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DE LA MISE EN ŒUVRE DE LA STRATEGIE
SECTORIELLE DE L'EDUCATION

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STEERING COMMITTEE FOR THE
COORDINATION AND MONITORING OF
THE EDUCATION SECTOR WIDE
APPROACH IMPLEMENTATION

Education and Training Sector Strategy Paper (2013-2020)

CARTE DU CAMEROUN



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ADEA	Association for the Development of Education in Africa
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ABBREVIATIONS AND ACRONYMS

AFD	<i>French Development Agency</i>
PTA	Parents/Teachers' Association
IGA	Income generating activities
A/L	Advanced Level
ADB	African Development Bank
BEPC :	<i>Brevet d'Etudes du Premier Cycle</i>
PIB	Public Investment Budget
CAF :	Functional Literacy Centre
CAP :	<i>Certificat d'Aptitude Professionnelle</i>
CAPIEMP :	<i>Certificat d'Aptitude Professionnelle d'Instituteurs de l'Enseignement Maternel et Primaire</i>
CARPA	Public-Private Partnerships Support Council
CEBNF	Centre for Non Formal Basic Education
CDI	Contract of Unspecified Duration
CITE	International Classification of Education Types
ECCAS	Economic Community of Central African States
CEP	<i>Certificat d'Etudes Primaires</i>
CM1	<i>Cours Moyen 1^{ère} année</i>
CM2	<i>Cours Moyen 2^{ème} année</i>
CNQC	National Qualifications and Certifications Framework
CP	<i>Cours Préparatoire</i>
CPC	Community Preschool Centre
CPS	<i>Cours Préparatoire Spécial</i>
LA	Local Authorities
BD	Bidding Documents
DRH	Department of Human Resources
GESP	Growth and Employment Strategy Paper
PRSP	Poverty Reduction Strategy Paper
ECAM 3 :	Third Cameroonian Households Survey
EDS	Demographic and Health Survey
ENIEG :	Grade I Teachers Training College
ENS	Higher Teachers Training School
GCE	General Certificate of Education
O/L	Ordinary Level
FTI	Fast Track Initiative
FSLC	First School Leaving Certificate
GICAM	Cameroon Employers' Association
GLQA	Local Apprenticeship Quality Management
GIE	General Inspectorate of Education
STI	Sexually Transmitted Infections
BMD	Bachelors Master Doctorate
MINEDUB :	Ministry of Basic Education
MINEFOP :	Ministry of Employment and Vocational Training
MINEPAT :	Ministry of the Economy, Planning and Regional Development
MINESEC :	Ministry of Secondary Education

MINESUP :	Ministry of Higher Education
MINJEC :	Ministry of Youth Affairs and Civic Education
ND	Not Determined
MDG	Millennium Development Goals
NGO	Non Governmental Organisation
PPBF/E	Planning, Programming, Budgeting, Monitoring/Evaluation
PASEC	CONFEMEN School Systems Analytical Programme
PTA	Parents/Teachers Association
PTAB	Three-Year Budgeted Action Plan
PTR	Pupil/Teacher Ratio
TFP	Technical and Financial Partners
RESEN	State Report on National Education System
ROME	Operational Trades and Jobs List (<i>Répertoire Opérationnel des Métiers et de l'Emploi</i>)
SIGE	Education Management and Information System
SSE	Education Sector Strategy
SIL	<i>Section d'Initiation au Langage</i>
GER	Gross Enrolment Rate
UNESCO :	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
VAE	Development of Experimental Learning
VIH	Human Immuno-Deficiency Virus
SIDA	Acquired Immune Deficiency Syndrome
ZEP :	Priority Education Zone

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DEFINITION OF KEY SECTOR CONCEPTS

Formal education: education offered in the system of schools, colleges, universities and other formal educational institutions. It normally consists of a continuous scale of full-time classes for children and youths, generally beginning between five and seven years right up to 20 or 25 years. In some countries, its higher tiers comprise organized part-time alternating work-study programmes in college or university, called “dual system” or other equivalent appellations.

Informal education: any organized and lasting educational activity that does not exactly fit the above definition of formal education. Thus, informal education can be offered both inside or outside the formal school setting and is meant for persons of all ages. According to each country’s specificities, this type of education can englobe adult literacy programmes, basic education for children with no schooling, the acquisition of useful skills for day-to-day and professional life, and general knowledge.

Thus defined, informal education may include: literacy (youths and adults); vocational training (all types and modes).

Literacy: The Microsoft Encarta dictionary (2009: 01) defines **literacy** as “teaching youths and adults who have never been to school, how to read and write”. This definition does not mention calculation which it considers as a form of writing.

Functional literacy: *Le guide de l’alphabétiseur* of PNA (2006:07) defines functional literacy as a form of education, training and instruction of youths and adults outside the traditional school system. It takes into consideration the real problems faced by learners and seeks their well-being and better living conditions.

Apprenticeship: method of training where at least 80% of the time of training is taken up by practice. This method does not require *à priori* a high level of basic training.

Vocational training: teaching meant to give the initial levels of qualification necessary for the practice of a trade or group of trades. It allows for developing the necessary skills for a trade or group of trades through theoretical technical studies on such a trade or group of trades. Vocational training culminates in a certificate.

Professional training: a set of activities aimed at ensuring the acquisition of knowledge, qualifications (know-how) and attitudes necessary to perform a trade or profession with competence and efficiency. These activities may correspond to other types or methods of training (initial or continuing training) corresponding to refresher courses or skills updates and customized training. Vocational training ends with a qualification diploma or certificate.

Pre-school education: this is the first level of formal education. It receives, supervises and ensures the survival, protection and development of children from birth to the age of 6¹ full years. In some cases in the private sector, its duration is 2 or 3 years. The admission age in the public sector is 4 years although some private schools admit children aged 3 years.

¹ Decree on the protection of the child of 20 March, 2001

Primary education: this is the second level of formal education. The duration of the primary cycle is six years. The statutory admission age is 6 years and this is the only admission requirement, regardless of whether the child attended nursery school. The end-of-cycle diploma is the First School Leaving Certificate (FSLC) for the Anglophone sub-system Primary school certificate and the *Certificat d'Etudes Primaires* (CEP) for the Francophone sub-system.

Core education: It covers the primary cycle and the first cycle of secondary education (observation sub-cycle of 2 years and orientation sub-cycle of 3 years).

It is the common foundation of minimum knowledge and skills guaranteed any child by the education system. It has a two-fold objective:

- Ensure the child's maturation for his socio-professional integration;
- Prepare the learner for self-determination with respect to general education, technical and vocational training and professional training.

Secondary education: this is the median of the school system and is tasked with the development of general education, technical and vocational training and teachers' training.

▪ **Secondary general education**

It is structured in two cycles. The 1st cycle lasts for five (5) years in the Anglophone sub-system and four (4) years in the Francophone sub-system. The end of the cycle is sanctioned by the General Certificate of Education Ordinary Level (GCE O/L) certificate in the Anglophone sub-system and the *Brevet d'Etudes du Premier Cycle* (B.E.P.C) in the Francophone sub-system.

The second cycle lasts 3 years in the Francophone sub-system and is attested by the *Baccalaureat* certificate, but lasts for 2 years in the Anglophone and is sanctioned by the General Certificate of Education, Advanced Level (GCE A/L.) certificate.

▪ **Secondary technical and vocational training**

It offers the first levels of qualifications necessary for the practice of a trade or a group of trades. As with general education, technical and vocational education has two cycles: the first lasts four (4) years and the second lasts three (3) years in both sub-systems. The first cycle of technical education is sanctioned by "*Certificat d'Aptitude Professionnelle*" (C.A.P.) and the second, by the '*Baccalauréat de Technicien*', '*Brevet de Technicien*' (BT), or '*Brevet Professionnel*' (B.P.). It is noteworthy that at the end of the 2nd year of second cycle in the Francophone sub-system, students have to take the '*Probatoire*' examination which is the condition for access to *Terminale* (Upper Sixth Form).

▪ **Teacher training**

Teachers' training trains teachers for nursery, primary, secondary technical and general education. The duration of training varies from 1 to 3 years depending on pupil teachers' entry level (*Baccalauréat* or GCE A/L 1 year, *Probatoire*, 2 years and *BEPC*, GCE O/L or *CAP*, 3 years). The diploma awarded at the end of the training is *CAPIEMP* (*Certificat d'Aptitude Pédagogique des Instituteurs de l'Enseignement Maternel et Primaire*) for ENIEG (Grade 1 Teachers' Training College) and *CAPIET* (*Certificat d'Aptitude Pédagogique des Instituteurs de l'Enseignement Technique*) for technical schools.

Higher education: ensures the production, organization and dissemination of scientific, cultural, professional and ethical knowledge for the development of the nation and the progress of humanity. The requisite minimum level for access is the “*Baccalauréat*” or GCE A/Level. Entry into the faculties is free; but for higher professional schools, it is subject to passing a competitive entrance examination. Higher education is the highest level in the formal part of Cameroon’s school system.

Education: etimologically from the Latin « *educare* », it means the action of educating, training or instructing someone. Education can be defined as the process of transmitting knowledge and imparting values to enable an individual to act more effectively as a citizen in his natural and social milieu.

Non formal basic education: non formal basic education is “that which enables an individual in a specific historical, social and linguistic context to acquire a body of knowledge, abilities and attitudes so that he can understand and interact with his/her environment, pursue his education and training in society and participate effectively in its economic, social and cultural development”

Civic education: is defined as a body of knowledge, skills, know-how and values to be transmitted and customs and behaviours to be adopted by citizens in society. It imparts better knowledge of one’s environment, training in societal rules and mastery of civic rights and responsibilities.

As an ongoing process, civic education enables individuals to develop essential values pertaining to the exercise of citizenship. By owning and applying these values, they move from the status of individual to citizen (a person enjoying political rights, fulfilling his duties towards his nation and exercising his citizenship freely based on the rule of law).

Informal education: a form of education offered to youths outside standard school structures mainly using non directive teaching techniques.

School drop-outs: refers to individuals who dropped out of formal school before the end of primary school.

Unschoolled (with no schooling): refers to an individual with no schooling.

Access rate: an indicator that measures the number of non-repeating students for a given level of education, in relation to that of students whose ages correspond to that level. It is calculated by comparing the number of non-repeats versus the schoolable population at that level of education. As indicator of enrolment level, it is preferable to the gross enrolment ratio, since it takes into account the drop-out rate.

Completion rate: the proportion of the age bracket which, at a given age, reaches the last year of the cycle. It is estimated by the rate of access in the last year of the cycle.

Retention rate: the percentage of students of an age bracket who enrol in the first year of a given cycle of study in a given academic year and finally reaches the last year of that cycle.

Gross enrolment ratio (TBS): For a given level of education, this indicator measures the number of enrolments compared to the total population in that age bracket. For example, in primary, this

ratio is equal to the number of students multiplied by 100 and divided by the population aged 6 to 11 years.

Transition rate: the proportion of students who successfully move from one cycle to another.

ZEP: zones that are backward in enrolments compared to the national average. These include the Adamawa, East, Far-North and North regions as well as other pockets of major urban centres and borders areas with low enrolments.

GENERAL INTRODUCTION

In the period 2006-2011, Cameroon rolled out and implemented an education sector policy, based on the guidelines of the Poverty Reduction Strategy Paper (PRSP). The lacklustre performance of Cameroon's economy, seen in an abnormal declining growth since 2000 and absence of remarkable progress in poverty reduction, led to a re-orientation of economic policy choices.

In adopting the Growth and Employment Strategy Paper (GESP), Government opted for an economic policy that can promote strong growth, source of job- and wealth-creation and prerequisite to income redistribution and poverty reduction.

However, for GESP to be implemented, all sector strategies, including the education sector, should be updated to give it a holistic and coherent slant during sector policy design and implementation, in line with Cameroon's ambition to become an industrialized nation by 2020.

This strategy paper is aligned to prospects for compliance with the arrangement underlying the architecture and guidelines of the global education policy, especially as stated in the Constitution, the 1998 Law on orientation of education, the 2001 law on orientation of higher education, Cameroon's international commitments, the MDGs and GESP pillars. While complying with the above provisions, this strategy paper is a continuation of the strategy laid down in 2006.

The drafting of an education sector strategy was inspired by the Methodological Guide for Strategic Planning in Cameroon, published by the Ministry of Economy, Planning and Regional Development (MINEPAT). It was based on a participatory process involving Government represented by a national team put in place to this end, TFPs and the national education community (NGO, civil society organisations, trade unions, PTAs, representatives of minority groups and public and private stakeholders in the education and training sector).

This process hinged on the holding of regional/national consultative meetings with the national education community. Regional consultations took place in the four main regional poles:

- Douala, for the Littoral and West regions ;
- Buea, for the North-West and South-West regions ;
- Bertoua, for the Centre, South and East regions;
- Garoua, for the Adamawa, North and Far-North regions.

These culminated in the organization of a national consultation in Yaounde. These meetings offered the entire national education community the opportunity to share its concerns over the shortcomings of the school system and its expectations vis-à-vis the said system. Contributions from the floor went a long way to enrich the diagnosis made and the laying down of policies.

With TFPs, the process consisted in providing assistance and engaging discussion on the sidelines of their active participation in regional and national consultations.

This process resulted in the first draft of the strategy paper which was shared with members of the Local Education Group (LEG), the national education community and TFPs. The remarks of each of these stakeholders were taken into account in the final document. This was validated by the Steering Committee charged with the coordination, monitoring/evaluation and implementation of the education sector strategy, chaired by the Minister for the Economy, Planning and Regional Development and endorsed by TFPs.

Apart from the evolutionary context of the education sector which is influenced by the economic, demographic and social environment and economic prospects, the drafting process of the education sector strategy unfolded in three phases: design of diagnosis, formulation of policies organized around strategic thrusts and evaluation of their costs, based on financial simulations, and elaboration of the action plan.

This resulting strategy paper has three parts.

Part one addresses the evolving context and diagnosis of the education and training sector. This context covers demographics, health and macro-economic environment, as well as the institutional context and employment situation. The diagnosis analyses enrolments and scrutinizes the quality of education services in relation to the governance system.

Part two reiterates the major orientations of the sector policy and the guiding principles governing the operation of the sector. It outlines the strategic thrusts: access and equity; quality and relevance; governance and management and funding mechanisms of the education and training sector.

Part three, the last, focuses mainly on the monitoring/evaluation phase of the strategy. It unveils the institutional structure and modalities for monitoring the education and training sector strategy.

This strategy paper closes with the following annexes: the results-based framework of the education and training sector strategy; financial simulations of proposed policies and the three-year budgeted action plan.

Thus, this sector strategy paper is at once:

- an integrating framework for initiatives aimed at developing education in line with national development objectives ;
- a framework of consultation with the civil society and development partners ;
- a framework for coordinating Government action and foreign support, especially support from SMEs ;
- a framework for mid-term financial and budgetary cohesion for the education and training sector;
- a framework for defining and organizing analytical work to clarify the sector.

In a nutshell, this framework guides Government action in the education and training sector for the next ten years.

PART ONE

CONTEXT AND DIAGNOSIS OF THE EDUCATION AND TRAINING SYSTEM

CHAPTER 1: GLOBAL DEVELOPMENT CONTEXT FOR THE EDUCATION AND TRAINING SECTOR

The general context of evolution of the education and training sector in Cameroon today is influenced by many factors, especially demographic, health and economic factors.

1.1. Demography

In 2011, the Cameroon population was 20 million. The population is still growing, but at a slow rate, since the demographic² transition started being observed in the 90s. For the 2010-2020 period, the annual growth rate was estimated at 2.1%, corresponding to a yearly increase of about 420,000 inhabitants. This increase is marked among the youth. Since the youths account for more than 50% of this population, it can rightly be expected that demand for education should rise³, requiring government to respond accordingly by opening schools, providing infrastructure and equipment, and allocating human, financial and material resources.

In six decades, the urban population rose at an accelerated pace from 14% in 1950 to 58% in 2010. This trend should continue between 2010 and 2020.

The population is unequally distributed throughout the territory: the extreme gap between regions ranges from 1 to 6. This generates disparities in education.

1.2. Health

Malaria, HIV/AIDS and STIs are a major hurdle for the system. In the total population, the HIV-prevalence rate for women is 6.8% and 4.1% for men in 2009. Globally, these diseases are transmitted by a high number of orphans and vulnerable children: from 9 to 12% for the population aged 6 to 11 years. This has a negative impact on the development of school activities, as reflected in many drop-outs, irregular attendance by teachers and syllabuses that are often not completed.

1.3.Risks

The geographical location of Cameroon, mid-way between West Africa, Southern Africa, East Africa and North Africa, makes it a land of diversity. This diversity is at once human, climatic, biogeographical and even geological, which justifies the appellation "Africa in miniature". While this diversity is a source of wealth, it is also a factor of risk.

The main risks Cameroon faces are natural, technological, social and health risks. Natural risks may be geological (volcanic eruptions, gas emissions, collapse of natural dams, landslides), climatic (floods, drought, storms) ecological (locust invasions, elephants, grain-eating birds and caterpillars). Technological risks concern transport (road, railway, sea, and air), and industrial (fires, toxic wastes, dangerous radiations, collapse of buildings, piling of dangerous products, oil-spills) accidents.

Social risks concern an influx of refugees, returnee nationals, inter-ethnic conflicts, farmer/grazier conflicts, bush fires, riots).

Lastly, health risks include epidemics, food poisoning and epizootics.

With regard to risks concerning events whose occurrence and intensity are difficult to predict, it is necessary to put in place intervention mechanisms which have hitherto been absent and detrimental

² This is the transition period from a high population growth rate to a low population growth rate.

³ Cf. Annexes.

to the education system, in order to prevent and mitigate their impact on the organization of classes, in case they occur.

1.4. Macro-economics

Except in 2009 when it dropped, the Gross Domestic Product (GDP) expressed in constant currency has increased each year since 1995. From 2009, it rose by an annual average of nearly 5%.

Per capita GDP rose by nearly 25% in 22 years but with considerable variations since it dropped by an average of 0.5% per year between 2005 and 2010. In 2009, it rose at an annual rate of 1.7% but it was only in 2012 that it again hit its 2007 score in constant currency.

Table 1 : Main macro-economic data

Années	GDP (CFAF billion, 2011)		Population (000)		GDP/inhab (CFAF, 2011)	
	Values	Annual growth rate	Values	Annual growth rate	Values	Annual growth rate
1995	6 858	4.7%	13 940	3%	492 000	1.7%
2000	8 614	4.0%	15 678	2.4%	549 000	1.6%
2005	10 483		17 554		597 000	
2006	10 698		17 948		596 000	
2007	11 174		18 350		609 000	
2008	11 378	1.8%	18 759	2.25%	607 000	-0.5%
2009	10 886		19 175		
2010	11 423		19 599		583 000	
2011	12 016	5.2%	20 030	2.2%	600 000	2.9%
2012	12 526	4.2%	20 469	2.2%	612 000	2.0%

Source: RESEN Cameroon, 2013.

1.5. Public finance

State revenue increased significantly since 1995 in real terms on account of two factors: (i) increase in GDP and (ii) higher taxes brought to bear on GDP. The latter has risen from 11% at the end of the 90s, to 12.4% since 2011.

However, we note stagnation in per capita State revenue in 2005: about CFAF 110,000 against CFAF 55,000 in constant currency at the end of the 90s. This stagnation is likely to limit the leverage available to the State.

State expenditure evolved positively over 20 years due to two factors: (i) receipts, which increased until 2005 and (ii) drop in debt servicing since 2000 and especially since 2005 with the cancellation of foreign debt: debt servicing stood at 60% of current expenditure in 1995 and only 14% in 2012. Consequently, current per capita operating costs by the State increased by 2.7% in real terms between 2005 and 2010 (from CFAF 29,000 to CFAF 81,000).

Apart from debt servicing, the State's current spending on education expressed in terms of operating costs witnessed an opposite trend in the period 1995-2011: (i) a very rapid progression until 2002, from 35% to 46%, while debt servicing was a huge burden on the State; (ii) a drop from 46% to 21% between 2002 and 2011, following a rapid reduction in the public debt.

Table 2 : Trend of public finances and education expenses (execution)

Years	State current expenditure (CFAF Billion)	State expenditure on education (CFAF Billion)	Ratio of public expenses
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	Current expenses	Operating costs (*)	Capital expenses	Current expenses	Capital expenses	Total expenses	Current expenses in F 2011	Total expenses in education /GDP	Current expenditure on education /State Operational costs
1995	496	194	47	67	9	75	101	1.7%	35%
2000	612	304	156	137	14	152	179	2.3%	45%
2002	625	426	178	196	21	217	242	2.9%	46%
2007	1 387	824	342	226	21	247	278	ND	27%
2008	1 575	998	480	299	41	340	320	3.3%	30%
2009	1 578	1 261	463	327	76	402	340	3.6%	26%
2010	1 772	1 395	561	354	44	398	365	3.4%	25%
2011	1 888	1 628	566	343	30	373	343	3.0%	21%

Source: RESEN Cameroon, 2013. (): Apart from debt servicing*

In a nutshell, after recording a steady increase until 2007, State current expenditure on education dropped as from 2008. This drop in public financing for education was seen in the 3% share of GDP allocated for this sector, while the average amount in Sub-Saharan Africa and emerging countries outside Africa stood at about 4.4 %, that is, an increase slightly above one-third.

1.6. Institutional context.

The education sector is managed by five (5) ministries: Ministry of Basic Education for the lower part, the Ministry of Secondary Education for the median part and the Ministry of Higher Education for the higher part. Added to these are the Ministry of Employment and Vocational Training, *inter alia*, the Ministry in charge of youth's socio-professional integration and the Ministry of Youth Affairs and Civic Education in charge of guiding young drop-outs. While responding to a need for efficiency, and despite the existence of a Technical secretariat, this multiplicity of ministries impedes the harmonious operation in the sector and makes coordination very difficult. As a result, it is very difficult to access sector statistics, given that existing information systems are even more sub-sectoral in nature and the necessary flows are difficult to regulate. The recent regional and national consultations highlighted this state of affairs and strongly recommended the creation of a single Ministry of National Education.

1.7. Employment context.

Based on the Employment Forum held in 2005 and the National Employment and Informal Sector Survey of 2011, the labour force grew from 3.5 to 5.8 million, or 65%. Its structure has been significantly modified: while enrolments dropped in agriculture, they remained stable in industry and rose exponentially in the informal sector which holds 90% of the active population, especially in the major urban areas.

In relative terms, the share of agriculture was halved over the past 20 years (58% to 32%). Industry also witnessed a drop of nearly 50% (4.3% to 2.5%) but services rose from 38% to 65% with a twofold increase in the informal sector (24% to 48%).

The economy is dominated by very small enterprises and micro-activity: in 2009, more than 2/3 of businesses covered by the survey, employed between 1 and 5 wage-earners and mainly engaged in the tertiary sector.

The informal non-agricultural sector is characterised by low work-related productivity. After a sharp drop (productivity was divided by 3) between 1985 and 2000, a slow but steady progress was observed between 2000 and 2007.

For many years, the informal agricultural sector received many from the school system, often at the price of an obvious dilution of skills. Contrary to hopes placed in the development of this sub-sector in the 80s, the pressure from the sheer numbers and the absence of real diversification led to a drop in labour productivity.

CHAPTER 2: **DIAGNOSIS**

The diagnosis aims to draw lessons from the implementation of past strategies, analyse the strengths and weaknesses of the education and training system and explore opportunities therein, in order to easily identify a new education policy which will correct the revealed shortcomings and facilitate progress towards better coverage in numerical terms and towards the provision of better educational services.

After a brief presentation of the organization and structure of the school system, this diagnosis will address six points :

- enrolments (access and retention, disparities and equity) ;
- efficient use of resources;
- quality of teachers ;
- external efficiency;
- management, steering and governance ;
- sector cost and funding.

2.1. Organisation and structure of Cameroon's education and training system

2.1.1 Organisation of the education and training

On account of its bi-cultural French/English heritage, Cameroon's education system is diverse and multi-faceted. Added to the dual language aspect and corresponding teaching methods, there is a diversity of orders of teaching. Thus, there is public education, on one hand, and private education, on the other, which could be lay or denominational – such as Catholic, Protestant or Islamic.

In spite of this diversity, the guidelines of the Cameroon education system are determined at the central level of the State which, by way of legislation or regulation:

- *defines the type of education ;*
- *decides on the syllabuses and textbooks;*
- *lays down conditions for the creation, opening, funding and functioning of private schools ;*
- *controls private schools ;*
- *regulates systems and conditions of evaluation of students and organizes official examinations and the school calendar throughout the national territory.*

Lastly, the State is the main institution that organizes the Cameroon education system. By its orientations and decisions, it outweighs any other organ or institution in terms of demand and supply in education. It particularly encourages the offer of private education, which is now a privileged partner.

2.1.2 Structure of the education system

Figures I and II helps in visualising the structure of the Cameroon education system which has two sub-systems applicable to both public and private sectors. Higher education is endowed with eight State universities and a number of private institutions.

In addition to higher education which is common to both systems, each sub-system has five levels of education : pre-school, primary, secondary including teacher training, vocational training and literacy.

Pre-school is the first level of education. It lasts 2 years, even if in some cases it may last three years⁴. As for primary education, it lasts 6 years in both sub-systems.

If the total duration for secondary general education is the same in both sub-systems (7 years), this is structured differently in the sub-systems (5 years of studies in the first cycle and two in the second cycle in the Anglophone sub-system; 4 years for the first cycle and 3 years for the second sub-cycle in the Francophone sub-systems). Technical education is sub-divided into two cycles of 4 and 3 years of studies, respectively.

The first cycle of secondary general education is sanctioned in the Francophone sub-system by the “*BEPC*” and the General Certificate of Education, Ordinary Level (GCE O/L) in the Anglophone sub-system. The second cycle is sanctioned by the “*Baccalauréat*” in the Francophone sub-system and the General Certificate of Education, Advanced Level (GCE A/L) for the Anglophone sub-system.

Entry into higher education is free for holders of the *Baccalauréat* or GCE A/L, but entry into higher training schools of the public service (as well as into certain private institutions) is subject to success in a competitive entrance examination. Higher education is sub-divided into three levels in compliance with the BMD system (Bachelor’s, Master’s, Doctorate) adopted in 2007. The Bachelor’s takes three years, the Master’s two years and the Doctorate, three years.

Vocational training guarantees the professional integration of graduates from the education system and thereby contributes to streamline their flow. It comprises SAR/SMs and Intensive Vocational Training Centres. The duration of this training varies from 6 to 24 months depending on the background of candidates.

Literacy and non formal basic education offer alternatives for education and training in the non formal sector. Literacy covers activities aimed at acquiring the ability to read, write and count, on the one hand, and developing daily life skills and income-generating activities (IGA), on the other. Non formal basic education is designed for children with no schooling or early drop-outs, to enable them continue with school, for those who have what it takes to do so, or to solicit vocational training in a given discipline. Adult literacy activities take place in formal literacy centres (CAF), while those related to non formal basic education for unenrolled children are done in Non Informal centres for basic education (CEBNF).

⁴ In the urban areas, it comprises three levels : the nursery section for kids below age 3, the medium section for children aged four and the higher section for children aged five.

Figure 1 : STRUCTURE OF THE CAMEROON EDUCATION SYSTEM

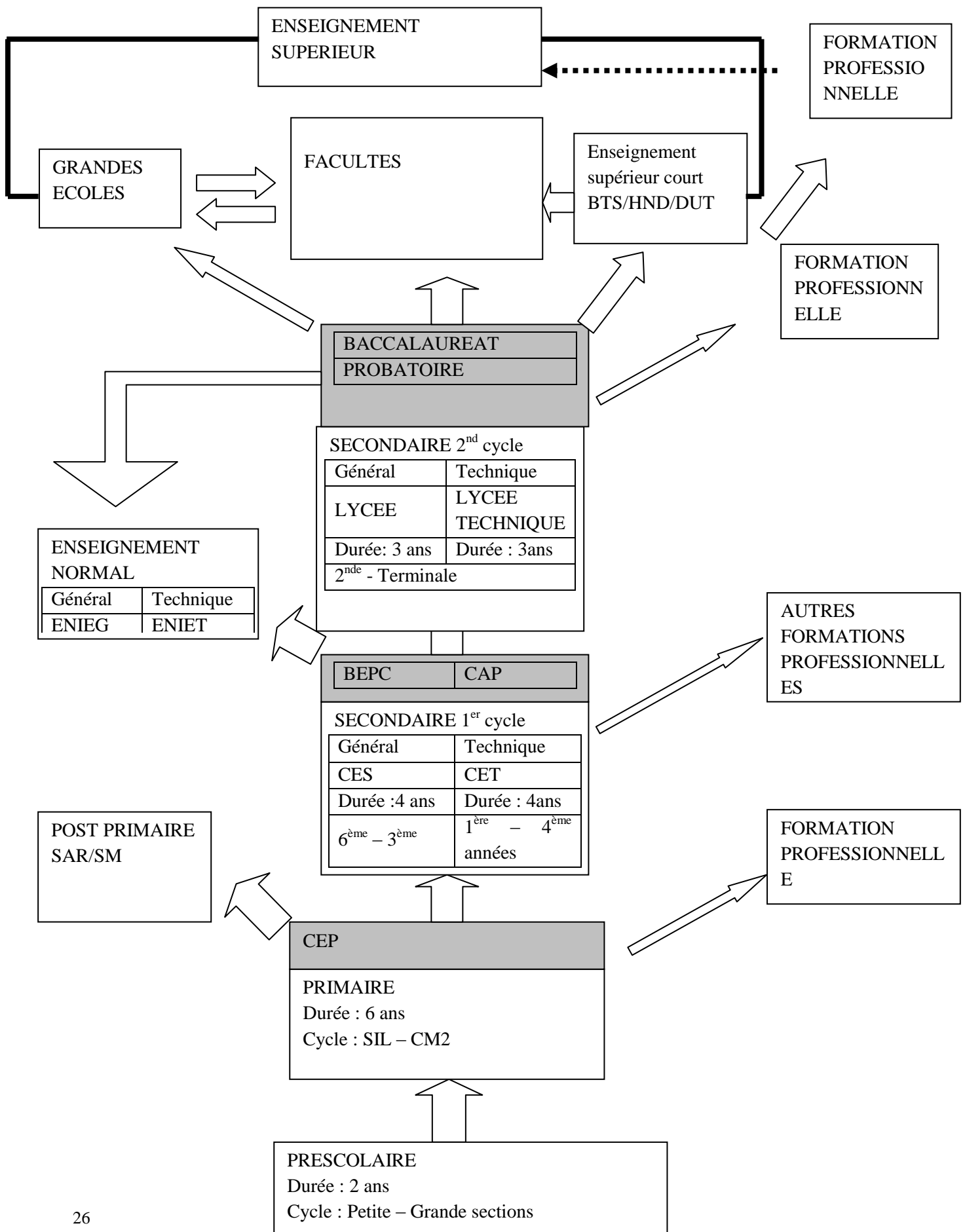
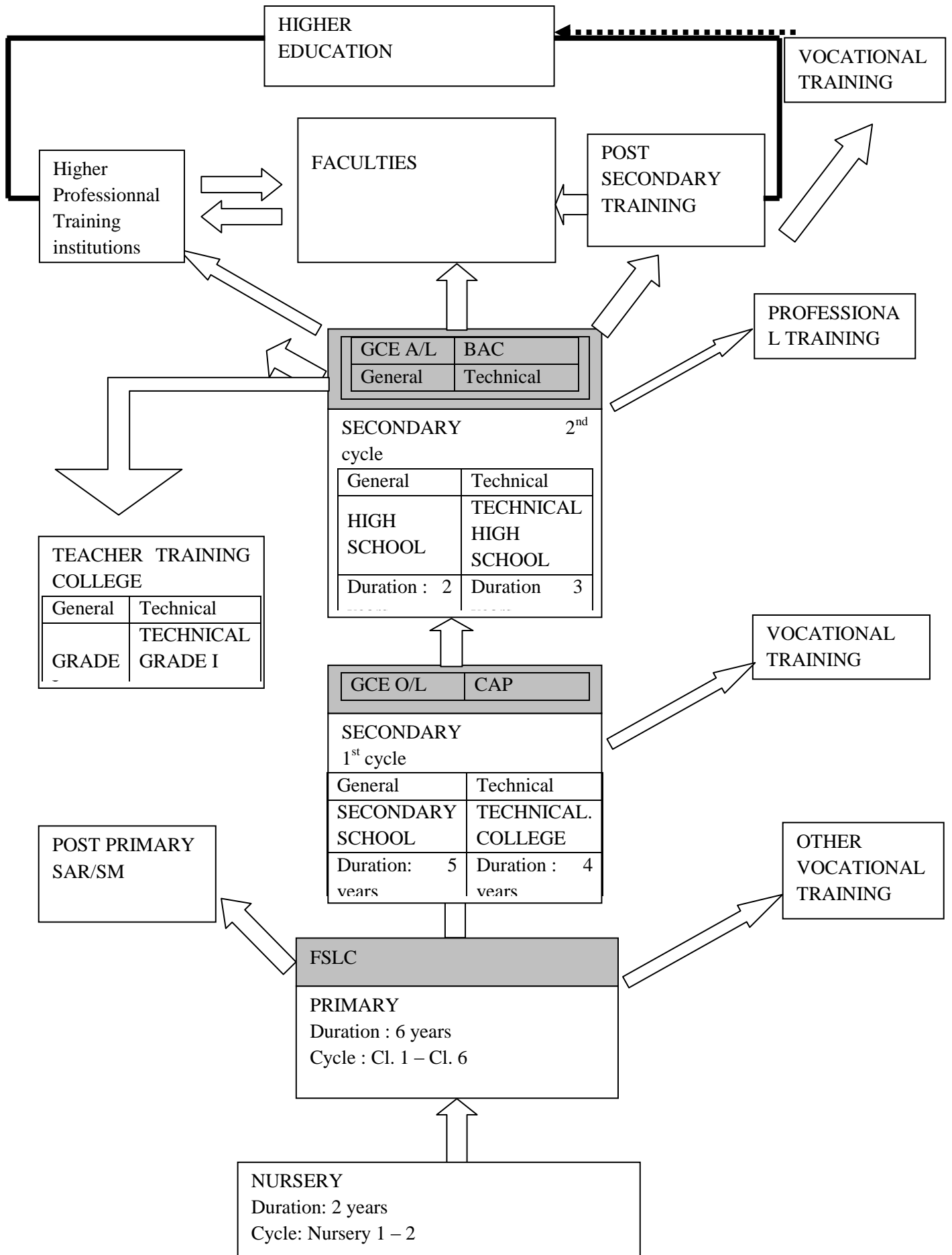


Figure 2: STRUCTURE OF THE CAMEROON EDUCATION SYSTEM



2.2. Analyses of enrolment

2.2.1 Enrolment from 2006 to 2011

In six years, strong growth was recorded in enrolment at all levels except in primary schools where progress was moderate:

Pre-school	+ 56%
Primary	+ 14%
College (general)	+ 58%
College (technical)	+75%
Tertiary	+ 85%

More progress was recorded in private schools, except for general and technical colleges where the number of students in private colleges remained unchanged during the period in review.

Table 3: Proportion Trends in Public and Private Schools

Level	Public		Private	
	2006-2007	2010-2011	2006-2007	2010-2011
Pre-school	38%	36%	62%	64%
Primary	79%	78%	21%	22%
Secondary (general)	77%	74%	23%	26%
Secondary (Technical)	71%	77%	29%	23%
University	88%	85%	12%	15%

Source: RESEN Cameroon, 2013.

2.2.2 Outlook of school attendance

Average primary intake stands at 123%. Enrolments rose markedly with the introduction of free primary education in 2000. Early and continuous late enrolment account for the high rates. The 2006 Education Sector Strategy Paper revealed that whereas primary intake is no longer a major concern for education in Cameroon, it is nevertheless tainted by both regional and urban-rural disparities. RESEN 2013 hence identified some people who continue to face poor access.

Considering primary intake (Class One) to High School last grade, there is retention drop at all levels. Only 3 out of 5 pupils who enrol in primary school reach primary 6 and less than 1 out of 5 reach the final grade in secondary education. There is a severe selection by the system resulting in more drop outs during the course than a regulatory system for entrance into a new cycle. In High School, strict selection takes place just before the final grade through “*probatoire*” examination whereas it would have been better at the entrance of the cycle.

Table 4: Trend in School Enrolment by Level of Education and Training between 2006 and 2011.

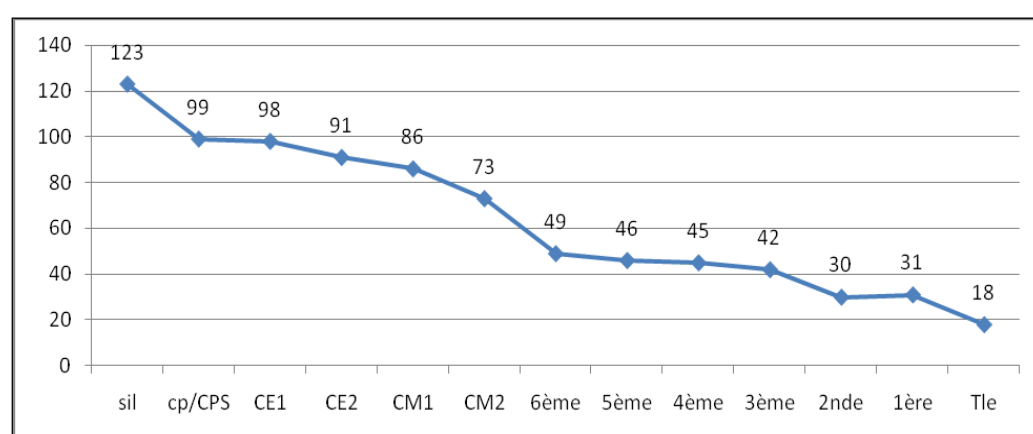
Level of education	2006/2007	2007/2008	2008/2009	2009/2010	2010/2011
Pre-school	217 283	263 855	287 885	316 722	339585
Public	81931	90 558	97 881	109 770	122907
Private	135 353	173 297	190 004	206 952	216678
Primary	3 120 357	3 201 477	3 350 662	3 510 396	3 576850

Public	2 468 202	2 509 958	2 580 010	2 719 294	2 781 332
Private	652 155	691 519	770 652	791 102	795 518
Literacy	63738	96262	160 000	97027	81377
Secondary (general)	792 476	913 521	1 009 784	1 114 549	1 252 592
College	570 794	628 759	720 795	808 657	911 463
Public	439 961	452 939	600 177	608 420	688 100
Private	130 833	175 820	120 618	200 237	223 363
High School	221 682	284 762	288 989	305 892	341 129
Public	173 261	196 685	224 170	213 819	238 864
Private	48 421	88 077	64 819	92 073	102 265
Secondary (technical)	184 434	213 245	258 868	274 938	321 860
College	132 805	153 611	175 339	198 001	219 722
Public	94 549	110 030	136 066	156 783	182 727
Private	38 256	43 581	39 273	41 218	36 995
High School	51 629	59 634	83 529	76 937	102 138
Public	36 010	36 282	43 568	46 526	64 189
Private	15 619	23 352	39 961	30 411	37 949
Vocational Training	na	32 317	44 420	49 442	54 000
Public	na	14 008	14 002	13 238	12 500
Private	na	18 309	30 418	36 204	41 500
Tertiary Education	132 101	150 932	182 353	209 043	244 229
University Education (general)	111 025	126 924	147 153	168 264	196 461
Public	100 580	114 141	131 378	148 796	173 301
Private	10 445	12 783	15 775	19 468	23 160
University Education (Technological and Professional)	21 076	24 008	35 200	40 779	47 768
Public	15 130	16 731	26 219	29 696	34 586
Private	5 946	7 277	8 981	11 083	13 182

Source: Table based Yearbook statistics, MINEDUB, MINESEC and MINESUP between 2006 and 2011 and of MINEFOP.

The graph below shows average school attendance from the primary to Secondary school completion.

Graph 1: Graph representation of primary and secondary school enrolment



[Sil: primary1, cp/CPS: primary2, CE1:primary3, CE2: primary4, CM1:primary5, CM2:primary6
6eme:Form1, 5eme:Form2, 4eme:Form3, 3eme:Form4, 2nde:Form5, 1ere:L6thform, Tle: U6thform]

Source: Yearbook Statistics: MINEDUB/MINESEC/Calculations by the Technical Secretariat.

2.2.3 Enrolment rate.

There is increased school enrolment at all levels:

- Gross pre-school enrolment rose from 17.5 % in 2006 to 28.8% in 2010.

- Primary GER was maintained at above 100% in the period under review, due to enrolment by some pupils not in the official entrance age and the presence of repeaters.
- Secondary GER rose from 32 % in 2006 to 47% in 2010, attributable to broader access (public and private) for this level of education.
- University enrolment overtook global population growth rate on the one hand and the school-going age group (19-24 years) resulting in a spiralling of the Gross Enrolment Ratio and the number of students per 100,000 inhabitants. GER recorded a 6 point variation between 2006 and 2011: It stood at 6.4% in 2006, rising to 11.8% in 2011, whereas the number of university students per 100 000 people rose from 725 to 1228 in the same period.

Table 5: Progress of GER per level of education and training

Level of education	2006/2007	2007/2008	2008/2009	2009/2010	2010/2011
Pre-school	17.5%	20.7%	25.3%	27.2%	28.8%
Primary	101%	104%	103%	110%	111%
Secondary (general)	26.0%	29.3%	31.6%	34.1%	37.4%
College	31.2%	33.6%	37.6%	41.2%	45.4%
High School	18.2%	22.8%	22.6%	23.4%	25.5%
Secondary (technical)	6.1%	6.8%	8.1%	8.4%	9.6%
College	7.3%	8.2%	9.2%	10.1%	10.9%
High School	4.2%	4.8%	6.5%	5.9%	7.6%
Tertiary GER	6.4%	7.3%	8.9%	10.1%	11.8%
Number of students/ 100 000 inhabitants	725	811	960	1077	1228

Source: Calculations by the Technical Secretariat.

2.2.4 Disparities by Level and Type of Education

After considering average enrolment without characterising the individuals involved, this section focuses on enrolment patterns following individual social or geographical characteristics. The analyses are based on: (i) available data in statistical directories of Ministries and (ii) on household surveys.

Table 6: Enrolment in Various Levels of Education by Social and Geographical Characteristics

	Out-of-school school age	Pre- Primary	College	High School	Tertiary	Population 4-25 years
Number	4 199 067	4 009 969	1 418 037	619 230	174 022	10 420 325
Reference Population	-	3 619 106	1 918 683	1 272 648	1 300 000	-
GER (%); Students /100 000 inhabitants	-	110.8 %	73.9 %	48.7 %	864	-
Gender						
Girls	57.0 %	46.5 %	47.2 %	48.8 %	47.4 %	51.0 %
Boys	43.0 %	53.5 %	52.8 %	51.2 %	52.6 %	49.0 %
Milieu						
Urban	40.1 %	44.2 %	62.4 %	82.6 %	97.2 %	48.2 %
Rural	59.9 %	55.8 %	37.6 %	17.4 %	2.8 %	51.8 %
Wealth Quintile						
Q 1 (poorest)	29.8 %	18.5 %	5.2 %	1.1 %	0.0 %	19.9 %
Q 2	20.4 %	23.0 %	15.5 %	5.6 %	0.3 %	19.5 %
Q1 + Q2	50.2%	41.5%	20.7%	6.7%	0.3%	39.4%

	Out-of-school school age	Pre- Primary	Primary	College	High School	Tertiary	Population 4-25 years
Q 3	18.5 %	22.7 %	21.0 %	12.1 %	2.4 %	19.8 %	
Q 4	17.4 %	19.8 %	29.2 %	32.0 %	23.8 %	20.9 %	
Q 5 (richest)	13.9 %	16.1 %	29.0 %	49.2 %	73.6 %	19.9 %	
Q 5 + Q 4	31.3%	35.8%	58.3%	81.2%	97.3%	40.8%	
Regions							
Adamawa	5.9 %	5.1 %	3.6 %	3.1 %	1.3 %	5.0 %	
Far North	30.4 %	16.8 %	7.5 %	4.1 %	2.9 %	20.0 %	
Nord	16.3 %	12.3 %	6.0 %	3.4 %	0.4 %	12.3 %	
Adamawa + Far North + North	52.6%	34.2%	17.2%	10.7%	4.6%	37.4%	
Centre	13.4 %	14.6 %	19.6 %	23.8 %	48.9 %	15.9 %	
Littoral	10.0 %	10.8 %	16.2 %	20.5 %	22.1 %	12.0 %	
Centre + Littoral	23.4%	25.5%	35.8%	44.4%	71.1%	27.9%	
East	4.2 %	4.9 %	4.2 %	3.7 %	0.8 %	4.4 %	
North West	6.2 %	10.5 %	12.3 %	11.8 %	4.5 %	9.0 %	
West	6.9 %	14.8 %	17.4 %	15.4 %	8.6 %	11.9 %	
South	1.9 %	2.9 %	3.9 %	3.2 %	0.9 %	2.6 %	
South West	4.8 %	7.1 %	9.2 %	10.8 %	9.6 %	6.7 %	
Comparative chances							
Boy/Girl	0.8	1.2	1.2	1.1	1.2	1	
Urban/rural	0.7	0.9	1.8	5.1	37	1	
(Q4 + Q5) / (Q1 + Q2)	0.5	0.9	5.5	37	-	1	
(Cent+Lit)/(Ada+Far-North+North)	0.6	1	2.8	5.6	21	1	

Source: RESEN Cameroon, 2013.

The table above indicates the following: (i) gender disparity is relatively lower (ii) disparities between location in rural and urban areas are more salient. However, wealth- and region-based disparities are most pronounced.

Access to primary education may be considered as more or less universal in all strata of the population in all regions except for the Northern regions of the country (22% of youth in Adamawa and 29% in the Far North do not attend school). The gap will widen since the primary completion ratio is about 58% in Adamawa but only 46% in the Far North (against 95% in all non-northern parts of the country). Poverty levels are also a factor, in the sense that, whereas the primary completion rate is 98% for youth in the highest wealth quintile living in Douala or Yaounde, it is only 28% for youth in the lowest wealth quintile living in the northern part.

Complementary analyses highlight the role of demand and supply in enrolment. For instance, in the northern part of the country, elements of supply partly account for the gap in enrolment compared to the other regions. However, demand-related factors also played a role: nearly 20% of children living near a school do not attend it.

Lastly, it would appear that disparity in enrolment is not as significant during the transition between cycles (30% of total selection up to High School) as within cycles (70% of total selection). In particular, school attendance in college is particularly difficult for young and poor rural youth.

2.2.5 Out-of-school children.

These are children who never attended or dropped out of primary school. The annual flow of such children is about 100,000, about half of whom are drop-outs. These children are mostly found among the rural poor (82% of out-of-school children) and in the northern regions: the Far-North

alone accounts for 53% of out-of-school children. In addition, there are 9,200 child refugees who do not attend school, 98% of whom are in the East and Adamawa regions.

Reduction of such disparities requires determined action on several fronts in areas where the education policy may be efficient

2.2.6 Illiterate Adults.

Attending school for a period of time equal to complete primary education is no guarantee of literacy, as 37% of adults having spent 6 years in school are unable to read a simple sentence. This in no way implies that they reached the last grade of primary education. Rather, it means they remained in the primary cycle for six years.

If illiterates were to be defined as people who are unable to read and understand a simple sentence, then their number among the 15-45 age group would be particularly high with notable difference between gender.

Table 7: Characteristics of illiterate people in the 15 to 45 age group

Gender	% of the population considered illiterate	Total number (in million)
Men	27.3%	1.1
Women	41.7%	1.8
Total	34.9%	2.9

Source: RESEN Cameroon, 2013.

2.3. Internal Efficiency.

Internal efficiency measures the progress of students in various cycles compared to the number that completes the cycle within the stipulated number of years. The table below highlights the relevant internal efficiency indicators for the first three cycles of the education system.

Repeat rates are clearly higher in the first and last years of primary cycle as well as in the last year of college, as noted in several countries. However, in the High School [in the francophone sub-system] repeating is significantly high in year 1 of the second cycle of Secondary School with respect to the “*Probatoire*” exam to enter the last year of the cycle.

According to the findings of the ECAM3 survey, presented in the table below, school attendance is generally good at the primary rather than the secondary level, where total overall efficiency is reduced by repeating.

In contrast, an analysis of administrative data⁵ places it lower. This presupposes that retention and not repeating reduces internal efficiency in this cycle. Hence, the proposed policies relied on the results of this data analysis.

In the secondary cycle, drop-outs and not repeaters account for the low efficiency level noted, especially in High School that has a non final year selection exam.

Table 8: Factors of internal efficiency in 2010/2011

⁵ According to MINEDUB Yearbook statistics (2011) school attendance stands at 65%.

Level of education	Primary School	Secondary School	
		College	High School
% retention in the cycle	88.4 %	70.4 %	53.8 %
Average percentage of repeaters	14.9 %	13.8 %	20.3 %
% of repeaters per year			
Primary 1/Form 1/Form 5	16.7%	9.7%	10.1%
Primary 2/Form 2/Lower 6 th	14.8%	7.8%	28.2%
Primary 3/Form 3/Upper 6 th	12.7%	12.9%	18.6%
Primary 4/Form 4	14.7%	23.5%	
Primary 5	12.9%		
Primary 6	17.6%		
Internal efficiency indicator (%)			
. Global	79.8 %	71.7 %	56.8 %
. Considering drop-outs only	93.8 %	82.6 %	70.0 %
. Considering repeaters only	85.1 %	86.8 %	81.1 %

Source: RESEN Cameroon, 2013.

State-owned universities have very high repeat rates: 30% on average for the first four levels of study. Some differences, albeit not very significant overall, exist depending on the Faculty. Level 4 however has very low repeat rates (18%) against 32% on average for the first three levels.

Changes in synthetic indicators over a ten-year period show an improvement at the primary level, but a decline at the secondary, particularly in High School, with a drop of close to 20 points in the global indicator.

Table 9: Progress of global internal efficiency

Indicators	Year	Primary	Secondary	
			College	High School
Global internal efficiency coefficient	2002/2003	63.3%	81.0%	75.3%
	2010/2011	79.8%	71.7%	56.8%
Considering drop-outs only	2002/2003	79.8%	90.9%	90.0%
	2010/2011	93.8%	82.6%	70.0%
Considering Repeaters only	2002/2003	75.3%	89.2%	83.7%
	2010/2011	85.1%	86.8%	81.1%

Source: RESEN Cameroon, 2013.

2.4 Quality of education

Quality may be analysed in an initial approach via teaching and training resources made available to a school. An additional perspective takes into account the type of organisation and how available resources are used. However, both approaches are inadequate since some schools with moderate means compared to others, perform better.

Therefore, an assessment of resources and how these are used should be supplemented by another approach which measures learning, cognizant that whereas many itineraries may lead to the same result, the best route cannot be determined from the outset. It should also be noted that student results depend primarily on their inherent capabilities and their socio-economic and family settings. School environmental variables which we examine here are only an addition to this parameter.

2.4.1 Resource-based approach

Some resources used by a school may have an impact on teaching or training quality. Among factors which may influence student performance, we shall focus on those of them which officials can act upon: learning environment logistics (quality of the buildings, availability of water, electricity, latrines), availability of a school canteen and teaching tools. The table below presents some of these factors for primary and secondary schools.

Table 10: Resources available to public schools (2010-2011)

School learning environment factors	Primary	Secondary (general and technical)	
		College	High School
Cement block classrooms	69%	87%	
Number of students per bench	1.46	NA	
Availability of water	29%	43%	
Connection to electricity grid	8%	83%	
Availability of latrines	43%	NA	
Presence of school canteen	2.3%	-	
Number of students per one of the 4 text books considered essential in schools	3.8	-	
Number of workshops per technical school	-	1.2	
% of teachers on parents' payroll	18%	38%	
Number of pupils per teacher (primary) or student per department (secondary)	53	61	46

Source: RESEN Cameroon, 2013.

In addition to the data above, other factors have an impact on the quality of education:

- There is a lot of dispersal depending on the region, which is worsened when comparing smaller administrative divisions (Divisions and hence Districts).
- The urban/rural milieu is an additional factor for dispersal.
- Some factors such as school time is not recorded: two-shift classes, absenteeism of teachers and students. Regarding the latter point, a spot investigation in 2010 revealed that only 72% of enrolled students in the primary schools analysed were present on the day of the survey (68% in public schools and 84% in private schools) but only 40% in two northern regions (Adamawa and Far North) against 90% in the South West and in the North West. The socio-economic background of students is also a factor, since in the public sector, 73% from the highest quintile were present against 62% from the lowest.
- There are several links between available resources, organizational and teaching facilities on the one hand, and student knowledge acquisition on the other.
- Research appears to be the poor relative in the educational system. Revival, dissemination and utilization of research results would, doubtlessly, contribute in improving the quality and relevance of the system.

2.4.2 Results-based approach.

Two types of recent (2010) measures of learning in primary schools were used and allow for measuring the influence of school environment-related variables. Factors mentioned are statistically significant.

First, a survey of primary 5 pupils who were tested presented the following results:

Tableau 11: Variable models for individual knowledge acquisition

Variables (1)	Coefficients (2)		
	Model 1	Model 2	Model 3
Girl (boy)	- 1.333 **		- 1.393 ***
Handicap	- 7.000 **		- 5.600 *
Speaks F/E at home (no)	4.106 ***		3.043 ***
Speaks F/E during break (no)	1.982 ***		1.062 *
Mother can read (no)	1.779 ***		1.106 *
Q 4 (Quint 123)	4.452 ***		2.704 ***
Q 5 (Quint 123)	10.639 ***		6.998 ***
Regions (Far-North, East, West, South-West)	-		-
North-West	3.528 ***		3.811 ***
Adamawa	2.220 (ns)		3.436 **
North	1.430 (ns)		4.102 ***
South	5.964 ***		4.207 ***
Centre	7.285 ***		6.145 ***
Littoral	13.072 ***		10.183 ***
Public (private)		- 5.536 ***	- 4.580 ***
Student never repeated (no)		6.218 ***	5.204 ***
Text book availability indicator		1.982 ***	0.814 ***
Number of students present in class		- 0.005 (ns)	- 0.026 **
Teacher			
Woman (man)		- 3.747 ***	- 2.249 ***
Highest class reached		7.201 ***	5.534 ***
(Highest class reached) ²		- 0.217 ***	- 0.182 **
Initial training (none)			
CAPIEMP		- 1.432 (ns)	2.047 **
Other		5.463 ***	5.016 ***
Status (Civil Servant)			
Contract officers		- 2.456 **	- 1.384 (ns)
Teachers sponsored by parents		1.926 **	3.806 ***
CDI private		5.577 ***	4.336 ***
Constant)	89.887	44.184	51.988
Variability R ²	0.324	0.291	0.389

Source: RESEN Cameroon, 2013. (1): For variables according to category, references are indicated in brackets. (2): * signifies the 10 % threshold; ** signifies 5 % threshold; *** signifies 1 % threshold.

The following can be surmised from this table, fully aware that a positive correlation between two variables does not necessarily establish a causal link:

- School performance, as a function of a given school environment, is significantly lower in some regions compared to others – which presupposes the existence of varying cultural factors in the perception of education: the northern regions have the least favourable context for education. In contrast, the Anglophone regions have significantly better results than other areas.
- Public schools perform less well than private schools, but the gap is narrower considering the social and geographical backgrounds of the students and modes of organisation regarding textbooks, class size or education and the status of the

teachers. This suggests that leadership and management in private schools are clearly better than in public schools, regarding knowledge acquisition.

- Textbook availability for students is a positive factor of success.
- The impact of the number of years of study by teachers point to saturation beyond 13 years; this suggests that the bottom line for the recruitment of teachers is completion of secondary school.
- Initial training in Teachers' training colleges provides only negligible advantage with respect to knowledge acquisition compared to the teachers with no special training; hence, questions about the efficiency of teacher training colleges.
- Lastly, teachers sponsored by parents and private school teachers teach better than civil servants and contract officers. Follow up by parents or Head teachers may account for effective presence and better teaching.

An analysis of college entrance exam results for a broad sample, representing primary schools, shows that two school environment variables had an impact:

- Class size: it is a negative factor for knowledge acquisition.
- Proportion of repeaters in a school also had a negative impact on results in the exam.

Another global indicator of the quality of teaching is the proportion of adults who can read after six years of school. A somewhat old (2005) international comparison placed Cameroon below average in 22 sub Saharan countries: 64.5% against 69.3% for the other countries.

2.5 External efficiency.

Education has two types of external impacts: social and economic. Foremost, in particular, poverty reduction, downsizing of the family, improvement in reproductive and child health, have long been identified and relied upon to prove that completing primary education could lead to enjoyment of 60% of all social benefits especially in the case of a girl. Non school attendance and drop-out in primary school are therefore significant losses with respect to these social benefits. It should be noted that about 8% of a generation have no access to education and that about 11% of those who enrolled do not reach the last year of primary school. This is equal to about one 100,000 children. State responsibility for their education is therefore necessary considering the high social benefits associated with primary education.

In the area of economics, the situation is more complex. Professional integration concerns, for the most part, final cycles: professional training, secondary vocational and university education as well as people who completed other levels.

Analyses of the employment situation in Cameroon based on the second Employment and Informal Sector Survey, (EESI 2) published in October 2011, and results of the General Businesses Census revealed the following:

- An economy dominated by very small enterprises and micro activity;
- Preponderance of the informal sector compared to the formal sector;
- A job market characterised by underemployment,
- A challenge – that of economic and social stability.

2.5.1. Socio-professional integration.

Considering the annual outflow of school-leavers and graduates from the education system and the number of jobs created which correspond to their level of education, there is a significant mismatch as shown in the table below:

Tableau 12: Training-employment match: annual flows 2005 and 2010.

Education system level of completion			Job access			
Level of education	Number	%	Activity	Job	Number	%
Tertiary completed	16 782	3.6%		Senior Staff	13 444	2.9%
Tertiary not completed	50 723	11.0%		Medium level staff	14 156	3.1%
High School completed	29 425	6.4%		Skilled labour	23 505	5.1%
High School not completed	78 467	17.0%		Unskilled labour	36 496	7.9%
College completed	55 389	12.0%		informal None-agricultural	119 001	25.8%
College not completed	96 930	21.0%		informal agricultural	115 047	24.9%
Primary School completed	46 157	10.0%	Unemployed		6 445	1.4%
Primary School not completed	87 699	19.0%	Not active		133 479	28.9%
Total	461 573	100.0%	Total		461 573	100.0%

Source: RESEN Cameroon, 2013.

At the lower level of the school system, about 19% of people enter active life without completing primary school, and hence have a slight chance of any gainful employment, even for the least qualified jobs.

In the upper part, the gap is similar with 67,000 graduates against 27,500 jobs created.

The same phenomenon is observed at the secondary level: 99,000 school leavers against 23,500 corresponding skilled jobs.

This gap in terms of annual outflow increases the existing stock of previous school leavers and graduates who failed to find work that matches their qualification. This leads to a gradual deskilling at various levels as their jobs are often lower than their qualification and aspirations.

Assessment of the correlation between training and employment show a significant deskilling for graduates and Secondary school leavers:

Tableau 13: Quantitative mismatch between training and employment for a period of about 10 years for the active population aged 15-59 years.

	2001	2010
% university graduates in a senior staff position.....	45%	43%
% of secondary school leavers employed as skilled labour	32%	21%
.....		

Source: RESEN Cameroon, 2013.

The rapid downgrading noted among High school leavers is a result of the gradual deskilling of graduates: In 2001, only 8% of skilled jobs were occupied by university graduates; in 2011, the proportion rose to almost 20%.

2.5.2 Salaries

Labour market analyses shows that it is particularly segmented, with significant wage disparities between various sectors, and hierarchical (in terms of average income), from the agricultural to the public sector. People with longer years of education have better chances of having better paid modern jobs and the benefits of education are due both to the better chances and the fact that

education is more sought after. However, on the whole, there is an increasing proportion that cannot access modern employment, hence accounting for personal frustrations and, at community level, low external efficiency for public resources committed to education

2.5.3 The role of the non-agric informal sector

Many pupils and students determine the relevance of education as a function of employment as skilled labour or in the modern sector. Therefore, there is a strong urge to pursue education as employment possibilities for secondary general education are reliable.

As a result of the insufficient number of jobs created in the modern sector to absorb all the secondary school leavers who can apply, an increasing number of them resort to the none-agric informal sector often after a long period of seeking the desired modern employment. Well trained individuals fair better in the informal sub sector, however the financial returns for education are often lower in this sector as income levels are, on the average, far lower than those in modern jobs.

If the current trend continues, it will further degrade the situation. One likely solution would be to design diverse syllabus after completion of primary education up to university graduation focusing on vocational and technological education in view of integration into the informal sector to increase productivity.

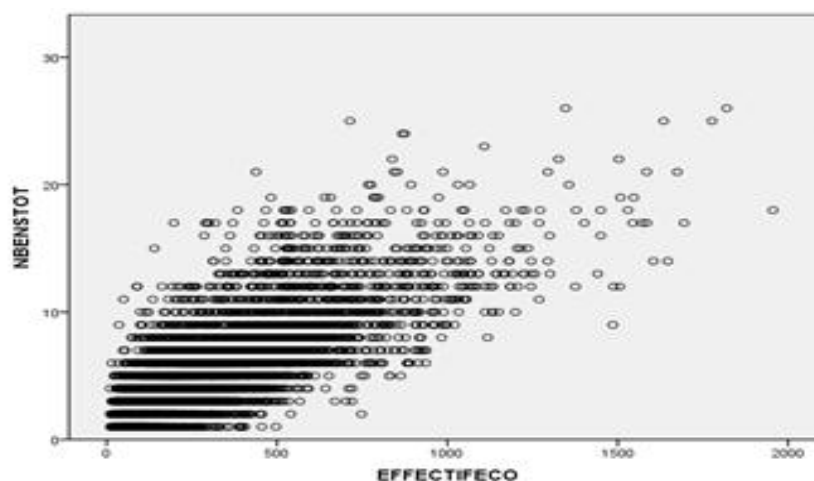
2.6. Management and governance of the system

Two major issues need to be addressed here: i) efficiency in the distribution of resources between schools and their internal management (administration) and ii) the manner in which the schools transform the resources they have into results (learning in the lower part of the system and professional integration in the upper parts): This is pedagogic management.

2.6.1 Administration

A key characteristic of administration is the high degree of unknowns in the distribution of teachers among schools. In primary schools, 42% of appointments are not justified by teaching needs (against 27% in countries of the region). In secondary schools, this unknown rises to 50%. The rate dropped, though slightly since 2002 (-10%) in spite of the number of recruitments since that date which provided the right chances to significantly reduce the unknown factor. In fact, urban schools are better treated on the one hand, while some regions are better treated as well (South West and Littoral for example) whereas others are clearly cheated (Far North) on the other. To illustrate this point, graph II.2 below shows the disparity in primary schools where, for example, a school with 500 pupils may have between 2 and 17 teachers.

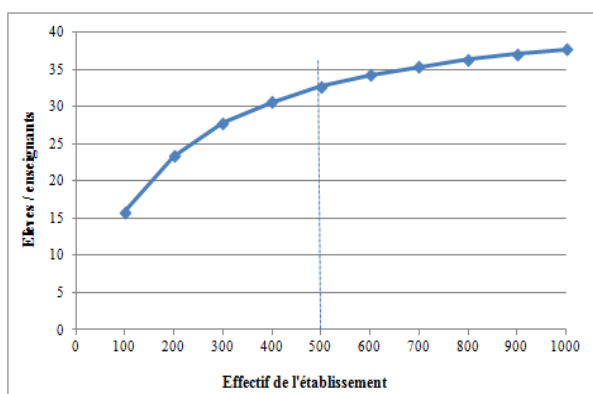
Graph 2: Teacher distribution in public primary school (2010-2011).



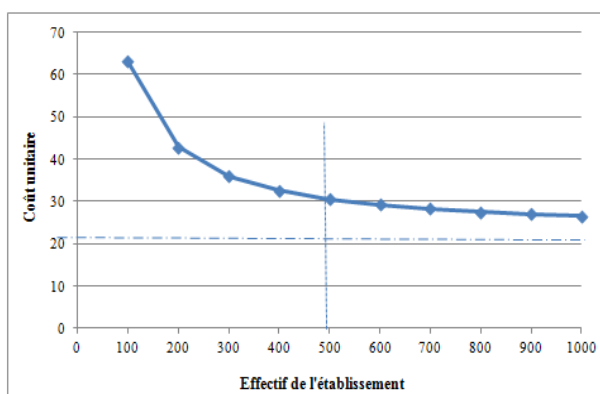
Source: RESEN Cameroon, 2013.

Another significant aspect of administration relates to the size of schools: The smaller the size, the higher the cost per pupil. Graphs II.3 and II.4 illustrate the cases of autonomous public colleges. They show that the unit cost drops as from 500 pupils whereas two out of three colleges presently enrol less than 200 pupils. The cost is closely linked to the education of the pupils.

Graph 3: Student-teacher ratio depending on the size of the college



Graph 4: Unit cost of education following the size of the college



Effectif de l'établissement = Enrolment.

Source: RESEN, Cameroon 2013

The issue of economies of scale will become more acute as the implementation of education for all will require the building of many more schools to accommodate final year students of the new cycle. In rural areas with low population density, the schools will not reach the 500 pupil mark unless they are very far from the homes of many potential pupils. There will be need for adaptation, especially with respect to the recruitment of Secondary school teachers who are currently specialized.

2.6.2 Community involvement in management

The law on orientation of education which was enacted in 1998, prescribes the involvement of the education community in managing education. In that respect, in 2001/2002, Government introduced

school council. The school council supervises, advises, controls and monitors the running of the school.

A PETS (Public Expenditures Tracking Survey) survey conducted in 2006 to assess the effectiveness of community participation in school administration showed that in 2001/2002:

- 90.7% of relevant primary schools had their budgets approved by the school council and the percentage rose to 93.6% in 2008;
- 98.7% of secondary schools held school council meeting at least once.

It should however be noted that:

- Decree No. 2001/041 of 19 February to organise public schools and determining the powers of the school administration officers is not implemented across the board;
- lack of training for stakeholders (parents, officials of mother and child associations, Civil Society Organisations, local authorities, teachers unions etc. etc.), despite their willingness, is a serious setback for the monitoring of school activities.
- Non-publication of subsidies allocated to the school does not allow all members of the council to check the use of the said resources.

It should equally be noted that progress has been recorded in the area of monitoring and follow-up of the management of school infrastructure. In particular, with respect to the drafting of internal audit instruments and tools which are adapted to the context and building capacity for General Inspectorates of Services. Beyond the internal audits that are already being conducted and have to become systematic, there will be capacity building for other people involved (local authorities and school councils in particular).

2.6.3 Pedagogical management

The rationale of schools is to transform the resources at their disposal into results for students and learners. In fact, there is no pedagogical management of schools yet; there are significant differences in the situations: Some schools and training facilities with only limited resources perform well, whereas others which are allocated many resources, perform poorly. A broad-based overhauling is needed to increase both the efficiency and efficacy of schools.

To attain this, there are two avenues to be explored:

- i) Results measurement: So far the worst case scenario is that we have not really shown concern for results, as focus is rather on the allocation and management of resources. Although results have been periodically measured, this has been in the academic area, either by relying on marks for normalized tests or the pass rate in the entrance exam into secondary schools. Other results, in particular relating to professional integration of school leavers and graduates need to be measured. Furthermore, the measurements have to become general in time and space.
- ii) Design instruments for the IGE to act efficiently to reduce and overcome the failures noted.

2.7. Cost and funding of education and training

In recent years, State contribution to education has been lower than the regional average; that is 18.3% of running costs. In addition, the structuring of expenditure according to various levels is different from that noted averagely in the region. Allocations to the primary and tertiary sectors are

low, while the allocation to secondary schools is clearly higher. It should further be noted that 80% of the funds are earmarked for the payment of salaries.

Table 14: Structuring of running costs (2011)

	Primary	Secondary (*)	University
Cameroon	36%	50%	14%
Regional average	45%	32%	21%
Cameroon/regional average	80%	156%	67%

Source: RESEN Cameroon, 2013. () Including vocational training (2%).*

Limited counterpart public financing requires significant dependence on funding by families. Such funding is apparent in private schools through the payment of teachers by parents in primary school and part-time lecturers in secondary schools. If the State were to pay the salaries of teachers remunerated by parents in primary and secondary schools, it would have to increase its running costs by almost a quarter.

For the past ten years, unit costs in public schools have varied in different ways depending on the level of education: increase in primary schools (+18%) in particular as a result of inclusion of the salaries of part-time teachers on state payroll; drop (-22%) in secondary schools due to increased hiring of part-time lecturers paid by parents; steep drop (-38%) in tertiary education where allocations did not tally with the jump in enrolment due to lack of selection for admission into universities. As a result of these changes, the unit cost in universities is about 50% higher than the average in countries with a GDP/inhabitant similar to Cameroon's.

An in-depth analysis of the unit costs shows several points:

- Non-wage running costs are low; some thought needs to be given to these as their relevance to the quality of services offered students is well known.
- The wage burden for the state is lower than for similar countries in primary and secondary schools. This is due to the fact that a good number of them are paid by parents. If the total wage burden were to be taken into account, primary school salaries will be comparable to the international average whereas the cost for secondary schools will be significantly higher (+25%) than the international average for that level. Teaching of pupils (53 per teacher on average) is better than ten years ago (48), and in particular than the *IMOA-EPT* indicator (40). In secondary schools, the size of departments is high (61 students in College and 46 in High school) whereas the student/teacher ratio is practically equal to half those ratios (33 and 23 respectively). Oftentimes, the difference is as a result of the under utilization of teachers: on average with respect to a standard 18 hour week, they teach for 15.3 hours in colleges and 13.4 hours in High Schools.

Average public expenditure for education appears to be less focused on the student population than in countries in the region in 2001: (i) the Gini coefficient is equal to 0.43 against 0.6 in Francophone countries and 0.4 in Anglophone countries; (ii) the proportion of public resources utilized by the most educated 10% is about 30% whereas the regional average stands at about 40%. This is attributable to the very low unit cost in tertiary education.

Whereas the results above present Cameroon as being more egalitarian than several countries in the region, there are however, strong social disparities when global ratios are not taken into account. Contextual factors and analyses of the educational system in the assessment highlighted eleven salient points which have to be judiciously monitored for improvement:

- 1) The number of out-of-school children. They represent about 8% of an age group. Efforts with respect to demand and supply have to be made to quickly reduce the gap.
- 2) Whereas class repeating and the number of school drop-outs have reduced in the past ten years or so, drop-out during the course cycle are still high: Out of five children who enrol in primary school only three will complete. In secondary schools the “*probatoire*” plays the role usually meant for the final year in terms of regulation flows, hence less than two students out of ten who enrol in primary school reach the final year in secondary. Combating school drop-out during a cycle should be a priority especially in high school where the synthetic efficiency indicator has dropped by 20 points in nine years.
- 3) There are significant disparities in terms of enrolment in schools: firstly according to gender, but further depending on location in urban or rural areas, and, mostly depending on wealth and regions. A policy to systematically reduce such disparities has to be designed and applied.
- 4) Bilingualism, an asset in the context of strengthening national integration and globalization, hardly leaves an imprint in the everyday lives of Cameroonian. Urgent actions will be needed to give it its deserved place.
- 5) Quality, measured according to acquired knowledge, can be improved by acting on the most cost-efficient educational contextual variables. Relying on the results of recent surveys, quick action can be taken.
- 6) Measured over the past five years, expenditure on the education system gave pride of place to secondary education which uses up almost half of public expenditure on education. Primary education accounts for 35%, tertiary education for 14% and vocational training less than 2% (relying on primary and secondary school teachers to beef up its staff). This structuring is significantly different from the regional average which allocates 45% of public funding to primary schools, 32% to secondary schools and 21% to the tertiary. Whereas this average is not the norm, a convenient environment for pupils and students (especially regarding expected development of technological courses in universities) advocate a rapid and appropriate redistribution of the funding. Particularly, with tertiary education which admits an ever-increasing number of students with the same public budget allocation for the past five year: regulate entrance into universities? Increase state funding? Seek new sources of funding? There is a vast gamut of possible solutions.
- 7) The engagement of public resources is such that it can be described as unfair since it is systematically to the advantage of some students who are predominantly: male, urban, away from the northern regions and whose parents are in the richer wealth quintile. Funding of education by parents is indeed high and it offsets the State’s relatively reduced spending, in particular for the payment of teachers sponsored by parents in primary schools (18% of primary school teachers) and

part-time lecturers (38% of public general education, in secondary schools). There is need to ensure more fairness by having the state pay for these teachers.

8) Long years of study does not guarantee access to the modern sectors of the economy, as the jobs created do not absorb graduates from the upper part of the education system, hence increasing the already large stock of job seekers in this sector which offers the best career opportunities. The result is usually a deskilling of applicants hired, to the detriment of those who have spent less time in school, resulting in lower incomes and frustration. The non-agric informal sector absorbs a large number of the graduates and school leavers but in unfavourable conditions. Furthermore, this constitutes a waste of public resources which, as it is, are insufficient for education. In order to reduce the accumulation of shortcomings, it would be useful to ease professional integration of graduates and school leavers as from primary/fundamental school completion by introducing syllabus which are more in line with the qualifications sought; in this regard, a new, flexible and efficient professional training tool will be a major asset.

9) A very important point given the context of increased school enrolment, is primarily the distribution of resources between schools. Here again, disparities and lack of fairness is significant. What fairness do we want? What forms of management are to be chosen (contracts, more autonomy, etc.) in view of better distribution and utilisation of resources allocated to schools (better use of teachers for example)?

10) This resources-based approach no doubt is useful, however its transformation into academic results in the lower part of the system and integration into the final years have to be explicitly taken into account, in order to determine the resources transformation processes that are best adapted to each school. This depends on a structure that can lead the change in mentalities and practices.

11) On the whole, several projects have to be launched and coordinated over a short time with limited resources. Success will depend on a coordinating facility which is strong, technically and respected as an institution to ensure that unavoidable arbitration between ministries involved is effected quickly and fairly.

In short, Cameroon's education system has strengths and shortcomings, the most significant of which are presented in the insets below.

Box 1: Strengths of the system.

- Express government political will to develop the education and training sector
- Biculturalism in French and English allowing the education system to mine both the Anglo-saxon and French educational systems;
- Law No 2004/017 on Orientation and Decentralization which devolves management authority for education and training to local/regional authorities;
- The availability of private education offer and training at all levels of the system;
- The existence of high social demand for education;
- The presence on the job market of a large stock of qualified teachers;
- Total national coverage by the education and training system.

Box 2: Weaknesses of the system.

From the perspective of access and fairness

- Gender-based disparities in education, geographical location and revenue;
- Continued existence of pockets of low access to education;
- Low retention rates characterized by numerous drop-outs in the course cycles.

From the perspective of quality and relevance

- The system's shortcomings in transforming resources into results;
- **The timid expression of bilingualism in everyday life;**
- Poor knowledge acquisition by pupils;
- Ill-adapted syllabus and training courses;
- Ill-adapted and outdated technical training platforms;
- Weak school, university and vocational guidance counseling;
- Mismatch of training with economic needs, in addition to low employment;
- Preponderance of the arts over science and technology;
- Poor correlation between vocational training and the productive milieu.

From the perspective of governance

- Under-funding of the overall education and training sector;
- Intra-sectoral distribution of resources which does not reflect government education and training priorities;
- The high degree of unknowns in allocating human and financial resources;
- Low computerization;
- Partnership with private partners who are not very dynamic and who need to be strengthened for the professionalization of higher education and the designing of professional training in productive sectors of the economy;
- The system's inability to regulate flows;
- Poor sector coordination.

Box 3 : Opportunities.

- Distance learning or teaching as an alternative to the shortage of teachers and learning infrastructure;
- Improving partnering with the productive sector in view professionalizing university education and development of training for the tertiary sector of the economy;
- The contribution of TFPs and private partners to develop the education and training sector;
- The ripple effect of the execution of capital projects on the development of technical education and vocational training;
- The country's prospects for economic growth in view of increasing state expenditure

PART TWO

STRATEGIC FRAMEWORK

In 2006, Government designed and published an education sector strategy outlining the country's main policy options to 2015 based on demographic, educational and financial projections for the same period as part of the 2003 Poverty Reduction Strategy Paper (PRSP).⁶

The challenges facing the Cameroon education system in 2006 were the outcome of four concerns:

- Accommodation in primary schools still had to be developed in numbers, the main obstacle being the issue of staffing;
- Excessive repeating was a major obstacle to retention and a serious reservoir of inefficiency;
- The ill-defined nature of management, in particular teacher distribution in schools raised an issue of efficiency and fairness;
- Weak entrance regulations engendered poorly managed rises in enrolment in the upper part of the system, hence causing an imbalance in financing.

The strategies laid down in 2006 have triggered significant progress.

The signing of contracts with close to 37,000 qualified primary school teachers including 13,000 part-time teachers with the support of sector partners (FTI and AFD), resolved a large amount of the enrolment issues and led to acceptable coverage with each region recording above 100% gross enrolment rate.

The drastic reduction of repeating (from 25 % in 2004 to about 12 % in 2012) allowed for more efficient utilisation of teachers and improved retention triggering an above 70 % completion rate.

Issues regarding efficiency and allocation of teachers as well as entrance regulation still need to be addressed in 2013.

Aside the above, the 2006 sector reform and outcome are worth commending.

Government did not await the MDG 2015 target to start another comprehensive analysis of the national education system.

The 2010 adoption of the Growth and Employment Strategy Paper,⁷ actually appealed to the education sector to update its strategic projections.

A new RESEN was conducted in 2012 and 2013.⁸ This assessment highlights the most salient obstacles to be overcome presently, namely:

- Continued disparity with respect to gender, regions where one lives, wealth. These disparities become more acute as the child progresses in education;
- Likely existence of a residual group of children (about 8 % of an age group) who are still out of school for various reasons;

⁶ Republic of Cameroon, Poverty Reduction Strategy Paper 2003

⁷ Republic of Cameroon, Growth and Employment Strategy Paper, (GESP) 2010

⁸ Republic of Cameroon, *Cameroon's education and training system in the perspective of emergence*, (RESEN), 31 January 2013.

- Significant drop in the quality of education as seen through results measurements for knowledge acquisition;
- Weak regulation for the upper part of the system;
- The low relevance of training in final year course cycles in the various cycles (university and vocational training) ;
- And lastly, poor leadership in the system as a whole leading to unfair resource distribution and a degree of inefficiency in their use.

Analyses of these findings led to the drafting of a set of documents describing the state of strategic rethinking of the education and training sector, dated May 2013.

The documents are as follows:

- An economic and financial simulation model for the 2013-2021 period;
- An education and training sector plan covering the same time span and indicating the policy and financial resources which Cameroon wishes to commit;
- A three-year budgeted plan of action (PTAB) outlining actions to be taken and their attendant costs for the period 2014-2016

The strategic rethinking process shall however not end when they are published.

In fact depending on the area of interest to various ministries, reflection focused on the specific or the operational, was prudent or in search of supplementary information before culminating in final decisions. Under the on-going strategic decision-making process, we may refer to the reflection on the modalities for the implementation of fundamental education reforms, or resources to be used to move forward supply of courses in universities. In that particular case and in some others, preparatory studies, consultation and reflection are needed.

All the documents which make up the sector strategy for education in Cameroon should hence be considered as a snapshot, as of May 2013, of a stage in strategic reflection, not as a set of final decisions once and for all for a period of ten years.

The distribution of education governance among several specialised ministries could have been an obstacle to sector-wide rethinking. The organization of work by a technical secretariat that is directly under the Ministry of the Economy, Planning and Regional Development (MINEPAT) helped to avoid this. Hence, many aspects of the strategy are beyond the cleavages between ministries:

- regarding pedagogy, curricula reform and teacher training involving the whole system;
- the establishment of core education is in progress through discussions between MINEDUB and MINESEC; it also entails regulation of entrance which involves MINEFOP and MINESUP;
- critical capacity-building such as development of an information and management system are planned, based on an inter-ministerial platform;
- policies to improve governance in relation to financial and human resources management also involve all sector ministries;
- Use of models and financial arbitration as thanks to the model now have a sector perimeter and are based on the articulation of the various segments of the system.

Thus, the presentation of the sector strategy is not the outcome of a juxtaposition of reflections by distinct institutions.

CHAPTER 3: EDUCATION POLICY MAJOR GUIDELINES AND GUIDING PRINCIPLES.

One of the goals of this strategy is the attainment of quality universal primary education. This objective is consonant with the directives of the Growth and Employment Strategy Paper for the education sector, which are to provide strong human capital that can sustain growth at the disposal of the production sector.

3.1. Major guidelines for the education policy

The country's Development Vision 2035 requires attendant redirection of the missions assigned to schools and the adoption of guiding principles to manage it.

The main mission of the school is the wholesome training of the citizen, individually, collectively, morally, economically, intellectually and politically.

The 1998 Orientation law assigns the following missions to the education system:

- education of citizens, rooted in their culture, but open to the world and with due respect for the general interest and common good;
- education about the main universal ethical values which are dignity, honour, honesty, integrity as well as discipline;
- education about family life;
- education for bilingualism and understanding of national languages;
- initiation to culture and democratic practice, respect for human rights and freedoms, justice and tolerance, to combat all forms of discrimination, to love for peace and dialogue, civic responsibility and the promotion of regional integration;
- nurture love, effort and work well done, seek excellence and partnership;
- develop creativity, pro-activity, an enterprising spirit;
- physical, sports, artistic and cultural education of the child;
- promotion of hygiene and health education.

The 2001 law on orientation of higher education supplements the above missions with:

- the promotion of science, culture and social progress;
- social development, with the participation of relevant national structures and socio-professional milieu, in particular regarding the designing of courses and organization of theoretical lessons, tutorials and internships;
- development support activities;
- training and further training for senior staff.;

Directives arising from the growth and employment strategy

Guided by the laws cited above and the country's Vision 2035, the Growth and Employment Strategy Paper (GESp) prescribed a reviewing of the education sector to provide:

- quality fundamental education for primary schools and colleges which is accessible by the highest number of children between 6 and 15 years in order to align the average level of education with Cameroon’s Vision 2035 as an upper middle-income country;
- quality high school education astride general and technical education which prepare students for university education in priority areas for the development of an increasingly industrialized economy;
- professional training relying on modern and considerably improved facilities to provide secondary and high school leavers a bagful of knowledge focused on requisite skills sets for the job market and preparing them for job creation;
- professionally-oriented university education;
- broad continuous training in addition to a system to recognize knowledge acquired through experience;
 - mastery of core staff required to ensure quality education, which presupposes setting up a transparent and reliable system to regulate entrance;
 - improved school, university and vocational guidance counselling as well as re-evaluation of the salary scale for technical jobs.

This set of redirections requires the introduction of general, institutional and pedagogic reforms, and mostly, their effective implementation at local level. The reforms shall be broken down in the strategic framework.

3.2. Guiding principles

Nine principles underpin action undertaken under this strategy. The principles guided the drafting, allowed and justified arbitration and are reflected in planned activities.

3.2.1.- Reinforcement of civic education at all levels of education

With the rising lack of civic spirit, immorality and crises of values of peace, work, solidarity and transparency, the need to improve civic education nowadays, is in order in Cameroon. Such reinforcement will be carried out through:

- civic education at all levels of education;
- systematic development of the fight against irresponsible behaviour in the school and university milieu.

3.2.2. Improving bilingualism

French and English are the two official languages. In this regard, the following measures are envisaged for the training of truly bilingual Cameroonians:

- reform of syllabus and assessment systems;
- promotion of bilingualism through the teaching a number of disciplines (Civics, History, life sciences) in both English and French in addition to language course ;
- strengthening of initial and continuous training of trainers at all levels of education and training;
- transformation of educational facilities into truly bilingual schools.

3.2.3.- Redirecting the educational and training system towards growth and employment

The goal of this principle is to render training more relevant. In this regard the implementation of basic education with the aim of providing every young Cameroonian with minimal foundation of knowledge and skills will be a determining factor.

3.2.4.- Reduction of all forms of disparity

Effective right to education and real democratization of the system presupposes that the State ensures primary education for all and equal access to quality education at the other levels. Requisite measures to promote equality and fairness include:

- continued efforts towards effective free primary education;
- positive discrimination in allocating resources;
- settling teachers in difficult zones where school attendance is low;
- school attendance incentives to the most fragile (due to poverty, place of residence and gender);
- mainstreaming of issues relating to inclusive education and displaced people living in Cameroon.

3.2.5.- Promotion of private education

The government of Cameroon shall guarantee the right of private organisations, individuals, local communities, religious organisations and all other agents with the requisite means to set up and manage educational facilities in accordance with applicable laws and regulations following their own principles. This is encapsulated in Law No. 2004/022 of 22 July 2004 fixing rules related to the organization and functioning of primary education in Cameroon which provides for two types of private schools: free schools and contract-based schools.

3.2.6.- Well-coordinated and Effective Partnership

Wishing to create a more conducive incentives-based environment, the Government will forge wider, effective and better-organized partnerships with stakeholders and partners, including local/regional authorities, religious bodies, local communities, NGOs, businesses, private individuals and TFPs.

This partnership, that should be codified, will be mainstreamed in school management, funding operations, multi-faceted support and/or public policy delivery.

3.2.7.- Accountability

The obligation of result and the transparent, efficient management of resources allocated to the system will become working principles. Communities (PTA/APE, village development committees, associations of elite, teachers' unions, local/regional authorities, businesses, NGOs, etc.) will be actively involved in order to ensure participatory school management.

3.2.8.- Strengthening decentralized/devolved management

Government's option to decentralize school management came in a context where local authorities had to shoulder full responsibility for education development at the grassroots by virtue of powers transferred to them by law. For education/training needs to be better considered, the Government

will further devolve powers from the centre to the periphery via vice-chancelleries (higher education), regional delegations, divisional delegations and sub-divisional inspectorates.

3.2.9.- Promotion of National Languages and Cultures

The purpose of the gradual introduction of the teaching of national languages and cultures at all levels of the school system is to ensure better quality skills acquisition by training Cameroonians to be firmly rooted in their cultures and open to the world in order to explore and harness the endogenous potential and accompany Cameroon's emergence

3.3. Education Policy Continuity and Reform.

This sector strategy is in line with that of 2006 as far as the objective of widespread access and completion of primary cycle is concerned. The heart of the policy is the teaching profession. Since 2006, 37,200 teachers have been contractualized and this measure will be extended to 9,000 others from 2014 to 2016.

Pending verification to be discussed later, contractualization will be proposed to PTA teachers paid by families, the objective by 2016 being that no more teachers' salaries will be paid by families whose offspring attend Government schools. In addition to contractualizing teachers already present in schools, new teachers will be recruited in the same status and in adequate numbers to handle even higher pupil enrolments.

The policy of free primary education will also be pursued. The previous strategy allowed for delivering the minimum package to schools. The next strategic stage is free access to textbooks in primary school classes, concretized in the short-term by the purchase and provision of essential books in rural or disadvantaged zones.

Compared to the previous strategy, the key change in this one is that policies are better targeted. This was facilitated by the progress achieved over the past years in devolution and decentralization.

With regard to access, policies designed to sustain demand mostly target populations who are farthest from school and not yet enrolled (minorities, pygmies, the Bororos, displaced persons and refugees), and supplement traditional measures for increasing intake capacity. The erstwhile emphasis placed on covering remote and difficult areas will be reinforced with a series of measures to achieve the same goal (difficult-zone allowances, career benefits, and official residential quarters to encourage teachers to agree to serve there). The same idea inspires development policies aimed at encouraging access in the upper tier of the system. At the secondary level, the opening of benchmark schools will be preferred over increasing the number of schools with incomplete cycles or lacking the critical size. In higher education, higher enrolments are expected chiefly in faculties more oriented towards technology and professional qualifications.

Policies in regards to quality will also target schools that perform less well and a key discipline – reading in primary school. Indicators selected for monitoring quality-related policies in primary and secondary schools are a reflection of determined targeting. In the upper end of the system, policies will be specially directed towards schools leading to professional qualifications best tailored to the economic environment.

CHAPTER 4 : STRATEGIC THRUSTS

The main challenges facing Cameroon’s school/training system and that need urgent response are:

- the significant drop in education quality as seen in learning methods (45% of Class 5 pupils can neither read nor calculate) ;
- the marginal relevance of the supply of training in the median and upper ends of the school system (secondary technical education, vocational training and higher education) ;
- Poor management and governance in the entire system, leading to an unfair distribution and inefficient use of inputs;
- Persistent disparities linked to gender, place of residence and income; these disparities grow wider as the child advances in school.

This strategy has three (3) thrusts: (i) access and equity, (ii) quality and relevance and (iii) management and governance. Later in this document, these thrusts will be broken down into operational objectives and strategies, following the table below:

Table: Summary of Strategic Thrusts and Objectives:

Strategic Thrusts	General Objectives	Specific Objectives
Access and equity	Improve access and equity at all levels of education and training	1. Raise the gross enrolment ratio from 27% in 2010 to 40% in 2020
		2. Improve access by reducing all forms of disparity in primary education
		3. Put in place core education
		4. Improve access by reducing all sorts of disparities in secondary education, second cycle
		5. Diversify the supply of vocational training
		6. Increase the offer of higher education with a view to professionalize and reinforce scientific and technological streams
		7. Promote functional literacy for youth and adults
		8. Design a common infrastructure construction and rehabilitation policy

Strategic Thrusts	General Objectives	Specific Objectives
Quality and relevance	Improve the quality of learning by adapting the curriculum to the socio-economic environment	1. Improve the quality of learning in primary and general secondary education
		2. Adapt training to the socio-economic environment
		3. Promote research/action and research/development in the education

		sector
		4. Improve health in schools and universities
Governance and management	Improve governance and management of the school system	1. Keep existing regulatory mechanisms (competitive and other examinations) in place until new ones are creating as part of the establishment of basic education
		2. Strengthen devolution and decentralization of the school system
		3. Improve the management of human resources
		5. Ensure efficient career management
		6. Build the system's planning capacities
		7. Improve transparency in resource management

4.1. ACCESS AND EQUITY

General Objective: ***Improve access and equity at all levels of education and training.***

Universal primary enrolment remains one of the priorities of the strategy. Based on financial simulation, it is estimated that this objective could be attained in 2022. In view of current access (123.7%) and completion (72 %) rates and especially their deviation, policies targeting universal primary completion nowadays seek to reduce disparities in favour of populations living farthest away from schools. Nevertheless, standard measures for increasing enrolments are still necessary. If the remaining PTA teachers are contractualized, much will be achieved in terms of free education and enhancing school attendance of the poorest populations.

The gross rate of pre-school enrolments will reach 40% against 27% today, since policies will primarily target the rural world which lags far behind in this respect.

Establishing core education will lead to policies of differentiated access by cycle at the secondary level: first cycle access will be encouraged, the target being to guarantee transition from primary school at a rate up to 85% of pupils, whereas secondary cycle access will be regulated. Meanwhile, the strategy does not yet seek to generalize access to the first cycle of secondary education. Financial modeling indeed showed that this objective cannot yet be sustained in Cameroon. The *concours d'entrée en sixième* (equivalent of the common entrance examination) will be maintained despite strong pressure to eliminate it. Furthermore, it will be necessary to further regulate upward flows to the top of the system before generalizing the transition to college. Such reinforcement will accompany the establishment of core education.

Enrolments in vocational training will triple in ten years, mostly in private centres or those created within the framework of public-private partnership. In contrast, in higher education, new pedagogic methods that emphasize the diversification of professional and technological streams are expected to lead to moderate growth of enrolments in standard streams.

Specific Objective No. 1: Raise the gross pre-schooling ratio from 27% in 2010 to 40% in 2020.

To achieve this, the Government will develop the community experience for the benefit of rural populations while involving local/regional authorities and encouraging private offer. It will also build the capacity of trainers of Community Pre-School Centres (CPC) through the pedagogic supervision chain and curriculum development.

Strategies :

1. Develop the community experience for the benefit of rural populations

In order to extend pre-schooling coverage to rural areas and thereby reduce disparities, the Government will encourage the creation of Community Pre-school Centres (CPC) in targeted zones where intake capacities are today far below the national average. The Government will support the development of these centres through subsidies, allocated by the local authorities, and to be used to create community awareness and to build and equip CPCs. It will also help them in recruiting teachers locally, by defining the job criteria and profiles.

CPC teachers will receive basic training to initiate them into the profession. Next, they will participate in pedagogic days and basin meetings. The official community pre-school programme will be prepared based on the realities of these centres.

Government will support community experiments in pilot rural areas which demonstrate great efficiency in enrolling children aged 3 to 5 years, especially through the commitment of parents. Community relays will coordinate informative workshops on parental education in communities that will be mobilized and will have formed CPC management committees.

2. Involve local/regional authorities in pre-school outreach

The Government will, via local authorities, embark on the construction of 100 CPCs for an initial 3-year period, following norms defined in specifications requiring the presence of basic amenities in the installation area (water, electricity, latrines, playgrounds, fence, mini library).

Local/regional authorities will act as Government relays for the approved pre-school support operation. They will engage operations to mobilize parents, procure school equipment, rehabilitate premises and pay back-up staff.

3. Encourage the private sector to offer quality formal pre-schooling

The Government will extend the experimented school-contract operation to 80 pilot private schools. This operation derives from the implementation of the 2004 law on private education which conditions subsidies on private operators demonstrating that they are striving to improve quality.

Specific Objective No. 2: Improve access while reducing all forms of disparity in primary education.

Strategies:

1. Build and rehabilitate classrooms

Needs in this area are substantial. The Government has put in place a multi-year programme to build new infrastructure and rehabilitate existing ones. Further, it undertook a programme to construct complete schools, representing about 1,500 classrooms yearly at the beginning of the

projected period and slightly less than 3,000 yearly at the end of the period (2021). The communication via statutory channels of criteria of geographic preference in school construction programmes will guarantee more fairness, making it possible to improve the presence of pupils/students and teachers at all seasons, enhance the management of school time and eliminate dual flow in certain schools.

2. *Contractualize PTA teachers and recruit new teachers*

The 2006 strategy helped to contractualize 37,200 primary school teachers.

The financial package put in place consisted first in partly financing the salaries of contract teachers from external resources (FTI and C2D-AFD) and then in permanently including this financing in the State budget.

This operation was a success on two counts. The issue of part-time teachers, that seriously handicapped the system, was finally laid to rest. The Cameroon Government showed its capacity to honour its commitments and, through this mechanism, succeeded in gradually raising its salary expenses.

In 2013, the underlying issue is different. The issue of part-time teachers was solved but not that of PTA teachers who, recruited and paid by communities, a long-standing feature of Cameroon’s schools. They are at once proof of the strong social demand for education and the financial difficulties experienced by the State in recruiting as many teachers as is necessary.

Their number is estimated at 9,000. The objective of the sector strategy is to no longer have any in 2017. At that date, no family will bear salary expenses in Government schools.

This measure to cater for salaries also favoured access since the financial burden on families was greatly scaled down.

Lastly, it guaranteed quality, since the remuneration of PTA teachers is often lower than that of contract teachers and forces them to have a second job which undermines their availability.

In addition to the contractualization of the remaining PTA teachers, new contract teachers were of course recruited as this was necessary for the expansion of the system.

In this last contractualization phase, the strategy will continue to use a financial mechanism similar to the one used in contractualizing part-time teachers. Part of external funds (EF) will be used to pay for the first year salaries of 3,000 new contract teachers each year for three years, while the State budget will take over this remuneration in the second year of employment and pay for the recruitment of more contract teachers beyond the 3,000. In 2017, national resources will cover all this remuneration.

Estimates of the simulation model and the three-year action plan were used to prepare the following chart which illustrates the progressive nature of the mechanism and the relay scheme between financing operations:

	2014	2015	2016	TOTAL
Recruitments and stacking	3 185	3 240	3 296	
		3 185	3 240	

			3 185	
New contract teachers in service	3 185	6 425	9 721	
Salaries funded externally	3 000	3 000	3 000	9000
Salaries funded by State budget	185	3 425	6 721	10331

Source : *Simulation model and PTBA.*

The practical aspects of contractualization and the corresponding guarantees are treated under the “Governance” section of this document.

These contractualization exercises will benefit most teachers already in service. They will not lead to a drop in the pupil/teacher ratio. This involves deliberate arbitration. The reverse choice would have allowed for obtaining additional teachers with the same sum and hence reduced the workload of each – a very tempting option. However, the result would have been that some pupils and teachers would have enjoyed more comfort while families would still have had to part with substantial sums to pay PTA teachers. This would exacerbate rather than reduce disparities. For that reason, the strategy prioritizes free education for all over comfort for some.

In 2013, Government is studying the possibility of implementing a more ambitious contract teachers’ recruitment plan that will more rapidly tackle disparities and improve the pupil/teacher ratio. Discussions are ongoing between the Ministry of Basic Education, the Ministry of the Public Service and the Ministry of Finance. This plan will be an addition to the budgetary resources on which the simulation model and this strategy are based.

3. Take specific measures to benefit priority education zones

In 2000, the Government opted for a policy of priority education zones. This expression is used to refer to regions lagging far behind in terms of school attendance in general and that of girls in particular, comparative to national figures. Technically, these regions were favoured in the allocation of basic inputs in order to bridge that gap. This policy has borne fruit since the enrolment gap between disadvantaged regions and the national average has fallen dramatically, although gender- and income-related⁹ disparities persist:

Table 15: Disparities in School Enrolment

Indicators	2004	2011
GER, national average	102 %	110,8 %
GER, priority education zones	84,4 %	113,8 %

Source: *MINEDUB Statistics Directory 2011 and Calculation of the Technical Secretariat.*

New variables were incorporated in the analysis of disparities in the system, especially geography, gender and wealth. These provide precise, mutually-linked indicators. This approach was fine-tuned by disaggregating indicators at the level of sub-divisions and divisions.

Postings of newly recruited teachers to most needy zones will be favoured by:

- Additional salary incentives;
- Service houses in zones where needed;

⁹ Cf. annexes.

- Career measures.

4. *Take specific measures to support school enrolment demand*

Apart from measures to boost supply, the Government will take other measures to stimulate education demand employing means that factor in communities' specific aspirations (dry rations, canteens, sanitary kits, etc.). To accompany free education, the Government had instituted the delivery of a minimum package of materials and supplies to schools. Although not entirely satisfactory, this measure was among the powers transferred to local councils which now have the corresponding funds. The Government will study with councils the possibility of improving the minimum package in terms of the date of delivery to schools which is generally late and its composition that is often criticized.

5. *Stimulate demand for enrolment of poor underprivileged girls and that of vulnerable children¹⁰*

This involves extending a system inspired by the UNICEF pilot schools project, consisting in granting scholarships and pedagogic kits to the most underprivileged girls and most vulnerable children, employing school nutrition measures in alternance or in complement (dry rations, canteens). Further, awareness campaigns will be conducted by NGOs and operators in these localities to encourage parents and traditional authorities to enrol their girl children. This also requires building separate latrines for girls and boys, drinking water points, wash-hand basins and supplying sanitary kits. These measures serve as incentives to encourage access and keep girls in school.

6. *Reduce the size of classes.*

Overcrowding in some classes is a factor of inequality since it contributes to dropouts and considerably disrupts learning. The national average pupil/teacher ratio of 5:4 hides disparities in that regard with classes of over 100 pupils in some schools. Government will strive in its school construction programmes to address situations that cause dropouts and poor performances.

7. *Ensure free primary education*

Support measures for free education will have a considerable impact on access and keep the most vulnerable populations in school. The next stage towards effective free education in Government primary schools is the distribution of textbooks in schools in priority education zones. Government will supply primary schools with core textbooks to be used free of charge by pupils.

8. *Take pedagogic measures to fight disparities and dropouts*

The diagnosis revealed numerous disparities in pupils' retention and performance in school. These disparities stem mainly from family wealth. This dimension of disparities is the most resistant to public policies. Government departments will fight social selectiveness through the following measures:

- Adoption of evaluation standards, imposing for example that teachers' and/or school councils deliberate before awarding the final annual scores;

¹⁰ These are persons with all sorts of disabilities, refugees, children who have not been to school or were removed from school early, etc

- Design of local comparison instruments and harmonization of home work and marks;
- Punishment of undesirable behaviour among teachers thought to be harmful to pupils, since they are poor. A study will be commissioned to establish the nature and form of such behaviour and propose targeted policies and actions for their eradication;
- Conduct of studies on the obstacles to the poorer pupils' retention in primary and secondary school;
- Involvement of sociologists and educationists in identifying contents and/or exercises of a socially selective character during curricula reforms;
- Introduction of symbolic measures to celebrate merit. These depend on the grant of rewards and awards to deserving teachers/researchers and learners, communication actions (for example, during prize award ceremonies) on the individual and/or collective success of pupils who statistics refer to as having little chances of succeeding; or request the local elite from underprivileged classes to communicate on their personal stories.

9. *Develop an inclusive education programme*

The Government will deepen reflection (in concert with all stakeholders involved) on the identification, accompaniment and treatment of the handicap (health, social affairs, associations, NGOs, etc.) in order to study any possible response and adaptation of the school milieu (schools, facilities, teaching tools, pedagogic aids, specific training programmes, teaching practice) for an inclusive approach and/or development of specialized education if better suited to certain handicaps.

Specific modules will be introduced in the initial training of trainers. These will impart better knowledge of handicaps and equip future teachers to identify the most common handicaps and on methods of supervising them. It will also involve putting in place a statistical arrangement at regional level to better grasp pupils who are handicapped. These training modules will also contribute to developing the spirit of solidarity and humanist values in learners.

Specific Objective No. 3: Establish core teaching

The Government took the option to establish “*quality core teaching covering the primary cycle and the first cycle of secondary education open to the greatest number of children aged 6 to 15 years, and making it possible to carry the average level of instruction along a path consistent with Cameroon’s emergence by 2035.*”¹¹ In fact, the demand for enrolment of adolescents aged 12 to 16 years is high and this is desirable. There is every indication that this demand will grow in the coming years due to higher primary school completion rates and high urbanization of the country. This surge in the social demand for enrolments is consistent with Cameroon’s Growth and Employment Strategy. This strategy, based on industrial production, generates significant needs in terms of level of qualification that a mere completion of primary school by the greatest number can no longer satisfy; hence, the option for core teaching.

To that end, interim measures will be taken. Upon resumption of school in 2014 and after validation of the first studies, versatility will be introduced in the initial training of teachers (two major disciplines and one minor one).

¹¹ Cameroon Government, Growth and Employment Strategy Paper (GESP), 2010, p. 73.

The Human Resource Department (HRD) of the two relevant ministries will study together prospects for promoting a number of Grade I primary school teachers to the observation sub-cycle, their possible statutory or budgetary consequences and the method of selection of interested candidates.

Generally, strategies for establishing core teaching have the following three components: (i) administrative measures to be taken; (ii) practical choices to be made on some aspects of the reform; and (iii) preparatory activities to be conducted.

Strategies:

(i) Administrative measures to be taken:

1. Lay down the general organization of schooling.

The general organization of schooling will be based on the following scheme, charted in the Growth and Employment Strategy Paper (2010): *“The first cycle of secondary education (...) will be subdivided into an observation sub-cycle of two years duration and an orientation sub-cycle of three years duration, the reform being accompanied by a lower administrative expenses and an increase in pedagogic inputs and support for the development of private education. At the end of this cycle, a first level of regulation of sufficiently strong flows will be put in place alongside a strengthening of the vocational training system.”*¹²

2. Define schooling profiles.

Financial choices were made alongside anticipating the flow trend in the simulation model developed in February 2013 and serving as quantitative benchmark for the education sector strategy. This model has two indicators which give a picture of the school profiles sought after in the medium and long term:

Table 16 : Medium- and Long-Term Schooling Profiles

%	Base	2016	2021
Primary school completion rate	71.8	84.1	100
Class 7 – Form One transition rate	69.3	85	85
Rate of promotion end of Form Five to second cycle of general secondary education.	68	46.1	32.7

Source : *Technical Secretariat*

Despite strong pressure to further open up entrance into college, the Government arbitrated for a gradual opening up and to stabilize transition at a rate of 85 % until the end of the projected period. This goes hand in hand with continuing with the common entrance examination. This arbitration does not stem from a Malthusian approach by the Government to college development, but from two imperatives:

- A financial imperative: the simulation model showed that it would be impossible to undertake a quicker expansion of colleges without a serious deterioration of enrolment/intake conditions;
- an imperative of flow regulation, since one of the characteristics of Cameroon’s school system is very smooth flow of students between its lower end and the upper end.

¹² GESP, p. 74
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In the long run, the central point of regulation of flows is the competitive entrance and/or other examinations at the end of the core teaching period. So long as this mechanism is not in place, Government deems it more prudent to continue regulating flows at the end of primary school.

Opening the transition of primary school to the following years corresponds to a 60% increase in ten years of enrolments in the first cycle of the current secondary education. This percentage is retained as a target. Absolute transition (100%) would prove financially unsustainable.

At the same time and in line with GESP, the Government saw the need to more strictly regulate entry into the second cycle of secondary education so as to keep the increase of enrolments of this cycle at sustainable levels. In that context, maintaining the *probatoire* examination in the Francophone sub-system (last but not one level in high school) should be questioned since regulation will be on entry into the cycle and this cycle now has only two years.

3. *Reform curricula*

Government adopts the principle of curricula reform – a reform that will make continuing the school career over ten or eleven years and the now broader purpose of the second cycle of secondary education meaningful. It will also provide an opportunity for a necessary update of curricula and lightening of some contents especially in the Francophone sub-system, with special emphasis on the promotion of bilingualism at all levels of teaching.

4. *Orient training of trainers towards the versatility of secondary school teacher*

Government has opted to orient secondary school teachers towards versatility (teachers will be trained in three disciplines in ENS – two majors and one minor). This versatility has become necessary because teachers are posted to small rural schools and the shortage of teachers needs to be urgently addressed.

5. *Reorganize the school network*

The reorganisation of the school network has become necessary to ensure educative continuity. Planned studies will help to define all aspects related thereto.

6. *Reorganize flow management tools/mechanisms*

The principle of radically overhauling of flow management in Cameroon's school system was stated in the 2010 Growth and Employment Strategy Paper which defines its objective thus: “*the real mastery of enrolments, crucial to guarantee quality teaching, which entails the definition of a transparent, credible system for the regulation of enrolment flows and strengthening of the guidance/counselling system in schools*”. “*After this (core) cycle*”, it continues, “*a sufficiently robust first level of regulation of enrolment flows will be put in place, alongside strengthening the vocational training system. (...) The second cycle of secondary education should, during the implementation of GESP, be further aligned to higher education and progressively adjust student*

admissions to its real intake capacity. »¹³

The simulation model developed in 2013 factors in these strategic options. It envisions a measured expansion of second-cycle secondary enrolments, associated with a shorter transition between the two cycles of secondary education. In the long run:

- core teaching will witness a liberal management of flows, since the goal is to promote the greatest number of youth towards its completion. This is equivalent to understanding core teaching as being the content of the right to education;
- symmetrically, schooling beyond core education will be steered by the possibly selective logic of economic needs and employment, with regulation mechanisms that have built-in bridges to make the schooling process smoother.

Flows management relies on very few tools, the main ones being competitive entrance and other examinations; guidance/counselling aids also contribute thereto. The first issue to be treated during the first phase of the strategy will be competitive entrance and other examinations, and certificates to be reformed and instituted during the establishment of core education. This is a complex issue due to the multiplicity of possible solutions (end-of-cycle examination, common entrance examination, other examinations, possibility to take a competitive entrance exam just once or not at all, pre-orientation towards vocational training favoured or not, etc.).

In any case, caution demands that current instruments for regulating flows and enrolments should not be discarded, particularly the common entrance examination (or *concours d'entrée en sixième* in the Francophone sub-system) and the Francophone *probatoire*, before new arrangements are adopted. It also demands that the primary-school-to-college transition should be kept at below 100% until the end of the modeling period.

(ii) Practical choices to be made

Other policy choices for establishing core education are still open. These choices deserve profound reflection informed by precise studies to be conducted in the first phase of implementation (2014 - 2016) of this sector strategy.

7. Define the organization of the administration of core education.

Today, two ministries – basic education (MINEDUB) and secondary education (MINESEC) – manage the primary cycle and the first cycle of secondary education, respectively. If established, core education will advance this structuring, for example, if the authorities decided to introduce the two years of the observation sub-cycle in primary schools today or to entrust this to primary school teachers trained for these new tasks. It is also possible that modifications to administrative bodies might generate more difficulties and costs than benefits. The Government will take a stand on these aspects, based on a study after the main options concerning the organization of education offer will have been adopted by 2015.

8. Determine the pace of expansion of core education.

¹³ GESP 2010, p. 73 and 74
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The current first cycle of secondary education (five years in the Anglophone sub-system and four in the Francophone sub-system) will, as from 2016, be split into two distinct sub-cycles: an observation sub-cycle of two years and an orientation sub-cycle of three years. Adding one year to the francophone sub-system will allow for aligning the two sub-systems to the same structure. In the long run, the second cycle of secondary education will be harmonized to two years for both sub-systems.

No definitive option was taken with respect to the alternative consisting in either expanding enrolments in the observation sub-cycle followed some years later by an expansion of the orientation sub-cycle or simultaneously increasing offer throughout the cycle. In-depth studies on the implications of each option will allow for defining a position by 2015. Only then will the experimentation phase take off, centred on the minimum basis of knowledge and skills.

9. Make choices with respect to teaching methods, contents and objectives

The Government also intends to make key pedagogic choices before strengthening the intake capacity of the first cycle of secondary education. This will involve finding answers to the following questions: what disciplines should contribute to the minimum foundation of knowledge sought by core education? How and to what point is it desirable to bring them together and entrust them to one teacher? What methods of evaluation can at once certify the acquisition of basic knowledge and skills and harmoniously guide the youth? What type of teachers should be used in the observation sub-cycle and in the orientation sub-cycle? A thorough study of all possible options, their costs, difficulties encountered during implementation as well as concertation with teachers and the education community will make it possible to find the most suitable answers.

(iii) Preparatory activities to be conducted

Due to the cautious approach chosen by Government in establishing core education, only the first part of the envisaged reform can be described in operational terms. At this stage, studies will be conducted and validated, definitive options defined and a few transitional measures taken.

10. Conduct studies.

In 2013, Government will draft terms of reference for a number of studies to be conducted with the support of specialists from several disciplines.

In the field of pedagogy and in relation to curricula revision works, a study will be devoted to the issue of teachers, especially their versatility, status and initial training. It will include the search for acceptable solutions for teaching disciplines, such as living languages, not requiring all-round teachers in small schools. This study will also look into teaching methods best suited for acquiring common core skills, school organization and teaching hours.

With regard to infrastructure, a study will be devoted to the school map. It will seek especially to define appropriate strategies for bringing schools closer to the people in sparsely populated areas and adopt architectural designs (how to rehabilitate existing buildings, what characteristics to apply to new constructions). This study should consider possible solutions in terms of transport or lodging of the youth (boarding facilities, supervised and compensated host families) in zones that are hardest to reach.

The envisaged study on flow management and school guidance will: (a) shed light on the choice between successive or concurrent expansion of the two sub-cycles; (b) determine procedures of end-of-sub-cycle and end-of-cycle certification; (c) determine procedures and instruments for guiding youths at the end of cycle towards general or technical secondary education, vocational training or active life.

The study on governance will consider the advantages, disadvantages and costs associated with the possible regrouping of administrative entities of the entire core education at the central, devolved and decentralized levels.

11. Conduct consultations

Before any definitive decisions are taken, consultations will be organized with the teaching profession, PTA organizations and the education community on the findings of the above studies as they are completed.

Specific Objective No. 4: Improve access by reducing all forms of disparities in secondary general and technical education (second cycle)

The strategy's objective regarding access to the second cycle of secondary education (general and technical) is to set up regulatory mechanisms that will contribute to improve quality and keep enrolment growth at a level that is financially sustainable and matches the country's needs for high-level qualifications.

Strategies

1. Progressively master the transition towards the 2nd cycle of secondary education.

That is why promotion from the first to the second cycle of secondary education (concerning about 60% of students today) should concern only 30% at the end of the period, equivalent to a tripling of the number of Upper Sixth students by 2021. This is attributable to the significant rise in cohorts expected at the end of the new orientation sub-cycle, in the perspective of core education.

2. Maintain the respective proportion of enrolments by stream.

The strategy opts to maintain the current distribution of students between secondary general (79%) and technical (21%) education. To increase public offer, the authorities intend to create large schools endowed with the necessary facilities for their transformation into reference or excellence high schools (general or technical education).

3. Encourage the development of the offer of private education

Private education's participation in the offer of second cycle secondary education will increase from 27% currently to 60% at the end of the period (2021). For that, the Government will use financial incentives to help private developers sustain the growth of their offer in this segment. In the first phase of implementation of the strategy, it will commission a study to determine the optimum form of this support and the relevant delivery procedures.

Specific Objective No.5: Diversify the vocational training offer.

The question of access crops up in a particular way in vocational training at a triple level: (i) the bulk of offer is private, (ii) the cost is very high, (iii) youth do not enrol immediately after leaving the school system. From an analysis of household surveys, RESEN showed that the number of beneficiaries of vocational training is far higher than the quantity that only public or identified private structures can generate. This observation implies the existence of a strong informal sector of training that is yet to be mastered.

Strategies :

1. Conduct studies.

In 2013, Government will draft terms of reference for studies to be conducted with the support of specialists from several disciplines. The findings of these studies will allow for mastering the vocational training environment, the labour world and public-private partnerships. Further, given the cross-cutting position of vocational training in the system, the study findings will be used to strengthen labour force employability commensurate with the needs of the production system and fine-tune Government's flows management policy in vocational training.

2. Organize the existing training offer.

Government's priority in the area of access is to organize the existing offer, create new types of structures and training methods. The public offer of training will be experimented through:

- Trades training centres, arising from the transformation of today's rural artisan centres (SAR/SM);
- Sector-based vocational training centres ;
- centres of excellence ;
- apprenticeship training centres;
- intensive vocational training centres;
- the national training of trainers and programmes development centre;
- youth empowerment and multi-purpose centres (CMPJ).

Specific Objective No. 6 : Develop higher education offer ahead of the professionalization and capacity-building of scientific and technological streams.

The development and diversification of offer in order to improve quality and control enrolments are points of close focus in the management and steering of higher education.

Strategies

1. Diversify offer to regulate flows

To receive flows from secondary education, the Government decided to diversify the public offer of higher education by developing short-cycle science and technology training programmes (UIT, 2-year programmes) while increasing student enrolments in these streams and raising private participation from 14.9% in 2011 to 20% in 2022. Further, the shift in weighting in favour of scientific and technological streams will be fostered by the increase in the number of high school students in the science and technology series – the consequence of the policy of increasing secondary school enrolments in the scientific and technological streams. The following measures will be taken to foster better regulation of flows:

- Develop a technological and vocational component of higher education in order to produce quality human resources in the strategic fields stated in the GESP;
- Modernize and professionalize standard schools and faculties in order to durably bring standard faculties closer to the socio-professional milieus and tailor their training to suit corporate demand and guarantee the employability of their graduates;
- Structure, improve and value university research and innovation;
- Ensure the internationalization of higher education so as to strengthen the national system of university research and innovation and technology transfer.
- To lighten training based on physical presence, innovative approaches such as distance learning or hybrid education (like the recently developed Virtual University in Yaounde) will be encouraged. The Government will also better articulate and build bridges between higher education and professional training in order to diversify the offer of training in this sub-sector that factors in employment and the country's socio-economic exigencies.

2. *Master rising student numbers*

With 270,300 students (or 1,318 for 100,000 inhabitants), a 63% rate of secondary-to-university transition and 84,4% of GCE Advanced Level students enrolling in State universities, enrolments in Cameroon's higher education will double in under ten years. Flows management has thus become necessary to control access and keep the increase in student numbers within sustainable proportions. By progressively reducing this transition rate to 60% in 2022, the Government plans to control the increase in this sub-sector which will receive 768,100 students in 2026, corresponding to 2,100 students for 100,000 inhabitants. Limiting access to public higher education establishments is based on three mechanisms:

- developing private offer and training programmes not requiring physical presence;
- building bridges between standard higher education and professional training, combined with raising students' awareness on the importance of professional certificates and qualifications ;
- redefining exit profiles for A-level holders (linked to curricula reform), to enable some of them seek direct professional integration.

3. *Encourage the development of the offer of private higher education in science and technology streams.*

The Government will provide multi-faceted support to the creation of private schools. Priority will be given to those offering training in science and technology streams.

Specific Objective No. 7 : Promote functional literacy for youth and adults.

Adult literacy is conceived as an alternative method of accessing all kinds of knowledge. A literate adult is a new being who can positively change his environment and participate in accompanying his offspring in school.

Non formal basic education is an opportunity given children who never attended school and/or dropped out early for various reasons, to catch up with school.

Strategies

1. *Finalize and validate a national literacy and non formal basic education policy.*

To eradicate illiteracy, the Government is working with its Technical and Financial Partners to design a national literacy and non-formal basic education policy that will guide and govern the activities of this sub-sector which suffers from chronic under-financing. Teaching tools will be designed and validated in prelude to being tested on the ground.

1. Involve local/regional authorities and civil society organizations in developing functional literacy

Government will take measures for local/regional authorities and civil society organizations to organize and conduct activities to fight illiteracy among the youth and adults, pursuant to the decentralization law.

In that regard, alternative education offers patterned on the formal school model will, to the extent possible, be proposed to children who never attended school or dropped out early, so as to enable them acquire quality basic education.

In the same vein, specifications will be designed, defining the roles and responsibilities of each party.

Specific Objective No. 8 : Develop a common infrastructure construction and rehabilitation policy.

This cross-cutting issue of the education/training sector is defined in terms of architectural characteristics, construction types, works supervision and choice of building site.

Strategies

1. Construct complete schools

Drawing lessons from previous policies, the Government now intends to prioritize the construction of complete schools (comprising classrooms and common facilities, offices, store-rooms, latrines, water, fence) instead of mere classroom blocks, following a strict and well-planned schedule. Erstwhile practices did not favour intake quality and student's retention and also posed many problems when it came to completing infrastructure and equipment.

Government will anticipate needs generated by the expected ICT development in primary schools. In that regard, it will experiment solar-power electrification of newly constructed schools in rural areas.

In addition to its new construction programme, it also plans to complete part of existing buildings by adding science libraries, service houses and some boarding facilities.

2. Integrate teachers' housing in the construction of new schools in hard-to-access zones with low education level, in which teacher retention is uncertain.

Government will integrate teachers' housing in the construction of new schools in hard-to-access zones with a low education level, in which teachers' retention is uncertain. The shortage of decent housing in these zones is among the key causes of the difficulty of keeping teachers there. This construction programme is in line with Instruction No. 2010/0247 of 26 February 2010 which enjoins public authorities to consider the diversity of the country's ecological and climatic zones in the constructions and to use local building materials. Studies are conducted in that direction by the

competent construction services. These adaptations will be facilitated by the transfer of works supervision to councils.

3. *Provide support for works supervision, assistance and inspection*

In primary education

An order of 31 December 2010 lays down modalities for transferring to councils the supervision of construction, equipment and rehabilitation works of primary schools. This transfer is effective since 2011.

Control duties are performed by the Ministry of Public Works which discharges them through devolved divisional services. Problems of late execution of works and building quality sometimes arise. Faced with this difficulty, the Government intends to take two measures:

- Deploy to each of the 58 divisions a construction engineer to lend assistance in works supervision now performed by councils and define his role by way of regulation;
- Strengthen control in the performance of each construction contract.

In secondary education

Construction works are supervised by the divisional services of the Ministry of Public Works which also carry out monitoring and control duties.

The Government will adopt the same measures as far as works supervision and control are concerned.

4. *Institute a differentiated school construction policy based on ecological zone.*

This involves diversifying construction models while taking into consideration local realities and natural disasters (geological, climatic, hydrological, ecological, etc). These constructions will include building on stilts, buildings with local materials, prefabricated buildings, etc. A study will be commissioned to determine the construction types that suit each milieu.

5. *Master priorities in the choice of sites*

In primary education

The choice of localities to benefit from the construction of schools is based on a formal procedure but the criteria for establishing priorities are not clearly laid down.

The demands of the people and their representatives were received by MINEDUB devolved services and followed an ascending hierarchical channel, each echelon expressing its opinion. With very little means to consider the relevance of these generally positive views, the central services lacked what it takes to defer or turn down urgent or inappropriate projects. Lacking a clear priority criterion, the procedure is of little interest. That is why the Government instituted two instruments to enable it to better regulate its construction policy:

- Geo-referencing of all primary schools will enable the central services to know the precise distance between the various schools of the school network and pinpoint the desired

location. With this, the appropriateness of establishing a school will be based on a judgement based on objective data;

- A statutory instrument to supplement the current procedure will be signed, stating the criteria of priority of construction programmes. These criteria will take into account (based on a weighting to be defined), the two critical priorities of construction works, namely:
 - Improving access in areas still suffering from weak intake capacity and a scanty school network;
 - Address overcrowding in some classes and situations of double flows generated by the lack of classrooms.

The instrument will also clarify modalities for rehabilitating classrooms in terms of cost effectiveness.

In secondary education.

The procedure for selecting sites is similar to that employed in primary education but starts at the regional level. The issue of non explicit criteria is posed in the same manner. Nevertheless, the Government opts for the construction of large boarding schools to have necessary facilities without wastage and promote the rational use of teachers' specialties. Consequently, localities that are candidates for such constructions are less numerous. The government intends to clarify its criteria by way of regulation.

Box 4: Reforms envisaged in access and equity in educational/training structures

- Development of community pre-schooling in rural areas.
- Substitution of the policy of construction of classrooms to that of construction of complete schools (having all facilities and teachers' residential quarters).
- Establishment of differentiated policies to combat disparities.
- Stimulation of demand for schooling from children from under-privileged segments with special emphasis on girls and vulnerable children.
- Suppression of PTA teachers in Government primary schools.
- Introduction of core education.
- Increase in training offer in science and technology streams in secondary and higher education.
- Consideration of disabled and vulnerable persons (inclusive education) in the education policy, notably in school constructions, training of trainers, etc.

General Objective: *To improve education quality by adapting its content to the socio-economic environment.*

Objectives in terms of improving education quality are differentiated by segment and type, and call for two types of policies – standard input policies and new targeted school/discipline-specific policies. For the whole sector, the authorities intend to continue improving educational services via

input policies. The policy levers will be textbooks in primary schools, documentary or specialized equipment in secondary schools and teacher training in all sub-sectors.

In primary school, the disturbing situation of initiation to reading and the dispersed results of pupils require a specific response. Authorities then base targeted policies on one discipline, reading and on phasing out drawbacks to quality, that is, schools bogged down by too many handicaps to obtain acceptable performances.

In vocational training and the upper end of education (2nd cycle secondary technical education and higher education), the first objective in terms of quality will be to make education more relevant through activities aiming to structure sub-sectors and forge partnerships.

Specific Objective No. 1: Improve the quality of learning in primary and general secondary education

Surveys conducted by PASEC¹⁴, household surveys¹⁵ and the survey on pupils/students' procurements¹⁶ show that education quality, that used to be good some fifteen years ago, has deteriorated : hardly a quarter of pupils succeed in language and mathematics tests.

The 72% primary completion rate reflects an inadequate retention rate whereas Cameroon targets universal school attendance. This rate is also estimated at 46% in the Far North of the country. It relates, among other things, to the quality of learning of the children: if procurements are very low, the temptation to drop out will be strong.

The first cycle of secondary education is identified as especially weak in that regard, as it generates many cases of class repeat and drop-out (attendance is only 70.4% in this cycle).

Close attention should be paid to secondary education because enrolments have increased greatly. Receiving only little additional public funds, class sizes in these cycles have increased greatly, leading to a massive resort to part-time teachers.

Several factors affect quality: school curricula, textbooks, teaching tools, teachers, teaching methods, amenities, training, supervision, school hours and timetable.

Strategies :

1. Reform curricula

Curricula at all levels will be reformed to introduce coherence and continuity between cycles and sectors, while avoiding overlapping. In this exercise, the emphasis will be on strengthening bilingualism, citizenship and environmental education as well as generalization of ICTs. The study on curricula reform¹⁷ reveals that former curricula consisted in a list of subjects and content to be taught. A consultative platform bringing together resource persons from all sub-sectors (from pre-school to university) will revise all curricula. This scientific committee will define the skills bases and exit profiles that will serve as benchmark elements to guide the reform. This curricula review will help simplify francophone secondary school curricula that are sometimes unsuitable and too ambitious.

¹⁴ PASEC Survey, 1996 and 2005

¹⁵ Short-term support for pupil assessment (SOFRECO, 2011)

¹⁶ DHS, 2011: that allows for considering knowledge retention for individuals who completed primary school

¹⁷ SOFRECO, 2010

2. *Make school textbooks and teaching aids more accessible and available*

Textbooks are costly and often borne by families. Government decided to promote a book policy to encourage local publishing and accessibility of books. This measure will be accompanied by a simplification of book distribution channels and resorting to private providers to guarantee effective distribution and that beneficiaries are actually reached. The key thrusts of this policy being prepared are:

- Endogenous publishing and co-publication of textbooks;
- Local production of teaching aids;
- liberalization of distribution channels;
- creation of a support fund for opening libraries;
- accessibility and availability of textbooks and teaching aids;
- creation of a control brigade to monitor the management of textbooks procured by Government.

3. *Provide primary schools with essential textbooks, primarily in disadvantaged rural zones.*

To support efforts centred on textbooks, schools and teachers will be granted core teaching aids managed by school councils pursuant to procedures manual prepared for that purpose. Furthermore, textbooks will be bought on a competitive basis for the primary cycle (three books per child in reading, calculation and science) and placed at the disposal of schools. School councils will make local arrangements for the management of these allotments. For other textbooks, Government is

1. *Develop and implement a plan for teaching/learning reading in primary school.*

working to design a national book policy that will help to reduce prices and make books more affordable on markets.

The authorities and their partners are disturbed by several indices re-echoed in the diagnosis and pertaining to the quality of primary education, in light of deteriorating education results.

A recent study¹⁸ conducted on a serious *Cours Moyen 1^{ère} année* (Class 6) sample produced very alarming results: “49% of Government school pupils have serious reading difficulties (they can only read syllables but not words or cannot read altogether). Further, 26.6% of Government school pupils claim to be silent readers unable to read the slightest syllable”.

Since reading conditions virtually all learning in school, this issue calls for a specific and robust response that will go beyond general quality improvement measures and rally the agendas of all primary education stakeholders:

- Give each teacher precise knowledge on teaching pupils how to read at each level: time to devote, place on the class timetable, types of exercises recommended, different methods of remedy and accompaniment to better acquire the necessary reading skills;
- Schedule harmonized reading activities in each sub-division or group of schools, to enable head teachers to strengthen the level of acquisition of their pupils;

¹⁸ *Assessing school gains in CMI / Class 5 in Cameroon*, Pierre Varly and Emile Mbolé Abu'u, MINEDUB-SOFRECO, July 2012

- Prioritize reading in the pedagogic supervision tasks performed by head teachers and inspectors involving visits to classrooms, advice and reports on specific difficulties encountered in class (absence of books and blackboard, illegible board, overcrowding, etc.) ;
- Mobilize pedagogic teams in each school to design pedagogic projects centred on teaching of reading;
- Undertake bi-annual consolidation of observations by the General Inspectorate of Education including sharing with all departments;
- Strengthen initial and continuing training of teachers on questions of reading;
- encourage, at local level, pre-school cultural activities on the promotion and mobilization around reading (reading challenges, competitions or school matches, etc.) ;
- carry out sensitization actions targeting families and the general public, to enhance the value of the teaching profession.

The effects of this first set of measures are awaited in the short-term (as soon as they are launched). To do that, the planning services will work in concert with sub-divisional inspectorates to identify schools that suffer from handicaps (over enrolments, absence of books, *poor* of quality blackboards and teacher turnover) and are unable to produce the desired results, no matter their good faith. These schools will be given preference in decisions to build or rehabilitate schools or post teachers. This second set of measures is expected to yield results in the medium term.

All the above measures aim to reduce the proportion of pupils who are unable to read on completing primary school. Regular tests will allow for checking reading progress. However, it is not possible for calculations to predict the proportion or speed of disappearance of cases of pupils failing to learn to read. The final objective of ensuring that *no pupil leaves school without knowing to read* can be federating, but it cannot serve as backstop for an objective evaluation of quality-related policies or be associated *ex ante* to a completion date.

2. *Acquire necessary holdings and materials for the proper running of libraries, laboratories and specialized halls in secondary schools.*

The opening of libraries, laboratories or specialized halls in secondary schools will lead to the procurement of holdings and materials needed to properly run these pedagogic spaces.

3. *Promote innovative teaching methods.*

Pedagogic supervision structures are responsible for revitalizing teaching practice so as to further professionalize teaching and improve the learning of pupils. Among novelties to be introduced, the following are prioritized: the use of ICTs and analysis of class practice. The focus will be on apprenticeship and on pedagogy of success that will strive to consolidate achievements and consider error as a factor of learning. Teachers should make evaluation work for learning. New practices should encourage the learner's autonomy since he is the centre of the learning process. To better prepare children for practical life, activities will focus more on problem situations, not leaving out fundamental learning. The Government will equip specialized rooms (data-processing, laboratory) and mobilize for practical training (office automation, science experiments).

These new teaching approaches aim to adapt teaching methods, curricula and contents and align them to the country's development objectives.

4. *Generalize the use of ICTs in the education/training system*

The modernization of the education and training system at all levels will be done by integrating and owning ICTs through provision of sufficient digital infrastructure and solid training of all stakeholders. This will involve:

- Building the capacities of teachers and supervisory staff in the use of computer hardware and digital pedagogic resources;
- Promoting new opportunities and training tools (E-learning, distance education, didactic software, etc.);
- Improving the learning environment in schools (multimedia centres, providing schools with computers, etc.)
- Setting up an operational system for preventive and curative maintenance of computers.

5. *Improve the school environment*

Despite efforts made by Cameroon to improve learning conditions, only 43% of schools on average have latrines, against only 9% in rural areas. Meanwhile, only 14% have electricity supply¹⁹. Government will continue its policy of improving the school environment by putting in place basic amenities (water, electricity, latrines, fences, desks, etc.). This will also be the case with secondary schools which will be equipped progressively with libraries. Handed back or inaccessible zones will be given the same attention by public authorities.

6. *Put in place an arrangement to respect school hours and timetable.*

The objective here is to use teachers in an optimal, rational and effective manner and strike a new balance between training time which should be much and evaluation time (6 periods per year).

The prescribed annual school time is 900 hours for both primary and secondary, although the actual time achieved is less than this quota. The Government will strive to limit losses in pupils' learning time caused by absenteeism and double flow.

This involves in particular:

- Properly preparing school resumptions (transfer of teachers and other staff, distribution of pedagogic inputs before the start of the academic year) ;
- Systematically catching up lost hours outsider public holidays;
- Putting in place a time management tracking system involving parents and school councils;
- Continuing the devolution of payroll management to limit the travelling of teachers which causes numerous lost hours;
- Increasing the schools network by creating new schools in localities that practice the double-flow system.

The effective weekly teaching time of secondary school teachers is virtually not respected, while the average size of divisions is 60.5 pupils and the student/teacher ratio is 33:1 in the first cycle and 45:7 and 22:7 in the second cycle. In 2011, the average teaching time was only 15.3 hours per week in the first cycle instead of the 28 hours prescribed, against 20 real hours in 2002. This distribution is

¹⁹ SOFRECO Survey, 2010

13.4 hours in the second cycle instead of the 27 hours prescribed, against 16.5 real hours in 2002. This means that the versatility and pooling of teachers between schools should be promoted.

7. Strengthen close supervision of teachers.

Government will mobilize (financial and logistical) means to facilitate the realization of these missions defined in job profiles. It will strive to develop a new conception of the inspectorate²⁰ to improve teaching rather than the simple evaluation of teachers. The study on schools management²¹ showed that, far from being a mere administrator, the head teacher is also an educationist.

Close supervisory staff should be an element of improvement of quality. Inspectors, pedagogic advisers and head teachers will continue to discharge their missions of supervision and shoring at the administrative and pedagogic levels. Innovative approaches will be encouraged at the grassroots to accompany the entry of new teachers into the profession (mentoring, companionship, pedagogic team).

8. Introduce an efficient continuing training policy.

Government will implement an effective training policy that meets institutional, collective and individual needs.

Observed weaknesses will be treated thoroughly and compiled and consolidated at each institutional level (school, sub-divisional inspectorate, divisional delegation, regional inspectorate, regional delegation, central services) and finally fed into a general information system to facilitate the drafting and implementation of national and devolved training plans.

Curriculum reform and preparation and delivery of core education will culminate in widespread upgrading. Supervisory staff (head teachers, pedagogic advisers and inspectors) will identify training needs thanks to an ascending approach documented by field observation during pedagogic visits and class observation. This field data will inform the management of the sector. All stakeholders will work to encourage and multiply a variety of training types in order to broaden the training response (auto-training, presence-based, devolved training, distance learning, mentoring). Special attention will be paid to the poor (school-leavers, isolated teachers). Sector ministries will create education synergy (initial and continuing) through collective/joint management of all actors and partners in order to make arrangements more consistent, complementary and efficient.

Grade I Teacher Training Colleges (ENIEG) and regional branches of the Pedagogic Action Support Unit (CAAP) will be used for this training during holiday periods.

9. Rehabilitate the initial training of teachers.

The study²² on the role and operation of ENIEGs considers that this network of training schools is not running properly. The ENIEG reform will seek to better equip these centres, increase the number of base teachers/trainers, reduce disparities among existing ENIEGs, increase and professionalize the teaching staff of practising schools, optimize the assessment system, improve the course contents and define profile-based skills references and bases of core skills.

The Government will focus its efforts on ten pilot ENIEGs located in each regional headquarters. If these structures are improved, this will promote quality initial training of pupil teachers. The

²⁰ Study on redefinition of the pedagogic supervision chain (SOFRECO, 2011)

²¹ Support for the design of a policy to strengthen schools management (SOFRECO, 2010)

²² Support for redefining the organization and operation of Grade I Teachers Training Colleges (ENIEG) in Cameroon. (CIEP-2011)

mission of the 40 other ENIEGs will be proximity upgrading. Much time will be devoted to internships and the analysis of class practice, which will entail training the host teachers in tutoring. Conditions of recruitment and the duration of training according to educational level (GCE O and A Levels) will be the subject of a study which will take into account exit profiles (GCE O Level holders will be for primary education while A Level holders will be for core education after a two-year training) and the desire to increase practical training and internships. CAPIEMP will be reformed based on the new curricula and status. The end of initial training dissertation will be professional in nature. Beyond their initial training mission, ENIEGs and Applied Pedagogic Research Centres (CERPA) will embrace a mission of pedagogic research and serve as reservoir of resources for continuing training. There are plans during the reform of ENIEGs to introduce specialized streams ahead of the delivery of inclusive education and preparation of learners for practical activities.

For secondary education, the Higher Teachers' Training School (ENS) will strive to further professionalize training with emphasis on the didactics of disciplines and analysis of practice. As trainers of trainers, these higher professional schools should participate in the reflection and implementation of the reform of ENIEGs whose teachers are trained there.

They will be involved in the reflection on the implementation of core education and particularly on the issue of teachers' versatility.

10. Put in place a quality-assurance mechanism.

The system's actors will be invited to analyze and use the data they possess locally, and to take same into account in their day-to-day management activities. Efforts will be made to develop a monitoring and evaluation culture through simple local sets of school data (management chart).

To that end, GIE will:

- Use suitable arrangements, procedures and tools for the sector's needs;
- Collect and analyze national and sequential evaluation data;
- Regularly conduct the evaluation of achievements, ensuring that the results obtained are widely disseminated and lead to remedial actions to help children in difficulty.

The specially-trained national team will conduct harmonized evaluations of achievements every two years, concurrently with the creation of regional pools of evaluators. GIEs will thus own and use the output indicators defined in this strategy and presented in the action plan. Lastly, they will support the extension of the LSQM (local school-quality management) Initiative presented in the governance part of this document.

Specific Objective No. 2 : Adapt training to the socio-economic environment.

Emphasis will be on the training of human capital, in the perspective of the country's industrialization by 2020.

Strategies :

- 1. Conduct a study of ratios between jobs and qualifications on the labour market.*

Ratios between jobs, qualifications and school curricula are not adequately known in Cameroon for sector ministries to draw lessons therefrom in order to manage the trend of their training offer.

Government plans to use the results of this study to have more legibility on the training offer, define programmes, establish a link between secondary technical training and higher education, identify funding mechanisms and better codify partnerships with the private sector, etc.

2. *Strengthen the technical support unit in secondary general and technical and vocational education.*

In the short-term, the Government will build and equip workshops and laboratories, encourage the creation of corporate incubators and UPA. In the medium term, it will build reference Government technical and vocational high schools and an excellence science high school per region.

3. *Elaborate secondary and university training offer matching the real needs of the economy.*

The authorities intend to optimize higher education training by creating specific streams that match the real needs of the national economic sector. They will ensure adequacy between intake facilities, the number of teachers, student enrolments and the training offer in science and technology streams (the percentage of enrolments in general education streams should drop from 80.8% in 2011 to 70% in 2022, against 30% for technology and vocational streams). These measures will favour the professionalization of training in order to reduce the number of jobless graduates and help to supply the production sector with qualified manpower in economic fields where there is shortage.

4. *Strengthen the professionalization of university education.*

To strike a balance between training and the labour market, the Government will reform curricula. It will set up commissions to *inter alia* certify professional competence by validating experience acquired. It will also further train teachers in the engineering of teaching. In the perspective of improving university education, it will establish a competitive research and professionalization support fund to be granted to deserving lecturer-researchers.

In the same vein, the Government intends to provide the university campuses in basic amenities (latrines, libraries, laboratories, technical support units, etc), in order to restore a conducive environment for training and research. The evaluation system will be revised to adopt a less coercive approach.

The recruitment of new lecturers and support staff necessary for the proper operation of establishments will be effective. It will help to make good the staff shortage and respond to the natural increase stemming from the rise in enrolments on the one hand and the opening of new streams on the other.

5. *Forge multiple partnerships between public authorities and productive private sector actors in vocational training.*

The quest for relevance as well as quality in vocational training uses a common approach, consisting in forging multiple partnerships between the public authorities and actors of the productive private sector. The Government has opted for a partnership approach as a central instrument of its vocational training policy. The Prime Minister's Office has a Partnerships Support Council (CARPA) whose mission is to support sector ministries to implement public-private partnerships.

A first level of partnership calls for the sector's structuring by common benchmark instruments.

The Government undertook, in concert with professional organizations, the drafting of an operational list of trades and professions (ODTP). This work benefited from the technical support of foreign institutions and is consistent with nomenclatures in the CEMAC zone.

Thereafter, the Operational list of trades and professions will evolve into a national framework of qualifications and certifications (NFQC) which will become the sole reference of qualifications in employment, training and validation of experience acquired (VEA). As in the case of ODTP, partner-centred discussions will enable the design of NFQC and guarantee adequacy between the framework and local employment realities.

A Korean Cooperation grant was used to construct a building in Yaoundé to house the training engineering centre which will take stock of existing curricula and develop new ones by referring to NFQC. The centre will be jointly managed with equal representation of Government departments and bodies representing the professions.

A second level of partnership concerns the opening, funding or management of vocational training centres.

The partnership between Government and the Cameroon Employers' Association (GICAM) enabled the current creation of sector vocational training centers (one in industrial maintenance, the other in agro-food industries). These sector centers will host trainings on a set of trades of the same sector, both for initial training of youths and continuing training for employees. They are equipped with an attractive technical support unit for sector companies wishing to invest in continuing training. These centers are subject to joint and equal management and financing.

With the phasing out of rural artisan centres (SAR/SM), trades training centers will emerge as places of local partnerships with the formal and informal productive sectors, professionals being called to take part in training, certifications and management of these establishments.

The Administration wishes to develop apprenticeship training centres based on existing networks of traditional masters craftsmen; these training programmes, intended for young early drop-outs, will receive certification with the involvement of craftsmen .

Lastly, the Government systematically negotiates with foreign firms called to carry out important projects on the national territory in order to for them to open vocational training centres to train youth with a quota for nationals. For example, mining of iron ore at Mbalam gives rise to the creation of a training offer in railway professions.

6. Facilitate the integration and retraining of illiterate adults and children.

Government intends to make literacy centres places for acquiring various skills that will enable illiterate adults to follow the schooling of their children and improve their production capacity. To that end, a corps of qualified professional adult educators will be put in place.

To facilitate the integration of children who never attended school and the school reintegration of early young drop-outs, the Government will put in place a permanent system for building the capacities of TTCs and CEBNF.

Specific Objective No. 3 : Promote action-research and research-development in the education sector

The education sector has an abiding need to produce knowledge on itself and should not count only on the instruments of sector economic analysis to steer its development and reforms. Sector authorities wish to build greater autonomy in research production and analyses.

Strategies :

1. Establish a multi-disciplinary team

MINESUP and MINRESI (Ministry of Scientific Research and Innovation) will explore with the other sector ministries the possibilities of establishing multi-disciplinary research teams and give them a work programme.

2. Promote research for development.

Reviving the National Education Centre (NEC) will contribute to revive research activities while sector ministries will take steps to ensure the dissemination of research findings and their relationship with the ongoing strategic reflection.

Specific Objective No. 4: Improve health in the school and university environment.

Government has a school health map designed in 2011 which defines the key pathologies that are rife. The attendant health policy contains measures that seek to promote health in the school environment and strengthen health education.

Strategies :

1. Promote health in the school and university environment and in vocational training.

Government will embark on the school and university health policy reform, taking into account standards, education levels and education and health sector strategies. It will reform schools and university medical inspectorates in order to reach students in their schools through systematic visits, immunization campaigns, de-worming and malaria control.

Concurrent with the introduction of annual consultations in schools, universities and vocational training, persons living with HIV and AIDS orphans will continue to be supervised while schools will be equipped with first-aid boxes and health kits.

Further, medical centres will be created in universities. The training and retraining of teachers and support staff (school health personnel, guidance counsellors, etc.) in the methods of preventing and fighting HIV/AIDS and STIs in schools will be continued. Lastly, to coordinate the actions of various partners (communities, NGOs, traditional authorities, international organizations, local authorities etc.), an operational platform will be designed and put in place.

2. Strengthen health education.

This involves developing educational and sensitization modules and other aids, continuing the fight against HIV/AIDS, STI/STDs and introducing programmes on sensitizing the entire education community on hygiene and health through the media (radio, television, press, etc.) roundtables, seminars, educative talks, sketches, etc.

Box 5 : Key Reforms Envisaged in terms of quality and relevance

- Provision of Government primary schools (primarily in underprivileged zones) with essential textbooks and teaching aids based on the relevant policy principles, and managed by school councils;
- Design and implementation of a national primary school reading plan;

4.3. GOVERNANCE AND MANAGEMENT.

General Objective: *Improve governance and management of the school system.*

To improve governance and better manage the national school system in a context of decentralization and devolution, the Government set the following objectives:

- Regulate flows to guarantee the balanced development of the school system;
- Share the management of educational and training facilities with local authorities and communities;
- Strengthen the system's governance by putting in place transparent resource management mechanisms ;
- Disseminate sector guidelines and regulatory instruments governing the functioning of the system.

Specific Objective No. 1: **Maintain existing regulatory mechanisms (competitive and other examinations) until new mechanisms are created during the putting in place of core teaching.**

Strategies :

1. *Maintain current flow management instruments and build core education around a rehabilitated system of competitive and other examinations*

As stated in the "access" part of this document, the Growth and Employment Strategy Paper (GESP) arbitrated the issue of flow management (quantities) through the simulation model. These arbitrations in particular led the authorities to suspend temporarily the idea of widespread access to college. The strategy's option with regard to management methods is not to disregard existing instruments (competitive and other examinations) and initiate reflection on how to establish core teaching by exploring possible certification and selection modalities to guarantee adherence with the GESP thrusts.

2. *Build bridges and create counselling services.*

Building bridges as a complementary strategy will contribute to a better control of flows. The existence of a possibility of blending standard or higher streams at the end of non-formal education or technical or vocational training can spur some youths to more easily accept to be guided therein. In the same vein, the development of counseling services and information given to the youth on the multiplicity of choices before them and on the attendant employment prospects will help to decongest the standard educational streams.

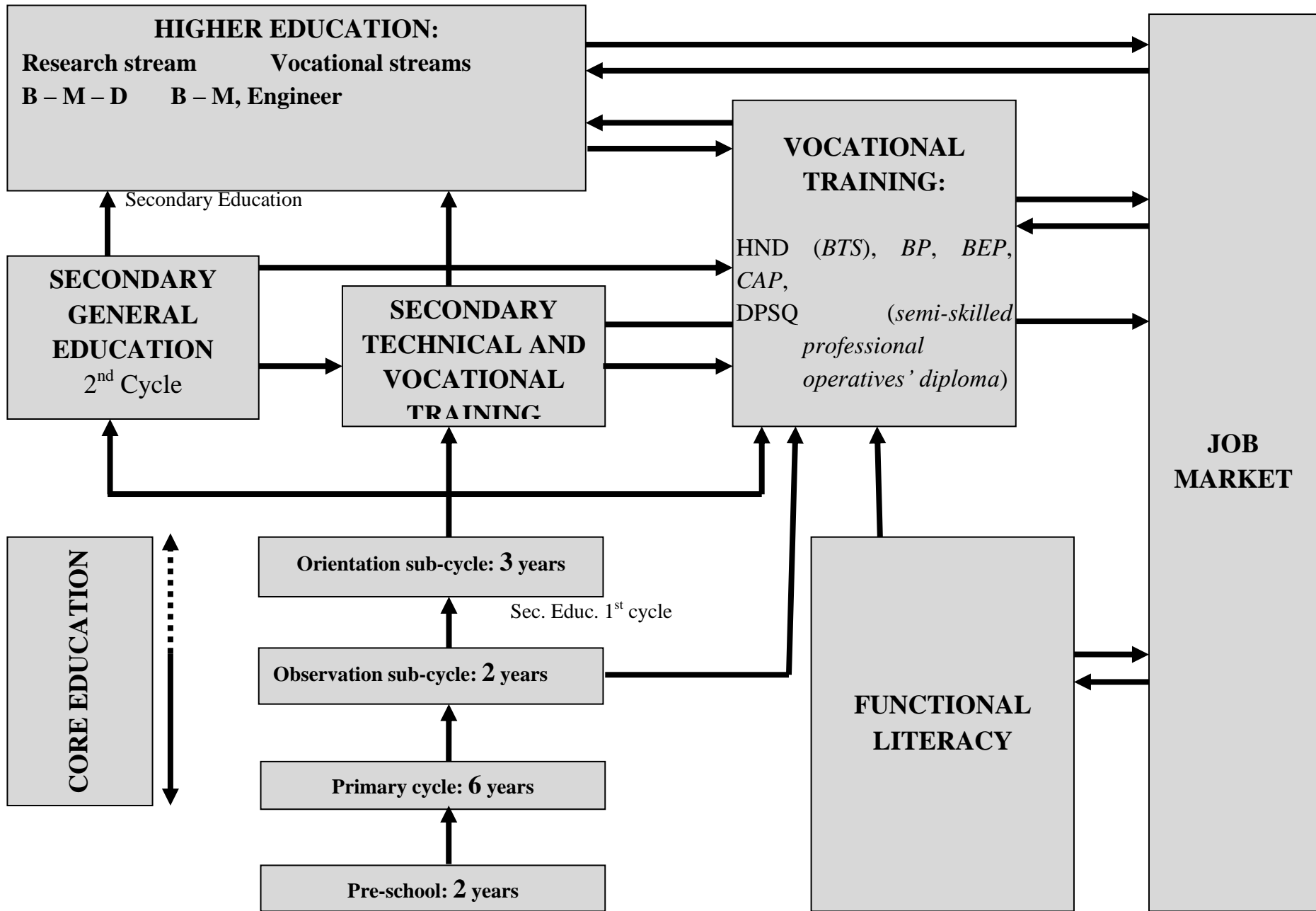
3. *Affirm the terminal nature of all cycles beyond primary school*

As earlier mentioned, the reform of curricula will be accompanied by the putting in place of core education. This reform will be an opportunity to mainstream the idea that all school cycles, except the primary, may be terminal for some students. As a result, some courses of the future orientation cycle as well as high school lessons will be oriented towards prospects of possible integration in the labour force.

4. *Harmonize skills references and entry levels.*

The course contents and exit profiles of various types of education/training will be harmonized to ensure chances of building bridges especially between formal and non formal education.

After building bridges, the two sub-systems will merge into a sinLEG structure as shown on the chart below:



Specific Objective No. 2 : Strengthen devolution and decentralization in the school system.

Strategies :

1. Ensure devolution of payroll

The Cameroon Government is characterized by an appreciable level of functional devolution. Ministries already enjoy autonomy in human resource management and full management of all elements of their staff payroll, except for the basic salary (complements, allowances, reserves). The basic salary management remains to be transferred. Devolution of the expenditure preparation chain is already effective.

2. Ensure the accountability of devolved services to the central administration.

Geographic devolution is a process which the authorities consider as complete, since no project to transfer new powers exists. Local levels of devolved sector services are not simple representatives of their government departments. Called regional (10) or divisional (58) delegations, they exercise full autonomous administrative jurisdiction subject to being accountable before the central administration. They manage and commit votes for their operating expenses.

3. Continue the implementation of the decentralization process.

Strengthening decentralization is one of the Growth and Employment Strategy Paper (GESP) thrusts.²³ Decentralizing the education sector to local authorities follows a progressive plan prepared in 2008 and to be completed in 2014. The management of investments and votes earmarked for some operating expenses such as the minimum package in primary schools is now transferred to councils. Still to be transferred are decisions on schools creation (requiring collaboration between local authorities and the sector ministry) and management. For the latter case, the Government initiated a reflection on how to involve councils in the management of schools established locally. It is exploring the best sharing option that would guarantee both the authenticity of decentralization and compliance with the general objectives of the national school system. The Government will commission studies on this subject, learning especially from international experience. The role of PTAs and their relations with councils may require legislative intervention to guide the status and methods of organization and functioning of PTAs and their federations at council, divisional and regional level.

Set up by law, regions do not have assemblies. Devolution in the regions, as envisaged by legal instruments, will become effective after the establishment of their governance bodies. The powers that concern them have to do mostly with strategic reflection and planning and will be transferred as from 2015. The regions' powers in higher education are close to those of councils for the other levels of education.

4. Build local authorities' capacities to better manage the powers transferred

Progress has been made in the supervision and management of school structures to be duplicated at the devolved level. General Inspectorates of Services have prepared and validated internal audit tools and instruments suited to the context and funded by the World Bank. Internal audits will be

²³ Growth and Employment Strategy Paper, 2010, p. 96, Box 8.

performed frequently, recommendations made and their implementation evaluated. As part of decentralisation, Government plans to build the capacities of LAs with the support of GISs.

Specific Objective No. 3: Improve human resource management.

Human resource management is at the heart of the 2006 sector strategy. Based on this strategy, the country's partners contributed to the financing of the urgent mutualization of the hordes of teachers whose demands at the time had paralyzed the school system²⁴. Over 117,000 persons of all backgrounds work in education/training structures in Cameroon's school system. Staff expenses represent nearly three-quarters (or 73%) of public spending on education. The greatest challenge to the school system at the time was quantity. Resource management evolves as the country progresses towards universal completion at the primary level. Human resource management faces four challenges:

- Complete the total coverage of primary cycle by absorbing teachers fully paid by public resources;
- Accompany the anticipated growth of other levels of education especially with the establishment of core education;
- Become a key avenue for policies aimed at tackling disparities, through a fairer allocation of agents throughout the territory;
- Become more efficient since the biggest margin of management now lies in the good use of workers²⁵;
- Improve the status of the teacher.

Strategies :

1. *Contractualize 9,000 PTA teachers identified in Government primary schools in the dual perspective of free and equitable education.*

About 9,000 PTA teachers still teach in Government primary schools in Cameroon, which overstretches families. Government will continue its contractual policy so that all PTA teachers working in Government schools are contractualized and paid by public resources by 2020. These PTA teachers are all holders of the *CAPIEMP* certificate. Thus, the contractualization drive will not undermine the quality of education. Government is engaged today in a census of all PTA teachers to be contractualized. The contractualization procedure is now stable and based on successive commissions deciding on individual files, with the participation of trade unions.

The contractualization operation was initiated in 2006 with the support of the sector's Technical and Financial Partners. It was massive for several years and enabled the school system to overcome the major difficulty of shortage of teachers. It also generated a call to the teaching profession. Many students presented themselves in *ENIEGs* and many *ENIEG* graduates were recruited by PTAs. Their basic salaries were just a token but they had hopes of being recruited into the Public Services

²⁴ The Education Sector Strategy, 2006, p. 98, provided for "the recruitment of 8,000 contract Grade I teachers yearly until 2015 to make good the shortage observed. In the first three years, the focus was on contractualizing 5,000 part-time teachers and recruiting 3,000 *ENIEG* graduates not serving as part-time teachers". In fact, 37,200 teachers (part-time or PTA teachers) were contractualized in 5 years.

²⁵ In 2006, the class repeat rates in the whole system were still close to 20% , retaining a very wide proportion of poorly utilized funds. Today, these rates are more reasonable and their reduction will create even narrower margins, such that the main margin of efficiency in school management henceforth lies in the situation of inefficiency in the utilization of employees

through this contractualization. A decision was taken²⁶ for communities to recruit these teachers to avoid excessive or complacent recruitments. Criteria reflecting the applicant teacher's training (professional certificate), the real, proven needs of the school, the sub-divisional inspector's opinion, the number of pupils, classrooms and teachers already present in the school guided the supervision that the territorial units of sector ministries systematically conducted. The contract binding the teacher and the PTA must be approved by the basic education sub-divisional inspector. The teacher takes the commitment to remain stable in the pedagogic unit.

Further, administrative measures will be tightened to stabilize contractualized teachers at their stations. They relate to:

- Recruitment of teachers locally by commissions comprising municipalities, teachers' unions, members of school management committees, Parent/Teachers' Associations;
- Signing of an instrument laying down the minimum period of assignment at a work station;
- Subjecting any transfer to identified possibilities of swaps.

2. Put an end to the undue use of part-time teachers in Government secondary schools.

The diagnosis in secondary education revealed the presence of many part-time teachers. A part-time teacher in one school may be a full-time teacher in another or private school teachers or even students out to make money to finance their studies, not intending to make teaching a career. This shows the wastage that obtains in public education where, in most cases, teachers put in less than their statutory number of hours. To illustrate, in 2011, the average teaching time of teachers was only 15.3 hours per week in the 1st cycle instead of the prescribed 20 hours. This represents an annual loss of nearly CFAF 25 billion for the State. Government's response will be to reduce recourse to part-time teachers through:

- Compliance with standards in designating supervisory staff;
- Optimal use of available teachers who must put in their statutory number of hours;
- Obligation for administrative and supervisory staff to actually put in their teaching hours ;
- Versatility of secondary-level teachers;
- Pooling of resources ;
- Greater offer of recruitments through competitive exams into the status of civil servant and contract officer, without this being part of the general scheme of absorbing part-time teachers.

Prospects for establishing core education have finally paved the way for the promotion of primary school teachers to the observation cycle. A reflection is underway to consider the gradual migration of primary school teachers to the first cycle of secondary education.

3. Improve the status of the teacher.

This involves rehabilitating the teacher to his erstwhile dignity by applying the provisions of the special rules and regulations of civil servants of the corps of national education. This is contingent *inter alia* on:

- The award of the academic leaf;
- Compliance with the career profile;
- Increase of allowances and other benefits;
- The effectiveness of academic exemptions;

²⁶ Decision B1 / 1464 / LC / MINEDUB / SG / DRH to define criteria for the recruitment of PTA teachers by PTAs and census of 27 May 2013 of interested parties.

- The introduction of health insurance.

Specific Objective No. 4: Ensure an efficient career management.

Strategies :

1. *Provide incentives to teachers to make them stable in under-privileged and inaccessible zones.*

Government has adopted the principle of strong incentives to facilitate the transfer and stability of teachers in localities that have low school attendance rates and are considered difficult²⁷. Three incentive measures are already envisaged:

- a) A difficult-zone allowance like the one already in place for the handed-back zones and localities in Bakassi. The simulation of February 2013 retained the assumption of an allowance of 25% of salary for 15% of teachers working in very difficult places. Inter-ministerial discussions are in progress to fine-tune these assumptions and lay down a procedure that guarantees the effectiveness of this measure, that is, the choice of zones to benefit from this measure, in accordance with criteria defined beforehand;
- b) the construction of residential quarters for teachers in difficult zones will be factored into the school infrastructure construction programme, to enable these teachers to settle in their work stations ;
- c) the adoption of measures granting some career benefits to teachers based on time spent in a difficult zone, for example, guarantee of a new transfer. This will make teachers more readily accept their first posting.

The expected result of all these measures is the improvement of the pupil/teacher ratio in disadvantaged zones where it remains high. This will improve the coefficient of uncertainty calculated on transfers (R2, reduction of the ratio between the number of students and the number of teachers per school).

2. *Devolve payment and order to pay salaries to the regional and divisional level*

A presidential decree of March 2012 entrusts to sector ministries all operations pertaining to the management of their staff payroll up to order to pay. Works to deploy the payroll software (ANTILOPE) have been engaged after the successful deployment of the career management software. User ministries will have full control over salaries.

The migration of this competence was an opportunity to clean up files. With it, the salary of an employee who is absent, missing or reported to have not performed his duty can be blocked much more easily.

Career management has to be devolved to the regional, then divisional, level. This is already the case for the Yaounde area. The other areas will follow as optical fibre connection allows the operation of applications. This devolution will limit staff travels for administrative reasons. A key expected output is a reduction in absenteeism.

3. *Rationalize the transfer of teachers.*

²⁷ These issues are also treated under the point on policies for reducing disparities.

In primary education

The posting of teachers is not very effective as revealed by the diagnosis of the Cameroon school system. Indeed, the ratio between number of pupils and number of teachers is far from proportional. Part of this issue stems from the mastery of human resource management.

The government intends to improve teachers' postings in schools in function of real needs:

- by strictly linking new annual transfers (to regions, then to divisions and sub-division) to the distribution scheme based on relevant average student/teacher ratios;
- through regular field inspections where experience have shown that they reveal very abnormal transfer situations linked to the complacency of sole local officials;
- by conducting regular checks of administrative acts introduced by employees, some of which are not authentic.

These measures will allow for improving the coefficient of risk in the posting of teachers.

Besides, some measure adopted to reduce disparities will also improve the gap in the student/teacher ratio:

- incentive measures in favour of difficult zones (see above) will help to win more teachers for schools established there;
- the construction of new classrooms primarily in schools with overcrowded classes will help to reduce situations in which the student/teacher ratio is abnormally high.

In secondary education

Secondary education suffers from too many school teachers assigned to administrative tasks. Today, an average of 1 in 6.6 teachers holds the chalk. The Government wishes to reduce this proportion to 1 in 12 teachers, which is enough to guarantee healthy operating conditions of schools. To do that, the Government will act on two statutory levers:

- define standards for organizing secondary schools, linking the number of discipline masters and vice principals to student enrolments; these standards will guide field inspections and possible redeployments;
- draft special staff rules and regulations, with specific profiles for administrative duties, accompanied by conditions of age, seniority, rank and particular conditions of skills profile.

As in the more rational use of human resources, the Government wants that the average number of teachers per teaching division in secondary education reduce from 1.8 to about 1.3. This presupposes that teachers' effective weekly service hours should come close to the weekly schedule of students. Two series of measures will help in that direction:

- development of versatility in teachers necessitated by the introduction of core teaching;

- systematic search by the devolved levels of school administration, of abnormal situations of teachers being under-utilized on the field.

Specific Objective No. 5 : Strengthen the planning capacity of the system

As noted in the sector strategy, capacity-building in planning targets the management function which successive diagnoses revealed as being the weakest. This function involves the production, dissemination, analysis and processing of reliable, updated system information for right decision-making. The authorities have chosen to direct their efforts towards this function by installing and managing an education information system, developing tools and initiatives on local processing of sector data, strengthening communication and developing mechanisms to prevent conflicts and disasters.

Strategy:

1. Put in place an integrated education information and management system (SIGE)

In that context, the Cameroon Government commissioned a number of studies which led to the diagnosis of the education sector information system. Three diagnostic studies were conducted respectively for MINEDUB, MINESEC and MINESUP. These showed that Government's approach in education information management is compartmentalized at the primary, secondary, higher education and vocational training levels. For that reason and based on the studies, the Government hopes to design the architecture of a system which mainstreams information management into all levels of the education system. This system will fulfil all aspirations in terms of quality of statistical and administrative data. The objective here is to ultimately furnish in real time reliable, exhaustive information on the education system for optimal decision-making.

To establish this strategy, the Government will first define the functional specifications of the information system in order to adopt a complete architecture which builds on the achievements of interventions carried out in 2006 both on existing ministerial information processing systems and the national statistical system. Thereafter, existing structures, IT hardware and software as well as financial and human resources will be audited to assess the capacity of existing resources to meet the demands of the global architecture of the proposed information system, and hence the stakes of the education system.

Next, the government will develop the information system, building on what exists and making sure to open the system to future institutional or technological developments. It will also ensure that SIGE is compatible and aligned to the other systems, such as finance public (ANTELOPE) and State staff management (SIGIPES).

Government will undertake adequate reforms under this strategy to ensure that various structures in charge of managing the education system have the necessary human resources for the development and the management of the SIGE. Capacity-building here will concern all actors of the information chain, particularly, from those at the basis of information to those responsible for syntheses. Emphasis will be placed on developing tools and materials necessary for collection and feedback, and on the dissemination of the sector results and statistics to the public with a view to a more participatory management.

The strategy will be incorporated in the Economic Community of Central Africa States (ECCAS) Initiative which also seeks to improve the quality of sector data. For this reason, the Government will provide sufficient budgetary resources for the production, distribution and protected use of

statistics and initiate full inter-departmental co-operation by setting up inter-departmental platforms for the collection, processing and dissemination of sector statistical data. The installation of this platform will ensure an independent management of the information system divorced from the fragmented management by several ministries and limit risks linked to the reorganization of these ministries. SIGE will therefore conform to Government's vision established organically in an interdepartmental structure.

By 2020, SIGE should be able to ensure the single registration of learners of all the levels of education so as to better monitor them through their migrations from primary education to higher education, including vocational training as well as exits of the formal education system. This will contribute not only to improve the quality of statistics productions, but also to a better management of flows.

The implementation of this strategy will benefit from the support of the Technical and Financial Partners, in particular UNESCO, ADEA and ADB which will help to design national work plans for the improvement procedures of collection, dissemination and use of statistical data.

Government will support the devolution of the computerization of data collection and transmission procedures. In the long run, SIGE will ensure feedback of administrative and statistical information from collection points (schools, colleges, high schools, universities, training centres and institutes....) towards centralization points (council, division, region) in real time and at lower cost.

The first stage of deployment of SIGE whose architecture will be clearly defined will be to develop IT tools and equipment at the level of divisional delegations (MINEDUB, MINESEC, MINEFOP) and the central services of State universities and university institutes, including those under non-education Government departments such as MINTP, MINFOPRA, MINEPAT, MINAS and MINSEP...

The second stage will be the deployment of tools and materials at the level of councils for primary and secondary education and at the level of university schools and faculties for higher education.

The detailed action plan of SIGE deployment which Government will prepare will provide details of the cost of SIGE as well as the multi-year financing plan. Advocacy will regularly target Technical and Financial Partners for support to implement this vast SIGE reform which could largely benefit from the successes of other countries.

2. Develop tools and initiatives for local processing of sector data.

Systematisation of school management charts

The practice of management charts consists in sending each stakeholder of the school system (schools, sub-divisional inspector, divisional or regional delegate) a set of resource and results indicators to enable him to situate his performances in relation to the local or national average. Local communities and PTAs are also targets of this information movement.

Preparatory work helping to develop this practice was conducted with the support of TFPs. It consisted in defining a set of relevant indicators for the different levels; adopting tools and processes for calculation, and training regional officers. The Government will now take measures to extend (publishing, dissemination and training), generalize and perpetuate management charts.

3. Implement the Local Apprenticeship Quality Management (GLQA) Initiative.

Cameroon benefited from the GLQA Initiative steered by *Pôle de Dakar*. The principle of this initiative is for school systems to mobilize existing data and that produced by the school system (marks, routine assessment, examinations), and do calculations helping to measure the school's contribution to the student's progress in order to generate informed and immediate local feedback.

After an encouraging pilot phase, the authorities intend to gradually extend this initiative to all schools in the country. As a national team already exists, the next stage now is to train headmasters in the GLQA approach.

4. Strengthen communication.

An aspect of governance is the flow of information within the system, on the one hand, and towards users on the other hand. All sector ministries have prepared websites and most are already online. For communication to grow beyond the installation of tools, it must be mastered and planned. Sector ministries will regularly mobilize specialized technical support in order to accompany in phases the surge in its practice and build capacity to prepare communication plans.

5. Develop disaster prevention mechanisms.

Emergency situations (floods, vagaries of the weather, influx of refugees) can affect school activities for quite a long time if, for want of foresight, the authorities are unable to provide quick practical response. There are plans to create a unit to *inter alia* coordinate responses to possible emergency situations with the support of TFPs. This structure will be required to collaborate with the Department of Civil Protection in the Ministry of Territorial Administration and Decentralization.

6. Institute the culture of peace through the prevention of conflicts, violence, delinquency, substance abuse and irresponsible behaviour in school and university milieus.

This will involve developing social services to prevent conflicts and violence in school and university milieus and ensure the psycho-social support of children in difficulty by:

- developing social services in schools;
- organizing public awareness campaigns on violence, drug-addiction and delinquency;
- fighting discrimination of all kinds at all levels of the school system;
- integrating and reintegrating under-privileged children and early drop-outs in school;
- reducing school attendance disparities between urban and rural areas.

Specific Objective No. 6 : Improve transparency in resource management.

Questions of transparency in the management of the school system are posed mostly in terms of the participation of communities and civil society organizations on the one hand, and management of human and financial resources on the other.

Strategies

1. *Strengthen the participation of communities and civil society organizations in school management.*

The dominant feature of schools management is weak social mobilization and a poor involvement of communities and civil society organizations. The causes include:

- the virtual non existence of school projects;
- the operational inexistence of school councils;
- the absence of accompaniment from devolved services;
- the absence of leadership of headmasters who are not versed with legal provisions;
- the absence of coordination between initiatives by civil society organizations and the administration which leads to many malfunctions in the school system.

The following corrective measure will be taken:

- render school councils functional, pursuant to the provisions of Decree No. 2001/041 of 19 February 2001 to organize Government schools and lay down the duties of officers in charge of school administration;
- systematize the design of school projects;
- build the capacities of stakeholders (officers of schools, local authorities, parent/teachers associations, pupils' mothers' associations, school councils, etc.) in the design of budgeted action plans, evaluation of school projects, etc in order for them to take ownership of the management of schools;
- reinforce communication within the school and with its environment;
- design standard tools to account for the use of the budget and make their use mandatory;
- post information on the use of public resources.

2. *Make human resource management efficient*

To ensure better human resource management, the authorities hope that the measures taken to reduce disparities in teachers' status (difficult-zone allowance, residential quarters) will also help to ease the pressures that agents put on decision makers. Beyond these general measures, the administration will:

- beef up the regulatory framework governing career management and postings, for example by defining precise profiles for all positions requiring specific skills (management, supervisory, administrative positions);
- multiply field controls making it possible to compare administrative information with positions effectively filled by agents. The recent transfer of payroll management to sector ministries will enable the administration to provide firm and effective answers to improprieties.

3. *Improve the management of financial resources.*

As regards transparency in financial management, the authorities intend to:

- limit as much as possible cash circulating in the school system, by delegating the commitments of operating votes to the place of use of the votes;
- enact clear regulations specifying modalities for sharing operating votes between administrative or educational establishments;

- gradually generalize the school project dynamics which enable parents and partners to know financial flows better. The findings of the preparatory study conducted in that regard²⁸, were validated by the administration and will be experimented in some one hundred schools.

Against the backdrop of these specific measures, the sector ministries will continue with the anti-corruption activities prescribed to all governmental institutions: activities of anti-corruption units (investigations and sanctions), rapid-results initiatives carried out in each government department by the general inspectorate of the services.

Further, the Government will prepare a plan for training education managers with the support of OIF.

Box 6: Key Reforms in governance and management.

- Strengthening of decentralization by involving local authorities in the management of schools and training structures;
- Suppression of PTA teachers by contractualizing those identified in schools;
- Elimination of the phenomenon of part-time teachers in secondary education;
- Incentives for teachers working in zones deemed difficult;
- Establishment of a global information system for management of the education and training sector;
- Harmonization of the structure of Cameroon's school system;
- Gestion of flows including bridges between the formal and non formal and between the types of education and training;
- Strengthening of participatory management;
- Culture of peace and disaster prevention and management mechanism established.
- Creation of PTA teachers' recruitment commissions including municipalities, teachers' unions, members of school management committees, parent/teachers associations.

²⁸ Appui à la définition d'une politique visant à renforcer la gestion des écoles, Jean Bui / SOFRECO, décembre 2010.

Box 7: Sector policy priorities 2013-2020.

Pre-school:

- To promote pre-schooling and further democratize access, the State plans in the new education and training programme to raise GRE to 50% in 2020 by involving local authorities and communities in the management of structures.

Primary

- Pursue the achieving of universal primary enrolment:
 - improve the quality of learning of pupils;
 - reduce disparities linked to gender/income/geographic location;
 - implement a targeted policy in favour of the enrolment of minorities (Bakas, Bororos, children of refugees, disabled children);
 - absorb the stock of PTA teachers still existing in schools.

Core education

- Undertake the project to establish core education, including in a first phase the primary cycle and observation sub-cycle of secondary education by defining a minimum package of knowledge and skills and conducting studies to master all aspects of this concept, as from 2016;
- Complete the putting in place of core education while extending the orientation sub-cycle of secondary education by 2020 to accompany the reform;
- Strike a balance between institutional organization, operation and resources to be used;
- Mobilize education stakeholders (LAs, communities, TFPs, etc.) with a view to adherence to this paradigm shift;
- Put in place a network of core education schools ensuring educational continuity to all children in a holistic, diversified, inclusive and integrated approach to basic education;
- Develop innovative resource mobilization strategies to accompany the reform.

Secondary general education

- Increase pupils' access into science and technology streams;
- Increase young girls' access to science and technology streams;
- Strengthen the teaching of science by creating and operationalizing ten science high schools of excellence by 2020 ;
- Strengthen Cameroon's school system while building on the best practices of the two sub-systems;

Technical education and vocational training

To make technical education and vocational training an important lever for improving the competitiveness of the economy and creating wealth, the Government intends to:

- Direct its priorities towards the employment market through studies on training needs, analysis of labour situations, curriculum design and creation of conditions for their establishment and support for the integration of trained youths ;
- Include apprenticeship in the technical education and vocational training system by involving professionals in training, certification as well as in setting up arrangements for apprenticeship training;
- Develop partnership-based governance with stronger public-private partnership
- Develop corporate incubators in large schools ;
- Promote vocational training by setting up and running ten excellence high schools by 2020.

Higher education

- Decentralize and diversify the offer of professional streams in higher education;
- Mainstream distance education;
- Create institutions of professional education;
- Support the supervised development of private institutions of higher learning;
- Increase the number of students, girls in particular, in the sciences;
- Increase the relevance and internal effectiveness of higher education;
- Strengthen and improve technical support units;
- Institute quality assurance in all public and private university institutions;
- Improve higher education governance and management at all levels;
- Create an effective system of strategic plans and reforms;
- Promote the financial autonomy of public university institutions,
- Develop one SIGE for the whole school system, starting with primary education.

Illiteracy and non formal basic education

- Facilitate the integration and retraining of adults and children who never attended school;

Governance and management

- Set up an integrated education information and management system (SIGE);
- Enrich the database and holdings through studies as envisaged in this strategy

CHAPTER 5: COSTS, FINANCING AND SUSTAINABILITY OF THE PLAN.

The simulation model prepared in March 2013 helps to establish long-term resource and expenditure forecasts. The forecasts do not include capital expenses and specific resources covering them (public investment budget). Also, external resources are not taken into account.

5.1. Long-term costs and financing

The sector's budgetary resources will increase steadily from 18.3% in 2011 to 22% in 2016. They will be mobilized through taxes and better inter-sector budgetary arbitrations in favour of education and training, according to the following projections:

Table18: Growth Rate of Education Expenditure

CFAF Billion	2011	2014	2015	2016	2020
Public revenue	2,101.0	2,564	2,739	2,925	3,802
Tax pressure (%): Revenu/GDP	17.5%	18.2%	18.4%	18.6%	19.5%
Education expenditure financed by State revenue/ revenue	18.3%	19.3%	19.6%	20.0%	22.0%
Recurrent education expenditure (total)	383.6	531.1	583.3	644	923

CFAF Million	2011	2014	2015	2016	2020
National resources for recurrent education expenditure	383,574	494,252	537,317	583,868	836,450
Gap de financement sur dépenses courantes	0	36,848	46,017	60,113	86,791

Source : Simulation model.

These forecasts are very encouraging for the first five years of implementation of the sector strategy. The authorities however need to pay close attention to the slippage of funding needs for recurrent expenditure. The dependency ratio in 2020, as estimated by the model, stands at 20.18%. This shows that Cameroon's education sector is under-financed.

However, the assumptions of the simulation model for inter-sector sharing (growth up to 20 % then stabilization) are realistic. They stem from the situation of Cameroon's public finances in 2013 and some years prior. This period was marked by cyclical economic events which considerably blighted the budgetary prospects of the social sectors:

- the food price crisis of 2008-2009 and higher fuel prices forced the Government to support expenditure.
- natural disasters (floods) generated huge expenses;
- the political and religious crises in neighbouring countries (CAR, Nigeria, Chad) imposed heavy security costs and led to an influx of refugees into Cameroon.

If such events do not recur and the economic situation becomes more favorable, and if economic growth forecasts remain unchanged, it will become possible for Government to raise the education sector's share.

It is also possible, as is often the case, for wage costs to grow at a slower rate than the GDP.

Lastly, the sector authorities intend to take active steps to search for new external partners. External contributions to Cameroon's education sector are indeed smaller than in many comparable countries.

If, however, the worst case scenarios materialized, tighter regulations at the upper end of the system or fund-sharing mechanisms for segments of the school system bereft of the right to free education must needs be envisaged.

5.2. Short-term costs and financing.

It is possible in the short term, to advance more precise and less uncertain forecasts. Beyond the indications of the simulation model, these forecasts include:

- capital expenditure of secondary education, vocational training and higher education;
- under revenue, the contributions of Technical and Financial Partners and the public investment budget.

The budgeted three-year action plan incorporated this data until 2016. The following table shows how the financial balance of the sector strategy is established during this first phase. These calculations added to the model:

- under revenue, external resources and the projected State budget resources for investments
- under expenditure, all capital expenses and capacity-building programmes.

Table 18 : Recurrent and capital expenditure

CFAF Billion	2014	2015	2016	2014-2016
Cost of education programme (recurrent and capital expenses, model + PATB)				
Total Cost	564.42	613.35	678.57	1,856.34
<i>Including capital expenses</i>	28.72	24.57	28.69	81.98
Domestic financing	535.12	580.43	629.35	1,744.89
External support	11.34	10.03	5.61	26.99
Funding needs	17.97	22.89	43.60	84.46
%	3.18	3.73	6.43	4.55
GPE				26.65
Residual GAP				57.81
%				3.11
Cost of the Basic Education programme (recurrent and capital expenses, model +PATB)				
Total Cost	250.87	259.05	295.56	805.48
Domestic financing	221.82	234.19	263.66	719.68
External support excluding GPE	8.33	7.21	4.91	20.44
Funding needs	20.72	17.65	26.99	65.36
% funding needs	8.26	6.81	9.13	8.11
GPE				26.65
% GPE				3.31
Residual GAP				38.71
Residual %				4.81

Source : Simulation model and PTAB.

The residual funding needs for the whole education system is 3.11% of total costs.

This shortfall not covered at the beginning of period is not alarming and results mainly from capital expenses at the upper end of the education system. It could be covered by new external support

operations or higher public investment budget (it is known that the sector distribution of this investment budget is not fixed as it varies in function of the major construction projects approved by Government). Otherwise, the rate of capital expenses here could be affected, but this will not necessarily imperil financial balances.

Residual funding needs in basic education are estimated at CFAF 38.71 billion from 2014 to 2016, or 4.81% of expenditure. This estimate is made in excess; some TFPs present are unable to announce their funding intentions beyond 2014, so the real residual gap is less than this sum. External contributions (excluding GPE) to basic education amounted to CFAF11.7 billion in 2012 (last year executed). If TFPs maintain a comparable level of commitment, the amount mobilized will be CFAF 35.18 billion and not CFAF 20.44 billion – which represents their intention expressed with certainty to date. Consequently, it is very probable for the real residual gap for three years to be up to about CFAF 23.97 billion, or 3.0% of total expenditure.

Reasonable hopes exist that one or more new partners will be found who will agree to cover expenses that are expected but remain uncovered to date.

5.3. Resource mobilization and allocation strategy.

Innovative strategies are considered to finance the sector. In operational terms, this involves:

- giving legal existence to the local education group (LEG) and involve new partners in education financing..
- establishing a regulatory framework enabling schools to collect payment for possible lucrative activities (proceeds from the activities of technical or vocational schools, proceeds from income-generating activities of other schools);
- devising new expenditure strategies that create economies of scale. To illustrate, the optimal use of secondary school teachers will save nearly CFAF 10 billion and balance intra-sector resource allocation so as to invest in quality. This improvement of management was modeled and helps to finance the expected rise in the cycle's enrolments with a less than proportional increase in the wage-bill. MINEDUB made savings of this kind between 2006 and 2011 through its successful policy of reducing class repeat rates.

Education financing comes from a multitude and varying degrees of supports. Key contributors include the State, LAs, private operators, socio-professional circles, PTAs and households. Considering that “*the organization and control of education at all levels is the imperious duty of the State*”, the latter should provide the bulk of resources for education. The different supports are as follows:

At pre-school level, the State:

- Sensitizes communities and LAs that it subsidizes to establish CPCs in rural areas;
- Will encourage other partners such as UNICEF to become involved and invest therein;
- Will encourage the initiative of private operators to finance the formal pre-school component in urban centres through subsidies.

At the level of primary school and core education

Since this level of education is mandatory and free, and remains its priority, the State will provide the bulk of financing but remains open to external support like that of PME. It undertakes to raise its funding from 36 % in 2011 to 45% (regional average) by 2021.

Besides, these estimates are subject to further review. The functional devolution of payroll to user ministries, particularly MINESEC, will be seen in the cleaning up of files. Many secondary school teachers were recruited during at the time of structural adjustment, then sent on secondment to other administrations, but continued to be identified in the payroll as teachers. The cleaning up of files soon managed directly by MINESEC will make it possible to have actual payroll estimates that should be lower than current estimates. Consequently, the real share of financing devolved to primary education will certainly be higher than current estimates.

Although the State opted to reduce households' contributions to this education level to the extent possible, households can still participate in running education, as and when necessary, through PTAs and this will be to improve quality. Similarly, parents who so wish and have the means, are free to enroll their offspring in any private institution of their choice.

The mandatory and priority nature of education will be extended progressively to the first cycle of secondary education (core education). State support will be oriented in priority towards increasing access and improving quality.

The State's intervention here will mainly consist in:

- Building infrastructure and procuring equipment;
- Supporting the operation of schools ;
- Financing pedagogic and staff expenses.

At the level of the first cycle of secondary education and vocational training

The State will part finance the following in particular:

- infrastructure and equipment;
- operating costs of schools;
- teaching and staff costs.

At this level, private operators and socio-professional communities are expected to take on a significant share in developing these two segments of the school system. The former will step in to create and operate education/training structures while the latter will be involved in curricula design, workshops for the practical training of learners, work-study programmes, certification, etc. The advocated education and training taxes will contribute to improve the quality and relevance of the training offered.

At the level of higher education

The State will finance some needs through subsidies and investment budget votes for universities. It will also maintain its policy of assistance to vulnerable targets and promotion of excellence. Within this framework, the State will cater for salaries-related expenditure, staff development and

research & development programmes. The strategies to be implemented in this sector will relate to the following elements:

- creation of a competitive funds financed by public and private contributions, managed by the Universities Modernization Agency, for the furtherance of university research and the teaching of innovation. An instrument will lay down its organization and functioning;
- involvement of public higher education institutions in prospecting for complementary funding. This will involve stepping up income-generating activities (IGA), for example, university/businesses;
- introduction of an objectives-based funding method, based on contracts between the State and institutions with a built-in evaluation mechanisms of results;
- rationalization of the contributions of the direct beneficiaries of higher education, by modulating student registration fees in function of some professional training programmes;
- rationalization of institutional beneficiaries' contributions to the development of higher education by sensitizing Government departments and public bodies to mainstream the human resource development components into their training plan, also including therein provisions for their implementation by higher education.

Financing of **literacy and non formal education** will be borne by the State and TFPs.

The contribution of TFPs will also be of great importance for all levels of the education/training sector in terms of investments, human resource capacity development, curriculum design, etc. This contribution will be evaluated during annual sector reviews and sundry consultations.

PART THREE

OPERATIONAL FRAMEWORK FOR MONITORING/EVALUATION OF THE STRATEGY

CHAPTER 6 : INSTITUTIONAL IMPLEMENTATION ARRANGEMENTS

6.1 Implementation Framework.

At the inter-ministerial level, the education sector strategy will be coordinated by the steering committee tasked with coordinating and monitoring its implementation, referred to as "the Committee" (cf Order No. 134/PM of 13 August 2010), and placed under the authority of the Minister in charge of planning. This Committee is supported by two technical bodies: the Operational Unit and the Technical Secretariat which will be transformed into a Permanent Secretariat (PS).

At sector-ministry level, it will be implemented by PPBS Committees which will, additionally, comprise relevant non-State representatives. Each ministry will derive its ministerial sub-sector strategy from the sector strategy. The implementation of sub-sector strategies will necessitate the definition of programmes derived from the strategic thrusts retained. These programmes will then be broken down into components and sub-components with activities reliant on the framework defined in the new financial regime of the State of Cameroon (programme budgeting). Monitoring of implementation will be under the responsibility of internal PPBS Committees whose duties are spelt out in Circular No. 050/MINEPAT of 24 September 2009.

Transversally, a thematic strategy will be prepared for any cross-cutting phenomenon that affects several sub-sectors. It will be coordinated by a monitoring/evaluation committee called "Thematic Strategy Implementation Follow-up Committee" and composed of the PPBS Committee of the Ministry in charge of planning, extended to the other key partners including the non-State partners operating in the sector.

To operationalize the strategy, a programme team will be set up in each Ministry at central and devolved level to ensure effective monitoring/evaluation of its implementation.

6.2. Implementation Plan

The implementation plan, designed in matrix form, hinges on each of the selected strategic objectives and presents:

- programmes and projects ;
- monitoring indicators;
- project prioritization criteria;
- responsible ministries.

6.2.1. Programmes and projects.

The methodological approach used to identify programmes and projects consisted in relying on the problem tree whose variation served as guide in preparing the diagnosis. Strategic objectives were obtained by converting primary constraints. Secondary constraints gave rise to actions and lastly, tertiary constraints led to various activities, structure compliant with Cameroon's programme budget.

6.2.2. Monitoring Indicators.

Objectively verifiable indicators will be defined for each project. These will be basic tools for the monitoring/evaluation of each project and the whole programme in aggregation.

6.2.3. Project prioritization criteria.

In view of the multiplicity and diversity of projects which can contribute to the same objective, a prioritization criterion was defined to select actions and activities. Each government department prepares a priority action plan (PAP) which is validated by the Inter-ministerial Programmes Validation Committee chaired by the Ministers of Finance and the Economy.

6.3. Organic aspects

The education sector strategy will be coordinated at inter-ministerial level by the steering committee tasked with coordinating and monitoring its implementation, called "the Committee"²⁹, placed under the authority of the Minister in charge of planning. This committee is supported by two technical bodies: the Operational Unit and Technical Secretariat (Permanent Secretariat).

The Operational Unit comprises 12 Secretaries-General of ministries concerned with education development. It is chaired by the Secretary-General of MINEPAT and meets every three months and whenever necessary. Its role is the policy guideline of the sector strategy. It relays the reports or forecasts of Government departments, the Technical Secretariat and governmental decision-makers.

The Technical Secretariat is attached to MINEPAT and comprises a technical secretary, 3 assistant technical secretaries and 5 sub-sector experts. To date, the technical secretariat has no building of its own, and its members are not employed full-time. They continue to hold duty posts in one of the sector ministries. The authorities intend to change the technical secretariat into a permanent secretariat, a specialized structure with full-time staff on secondment.

At sector-ministry level, the strategy will be implemented by PPBS (planning, programming, budgeting, monitoring) committees³⁰, steered by Secretaries-General. In each ministry, the committee comprises: the director of planning, the director of the follow-up unit and any designated person. They enlist the services of senior staff, as the need arises. They work on the basis of an annual calendar. The introduction of PPBS committees is proof of Government's desire to improve budget preparation procedures, with a shift towards programme budgeting which allows for comparing applications for appropriations with sector objectives. This procedure guarantees a good comparison between sector strategies and budget preparation mechanisms.

Coordination between ministries and TFPs reverts to sector reviews, organized annually and culminating in the consideration of material and financial implementation reports consolidated by the PS, and validation of annual action plans. To reinforce this coordination, the authorities plan, in concert with their partners, to create thematic groups within the Local Education Group (LEG), to be put in place and formalized by MINEPAT.

²⁹ Created by Order No. 134/PM of 13 August 2010.

³⁰ The duties of PPBS committees are spelt out in Circular No. 050/MINEPAT of 24 September 2009.

6.4. Functional aspects

Three entities share responsibility for the coordination of functional aspects of the sector: (i) enlarged PPBS committees, (ii) Departments of financial resources of sector ministries and (iii) the technical secretariat. Actions and responsibilities are distributed as follows:

Table 19: Strategy Implementation Aspects.

Actions	Responsibility
Annual programming (preparation of action plans)	PPBS committees and heads of planning divisions of 5 sector ministries
Coordination of annual programming (monitoring, reminder, instructions)	Directors of planning of sector ministries under the coordination of the technical secretariat
Consolidation of annual action plans	Technical Secretariat
Material implementation of activities (preparation of BDs, TORs, expenditure, implementation of activities)	Technical Secretariat for cross-cutting activities, technical departments of ministries in the other cases
Monitoring of material implementation (monitoring of timelines, start-up, coordination)	Technical Secretariat Division of planning of each ministry
Financial implementation (on general budget)	Department of financial resources of sector ministries, with financial tracking of disbursements by the Technical Secretariat
Financial implementation (on projects)	Project management structures
Material implementation reporting	Technical Secretariat
Financial implementation reporting	Secrétariat Technique
Policy dialogue and coordination of sector reviews	Secrétariat Technique et Cellules PPBS

The annual material implementation report will include an annex list of initiatives taken following study recommendations of the previous year after their validation.

CHAPTER 7: MONITORING/EVALUATION ARRANGEMENTS

7.1. Monitoring modalities.

This approach will mainly be participatory to allow stakeholders consult regularly on the implementation status of scheduled actions, on the one hand, and on the evaluation of their outputs and impacts, on the other hand. Monitoring will be conducted by sub-sector and government department through PPBS chain, annual sector reviews with TFPs, quarterly consultative meetings with the Local Education Group (LEG) and thematic discussions. Participatory monitoring will be based on relevant indicators defined in the strategy and process indicators as defined in priority action plans (PAP). The ministerial monitoring arrangement will be bottom-up and top-down to enable quick information flow.

Key participatory monitoring activities include the following operations:

- elaboration of a monitoring document;
- permanent gathering of information on the implementation of programmes ;
- periodic analysis of data collected and production of monitoring reports; and
- dissemination of monitoring reports to all stakeholders.

Key specific monitoring activities are summarized below:

- **Regular monitoring** within implementation services: Implementation will be monitored via structured meetings organized in various services, based on the objectives and indicators of the working plans of the approved plan of action. Similar monitoring arrangements will be set up at the devolved level of management.
- **Periodic monitoring** by the ST: short standardized performance reports will be drafted by the same services at regular intervals using the guidelines and tools furnished by the Monitoring Committee. The reports will be submitted to the Operational Unit and Steering Committee which will assess the progress, consider constraints and recommend corrective measures. Regular reports will be requested from devolved management units.
- **Annual sector review**, conducted with stakeholders: the ST prepares an annual consolidated report on performances. It serves as the basic document during the joint sector review which will assess achievements and weaknesses and define improvements. Each joint sector review will serve as input for next year's plan of action (including for the budget). The annual report will be prepared in the same format as the annual plan annual and will include data on unit costs, quantities, global costs of different activities, as well as information on the pace of attainment of the objectives defined by the education sector strategy. The same indicators will be systematically measures from one annual review to another.

7.2 Evaluation of the strategy.

Two types of evaluation are advocated:

- **mid-term review:** it helps to show the coherence between set objectives and the level of achievement. It can also, if necessary, prompt the revision of the strategy prior to term, in certain circumstances linked to changes in the geo-political environment, affecting sector policy guidelines and the review of more global strategic frameworks such as the long-term Development Vision or GESP, etc. ;

- **end-of-period evaluation of implementation:** it will consist in analyzing in-depth the strategy itself and assessing activities carried out in relation to the targeted objectives.

It consists in:

- analysing the relevance of programmes and scheduled actions in light of objectives ;
- implementing budgets ;
- considering the induced effects of implementing the strategy.

7.2.1. Methods of evaluation.

Internal evaluation is conducted at ministerial level by implementation structures.

External evaluation will be coordinated by the Ministry in charge of planning.

7.2.2. Monitoring/evaluation tools.

The following are recommended:

- a procedures manual ;
- the management charts of indicators featuring in PAPs;
- monitoring/evaluation forms to track the implementation of activities ;
- annual progress reports;
- legal or regulatory tools;
- reports on the implementation status of the strategy or programme.

a) Procedures manual: designed and validated in collaboration with programme/project partners, this document is devoted mainly to the management of human, budgetary and financial resources. It allows for codifying all usual interactions and governs in a homogeneous manner the different things for which these structures will be solicited.

b) Monitoring/evaluation forms: these are prepared at the macro (global sector, ministry) and micro (programmes and projects) levels and serve as dashboard for monitoring/evaluation activities.

c) Action plans: these help to structure the annual operation of coordination and monitoring/evaluation agencies.

d) Information system:

The steering committee will put in place an information system to monitor and implement the strategy. This activity will consist in creating an organized information platform based on the objectives and indicators defined in the strategy. In Cameroon's context of decentralization, this system will reflect the concern for feedback on actions and activities implemented at the grassroots.

7.2.3 Monitoring/evaluation indicators.

1. Access and Equity Indicators.

INDICATOR	BASE	2016	2020	REMARK
PRESCHOOL				
GER	27.1	33	40	Model
PROPORTION OF GIRLS	42	46	51	Equality is 51
SHARE OF RURAL DWELLERS	38 (RESEN p.38 + calculation)	44	51.8	Same (RESEN p.38 + calculation)

COMMUNITY ENROLMENTS	6.4	21.6	46.6	Model (thousands)
PRIMARY				
TAP	70.8	84.1	100	Wide gap with RESEN values (83, p. 41, 81,3 p. 34 77.4 girls and 83.5 boys p.42
TAP GIRLS	67.4	83	100	
TAP CENTRE LITTORAL / TAP NORTHERN	1.798	1.6	1	RESEN P 176 / difficult-zone allowance starts in 2016, no effect expected before
SECONDARY				
Transition rate Class 7-FI	69.3	85	85	Model indicator values to be considered as a whole: avoid the risk of improving transition by lowering reception quality
Student ratio by division: 1 st cycle secondary (2 nd cycle fundamental)	67.4	50	50	
Promotion rate end of F4/ 3 ^{ème} in secondary general 2 nd cycle	68	46.1	32.7	Same examination compared
Student ratio by division 2 nd cycle of secondary	65.8	63.1	60.5	
Standard deviation of regional GRE 1 st cycle secondary	0.215	0.108	0	
Standard deviation of regional GRE 2 nd cycle secondary	0.156	0.078	0	
Gender parity index 1 st cycle secondary	0.887	0.944	1	
Gender parity index 1 st cycle secondary	0.754	0.877	1	
VOCATIONAL TRAINING				
Total number of learners, public	13300	29747	27243	model
% 1 st cycle school leavers integrated in CFPR	1.4	10	18	model
HIGHER EDUCATION				
Number of students per 100,000 inhabitants	1228	2100	2100	
Proportion of girls	41%	43%	46%	

2. Quality and Relevance Indicators

INDICATOR	BASE	2016	2020	REMARK
PRESCHOOL				
PROCESS INDICATORS				
Number of CPC coordinators trained	0	200	600	2016 value in PTAB
OUTPUT INDICATORS				
% compliance with 20 points of CPC specifications	ND	66 %	66 %	Special IA report consolidated by IG 2016 and 2021

PRIMARY				
PROCESS INDICATORS				
Books: ratio No. books/pupils	0.24	3	3	
% Gov't schools where the pupil/DP ratio in CP is > 70	19%	10%	0	
Pupil/teacher ratio	54	51	51	model
OUTPUT INDICATORS				
Class repeat	12%	5%	5%	model
Percentage of dumb readers, unable to read any syllable in 2 nd year, standardized EGRA-type test	ND	20	10	
Percentage of children with great reading difficulties in 5 th year, standardized test	49	25	10	
Result of primary exit examinations, national average	80%	90%	100%	Pass / Class 7 enrolments
Result in primary-exit examinations, % Govt schools with below 30% pass	6%	3%	0%	Pass/registered
SECONDARY				
PROCESS INDICATORS				
Student/DP ratio, orientation cycle	74	60	60	Model
Student/DP ratio, orientation sub-cycle, most privileged region	ND			
OUTPUT INDICATORS				
College survival rate	70.4	77	85	Last year N/ 1 st year N-4 (5)
High school survival rate				Last year N/ 1 st year N-3 (2)
Repeat	9.7%	9.7%	9.7%	Model
Results of college-exit examinations (core education), % Govt schools with below 30 % pass	ND			
VOCATIONAL TRAINING				
PROCESS INDICATORS				
Existence of national qualifications and certifications framework	N	0		O/N
Running of national engineering training centre	N	0		O/N
RESULTS INDICATORS				
Integration rate of graduates of sector vocational training centres	ND	75 %	75 %	
Integration rate of graduates of trades training centres	ND	75 %	75 %	
HIGHER EDUCATION				
PROCESS INDICATORS				
Proportion of general education streams	81 %	70 %	70 %	Model
Student/lecturer ratio (general	64	55	55	

streams)				
Student/lecturer ratio (techno. & professional streams)	25	35	35	
OUTPUT INDICATORS				
Proportion of exits/entries of State universities	0.29	0.43	0.60	Model Sc4 Line 937

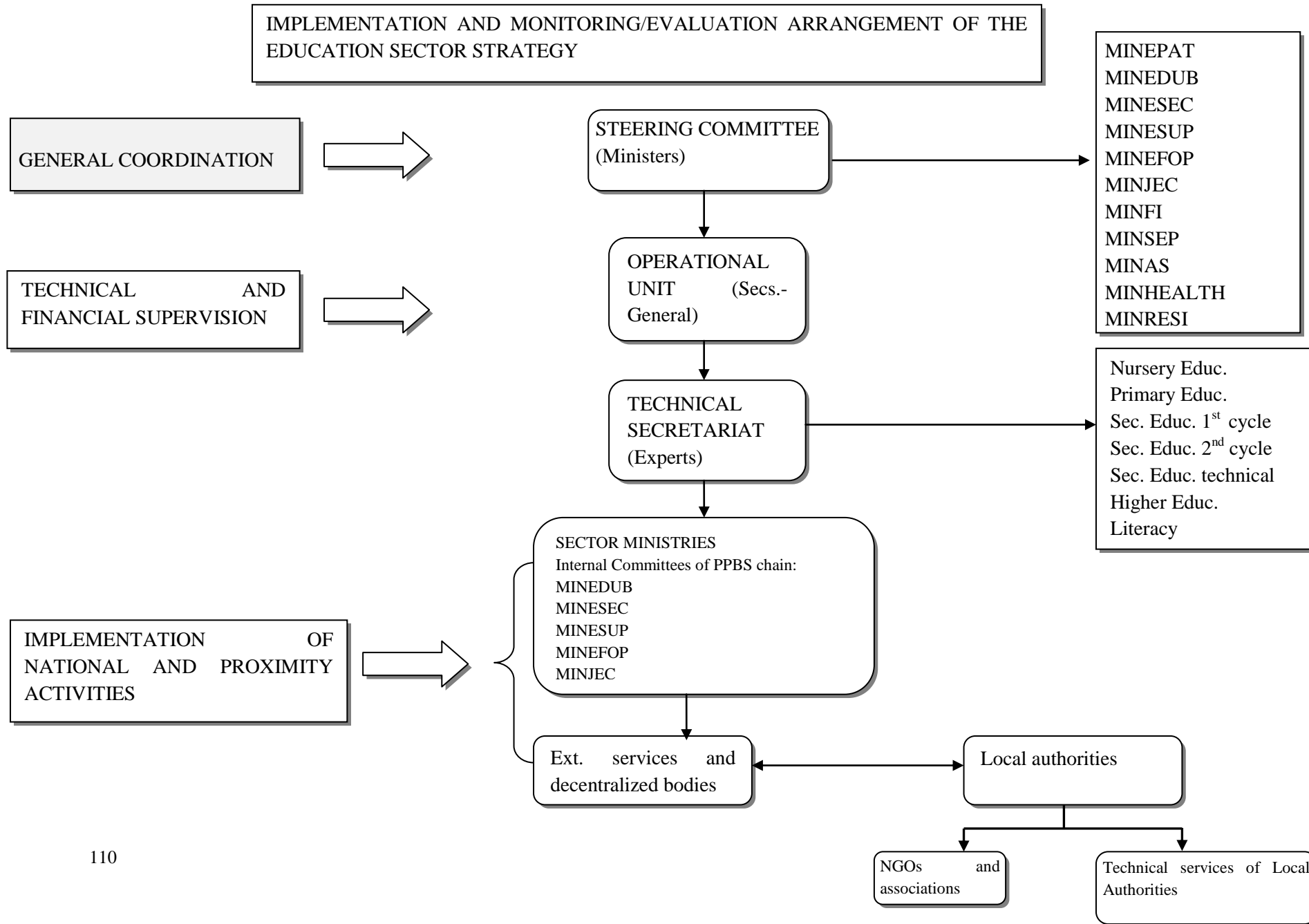
3. Governance and Management Indicators.

INDICATORS	BASE	2016	2020	REMARK
PROCESS INDICATORS				
Functional devolution of payroll management completed (basic salary and incidentals)	N	0	0	0/N
Difficult-zone allowance paid, primary	N	0	0	0/N
Job profiles published on non-teaching positions	N	0	0	0/N
Profile of candidates and recruits in non-teaching positions published	N	0	0	0/N
SIGE : dissemination of the activities plan for the development of SIGE	N	0		0/N
SIGE : creation of inter-ministerial structure	N	0		0/N
Financial management: share of recurrent budgets subject to cash transfers between administrative service and a school			0 %	
OUTPUT INDICATORS				
New primary school teachers posted to sub-divisions where REM is < than 0.8. National average REM	ND	0	0	
Average REM in 40 least favoured sub-divisions / average national REM			1.2	
Non-teacher/teacher, secondary	1/6	1/12	1/12	Model

4. Indicators on Cost and Financing

Develop an efficient resource mobilization strategy				
% public resources allocated to education	18.3	20	20	model
% non-salary recurrent expenditure / total recurrent expenditure, primary	30	29	30	model

Graph 1: Implementation and Monitoring/Evaluation Arrangement of the Education and Training Strategy



7.3. Consultative Framework and Partnership with Donors.

If validated and adopted, the Education Sector Strategy Paper will be the single vision in the education and training sector. Government and development partners will have a single reference framework to guide all actions engaged and resources committed to achieve well-laid down objectives. This logic will be extended to the regions in order to rebuild a coherent whole at the decentralized level. The exercise will consist in declining national objectives at the regional level, identify corresponding projects and plan actions to be implemented.

To be validated, initiatives taken by each stakeholder to develop the sector must show how consistent their envisaged actions are with the education/training sector strategy.

7.3.1. Coordination of devolved ministerial services as integrated poles of implementation.

Hitherto, each sub-sector operated in isolation, thereby undermining the built-in coherence of the education and training system. It is desirable for all levels of education to better synergize in future, given that outputs at one level are inputs at a higher level. Such synergy must be impelled and structured within a regional coordination of devolved services of Ministries in charge of education and training.

7.3.2. Equity and Participatory Approach

The reduction of inequalities of every kind imposes on all levels the obligation to guarantee equal opportunity of access to educational services. Thus, the entire education community's full and wholehearted support for the education sector strategy is crucial to its success.

Based on the Paris Declaration on Aid Effectiveness, the partnership framework between Government and Donor countries should be governed by the following principles:

- 1st Principle: Sharing with partners of objectives and goals to be achieved annually:

At the start of each fiscal year (February-March), the executing committee works closely with partners, pursuant to the 10-year action plan, to adopt and put in place a programming of the year's activities. The annual evaluation timeline is also defined then.

- 2nd Principle: Harmonization of financial and administrative procedures:

The obligation of alignment requires that donors align themselves to procedures of the beneficiary country. Thus, partners should clearly commit to:

- tie their financing to a single set of conditions and/or a set of indicators drawn from the logical framework; and,
- to the extent possible, use the recipient country's institutional structures (for public finance management, accounts, audit, procurement, design of outputs and monitoring frameworks).

To achieve greater collective effectiveness, the donor countries in Paris further committed themselves to establish in beneficiary countries common mechanisms for planning, financing (for example, joint financial packages), payments, monitoring, evaluation and notifying public authorities of their activities and support operations.

- 3rd Principle: Systematization of regular consultation.

Members of the framework must meet regularly in cabinet meeting (monthly), joint missions (every 6 months) and in *ad hoc* manner whenever necessary. These consultations will be to update on the progress of actions carried out and provide quick solutions to problems encountered on the field.

- 4th Principle: Joint monitoring-evaluation.

This obliges Government and TFPs to ensure that target objectives are achieved or well underway. As per the jointly agreed schedule, all the parties (Government and donors) conduct joint monitoring/evaluation missions through the measure of indicators defined prior to then and adopted consensually.

- 5th Principle: Sharing of Information.

Donor countries must help the recipient country to improve aid predictability by furnishing it with the terms of multi-year commitments. For its part, the recipient country must undertake to publish reliable, transparent and updated information on budget implementation on the one hand and regularly make known to partners the state of progress of institutional reforms on the other.

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- Decree No. 2000/359 of 5 December 2000 to lay down special rules and regulations governing the corps of civil servants of National Education;
- Decree No. 2001/041 of 19 February 2001 relating to the organization of Government schools and specifying the duties of officials of the school administration.

ANNEXES

Table 20: Gross Pre-school Ratio by Region and Sex in 2010/2011

	Boys	Girls	Total	IPS
Cameroon	28.2%	29.4%	28.8%	1.04
Adamawa	11.2%	11.2%	11.2%	0.99
Centre	50.1%	52.8%	51.4%	1.05
East	28.2%	30.2%	29.2%	1.07
Far North	3.8%	4.0%	3.9%	1.06
Littoral	43.8%	47.3%	45.4%	1.08
North	6.2%	6.1%	6.1%	0.99
North-West	32.4%	34.5%	33.4%	1.06
West	34.0%	35.1%	34.6%	1.03
South	27.8%	29.7%	28.8%	1.07
South-West	30.4%	32.7%	31.5%	1.08

MINEDUB

Table 21: Potential pre-school demand in 2010/2011 by sex and by region in the country

	Boys	Girls	Total
Adamawa	30 272	31 115	61 387
Centre	109 757	105 096	214 853
East	24 637	23 764	48 401
Far North	106 375	104 936	211 311
Littoral	90 807	83 908	174 716
North	62 107	63 027	125 134
North-West	55 298	54 490	109 788
West	55 206	53 401	108 607
South	21 423	21 075	42 498
South-West	43 163	40 653	83 816
Cameroon	599 045	581 466	1 180 511

Table 22: Population of schoolable children in primary school in 2010/2011

Year 2010/2011	Schoolable Population (6-11years)		
Regions	Boys	Girls	Total
Adamawa	85 454	82 325	167 779
Centre	292 600	284 493	577 093
East	96 826	93 412	190 238
Far North	301 707	285 977	587 684
Littoral	202 716	196 588	399 304
North	174 277	167 735	342 012
North-West	152 904	147 164	300 067
West	161 893	155 219	317 112
South	60 176	55 978	116 154
South-West	116 623	112 461	229 083
Cameroon	1 645 175	1 581 351	3 226 526

MINESEC

Table 1: Potential Demand for Secondary Education in 2010/2011 by Sex and by Region

Regions	Children aged 12 to 15 years (Potential 1 st cycle demand)			Children aged 16 to 18 years (Potential 2 nd cycle demand)			Children aged 12 to 18 years		
	Girls	Boys	Together	Girls	Boys	Together	Girls	Boys	Together
Adamawa	53 962	56 335	110 297	36 691	33 202	69 893	90 653	89 537	180 190
Centre	167 460	165 677	333 137	127 227	121 676	248 903	294 687	287 353	582 040
East	41 557	45 412	86 969	29 700	27 035	56 735	71 257	72 447	143 704
Far-North	179 760	199 164	378 924	113 643	109 668	223 311	293 403	308 832	602 235
Littoral	128 586	125 027	253 613	101 534	96 577	198 111	230 120	221 604	451 724
North	91 736	100 315	192 051	66 071	57 027	123 098	157 807	157 342	315 149
North-West	119 511	123 300	242 811	77 458	75 115	152 573	196 969	198 415	395 384
West	114 513	119 093	233 606	73 885	69 756	143 641	188 398	188 849	377 247
South	31 670	34 962	66 632	23 987	24 791	48 778	55 657	59 753	115 410
South-West	77 827	81 791	159 618	53 488	53 077	106 565	131 315	134 868	266 183
Together	1 006 582	1 051 076	2 057 658	703 684	667 924	1 371 608	1 710 266	1 719 000	3 429 266

MINESUP

Table 2: Potential Demand for Higher Education in 2010/2011 by Sex and by Region

2010/2011	Girls	Boys	Total
ADAMAWA	106 341	85 918	192 259
CENTRE	148 997	134 347	283 344
EAST	95 842	75 460	171 302
FAR-NORTH	403 320	310 869	714 189
LITTORAL	32 422	31 815	64 237
NORTH	239 234	174 883	414 117
NORTH-WEST	215 245	161 691	376 936
WEST	151 029	102 048	253 077
SOUTH	71 130	64 325	135 455
SOUTH-WEST	154 348	137 015	291 363
Total	1 617 908	1 278 371	2 896 279

FINANCIAL SIMULATION OF POLICIES FINANCIAL SIMULATION OF POLICIES

Scenario 4	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020
Pupil or student enrolments										
Preschool	339 600	354 617	369 657	384 722	399 811	414 924	430 061	445 222	460 407	475 616
Primary	2 781 352	2 906 705	2 977 607	3 050 329	3 124 916	3 201 416	3 279 879	3 360 352	3 442 888	3 527 539
Observation sub-cycle	0	0	0	0	0	339 124	707 453	784 705	834 989	882 517
1 st cycle secondary, former system	648 751	682 749	711 312	743 959	771 947	588 756	411 114	220 342	0	0
2 nd cycle secondary, former system	278 213	324 287	346 307	350 387	341 039	318 777	288 986	256 447	226 671	140 816
Orientation cycle	0	0	0	0	0	0	0	276 545	631 575	891 180
Second cycle secondary	0	0	0	0	0	0	0	0	0	0
Literacy	70 074	69 751	74 752	79 953	85 360	90 981	96 823	102 892	109 198	115 746
EBNF	1 643	1 769	1 887	1 996	2 096	2 186	2 264	2 331	2 385	2 425
LT&P	321 859	328 986	351 999	385 758	424 702	367 847	308 456	336 412	371 694	410 434
Vocational training (public)	13 300	15 181	19 519	23 465	26 327	29 747	33 011	38 950	47 869	33 535
Higher education	244 334	270 256	297 282	325 450	354 799	385 369	417 201	450 340	484 829	520 715
Recurrent expenditure by level of education	0	0	0	0	0	0	0	0	0	0
Preschool	12 457	13 413	14 767	15 853	16 946	18 043	19 140	20 233	21 318	22 388
Primary	120 113	131 558	141 735	152 553	164 046	181 065	200 916	211 681	223 078	235 135
Observation sub-cycle	0	0	0	0	0	35 546	77 843	92 177	104 661	117 914
1st cycle secondary, former system	57 592	61 458	64 893	68 753	72 228	55 743	39 364	21 323	0	0
2 nd cycle secondary, former system	55 447	69 619	80 270	87 909	92 870	94 508	93 589	91 061	88 620	60 901
Orientation cycle	0	0	0	0	0	0	0	30 328	74 058	111 586
Second cycle secondary	0	0	0	0	0	0	0	0	0	0
Literacy	520	651	1 056	1 597	2 298	3 186	3 829	4 547	5 346	6 234
Teachers' training, primary	5 726	5 857	5 822	6 278	7 074	8 130	10 198	10 216	10 956	12 135
EBNF	10	15	21	28	35	43	52	61	71	81
LT&P	48 370	51 015	54 469	59 093	65 654	60 989	56 954	62 923	71 111	80 212
Vocational training	11 232	11 806	13 000	14 906	17 681	21 371	24 436	28 759	34 542	28 661
Higher education (includ. Research)	72 107	87 006	104 287	124 148	145 444	167 400	190 058	212 632	234 819	256 882
Total recurrent expenditure (million)	383 574	432 399	480 322	531 117	584 276	646 023	716 380	785 942	868 580	932 130

