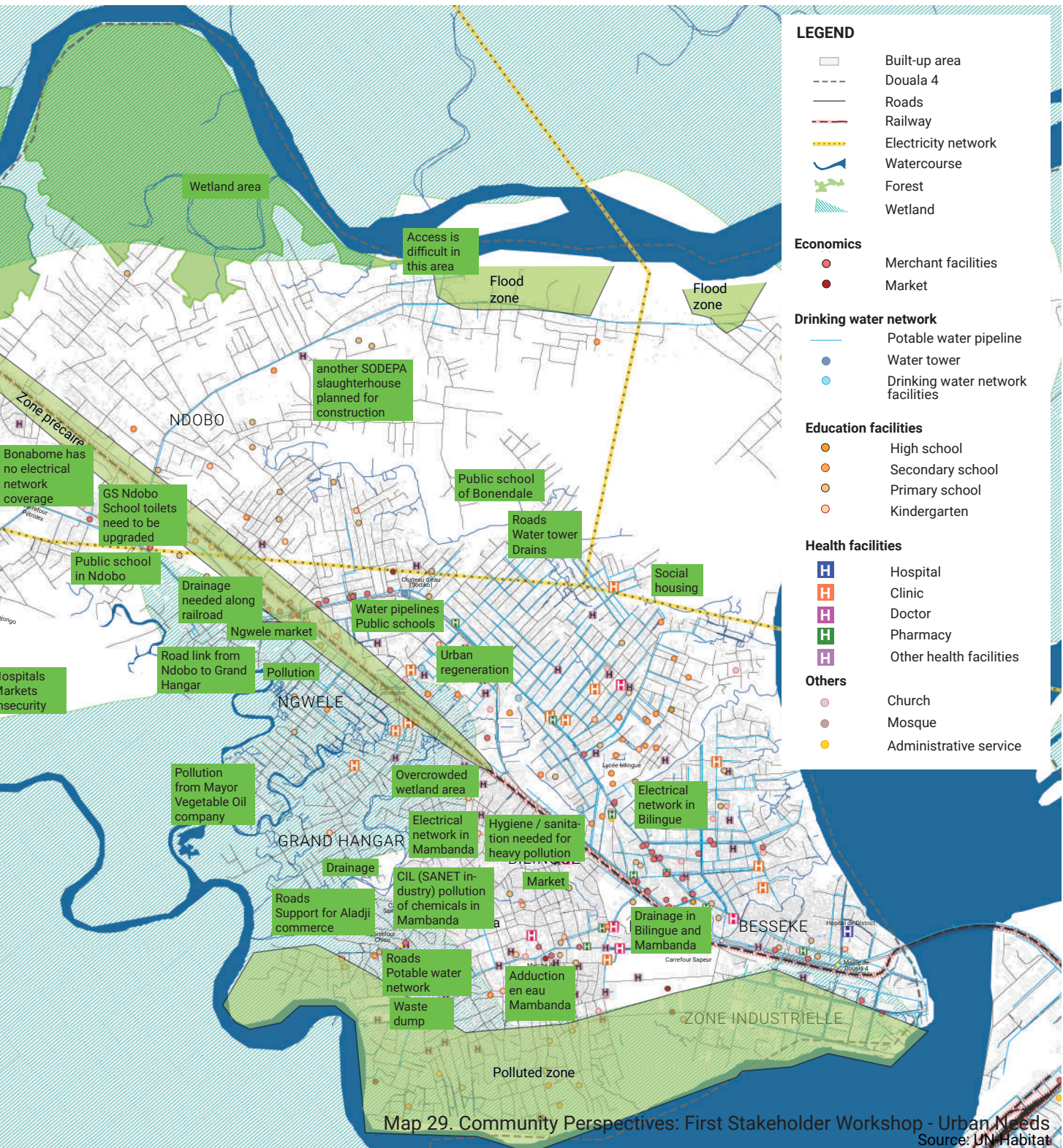
First results

Common challenges across neighbourhoods identified by neighbourhood chiefs and stakeholders include:

- Lack of roads;
- Lack of public transportation;
- Lack of housing;
- Lack of healthcare structures;
- Poor opportunities for employment;
- Lack of drinking water supply (CAMWATER) and electricity (ENEO);



- Absence of public educational facilities;
- Lack of drainage infrastructure;
- Absence of official space dedicated to a market, instead roads are occupied as commercial spaces;
- Need for street lighting along roads for the safety of property and people;
- Need for a police station to fight juvenile delinquency and reduce the rate of crime in the neighbourhood;
- Need to limit pollution from industries;
- Need for bridges to cross waterways;



- Need to reduce flooding (flooding is a priority issue);
- Communities represented in the *charrette*, including IDPs, reported dissatisfaction with the built environment. Neighbourhoods located to the South of the National Highway (Mambanda, Ngwele, Ndobo, etc.) are the most populated, host the highest number of IDPs, and, in addition to the aforementioned challenges, expressed particular concern over industrial activities (pollution) and port activities (extension of the Port of Douala).

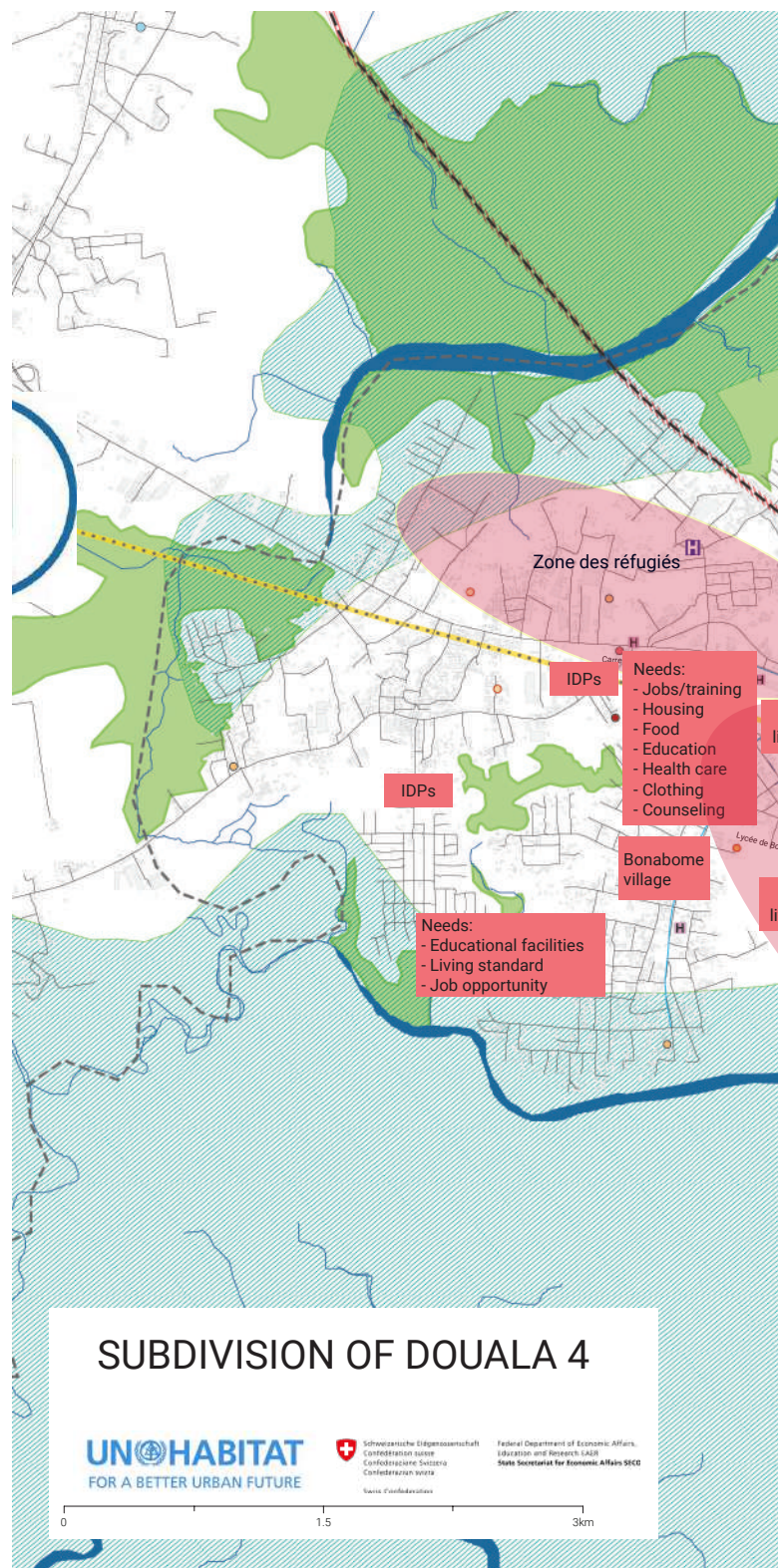
COMMUNITY PERSPECTIVES FIRST STAKEHOLDER CHARRETTE: DISPLACEMENT CONTEXT

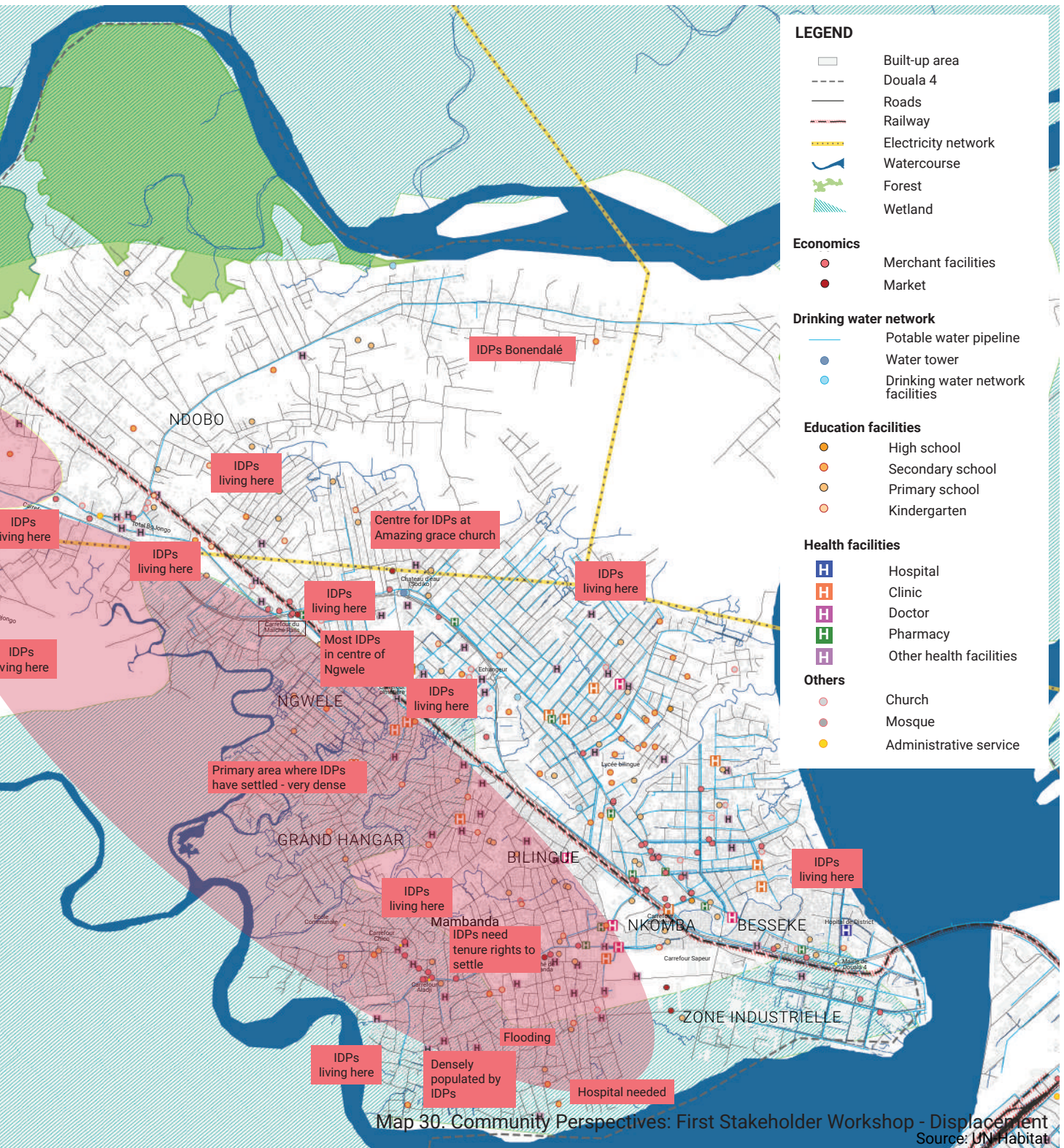
The map to the right shows the location of IDPs in the subdivision, as identified in UPIMC Cameroon's first stakeholder *charrette*. It highlights living conditions (settlement areas, basic service needs, facilities requirements, etc.) across Douala 4 as expressed primarily by the Anglophone working group, which was composed of IDPs and neighbourhood leaders (chiefs, women and youth).

Housing

There is no identified site for IDP housing or reception. Instead, IDP families and individuals are spread out across the territory of Douala 4, with certain neighbourhoods receiving more of the displaced population than others. Ngwele, Mambanda, Ndobu and Bonabomé are the main neighbourhoods hosting IDPs due to their lower rent prices. These neighbourhoods are also predominantly informal and not conducive to occupation due to their flood-prone nature.

- Support from the community was thus requested in the form of **suitable housing structures and reception centres for IDPs**.
- **Access to basic urban facilities and services:** the massive arrival of IDPs has led to increased pressure on existing facilities (health, education, market space, etc.) and urban services (water, electricity, waste, etc.). There is also a lack of land for social facilities.
- Support from the community was requested to **reduce hospital consultation costs; register birth certificates for school admission, reserve space and establish facilities for healthcare, education, commercial, and leisure activities**.
- **Income-generating activities:** IDPs constitute an additional workforce for the host community. They are regularly employed informally, for low wages.





METHODOLOGY OF THE CHALLENGES AND OPPORTUNITIES CHARRETTE

Following the urban diagnosis validated during the technical committee on 2nd February 2022, a participatory *charrette* was organised on April 12, 2022, undertaken in-person and online to deal with the challenges and opportunities component and the urban vision.

The participatory *charrette* was attended by the Mayor of Douala 4 and his team, representatives of the ministries (MINHDU/MINEPAT), the city of Douala, Douala 4, the private sector, UN agencies, civil society associations, representatives of the Mambanda neighbourhood and internally displaced person representatives of Mambanda – 48 people participated in this participatory *charrette*.

This *charrette* aimed to present the UPMIC programme, the UN-Habitat intervention in partnership with SECO, the urban profile and its progress, then to validate and complete our initial hypotheses and our analyses of the challenges and opportunities, and finally to work on the urban vision part of the project. This participatory work focused on the subdivision of Douala 4 and the pilot neighbourhood of Mambanda. These two scales were chosen as the study area because Douala 4 is the entry point for displaced persons. The actions carried out in Douala 4 will have an impact on the pilot neighbourhood.

The *charrette* was structured around three main phases:

- The session was introduced by the sub-prefect and the mayor of Douala 4 who underlined the collaboration with the team in charge of the Douala 4 Municipal Plan. The session continued with a detailed presentation of the objectives of the mission by the SECO representative and the UN-Habitat team, the progress and timetable of the study, and the major themes of the urban profile.
- The first phase group-work was dedicated to the identification of challenges and opportunities allowing to underline the major issues of the study area.
- The second group-work of the workshop was dedicated to the visioning, which consists in building together a common vision for Douala 4 and Mambanda within the next five to ten years. Each group was able to express its ideas and discuss them and the exercise showed that the participants were converging toward a common vision. The visioning part of the workshop will be the subject of a separate publication.

Following the presentation, the interactive working session was organised as follows: the 48 participants were divided into five groups composed of people from different backgrounds. People were not gathered by institutions or sectors with the aim to foster richer exchanges. Each group had a map of Douala 4 and another of Mambanda, and each participant had a questionnaire to help and guide them in their discussions. The questionnaire was structured around five themes: Mobility/ Housing/ Access to basic urban services (water, electricity, waste)/ Access to social facilities/ Environmental risks. These five themes could be completed by the participants. Each group was supervised by a facilitator who was a member of the UN-Habitat team. The groups were able to locate on the map the key places where the challenges were concentrated but also the places that represented a strength.





Photo 30. Working group during the *charrette*. Source: UN-Habitat



Photo 31. Participants during the *charrette*. Source: UN-Habitat

Photo 32. From left to right: Christian Bedangue (Director of the UN Habitat country office)/ Barbara Schuler (Humanitarian Advisor at the Swiss Embassy, Cameroon)/ Daouda Issa (Sous-Préfet)/ Dr Edouard Hervé Moby Mpah (Mayor of Douala 4). Source: UN-Habitat

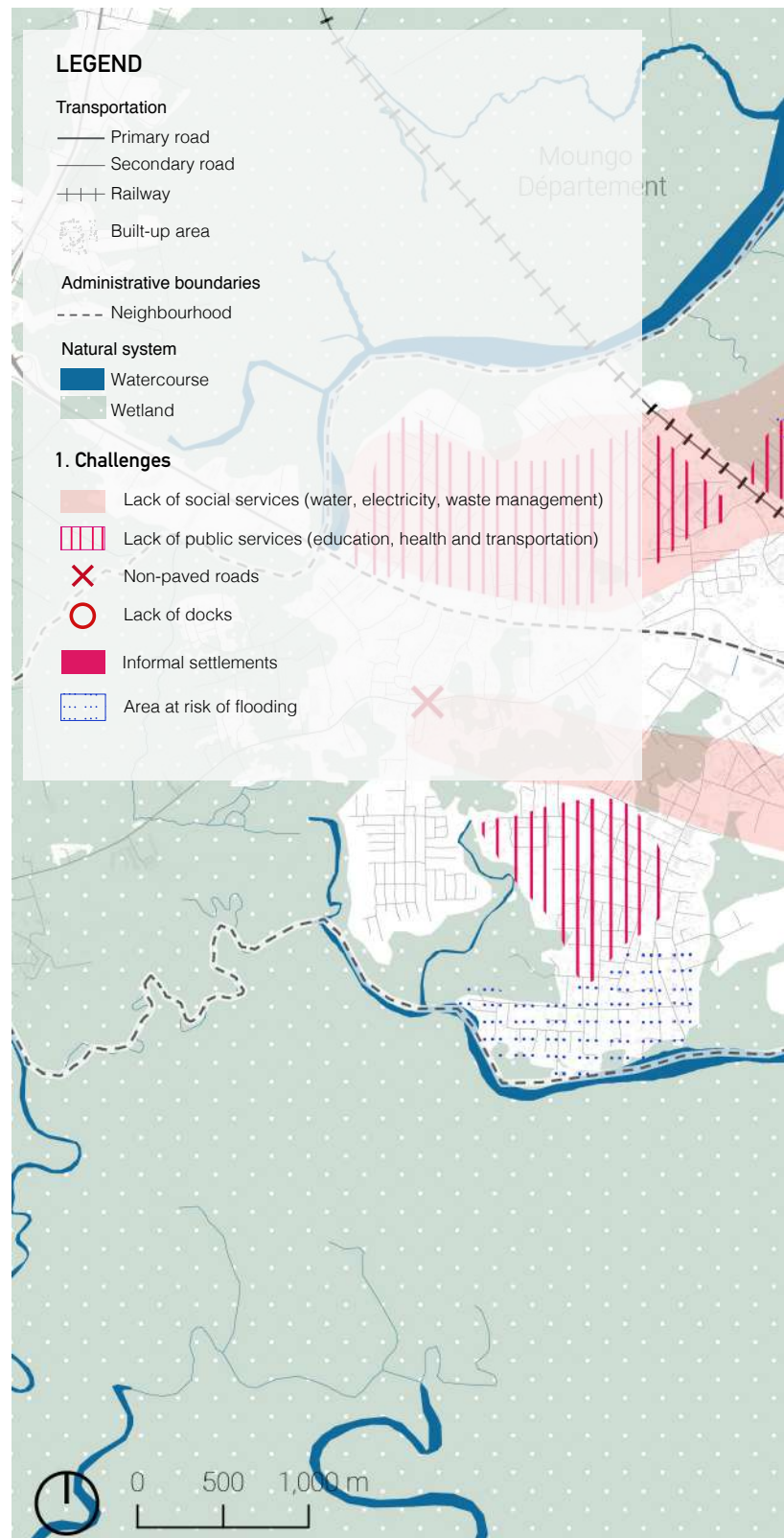
CHALLENGES IDENTIFIED BY LOCAL STAKEHOLDERS

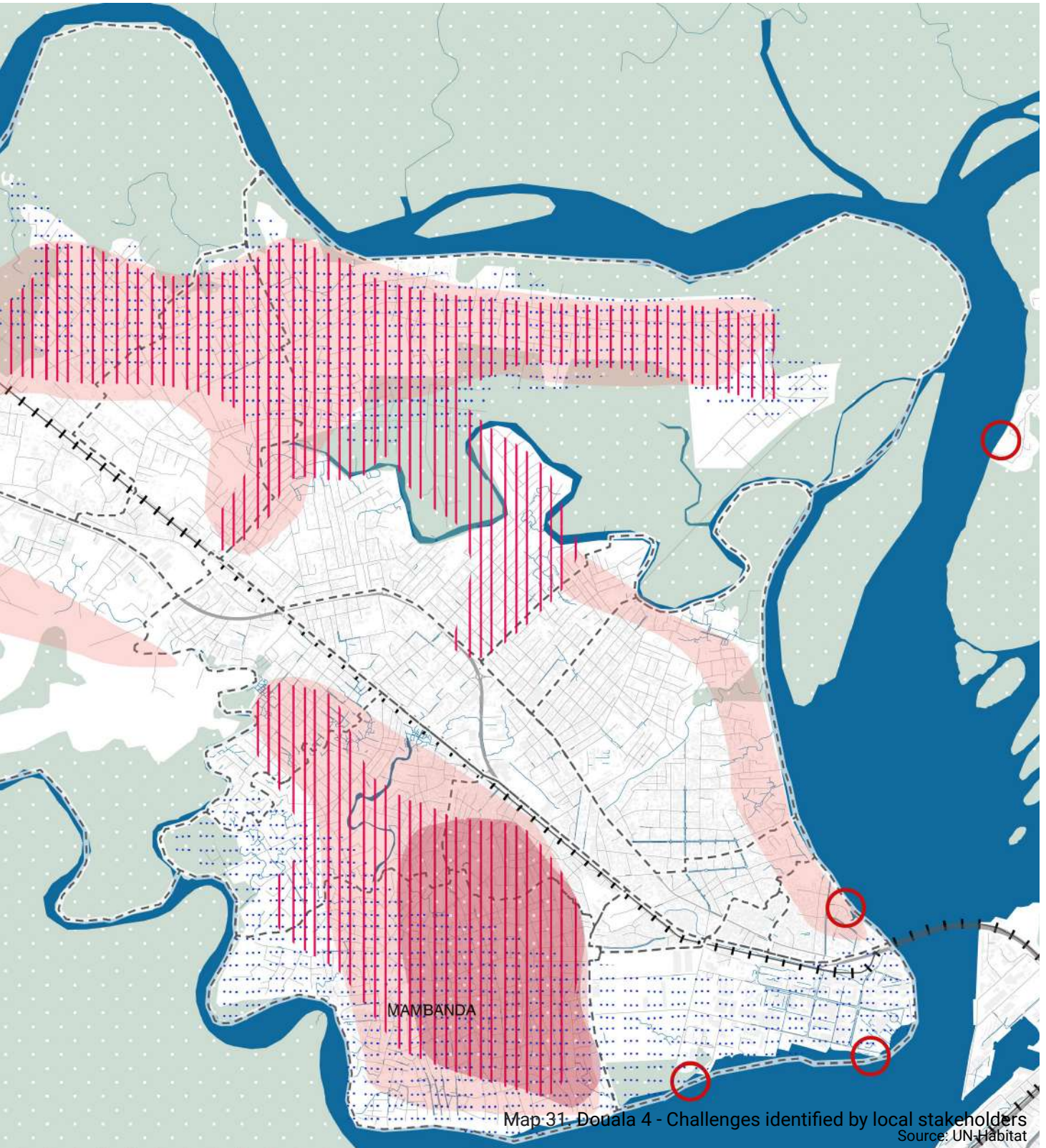
DOUALA 4

Along the main road (Route Nationale N23) are located well-served areas in terms of public services (education, health, transportation) and basic services (water, electricity, waste management). Nevertheless, this infrastructure is less developed within the Northern and Southern neighbourhoods of Douala 4, and the outlying ones. The Southern neighbourhoods (Mambanda and Bilingue) face insecurity regarding housing quality and accessibility: characterised by spontaneous and unstructured settlements. Finally, these challenges are often coupled with a high risk of flooding – especially in the areas next to the Wouri River.

The challenging areas identified by the workshop participants overlap, highlighting four main priority areas to address. Based on these main challenges, Douala 4 is currently:

- a) Socially disadvantaged due to the lack of adequate education and social infrastructures;
- b) Subjected to high health risks due to the lack of adequate sanitation and health services;
- c) Economically disadvantaged due to the poor road infrastructures that connect the subdivision to the main economic centres located within the city centre;
- d) Highly subjected to natural hazards;
- e) Subjected to population displacements due to housing insecurity and precarity.



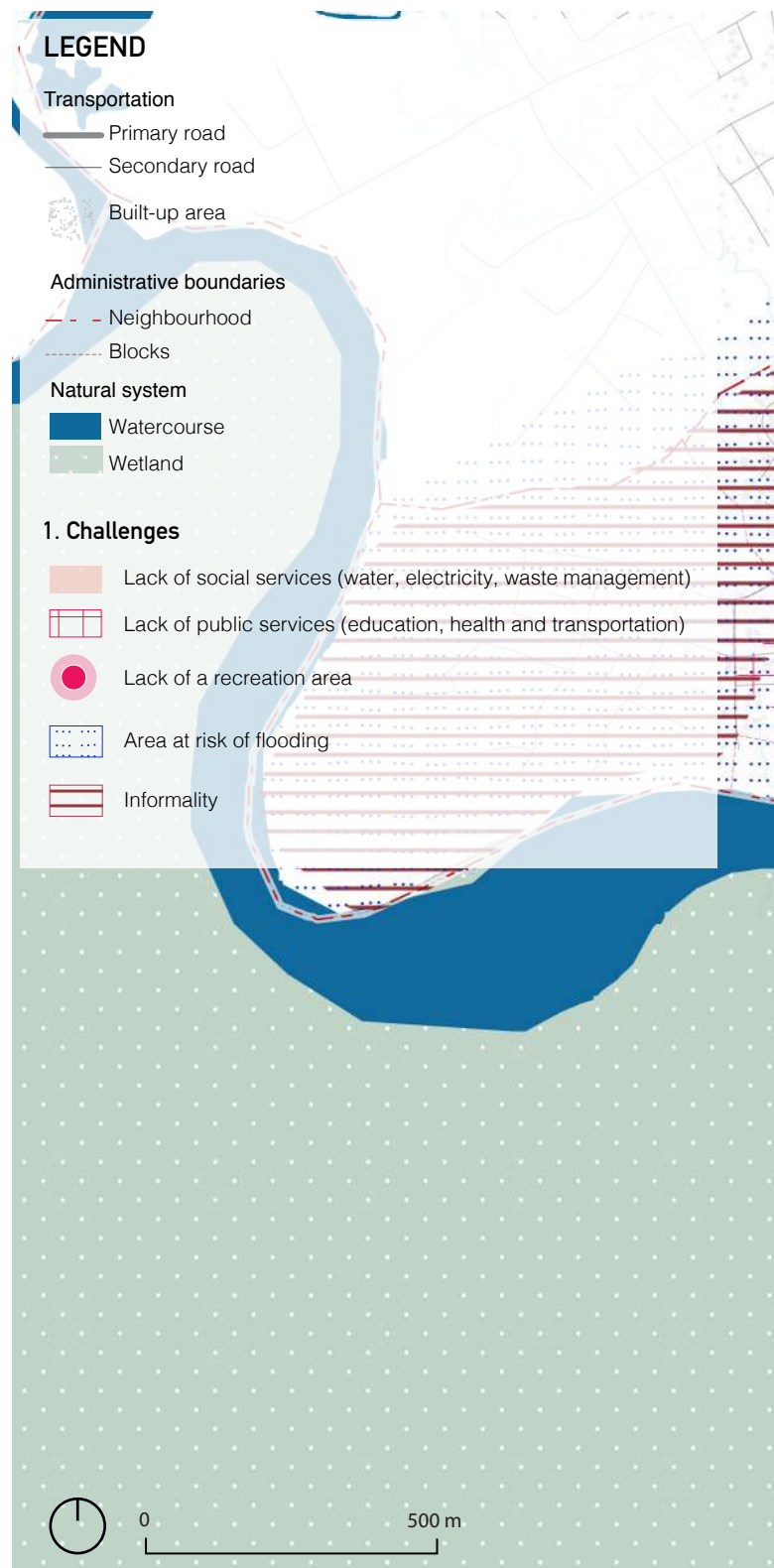


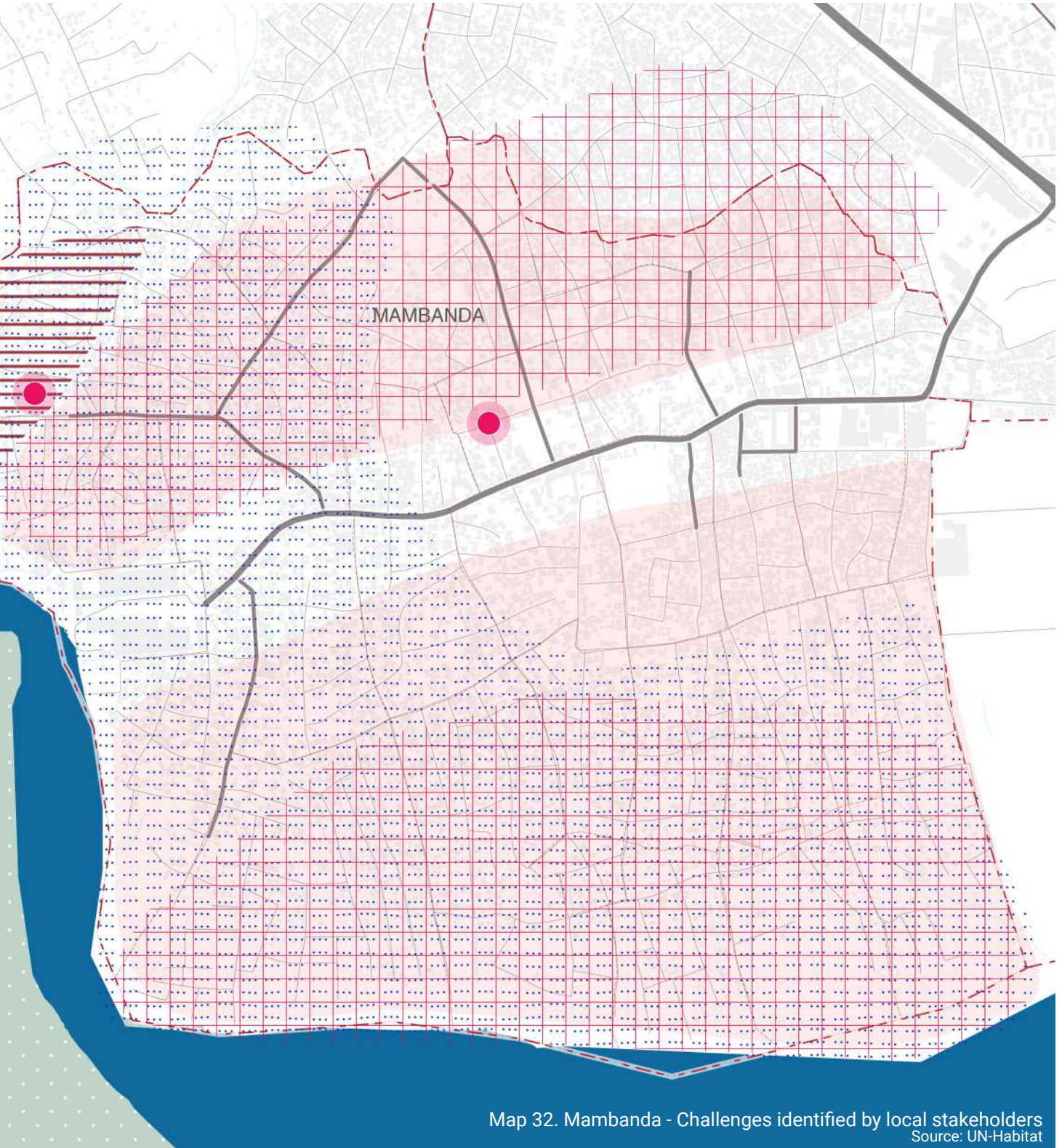
Map 31- Douala 4 - Challenges identified by local stakeholders
Source: UN-Habitat

MAMBANDA

In line with the Challenges Map at the scale of Douala 4, the outlying parts of Mambanda (North, South) are poorly served by public services and basic services. This neighbourhood is one of the most sensitive to flooding. Participants also stressed the lack of recreation areas and the prominence of informality in the West corner of the riverbank. In fact, Mambanda is highly populated by IDPs – the primary destination for IDPs in Douala.

Mambanda is one of the main challenging areas identified on the scale of Douala 4. The entire neighbourhood is impacted by the challenges listed above. Therefore, this area would need to be addressed as a priority.





Map 32. Mambanda - Challenges identified by local stakeholders
Source: UN-Habitat

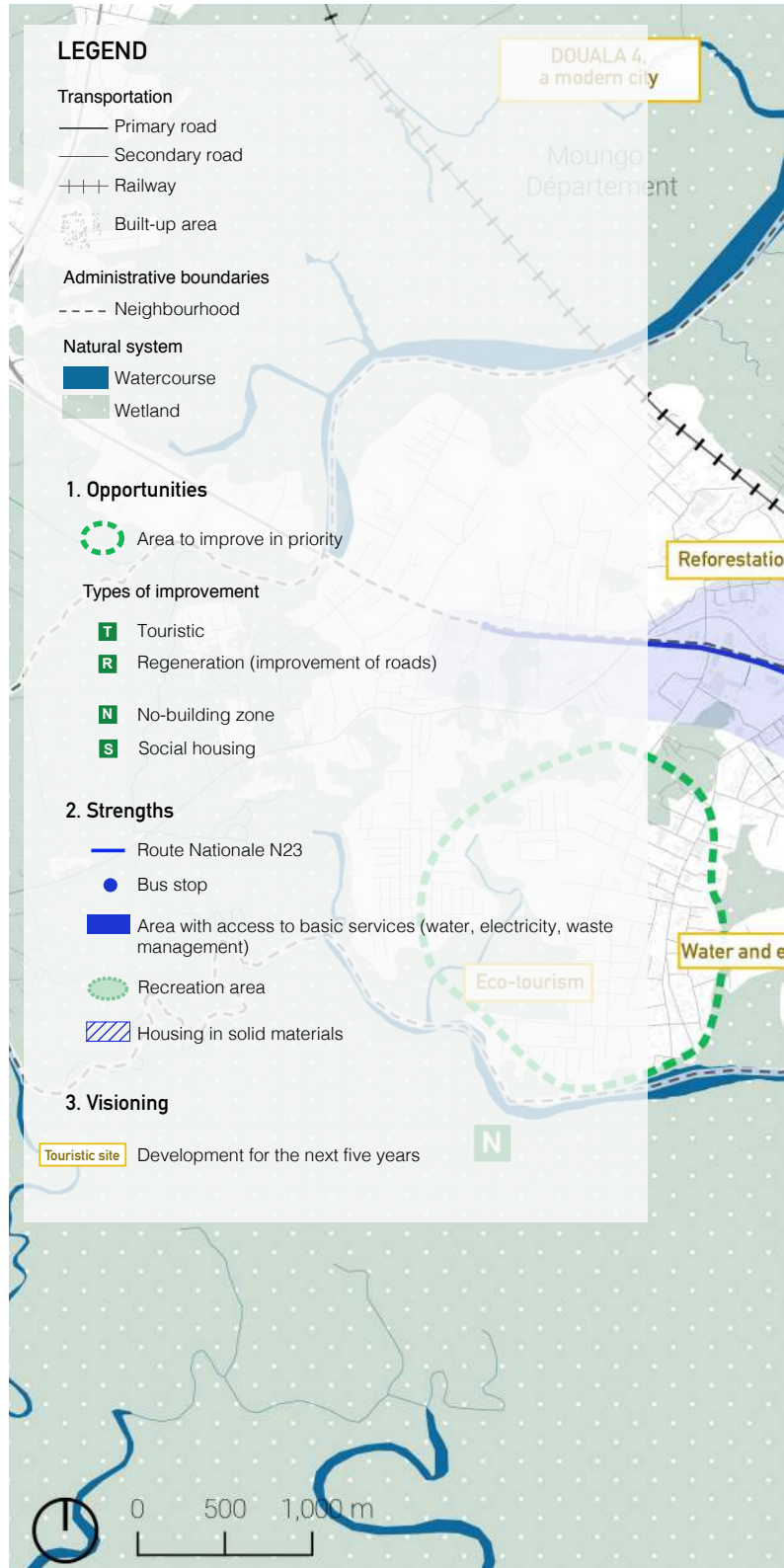
NEEDS AND OPPORTUNITIES IDENTIFIED BY LOCAL STAKEHOLDERS

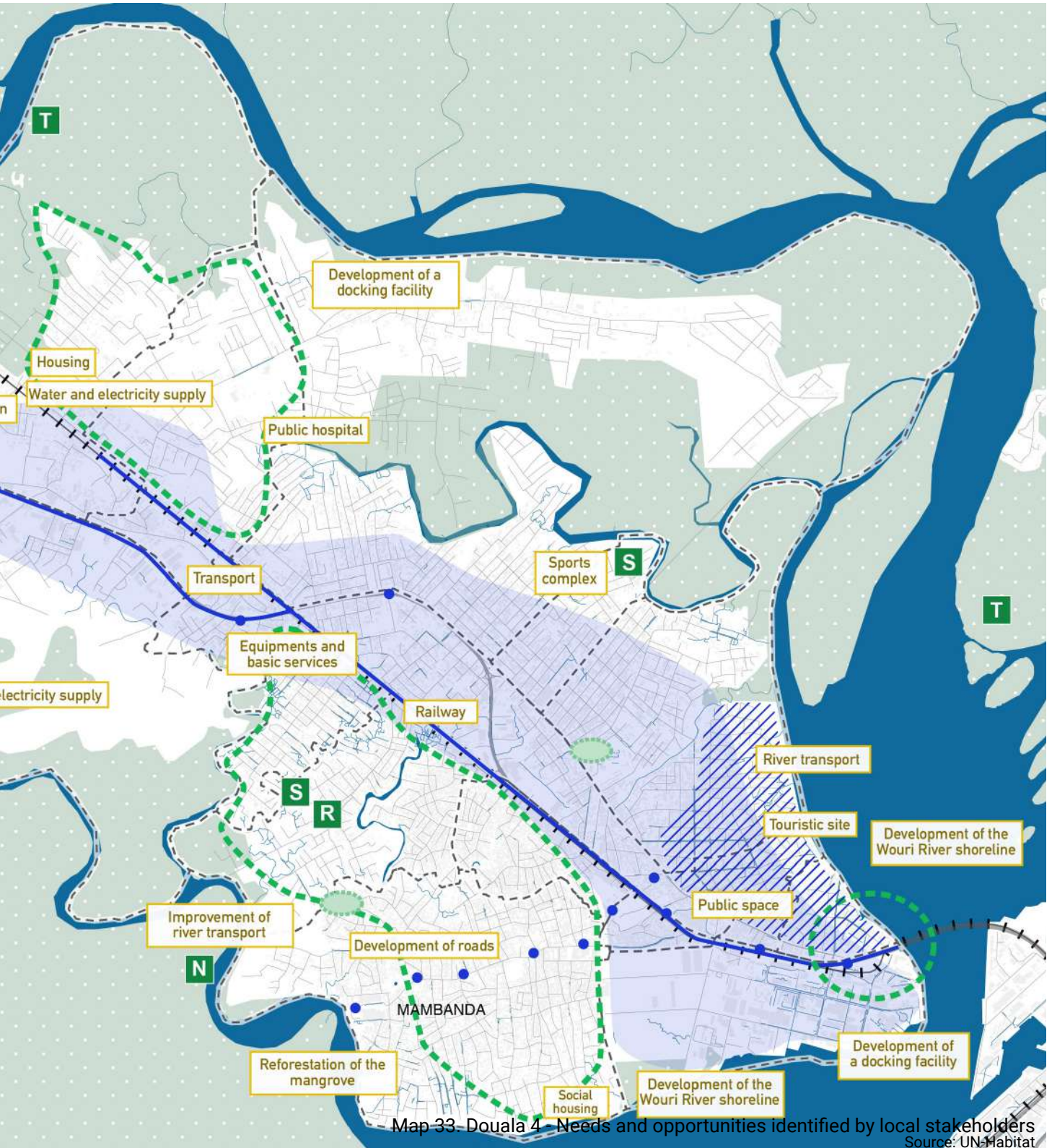
DOUALA 4

The strengths of Douala 4 are concentrated along the main road (Route Nationale N23): only neighbourhoods connected to the road are well served in terms of social services and basic services. The N23, punctuated by several bus stops, is the only axis connecting the subdivision to the rest of the city. Workshop participants emphasised four main areas to improve in priority, situated on the challenging areas identified on the previous map: the Northern and Southern neighbourhoods (Bonendale, Ndofo, Mambanda, Bilingue and Grand hangar), Bojonga in the West part, and the South-Eastern corner of the riverbank.

During the second part of the workshop, participants highlighted six main potentialities to develop in the future. In the next five years, they would like to see the following improvements:

- **Improvement of social services and basic services:** health, education equipment, road infrastructure and basic services networks (electricity, water, waste management).
- **Development of eco-tourism mainly along the banks of the river:** planning of touristic sites such as the Wouri River shoreline, improvement of river transports, construction of docking facility.
- **Preservation of natural areas at risk:** reforestation of the mangrove, preservation of areas without buildings.
- **Development of recreational areas:** maintain the existing ones, creation of a sports complex.
- **Diversification and strengthening the housing stock:** development of social housing and housing in solid materials.
- **Improvement of public spaces.**





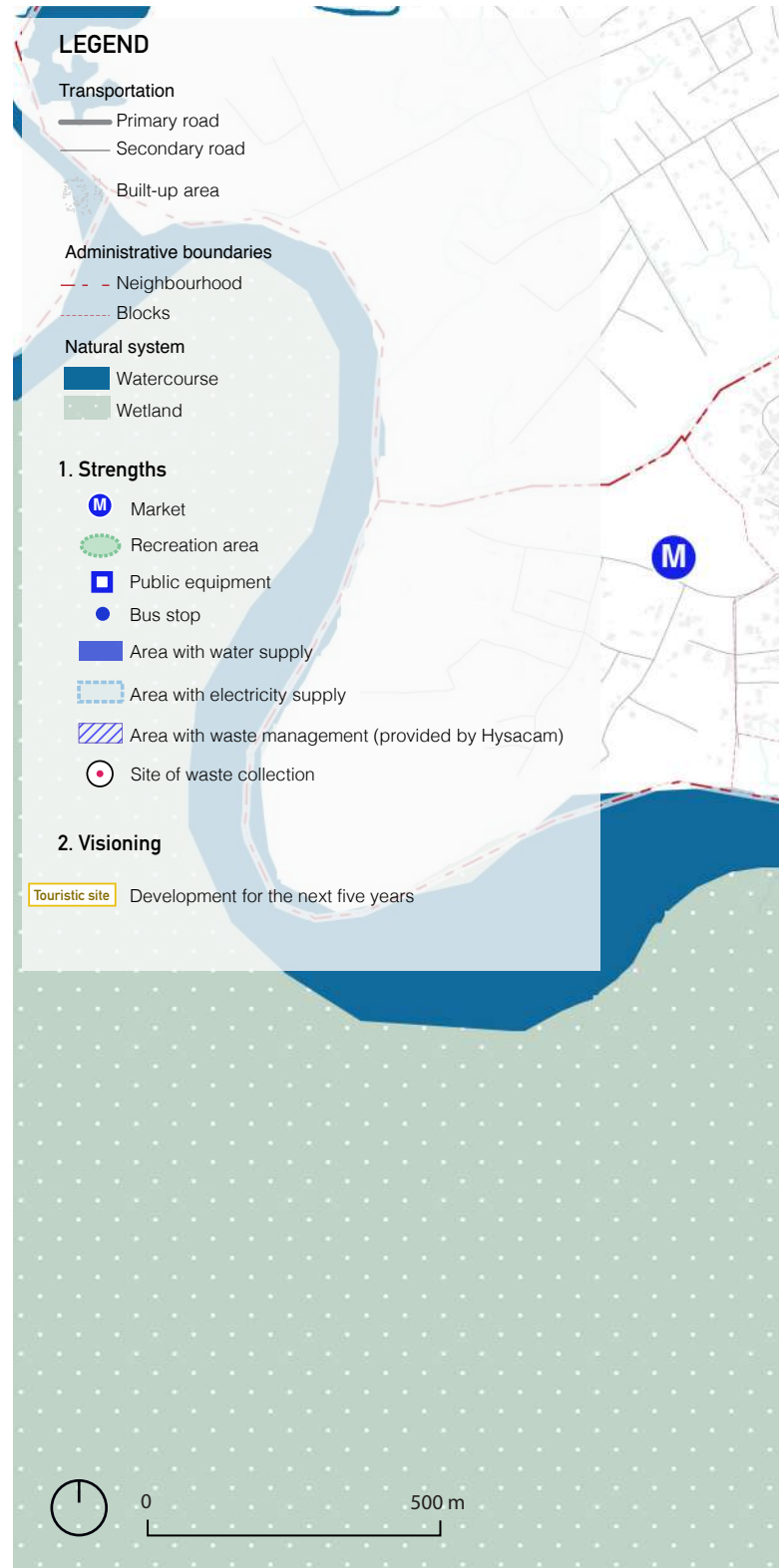
MAMBANDA

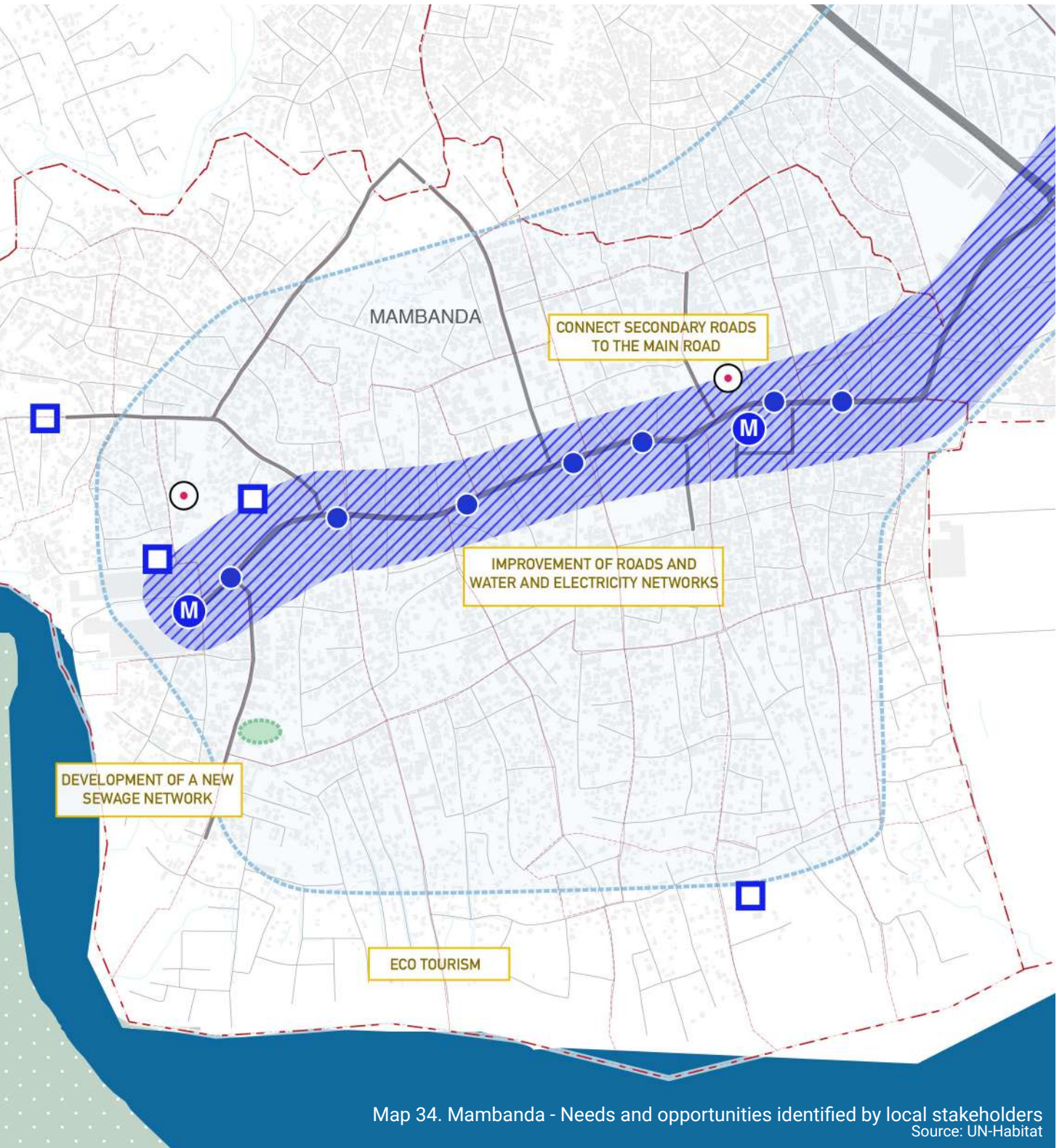
The strengths of Mambanda are concentrated along the main road, linking the neighbourhood of Douala 4 to the rest of the city. The areas along the main road are well served in terms of basic services (water and waste management). Access to electricity is more extensive but does not cover the outlying parts of Mambanda. Despite its lack of services, the neighbourhood benefits from the establishment of local markets and public equipment (such as a primary school and a high school).

During the second part of the workshop, participants highlighted four main potentialities to develop in the future. In the next five years, they would like to see the following improvements:

- **Development of eco-tourism** along the Wouri riverbank.
- **Development of a new sewage network** on the West part.
- **Improvement of roads and water and electricity networks.**
- **Connection of secondary roads to the main roads within Mambanda.**

The entanglement of the challenges and opportunities in Douala 4 and Mambanda highlights the necessity to develop a strategy intertwined at the city, subdivision and neighbourhood scales.





Map 34. Mambanda - Needs and opportunities identified by local stakeholders
Source: UN-Habitat

OVERVIEW OF THE RESULTS OF CHARRETE CHALLENGES AND INTERVENTIONS NEEDED IN THE SUBDIVISION OF DOUALA 4 AND THE NEIGHBOURHOOD OF MAMBANDA

The stakes highlighted during the exercise were in the order of seven concerns already identified by the UN-Habitat team, thus confirming the analysis undertaken.

At the end of this workshop, the challenges and opportunities were identified from a community perspective for the Douala 4 subdivision and the Mambanda neighbourhood, categorised into five themes:

1) Appropriate habitat

According to the participants, housing is an issue that needs to be addressed urgently. The existing supply of housing is insufficient, expensive and not able to meet the needs of the population. Existing housing often does not meet the standards of decent housing. Informal settlements have emerged from the lack of supply of adequate housing, often in areas which are not developed and are seen having low development potential.

2) Equal access to urban basic services

Urban services (access to drinking water and electricity) were described as insufficient and unevenly covered in Douala 4 and Mambanda. Waste treatment was mentioned as one of the sources of pollution in the current environment. Households in the neighbourhoods do not seem to be able to access the collection points, as Hysacam's trucks cannot circulate due to the state of the roads.

3) Better transport and road network

Participants highlighted the poor quality of the roads and the lack of suitable pavement in areas at risk of flooding. The public transport offer is not very accessible, with no bus stations and no signposting. The private system compensates for this deficit by offering very high prices for persons with an average income.

4) Access to social facilities

Access to health care and education seems to depend on income level. Vulnerable populations do not have equal access to these social facilities. In addition, the existing social facilities are insufficient to meet the rate of demographic growth within the subdivision.

Public and recreational spaces are non-existent, and social spaces are concentrated in bars and markets.

5) Healthy green environment

Participants highlighted the need to protect the current

environment to develop sustainable economic activities and mobility.

6) Economic development

The participants underlined that several potential economic sectors are not developed in Douala 4 but should be tapped into i.e., ecotourism, with an extensive natural environment and water bay located within the subdivision. Moreover, economic opportunities are not made equally accessible in the neighbourhood, with companies located largely near the New Road and the industrial zone.

7) Coordination between private and public stakeholders

In view of the presence of the private sector in the borough, the participants noted the importance of collaboration between the private and public sectors. Indeed, through their establishment and various sponsorship programmes, private companies can participate in the development of the territory.

Expected outputs

Beyond completing and improving the analysis carried out, the *charrette* will guide the definition of the strategy and scenarios. A matrix (on the right side) has been consolidated to list a plan of actions based on priority axes. The *charrette* will feed this matrix into the selection of priority actions in another participatory workshop.



Photo 33 & 34. Participants' interventions during the *charrette*
Source: UN-Habitat

Themes/Sectors		CRITERIA					
CHALLENGES	Alignment w/ Policies & Framework					FINAL SCORING (to be completed during the visioning part)	
	CITY STRATEGY	DISTRICT STRATEGY	UN HABITAT ANALYSIS AFTER COLLECTING DATA	STAKEHOLDERS OF THE WORKSHOP	UN-HABITAT ANALYSIS POST WORKSHOP		
1. Rapid growth and density distribution of the population							
New afflux to the city	●	●	■	■	■		
No reception centres	○	●	■	■	■		
No social services dedicated to IDP	○	●	■	■	■		
2. Lack of a common urban vision (urban patchwork)							
Uncontrolled urban expansion	●	●	■	■	■		
Lack of a master plan for the municipality and territorial marketing	●	●	■	■	■		
Migration issues in urban planning documents	○	○	■	■	■		
3. Insecurity and poor quality of Habitat et Land tenure							
Land tenure management (lack of traceability of title deeds (tenure uncertainty, customary law vs official title deed)	○	○	■	■	■		
Access to decent housing	●	●	■	■	■		
Habitat measures	●	●	■	■	■		
Urban sprawl/Unplanned and unmanaged development/ Unequal urbanisation	●	●	■	■	■		
4. Lack of Transport and mobilities poorly diversified and structured							
The network is fragmented and of poor quality	●	●	■	■	■		
Poorly diversified transport offer (travel mode, intermodality)	●	●	■	■	■		
Development of the river potential	○	○	■	■	■		
Expensive transport supply	○	○	■	■	■		
Development of a competitive private offer	○	○	■	■	■		
5. Limited economic-social opportunities							
Poor job offers	●	●	■	■	■		
High quantitative Informal jobs	●	●	■	■	■		
Access to economic centres limited	●	●	■	■	■		
6. Access to urban basic services							
URBAN SERVICES							
Electricity network	●	●	■	■	■		
Access to drinkable water	●	●	■	■	■		
Waste management	●	●	■	■	■		
Sewerage system performance	●	●	■	■	■		
PUBLIC FACILITIES							
Healthcare facilities	●	●	■	■	■		
Education facilities	●	●	■	■	■		
Recreational facilities	○	○	■	■	■		
Public spaces	○	○	■	■	■		
7. Health and Environment hazards							
Water and soil pollution	○	○	■	■	■		
Environmental degradation	○	○	■	■	■		
Flood risk vulnerability and climate change mitigation measures	●	●	■	■	■		
Public Health Risk	○	○	■	■	■		
8. Urban governance to articulate							
LIMITED CIVIL SOCIETY SUPPORT AND ENGAGEMENT							
Few participatory and inclusive projects	●	●	■	■	■		
Lack of participatory and social structures	●	●	■	■	■		
WEAK TECHNICAL CAPACITY OF THE MUNICIPAL STAKEHOLDERS							
Limited training opportunities	○	○	■	NOT MENTIONED	■		
Lack of digitisation of official documents	○	○	■	■	■		
Insufficient computer and technological equipment	○	○	■	■	■		
Limitations of the tax and resource system for project financing	○	○	■	■	■		
LACK OF COORDINATION OF THE STAKEHOLDERS							
No ad hoc institution between the private and public sectors	○	○	■	NOT MENTIONED	■		
No centralization of data and data sharing via a platform	○	○	■	■	■		
Poor partnership set-up (private, public,	○	○	■	■	■		

Table 7. Matrix of the main stakes in different scales (red high priority- orange : middle priority , yellow : low priority)
Source: UN-Habitat

07

CONCLUSION

CONCLUSION-CHALLENGES AND INTERVENTIONS NEEDED IN DOUALA 4 AND MAMBANDA

The different meetings and the urban profile highlighted the importance of integrating the issue of migration and IDPs into urban planning, but these issues were not taken into account. Several local urban planning documents in Douala, the POS and the PDU, are currently being revised. The *Plan Communal* of Douala 4 is being drawn up. Given that the current migration dynamics in Douala and Douala 4, it would be relevant to establish tailored actions for IDPs in these urban plans and to coordinate urban planning documents in to follow a common vision.

The acceleration of the decentralisation is essential for the successful implementation of these documents at all levels. It will enable cities that are facing the same dynamics to be provided with the technical and financial means to meet the challenges identified, such as those of Douala 4.

Based on the spatial analysis conducted for Douala 4 and the pilot neighbourhood and participative *charrettes* with local stakeholders, this section summarises the identified challenges and the needed interventions in Douala 4 and Mambanda.



SDG 11: Sustainable Cities and Communities

Over the past 30 years, Douala's urban footprint has more than doubled. Nowadays, subdivisions, such as Douala 4 are regarded as suburbs of Douala but belong to the metropolis of Douala. These suburbs are likely to keep on extending in the future following the current conurbation process if no masterplan is updated and respected. This expansion, correlated with the exponential demographic growth of Douala and Douala 4, is set to increase as the conflict in the North-West and South-West area becomes entrenched. The expansion of the city has an impact on its organisation, which is now planned in urban planning documents that have become obsolete. The lack of a common vision for the city is also linked to the development of urban projects in the city without coordination and dissemination of information between the stakeholders of the area. According to the different *charrettes*, the stakeholders have underlined the need to boost **the definition of a strategic urban vision on the scale of Douala 4 to improve and provide sustainable living conditions for the inhabitants.**

This lack of coordination leads to socio-economic disparities within Douala 4 and Mambanda. According to the analyses,

Douala 4 is marked by a fragmentation of economic centres and mainly isolated by the industrial zone. The mix of uses is non-existent, creating an imbalance in access to everyday services. In fact, urban amenities are poorly developed and of low quality. The needed interventions are **to support mixed land use, to build public spaces, recreational equipments, and create a network of economic-centralities.**

In addition, the social, economic and geographical opening up of Douala 4 and the improvement of accessibility are key actions. Indeed, the inhabitants have highlighted the lack of a good quality network of roads which prevents them to access social facilities and economic centres. The offer of transport is not diversified and is expensive. **The optimisation of the existing mass public transport, and the extension of the road network are priority interventions.**

The diversification of means of transport is required to have an equal access to mobility. **The waterway transport and soft mobility represent sustainable solutions to develop.** Soft mobility is also limited due to the state of the roads and the lack of pavements in some part of Douala 4. **For this reason, it was strongly recommended that pedestrian corridors and crossings be developed. A pedestrian network should be designed to link the main focal points of the subdivision.**



SDGs 3, 6, 7: Access to Basic Services

The analysis highlighted the complexity of accessing decent and adequate housing. Indeed, Douala 4 is made up of a variety of neighbourhoods, including residential areas, an industrial zone and informal settlements. The IDPs are often housed in precarious settlements such as in Mambanda without access basic services. The necessary interventions are **to launch urban renewal operations and to densify the neighbourhoods to respond to the demographic growth.**

Moreover, access to basic services such as drinking water, sewage system, waste collection, electricity and public facilities (health centres, public schools, recreational areas) is unevenly distributed in the subdivision. The needed interventions validated by the inhabitants are **to extend and upgrade the water, sewerage and electricity network, develop new ways to collect waste and build new schools and recreational areas.**



SDG 15: Life on Land

The field visits made it possible to assess the extent of environmental degradation linked to a system lacking basic services. Ecosystem destruction is visible in Douala 4. Deforestation and water and soil pollution represent long-term health and social risk. Increasingly intense flooding as a result of climate change tends to aggravate this dynamic. The needed interventions **are to create environmental protection zones by developing the riverbanks, launch maritime and natural reserves, to create green public spaces and corridors.**



SDGs 16 and 17 : Strengthening Capacities and Building Partnerships

The ongoing and unachieved decentralisation process is slowing down the municipalities' ability to take charge of the urban dysfunctions identified. The collection of taxes and the budget of the subdivision of Douala 4 over the last few years analysed, reveal the lack of structuring and maturation of projects linked to a lack of partnerships and budgets, and the lack of training of personnel on these subjects. The necessary interventions supported by the institutions and stakeholders include **the development of partnerships between the private and public sectors, and the gradual implementation of the decentralisation, accompanied by training of institutional stakeholders.**

According to this basis of the analysis, the main interventions can be identified and localized. To this end, the next step will be to define an urban strategy which will guide the stakeholders of the territory in the urban development of Douala 4 and Mambanda.



RACINES BILINGUAL SCHOOL





MISSION DU PLEIN EVANGILE
FULL GOSPEL MISSION
ASSEMBLEE DE BESSEKE
Jesus Sauve, Guerit et Delivre
Jesus Saves, Heals and Delivers
Beth Shalom (maison De Paix)
Beth Shalom (house Of Peace)
DECRET PRESIDENTIEL N69/DF/154/DU 26 AVRIL 1969
SANTÉ / SACRÉMENT / MARIAGE / BAPTÊME / PÂQUE
MARDI / VÉNÉDIA: Bible Study / Bible Studies 17H00 - 19H30
VÉNÉDIA / FRIDAY: Prayer & Exhortation / Prayer & Exhortation 17H30 - 19H30
DIMANCHE / SUNDAY: Culte d'adoration / Worship Service 9h00 - 12h00

Photo 35. A dirt access road leading to the neighbourhood of Bonassama intersects l'Ancienne Route
Source: UN-Habitat

3 LES LIGNES DIRECTRICES D'UNE POLITIQUE DE DEVELOPPEMENT URBAIN DES VILLES

3.1 CADRE DE RÉFÉRENCE : LA POLITIQUE URBAINE NATIONALE (PUN)

121. Une réflexion sur le projet d'une Politique Urbaine Nationale (PUN) au Cameroun, a été menée, dans le cadre du Programme des Nations Unies pour les Etablissements Humains – ONU HABITAT, 2014.
122. Ce travail envisage la Politique Urbaine Nationale comme étant le maillon manquant jusque-là, devant faire le lien entre les orientations de développement urbain déclinées dans les documents stratégiques (Vison 2035, DSCE, Stratégie de Développement du Sous-Secteur Urbain,...) et leur mise en application. L'objectif essentiel, c'est l'opérationnalisation de ces orientations à travers des plans d'action, des outils et des dispositifs adéquats, permettant aux acteurs de l'urbain (Municipalité, autorités locales, ...) de gérer plus efficacement leurs villes. Dans cette optique, le Cameroun pourrait tirer profit du rôle positif de l'urbanisation comme moteur de croissance économique. Le PIB urbain représente près de 60% du PIB total, ce qui montre l'importance des enjeux économiques du développement urbain et du rôle des villes dans la relance et la consolidation de la croissance économique nationale.
123. Dans ce cadre, la PUN est définie comme « un ensemble cohérent de décisions adoptées à travers une politique de coordination menée par le gouvernement qui rallie les différents acteurs autour d'une vision destinée à promouvoir un développement urbain plus

transformatif, productif, inclusif et résilient à long terme »¹².

- *Ses objectifs* : renforcer le lien entre l'urbanisation, le développement socio-économique et la durabilité environnementale dans le but d'optimiser les bénéfices de l'urbanisation, tout en atténuant les inégalités et les potentiels effets néfastes externes ;
- *Ses lignes directrices* : promouvoir des villes plus compactes, intégrées socialement, mieux connectées, qui favorisent le développement durable en milieu urbain et sont résilientes face aux changements climatiques.
- *Ses principes fondateurs* : la participation, l'intégration, la simplicité de la mise en œuvre, les effets mesurables, et les coûts abordables (rapport coût efficacité et ressources), une approche pragmatique, orientée vers l'action et axée sur les populations ;
- *Ses résultats attendus* : un espace suffisant de rues et trottoirs pour favoriser la mobilité des habitants, une forte densité, une utilisation mixte des terres et des zones bâties/espace public, une distribution adéquate de l'utilisation des terres, une amélioration de la cohésion sociale et du bien-être en communauté.

¹² ONU-Habitat 2014, Evolution des Politiques Urbaines Nationales : Aperçu général, Nairobi.

Area of Expertise	City of Douala (C.U.D.)	Douala 4 Subdivision
Economic development	<p>“ Decentralized public authority that manages, under the supervision of the State, local affairs in order to ensure the economic, social and cultural development of the populations of the city of Douala ”.</p>	<p>Institution guaranteeing the urban, social, economic and environmental development of the subdivision and its population.</p>
Environment and natural resource management	<ul style="list-style-type: none"> • Action relating to inter-community, major works and structuring projects; • Creation of industrial zones; • Development of community tourist sites; • Intercommunal projects transferred to the Urban Community. 	<ul style="list-style-type: none"> • Promotion of agricultural, pastoral, artisanal and seafood production activities of communal interest; • Construction, furnishing, management and maintenance of markets, bus stations and slaughterhouses; • Support to income and employment generating micro-projects.
Planning, land use, urban development and housing	<ul style="list-style-type: none"> • Monitoring and control of industrial waste management; • Elaboration of community action plans for the environment; • Creation, maintenance and management of green spaces, parks and community gardens; • Collection, removal and treatment of household waste. 	<ul style="list-style-type: none"> • Drinking water supply; • Creation, maintenance and management of green spaces, parks and gardens of communal interest; • Pre-collection and management household waste at the local level.
Education, sports and culture	<ul style="list-style-type: none"> • Creation of land reserves; • Urban planning, master plans and development strategies, urban renewal and re-parcelling; • Urban traffic and transport plans for the entire road network; • Creation and management of primary and secondary roads; • Creation and management of sanitation, wastewater and stormwater facilities; • Allocation of street and building addresses. 	<ul style="list-style-type: none"> • Creation and development of urban public spaces; • Creation, maintenance and management of public cemeteries.
		<ul style="list-style-type: none"> • Preparation and execution of municipal investment plans; • Creation and maintenance of municipal roads; • Creation and maintenance of unclassified rural roads and crossing ferries; • Contribution to the electrification of areas without electricity.
		<ul style="list-style-type: none"> • Establishment, maintenance and upkeep of pre-schools and elementary school in the subdivision; • Participation in the management and administration of high schools and colleges.

DOMESTIC CAPITAL		CAPITAL LOANS INTERNATIONAL	GRANT CAPITAL
INTERNATIONAL INSTITUTIONS			
DEUTSCHE BANK S.A.E and CAIXABANK S.A	PLANUT	the construction of a slaughterhouse in <u>Ngaoundere</u> and cold storage facilities in the cities of Yaoundé, <u>Ebolowa</u> , Kribi and <u>Ngaoundere</u>	8.528.112.504 FCFA
AFD	PLANUT		
EUROBONS	PLANUT	the construction of two access roads in each region of the country, the construction of water retention structures, and the development of hydro-agricultural areas in the northern regions,	50 000 000 000 FCFA
NATIONAL BANKING INSTITUTION			
BGFI BANK CAMEROON	PLANUT	the rehabilitation of some roads in the cities of Yaoundé and Douala;	100 000 000 000 FCFA
ATLANTIC BANK CAMEROON	PLANUT	construction of 600 social housing and referral hospitals, as well as the rehabilitation and upgrading of the technical facilities of the General Hospitals of Yaoundé and Douala and the University Hospital of <u>Yaounde</u>	190 000 000 000 FCFA
ECOBANK CAMEROON	PLANUT	construction of boreholes, water supply systems, and security posts throughout the country	35 000 000 000 FCFA
ICBC	PLANUT	construction of the Bini hydroelectric scheme in <u>Warak</u> in the extreme north of the country	182 000 000 000 FCFA

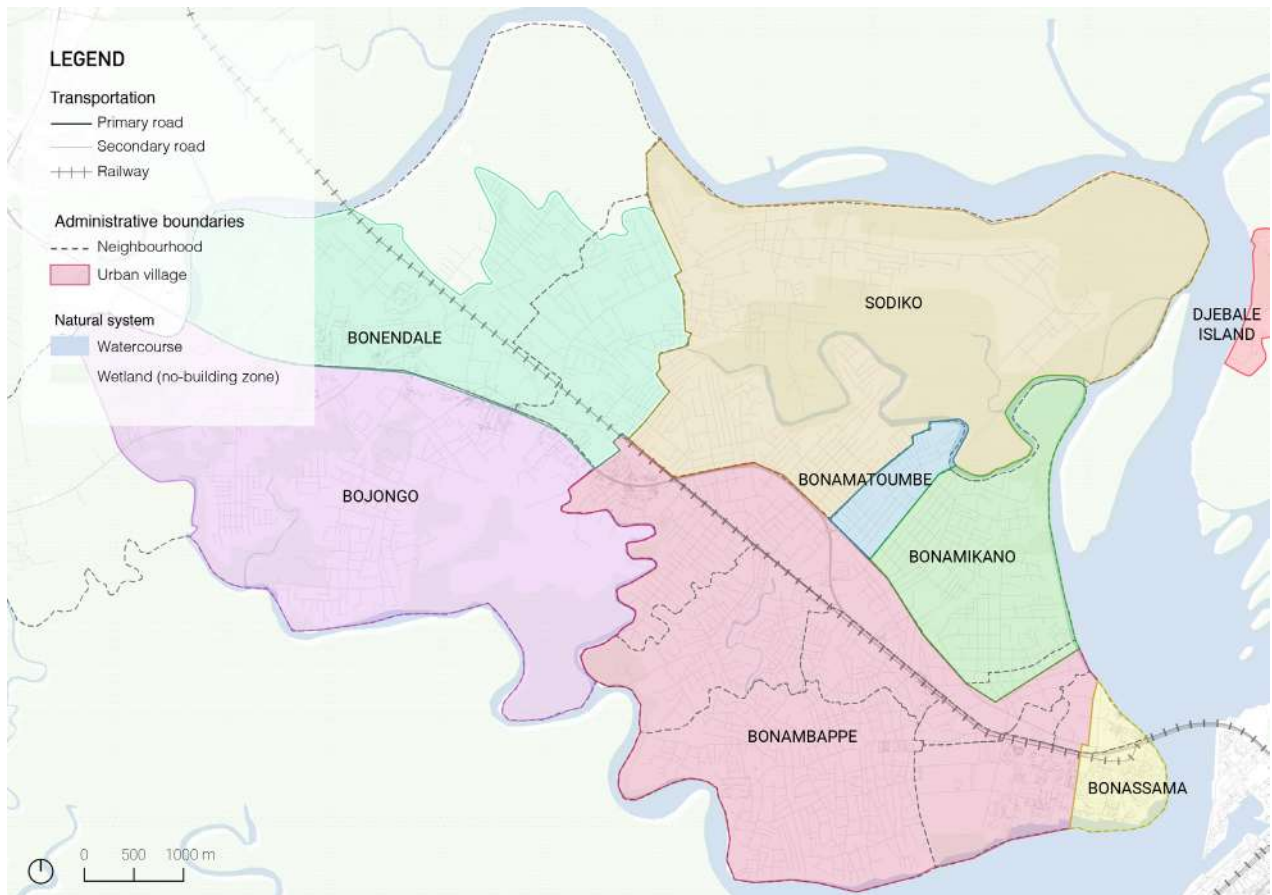
Annex 3. Summary table of Cameroon's financial partners over the last five years (National scale)

Source : <https://www.spm.gov.cm/site/?q=fr/content/rapport-general-sur-la-mise-en-%C5%93uvre-du-plan-d%E2%80%99urgence-triennal-2015-2017>

PROJET	SECTEURS	COMMUNE	SOURCES
Projet de construction du marché Congo à Douala	Community / amenities	Douala II	
Renforcement de la capacité de l'usine d'Ayatto pour la porter à 100 000 m3/jour	Utilities		Plan directeur d'urbanisme de douala à l'horizon 2025
Construction des châteaux d'eau prévus à Nyalla (1 x 3 000 m3)	Utilities	Douala III	Plan directeur d'urbanisme de douala à l'horizon 2025
Construction des châteaux d'eau de Logbessou (1 x 3 000 m3)	Utilities	Douala III	Plan directeur d'urbanisme de douala à l'horizon 2025
Reconstruction du château d'eau de celui de Koumassi (1 x 700 m3)	Utilities	Douala I	Plan directeur d'urbanisme de douala à l'horizon 2025
Autoroute Douala-Kribi lolabe	Transport		Plan directeur d'urbanisme de douala à l'horizon 2025
un gymnase et une piscine olympique à Bonabéri (2 ha à acquérir)	Social and economic	Douala IV	Plan directeur d'urbanisme de douala à l'horizon 2025
Aménagement de la « Forêt urbaine » (parc de la Besséké), déjà à l'étude au niveau de la Communauté Urbaine	Environment	Douala I	Plan directeur d'urbanisme de douala à l'horizon 2025
Réhabilitation/extension de la promenade et aménagement du parc de la « Base Elf » ;	Environment	Douala I	Plan directeur d'urbanisme de douala à l'horizon 2025
Hôpitaux de District	Real estate	Douala I, Douala II, Douala III, Douala IV, Douala V	Plan directeur d'urbanisme de douala à l'horizon 2025
Campus à l'Est et à l'Ouest	Community / amenities	Douala III, Douala IV	Plan directeur d'urbanisme de douala à l'horizon 2025
Complexe multisports dans la partie Nord	Community / amenities	Douala V	Plan directeur d'urbanisme de douala à l'horizon 2025
Marché de gros Marché à l'Est et Ouest	Real estate	Douala III, Douala IV	Plan directeur d'urbanisme de douala à l'horizon 2025
Parc international Expositions	Real estate	Douala I	Plan directeur d'urbanisme de douala à l'horizon 2025
Palais des Congrès	Real estate		Plan directeur d'urbanisme de douala à l'horizon 2025
Projet de construction d'une gare routière moderne à Bonadalé- Dibombari	Transport	Douala IV	Plan directeur d'urbanisme de douala à l'horizon 2025
Projet de construction d'un gymnase + piscine olympique à Bonaberi /Construction project of a gymnasium + Olympic pool in Bonaberi	Community / amenities	Douala IV	Plan directeur d'urbanisme de douala à l'horizon 2025
Production des plans et des études techniques d'amélioration de l'accès à l'eau, des toilettes, et de la salubrité	Utilities	Douala IV	Plan de relèvement de la commune de Douala IV

Annex 4. List of projects without financing

Source : CTD general code, 2019.



Annex 5. Map of the urban villages and neighbourhoods in Mambanda

Source : UN-Habitat/ City Council of Douala 4



ENDNOTES

- 1 <https://worldpopulationreview.com/countries/cameroon-population>
- 2 RGPH 2005
- 3 WB 2019
- 4 WB 2019
- 5 <https://worldpopulationreview.com/world-cities/douala-population> based on data from UNDESA
- 6 <https://worldpopulationreview.com/world-cities/douala-population> based on data from UNDESA
- 7 Graphics based <https://worldpopulationreview.com/countries/cameroon-population>
- 8 <https://www.tresor.economie.gouv.fr/Pays/CM/indicateurs-et-conjoncture>
- 9 BUCREP 2018
- 10 Its actions are framed by Law N°2004/003 of 21 April 2004, which sets out Cameroon's regulations on development and planning.
- 11 Law N°2011/008 of May 6, 2011 on the Orientation for the Planning and Sustainable Development of the Territory in Cameroon sets the general legal framework for the planning of the national territory in a sustainable development perspective
- 12 Ten critical interventions were identified that could ensure the successful formulation and implementation of the NUP
- 13 AFD, 2009
- 14 AFD, 2009
- 15 ordinances n°74-1 and 74-2 of July 6, 1974
- 16 IIED, 2020
- 17 UNDRR, Disaster Risk Profile Cameroon, 2019
- 18 CMR, National Climate Change Adaptation Plan 2015
- 19 UNDRR, Disaster Risk Profile Cameroon, 2019
- 20 Calculated as a percentage of the total 2016 population, UNDRR, Disaster Risk Profile Cameroon, 2019
- 21 UNDRR, Disaster Risk Profile Cameroon, 2019
- 22 <https://ceeac-eccas.org/en/uncategorized/workshop-to-validate-the-national-strategy-for-disaster-risk-reduction-drr-and-camerouns-action-plan-aligned-with-the-sendai-framework/>
- 23 1.5 million refugees estimated in the Central African subregion in mid-2020, UN DESA, 2020
- 24 Cameroon : 2021 Humanitarian Response Plan at a glance, OCHA 2021. <https://www.humanitarianresponse.info/en/operations/cameroon/document/cameroon-2021-humanitarian-response-plan-glance>
- 25 Cameroon : Locations of UNHCR Persons of Concern (September 2021), UNHCR 2021. <https://reliefweb.int/sites/reliefweb.int/files/resources/POCs%20September2021.pdf>
- 26 Cameroun Vision 2035 English Version, 2009, http://www.cameroon-embassy.nl/wp-content/uploads/2016/04/Cameroon_VISION_2035_English_Version.pdf
- 27 MINEPAT, World Bank Group, Recovery and Peace Consolidation Strategy for Northern and East Cameroon 2018 – 2022, <https://documents1.worldbank.org/curated/en/245081527486919288/pdf/126613-WP-P160779-PUBLIC-cameroon-RPC-english-web-DISCLAIMER.pdf>
- 28 Cameroon – United Nations System Cooperation, 2016, United Nations Development Assistance Framework (UNDAF 2018-2020), <https://cameroon.un.org/sites/default/files/2019-12/UNDAF%20%20ENG%20.pdf>
- 29 OCHA, 2018, Cameroon : Humanitarian Response Plan 2017-2020, <https://reliefweb.int/report/cameroon/cameroon-humanitarian-response-plan-2017-2020-summary-january-2018>
- 30 World Bank, 2017, Country Partnership Framework for the Republic of Cameroon for the Period FY17-FY21, <https://documents1.worldbank.org/curated/en/480711490925662402/pdf/CPF-CM-Board-vf-February-28-03062017.pdf>
- 31 Littoral Region Statistical Yearbook INS, 2019
- 32 The demographic projections of the 3rd RGPH carried out by BUCREP
- 33 Working age population (potentially active population): population aged 15 to 64 according to the ILO.
- 34 Littoral Region Statistical Yearbook INS, 2019
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