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**NATIONAL INSTITUTE OF  
STATISTICS**

**2<sup>ND</sup> SURVEY ON THE MONITORING OF PUBLIC EXPENDITURES AND THE  
LEVEL OF RECIPIENTS' SATISFACTION IN THE EDUCATION AND HEALTH  
SECTORS IN CAMEROON**

**(PETS2)**

## **Main Report**

### **Education Section**

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## ACRONYMS AND ABBREVIATIONS

<b>BEPC</b>	Brevet d'Etudes du Premier Cycle (degree obtained upon completion of the first cycle of studies in general secondary education in the Cameroonian Francophone education system)
<b>CAMWATER</b>	Cameroon Water Utilities Corporation
<b>CAP</b>	Certificat d'Aptitude Professionnelle (degree obtained upon completion of the first cycle of studies in technical secondary education in the Cameroonian Francophone education system)
<b>CAPI</b>	Certificat d'Aptitude Pédagogique des Instituteurs
<b>CAPIAEG</b>	Certificat d'Aptitude Pédagogique des Instituteurs Adjoints de l'Enseignement Général
<b>CAPIEG</b>	Certificat d'Aptitude Pédagogique des Instituteurs de l'Enseignement Général
<b>CAPIEMP</b>	Certificat d'Aptitude Pédagogique des Instituteurs de l'Enseignement Maternel et Primaire
<b>CAPIET</b>	Certificat d'Aptitude Pédagogique des Instituteurs de l'Enseignement Technique
<b>CEBNF</b>	Centre d'Education de base Non Formel
<b>CEP</b>	Certificat d'Etudes Primaire (degree obtained upon completion of primary studies in the Cameroonian Francophone education system)
<b>CPC</b>	Preschool Community Centre
<b>CTS</b>	Comité Technique de Suivi des programmes économiques
<b>DDEB</b>	Divisional Delegation of Basic Education
<b>DDES</b>	Divisional Delegation of Secondary Education
<b>DGB</b>	Directorate General of Budget
<b>DREB</b>	Regional Delegation of Basic Education
<b>DRES</b>	Regional Delegation of Secondary Education
<b>EA</b>	Enumeration Area
<b>ECAM3</b>	Third Cameroon Household Survey
<b>EGSP</b>	Employment and Growth Strategy Paper
<b>ENIEG</b>	Ecole Normale des Instituteurs de l'Enseignement Général
<b>ENIET</b>	Ecole des Instituteurs de l'Enseignement Technique
<b>ENS</b>	Higher Teacher's Training School
<b>ENSET</b>	(higher technical teacher training School)
<b>FSCL</b>	First School Living Certificate
<b>GCE O/AL</b>	General Certificate of Education Ordinary/Advanced Level
<b>GESPRO</b>	Gestion des Projets (Project management software)
<b>GPHC</b>	General Population and Housing Census
<b>HIPC</b>	Heavily Indebted Poor Countries
<b>IAEB</b>	Sub-divisional Inspectorate of Basic Education
<b>ICT</b>	Information and Communication Technology
<b>LMD</b>	Licence Master Doctorate
<b>LPG</b>	Liquefied Petroleum Gas

<b>MDG</b>	Millennium Development Goal
<b>MINDAF</b>	Ministry of Land Tenure and Property
<b>MINDUH</b>	Ministry of Urban Development and the Habitat
<b>MINEDUB</b>	Ministry of Basic education
<b>MINEE</b>	Ministry of Water Supply and Energy
<b>MINEFOP</b>	Ministry of Employment and Vocational Training
<b>MINEPAT</b>	Ministry of Economy, Planning and Regional Development
<b>MINESEC</b>	Ministry of Secondary Education
<b>MINESUP</b>	Ministry of Higher Education
<b>MINFI</b>	Ministry of Finance
<b>MINPOSTEL</b>	Ministry of Post and Telecommunications
<b>MINSANTE</b>	Ministry of Public Health
<b>MINTP</b>	Ministry of Public Works
<b>MTEF</b>	Medium-Term Expenditure Framework
<b>NGO</b>	Non Governmental Organisation
<b>NIS</b>	National Institute of Statistics
<b>PCEG</b>	Professeur des Collèges d’Enseignement Général
<b>PCET</b>	Professeur des Collèges d’Enseignement Technique
<b>PEA</b>	Priority Education Area
<b>PETS</b>	Public Expenditure Tracking Survey
<b>PIB</b>	Public Investment Budget
<b>PLEG</b>	Professeurs des Lycées d’Enseignement Général
<b>PLET</b>	Professeurs des Lycées d’Enseignement Technique
<b>PPBS</b>	Planning-Programming-Budgeting-Follow-up/evaluation (Chain)
<b>PRSP</b>	Poverty Reduction Strategy Paper
<b>PTA</b>	Parents and Teachers Association
<b>SIPBUD</b>	Budget Preparation Integrated System
<b>ZEP</b>	Priority Education area

## FOREWORD

The National Institute of Statistics (NIS) is pleased to present you the main report of the second Public Expenditure Tracking Survey (PETS II). This study, which constitutes a tool for the follow-up and evaluation of the State's new financial regime promulgated in December 2009, proffers an updated situation of the management of public finances in Cameroon.

The present survey was carried out 5 years after the first one, and the latter was among the release elements of the completion point of the Heavily Indebted Poor Countries (HIPC) initiative. It has been agreed that the concerned sectorial ministries (to wit, education and health) would appropriate this exercise in order to perform it every year under a simpler form. By the same token, it was agreed in the wake of the realisation of PETS I that this exercise would be extended to other priority sectors (Public works, Justice, etc.).

In addition to the financial support of the Government, the survey has benefited from the funding of the World Bank through the Project for Strengthening Capacities of Transparency and Control in the management of public resources (PRCTC). The NIS wishes to express its gratitude to this privileged Government's partner whose actions for the modernisation of public finances are quite significant.

The realisation of all survey activities was made possible thanks to the good cooperation of sectorial experts. The NIS extends its sincere thanks and congratulations to all these experts for the quality of their technical support. Finally, the NIS thanks the temporary staff for quality services rendered during the data collection and data processing phases.

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## EXECUTIVE SUMMARY

### 1. PRESENTATION OF THE SURVEY

#### 1.1 Background of the study

The first survey PETS 1, ordered by the Cameroon Government, was conducted in Cameroon in 2003/2004 by the National Institute of Statistics (NIS) of Cameroon. It was part of the triggers of the completion point of debt reduction of Heavily Indebted Poor Countries Initiative (HIPC). Following this study, a matrix of priority actions was elaborated and some of the actions of this matrix are already implemented. Among these include, the establishment and effective functioning of local monitoring committees of the PIB (Public Investment Budget) and the dissemination of the projects log book right up to the level of the third class traditional chiefdoms.

Given the importance of the governance section in the Government's current policy and the place of results based management, it was recommended that such a survey be conducted periodically, with lighter data collection tools in order to assess the effectiveness of public expenditures and the evolution of recipients' satisfaction. PETS 2 is equally positioned as a monitoring and evaluation instrument of the new financial regime.

#### 1.2 Objectives of the study

The general objective of PETS II, concerning the Education sector, is to provide both the Cameroonian Government and its partners in that sector with necessary information for objectively appreciating the performances of public expenditure over the period 2003-2009.

More specifically, the study helps:

- i) To provide a current assessment of the traceability of public expenditure in order to measure progress made in the management of public resources since the previous PETS, and to identify potential inefficiency sources still existing;
- ii) To evaluate the implementation of measures retained in the matrix of priority actions resulting from PETS 1, in order to appreciate the extent to which education and health actors have appropriated the various monitoring and control tools of public expenditure
- iii) To appreciate the degree of satisfaction of beneficiaries, in order to bring out orientations to improve the access and quality of these services.

#### 1.3 Methodology

The information related to the traceability of public expenditure have been collected essentially for the 2009 financial year.

On the supply side, the sampling unit is a public or private structure providing education services such as school establishment at the base. This unit is also the observation unit. Moreover, the heads of the different administrative offices through which resources pass through were interviewed (central, regional, divisional services, etc.).

Concerning the demand, the observation unit is the household. Information was collected in central administration services under the form of secondary data or through direct interview.

The sample drawing methodology of PETS II has built on the past experiences of both 2007's ECAM III and 2003/2004's PETS I. It was a representative stratified national survey consisting of one- or two-stage drawing system depending on the type of the units targeted.

The distribution of the theoretical sample by unit type gives 1,642 households and 330 decentralized State services involved in the public expenditure circuit or in the supervision of establishments providing education services. Furthermore, there were overall 1,038 schools, among which 626 primary schools, 320 general secondary education schools establishments and 92 technical secondary education schools establishments.

## **2. ORGANISATION AND FUNCTIONING OF THE CAMEROONIAN EDUCATION SYSTEM**

### **2.1 Development Context of the Cameroonian education system**

According to the results of the 3<sup>rd</sup> Cameroonian Household's survey, Cameroon has 19,406,100 inhabitants. This population is characterised by its extreme youth in its first component – one Cameroonian out of two is less than 18 and the less-than-15 represents 43.6% of total population. This structure of Cameroonian population augurs a potential higher education demand.

The education sector's strategy, which derives from the Employment and Growth Strategy Paper (EGSP) implemented by the Cameroonian Government, puts a particular accent on training and human development in order to provide every citizen with necessary capabilities for building an emergent economy by 2035.

### **2.2 Overall situation of the Cameroonian education system**

During the school year 2008/2009 (fiscal year 2009), the State allocated, only for the education sector, nearly 15.5% of its total budget, that is to say, an amount of 357.609 billions of CFA francs, an increases of almost 1.4% compared to the school year 2007/2008 (fiscal year 2008).

The MDG national report progress (MDGs) points out that between 2001 and 2007, the net primary schooling rate has slightly increased to 0.3 point. The number of illiterates hasn't changed in six years – the illiteracy rate of people aged between 15 and 24 has increased to just 0.8 points, passing from 82.3% to 83.1% over the period (2001-2007).

Regarding the promotion of gender equality and the empowerment of women, recent studies show that the situation of women has clearly improved, especially in primary education where relation between girl and boy has passed from 0.83 to 0.89 between 2001 and 2007. Furthermore, in secondary education, the gender equality index decreased from 0.93 to 0.86 over the same period.

### **2.3 Effective demand and supply of education services**

During the school year 2008-2009, the actual demand of primary education is 3,350,662 of which, 46% of male sex. In secondary education, the number of students was 1,013,667, of which 47% of girls.

Concerning education services offer, at the same level, the number of teachers in the public sector is 49,043, 43% of which 43% of women. Moreover, the number of establishments is 31,856, of which 30% of private schools. Besides, there are 69,804 classrooms, of which 32,52% belong to private establishments.

### **2.4 Organisation of the Cameroonian education system**

There are four ministries are in charge of education in Cameroon. There are:

- ✓ The Ministry of Basic Education (MINEDUB), which is in charge of nursery , primary education as well teacher's training colleges (ENIEG);

- ✓ Ministry of Secondary Education (MINESEC), which is in charge of general and technical secondary education and technical teacher's training colleges (ENIET);
- ✓ Ministry of Employment and Vocational Training (MINEFOP), which is in charge of post-primary education and vocational training;
- ✓ Ministry of Higher Education (MINESUP), which is in charge of post-secondary and higher education.

Only MINEDUB and MINESEC are part of PETS II study scope.

The formal Cameroonian education system is made up of two sub-systems: the sub - Francophone and the sub - Anglophone system. Each sub-system comprises five levels of education: nursery, primary, post-primary, secondary educations and teachers' training colleges. Higher education on its side is common to the two sub-systems.

Within each sub-system, there are both public and private educations. Private education is made up of lay private and confessional private of which (Catholic, Protestant and Islamic).

### 3. DESCRIPTION OF PUBLIC EXPENDITURE CIRCUIT

The public expenditures refer to all the expenses realised by the State and its representations. They are primarily financed by public income (taxes, social contributions and other related contributions). After the budget preparation by competent authorities, expenditure is made in different administrations following a regulation (presidential circular on budget execution) and well determined rubrics.

The budget preparation in Cameroon is operated according to the new financial regime provided by law N°2007/006 of December 26, 2007. This new regime, which strengthens the power of managers, highlights the principle of their responsibilities characterised by the impartiality, the production of an administrative account and a patrimonial and analytic account. It prescribes the programme approach in the budget preparation (budget must henceforth be presented in the form of a programme and project).

In 2008, year of the 2009 budget preparation, one notice that this activity, placed under the coordination of the ministry's Secretary General, has no organisation standard; the only reference is the presidential circular on the State budget preparation.

In 2009, for the 2010 budget preparation, the innovation is the reactivation of the PPBS (Planning-Programming-Budgeting-Follow-up/evaluation) which implements the effective technical operational structures.

The budget preparation in Cameroon steps 08 main phases of equal importance from one to another. I) the Macro-economic and budgetary framework, ii) the elaboration of ministerial MTEF (middle-term expenditure framework), iii) budgetary pre-conferences, iv) budgetary framework, v) budget conferences, vi) final arbitrages, vii) Finance Act project and viii) the adoption, validation and promulgation of the budget.

#### 3.1 The budget execution

The State budget execution begins with the signing of the Minister of Finance's circular-letter mentioning the instructions related to the execution and control of State budget and subsidised organisms. Next, there is the launch, both at the central and regional levels, of a campaign of explanation of the context, stakes and innovations for the new fiscal year. Then, there is the forwarding of authorisation of expenditures (Cartons) and other documents (projects log book, order form notebook, engagement form notebook, etc.). This phase is accompanied by the loading of budget into the computers of finance controllers.

The execution of the state budget starts by the signing of a circular letter of MINFI instructing the execution and control of the state budget and organisations to allow subventions. After this, there is a launching at the central level and in regions of an explanation campaign on the context, innovations and important point of the new budgetary year. After the launching of the budget follows immediately the transmission of the authorisation of expenditures (cartons) in regions as well as other data

carriers (Projects log book, order forms slips, engagements order booklets, etc.) This step is accompanied by the data storing in financial controller computers.

The execution procedure of the public expenditure comprises four steps, among which three are the competent of the credit manager (engagement, liquidation and payment order) and one from the accountant (payment). The engagement procedure is different from one level to another. It can be accelerated for emergency cases or it can follow the normal issue.

### **3.2 The different interveners in the expenditure circuit**

In terms of budgetary income produced by administrations and fiscal administration officials, there are two categories of credit managers: the main one (the minister in charge of finance) and credit manager's delegates (ministers and assimilated).

Regarding public expenditure, there are three categories of credit managers:: (i) the main credit managers, who are ministers and assimilated (for instance, Managing Directors and directors of administrative public establishments for example) and the presidents of constitutional organs (National Assembly, Senate, etc.), (ii) the subsidiary credit managers who are the officials of decentralised State services receiving the authorisation of expenditures from the main credit managers (for example, regional and divisional delegates, etc.) and (iii) the credit managers delegates designated by the main or subsidiary credit managers for well-specified matters (for instance, heads of establishments).

Other interveners help the three aforementioned categories of credit managers in public contracts execution: (i) public contracts commissions, (ii) the financial controller, (iii) MINEPAT services, (iv) the Directorate General of Budget of MINFI, (v) the agent in charge of store accounting, (vi) contractors delegates (vii) other interveners such as supervision engineers (from, MINTP, MINDUH, MINFI or MINDAF depending on the case), services of the Directorate General of Treasury (Paymaster, finance collector, tax collectors) and services provider .

## **4. TRACEABILITY OF PUBLIC EXPENDITURE**

The traceability of public expenditure follows the line of the public funds and material resources from government and other donors through the administrative hierarchy until the school credit managers. In addition to information about budget preparation, an interest is put on the availability of information on the expenditure circuit and the State subvention allocated to private schools, the budget execution rate and the management of the minimum package.

### **4.1 Conceptual model for the follow-up of public expenditure traceability**

In order to well analyse the traceability of budgetary resources destined to or (passing through )these structures, it is necessary to dispose of complete and reliable information about the expenditure circuit as well as the allocations provided in the finance act and the one actually received by the different interveners. The proposed conceptual scheme constitutes the base of the sections related to the budgetary circuit in the questionnaires destined to decentralized state services and schools establishments. It presents at the top the budgetary preparation and at the bottom the utilisation of resources received. Specific indicators, collected at each step, enable to better appreciate the information relating to the question targeted.

### **4.2 Budgetary allocation and prior information of credit managers**

The law N°2008/012 of 29 December 2008 about the Finance act of the Republic of Cameroon sets the budget allocation of MINEDUB to 147.3 billion and that of MINESEC to 168.2 billion CFA F. In 2005, these allocations were comprised between 95.8 billion and 140.8 billion<sup>1</sup>. When one considers the evolution of the budget these ministries, one notices an increase from 236.6 billion in 2005 to 375.6 billion in 2010.

<sup>1</sup> 2005 was the year of creation of MINESEC and MINEDUB.



In 2009, the feeling of involvement of credit managers seems to be greater as they approach the centre of decision. Indeed, one passes from 63% of official at the delegation level who declare to have been associated to the preparation of their budget to 30% and 26% in Sub-divisional inspectorates and primary schools respectively. In contrary, in secondary education, most principals declare to be more involved in the preparation of their budget than their hierarchical bosses of divisional and regional levels.

Regarding the officials interviewed, there are three main situations which enable to affirm that they have been associated to budget preparation: (i) the compilation of the results of the school counsel meetings, (ii) the technical support of central services during elaboration of budget and (iii) the expression/consideration of the state of needs which they are often required to provide.

With a participation rate of 50% and 70% (MINESEC and MINEDUB respectively) with regard to budget preparation in regional delegations, one can notice that the officials interviewed do not master the budget preparation chain as from the moment they furnish the state of their prioritised needs to central services within the framework of the respect of the calendar of “periodical documents”. Anyway, the governmental guidelines in term of budget preparation request to take into account the aspirations of the populations at 60%, the ministerial orientation covering the remaining 40%.

The proportion of officials informed before the arrival of their resources on operating budget is more important than the investment budget. Regarding the operating budget, the percentage of officials informed of budget before the arrival of resources evolves with the structure’s level: overall, one notices a proportion of officials informed in decentralized services to 23% and 16% for primary and secondary schools respectively. This is valid for the investment budget, but not in the same proportions.

### **4.3 Traceability in the management of public resources in 2008/2009**

#### **Availability of the budgetary information**

At the level of the Ministry of Secondary Education and as the information about the utilisation of budget allocation is concerned, it is noticeable that 94% of principals have an available information about the utilisation of the budget allocation against only 58% for the investment budget. Furthermore, 98% of principals are aware of the registration of their operating budget in the Finance act against 36% for the investment budget. Finally, while 92% of them are both aware of the registration of their operating budget in the Finance act and are able to specify their utilisation, only 21% are capable thereof when it is the case of the investment budget.

For regional and divisional delegations of secondary education, almost 90% of officials have provided information about the operating budget available in the Finance act with details in its utilisation. Though all have an investment budgetary allocation inscribed in the Projects log book, only 50% and 22% have provided details on the nature of the utilisation respectively (respectively on the registration and the utilisation).

Except the regional delegations of basic education, which have complete information about the two types of budget, one notices that, for all structures, information is more available for the operating budget than for the investment one.

#### **Management of budgetary resources**

During the survey, it was recorded that some structures have not received cash resources during the school year 2008/2009 that is to say in the forms of the authorisation of expenditure or advance payments. At the level of the intermediary decentralized services, nearly 2% declared to have received nothing – it is the case of a structure type that the hierarchical who was acted as an interim official during a certain period did not want to leave the post to the benefit of the newly appointed official. The proportion is 1% for secondary and 15% for primary schools. However, among the schools which have not received any allocation, there are some to whom the budget allocation have wrongly been transferred to an accounting office situated out of the belonging administrative unit and some other



which do not exist on the listing prepared by the technical services in charge of the budget preparation of the ministries concerned.

In secondary schools, nearly 7% of the authorisations of expenditure for operating budget have been collected by persons other than principals. This proportion is higher (9%) in urban areas than in rural ones (5%). Concerning the investment budget, around 39% of the authorisations of expenditures have not been withdrawn by principals. Among these, 8% have been collected by administrative authorities while only 1% has been collected by elites or regional delegates of secondary education respectively. One does not know exactly the one who collected the 29%.

Regarding secondary education, almost 17% of principals judge that the amount of bonuses paid is not in accordance with the regulation in force. This gap of non-conformity of bonuses paid in accordance with the regulation in force is more accentuated in rural areas (21%) than in urban ones (15%).

### **Budget execution management**

The execution delay corresponds to the time frame between the withdrawal of the authorisation of expenditures and their execution. If the delay is as short, this would contribute to make the expenditure circuit more efficient. In secondary schools, the withdrawal of the second term carton happens more often at the end of September corresponding to the beginning of the school year, which is 2.7 months after the start of the said semester. In contrary, this delay less important for the second semester because these managers collect it mostly at the end of February; that is 2 months after the beginning of this semester. After the withdrawal of these cartons, the managers have four to execute them and the delay is relatively longer when it is the case of the highest amount. Contrary to the operating budget, the delay between the withdrawal and execution as well as the execution of the highest amount for the investment budget has increased up to 3 weeks.

In decentralized education services, the delay between the beginning of the first semester and the withdrawal of the authorisation of expenditures is approximately 1.5 and 2.5 months for the second semester. The execution of the highest amount occurs after 2.2 months after for the first semester while it is executed one month before; that is to say 1.2 month for the second semester after the withdrawal. Concerning the investment budget of these structures, the execution delay is less important (1.6 months) than that of the operating budget whereas the execution of the highest amount occurs nearly 4 months after the withdrawal of cartons.

The attribution of more than 3 contracts out of 4 by the public contracts commission whatsoever for secondary schools or intermediary decentralized services occurs after more than 28 days. Less than 12% of contracts are attributed within less than 13 days for secondary schools against less than 6% for intermediary decentralized services for the same period.

### **Budget execution rates**

School establishments realise on average a rate of 92%; That is to say 91% for operating budget and 95% for investment budget. The budget execution rate of decentralized services is around 92% budget.

School establishments of the Littoral and Centre regions have executed the entire budget allocated to them. The execution rate of the investment budget of school establishments is lower as the operating budget is concerned .It is nearly the contrary as the decentralized state services are concerned.

### **Losses of resources recorded in the expenditure circuit**

The evaluation of the amount of losses in the expenditure circuit in light of questionnaires has not produced reliable results. Indeed, despite the explanations of the data collection team, several interviewees found difficult to answer the questions. This attitude is comprehensible we know that after the launching of the survey, the so-called "Operation Epervier" made new victims. However, this coincidence has certainly created confusion in the spirit of certain officials. However, interviews with actors of the education sectors have enabled to estimate at only 40% the percentage of resources used for the actual needs of schools. Thus, the average gap between the amount inscribed on the Finance act and the one used to realise the activities is evaluated at 60%. It is therefore important to specify that

this gap comprises 20% of taxes (VTA and taxes on income), these taxes are immediately deducted by public services. Finally, losses amounts (nearly 40%) enable to take charge of officials intervening in the chain according to the case: hierarchy, administrative authorities, finance controllers, store accountants, members of the public contracts attribution commission, officials and personnel of the structure itself.

This estimation of losses, which has been made possible for the operating budget, was very difficult to realised for the investment budget while managed by central services (central services) or local management (governors and divisional officers) offices.

Generally, finance controllers are responsible for the highest losses in the expenditure circuit notably on the budgetary lines concerning : purchase of office stationery or small materials” (33%), “purchase of current material, computer or electronic office stationeries” (54%), “maintenance or reparation of vehicles” (47%) and “purchase of other usual materials” (41%)) and services of the structure on the line “daily indemnities of missions within the country” (13%) and “seminars, training and internships” (3%).

Furthermore, public contracts commissions are responsible for almost 47% of losses of resources in decentralized services on the line “purchase of fuel and vehicles lubricants”. Regarding secondary schools, their own services are responsible for the major losses of resources with a minimum of 8% on all the lines except “indemnities of missions within the country” which is subject to take charge of the hierarchy and administrative authorities.

### **Appreciation of the functioning of public contracts commissions**

In general, at least one principal out of two is satisfied with the functioning of the public contracts commission and 62% are satisfied with the public contracts attributed. The satisfaction is more foreseeable in urban than in rural areas. However, two principals out of three think that they should play a different role within public contracts commissions so as to improve their functioning.

The main reasons of the non-satisfaction mentioned by principals according to the public contracts attributed by the commission are the “lack of cash/funding”, the non-respect of the instructions of technical services and the “opacity in the attribution of public contracts”.

### **Management of private establishments’ subventions**

Private education contributes to almost 30% of the educated population. Bringing Support to this order of education is part of the development strategic axis of the partnership in the education sector. The subvention allocated by the State to private education is given to establishments that have an opening authorisation issued by the ministries in charge of education. This subvention helps to complete the salaries of the personnel authorised to teach in these establishments. In 2009, 50% of primary schools and 62% of secondary schools have received State subventions.

The subvention amounts and their distribution criteria are less known by principals. Indeed, only 9% of headmasters and 16% of principals are informed of the subvention amount. Furthermore, among the establishments which have received subventions in 2009, a very low proportion (12% of headmasters and 16% of principals) knows the distribution criteria.

The remuneration of personnel is the main use of State subventions. In primary education 97% of officials use their subventions for remunerating the personnel (secondary) education, 63% for the functioning of their services and 31% for the purchase of materials and equipment.

All the same, in secondary education, 88% of schools establishments use the subventions to pay the personnel, 44.1% for the running of services, 45.2% the purchase of materials and equipment.

### **Management of the minimum package**

The “minimum package” has been conceived to render the primary education free of charge. In 2008/2009, despite all the efforts made by the government so as the minimum package reaches its final destination, 4.5% of public primary schools throughout the country declared to not have received it of which, 5.6 % of urban against 3.4% of rural areas’

In 2008/2009, most of school officials (about 60%) have been informed of the arrival of the minimum package through administrative correspondence and 5.6% through press release. However, one headmaster out of three is still informed through an informal channel – this practice is more frequent in rural areas.

One notices that 86% of headmasters (92% in rural and 80% in urban areas) received their minimum package from the sub-divisional inspectorate in 2008/2009. ENIEG distribute in general 8% of the minimum package and are present in 15% in urban and 2% in rural areas respectively.

In order to facilitate the forwarding of the minimum package from their collection areas up to schools establishments, the Government grants financial resources to headmasters as transport fees. These resources are mostly (87.2%) lower than 5,000 CFA F and seem to vary depending from one area to another according to the distance to be covered. Overall, 84.5% of headmasters are conscious that these resources are insufficient especially in rural areas.

The average delay between the start of the school year and the notification of the availability of the minimum package to headmasters is 4.5 months and varies according to the schools area of establishment. Indeed, this delay is longer in rural areas, probably due to the worse transport commodities that seem to be good in urban areas.

Headmasters have declared having faced a certain number of difficulties in order to access their minimum packages. These difficulties vary according to the school area of establishment. The most important are linked to transport difficulties, late arrival, quality or quantity.

Transport Issues and enslavement are the main difficulties in rural areas and represent nearly 34% of all the difficulties faced while in urban areas, it is “the late arrival and the incomplete nature of the minimum package”. Although marginal, insecurity and “corruption” also constitute an important hindrance to the collection of minimum packages.

#### **4.4 Main difficulties faced in budgetary execution in 2008/2009**

In decentralized services, the main difficulties faced in the execution of the operating budget are: the “insufficiency/weakness of allocated credits”, the “lack of cash”, the “delay in the reception of cartons”, the “delay at the engagements level”. Among the seven main reasons are: losses of resources at all level and the “high taxes”. The same difficulties are encountered for the investment budget execution.

Overall, in secondary schools, one was more interested in the 10 main difficulties (the most cited) faced in the execution of the operating budget. Nine of these difficulties are observed both in urban and rural areas. Two main difficulties emerge in each of both area of establishments, that is “the delay in the reception of the authorisations of expenditures” and the “insufficiency/weakness of allocated credits”. In both areas of establishments, 58% of principals have experienced a delay in the reception of the authorisations of expenditure. Concerning the insufficiency of credit, 28% of officials in urban and 31% in rural areas have mentioned that problem.

The execution of the investment budget in secondary schools encountered according to principals seven main difficulties among which the most frequent are “insufficiency/weakness of allocated credits”, the “delay in the reception of cartons”, the “delay in engagements” and the high taxes (see the tables in annex 1).

## **5 CHARACTERISTICS OF THE SUPPLY OF SERVICES**

### **5.1 Primary education**

#### **Basic infrastructures and commodities**

The school system offers at the primary level less seats compared to actual demand. Indeed, for 60 students, the school system offers only 50 seats. An analysis by regions shows that students are well seated in the schools in Douala, Littoral and South-West. On the contrary, the situation is alarming in the northern part of the country where there are at least 3 students for 2 seats.

The study shows that 45.8% of schools possess an administrative block, 16.4% a library, 5% a school canteen and only 2.5% a functional computer for students. Furthermore, the schools with those commodities are mostly located in urban areas. Compared to 2004, one notices some progress concerning libraries (+5.7 points) and administrative blocks (+4.4 points).

Generally, one notices a little improvement of primary schools in electricity supply between 2004 and 2010. Indeed, the number of schools of the education system that do not possess any electricity supply source has decreased from 76.0% in 2004 to 64% in 2010. Despite the Government efforts to improve the electricity access, rural areas are mostly concerned with 90% of their schools with no electricity access. In urban areas, the main means of electricity access is the connection to the AES SONEL network (56.2% of schools) whereas in rural areas, there are also electricity generators that often solve this problem of electricity supply. The utilisation of solar energy, still embryonic (0.3%), essentially remains an urban phenomenon and is mostly used in the North-West and South regions.

If CAMWATER is the main water supply of schools in urban areas, schools of rural areas' essentially have water from equipped wells, streams and rivers/lakes/. Besides, it is important to note that 31.8% of primary schools especially in rural areas have no access to drinking water sources,

Overall, a school out of ten on average possesses a fixed telephone line. This proportion is the same for schools' mobile lines. Several schools that possess a telephone lines are from the private sector.

As the security is concerned, the majority (66%) of schools have no fence and is mainly established in rural areas where more than 9 out of 10 schools are not secured. However, between 2004 and 2010, one notices a net improvement of the proportion of schools that possess a fence in breezeblock (16.0% in 2004 against 26.3% in 2010). For these reasons, private schools are more secured than public ones.

Overall, the proportion of schools that possess flushing toilets has almost doubled between 2004 and 2010 (increasing from 8.7% in 2004 to 16.0% in 2010). The situation in rural areas remains critical (only 2.4% of schools dispose of a flushing toilet).

**School insurance, small pharmacy of emergency, Expanded Vaccination Programme (PEV) and HIV/AIDS Programme in primary schools**

Overall, 9 students out of 10 in primary schools are insured. In private (public) schools, the students' the insurance policy is subscribed the Government for the students from public schools or by principals for those of private schools.

As for the pharmacy of emergency, 3 out of 4 primary schools possess it. It is a health kit available in public and private schools for first care.

Concerning the PEV, 3 school officials out of 4 (that is 75%) acknowledge to have received PEV teams within the framework of a vaccination campaign during the school year 2008/2009 –one notices a slight difference in urban 87.6% against 64.1% in rural areas,

**Human resources**

The average number of personnel by school in Cameroon is 9, that is to say 8 permanent workers and 1 temporary worker. Among the permanent personnel, 2 are at the same time teacher and also care for the administration, only 1 works in administration and 6 are essentially teaching “chalk in hands”. Furthermore, the permanent personnel number is greater in the cities of Douala and Yaoundé (respectively 15 and 12) than elsewhere. In addition, schools of urban areas have more teachers than in rural areas' (11 against 5).

Overall, 2 out of 3 primary school officials declare that the personnel number remains insufficient. This proportion is higher in rural areas. When we take into account the education order, one notices that it is mainly the officials of public schools (73.1%) who declare that the number of their teaching personnel is insufficient.

Concerning the qualification of teachers, nearly one out of ten officials is unsatisfied with the quality of his staff and it is in rural areas where most unsatisfied officials are found, independently of the order of education (private or public).

## **Supervision and inspection**

In order to improve the education services supply, primary schools are often subject to the supervision and control of sub-divisional inspectors to diminish the absenteeism and improve the quality of education. Nine primary school officials out of ten declare to know the inspection criteria – the proportion of such officials is greater in rural areas (90.4%) than in urban ones (88.5%). On average, a primary school was inspected 4 times in 2008/2009, that is to say 3 times in rural and 4 times in urban areas.

Concerning the appreciation of pedagogic visits received during the school year, the quasi-totality of primary school officials acknowledges their utility.

## **5.2 Secondary education**

### **Basic infrastructure and commodities**

For the whole secondary education, 4.4% of schools are made up with temporary materials. At the time of ICT (Information and Communication Technologies), 24% of secondary schools do not have functioning computers at the disposal of students – according to the area of establishment, this situation is mostly visible in urban 13% than in rural areas 53%.

Regarding functional workshops, only technical school officials have been interviewed and it has been observed that more than half of them (57.2%) do not have any. More than half of general education schools do not dispose of functional laboratories of which 79.6% in rural areas.

Furthermore, the percentage of establishments possessing a library has increased since 2004, passing from 48.1% in 2004 to 65% in 2010. It is also noticed that 2 secondary schools out of 5 do not possess desks for teachers.

However, the proportion of establishments that possess boarding schools has almost stabilised since 2004 (13.1%).

4 secondary schools out of 5 are connected to AES-SONEL electricity meter, especially in urban areas (91.2%). This situation has clearly increased by almost 20 points since 2004. In order to complete the deficit in the supply of electricity by AES SONEL, several establishments (36.9%) situated in rural areas use solar panels.

Among water supply sources used by secondary schools, the water supply by CAMWATER is more important (65.8% in 2009/2010 against 57% in 2003/2004). In rural areas, 7 establishments out of 10 have no access to CAMWATER supply. Other water sources are used such as: equipped wells (7%), streams 14.6%, and rivers/lakes/streams (2.3%). These other water sources are mostly used in rural than in urban areas.

Fixed and mobile telephone lines are more and more present in secondary schools. More than half of school establishments dispose of a fixed phone line while 2 establishments out of 5 have a mobile phone line at the service of students.

Generally, 95.6% of establishments dispose of conventional toilets. However, only 56% are equipped with flushing toilets. This percentage has positively increased since 2004 where two establishments out of five disposed of flushing toilets. In rural areas, the percentage of secondary education establishments equipped with non-conventional toilets remains high.

### **Infirmiry of emergency, Expanded Vaccination Programme (PEV), Students' insurance and HIV/AIDS programme**

During the 2008/2009 school year, most secondary schools have subscribed to an insurance policy for all the students but there is almost one establishment out of ten in the East region whose students are not insured. Three establishments out of five are equipped with a pharmacy of emergency and such establishments are in urban areas.



During the same year, almost two establishments out of five have not benefited from the Expanded Vaccination Programme (PEV). In the South region, nearly 3 schools out of 4 have not benefited from the PEV and there are many schools of this type in rural areas.

The HIV/AIDS programme follows some specific actions of which the training of school personnel on the prevention and the fight against sexually transmitted infections (STI) and HIV/AIDS, the sensitisation of the education community on HIV/AIDS and the settlement of an empowerment system of personnel living with HIV/AIDS. In 2009/2010, only 3 establishments out of 5 have been visited and those that have benefited from this visit are mostly located in rural areas.

### **Human resources**

The average personnel number per secondary school establishment in Cameroon is 59 that are 40 permanent and 19 temporary personnel. Among the permanent personnel, 7 are in the same time on duty in classrooms and in the administration, 5 work in administration and 29 are teaching.

Contrary to the other regions, such as Littoral, East, North, Far-North and Adamawa dispose of an average number of permanent personnel largely below the national average.

### **Supervision and inspection**

Almost nine school officials out of ten know the inspection criteria. This knowledge of these criteria is well shared no matter the school area of establishment. In 2008/2009, four inspection visits on average have been paid in high schools and colleges by pedagogic inspectors. More than a half of school officials find that these pedagogic visits are indispensable.

## **6 CHARACTERISTICS OF THE DEMAND OF EDUCATION SERVICES**

### **6.1 Characteristics of the school population**

The results of the survey show that public education trains 70% of the school population and the private nearly 30% of students. The availability, low cost of school fees and qualification of the teaching personnel may justify this choice. Independently of the socio-economic group of household heads, the choice of the education order by children is almost the same.

Between 2003 and 2010, one noticed an increase of around 6 points of the contribution of private school to child education. This increase is well known in the two great cities of Douala (20 points) and Yaoundé (14 points).

Despite the high cost of school fees in private schools, people prefer it rather than the public structures due to the good quality service rendered.

### **6.2 Practices related to the recruitment of students in public schools**

As in 2003, independently of the survey area, the area of establishment and the schools order of education, the recruitment of students is mainly carried out through titles/study of files (7 parents out of 10) and competitive entrance examinations (2 parents out of 10). Transfer practices, which are generally observed in public schools and due to the mobility of students' parents, remained relatively weak in general. However, compare to the PETS1 results; one notices an important decrease of such recruitment in Douala and in the West. As transfer, negotiation is less practised by parents though it is significant in Yaoundé.

More than two fifth of interviewees out of five have chosen their schools for its proximity. The second reason motivating the choice of the school is its good reputation, the discipline and the success rate. It is therefore important to notice that in some zones, parents have no choice and are sometimes obliged to register their students in the establishments available. This is mostly the case of rural areas.

In general, one student out of two attends a neighbouring public school. Nearly a quarter of students of Yaoundé and Douala attend the nearest public schools. This proportion is higher elsewhere and varies

from 45.3% in the South-West to 64.4% in the Littoral. Furthermore, the proportion of students attending the nearest public school is higher in rural areas.

Overall, due to the reputation acquired by some schools, one parent of two privileges the child stability in the choice of the school. In contrary, instability is much more pronounced in Douala and Yaoundé where just 25% of parents keep their children in the same establishment. Indeed, parents in both cities think that the distances between their households and the nearest public schools are too long.

In general, the average annual expenditure of households for the education of their children is 75,000 CFA F. The households of urban areas spend twice for the education of their children than in rural areas. Concerning urban households, those of the Centre region (except Yaoundé) realise on average the highest expenditure (180,000 CFA F) while those of the Far-North realise the lowest (33,000 CFA F).

### 6.3 Appreciation of the quality of the education services provided

It results from the study that 69% of parents think that it is particularly in private schools that students are well seated. This proportion is 61% for public schools against 88% for private.

As for the school building, around 50% of the parents who send their children in public establishments find that they are in good state. This opinion is more important in private establishments (66%). Regarding area of residence, 58% of parents estimate that the schools of their children are in good state against 48% rural areas.

As such, the hygiene and sanitation conditions are satisfactory in private schools 87% than in public 69%.

More than 7 parents interviewed out of 10 have declared that the schools attended by their children do not have libraries, laboratories or workshops. The difference between rural and urban areas is more important and in favour of urban areas. According to parents' statements, 72% of rural areas' establishments have no library.

Concerning workshops, it is similar for libraries and laboratories. Independently of the two area of establishment, public schools are less equipped than private.

Despite the fact that these commodities are absent in the establishments attended by the children of the households interviewed, one can notice with satisfaction that that several schools are equipped.

### 6.4 Evaluation of the recipient's level of satisfaction of education services

With the help of an indicator of satisfaction constructed with the appreciation variables, it results that most beneficiaries of education services are overall unsatisfied. Indeed, the population of beneficiaries is made up of 41% of those who are unsatisfied with education services, and of 39% of those who are neither satisfied nor unsatisfied and at 20% of those who are satisfied.

Regional disparities are observed: it is in the East region that the highest proportion 48.7% of unsatisfied beneficiaries is observed – on the other hand, it is in the South-West region that the highest proportion 24.8% of satisfied beneficiaries is observed. Except the Northern region 34.7%, the other northern regions are unsatisfied at the highest level.

According to the order of education, it is noticed that the beneficiaries attending public establishments are the most unsatisfied with the education services received – indeed, 48% of the beneficiaries of this order of education are unsatisfied. In private education, catholic schools bring more satisfaction to beneficiaries.

In accordance with the household standard of living to which they belong, beneficiaries from poor backgrounds are more unsatisfied 45% against those from non-poor households 40%. Moreover, rural areas' beneficiaries are more unsatisfied than urban areas' (45% as against 40%).

It results that the more the beneficiary has a high instruction level, the more his level of satisfaction increases. The less educated are henceforth the less satisfied with the education services received.

## **7 ANALYSIS OF THE EFFICIENCY OF THE UTILISATION OF THE RESOURCES ALLOCATED TO THE CAMEROONIAN EDUCATION SYSTEM**

One can go beyond the problems noticed by interviewees by taking into account the problems identified on the basis of other secondary sources, observations and relevant problems noticed by the experts of the technical team.

### **7.1 An affirmed intention to prioritise the education sector**

The intention of the Cameroonian authorities to make education accessible to all has led to the promulgation of the law about free primary education since the school year 2000/2001. As a reminder, the Cameroonian Government has subscribed to the international initiatives for these matters, notably the Fast Track initiative aiming to support a certain number of developing countries in their engagement to attain primary education for all and the Millennium Development Goals (MDGs). In order to support these initiatives, the State has allocated every year since 2004, more than 12% of its budget for the functioning of the education sector.

Even if the 20% provided by the Fast Track initiative is not yet reached, the evolution of this ratio enables to notice that the Government is increasingly prioritising education.

Great efforts are made at the level of the training of human resources. At the primary education level, many private teaching colleges (ENIEG) are more and more created for training more teachers. Many graduates are out every year and ready to work in public or private schools. The Government has made many efforts in order to resorb the lack of teachers, especially in the priority education areas. Almost 37,200 teachers were under contract since 2007 in conformity with the five-year programme collectively planned by Cameroon and its technical and financial partners for development, among which the World Bank and France.

Concerning the training of secondary school teachers, besides the Higher Teacher Training School of Yaoundé, its annexe of Bambili in the North-West region of the country and the Higher technical Teacher's Training School (Ecole Normale Supérieure de l'Enseignement Technique) of Douala, a new Higher Teacher Training School is operating in Maroua (Far-North) since the academic year 2009/2010. The decision to ameliorate the supply of qualified teachers comes as a response to a major preoccupation to insure good quality training to students. Contrary to primary school teachers, the students-teachers trained to teach in secondary schools are all recruited into the civil service and, like the other civil servants and contract workers benefit from work conditions in accordance with to their grade and indices.

The teachers of high schools and colleges (PLEG) are recruited into the civil service respectively in the categories A1, 1<sup>st</sup> class, 2<sup>nd</sup> grade, index 430 and A2, 1<sup>st</sup> class, 2<sup>nd</sup> grade, index 465 depending on the degree obtained to enter the school.

The government support in the supply of school infrastructures has enabled to increase the number of students in school establishments. One estimates the number of primary schools created between 2004 and 2009 is 326 on average annually. The creation of a new university, the opening of new fields of technical training notably in the ICT, the new reforms engaged in higher education through the LMD systems (Licence-Master-Doctorate) are some initiatives to be put on the behalf of the Cameroonian Government. It is important to notice that the impact of certain measures such as the construction of schools may hinder issues emanating from other transversal sectors such as public works.

### **7.2 Threat from other sectors**

The impact of the actions carried out within the framework of the education policy seems to be impeded on the ground by other sectors.

The objective of the universality of primary education cannot be achieved if schools are not sufficiently close to students. The observation reveals that there are many regions where the remoteness of schools still constitute a real hindrance to the schooling of the youngest populations, in certain localities (the North-West), children attend school for the first time at the age of 7-8 years old (while the official age is 6 years old).



Concerning teachers, besides remoteness, the inaccessibility to other social services is the cause of the lack of assiduity and punctuality of teachers in the countryside. Moreover, the teachers newly recruited into the civil service who have mostly been trained in towns, find difficult to adapt themselves to an environment where there is no internet, no phone network, where the habitat is not decent, where there is shortage of drinking water and electricity, where their children cannot attend schools equipped with ICT, etc.

The dependence of the education sector vis-à-vis other sectors is then obvious and the necessity to use a holistic and integrated approach, such as the one proposed by the initiative "Programme Village du Millénaire" ("Programme Village of the Millennium"), appears as a long-term solution. If allowance is not made for the socio-economic environment, some newly-constructed schools will soon be closed due to the lack of teachers and students.

### **7.3 Issues related to the Efficiency of the minimum package policy and the insurance of students in primary schools**

In the policy of free education in public primary schools, the role of the minimum package is essential. Overall, the management of this minimum package appears to be satisfactory, as it was the case during PETS 1. The distribution circuit is more or less respected, the quasi-totality of the directors interviewed acknowledges to have received the minimum package and information seems to circulate well between the different interveners. However, some imperfections remain.

The first aim is about the conveying of the minimum package which is left under the responsibility of school officials at the last level of distribution. The quasi-totality of the headmaster interviewed claims to have received no transport fees. The survey reveals that this minimum package is essentially composed of chalk and pens. If there are discrepancies between the declarations of Sub-divisional inspectors of basic education (IAEB) and those of school directors, all of them are unanimous about the fact that the didactic material is not always of good quality. Furthermore, the late arrival of this minimum package, together with the aforementioned issues, may raise questions about its relevance. With the transfer of the management of the minimum package to local councils in 2010, it is expected that its management be facilitated and improved.

Regarding the insurance of primary school students, the Government have prepared in the budget of primary schools a subscription of an insurance policy in order to facilitate their taking charge in case of accidents.

Unfortunately, headmasters who are always in contact with students are not convinced by the pertinence of this insurance because most of them do not master the procedure in case of accident.

Therefore, one would understand if this insurance is managed at the central level of education, especially as incidents are not numerous in schools. Headmasters wish to receive each year insurance policies or contract so as to be able to master the possible interventions when accidents happen.

### **7.4 Optimisation and modernisation of the information system for the reinforcement of the traceability of public expenditure**

Since 2004, efforts have been made for ameliorating the circulation of information, notably the diffusion of the projects log book until at the level of villages and in the newspaper on the one hand, and the publication and execution of budget in the newspaper on the other hand. However, many problems remain in the information system at the level of decentralized state services, whether at the level of education structures or at the level of the structures in charge of the issues related to the State budget.

PETS II shows that this archiving, when it exists, depends mostly on the capabilities and the organisation of the official in charge.

One solution may be to extend, at the regional and local levels, the diffusion of resources and expenditure which has already begun at the level of central offices. For this purpose, a competent authority could sign a text reinforcing the publication of the resources received at the beginning of the semester (including PTA resources) and the publication of the utilisation of these resources at the end

of the semester. Such an exercise, which can be realised with the help of standard tools, would cultivate the habit of making available at every moment the information about the management of public finances. Consequently, this could contribute to public awareness of the citizen. It would also enable to obtain indicators of better quality during next PETS surveys to improve the quality of indicators to be produce.

This exercise could be facilitated with the computerisation of management procedures, seems as an efficient mean at the regional level.

## 7.5 The allocation of credits and the household heads level of satisfaction

The Government granted great importance to education as a priority sector, at least for the two ministries that fall within the scope of the study.

However, if it is true that government actions should take into account the different engagements subscribed at national and international levels, there is a juridical gap in terms of the allocation of financial resources between the ministries in charge of this sector for the implementation of relevant activities. Today, the allocation of budget resources is carried out on the basis of a certain number of governmental strategies, notably the Employment and Growth Strategy Paper (DSCE), the sectorial strategies of education and the MTEF (Middle-term expenditure framework). However, this allocation does not consider the norms prescribed by some initiatives to which Cameroon has subscribed such as the 20/20, Fast Track, PPTE and IADM initiatives).

On the technical plan, the computerized application termed SIPBUD (Integrated system for budget preparation) conceived for serving as instrument of objective budget allocation, and which was used at the former Ministry of National Education, has been experienced at MINESEC. At MINEDUB, the data utilised by SIPBUD come from either the school map or headmasters– however, they are biased owing to the personal motivations of the principals who provide them at the base. Moreover, the pressure of politics, opinion leaders and other elites weaken the efficiency of the results to be generated by SIPBUD.

Furthermore, like in all the other ministries, the organisation charts of MINEDUB and MINESEC are not sufficiently explicit about the roles and the complementarities of the different interveners of the PPBS chain. The fact that the structure in charge of budget preparation is also the one in charge of the follow-up of budget execution is also at the origin of obvious conflicts of competence/interest which favour opacity in budget matters.

The equality is worse seen. The distribution of teachers throughout the national territory is equitable. The Far-North region positions itself as the most underprivileged – indeed, for primary school, the number of primary school teacher on duty is the lowest compared to students registered. The Littoral region (excluding the city of Douala), North-West, North and East are also among the most handicapped according to the number of teachers.

## 7.6 Main problems mentioned by interviewees or noted by the survey experts

The problems mentioned by interviewees or noted by the survey experts can be summed up as follows:

### In the expenditure circuit

- Weak implication of managers at the base during budget preparation;
- Insufficient diffusion of the financial reports produced to management committees or the hierarchy;
- Insufficient quality of the information at the base of budget elaboration;
- Insufficiency of the subventions awarded to private establishments;
- Difficulties in recovering school fees;
- Weak consideration of the requirements of technical education in budget allocation;
- Insufficiency of cash for practical works;

- Non-diffusion of the information related to budget;
- Late arrival of subventions to private schools;
- Unavailability of standard tools for accounting.

### **On the beneficiaries level of satisfaction of**

- Inefficiency of the recruitment, evaluation and orientation system;
- Insufficiency of teachers;
- Insufficiency of qualified teachers;
- Payment of non-statutory fees during registration;
- Insufficiency of seats, obliging students to seat on the ground;
- Development of corruption and embezzlement in school establishments.

## **CONCLUSION AND RECOMMENDATIONS**

In spite of all the efforts made by the Government and its partners for development, governance in the education sector has not improved very much. PETS2 has enabled to identify some sources of inefficiency in the traceability of public expenditure. It results that one of the most important is the absence/insufficiency of the diffusion of information – on the one hand, the information system is not organised and public finance archives are not stored and, on the other hand, there is no existing regulation obliging the different interveners to vehicle information. At the level of decentralized state services, the survey has revealed that the resources losses occur at two levels: at the level of finance controllers and at the level of administrative authorities.

In order to define a matrix of actions for resorbing the difficulties encountered in the development of education and render the implementation of the education sector strategy more efficient, the following recommendations must be considered:

### **For the improvement of governance and the quality of budget information**

- Conceive standard tools which for budget utilisation and render their use compulsory by legal texts of a competent authority;
- Elaborate a compulsory regulation at every level of the information about the utilisation of public resources;
- Create in the short-term, computerising the management procedures and production of the information about the State budget for all the decentralized state services at the regional level;
- Creating, in the middle-term, an integrated system of budget information in the education sector. It will help to have an efficient and coherent management of budgetary data and the permanent updating of information about the education system ,important element of definition, implementation and evaluation of policies;
- Extend "budget tracking" surveys to other sectors in order to insure a synergy of actions.

### **For the satisfaction of the education services' beneficiaries**

- Reinforcing the system of inspections of schools;
- Pursue the recruit teachers and reinforcing capacities ( continued training) ;
- Rationalize the transfer of teachers and create financial allowances for those transferred in remote localities so as to increase the number of teachers in such regions.

## CHAPTER 1: PRESENTATION OF THE STUDY

### 1.1 Background of the study

A survey on the public expenditure circuit "budget tracking (also called PETS), is a statistical audit (and not accounting). It is an operation that aims at providing a reference document for the appreciation of public finance management in priority sectors considered.

The first survey of its kind PETS 1, ordered by the Cameroon Government, was conducted in Cameroon in 2003/2004 by the National Institute of Statistics (NIS). It was part of the triggers of the completion point of debt reduction of Heavily Indebted Poor Countries Initiative (HIPC). Following this study, a matrix of priority actions (MAP) was elaborated and some of the actions of this matrix are already implemented. Among these include the establishment and effective functioning of local monitoring committees of the PIB (Public Investment Budget) and the dissemination of the projects log book right up to the level of the third class traditional chiefdoms. The present survey (PETS 2) is equally one of the recommendations of the matrix of actions.

This time again, the monitoring of public expenditures focused on education and health, two social sectors to which the Cameroon Government places a high priority. In these priority sectors, the national report of the participatory consultations in March 2008, highlighted some realisations made during the implementation period of the PRSP 1 (2003-2007), that would have helped improved people's access to basic social services. However, it remains a concern to evaluate the level of implementation of measures retained in the priority plan of actions from PETS 1, this can help to correct malfunctions that persist and update the matrix of measures to be implemented with the ultimate goal of ensuring adequate access to health services and quality education to the entire population.

Furthermore, the Law n°2007/006 of the 26<sup>th</sup> December 2007, on the state's financial regime has made available the "financial constitution of Cameroon". In relation with this law which establishes the principles of regularity, sincerity and faithfulness in keeping the public accounts, PETS 2 is positioned as a tool for monitoring and evaluation of this new financial regime.

Given the importance of the governance component in the government's current policy and the place of results based management, it was recommended that such a survey be conducted periodically, with lighter data collection tools in order to assess the effectiveness of public expenditures and the evolution of recipients' satisfaction.

### 1.2 Objectives of the study

#### 1.2.1 General objective

The general objective of PETS 2 is to provide necessary information to the Cameroon Government and partners intervening in the education and health sectors in order to objectively appreciate the performances of public expenditure over the period 2003-2009.

## 1.2.2 Specific objectives

Specifically, the study helps:

- i) provide a current assessment of the traceability of public expenditure in order to measure progress made in the management of public resources since the previous PETS, and to identify potential inefficiency sources still existing;
- ii) Evaluate the implementation of measures retained in the matrix of priority actions resulting from PETS 1 in order to appreciate the extent to which education and health actors have appropriated the various monitoring and control tools of public expenditure. We particularly examine the dissemination of information on the provision of public education and health services necessary to commit citizens and strengthen social accountability;
- iii) Appreciate the degree of satisfaction of education and health services beneficiaries in order to bring out orientations to improve the access and quality of these services.

## 1.3 Methodological approach of the study

To carry out the survey PETS 2, a steering committee was created. This committee was composed of the technical coordination team of the NIS and experts of concerned sectors notably, education (MINEDUB and MINESEC), Health (MINSANTE), Public Finance (MINFI and MINEPAT) and Monitoring of Economic Programmes (CTS).

### 1.3.1 Scope of the study

Geographically, the survey covered the entire national territory. Are involved in the operation, all hierarchical levels of the education and health administrations and structures providing education or health services (schools and health units). Concerning beneficiaries, all Enumeration Areas (EAs) of the Third Cameroon Household Survey (ECAM 3) were part of the sampling frame of the survey.

To detect regional specificities, particularly in terms of cost and quality of education and public health services, the country was divided into twelve survey areas (the two major cities Yaoundé and Douala are regarded as survey regions separately). This enables a disaggregation of the information necessary in the frame work of the current implementation of the decentralisation process, but also facilitates comparisons with PETS 1.

#### *Box 1: Limits of the study's scope*

As regards households, only those who participated in the framework of the Third Cameroon Household Survey were retained. The main concern being to put in relation the apprehensions of beneficiaries of education services and their living conditions, through the merging of information sources (databases).

Concerning schools, just like in PETS 1, were expressly excluded from the scope of the study kindergartens (as they do not cover the whole national territory and the inherent public expenditure follows a scheme similar to that of primary schools), post-primary schools and higher teacher training schools (due to their particularity, there exists only a few scatter of such schools on the national territory) as well as higher education establishments which follow other management rules, notably the existence of a board of education and important government subsidies.

### 1.3.2 Data sources and statistical units

Data are collected from:

- (i) Administrative Services (central, regional, divisional, etc.) through which resources circulate;
- (ii) A sample of structures providing health or education services;

(iii) A sample of beneficiaries of services of the sectors concerned.

Information on traceability of public expenditure has been collected essentially for the financial year 2009.

So far as the provision of services is concerned, the sampling unit is a public or private structure, provider of education or health services. Basically, they consist of schools or health units. These units are at the same time units of observation. Moreover, officials of different administrative services through which resources circulate have been interviewed (central, regional, divisional, etc.).

Regarding establishments providers of basic education services, the sampling frame consisted of a list of all public and private primary and secondary schools (whether general or technical schools). This list was provided by both MINEDUB and MINESEC.

The constraint to reconsider back a part of the PETS1 sample in PETS2 obliges the comparison of sampling frames over the two years and this operation has revealed mutations of structures of which it should be important to take note. Concerning schools, some primary schools have been broken down into many new schools sharing the same premises. In PETS2, only the school n°1 has been considered.

Regarding the demand of services, the unit of observation is the household or the patient taken live in a health unit.

Central level information has been collected in the form of secondary data or via direct interview. The collection of secondary data presents two goals: on the one hand, it enables to master the administrative organisation in the domains of education and health and, on the other hand, it allows to make a general diagnosis of the country's educational and health systems.

Some secondary data were collected in specialized structures in the framework of demographic and socio-economic surveys and censuses; these data are related to the structure of the population by age, sex, region, etc. An estimate of potential provision and demand of services can then be evaluated.

Studies and policy documents and programmes concerning education or health elaborated by the Cameroon Government, international organisations or non-governmental organizations (NGOs) also provide information on actions that have already been implemented and more precisely on the volume of financial resources and non-financial resources allocated for the execution of projects.

An exploitation of legislative and regulating texts on public finances has equally helped to have items on the institutional context.

### **1.3.3 Sampling plan**

#### **1.3.3.1 Methodological approach of the drawing of samples**

The approach of the drawing of PETS2 samples is similar to that of PETS1 since on one the hand, PETS2 which will enable update results and analyse the evolutions observed, relies on the same scope and targets the same objectives as PETS1, and on the other hand, it intervenes just like PETS1, shortly after a Cameroon Household Survey (ECAM), that helps update the poverty profile and living conditions of households.

Thus, the PETS2 sample drawing has integrated both the achievements of the ECAM3 sample drawing, conducted in 2007 and that of PETS1 of 2003/2004. It is therefore a nationwide representative survey stratified at one or two levels depending on the type of units targeted.

The option of incorporating some methodological choices of PETS2 with those of PETS1 and ECAM3 will help to ensure better readability and future analysis of results of the aforementioned surveys, in view to study the determinants of poverty and the trajectories of establishments and services sampled between 2003/2004 and 2009/2010 in the domain of public resources management. This option also enables to save time and gain resources by inheriting the achievements of previous operations in terms of design and other preparatory works of surveys (for example, the use of the cartography of



enumeration areas recently updated in ECAM3), and limit the quality effect of some sampling frames available (for example, incompleteness of the national lists of schools, decrepitude of some enumeration area maps resulting from the 3rd GPHC cartography and used for the household survey).

### 1.3.3.2 Stratification

In the frame work of PETS2 just like in that of PETS1, ECAM2 and 3, the country is stratified into 12 study areas or survey regions namely, the 10 administrative regions of the country, to which is added given their specificities, the cities of Douala and Yaoundé considered as study areas separately.

Apart from Yaoundé and Douala considered entirely urban, each of the administrative regions of the country is a sub divided into three sub-strata of residence: The urban area composed of cities of 50,000 inhabitants and more, the semi-urban composed of agglomerations of 10,000 to less than 50,000 inhabitants, and the rural area (agglomerations with less than 10,000 inhabitants). However, for analysis purposes, we have chosen a simplified stratification opposing the urban area (set of towns of 50,000 inhabitants and more) to the rural area in the broad sense (agglomerations with less than 50,000 inhabitants).

### 1.3.3.3 Sample size

Given that PETS2 proposed to produce robust results by region and given the budget constraint, the sample sizes of PETS2 are, for the different types of units targeted, close to those retained in PETS1.

The breakdown of the sample by type of units gives about 1,642 households and 330 decentralised services involved in the public expenditure circuit or in the management and supervision of structures providing education services.

As for sampled schools, we had a total of 1,038 of which, 626 primary schools, 320 general secondary schools and 92 technical secondary schools.

Whenever possible, about 30 to 40% of school establishments drawn in each region belong to the private education order for all sub orders concerned (lay, catholic, protestant, Islamic).

### 1.3.3.4 Sample drawing

As it was the case for PETS1, the drawing of samples begins with that of establishments-providers of basic education or health services and that of households considered as potential beneficiaries.

To ensure coherence of results, the drawing of samples for the different components and levels of intervention in the public expenditure circuit is done in an integrated manner. Thus, households and establishments providing basic education and health services selected for the survey, belong to the same administrative units to enable a connection between the results of the different components and levels of the survey. The samples of decentralized services playing an intermediary, a control or supervision role between the central administration and the establishments, derive hierarchically from the choice of establishments of the survey.

However, it is worth pointing out that a modification has been made in the sample on account of the presence of application schools inside. Such schools receive their resources through ENIEG directors.

### 1.3.3.5 Drawing of the sample of beneficiary households

As reminder, the drawing of households to be interviewed in PETS2 derives from ECAM3 sampling plan that was used to update the poverty profile and living conditions of households in 2007. Indeed, ECAM3 was carried out on a representative sample of about 12,000 households selected in 742 EAs across the country, stratified as described previously. This is a random draw stratified at two stages: The first level (selection of primary units of areolar type) concerns EAs and the second was (selection of secondary units) that of the selection of households.

The draw made consisted first in choosing a sub sample of EAs and subdivisions selected in ECAM3, while giving preference to those found in administrative units where PETS1 took place; then, choosing in each of the EAs a number of households which varies according to the survey region.

At the first level, out of the 742 ECAM3 EAs, it was given to select about 200 EAs in all the 12 survey areas distributed as follows: 25 EAs in Douala, 25 in Yaoundé and on average 15 in each of 10 other survey regions.

For this purpose, in Yaoundé and Douala, the main urban towns where we have a sample of 100 ECAM3 EAs, we first draw systematically a ¼ sub sample, thus worths 25 EAs representing all the sub divisions that make up these cities.

In the other 10 survey regions, we chose 1/3 of ECAM3 EAs, with a maximum of 20 EAs per region for PETS2. This allocation depends on the weight of the region in the ECAM3 sample and the number of administrative units that were concerned by PETS1.

In each selected EA, we randomly choose 50% of sample households successfully interviewed in ECAM3, thus representing in general 6 households in Douala and Yaoundé, and 9 households in the other survey regions.

These households have been selected from those interviewed in ECAM3 in order to valorise, during analyses, the relevant and already-available information on these households, especially those on its living standard and living conditions. In this case, simply select in a systematic 1 household out of 2 among sampled households successfully interviewed in ECAM3, and identify them using cartographic dossiers available for effective interview. Such a procedure was successfully implemented for the Cameroonian domestic gas consumption survey (termed LPG survey) in 2004, carried out with a subsample of 2001's ECAM2.

The following tables summarise this sample and indicate its spatial distribution.

**Table 1: Spatial distribution of PETS2 sample households**

Survey region	ECAM3		PETS2	
	Number of EAs	Number of households	Number of EAs	Number of households
Douala	100	1 260	25	145
Yaounde	100	1 248	25	140
Adamawa	32	600	11	99
Centre	46	855	15	131
East	33	618	11	101
Far North	90	1 665	20	159
Littoral	39	726	13	112
North	46	864	15	130
North-West	85	1 575	20	178
West	73	1 362	20	181
South	31	582	10	91
South-West	67	1 254	20	175
<b>Total</b>	<b>742</b>	<b>12 609</b>	<b>205</b>	<b>1 642</b>

**Table 2: Spatial distribution of PETS2 sample households by stratum of residence**

Survey region	Rural	Semi urban	Urban	Total
Douala			145	145
Yaounde			140	140
Adamawa	38	26	35	99
Centre	27	16	88	131
East	16	46	39	101
Far North	55	8	96	159
Littoral	20	19	73	112
North	22	27	81	130
North West	49	9	120	178
West	48	9	124	181
South	18	36	37	91
South West	18	35	122	175



<b>Total</b>	<b>311</b>	<b>231</b>	<b>1 100</b>	<b>1 642</b>
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### 1.3.3.6 Drawing of the school sample

The drawing method is similar to that of the EAs as indicated above; the establishments selected constitute samples selected in the same administrative units as the EAs of the household survey. The following two criteria are privileged in this selection:

- Schools located in the localities covered by the EA, in default neighbouring;
- Schools that have been part of the PETS1 sample in 2003/2004.

**Table 3: Spatial distribution of the sample of schools by region and by order**

	PETS1 sample reconsidered in PETS2				PETS2 sample				Of which private schools			
	Primary	Secondary		Total	Primary	Secondary		Total	Primary	Secondary		Total
		general	technical			general	technical			general	technical	
<b>Douala</b>	57	12	9	<b>78</b>	57	27	9	<b>93</b>	18	15	5	38
<b>Yaounde</b>	58	25	8	<b>91</b>	58	27	9	<b>94</b>	19	10	4	33
<b>Adamawa</b>	26	14	3	<b>43</b>	47	26	3	<b>76</b>	7	8		15
<b>Centre</b>	25	7	4	<b>36</b>	53	27	9	<b>89</b>	13	9	5	27
<b>East</b>	27	5		<b>32</b>	48	24	4	<b>76</b>	11	8	2	21
<b>Far North</b>	36	15	4	<b>55</b>	49	27	5	<b>81</b>	13	9		22
<b>Littoral</b>	35	11	2	<b>48</b>	53	27	9	<b>89</b>	15	14	7	36
<b>North</b>	19	5	3	<b>27</b>	52	27	8	<b>87</b>	10	10		20
<b>North West</b>	20	9	8	<b>37</b>	54	27	9	<b>90</b>	27	13	6	46
<b>West</b>	40	19	4	<b>63</b>	55	27	9	<b>91</b>	16	12	5	33
<b>South</b>	33	18	7	<b>58</b>	47	27	9	<b>83</b>	12	5	4	21
<b>South West</b>	29	11	3	<b>43</b>	53	27	9	<b>89</b>	19	13	4	36
<b>CAMEROON</b>	<b>405</b>	<b>151</b>	<b>55</b>	<b>611</b>	<b>626</b>	<b>320</b>	<b>92</b>	<b>1038</b>	180	126	42	348

### 1.3.3.7 Samples at the intermediary level (decentralised services)

At the intermediary level, the survey sample comprises:

1- Concerning the education component:

- The 10 regional delegations of MINEDUB and MINESEC, amounting to a total of 20 regional delegations;
- The divisional delegations of MINEDUB and MINESEC in the 35 departments where EAs, schools and health units have been selected;
- The sub-divisional inspectorates of primary and infant education (IAEPM) in the 51 subdivisions (in accordance with the 2005 administrative zoning) where EAs, schools and health units have been selected.

2- Concerning the health component:

- The 10 regional delegations of public Health (DRSP) ;
- District health services of the 38 health districts where the health units have been selected for interview.

3- Regarding the decentralized services of finance and MINEPAT:

- 11 regional finance controls (of which 2 in the Littoral respectively in Douala and Nkongsamba) and the 10 regional delegations of MINEPAT who are respectively in charge of the operating and investment budgets in the different regions of the country;
- Divisional finance controls and divisional delegations of MINEPAT in the 35 divisions involved in various components of the surveys;
- Sub-divisional finance controls, role attributed to divisional officers in the sub divisions concerned by the survey.

The breakdown by area of the samples of decentralized services interviewed at the intermediary level is summarized in the table below.

**Table 4: Spatial distribution of the sample of decentralized structures to be interviewed**

Region	Education sector MINEDUB and MINESEC				Control of finance			
	Regional delegation	Divisional delegation	Sub-divisional inspections MINEDUB	Total	Regional control	Divisional control	Subdivisions	Total
<b>Douala</b>	2	2	5	9	2	2	5	9
<b>Yaounde</b>	2	2	6	10	2	2	6	10
<b>Adamawa</b>	2	6	3	11	2	6	3	11
<b>Centre</b>	//	8	4	12	//	8	4	12
<b>East</b>	2	4	4	10	2	4	4	10
<b>Far North</b>	2	8	4	14	2	8	4	14
<b>Littoral</b>	//	6	4	10	//	6	4	10
<b>North</b>	2	6	4	12	2	6	4	12
<b>North West</b>	2	8	4	14	2	8	4	14
<b>West</b>	2	8	6	16	2	8	6	16
<b>South</b>	2	6	3	11	2	6	3	11
<b>South West</b>	2	6	4	12	2	6	4	12
<b>Total</b>	<b>20</b>	<b>70</b>	<b>51</b>	<b>141</b>	<b>20</b>	<b>70</b>	<b>51</b>	<b>141</b>

## CHAPTER 2: ORGANISATION AND FUNCTIONING OF THE CAMEROONIAN EDUCATION SYSTEM

### 2.1 Background of the education sector development

#### 2.1.1 Demographic situation of Cameroon

According to the data of the 3<sup>rd</sup> GPHC<sup>2</sup> realised in 2005, the Cameroonian population is estimated at 19,406,100 inhabitants by 1<sup>st</sup> January 2010. This population increases at an average annual rate of 2,6%. With regard to sex, women account for nearly 51%. This population is characterised by its extreme youth in its first component: one Cameroonian out of two is under 18; the under 15 represent 43.6% of the whole population. The 60 years old or older account for nothing but 5.0% of the whole population. Such a population structure bodes a high potential education demand.

#### 2.1.2 Development strategy of the education sector

The sectorial strategy of Education, which stems from the Employment and Growth Strategy Paper (EGSP) engineered by the Cameroonian Government, stresses human capital training and development in order to endow every citizen with the necessary capacities for building an emergent economy out of Cameroon by 2035. For this purpose, the principal reforms provided in the EGSP are the following: (i) a fundamental education of quality, covering the primary cycle and the first cycle of secondary education, open to the greatest number of children aged between 6 and 15 years old and enabling to align the average level of education with the vision of raising Cameroon to the rank of emerging country by 2035; (ii) a quality secondary education at the second cycle resting on a dynamic equilibrium between general education and technical education, and preparing to higher studies in the priority fields for the development of an economy to be further industrialised; (iii) a professional training resting on a modernised and considerably strengthened dispositive so as to teach students coming from fundamental or secondary education a solid package of knowledge centred on the mastering of the know-how required on the job market and preparing beneficiaries to job creation; (iv) a professionalised university education; (v) an extended continuing professional education accompanied by a system for the valorisation of experience; (vi) the efficient handling of the teaching staff size for guaranteeing the quality of education, what supposes the definition of a regulation system of transparent and credible flows, the strengthening of the dispositive of school and professional orientation and the revalorisation of the wage grille of technical professions.

The actions aiming to boost education and professional training concern: (i) the widening of the access to education and training, the maintenance of school infrastructures and equipment, (ii) the amelioration of quality, including the qualification of teachers, the improvement of their working conditions, and an adequate choice of programmes; (iii) an efficient governance and partnership. Moreover, the State, while pursuing the covering of rural areas with education structures, endeavours to make a rational and efficient management. Indeed, education structures are installed in sites provided with water, energy, sanitary arrangements and telephone lines in order to enable teachers to work in acceptable conditions.

### 2.2 Situation of the Cameroonian education sector

During the 2008/2009 school year (2009 budgetary year), the Government has allocated, for the sole education sector, roughly 15.5% of its total budget, that is an amount of 357.609 billion CFA F, corresponding to an increase of almost 1.4% in comparison with the 2007/2008 school year (2008 budgetary year). The synthesis on the situation of the education system has been achieved through the objectives 2 and 3, to wit: (i) Assuring primary education for all and (ii) promoting gender equity and the empowerment of women.

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<sup>2</sup> The 3<sup>rd</sup> Cameroonian household's and population Survey was carried out in 2005 by the central bureau of censuses and study on the populations (BUCREP)

The national report on the advance of MDG indicates that between 2001 and 2007, the net enrolment rate in primary education has slightly increased by 0.3 point. The number of illiterates has barely changed for six years. Indeed, the literacy rate of the people aged between 15 and 24 has increased by nothing but 0.8 point, from 82.3% to 83.1% over the period (2001-2007).

Regarding gender equity and women empowerment, recent studies (NIS, MDG-2009) show that the situation of women is experiencing a clear amelioration, notably in primary education where the girl-boy ratio has passed from 0.83 to 0.89 between 2001 and 2007. On the other hand, in secondary education, the parity index has decreased from 0.93 to 0.86 over the same period.

### 2.3 Actual demand and supply of education services

During the 2008-2009 school year, the actual demand of enrolment in primary education is 3,350,662, among them 46% of male students. In secondary education, during the same school year, the number of students is 1,013,667, among them 47% of female students. Concerning the supply of education services, in primary education, the number of teachers in the public sector is 49,043, among them 43% of women. The number of schools is 13,856, among which 30% of private establishments. The number of classrooms supplied is 69,804, among which 32.52% belong to the private sector (tables 5 and 6).

**Table 4:** Summary data of the national education system according to regions –Primary education (2008-2009)

Regions	Number of students (Public and Private)		Number of students (public)			Number of schools			Number of classrooms		
	Girls	Total	Men	Women	Total	Public	Private	Total	Public	Private	Total
Adamawa	72 489	170 021	948	2 423	3371	626	130	756	2 358	361	2 719
Centre	278 789	568 560	4 975	9 084	14059	1 628	925	2 553	8 430	5 702	14 132
East	236 510	580 604	6 002	1 117	7119	680	127	807	6 628	1 020	7 648
Far North	84 928	184 223	1 681	1 404	3085	1 557	304	1 861	2 885	506	3 391
Littoral	170 881	346 974	1 738	2 293	4031	648	892	1 540	3 902	6 062	9 964
North	134 705	334 591	3 414	929	4343	872	150	1 022	3 883	453	4 336
North West	175 110	362 646	2 347	2 459	4806	978	788	1 766	4 997	3 830	8 827
West	223 436	464 337	3 817	3 620	7437	1 203	523	1 726	7 103	2 603	9 706
South	57 866	120 394	1 828	1 458	3286	739	69	808	3 182	346	3 528
South West	108 445	218 312	1 440	1 989	3429	725	292	1 017	3 739	1 814	5 553
<b>Cameroun</b>	<b>1 543 159</b>	<b>3 350 662</b>	<b>27 851</b>	<b>21 192</b>	<b>49043</b>	<b>9 656</b>	<b>4 200</b>	<b>13 856</b>	<b>47 107</b>	<b>22 697</b>	<b>69 804</b>

Source: Statistical yearbook MINEDUB\_2008/2009

**Table 5: Number of students, repeaters and teachers of general secondary education**

Regions	Number of students in 2008/2009			Repeaters in 2008/2009			Number of teachers in 2007-2008
	Boys	Girls	Total	Boys	Girls	Total	Total
Adamawa	19 613	11 071	30 684	4 439	2 731	7 170	760
Centre	109 222	109 239	218 461	22 362	21 856	44 218	7 891
East	60 818	18 657	79 475	11 687	4 789	16 476	788
Far North	19 724	14 860	34 584	3 962	2 892	6 854	1 069
Littoral	84 849	92 049	176 898	17 103	18 721	35 824	3 490
North	36 262	14 118	50 380	6 095	2 939	9 034	1 264
North West	55 962	61 383	117 345	4 696	5 474	10 170	3 415
West	80 086	86 921	167 007	18 179	19 539	37 718	4 292
South	24 073	19 941	44 014	6 070	6 859	12 929	966
South West	44 784	50 035	94 819	3 686	3 769	7 455	3 388
<b>Cameroun</b>	<b>535 393</b>	<b>478 254</b>	<b>1 013 667</b>	<b>98 279</b>	<b>89 569</b>	<b>187 848</b>	<b>27 323</b>

Source: Statistical yearbook MINESEC 2008/2009, Statistical yearbook of Cameroon-2009

## 2.4 Organisation of the Cameroonian education system

The formal Cameroonian education system is composed of two subsystems: the Francophone and the Anglophone subsystems. Each subsystem comprises five levels of education: preschool, primary, post-primary, secondary and teacher training schools. However, both subsystems share the same higher education.

There are public and private schools within each subsystem. The private education encompasses lay and confessional (catholic, protestant and Islamic) education.

Besides public and private schools and ENIEG, there are also community preschool centres (CPC) and Non-Formal Basic Education Centres (CEBNF), parent schools all created at the initiative of village communities, communes, associations, NGO or local promoters. The follow-up of non-formal education structures is difficult on account of the absence of an institutional and legal frame governing the functioning of these structures.

The structures providing education services in secondary education are high schools and colleges of general, technical and professional education and ENIET.

### 2.4.1 Levels of education

#### 2.4.1.1 Nursery education

The nursery education is made up of all programmes and receive children aged between 0 and 5. It covers the following aspects: health, protection, rousing, education and environment of children.

In the formal system, the nursery education lasts two years in public schools and three years in private. The age of admission is 4 years old in the public but 3 years old in the private.

In the non-formal system, the education of infants is insured by CPC. (Confer box).

School performances being better in primary education when the child has attended preschool, a stress has been put on infant education in the achievement of the objectives of Universal Primary Education (UPE).

**Box 2: Community Preschool Centres (CPC)**

*They are communal structures created by NGOs for receiving children aged between 3 and 5 years old. They are set up where there is no formal preschool. They contribute to the global development of children and their construction responds to a high community demand, due to a high number of children of this age bracket in the community.*

**NGOs role:**

- Sensitising and accompanying communities in the creation of CPC;
- Setting up the management committee and reinforcing its members' capacities;
- Identifying the supervision personnel and its needs;
- Mobilising the partners for the cause and registering children at the registrar's office.

**Community role:**

- Furnishes the CPC site; handles the management committee; pays teachers, assures the functioning and maintenance of the structure, calls on IAEB (sub-divisional inspections for basic education) to train teachers.

**Contents of teacher training:**

- Putting the accent on playing aspect Stressing play in infant training, initiating teachers into the plastic art, socialising infants.

**Play material:**

*Discards from local materials used to initiate infants into toy fabrication and plays.*

**CPC environment:**

- *The CPC environment must be: accessible, safe, stimulant, attracting, spacious, not far from a primary school.*

*Source: Sectorial review of the programme Basic Education.*

**2.4.1.2. Primary education**

The normal length of the primary cycle is six years. The legal age of admission to this level of education is 6 years old and represents the one condition of enrolment for a child, whether he has attended or not preschool. The degree of end of cycle is the CEP for the Francophone subsystem and the FSLC for the Anglophone one.

**2.4.1.3. General and technical secondary education**

The normal length of general, technical and professional secondary education is 7 years in the Francophone (Anglophone) subsystem, among which 4 (5) years for the first cycle and 3 (2) years for the second. The degrees earned in the Francophone (Anglophone) subsystem are respectively the BEPC, CAP, Probatoire, Brevet de Technicien and Baccalauréat (GCE O/L and GCE A Level).

**2.4.1.4. Post-primary education**

The post-primary retrieves a part of the students who get out of primary education for some training. It offers them the possibility to enter technical secondary schools or the job market.

**2.4.1.5. Higher education**

The access to higher education is free for Baccalauréat or GCE A Level holders. Higher studies can be attended in the seven State universities or in a certain number of private institutions.

**2.4.1.6. Teacher's training education**

Teacher's training colleges' trains the nursery, primary, secondary, technical and post-primary schools' teachers.

### **2.4.2 Ministries in charge of education in Cameroon**

Decree N°2006/306 of 22 September 2006 to set up the organisation of Government has brought the six levels of education to the following governmental structures:

- ✓ Ministry of Higher Education (MINESUP), which is in charge of higher and post-secondary education;
- ✓ Ministry of Basic Education (MINEDUB), which is in charge of infant and primary education as well as ENIEG;
- ✓ Ministry of Secondary Education (MINESEC), which is in charge of general and technical secondary education and ENIET;
- ✓ Ministry of Employment and Vocational Training (MINEFOP), which is in charge of post-primary and professional training.

## CHAPTER 3: DESCRIPTION OF THE PUBLIC EXPENDITURE CIRCUIT

Public expenditures represent the total expenditures made by public administrations in the frame work of their budget allocation. Their funding is mainly provided by public revenues (taxes, social contributions and due contributions). After preparing the budget by competent services, the expenditure is carried in the different administrations according to a well-defined framework.

In the frame work of improving the efficiency of governance and transparency, two key words in poverty reduction launch since several years in Cameroon, it is important for the Government to better know the public expenditure circuit in general, and that of priority sectors such as education and health in particular.

### 3.1 Budget preparation

Budget preparation in Cameroon is done in view of being in phase with the new financial regime under Law No. 2007/006 of 26 December 2007. This new regime which reinforces managers' power highlights the principle of their responsibilities, characterized by fair-mindedness, the production of an administrative account as well as a patrimonial and analytical accounting. It prescribes the program approach in the preparation of the budget (the budget should henceforth be in the form of programme and project).

Budget preparation thus allows efficient execution of the ministry programmes, while ensuring that the retained projects reflect the national and international engagements (conventions), the local development aspirations of populations, the Education Sector Strategy and the roadmap prescribed by the Prime Minister, Head of Government.

#### 3.1.1 The budget preparation dispositive of the ministries in charge of Education

In 2008, year of the preparation of the 2009 budget, the budget preparation was placed under the coordination of the secretary general. However, there is no standard organization on the matter, the only reference being the presidential circular.

In 2009, for the preparation of the 2010 budget, the innovation made was the reactivation of the PPBS chain (Planning-Programming-Budgeting-Monitoring/Evaluation) which induces the creation of technical operational structures.

#### 3.1.2 The budget preparation process in Cameroon

The budget preparation in Cameroon proceeds in several phases of equal importance.

##### Phase 1: Macroeconomic and budgetary centring

It begins usually during the month of February and enables to lay the basis for the development of the central Medium-Term Expenditure Framework (MTEF).

The central MTEF defines a three-yearly hierarchical allocation of resources (broken down into operating and investment resources), compatible with the macro-economic stability and some explicit strategic priorities. It allows an estimate of costs in the short and medium term policies (current and planned) as well as decision-making related to an iterative process that harmonizes the costs and the resources available. This operation takes in to account the development of partnership.

##### Phase 2: Elaboration of ministerial MTEFs

After the macro-economic and budgetary centring, medium-term expenditure frameworks are elaborated at the global and ministerial levels. It's a question for policy-makers, after the review of sectorial programmes in the second quarter with financial and technical partners (notably UNESCO), to set limits on



global and ministerial expenditures that best meet global development goals. This operation which mainly takes place in the first semester of the year leads to realistic programmes to be financed or developed.

### **Phase 3: Budgetary pre-conferences**

The different public administrations are invited to carry out the first assessment of the mid-term execution of their budgets and to express the needs for the coming financial year. This phase takes place during the month of July.

### **Phase 4: Budgetary centring**

It takes place in the month of August and consists in adjusting the needs expressed by ministries to the new centring of resources. This phase helps to notify the budgetary allocations to ministries and to engage the iterative adjustments of programmes and projects.

### **Phase 5: Budgetary conferences**

They take place during the month of September and results in the presentation by budget chapter, of priority objectives of the year concerned and the portfolio of programmes and projects, with proposals for budget allocations in the bill.

### **Phase 6: Last arbitrages**

On the proposal of the Minister of Finance and the Minister of the Economy, Planning and Regional Development, they are done in September by the Prime Minister and help to obtain final annual budgetary allocations by ministry.

### **Phase 7: The finance act bill**

The Finance Act provides and authorizes for each year, all the resources and expenditures of the State in determining their nature, amount, allocation and fixing their balance in the conditions and under the reserves provided by Law N° 2007/006 of 26 December 2007, laying down the financial regime of the State.

Under the authority of the President of the Republic, the Prime Minister coordinates the preparation of the bill, assured by the Minister of Finance, in consultation with the constitutional bodies, ministers or officials of concerned services.

The bill which is elaborated during the period of September to early October is submitted by the Head of State for examination to the National Assembly.

**Box 3: The great points of the new financial regime**

Articulated around eleven points, the bill about the State financial regime will essentially consecrate the introduction of programmes, what development specialists' term "five-years plans" when their delay is set to be five years. However, there are some innovations which highlight the will to modernise the management of public money in order to improve citizens' welfare. Indeed, the bill allows:

- The reaffirmation of classical rules of public finance: the bill consecrates the classical principles that are the annual frequency, unity, speciality and universality. Likewise, the enumeration of resources and charges is specified, as is the finance act contents, which contains two distinct parts: compulsory matters and facultative domains as tax dispositions. The text maintains attached budgets, special accounts and exam funds.

- The introduction of new principles of public finance: for this purpose, the bill defines the deficit notion and the principle of its authorisation by Parliament. This is part of the modern principle of sound management of public finance.

Then, the text consecrates the "transparency" principle with, as corollary, the decentralized of the budgetary process, the facilitation of the access of the public to information, the affirmation of the Parliament role in the new budgetary process, a budget follow-up/evaluation frame and a modernised public accounting. Finally, the bill consecrates the "sincerity" principle which appears in budget forecasts, the delimitation of the budget perimeter and the presentation of State accounts.

- a classification of budget operations more in accordance with the budget nomenclature: the bill maintains the presentation of credits per chapter, section, article and paragraph, in force since 2003.

- The introduction of programmes: it is a fundamental choice aiming to introduce the rationale of programmes based on objectives, accompanied with performance indications. Then, programmes will allow measuring the Efficiency and especially the finalities of public expenditure. There is a major stake here, in terms of dynamic, accountability of public services and democracy, as programmes will allow better assuring coherence of the public action by the setting up of management control at every level.

- The creation of several categories of officials entitled to authorise public expenditure and the extension of their responsibilities: the bill creates several categories of administrators and introduces the notions of administrator or manager. It determines the types of sanctions incurred and grants officials entitled to authorise public expenditure power as of the allocation of financial resources within the limit of 20% of open credits.

- the transparency in the management tools: in order to clarify management rules, the cessation of engagements and orders to pay is précised, as well as the processing of liquidated expenditure not authorised by the end of the budgetary year.

- the budgetary regulation: the bill recalls the responsibility of the ministry in charge of budget in the setting up of regulation tools aiming to align receipts with budget expenditure.

- the renovated parliamentary control: the deadlines and conditions of the review of the finance act. It is acknowledge as a Parliament's right that the latter must say its word on government policies, through the review of programmes, before examining the means to realise these programmes.

- The account jurisdiction: the competencies of the Supreme Court's Chamber of Accounts are to be reaffirmed.

- The amelioration of the accounting frame: a triple budgetary, general and analytic accounting will be put in place for the follow-up/evaluation programmes.

If the bill is passed and promulgated, its implementation process will be terminated on 1<sup>st</sup> January 2012, expected date of its integral enforcement. In other words, a transitional period of five years is to be instituted for enabling the different stakeholders to appropriate the new mode of public management.

## **Phase 8: Adoption, validation and promulgation of the budget**

The bill is examined by the National Assembly. Each minister goes before members of parliament to defend their budgets. At the end of the exercise, the State budget is voted and submitted to the Head of State for promulgation. It's after this promulgation that the budget becomes executory.

### *Budgetary execution*

The State budget execution begins with the signing of the Minister of Finance's circular-letter mentioning the instructions related to the execution and control of State budget and subsidised organisms. Next, there is the launch, both at the central and regional levels, of a campaign of explanation of the context, stakes and innovations for the new fiscal year. Then, there is the forwarding of authorisation of expenditure ("Cartons") and other documents (projects log book, order form notebook, engagement form notebook, etc.). This phase is accompanied by the loading of budget into the computers of finance controllers.

### **The public expenditure circuit**

The execution procedure of public expenditure comprises four steps, among which three (engagement, liquidation and order of payment) fall within the remit of the official who has the power to authorise public spending and one (payment) falls within the remit of the accountant. The engagement procedure differs according to the level. It may either be expedited for emergencies or just follow its normal course.

#### **Step 1: Juridical engagement of the expenditure**

It is an act done in view of the execution of a project and susceptible to result in an expense (signed contract, purchase order, mission order, rent contract, etc..). It is important to note that the expenditure can be incurred both at the level of the central services of the ministry and decentralized services. An attestation of stock situation must first be established before placing an order.

The engagement process is different for either case. It can be accelerated for an emergency or follow its normal course.

**Box 4: The procedure of engagement of public expenditure**

**i) The normal procedure**

• **At the level of central services**

*The service provider presents two important documents to the beneficiary administration notably, a pro forma invoice and a file of fiscal and administrative situation. Upon receipt and validation of these two elements, we proceed in order to the seven following steps:*

1. *The issuing of an engagement order (BE) by the credit manager, to which is attached the file established by the provider. It specifies the expenditure to be carried out and the name of its beneficiary;*
2. *The registering of the BE on control engagement forms of the credit manager;*
3. *The visa of the service issuing the BE ;*
4. *The visa of the finance controller after checking on the regularity of expenditure, prices, documents, etc.;*
5. *The transmission of the engagement file to competent services (finance control in the regions) of the Directorate General of the Budget (DGB) MINFI that (i) carries out the computer input for the counting of engagements and (ii) issues an authorization of expenditure (AD ) which is worth an authorization of order;*
6. *The authorization of expenditure is edited and sent back to the official entitled to order payment via the finance controller;*
7. *The manager finally receives the authorization of expenditure and may confirm the order to the supplier by a service order.*

• **At the level of decentralized services**

*At the level of decentralized services, the BE takes the appellation of purchase order (BC), preliminary controls are done by the local finance controller, who may either be regional, divisional or the divisional officer following the administrative unit in which the structure is located. The visa of the assigned accountant is worth an authorization of expenditure and authorizes the supplier to execute the order received.*

**ii) Accelerated procedures**

*It is normally provided for certain limited categories, specific expenses or in case of proven emergencies, simplified procedures that concentrate in a single phase the engagement, the liquidation and the editing of a payment bond. This is for instance the case of expenditure incurred on the HIPC funds in the health and education sectors.*

*Being it the accelerated or the normal procedure, the verification principle of the service rendered establishes that when the order is confirmed to the provider, the latter executes and delivers the service to the beneficiary, while making sure that it's accompanied with the final invoice. A control of delivery should be done by the beneficiary of the product (goods or services) to check their conformity (quantity, unit price, type and quality) with the order and make an inventory to ensure good management of properties acquired by the State.*

## Step 2: The liquidation of the expenditure (accounting engagement)

It is the operation that consists in determining the exact and final amount of the claim the provider holds on the State after executing the order received.

### **Box 5:** *Sequencing of the operations of accounting engagement*

*The sequencing of the four operations is as follows:*

1. *The manager takes possession of the order;*
2. *A reception commission including the store accountant intervenes in order to notice, with respect to the order and relevant documents produced, the effectiveness and the conformity of services requested by the manager;*
3. *The finance controller receives the file, makes the necessary checks, visa's the file and transmits it to the services of the Directorate General of Treasury;*
4. *The Treasury: (i) proceeds in the control within its jurisdiction which may give rise to rejections, (ii) deducts from the invoice the amount of taxes owed by the supplier and, where applicable, deducts the supplier's tax liabilities, (iii) proceed in the liquidation and computer counting of invoices and (iv) transmits to the DGB the list of BE considered ready for payment to the net amount determined by the liquidation.*

*This procedure follows two circuits according to the importance of the expenditure:*

- i. *For small amounts (up to 200 000 CFA F), the store accountant establishes and signs a report of reception and certification of the service rendered and ensures the preservation and protection of goods supplied as well as theirs distribution to final beneficiaries.*
- ii. *For larger amounts (more than 200 000 CFA F), expenses (more than 200 000 CFA F), the above operations are carried out by the reception commission. This procedure applies to virtually all expenditures related to the PIB.*

*In the case of investment expenditures relating to the realization of equipment or infrastructures, a work inspection must be carried out. Draft estimates and contracts as well as detailed account of invoices must be done by competent technical services of the Ministry of Public Works (MINTP) for new buildings, road works; of the Ministry of Urban Development and the Habitat (MINDUH) for urban works of repairs, restoration and rehabilitation; of the Ministry of Finance (MINFI) for hardware equipment and the Ministry of Land Tenure and Property (MINDAF) for vehicles.*

### **Step 3: The pay order of the expenditure**

In 2009, the new financial regime of the State entered in to its second year of application. According to this law, the official entitled to order payment is the person who authorizes the expenditure by establishing the payment order which is transmitted to the treasury for execution.

### **Step 4: The expenditure payment**

The public treasury receives for payment, credit or bond notices submitted by the officials entitled to order payment. Depending on the availability, the public treasury establishes a payment programme.

## **3.2 The different interveners in the expenditure circuit**

Regarding to budget revenues, there exist two categories of officials entitled to order payment: The main official (Minister of Finance) and appointed officials (Heads of ministries and equivalents) for revenue generated by their administrations and tax administration officials.

As for public expenditures, there are three categories of officials entitled to order payment: The main official, secondary officials and appointed officials.

### **3.3.1. The main officials**

They include heads of ministries or equivalents (director general and directors of public administrations for example) and presidents of constitutional bodies (National Assembly, Senate, etc.).

### **3.3.2. The secondary officials**

They include Head of decentralized services of the State who receive authorizations of expenditures from the main officials (eg: regional and divisional delegates of ministries).

### **3.3.3. The delegate officials**

They are appointed by the main or secondary officials for expressly defined matters. This appointment takes the form of an administrative action from a main or secondary official (eg: principals).

### **3.3.4. The other interveners**

Other interveners accompanying the three categories of officials mentioned above in the execution of contracts include:

#### **➤ *The public contract commissions***

In the regulations currently in force, each administration or institution, as dismemberment of the State is endowed with a contract commission, which is a technical support body placed beside work masters and appointed work masters for the placement of public contracts of an amount greater than or equal to 5 million CFA F.

#### **➤ *The finance controllers***

The finance controllers are placed beside central and local decentralized officials entitled to order payment, territorial and public administration officials entitled to order payment. They ensure concomitant control of the legality and regularity of public expenditure at the engagement stages. As such, they control the accreditation of managers and store accountants, the regularity of contracts and accounts, the monitoring and editing of advance services. In general, they control the accounting engagements and judicial engagements. They are not judges of the opportuneness of the expenditure.

At the level of sub divisions not found in the headquarters of regions or headquarters of divisions, the divisional offices play the role of the finance controls.

At the regional, divisional and sub divisional levels, the finance control covers all the administrations.

#### **➤ *The MINEPAT services***

The services of MINEPAT ensure the monitoring of the execution of the public investment budget.

#### **➤ *The Directorate General of the Budget of MINFI***

It carries out the supervision of the finance controls. It also ensures the finance control of administrations non provided with control.

➤ ***The agent in charge of store accounting***

In the reference plan, store accounting helps to ensure good management (conservation and traceability) of goods of any kind and notably fungible goods with commercial value acquired by public funds. It therefore relies on the identification and location of goods (marking and taking inventory) and on strict procedures of attribution, of consumption or reform. The agent in charge of store accounting is designated by the official entitled to order payment and is obliged under his authority, to produce store accounts.

➤ ***The delegated work masters***

They essentially include administrative authorities (governors, senior divisional officers, divisional officers).

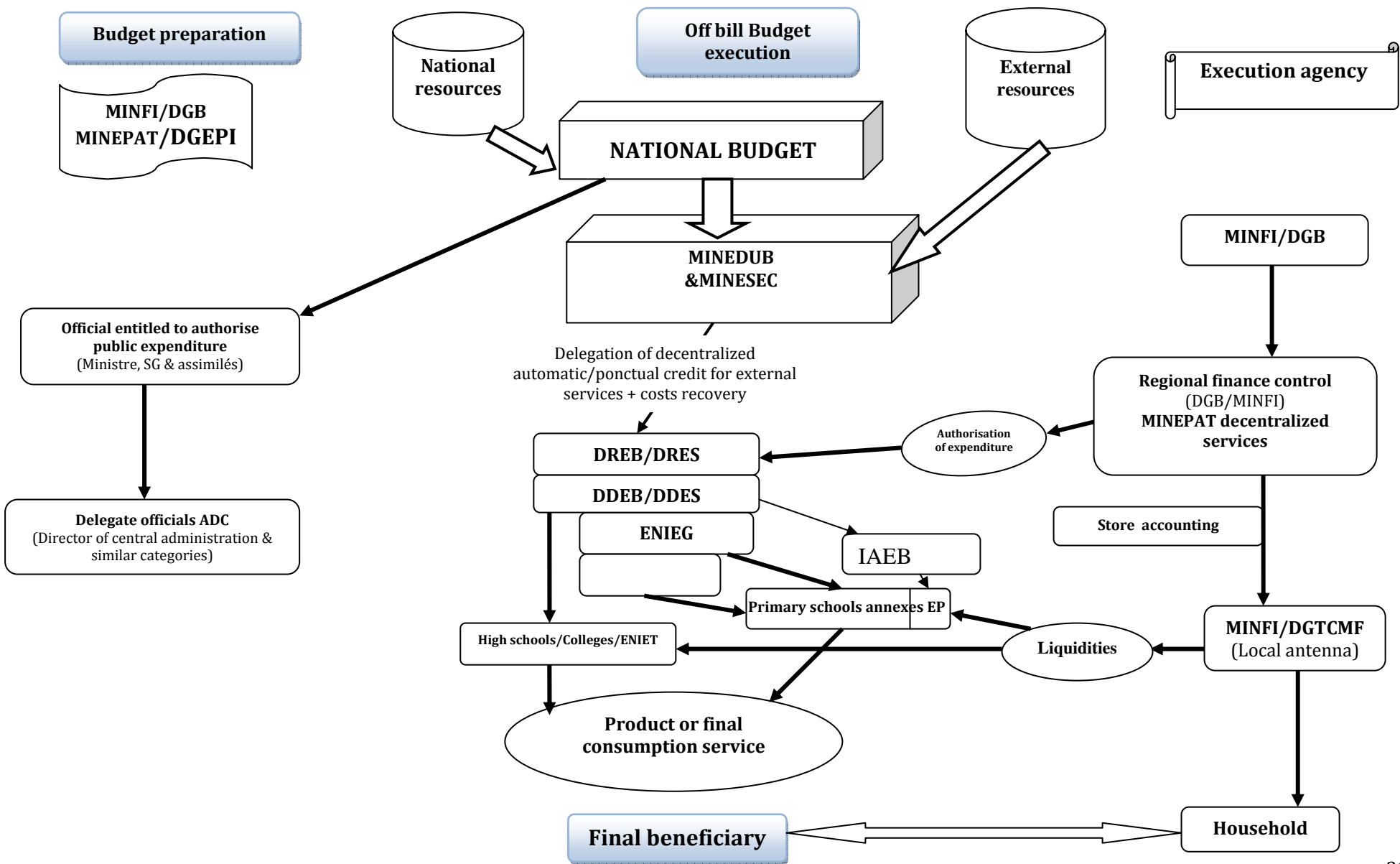
➤ ***The other interveners***

- The control engineers of MINTP, MINDUH, MINFI or MINDAF according to cases and suppliers/service providers ;
- The services of the Directorate General of Treasury (Pay master's office, finance receivers, revenue collectors).
- The suppliers/services providers

They are not really part of the expenditure chain, but their transverse role is determinant. Indeed, they ensure the rendering of services or the delivery of products, which constitute the main purpose of public expenditure and are necessary for the proper functioning of public services.

These actors are at the end of the expenditure chain since they are responsible for the financial settlement and payment of bonds issued to the creditors of the State.

**Box 6: Public expenditure circuit at MINEDUB and MINESEC**





## CHAPTER 4: TRACEABILITY OF PUBLIC EXPENDITURE

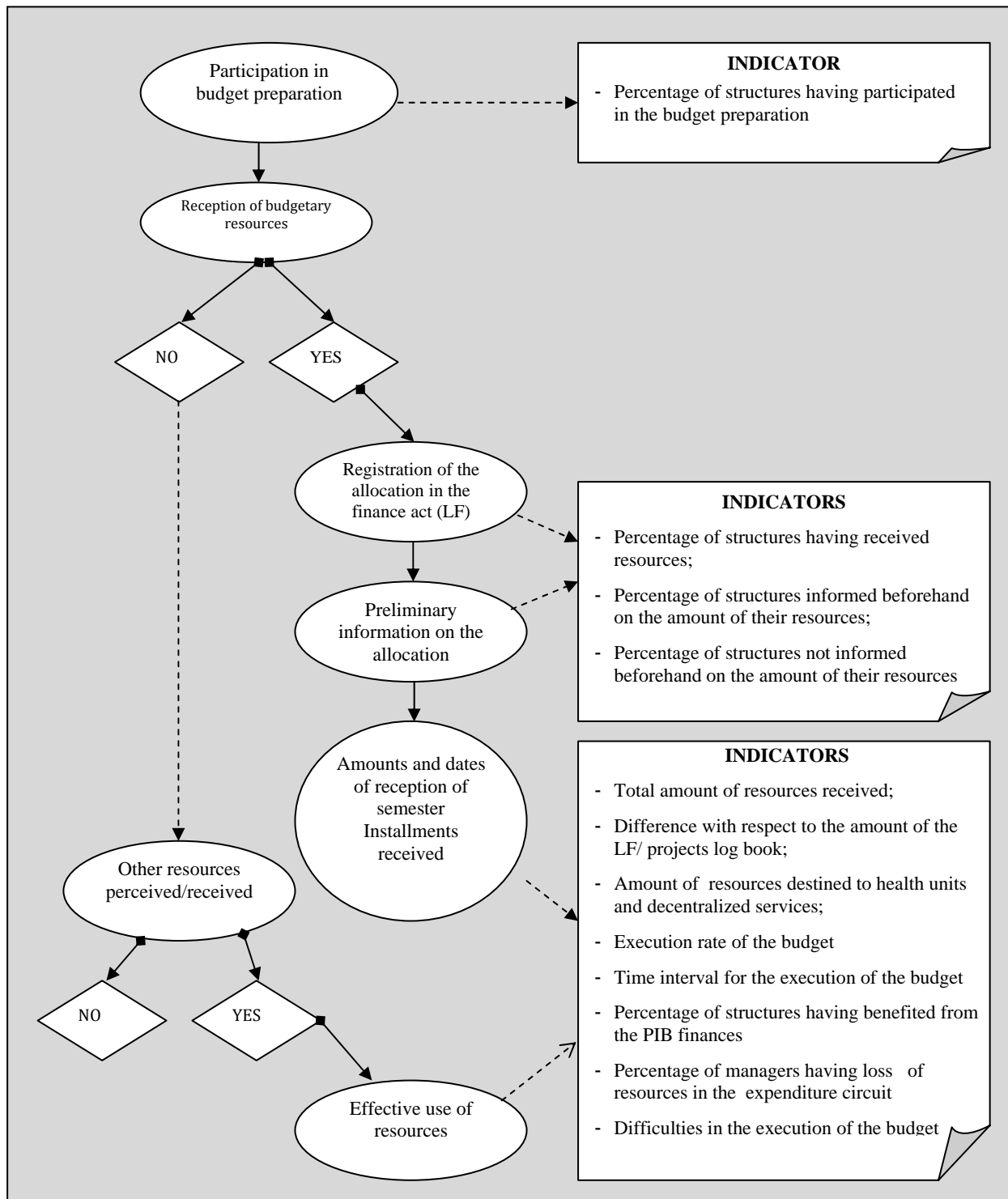
The traceability of public expenditure relates to the track followed by public funds and material resources coming from government and other donors through the administrative hierarchy until the officials entitled to order payments within schools. In addition to information about budget preparation, this chapter will be interested on the availability of information about the expenditure circuit, the State subvention awarded to private schools, the budget execution rate and the management of the minimum package. Moreover, due to the difference between education structures, the traceability of public expenditure makes to observe the follow –up of primary, secondary schools and intermediary decentralized services.

### 4.1 Conceptual model for the follow-up of the traceability of public expenditure

For a good analysis of the traceability of budgetary resources destined to (or passing through) these structures, it is necessary to have complete and reliable information on the expenditure circuit as well as on the allocations provided in the finance act and those actually received by the different elements of the chain.

For this, we carried out the following conceptual scheme which constitutes the base of the sections relative to the budget circuit in the questionnaires destined to decentralized services and to health units. This model is a combination of some important points for the monitoring of the traceability of budgetary resources. It presents the budgetary preparation before, and the use made of resources received afterwards. Specific indicators identified at each step help to better define the related information.

**Box 7: Conceptual model for the monitoring of the traceability of budgetary resources in the education sector**



## 4.2 Budgetary allocation and preliminary information of officials entitled to order payments

### 4.2.1. Participation in budget preparation in practice and preliminary information of officials entitled to order payment

#### ✓ *Participation in budget preparation in practice*

Good budget execution can be facilitated if the officials concerned are involved in budget preparation.

Each year, during the preparation of budget, the officials of the central offices of education are asked to keep the list of their needs. For schools, these needs stem from the resolutions of board of directors (high schools, colleges, ENIET, ENIEG) or boards of education (kindergartens, primary schools and their annexes). These boards play a role similar to that of enterprises' boards. Yet, 15% of primary schools used to have no board of education before 2009.

In 2009, the feeling of involvement of officials having the power to authorise public expenditure seems to grow greater as they are near the centre of decision. Indeed, while 63% of those working in delegations declare to have been associated to budget preparation, only 30% (26%) of those working in Sub-divisional inspections (primary schools) claim that. However, in secondary education, principals are more numerous than their hierarchic bosses from divisional and regional delegations to assert that.

**Table 6:** *Percentage of officials declaring to have been involved in the preparation of the budget of their structure in 2009*

Ministry	Structure	Area of establishment		Total
		Urban	Rural	
MINESEC	Regional delegation	50.0	-	50.0
	Divisional delegation	39.3	-	39.3
	Secondary school	68.0	63.5	66.4
MINEDUB	Regional delegation	70.0	-	70.0
	Divisional delegation	63.3	-	63.3
	IAEB/ENIEG	32.8	23.8	30.4
	Primary school	27.5	24.8	26.1

Source: PETS 2 Cameroon, 2010

Regarding the officials interviewed, there are three main situations which enable to affirm that they have been associated to budget preparation: (i) the compilation of the results of the board or staff meetings, (ii) the technical support of central State offices during budget elaboration and (iii) the expression/heed of the state of needs which they are often required to provide.

With a participation rate of 50% and 70% (MINESEC and MINEDUB respectively) with regard to budget preparation in regional delegations, one can notice that the surveyed officials do not master the rest of the budget preparation chain as from the moment they furnish the state of their prioritised needs to central offices within the frame of the respect of the calendar of "periodic files". Anyway, according to the governmental directives according to budget preparation, populations' aspirations have to be allowed for at 60%, the ministerial orientation covering the remaining 40%.

**Table 7:** Principal situations considered by structures' officials as means of involvement in the State budget preparation

Ministry	Structure	Within the framework of school council	Assistance	Expression of their needs	Total
MINESEC	Regional delegation	-	25.0	75.0	100.0
	Divisional delegation	-	14.3	85.7	100.0
	Secondary school	60.4	18.0	21.6	100.0
MINEDUB	Regional delegation	-	33.3	66.7	100.0
	Divisional delegation	-	20.0	80.0	100.0
	IAEB/ENIEG	10.0	50.0	40.0	100.0
	Primary school	59.1	18.2	22.7	100.0

Source: PETS II Cameroon, 2010

✓ **Preliminary information**

The proportion of officials apprised of the amount of their operating budget before the arrival of resources is greater in comparison with investment budget. Regarding the operating budget, the percentage of officials apprised of the amount of their operating budget before the arrival of resources increases as the hierarchic level of the structure does: overall, while this proportion is only 16% for primary schools, it is 23% for secondary schools and 28% for decentralized state services. This remark still holds for the investment budget, albeit not in the same proportions.

**Table 8:** Percentage of officials of education sector's structures aware of their budget allocation prior to the arrival of resources

Area of establishment	Functioning			Investment	
	Decentralized State services	Secondary schools	Primary schools	Decentralized State services	Secondary schools
Urban	26.0	20.8	13.0	19.8	13.5
Rural	37.5	25.3	18.3	8.0	18.5
<i>Total</i>	<b>27.7</b>	<b>22.5</b>	<b>15.7</b>	<b>17.9</b>	<b>15.3</b>

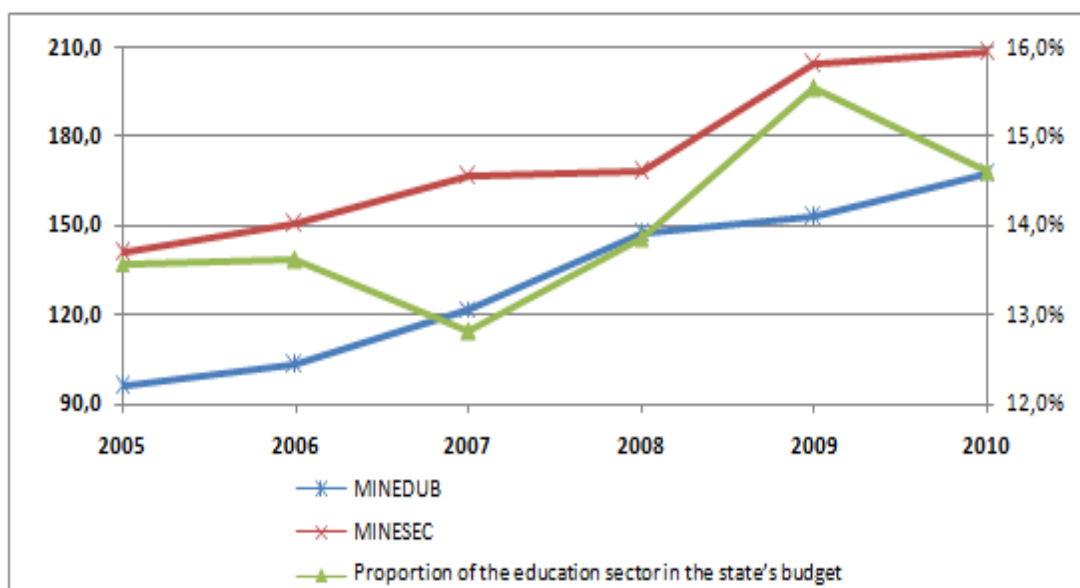
Source: PETS 2 Cameroon, 2010

#### 4.2.2. Resource allocation at MINEDUB and MINESEC

Law N°2008/012 of 29 December 2008 about the Finance act of the Republic of Cameroon sets the budget allocation of MINEDUB to 147.3 billion and that of MINESEC to 168.2 billion. In 2005, these allocations were tantamount to à 95.8 billion and 140.8 billion<sup>3</sup>. When one takes a look at the evolution of the budgets of both ministries, one notices a general upward trend, from 236.6 billion in 2005 to 375.6 billion in 2010.

<sup>3</sup> 2005 was the year of creation of MINESEC and MINEDUB.

**Figure 1: Evolution of the budget allocations of MINEDUB and MINESEC (in billion CFA)**



Source: 2005-2010 Finance act

### 4.3 Traceability in the management of public resources in 2008/2009

#### 4.3.1. Availability of the budgetary information

Concerning the availability of the budgetary information, stress will be put respectively on: (i) the percentage of structures having provided information on the utilisation of their budget allocation in 2009, (ii) the percentage of those whose budget allocation features on the Finance act (iii) the percentage of structures having provided information on the utilisation of the budget inscribed in the 2009 Finance act.

Concerning the Ministry of Secondary Education and the information about the utilisation of budget allocation, it is noticed that 94% of principals have got available information about the utilisation of the budget allocation against only 58% for the investment budget. In addition, 98% of principals are aware of the inscription on the Finance act of their operating budget against 36% for the investment budget. Finally, while 92% of them are both aware of the inscription of their operating budget on the Finance act and able to specify their utilisation, only 21% are capable thereof according to the investment budget.

As to regional and divisional delegations of secondary education, almost 90% of officials have provided information about the operating budget inscribed on the Finance act with details on its utilisation. Though all have an investment budget allocation inscribed on the Projects log book, only 50% and 22% respectively have provided details on the nature of the utilisation (respectively on the inscription and the utilisation).

Except the regional delegations of basic education, which have thorough information about both types of budget, one notices that, for all of the other structures, information is more available for the operating budget than for the investment one.

**Table 9: Proportion of education structures getting available information about their budget in 2009**

Structure		Operating budget			Investment budget		
		Collected	Finance act	Collected & Finance act	Collected	Projects log book	Collected & Projects log book
MINESEC	Regional delegation	88	100	88	50	100	50
	Divisional delegation	97	97	94	22	100	22
	Secondary school	94	98	92	58	36	21
MINEDUB	Regional delegation	100	100	100	100	100	100
	Divisional delegation	100	94	94	73	96	70
	IAEB	89	100	89	4	33	1
	ENIEG	86	100	86	71	20	14
<b>Total</b>		<b>94</b>	<b>98</b>	<b>92</b>	<b>47</b>	<b>50</b>	<b>24</b>

Source: PETS2 Cameroon, 2010

#### 4.3.1 Management of budgetary resources

##### ✓ Reception of cash resources

During the survey, it was observed that some structures had not received cash resources during the school year 2008/2009 that is in the forms of authorisation of expenditure or cash advances. Moreover, nearly 2% of decentralized state services' officials declared having received nothing – it was generally because the interim official had not willed to hand over the management to the newly appointed official. This proportion is 1% (15%) for secondary (primary) schools. However, among the schools which have received no allocation, there some for which the budget allocation have wrongly assigned to an accounting item out of the attached administrative unit and some other which do not feature on the listing prepared by the technical offices in charge of the budget preparation of the ministries concerned.

**Table 10: Proportion of education structures having received cash resources in 2009 for their operating budget**

Area of establishment	Decentralized state services	Secondary schools	Primary schools
Urban	97.1	99.3	84.1
Rural	100.0	97.6	85.7
Total	97.5	98.7	84.9

Source: PETS 2 Cameroon, 2010

The proportion of structures having declared to have received from their administration, in 2009, an amount of resources corresponding to that inscribed in the finance act depends upon the location according to the decision centre. Indeed, 58% of secondary schools declare to have received the totality of the amount allocated in 2009 as against respectively 68% and 70% for the divisional and regional delegations. The same trend is observed at the level of basic education. With regard to the residence area, secondary schools are more numerous to have received amounts corresponding to those inscribed in the finance act in rural areas. It is also the case of IAEB/ENIEG. On the other hand, at the level of basic education, the schools located in rural areas are more satisfied than those situated in urban ones.

**Table 11:** Proportion of education structures declaring to have received from their administration, in 2008/2009, an amount of resources corresponding to that inscribed in the finance act.

Ministry	Hierarchic level of the structure	Area of establishment		Total
		urban	rural	
MINESEC	Regional delegation	70	-	70
	Divisional delegation	68	-	68
	Secondary school	51	69	58
MINEDUB	Regional delegation	70	-	70
	Divisional delegation	59	-	59
	IAEB/ENIEG	49	57	51

Source: PETS2 Cameroun, 2010

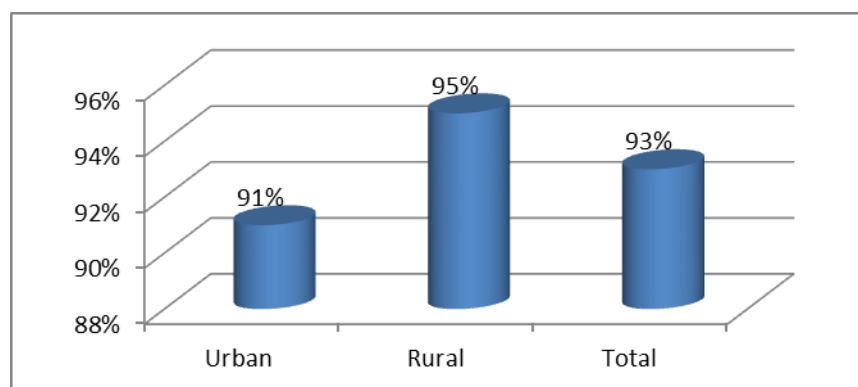
The quasi-totality of public secondary schools (99%) have received during the 2009 budgetary year their budget resources in the form of authorisations of expenditure both in urban and rural areas. Only 5% of them have received resources in the form of cash advances. Urban schools (6%) have more benefited from this kind of funding than rural ones (4%).

✓ **Withdrawal of authorisations of expenditure**

In secondary schools, nearly 7% of authorisations of expenditure for operating activities have been collected by persons other than principals. This proportion is higher (9%) in urban areas than in rural ones (5%). Concerning the investment budget, roughly 39% of authorisations of expenditure have not been collected by principals. Among them, 8% have been collected by administrative authorities and only 1% has been collected by elites (respectively regional delegates). It is not known who has collected the remaining 29%.

According to the residence area, the withdrawal of authorisations of expenditure is generally the responsibility of head of schools in rural areas (67%) as against 58% in urban ones. However, the interventions of elites and administrative authorities is greater in rural areas – on the other hand, the multiplication of interveners is more evident in urban areas (32% of "don't know" in urban areas versus 25% in rural ones).

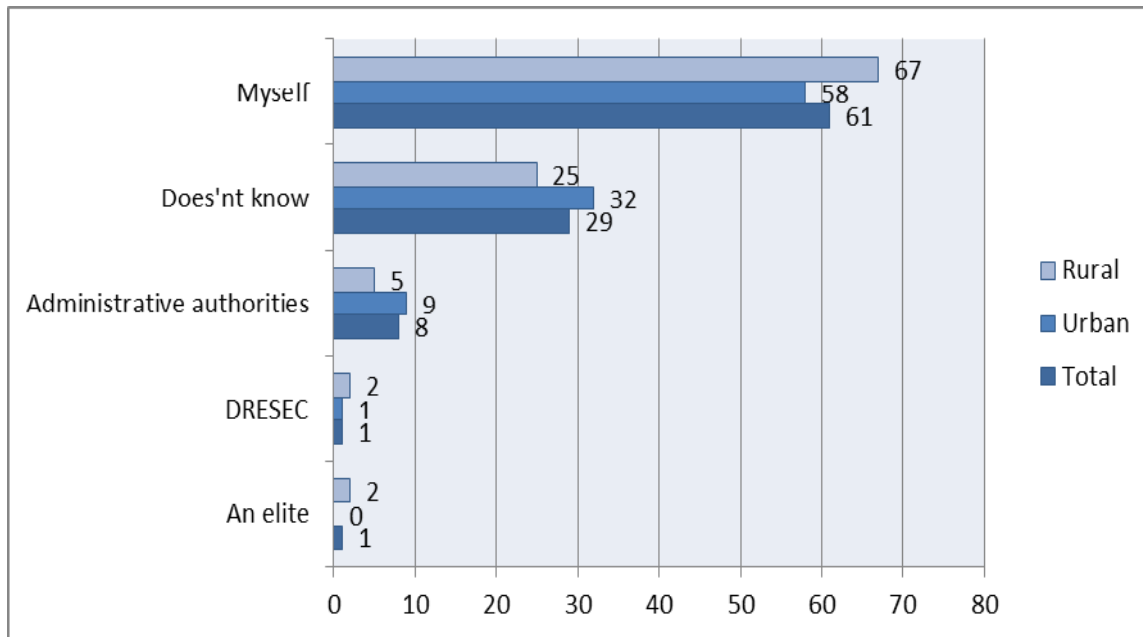
**Figure 2:** Proportion of principals having personally withdrawn their authorisations of expenditure for the 2008/2009 operating budget.



Source: PETS2 Cameroon, 2010



**Figure 3:** Proportion of secondary schools according to the identity of the persons who have collected authorisations of expenditure in 2008/2009

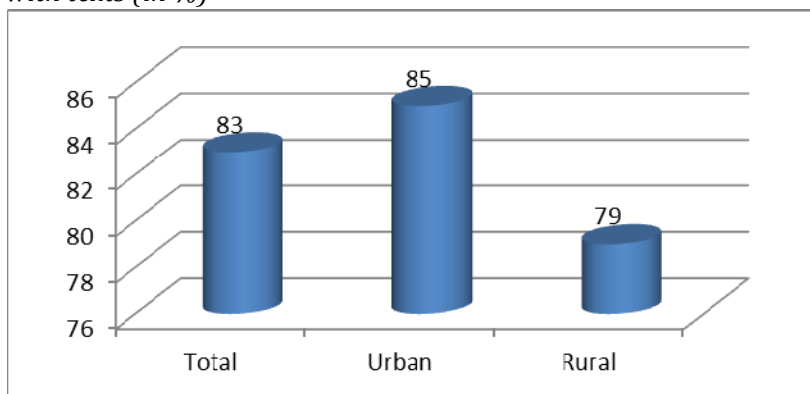


Source: PETS2 Cameroon, 2010

The analysis of the utilisation of budget allocations is articulated round the conformity with the organic texts related to the amount of the bonuses paid, the types of execution of the operating (investment) budget.

Regarding secondary education, almost 17% of principals deem that the amount of incentive bonuses paid is not in accordance with the related regulation. The non-conformity gap is larger in rural areas (21%) than in urban ones (15%).

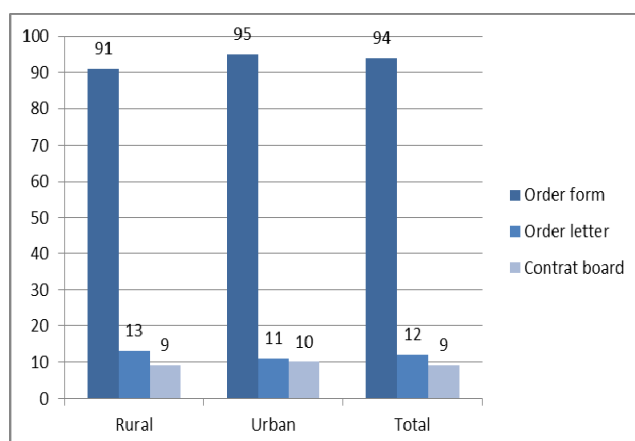
**Figure 4:** Proportion of principals who have deemed the amount of the bonuses paid to be in accordance with texts (in %)



Source: PETS2 Cameroon, 2010

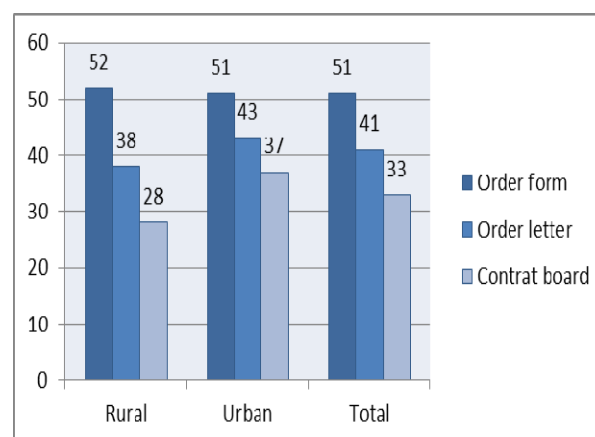
For the execution of operating and investment budgets, the principals have resorted to three main types of contracts: the “order form”, the “engagement letter” and the “market contract”. The order form is the most used type for the investment budget and the operating budget as well. However, albeit the three types are utilised both in urban and rural areas in relatively close proportions for the investment budget, it is not the case for the operating budget where the resort to the order form is almost exclusive, with nearly nine contracts out of ten.

**Figure 5:** Types execution of the operating budget (in %)



Source: PETS2 Cameroon, 2010

**Figure 6:** Types of execution of the investment budget (in %)



Source: PETS2 Cameroon, 2010

### 4.3.2 Execution delays of budget

The execution delay corresponds to the span between the collection of authorisations of expenditure and their execution. The ideal is that this delay is as short as possible, what would contribute to make the expenditure circuit more efficient. In secondary schools, the second semester “carton” is generally collected by the end of September (beginning of the school year), that is 2.7 months after the onset of this semester. Yet, this delay is shorter for the first semester as the corresponding “cartons” are collected by the end of February that is 2 months after the beginning of this semester. “Cartons” are generally executed 4 weeks after their collection – however, the execution delay of the “carton” endowed with the highest amount is generally longer. The execution delay of the “cartons” related to the investment budget generally exceeds by 3 weeks that of the operating budget.

In decentralized state services of education, the span between the onset of the first (second) semester and the collection of authorisations of expenditure is approximately 1.5 (2.5) months. The execution of the highest amount occurs 2.2 (1.2) months after its collection at the first (second) semester. Concerning the investment budget of these structures, the execution delay is shorter (1.6 months) than that of the operating budget whereas the execution of the highest amount occurs nearly 4 months after the collection.

**Table 12:** Indicators of delay in secondary schools (in months)

	Operating budget				Investment budget		
	Delay between the beginning of the 2010 budgetary year and the collection of authorisations of expenditure	Delay between the beginning of the 2009 2 <sup>nd</sup> semester and the collection of authorisations of expenditure	Delay between the collection and the beginning of the execution of the budget of 1 <sup>st</sup> 2009/2010 semester	Delay between the collection and the execution of the highest amount	Delay between the beginning of the 2009 budgetary year and the collection of authorisations of expenditure	Delay between the collection and the beginning of the execution	Delay between the collection and the execution of the highest amount
Urban	2,7	1,9	0,9	2,2	4,0	1,7	2,8
Rural	2,8	1,9	0,8	2,1	3,9	1,2	2,7
<b>Total</b>	<b>2,7</b>	<b>1,9</b>	<b>0,8</b>	<b>2,2</b>	<b>3,9</b>	<b>1,5</b>	<b>2,8</b>

Source: PETS2 Cameroon, 2010

**Table 13: Indicators of delay in decentralized services of education (in months)**

	Indicators	Urban					Rural	Total
		DRES	DDES	DREB	DDEB	IAEB	IAEB	
Operating budget	Delay between the beginning of the 2009 1 <sup>st</sup> semester and the collection	2.3	1.9	1.1	1.6	1.9	1.5	1.7
	Delay between the beginning of the 2009 2 <sup>nd</sup> semester and the collection	3.0	2.7	1.9	2.3	2.7	2.8	2.6
	Delay between the 1 <sup>st</sup> semester collection and the execution of the highest amount	4.1	2.1	1.2	2.3	2.3	1.1	2.2
	Delay between the 2 <sup>nd</sup> semester collection and the execution of the highest amount	1.1	0.7	3.3	1.8	0.8	0.8	1.2
Investment budget	Delay between the beginning of the budgetary year and the collection	5.8	3.4	1.7	1.9	2.5	1.7	2.5
	Delay between collection and execution	0.1	1.4	1.0	2.4	0.1	1.0	1.6
	Delay between collection and execution of the highest amount	3.1	2.2	5.4	4.2	4.4	1.0	3.9

Source: PETS2 Cameroon, 2010

The attribution of more than 3 contracts out of 4 by the public contracts commission (whatever for secondary schools or for decentralized state services) occurs after more than 28 days. A little less than 12% of contracts are attributed within less than 13 days for secondary schools, as against less than 6% for decentralized state services for the same period.

**Table 14: Percentage of secondary schools and decentralized State services of education according to the average time spent by the public contract commission for attributing a contract.**

	Secondary schools	Decentralized state services
Less than 7 days	5.4	3.8
Between 7 and 13 days	6.5	1.9
Between 14 and 20 days	10.8	3.8
Between 21 and 27 days	2.2	1.9
28 days or more	75.3	88.7

Source: PETS 2 Cameroon, 2010

### 4.3.3 Budget execution rates

The overall budget execution rate (according to the order to pay) is roughly 92% for schools (91% for the operating budget and 95% for the investment budget) and decentralized state services as well. In the secondary schools of the Littoral and Centre regions, it is 100%. The execution rate of the investment budget is lower (greater) than that of the operating budget for schools (decentralized state services).

**Table 15: Budget execution rates of secondary schools and decentralized state services of education (base ordonnancement)**

Region	Secondary schools			Decentralized States services		
	Budget execution rate	Budget execution rate of the operating budget	Budget execution rate of the investment budget	Budget execution rate	Budget execution rate of the operating budget	Budget execution rate of the investment budget
Douala	98.3	98.2	98.3	99.7	99.7	98.2
Yaoundé	75.7	68.8	100.0	66.8	95.9	38.4
Adamawa	99.6	98.8	100.0	100.0	100.0	97.6
Centre	100.0	100.0	100.0	75.9	97.4	62.9
East	77.5	87.8	71	100.0	100.0	100.0
Far-North	97.6	100.0	96.9	88.8	81.1	94.1
Littoral	100.0	100.0	100.0	99.9	89.7	99.8
North	89.4	98.9	100.0	99.2	99	98.8
North-West	94.1	97.7	91.8	97	98.1	96.1
West	99.1	98.5	100	99.6	99.3	100.0
South	83.9	100.0	67.4	87.1	99.9	85.1
South-West	97.6	98.1	100.0	93.3	100.0	97.5
<b>Total</b>	<b>91.8</b>	<b>90.8</b>	<b>94.8</b>	<b>92.0</b>	<b>96.6</b>	<b>88.5</b>

Source: PETS2 Cameroon, 2010

Overall, the average (respectively operating, investment) budget execution rate is 92% (respectively 96%, 89%).

Divisional delegations present the highest budget execution rates. Indeed, for this hierarchic level, the average (respectively operating, investment) execution rate is roughly 95% (respectively 99%, 92%). On the other hand, IAEB present the lowest average budget execution rate (nearly 87%).

**Table 16: Budget execution rates of the decentralized state services by hierarchic level**

	Budget execution rate	Operating budget execution rate	Investment budget execution rate
Regional delegation	89.3	87.8	90.3
Divisional delegation	94.8	99.2	91.7
IAEB	86.7	97.7	74.4
<b>Total</b>	<b>92.0</b>	<b>96.6</b>	<b>88.5</b>

Source: PETS 2 Cameroon, 2010

#### 4.3.4 Losses of resources in the expenditure circuit

The evaluation of the amount of losses in the expenditure circuit in light of questionnaires has not produced reliable results. Indeed, despite the best endeavours of the data collection team, several interviewees felt uneasy with the related questions. This attitude is comprehensible as, soon after the launch of the survey, the so-called “Operation Epervier” made new victims. However, unofficial discussions with education officials have enabled to estimate at only 40% the percentage of resources utilised for the actual needs of schools – hence, 60% of the amount inscribed on the Finance act is lost. It is worthwhile to point out that taxes, representing roughly 20% and being directly collected by public offices, are accounted for in these 60%. Therefore, the actual losses amount to 40% and enable to bribe some officials intervening in the expenditure chain: hierarchic superiors, administrative authorities, finance controllers, inventory accountants, members of the public contracts commission and officials and personnel of the structure itself.

This estimation of losses, which has been possible for the operating budget, was very difficult to be realised for the investment budget, whether managed by central or local (governors and divisional officers) offices.

Generally, the highest losses in the expenditure circuit are imputable to finance controllers (notably on the items “purchase of office stationery or small materials” (33%), “purchase of usual, computer or electronic office materials” (54%), “maintenance or reparation of vehicles” (47%) and “purchase of other usual materials” (41%)) and to the very offices of the structure through the items “daily indemnities of missions within the country” (13%) and “seminars, training and training courses” (3%).

Furthermore, 47% of resources lost in decentralized state services are imputable to public contracts commissions through the item “purchase of fuel and lubricants of vehicles”. Regarding secondary schools, the major losses are imputable to their own offices with a minimum of 8% on every item except the item “indemnities of missions within the country” which is tapped to bribe some hierarchic superiors and administrative authorities.

**Table 17:** Percentage of decentralized State services having declared to have registered losses on an item of the operating budget, with regard to the operating budget item, the type of the intervener and the area of establishment.

Budgetary line	Hierarchy and administrative authorities			Finance control			store accounting			Public contract commission			Services of the structure		
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
purchase of office stationery or small maintenance	3,2	23,1	5,7	12,8	26,7	14,7	6,7	23,1	8,7	4,4	0,0	3,9	5,4	8,3	5,8
purchase of usual, computer or electronic office materials	2,2	8,3	2,9	10,5	15,4	11,1	3,3	8,3	3,9	5,4	0,0	4,8	3,3	0,0	2,9
purchase of other usual materials	2,2	8,3	2,9	7,6	21,4	9,4	2,2	15,4	3,9	4,4	0,0	3,9	2,2	0,0	1,9
Purchase of fuel and lubricants for auto vehicles	5,6	8,3	5,9	11,1	0,0	9,9	4,5	0,0	4,0	2,2	0,0	2,0	1,1	8,3	2,0
maintenance or reparation of vehicles	3,4	0,0	3,0	8,0	0,0	7,1	3,4	0,0	3,1	2,3	0,0	2,0	2,3	8,3	3,1
daily indemnities of missions within the country	7,4	15,4	8,4	9,7	23,1	11,3	3,3	16,7	4,8	2,2	8,3	2,9	8,5	23,1	10,3
Seminars, training and training courses	4,4	8,3	4,9	4,5	9,1	5,0	2,3	9,1	3,0	1,1	0,0	1,0	7,7	16,7	8,7

Source: PETS2 Cameroon, 2010

**Table 18:** Percentage of resources declared lost by the decentralized State services during the operating budget execution, with regard to the operating budget item, the type of the intervener and the Area of establishment.

Budgetary line	Hierarchy and administrative authorities			Finance control			store accounting			Public contract commission			Services of the structure		
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
purchase of office stationery or small materials	4.3	5.9	4.6	32.5	36.8	33.4	2.6	54.0	13.1	34.2	0.0	27.2	26.5	3.4	21.7
purchase of usual, computer or electronic office materials	2.4	26.3	2.8	54.1	52.0	54.1	0.8	21.7	1.2	31.2	0.0	30.6	11.6	0.0	11.4
purchase of other usual materials	1.9	2.5	2.1	43.5	32.7	40.8	0.4	64.8	16.3	43.0	0.0	32.4	11.2	0.0	8.4
Purchase of fuel and lubricants for auto vehicles	10.6	2.4	9.0	25.1	0.0	20.2	1.3	0.0	1.1	58.0	0.0	46.6	5.0	97.6	23.2
maintenance or reparation of vehicles	2.4	0.0	2.0	57.4	0.0	46.6	3.3	0.0	2.7	8.8	0.0	7.1	28.1	100.0	41.7
daily indemnities of missions within the country	11.8	6.6	10.5	12.7	13.1	12.8	2.0	4.5	2.6	36.1	0.3	27.4	37.3	75.4	46.6
Seminars, training and training courses	7.9	1.2	6.7	2.8	1.1	2.5	0.2	0.5	0.2	0.3	0.0	0.2	88.8	97.1	90.4

Source: PETS2 Cameroon, 2010

**Table 19:** Percentage of secondary schools having registered losses on an operating budget item, with regard to the type of the intervener and the area of establishment.

Budgetary line	Hierarchy and administrative authorities			Finance control			store accounting			Public contract commission			Services of the structure		
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
purchase of office stationery or small materials	5,8	16,7	9,8	12,8	20,0	<b>15,4</b>	6,7	13,3	9,1	2,9	3,3	3,0	8,7	21,3	13,3
purchase of usual, computer or electronic office materials	2,9	6,9	4,3	8,3	8,8	8,5	2,9	10,3	5,6	1,9	7,0	3,7	4,9	12,1	7,5
purchase of other usual materials	1,9	5,4	3,1	5,8	5,5	5,7	2,9	10,7	5,7	2,0	5,4	3,2	9,8	8,9	9,5
Purchase of fuel and lubricants for auto vehicles	13,9	8,5	12,0	14,2	15,3	14,5	7,7	8,5	8,0	1,9	6,8	3,7	12,5	15,3	13,5
maintenance or reparation of vehicles	5,7	6,8	6,1	10,4	10,3	10,4	3,8	6,9	4,9	1,9	5,2	3,1	9,6	13,6	11,0
daily indemnities of missions within the country	8,6	11,7	9,7	7,8	16,7	11,0	3,9	10,2	6,2	2,9	1,7	2,5	13,7	18,3	15,4

Source: PETS2 Cameroon, 2010

**Table 20:** Percentage of resources lost by secondary schools during budget execution with regard to the operating budget item, the type of the intervener and the area of establishment.

Budgetary line	Hierarchy and administrative authorities			Finance control			Store accounting			Public contract commission			Services of the structure		
	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total	Urban	Rural	Total
purchase of office stationery or small materials	7.2	12.9	9.6	43.0	14.2	30.8	5.2	2.0	3.8	1.7	4.2	2.8	43.0	66.7	53.0
purchase of usual, computer or electronic office materials	21.6	19.8	41.3	21.1	11.7	16.7	0.7	13.2	6.5	1.4	14.3	7.4	55.2	38.2	47.3
purchase of other usual materials	0.2	7.3	7.5	30.5	3.0	23.4	0.3	22.4	5.9	1.5	17.0	5.5	67.5	36.4	59.5
Purchase of fuel and lubricants for auto vehicles	33.8	6.7	40.5	15.0	11.6	14.0	5.4	9.0	6.5	0.6	13.6	4.7	45.2	51.3	47.1
maintenance or reparation of vehicles	24.3	6.4	30.7	21.0	9.2	16.0	1.3	3.3	2.1	0.8	6.2	3.1	52.6	72.6	61.1
daily indemnities of missions within the country	16.4	34.3	50.6	6.5	20.4	13.0	2.5	18.7	10.1	29.0	0.3	15.6	45.7	21.5	34.4

Source: PETS2 Cameroon, 2010



### 4.3.5 Appreciation of the functioning of the public contract commission

In general, at least one head of school out of two is satisfied with the functioning of the public contracts commission and 62% are satisfied with the public contracts passed. Their contentment is more perceptible in urban areas than in rural . However, two heads of school out of three think that they should play a different role within public contracts commissions so as to improve their functioning.

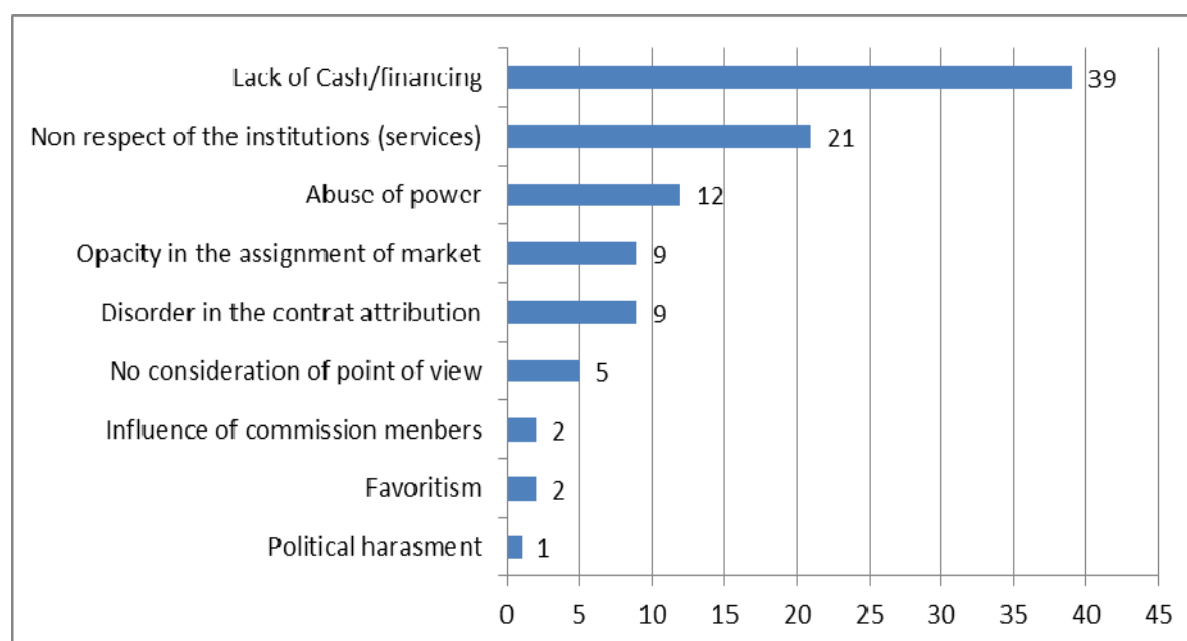
**Table 21:** Some opinions of principals about the public contract commission

	Urban	Rural	Total
% of principals deeming that the deliberations/results of the public contract commission meet their expectations	54	50	53
% of principals feeling satisfied with the contracts passed by the commission	68	51	62
% of principals thinking that they should play a different role within the commission	66	66	66

Source: PETS2 Cameroon, 2010

The principal reasons of non-satisfaction mentioned by principals according to the public contracts passed by the public contracts commission are the “lack of liquidity/funding”, the non-respect of the instructions of technical offices and the “opacity in the attribution of public contracts”.

**Figure 7:** Main reasons of the non-satisfaction of principals by the contracts passed by the commission (in %)



Source: PETS2 Cameroon, 2010

### 4.3.6 Management of the subventions awarded to private establishments

Private education contributes handle almost 30% of the educated population. Supporting private education is part of the strategic axis of development of the partnership in the education sector. The subvention allocated by the State to private education is given to establishments having an opening authorisation delivered by the ministries in charge of education. This subvention aims to complete the salaries of the personnel authorised to teach in these establishments. In 2009, 50% of primary schools and 62% of secondary schools have received State subventions.

The subvention amounts and the criteria for their Distribution are barely known by principals. Indeed, only 9% of headmasters and 16% of principals are informed of the amount of their subvention. Furthermore, among the establishments which have received subventions in 2009, very low proportions (12% of headmasters and 16% of principals) know the Distribution criteria.

**Table 22: Percentage of private schools having benefited from State subsidies (%)**

Level of education	Have received State subventions	Have knowledge of the amount of their subsidies	Know the distribution criteria of subventions
Primary schools	50.3	9.1	12.1
Secondary schools	61.7	16.2	16.2

Source PETS 2 Cameroon, 2010

The personnel remuneration is the main use of State subventions. In primary (secondary) education, 97% (88%) of officials use their subventions for remunerating the personnel, 63% (44.1%) for the functioning of their offices and 31% (45.2%) for the purchase of materials and equipment.

**Table 23: Main utilisation of the State subventions awarded to private primary and secondary schools (%)**

Level of education	Percentage of officials using the subvention for ...				
	Personnel remuneration	Functioning of services	Purchase of materials and equipment	Construction or arrangement of premises	Other
Primary schools	97.4	62.8	30.8	23.1	30.8
Secondary schools	88.2	44.1	45.2	23.7	10.8

Source: PETS 2 Cameroon, 2010

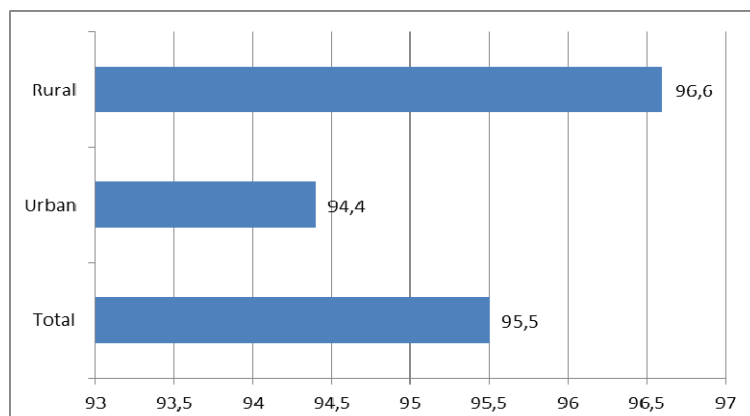
#### 4.3.7 Management of the minimum package

The “minimum package”, which has been conceived as an accompaniment measure of free primary education, is a package of didactic materials that the Government puts at the disposal of every public primary school at the beginning of the school year for meeting their essential needs. It is composed of:

- office stationery for the teaching personnel;
- didactic material for teachers;
- materials for the follow-up of teachers and the evaluation of pupils;
- sports and leisure materials;
- small pharmacy of emergency.

In 2008/2009, despite all the efforts evidenced by the authorities so as to ascertain that every minimum package reaches its final destination, 4.5% of public primary schools (more precisely, 5.6 % of urban areas’ public primary schools and 3.4% of rural areas’ public primary schools).

**Figure 8:** Proportion of primary schools having received the minimum package (%)



Source: PETS 2 Cameroon, 2010

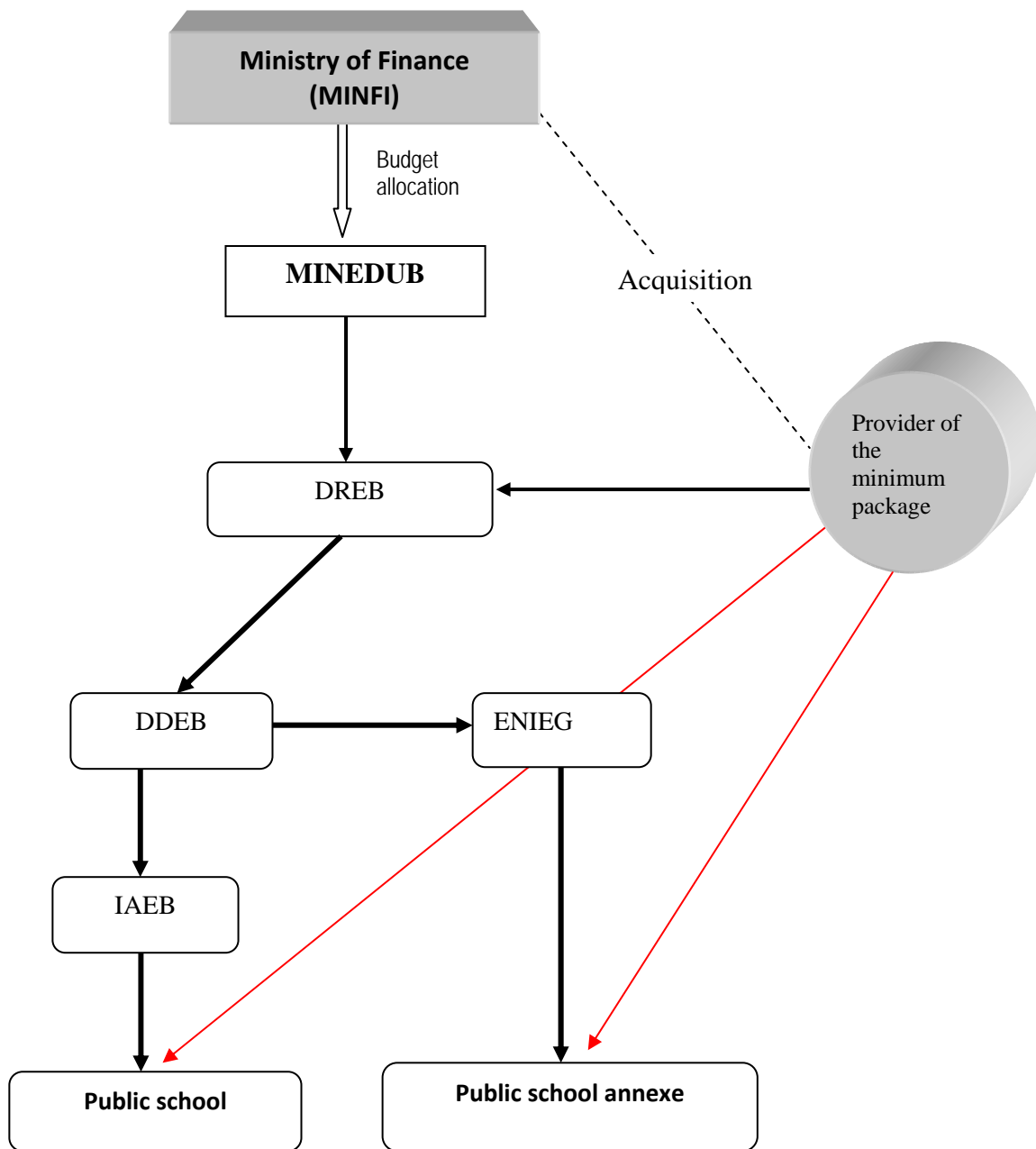
In 2008/2009, most of school officials (about 60%) have been informed of the arrival of the minimum package via administrative correspondence and 5.6% via press release. However, one school director out of three is still informed via an informal channel – this practice is more observed in rural areas.

**Table 24:** Communication channel utilised for accessing the information about the availability of the minimum package by area (%)

Area	Press/Radio communiqué	administrative correspondence	Informal channel	Total
Urban	4.6	57.1	38.3	100.0
Rural	6.6	62.4	31.0	100.0
Total	5.6	59.9	34.5	100.0

Source: PETS2 Cameroon, 2010

**Box 8:** Distribution scheme of the minimum package



According to the above distribution scheme of the minimum package, ENIEG and IAEB are the direct hierarchy of primary schools: ENIEG for public school annexes and IAEB for the other public schools. It is then observed that 86% of headmasters (92% in rural areas and 80% in urban ones) received their minimum packages from the sub-divisional inspectorate in 2008/2009. ENIEG account for roughly 8% (15% and 2% respectively) of minimum packages overall (in urban and rural areas respectively).

**Table 25:** Place of collection of the minimum package (%)

	Area of establishment		Total
	Urban	Rural	
Central offices	0.0	0.4	0.2
DREB	0.0	1.7	0.9
DDEB	4.6	1.7	3.1
IAEB	80.4	92.6	86.6
ENIEG	14.6	1.7	8.0
Others	0.5	1.7	1.1
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

Source: PETS2 Cameroon, 2010

In order to facilitate the forwarding of minimum packages from their collection places to schools, the Government grants financial resources to headmasters so as to make for transport fees. These resources are generally (87.2%) lower than 5,000 CFA F and seem to vary depending upon the locality according to the distance to be covered. Overall, 84.5% of headmasters think that these resources are insufficient, especially in rural areas.

**Table 26:** Transport compensations received by headmasters for the forwarding of the minimum package (%)

Amount received in CFA F	Area of establishment		Total
	Urban	Rural	
Have received nothing	53	52	53
]0 - 5000[	39	43	41
[5000- 10000[	3	1	2
[10000-15000[	0	0	0
15000 or more	5	4	4
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>

Source: PETS2 Cameroon, 2010

✓ **Transparency in the management of the minimum package**

The diffusion of the information about the availability of the minimum package before the school board and the Parents and Teachers Association (PTA) is well assured. Indeed, in at least eight schools out of ten, these organs are informed. The trend is the same whatever the residence area.

**Table 27:** Diffusion of the information about the minimum package (%)

Informed organ	Area of establishment		Total
	Urban	Rural	
School board	79.8	80.7	80.3
Students' parents	85.2	88.2	86.7

Source: PETS2 Cameroon, 2010

The average time between the start of the school year and the notification of the availability of minimum packages to headmasters is 4.5 months and varies according to the Area of establishment of

schools. Indeed, this time is longer in rural areas, probably on account of worse roads and means of transport.

**Table 28:** Indicator of delay in the forwarding of the minimum package by area of establishment (in months)

	Delay between	
	the beginning of classes (8 September 2008) and the notification of the arrival of the minimum package	the notification of the arrival of the minimum package and the collection of the latter
Urban	4.30	0.54
Rural	4.70	0.94
Total	4.50	0.74

Source: PETS2 Cameroon, 2010

✓ **Difficulties in the management of the minimum package**

Headmasters have declared having faced a certain number of difficulties in order to access their minimum packages. Some difficulties vary according to the Area of establishment of the school. The most important are linked to transport impediments, late arrival, quality or quantity.

“Issues of transport/lack of roads” are the main difficulties in rural areas and represent nearly 34% of all the difficulties faced while, in urban areas; it is “the late arrival and the incomplete nature of the minimum package”. Although marginal, “insecurity” and “corruption” also constitute an impediment to the collection of minimum packages.

**Table 29:** Difficulties faced in collecting the minimum package (%)

Difficulties faced	Area of establishment	
	Urban	Rural
Issues of transport/lack of roads	18.0	34.4
late arrival and the incomplete nature of the minimum package	27.9	22.3
Insufficiency of transport compensations	21.9	14.5
Insecurity	2.6	0.4
Corruption	1.3	2.1
Non adaptation of some elements	6.4	5.0
Others	21.9	21.3

Source: PETS2 Cameroon, 2010

#### 4.4 Main difficulties faced in budgetary execution in 2008/2009

✓ **Difficulties faced by decentralized state services**

In decentralized state services, the principal difficulties faced in the execution of the operating budget are: the “insufficiency/weakness of allocated credits”, the “lack of cash”, the “delay in the reception of cartons”, the “delay in engagements”. Are also cited among the seven main reasons (albeit in lower proportions) the “losses of resources at every level” and the “huge taxes”. The same difficulties are encountered for the investment budget (confer the tables in annex 1).

✓ **Difficulties faced by principals**

Overall, in secondary schools, one was more interested in the 10 main difficulties (the most cited) faced in the execution of the operating budget. Nine of these difficulties are observed both in urban and rural areas. Two principal difficulties emerge in each of both Area of establishments, that is “the delay in the reception of authorisations of expenditure” and the “insufficiency/weakness of allocated credits”. In both Area of establishments, 58% of principals have experienced a delay in the reception of

authorisations of expenditure. Concerning the insufficiency of credit, 28% (31%) of officials in urban (rural) areas have mentioned that problem.

The execution of the investment budget in secondary schools is impeded, according to principals, by seven main difficulties among which the most frequent are “insufficiency/weakness of allocated credits”, the “delay in the reception of cartons”, the “delay in engagements” and the “huge taxes” (confer the tables in annex 1).



## CHAPTER 5: CHARACTERISTICS OF THE SUPPLY OF SERVICES

### 5.1 Primary education

#### 5.1.1 Basic infrastructures and commodities

- **Classrooms**

On average, each primary school disposes of 7 functional classrooms. Except the regions of North-West, West and South-West, every functional classroom in the other regions has blackboard. Furthermore, primary school teachers do not always dispose of a desk, especially in the Centre, East and North regions.

**Table 30:** Average number of classrooms per school according to the residence area and the survey region

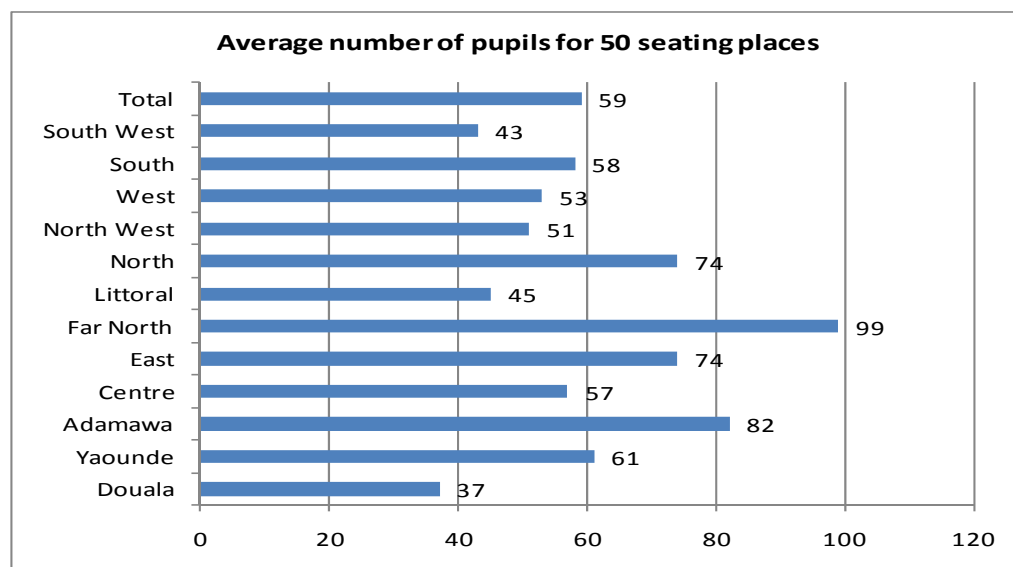
Region	Area of establishment						Total		
	Urban			Rural			Functional classrooms	Classrooms with blackboards	Classrooms with at least a teacher desk
	Functional classrooms	Classrooms with blackboards	Classrooms with at least a teacher desk	Functional classrooms	Classrooms with blackboards	Classrooms with at least a teacher desk			
Douala	10	10	9	.	.	.	10	10	9
Yaoundé	11	11	8	.	.	.	11	11	8
Adamawa	10	9	6	5	5	1	7	7	4
Centre	7	7	5	6	5	3	6	6	3
East	7	7	3	6	6	4	6	6	3
Far- North	7	7	4	4	4	2	5	5	3
Littoral	6	6	5	5	5	4	6	6	5
North	8	8	6	4	4	1	6	6	3
North-West	8	8	7	5	5	4	7	6	6
West	9	9	7	6	5	4	8	7	5
South	8	8	7	4	4	1	6	6	4
South-West	7	7	6	6	5	4	7	6	5
Cameroon	9	9	6	5	5	3	7	7	5

Source: PETS Cameroon, 2010

- **Class seats**

The seats usually found in primary schools have two or three places (almost 82%). The school system supplies, at the primary level, fewer seats in comparison with actual demand. Indeed, for 60 students, the school system supplies nothing but 50 seats. An analysis according to regions indicates that there more seats for students in the schools of Douala, Littoral and South-West. On the other hand, the situation is alarming in the northern part of the country where there are less than 3 students for 2 seats.

**Figure 9: Average number of pupils for 50 seating places**



Source: PETS Cameroon, 2010

- **Functional computers, libraries, administrative blocks and school canteens**

The study shows that 45.8% of schools possess an administrative block, 16.4% a library, 5% a school canteen and only 2.5% a computer that operates for students. Furthermore, the schools possessing such facilities are mostly located in urban areas. In comparison with 2004, some sensible progress is observed concerning libraries (+5.7 points) and administrative blocks (+4.4 points).

**Table 31: Percentage of schools disposing of a functional computer for students, a library, an administrative block and a school canteen**

	Functional computer	Library	Administrative block	School canteen
<b>Urban</b>	3.7	22.9	65.8	6.8
<b>Rural</b>	1.1	7.9	20.5	2.9
<b>Total</b>	2.5	16.4	45.8	5

Source: PETS Cameroon, 2010

- **Access to electricity and water supply**

Generally speaking, a clear amelioration is noticed in the purveyance of primary schools with electricity between 2004 and 2010. Indeed, the number of schools of the education system not endowed with any electricity source has decreased from 76.0% in 2004 to 64% in 2010. Despite the Government efforts for bettering the access to electricity, rural areas are still stricken as roughly 90% of their schools have no access to electricity. In urban areas, the main means of access to electricity is the connection to the AES SONEL network (56.2% of schools) whereas in rural areas, there are also electricity-generating sets. The utilisation of solar energy, still embryonic (0.3%), essentially remains an urban phenomenon and is mostly used in the regions of North-West and South.

**Table 32: Main power sources by region and residence area (%)**

Region	AES SONEL	Electricity-generators	Sonar panes	Nothing	Total
Douala	82.5	0.0	0.0	17.6	100.0
Yaoundé	88.5	0.0	0.0	11.5	100.0
Adamawa	21.2	1.9	0.0	76.9	100.0
Centre	24.5	0.0	0.0	75.5	100.0
East	21.2	1.9	0.0	76.9	100.0
Far-North	12.7	1.8	0.0	85.5	100.0
Littoral	23.6	0.0	0.0	76.3	100.0
North	18.4	2.0	0.0	79.6	100.0
North-West	25.9	0.0	1.9	72.2	100.0
West	21.8	0.0	0.0	78.2	100.0
South	32.1	0.0	1.9	66.0	100.0
South-West	44.9	2.0	0.0	53.0	100.0
Urban	56.2	0.3	0.6	43.0	100.0
Rural	7.9	1.4	0.0	90.7	100.0
Cameroon	34.9	0.8	0.3	64	100.0

Source: PETS Cameroon, 2010

While CAMWATER is the main water supplier of schools in urban areas, rural areas' schools essentially draw water from equipped wells, underground water sources and rivers/lakes/streams. Besides, it is worthwhile to point out that 31.8% of primary schools have no access to drinkable sources, especially in rural areas.

**Table 33: Main water sources by Area of establishment (%)**

Region	Main water source					Total
	Drinking water	Equipped water source/well	Underground water source	Rivers/lakes/streams	Nothing	
Douala	57.9	5.3	12.3	0.0	24.6	100.0
Yaoundé	90.4	1.9	1.9	0.0	5.8	100.0
Adamawa	26.9	0.0	23.1	13.5	36.5	100.0
Centre	17.0	15.1	11.3	7.5	49.1	100.0
East	9.6	15.4	25.0	5.8	44.2	100.0
Far-North	20.0	16.4	14.5	5.5	43.6	100.0
Littoral	32.7	3.6	7.3	9.1	47.3	100.0
North	18.4	14.3	18.4	6.1	42.9	100.0
North-West	63.0	13.0	5.6	13.0	5.6	100.0
West	43.6	3.6	9.1	18.2	25.5	100.0
South	30.2	9.4	11.3	7.5	41.5	100.0
South-West	55.1	10.2	14.3	6.1	14.3	100.0
Urban	62.4	4.0	10.7	0.6	22.4	100.0
Rural	8.6	15.5	15.1	16.9	43.9	100.0
Cameroon	38.8	9.0	12.7	7.7	31.8	100.0

Source: PETS Cameroon, 2010

- **Telephony**

Overall, an average number of one school out of ten possesses a fixed telephone line. This proportion is the same for schools' mobile lines. Most schools with telephone lines are from the private sector.

**Table 34:** Percentage of schools possessing a mobile phone or a fixed phone by Area of establishment and order of education

Region	Percentage of schools with a fixed phone	Percentage of schools with a cell phone
<i>Area of establishment</i>		
Urban	16.6	12.7
Rural	0.7	6.4
<i>Order of education</i>		
Public	7.6	4.0
Private	15.2	26.7
<b>Total</b>	<b>9.6</b>	<b>9.9</b>

Source: PETS Cameroon, 2010

- **Fence**

Concerning safety, the majority (66%) of schools have no fence and 9 rural areas' schools out of 10 are not secured. However, between 2004 and 2010, it has been observed a clear amelioration of the proportion of schools endowed with a fence in breezeblock (16.0% in 2004 as against 26.3% in 2010). Furthermore, private schools are more secured than public ones.

**Table 35:** Distribution of schools by type of fence, region, area of establishment and order of education (%)

Region	Type of fence					Total
	Breezeblock	Wood	Grill	No fence	Other	
Douala	82.5			15.8	1.8	100.0
Yaoundé	86.5			9.6	3.8	100.0
Adamawa	11.5	1.9	3.8	75.0	7.7	100.0
Centre	9.4	3.8		83.0	3.8	100.0
East	11.5	1.9		82.7	3.8	100.0
Far-North	12.7	1.8		85.5		100.0
Littoral	9.1	1.8		87.3	1.8	100.0
North	14.3		2.0	81.6	2.0	100.0
North-West	1.9	14.8		74.1	9.3	100.0
West	20.0	1.8	3.6	69.1	5.5	100.0
South	26.4	3.8		66.0	3.8	100.0
South-West	26.5	6.1		65.3	2.0	100.0
<i>Area of establishment</i>						
Urban	45.1	3.4	1.1	47.0	3.4	100.0
Rural	2.5	2.8	0.4	90.0	4.3	100.0
<i>Order of education</i>						
Public	22.5	1.9		71.8	3.8	100.0
Private	37.0	6.7	3.0	49.7	3.6	100.0
<b>Total</b>	<b>26.3</b>	<b>3.1</b>	<b>0.8</b>	<b>66.0</b>	<b>3.8</b>	<b>100.0</b>

Source: PETS Cameroon, 2010

- **Flushing toilet**

Overall, the proportion of schools with modern flushing toilet has almost doubled between 2004 and 2010 (increasing from 8.7% in 2004 to 16.0% in 2010). The situation in rural areas remains critical (only 2.4% of schools dispose of latrines with flush).

**Table 36: Distribution of schools by type of flushing toilet, region and area of establishment (%)**

Main type of flushing toilet					
Region	Flushing toilet	Healthy latrines	Unhealthy latrines	No toilet	Total
Douala	31.6	50.9	7	10.5	100.0
Yaoundé	57.1	28.6	4.1	10.2	100.0
Adamawa	3.9	43.1	15.7	37.3	100.0
Centre	6.1	40.8	36.7	16.3	100.0
East	2.9	34.3	28.6	34.2	100.0
Far-North	9.3	25.9	16.7	48.1	100.0
Littoral	4.3	42.6	38.3	14.9	100.0
North	6.1	30.6	30.6	32.6	100.0
North-West	14.8	35.2	25.9	24.1	100.0
West	11.9	50	35.7	2.4	100.0
South	13.2	34	24.5	28.3	100.0
South-West	26.1	37	19.6	17.4	100.0
Urban	26.6	44.4	13.6	15.5	100.0
Rural	2.4	29	35.3	33.3	100.0
<b>Total</b>	<b>16</b>	<b>37.7</b>	<b>23</b>	<b>23.2</b>	<b>100.0</b>

Source: PETS Cameroon, 2010

### 5.1.2 School insurance, small pharmacy of emergency, expanded vaccination Programme (PEV) and Programme HIV/AIDS in primary schools

Overall, 9 students out of 10 in primary schools are insured. It is an insurance policy subscribed by the government for public school students or by principals for private school students

As the pharmacy of emergency is concerned, 3 primary schools out of 4 possess one. It is the health kit available in public and private school for first care. Concerning the PEV, 3 school officials out of 4 acknowledge to have received PEV teams within the framework of a vaccination campaign during the school year 2008/2009 – it is of in 87.6% in urban areas against 64.1% in rural.

**Table 37: Percentage of schools insuring their students, disposing of a small pharmacy of emergency and benefiting from an expanded vaccination Programme by area of establishment**

Region	Insured students	Small pharmacy of emergency	Expanded vaccination Programme
Douala	87.7	96.5	96.5
Yaoundé	96.2	94.2	88.5
Adamawa	76.9	53.8	61.5
Centre	88.7	84.9	84.9
East	80.8	82.7	78.8
Far-North	81.8	81.8	65.5
Littoral	94.5	89.1	74.5
North	89.8	85.7	42.9
North-West	94.4	33.3	90.7
West	90.9	81.8	78.2
South	94.3	77.4	69.8
South-West	93.9	42.9	91.8
Urban	93.5	82.5	87.6
Rural	83.6	66.9	64.1
<b>Total</b>	<b>89.2</b>	<b>75.6</b>	<b>77.2</b>

Source: PETS Cameroon, 2010

### 5.1.3 Human resources

- **Primary schools’ personnel number**

The average number of personnel by school in Cameroon is 9, that is to say 8 permanent workers and 1 temporary worker. Among the permanent personnel, 2 are at the same time teacher and also care for the administration, only 1 works in administration and 6 are essentially teaching “chalk in hands”. Furthermore, the permanent personnel number is greater in the cities of Douala and Yaoundé respectively 15 and 12 than elsewhere. In addition, schools of urban areas have more teachers than in rural areas’ 11 against 5.

**Table 38:** Average personnel number by region and area of establishment

Region	Permanent personnel				Temporary personnel		
	Administrative teacher	Administrative but not a teacher	Teacher (non-administrative)	Total	Teacher	Not a teacher	Total
Douala	1	1	10	12	1	0	1
Yaoundé	4	1	10	15	1	0	1
Adamawa	1	1	6	8	1	0	1
Centre	1	0	6	6	2	0	2
East	3	0	5	8	1	0	1
Far-North	1	0	4	5	2	0	2
Littoral	1	0	5	6	1	0	1
North	1	0	4	5	2	0	2
North-West	2	1	5	7	2	0	2
West	1	1	6	7	2	0	2
South	2	1	7	10	1	0	1
South-West	2	1	6	9	1	0	1
Urban	2	1	9	12	1	0	1
Rural	1	0	3	4	1	0	1
<b>Total</b>	<b>2</b>	<b>1</b>	<b>6</b>	<b>9</b>	<b>1</b>	<b>0</b>	<b>1</b>

Source: PETS Cameroon, 2010

- **Appreciation and qualification of primary schools’ personnel**

Overall, 2 out of 3 primary school officials declare that the personnel number remains insufficient. This proportion is higher in rural areas. When we take into account the education order, one notices that it is mainly the officials of public schools (73.1%) who declare that the number of their teaching personnel is insufficient.

Concerning the qualification of teachers, nearly one out of ten officials is unsatisfied with the quality of his staff and it is in rural areas where most unsatisfied officials are found, independently of the order of education private or public.

**Table 39: Appreciation of the number of the teaching personnel by area of establishment and order of education**

Region	Appreciation of the number of the teaching personnel			Appreciation of the qualification of the teaching personnel					
	Sufficient	Insufficient	Total	Very satisfactory	Satisfactory	Normal	Unsatisfactory	Very unsatisfactory	Total
Douala	63,2	36,8	100	10,5	73,7	12,3	3,5	0,0	100,0
Yaoundé	43,8	54,2	100	14,6	64,6	12,5	4,2	2,1	100,0
Adamawa	25,5	74,5	100	14,3	59,2	16,3	10,2	0,0	100,0
Centre	34	66	100	9,4	62,3	22,6	3,8	0,0	100,0
East	35,3	64,7	100	17,6	52,9	19,6	9,8	0,0	100,0
Far-North	22,2	77,8	100	1,9	55,6	22,2	18,5	0,0	100,0
Littoral	41,8	58,2	100	10,9	58,2	23,6	5,5	0,0	100,0
North	10,2	87,8	100	6,1	71,4	8,2	12,2	0,0	100,0
North-West	29,6	66,7	100	11,1	55,6	11,1	16,7	1,9	100,0
West	25,5	74,5	100	9,1	54,5	12,7	20	0,0	100,0
South	32,1	67,9	100	11,3	67,9	15,1	5,7	0,0	100,0
South-West	34,7	65,3	100	32,7	51	16,3	0	0,0	100,0
<b>Area of establishment</b>									
Urban	48,1	51	100	14,9	65,3	14,3	3,7	0,6	100,0
Rural	15,2	84,4	100	8,8	54,4	18,6	16,4	0,0	100,0
<b>Order of education</b>									
Public	26,3	73,1	100	11	60,2	16,9	9,7	0,4	100,0
Private	53,3	46,1	100	15,8	61,8	13,9	7,9	0,0	100,0
<b>Total</b>	<b>33,4</b>	<b>66</b>	<b>100</b>	<b>12,3</b>	<b>60,6</b>	<b>16,1</b>	<b>9,3</b>	<b>0,3</b>	<b>100,0</b>

Source: PETS Cameroon, 2010

#### 5.1.4 Supervision and inspection

In order to improve the supply of education services, primary schools are often subject to the supervision and control of sub-divisional inspectors for limiting absenteeism and improving the quality education. Nine primary school officials out of ten declare to know inspection criteria – the proportion of such officials is higher in rural areas (90.4%) than in urban ones (88.5%). On average, a primary school was inspected 4 times in 2008/2009 that is 3 times in rural areas and 4 times in urban.

Concerning the appreciation of pedagogic visits received during this school year, the quasi-totality of primary school officials acknowledges their utility.

**Table 40: Inspection, Knowledge of inspection criteria and appreciation of the pedagogic visits received**

Area of establishment	Average number of inspections in 2008/2009	Knowledge of inspection criteria	Appreciation of the pedagogic visits received			Total
			Indispensable	Useful	Pointless	
Urban	4.2	88.5	55.1	43.9	1.1	100
Rural	3.3	90.9	56.4	43.6	0	100
<b>Total</b>	<b>4</b>	<b>89.1</b>	<b>55.4</b>	<b>43.8</b>	<b>0.81</b>	<b>100</b>

Source: PETS Cameroon, 2010

## 5.2 Secondary education

### 5.2.1 Basic infrastructures and commodities

- **Type of material utilised for the construction of classrooms**

The material mainly used for the construction of secondary schools' classrooms is definite (made in breezeblock). For the whole secondary education, 4.4% of schools are made up with temporary materials.



**Table 41:** Distribution of secondary schools by type of material used for the construction of classrooms (%)

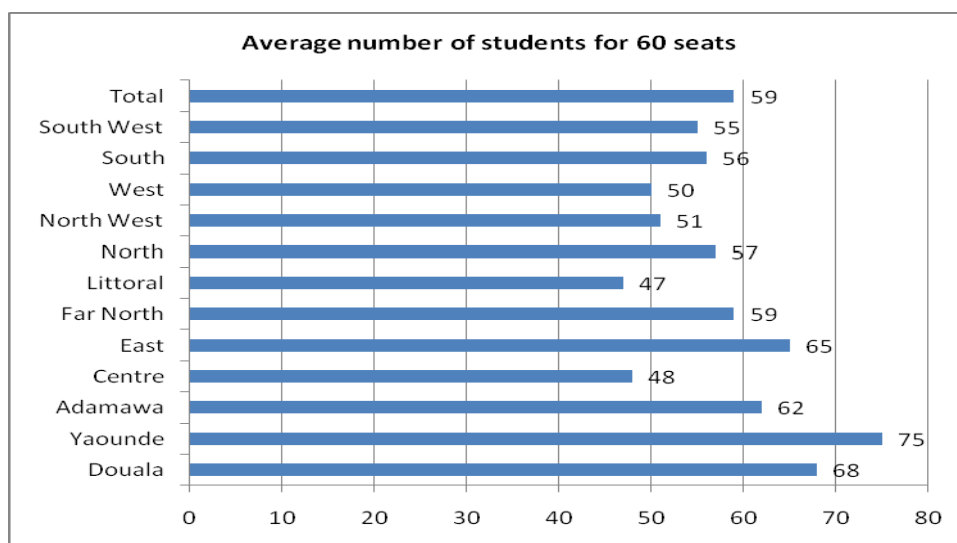
Area of establishment	Type of material	Percentage
Urban	definite	93.8
	Partly definite	1.9
	Precairous material	4.3
	Total	100
Rural	definite	84.6
	Partly definite	10.4
	Precairous material	5.1
	Total	100
Total	definite	92.4
	Partly definite	3.2
	Precairous material	4.4
	Total	100

Source: PETS Cameroon, 2010

- **Desks**

The desks usually found in primary schools have two or three seats (around 89%). Overall, secondary schools provide as many seating places as the number of students. A regional analysis enables to notice that, except the East and Adamawa regions and the cities of Yaoundé and Douala, students are better seated elsewhere.

**Figure 10:** Average number of students for 60 seats



Source: PETS Cameroon, 2010

- **Computers, functional workshops/laboratories**

At the time of globalisation including ICT (Information and Communication Technologies), 24% of secondary schools do not have functioning computers at the disposal of students – the corresponding proportion in urban areas is 13% against 53% in rural areas following the area of establishment. Regarding functional workshops, only technical school officials have been interviewed and it has been observed that more than half of them (57.2%) do not have it. More than half of general education schools do not dispose of functioning laboratories – the corresponding proportion in rural areas is 79.6% according the area of establishment

**Table 42:** Proportion of secondary schools possessing at least one functional computer, workshop or laboratory

Region	Functional computer at the service of pupils	Functional workshop	Functional laboratory**
Douala	100,0	55,6	52,9
Yaoundé	93,8	65,7	54,3
Adamawa	57,7	30,8	34,6
Centre	69,7	33,3	33,3
East	68,0	36,0	28,0
Far-North	46,9	25,8	18,8
Littoral	77,1	42,9	48,6
North	75,8	22,6	27,3
North-West	83,3	50,0	55,6
West	84,4	50,0	43,8
South	62,5	30,0	35,5
South-West	81,8	60,6	66,7
<b>Area of establishment</b>			
Urban	86,6	49,6	50,4
Rural	46,6	24,3	20,4
<b>Total</b>	<b>75,8</b>	<b>42,8</b>	<b>42,3</b>

Source: PETS Cameroon, 2010

\*only technical secondary schools

\*\*only general secondary schools

- **Libraries, teachers' hall and teachers' desks**

The percentage of establishments possessing a library has increased since 2004, passing from 48.1% in 2004 to 65% in 2010. The schools established in rural areas are generally characterised by the absence of libraries and 55.3% of these establishments are not equipped with those commodities. It is also noticed that 78.2% of secondary schools have a teachers' hall, against 48.9% in 2004 and that 2 secondary schools out of 5 do not dispose of teachers' desks. It is important to specifying that a teacher's desk is made up of a table and a chair. Furthermore, the proportion of establishments having boarding schools has almost stabilised since 2004 (13.1%).

**Table 43:** Proportion of secondary schools possessing a library, tables, teachers' hall or desks (%)

Region	Library	Teachers' hall	Teacher desks
Douala	72.2	100.0	80.6
Yaoundé	81.8	100.0	84.8
Adamawa	46.2	61.5	46.2
Centre	54.5	72.7	66.7
East	56.0	60.0	44.0
Far-North	53.1	68.8	46.9
Littoral	62.9	80.0	60.0
North	57.6	75.8	39.4
North-West	80.6	86.1	42.9
West	78.1	78.1	67.7
South	59.4	68.8	46.9
South-West	69.7	75.0	25.0
<b>Area of establishment</b>			
Urban	72.4	87.6	60.5
Rural	44.7	52.4	39.2
<b>Total</b>	<b>65.0</b>	<b>78.2</b>	<b>54.8</b>

Source: PETS Cameroon, 2010

- **Boarding schools and school canteens**

Concerning boarding schools, the percentage of establishments possessing this commodity has relatively stabilised (13.1%) since 2004. On the other hand, the percentage of establishments having a school canteen has almost doubled since 2004, when the percentage was 18.2%. The analysis according to the area of establishment reveals that in urban areas, the proportion of establishments possessing a boarding school or a school canteen is two times furnished than those of the rural areas.

**Table 44:** Proportion of secondary schools possessing a boarding school/school canteen

Region	Boarding school	School canteen
Douala	5.7	40.0
Yaoundé	9.1	57.6
Adamawa	12.0	30.8
Centre	21.9	36.4
East	20.8	24.0
Far-North	3.1	3.1
Littoral	11.4	40.0
North	3.0	12.1
North-West	33.3	50.0
West	15.6	43.8
South	9.4	18.8
South-West	15.2	45.5
<b>Area of establishment</b>		
Urban	15.0	39.4
Rural	8.8	19.4
<b>Total</b>	<b>13.4</b>	<b>34.0</b>

Source: PETS Cameroon, 2010

- **Electricity supply source**

4 secondary schools out of 5 are connected to an AES-SONEL electricity meter, especially in urban areas (91.2%). This situation has clearly improved by almost 20 points since 2004. In order to face the shortage in the supply of electricity by AES SONEL, several establishments (36.9%) situated in rural areas use solar panels.

**Table 45:** Main sources of supply of electricity supply by area of establishment (%) in secondary schools

Lighting energy				
Region	AES-SONEL electricity meter	AES-SONEL electricity without meter	Electricity-generating set/ Solar panel	Total
Douala	97.2	0.0	2.8	100.0
Yaoundé	97.0	3.0	0.0	100.0
Adamawa	61.5	0.0	38.5	100.0
Centre	75.8	12.1	12.1	100.0
East	72.0	0.0	28.0	100.0
Far-North	75.0	9.4	15.6	100.0
Littoral	85.7	2.9	11.4	100.0
North	72.7	9.1	18.2	100.0
North-West	83.3	2.8	13.9	100.0
West	81.3	18.8	0.0	100.0
South	65.6	0.0	34.4	100.0
South-West	84.8	3.0	12.2	100.0
<b>Area of establishment</b>				
Urban	91.2	2.1	6.7	100.0
Rural	49.5	13.6	36.9	100.0
<b>Total</b>	<b>80,1</b>	<b>5,2</b>	<b>14,7</b>	<b>100,0</b>

Source: PETS Cameroon, 2010

- **Water supply source**

Among the water supply sources used by secondary schools, water supply by CAMWATER is more important (65.8% in 2009/2010 against 57% in 2003/2004). In rural areas, 7 establishments out of 10 have no access to CAMWATER supply. Other water sources are used such as: equipped wells (7%), sinking (14.6%) and rivers/lakes/streams (2.3%). These other water sources are more used in rural areas than in urban zones.

**Table 46:** Main secondary schools' water supply source by area of establishment (%).

Region	Drinking Water					Total
	Pipe borne water	Equipped source/well	Sinking	Rivers/lakes/streams	None	
Douala	91.2	0.0	8.8	0.0	0.0	100.0
Yaoundé	87.9	3.0	9.1	0.0	0.0	100.0
Adamawa	50.0	7.7	19.2	0.0	23.1	100.0
Centre	45.5	21.2	21.2	3.0	9.1	100.0
East	29.2	8.3	29.2	4.2	29.2	100.0
Far-North	65.6	6.3	21.9	0.0	6.3	100.0
Littoral	74.3	8.6	8.6	0.0	8.6	100.0
North	60.6	3.0	33.3	0.0	3.0	100.0
North-West	88.9	5.6	2.8	2.8	0.0	100.0
West	65.6	12.5	6.3	6.3	9.4	100.0
South	40.6	6.3	15.6	6.3	31.3	100.0
South-West	72.7	3.0	6.1	6.1	12.1	100.0
Urban	79.3	4.3	11.1	0.4	5.0	100.0
Rural	29.1	14.6	24.3	7.8	24.3	100.0
<b>Total</b>	<b>65.8</b>	<b>7.0</b>	<b>14.6</b>	<b>2.3</b>	<b>10.2</b>	<b>100.0</b>

Source: PETS Cameroon, 2010

- **Telephony**

Both fixed and mobile phone lines are more and more present in secondary schools. More than half of establishments dispose of a fixed phone line while 2 establishments out of 5 have a mobile phone line at the service of students. Many private establishments and especially those of urban areas possess the both phone lines.

**Table 47:** Percentage of secondary schools possessing a mobile/fixed phone by area of establishment and order of education

Region	Cell phone	Fixed phone
<b>Area of establishment</b>		
Urban	44.5	65.7
Rural	35.0	16.5
<b>Order of education</b>		
Public	26.7	48.7
Private	64.9	58.4
<b>Total</b>	<b>42.0</b>	<b>52.6</b>

Source: PETS Cameroon, 2010

- **Flushing toilet**

Overall, 95.6% of establishments dispose of conventional latrines. However, only 56% have modern WC toilet. This percentage has positively increased since 2004 where two establishments out of five disposed of a flushing toilet. In rural areas, the percentage of secondary education establishments possessing non-conventional latrines remains high.

**Table 48: main types of toilets by area of establishment (%)**

Region	WC type				Total
	Flushing toilets	Healthy latrines	Unhealthy latrines	Other	
Douala	80.6	55.6	8.3	0.0	100.0
Yaoundé	84.8	69.7	6.1	3.0	100.0
Adamawa	50.0	73.1	11.5	15.4	100.0
Centre	33.3	84.8	18.2	3.0	100.0
East	40.0	76.0	12.0	8.0	100.0
Far-North	46.9	84.4	15.6	0.0	100.0
Littoral	68.6	60.0	8.6	8.6	100.0
North	42.4	78.8	12.1	3.0	100.0
North-West	63.9	77.8	16.7	5.6	100.0
West	50.0	81.3	15.6	0.0	100.0
South	46.9	78.1	25.0	3.1	100.0
South-West	54.5	69.7	12.1	6.1	100.0
Area of establishment					
Urban	68.6	76.3	8.8	2.5	100.0
Rural	21.4	67.0	26.2	9.7	100.0
<b>Total</b>	<b>56.0</b>	<b>73.8</b>	<b>13.5</b>	<b>4.4</b>	<b>100.0</b>

Source: PETS Cameroon, 2010

### 5.2.2 Infirmary of emergency, Expanded Vaccination Programme (PEV), Students' insurance and HIV/AIDS programme

During the 2008/2009 school year, most secondary schools have subscribed to an insurance policy for every student. Nonetheless, almost one establishment out of ten in the East region does not insure its pupils. Furthermore, three establishments out of five are disposing of an infirmary of emergency and such establishments are more observed in urban areas.

During the same year, almost two establishments out of five have not benefited from the Expanded Vaccination Programme (PEV). In the South region, nearly 3 schools out of 4 have not benefited from the PEV and those of rural areas have been more numerous.

The HIV/AIDS programme acts following some specific actions of which the training of school personnel on the prevention and the fight against sexually transmitted infections (STI) and HIV/AIDS, the sensitisation of the education community on HIV/AIDS. In 2009/2010, only 3 establishments out of 5 have been visited and those having benefited from this visit are mostly in rural areas.

**Table 49:** Percentage of establishments having subscribed to an insurance policy for pupils, possessing an infirmary of emergency and benefiting from the PEV, by area of establishment

Region	students Insured	Infirmary of emergency	Expanded Vaccination Programme (PEV)	HIV/AIDS Programme
Douala	100.0	75.0	69.4	61.8
Yaoundé	100.0	90.9	69.7	75.8
Adamawa	100.0	34.6	73.1	69.2
Centre	97.0	48.5	60.6	60.6
East	88.0	76.0	68.0	64.0
Far-North	96.9	48.4	71.9	62.5
Littoral	97.1	62.9	55.9	52.9
North	97.0	63.6	45.5	45.5
North-West	94.4	58.3	69.4	80.6
West	100.0	71.9	34.4	46.9
South	96.8	56.3	25.0	56.3
South-West	100.0	51.5	75.8	66.7
Urban	98.2	67.0	64.3	70.8
Rural	95.1	47.6	47.1	37.3
<b>Total</b>	<b>97.4</b>	<b>61.8</b>	<b>59.7</b>	<b>61.9</b>

Source: PETS Cameroon, 2010

### 5.2.3 Human resources

The average personnel number per secondary school in Cameroon is 59, that is 40 permanent and 19 temporary personnel. Among the permanent personnel, 7 are on duty in administration and in classrooms, 5 work only in administration and 29 are teachers.

In contrary to the other regions, Littoral, East, North, Far-North and Adamawa have an average number of permanent personnel far below the national average.

**Table 50:** Average personnel number per establishment by region, area of establishment and the school order of education

Region	Permanent personnel				Temporary personnel:		
	Administrative teacher	Administrative but not a teacher	Teacher (non-administrative)	Total	Teacher	Not a teacher	Total
Douala	7	10	48	64	20	6	27
Yaoundé	16	11	82	109	25	7	31
Adamawa	6	1	13	19	12	2	15
Centre	5	5	28	38	17	3	19
East	8	3	13	21	17	1	18
Far-North	6	2	13	20	20	3	24
Littoral	5	2	18	22	17	2	19
North	4	4	14	23	15	5	20
North-West	5	4	29	38	9	4	13
West	5	5	37	47	17	4	21
South	5	4	22	31	13	2	16
South-West	10	2	27	40	9	3	11
Urban	8	6	35	48	18	4	22
Rural	4	2	12	18	10	2	11
<b>Total</b>	<b>7</b>	<b>5</b>	<b>29</b>	<b>40</b>	<b>16</b>	<b>4</b>	<b>19</b>

Source: PETS Cameroon, 2010

### 5.2.4 Supervision and inspection

Almost nine school officials out of ten know the inspection criteria. This knowledge is well shared no matter the school's Area of establishment. In 2008/2009, four inspection visits on average have been

paid in high schools and colleges by pedagogic inspectors. More than half of school officials think that these pedagogic visits are indispensable.

**Table 51:** Average number of inspections, Knowledge of criteria of pedagogic inspections and appreciation of the visits of the pedagogic inspections received

Region	Average number of inspections	Knowledge of criteria of pedagogic inspections (%)	Appreciation of the visits of the pedagogic inspections received (%)			Total
			Indispensable	Useful	Pointless	
Douala	4.4	97.0	72.7	27.3	0.0	100.0
Yaoundé	3.1	93.5	41.9	54.8	3.2	100.0
Adamawa	5.2	96.2	50.0	50.0	0.0	100.0
Centre	2.7	90.9	58.1	41.9	0.0	100.0
East	3.0	84.0	70.8	29.2	0.0	100.0
Far-North	5.0	96.8	74.2	25.8	0.0	100.0
Littoral	2.9	85.3	69.7	27.3	3.0	100.0
North	4.2	90.6	65.6	34.4	0.0	100.0
North-West	3.4	80.0	28.6	68.6	2.9	100.0
West	3.0	84.4	37.5	62.5	0.0	100.0
South	3.2	87.5	72.4	27.6	0.0	100.0
South-West	4.1	84.4	28.1	71.9	0.0	100.0
<b>Area of establishment</b>						
Urban	3.8	88.4	54.9	44.0	1.1	100.0
Rural	3.1	90.9	56.4	43.6	0.0	100.0
<b>Total</b>	3.7	89.1	55.3	43.9	0.8	100.0

Source: PETS Cameroon, 2010



## CHAPTER 6: CHARACTERISTICS OF THE DEMAND OF EDUCATION SERVICES

The education services concern the Government, the private agents who provide these services on one hand and the populations who make profit of these services on the other hand. In this section, the measure of the demand of education services is made through the characteristics of the school population, the expenditure related to education services, the practices related to the recruitment and the appreciation of the quality of the services received.

The demand of education services can be seen into two categories: the potential demand, which concerns the number of school children (children of the legal<sup>4</sup> age), and the actual demand, which regards the children who attend school (children actually registered). The elements collected within the framework of this study do not allow us to draw up an analysis of the potential demand. The second category will be considered.

### 6.1 Schooling population characteristics

The distribution of the schooling population will be made according to several categories: the socio-economic group of the household head, the order of education and the region.

The results of the survey indicate that public education supervise nearly 70% students against (30%) in private. This can be explained by the following reasons : The availability, low cost of school fees and qualification of the teaching personnel. Independently of the socio-economic group of household heads, the choice of the education order by children is almost the same.

**Table 52:** Distribution of students according to the socio-economic group of the household head and the order of education

	Public	Non-confessional private	Catholic private	Protestant private	Islamic private	Private Total	Total
Senior official, engineer and similar-rank official (categories 10 or plus)	60.2	21.5	8.6	5.4	4.3	39.8	100.0
Middle official and similar-rank official (categories 8-10)	76.0	10.0	12.0	2.0	0.0	24.0	100.0
Employee/skilled worker	60.5	19.1	12.5	6.9	0.7	39.5	100.0
Employee/partially-skilled worker	72.3	11.4	11.4	2.7	2.2	27.7	100.0
Unskilled worker	61.3	19.7	5.1	13.1	0.7	38.7	100.0
Employer	71.8	14.1	9.0	5.1	0.0	28.2	100.0
Own account worker	76.8	11.8	7.3	3.1	0.9	23.2	100.0
Family aid	50.9	20.8	20.8	7.5	0.0	49.1	100.0
Paid/unpaid apprentice	80.0	10.0	0.0	0.0	10.0	20.0	100.0
Unemployed	66.7	21.0	11.4	1.0	0.0	33.3	100.0
Students	65.5	24.1	3.4	3.4	0.0	34.5	100.0
Retired	70.9	16.8	6.6	4.6	1.0	29.1	100.0
Invalid	70.0	5.0	20.0	5.0	0.0	30.0	100.0
Other inactive people	56.4	25.6	9.0	6.4	2.6	43.6	100.0
Total	70.8	14.8	9.0	4.3	1.0	29.2	100.0

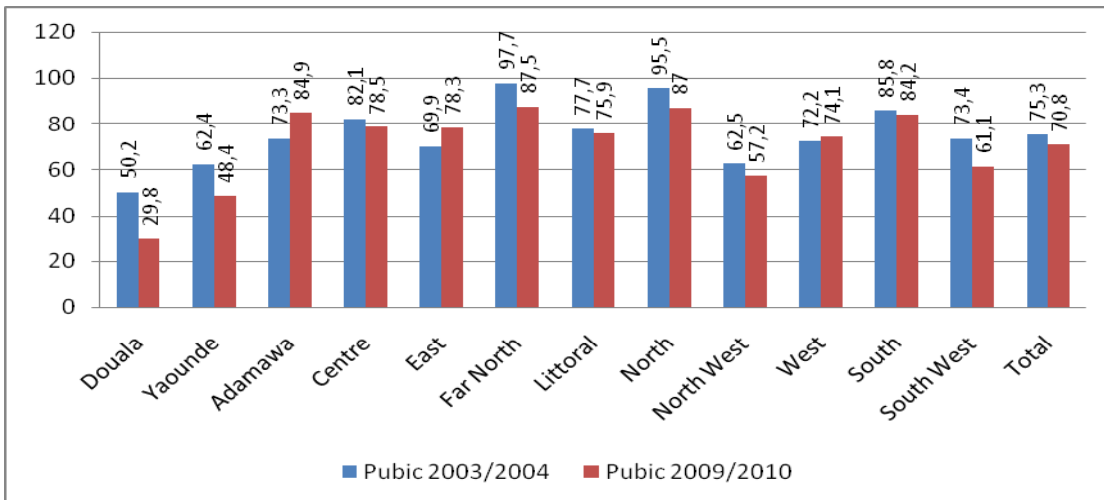
Source: PETS Cameroon, 2010

Between 2003 and 2010, one has noticed an increase of around 6 points of the contribution of private schools to child supervision. This increase is more pronounced in the two great cities of Douala (20 points) and Yaoundé (14 points).

Despite the high cost of school fees in private schools, people prefer them to public structures due to the good quality services.

<sup>4</sup> The legal age bracket in Cameroon is 6-11 years old in primary education and 12-18 years old in secondary education.

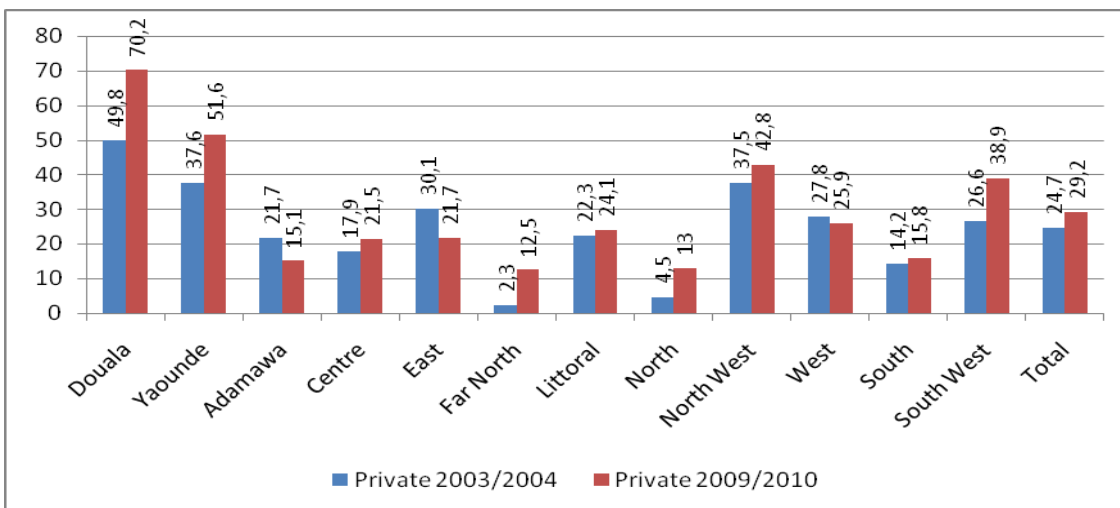
**Figure 11: Evolution of the percentage of public schools' pupils between 2003 and 2010**



Source: PETS Cameroon, 2003 and 2010

Except the Adamawa, East and West regions, it results from the figure below that there is an increase of the percentage of the pupils attending private schools in most of the survey zones. This increase is more evident in the great cities of Douala (20 points) and Yaoundé (14 points).

**Figure 12: Evolution of the percentage of private schools' pupils between 2003 and 2010**



Source: PETS Cameroun, 2003 and 2010

### 7.7 Practices related to the recruitment of students in public schools

Like in 2003, independently of the survey region, the area of establishment and the order of education, the recruitment of students is mainly carried out through titles/study of files (7 parents out of 10) and competitive entrance examinations (2 parents out of 10). Transfer practices, which are generally observed in public schools and due to the mobility of parents, have remained relatively weak overall. However, in comparison with the results of PETS1, one notices an important decrease of such recruitment in Douala and the West. As transfer, negotiation is less practised by parents though it is significant in Yaoundé.

**Table 53: Mode of student recruitment according to the survey zone and the area of establishment**

Region	Competitive Entrance exam	title/study of files	Negotiation	Transfer	Total
Douala	22.6	71.6	5.8	0.0	100.0
Yaoundé	21.2	61.7	15.5	1.6	100.0
Adamawa	6.0	91.3	2.7	0.0	100.0
Centre	31.8	57.1	6.2	4.9	100.0
East	32.8	65.6	1.6	0.0	100.0
Far-North	18.2	72.7	7.6	1.5	100.0
Littoral	10.5	85.8	2.1	1.6	100.0
North	19.3	71.4	5.7	3.6	100.0
North-West	23.9	62.8	9.4	3.9	100.0
West	22.1	64.0	9.8	4.1	100.0
South	18.7	70.1	8.3	2.9	100.0
South-West	26.1	65.5	5.9	2.5	100.0
Area of establishment					
Urban	21.3	68.4	7.8	2.4	100.0
Rural	21.5	69.1	6.3	3.1	100.0
Order of education					
Public	23.2	66.2	7.9	2.7	100.0
Private	17.3	74.1	5.9	2.7	100.0
Total	21.4	68.6	7.3	2.7	100.0

Source: PETS Cameroon, 2010

More than two interviewees out of five have chosen their schools for its proximity. The second reason motivating the choice of the school is its good reputation that implicates discipline and the success rate. Furthermore, it is noticeable that in some zones, parents have no choice but to register their students in the few available establishments. This is more perceptible in rural areas.

**Table 54: Distribution of households according to the region and the reason for the choice of the school attended**

Region	Proximity	Good reputation of the school (discipline, success rate)	Acceptable cost	Only one available	Religious beliefs	Other	Total
Douala	40.8	33.5	6.8	2.1	2.1	14.6	100.0
Yaoundé	35.9	24.8	12.9	7.8	5.1	13.4	100.0
Adamawa	43.8	13.5	1.6	19.5	4.3	17.3	100.0
Centre	40.1	23.3	9.1	12.3	1.9	13.2	100.0
East	39.6	19.8	18.8	9.7	1.4	10.6	100.0
Far-North	58.3	18.3	2.5	5.4	0.4	15.0	100.0
Littoral	44.0	16.8	12.0	7.9	0.0	19.4	100.0
North	55.0	17.5	4.5	12.0	2.5	8.5	100.0
North-West	38.3	26.4	4.8	12.5	12.2	5.8	100.0
West	45.4	26.0	8.1	10.5	2.4	7.6	100.0
South	50.6	22.9	6.2	10.4	3.7	6.2	100.0
South-West	26.3	32.4	13.8	12.1	3.6	11.7	100.0
Urban	40.8	27.2	8.2	7.8	3.8	12.2	100.0
Rural	47.1	16.1	8.7	15.1	3.0	9.9	100.0
Total	43.0	23.4	8.4	10.3	3.5	11.4	100.0

Source: PETS Cameroon, 2010

Overall, one student out of two attends a neighbouring public school. Nearly a quarter of students of Yaoundé and Douala attend the nearest public schools. This proportion is higher elsewhere and varies from 45.3% in the South-West to 64.4% in the Littoral. Furthermore, the proportion of students attending the nearest public school is higher in rural areas.

**Table 55:** Proportion of pupils attending the nearest public school according to the area of residence and the survey zone

Region	Urban	Rural	Total
Douala	22.0		22.0
Yaoundé	25.3		25.3
Adamawa	46.0	66.4	59.5
Centre	48.9	41.5	46.7
East	47.0	52.4	50.2
Far-North	54.7	72.3	62.1
Littoral	57.3	90.2	64.4
North	52.1	45.0	50.0
North-West	37.2	67.5	48.9
West	55.9	67.3	60.5
South	61.0	50.8	56.0
South-West	38.2	63.8	45.3
<b>Total</b>	<b>44.1</b>	<b>60.9</b>	<b>49.8</b>

Source: PETS Cameroon, 2010

Overall, due to the reputation acquired by some schools, one parent of two privileges the child stability in the choice of the school. Instability is much more pronounced in Douala and Yaoundé where just 25% of parents keep their children in the same establishment. Indeed, parents in both towns think that the distances between their households and the nearest public schools are too long.

**Table 56:** Distribution of households according to the region and the reason for not having chosen the nearest public school

Region	Too long distance	Bad reputation of the school (discipline + success rate)	High cost	Lack of place/Failure in the entrance exam	It is the school I was already attending	Other	Total
Douala	27.2	21.0	4.2	5.2	22.0	20.4	100.0
Yaoundé	11.2	21.4	3.7	11.6	25.6	26.6	100.0
Adamawa	2.2	8.6	0.0	7.6	59.5	22.2	100.0
Centre	13.3	16.8	1.9	10.1	46.8	11.1	100.0
East	9.2	15.4	1.0	3.4	50.2	20.8	100.0
Far-North	3.8	12.1	0.0	5.0	62.3	16.7	100.0
Littoral	4.2	11.0	1.0	6.8	64.4	12.6	100.0
North	10.5	9.5	0.5	12.5	52.5	14.5	100.0
North-West	12.9	15.5	1.3	3.5	48.6	18.3	100.0
West	6.9	7.4	0.3	16.8	60.4	8.2	100.0
South	4.1	14.1	1.7	13.7	56.4	9.9	100.0
South-West	8.5	19.0	2.0	8.1	45.3	17.0	100.0
Urban	11.1	16.5	1.3	9.5	44.3	17.2	100.0
Rural	6.3	9.7	1.6	8.1	61.0	13.2	100.0
<b>Total</b>	<b>9.5</b>	<b>14.2</b>	<b>1.4</b>	<b>9.0</b>	<b>50.1</b>	<b>15.9</b>	<b>100.0</b>

Source: PETS Cameroon, 2010

Overall, the average annual expenditure of households for the education of their children is 75,000 CFA F. The households of the urban areas spend twice as much as rural areas for the education of their children. Concerning urban households, those of the Centre region (except Yaoundé) realise on average the greatest expenditure (180,000 CFA F) while those of the Far-North realise the lowest (33,000 CFA F).

**Table 57: Average expenditure (in thousands of CFA F) of households for the education of students**

Region	Urban	Rural	Total
Douala	101	.	101
Yaoundé	117	.	117
Adamawa	42	32	36
Centre	180	44	146
East	58	41	48
Far-North	33	14	25
Littoral	82	43	74
North	55	50	53
North-West	79	37	63
West	75	76	75
South	57	62	59
South-West	85	67	80
Total	89	47	75

Source: PETS Cameroon, 2010

## 6.2 Appreciation of the quality of the education services received

### - Appreciation of the pupil environment

The appreciation about students' seats is made by parents in light of the information they have got from their children. It results from the study that 69% of parents think it is particularly in private schools that students are well seated. This proportion is 61% for public schools against 88% for private ones.

**Table 58: Appreciation about students' seating places according to the order of education**

Order of education	Well seated	Squeezed on seats	Seated on the ground	Total
Public	61.2	33.6	5.2	100.0
Private	88.0	11.7	0.3	100.0
Total	69.0	27.2	3.8	100.0

Source: PETS Cameroon, 2010

The demand of education services by parents is linked to the school environment. The choice of most of them is also determined by the state of school premises, toilet and hygienic conditions in general. They have been asked during the study to give their opinions on these three important elements concerning the establishments attended by their children.

Regarding the school compound, 50% of the parents who send their children attend public establishments think that these schools are in good state. This opinion is higher for private establishments (66%). Regarding residence areas, 58% of parents in urban estimate that the school premises of their children are in good state against in (48%) rural areas.

Contrary to public schools, the quasi-totality of private establishments dispose of toilets – though the sanitation conditions of their toilets are still to be improved, these conditions are better public schools. In rural areas, 17% of schools possess non-functional or no toilets – such a situation is rarely observed in urban areas.

Furthermore, the hygiene and sanitation conditions are more satisfactory in private schools (87%) than in public ones (69%).

**Table 59:** Distribution (%) of households according to their appreciation on the school environment, by area of establishment and order of education

	Urban			Rural			Total		
	Public	Private	Total	Public	Private	Total	Public	Private	Total
Opinion on the state of the school's premises									
In a very good state	10,6	17,0	12,9	6,2	16,8	7,9	8,8	17,0	11,2
In a good state	42,1	49,8	44,8	39,5	45,3	40,4	41,0	48,9	43,3
In an acceptable state	32,2	28,2	30,7	32,4	28,0	31,7	32,3	28,1	31,1
In a bad state	13,6	4,3	10,3	18,6	9,3	17,1	15,6	5,2	12,6
In a very bad state	1,6	0,7	1,3	3,3	0,6	2,8	2,3	0,7	1,8
Total	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0
Opinion on the state of the school's toilet in 2008/2009									
Very clean	3,6	7,3	4,9	1,2	5,5	1,9	2,6	7,0	3,9
Clean	41,2	62,8	49,0	42,7	54,6	44,6	41,8	61,3	47,5
Dirty	33,0	21,1	28,7	28,2	31,9	28,8	31,0	23,2	28,7
Very dirty	13,4	6,6	10,9	8,5	3,7	7,7	11,4	6,0	9,8
Non-functional	2,0	0,3	1,4	3,6	0,0	3,0	2,6	0,2	1,9
Non-existent	6,9	1,8	5,0	15,8	4,3	13,9	10,5	2,3	8,1
Total	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0
Opinion on the hygiene and sanitation conditions									
Very satisfactory	4,7	13,8	7,9	4,2	8,6	4,9	4,5	12,8	6,9
Satisfactory	64,2	72,9	67,4	65,7	78,4	67,8	64,8	74,0	67,5
Bad	28,0	12,7	22,5	26,6	13,0	24,3	27,4	12,8	23,1
Very bad	3,1	0,6	2,2	3,5	0,0	2,9	3,3	0,5	2,5
Total	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0

Source: PETS Cameroon, 2010

**- Appreciation of the schools' characteristics**

Here are presented some schools' characteristics likely to influence the parents' school choice for their children. It is notably libraries, laboratories and workshops.

More than 7 parents interviewed out of 10 have declared that the schools attended by their children have no libraries, laboratories or workshops. The gap between rural and urban areas is fairly important and in favour of urban areas. According to parents' statements, 72.2% of rural areas' establishments have no library. The facts are similar concerning libraries and laboratories. Independently of the order of education, laboratories are rare in rural schools than in urban ones – it can be explained by the difficulty to access water or electricity supplies in rural areas.

**Table 60: Distribution of households according to their appreciation of the schools' characteristics**

	Urban			Rural			Total		
	Public	Private	Total	Public	Private	Total	Public	Private	Total
Opinion on the school's library in 2008/2009									
Not equipped	3.2	1.0	2.4	2.3	1.2	2.1	2.8	1.1	2.3
Barely equipped	18.7	14.7	17.2	12.0	10.6	11.8	16.0	13.9	15.4
Fairly equipped	12.8	19.7	15.3	7.7	20.5	9.8	10.7	19.8	13.4
Well equipped	6.3	6.8	6.5	3.8	6.2	4.2	5.3	6.7	5.7
Not functional	6.5	8.4	7.2	4.0	1.2	3.6	5.5	7.0	5.9
Non-existent	52.5	49.5	51.4	70.2	60.2	68.6	59.6	51.5	57.3
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Opinion on the school's laboratory in 2008/2009									
Not equipped	2.1	1.2	1.8	1.6	0.6	1.4	1.9	1.1	1.6
Barely equipped	11.8	8.1	10.5	6.6	5.6	6.4	9.7	7.6	9.1
Fairly equipped	8.6	11.3	9.6	5.2	8.6	5.8	7.2	10.7	8.3
Well equipped	4.3	5.7	4.8	1.3	0.6	1.2	3.1	4.7	3.6
Not functional	2.9	3.5	3.1	3.4	3.1	3.4	3.1	3.4	3.2
Non-existent	70.3	70.3	70.3	81.9	81.5	81.8	75.0	72.5	74.2
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Opinion on the school's workshop in 2008/2009									
Not equipped	1.7	1.1	1.5	0.6	1.3	0.7	1.2	1.1	1.2
Barely equipped	6.5	5.0	6.0	6.5	3.8	6.0	6.5	4.8	6.0
Fairly equipped	5.9	11.8	8.0	4.0	5.7	4.3	5.1	10.6	6.7
Well equipped	2.7	3.2	2.9	0.5	1.9	0.7	1.8	2.9	2.1
Not functional	2.9	3.6	3.2	3.3	4.4	3.5	3.1	3.8	3.3
Non-existent	80.3	75.4	78.5	85.1	83.0	84.8	82.2	76.9	80.7
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

Source: PETS Cameroon, 2010

- **Appreciation of household heads concerning the teachers' qualification**

A certified teacher is a teacher who holds a professional degree for teaching. Parents have been asked to give their opinions on the certification of their children's teachers. About 17% of the parents interviewed think that most primary schools' teachers do not hold any professional degree for teaching as against 12% when they are asked about secondary schools' teachers. This is higher when parents are asked about secondary schools' teachers in private establishments as the latter hire many graduates from secondary or higher education.

**Table 61: Appreciation of household heads concerning the teachers' qualification according to the order of education**

	All are certified	Most of them are certified	Most of them are not certified	All are not certified	Don't know	Total
Order of education	Primary education					
Public	27.6	37.8	16.7	2.9	15.1	100.0
Private	20.3	38.5	16.5	4.2	20.5	100.0
Total	25.4	38.0	16.6	3.3	16.7	100.0
Order of education	Secondary education					
Public	27.9	54.2	11.1	0.1	6.6	100.0
Private	24.9	44.7	14.6	0.5	15.2	100.0
Total	27.0	51.4	12.2	0.2	9.2	100.0

Source: PETS Cameroon, 2010



### 6.3 Appreciation of the level of satisfaction of the education services beneficiaries

The appreciation of the level of satisfaction of the beneficiaries of education services is based on the construction of an indicator of satisfaction followed by an analysis of the beneficiaries' profiles.

**Box 9: Multiple Correspondances Analyses (MCA)**

The MCA aims to study the existing associations between the different modalities of variables or to search for groups of individuals resembling each other according to some metrics. This method solely utilises categorical variables and is part of the set of the methods of factor analysis. It is a combination of two other factor analysis methods: the Correspondence Factor Analysis (CFA) and the Principal Component Analysis (PCA). A CFA is realised on the Burt Table (stemming from the complete disjunctive Table) and two PCAs are realised on the marginal column profiles and the marginal row profiles of this table – these profiles are characterised by their factorial coordinates stemming from the CFA.

The elements enabling to interpret MCA results are the quality of representation of a point-individual or variable (proxies by the square cosine) and the contribution of the point to the formation of the factorial axis. A point-individual or variable which has a square cosine close to 0 (1) according to a factorial axis is very badly (well) represented by this axis. The relative contribution of a point to the formation of an axis is the share of the inertia of this axis which is explained by the point. In order to further the clarity of the factor analysis, the points having an outlying contribution are often introduced as supplementary points.

Factorial coordinates are the data that define the position of the points projected on the plan constituted by the factorial axes.

The questions retained for the calculating this indicator are those for which all the beneficiaries can provide answers. The questions which address the judgments of the beneficiaries on the aspects of the education services received but which cannot be answered by all of them are not taken into account. Then, the questions concerning their judgment on the state of the library, laboratory, etc., are not considered. The list of the questions retained features in the document on annexe.

#### 6.3.1 Construction of the indicator of satisfaction of education services beneficiaries

The construction of the indicator proceeds in two steps. Firstly, an MCA is carried out on the set of variables considered and the indicator is constructed on the basis of the coordinates of points-variables on the axes. Secondly, a Hierarchical Ascending Classification (HAC) is realised on the set of the sample's beneficiaries characterised by their factorial coordinates on all the axes and that represent 100% of the projected inertia.

**Box 10: Elaboration methodology of the indicator of beneficiaries satisfaction**

The construction of the indicator of satisfaction of education services beneficiaries is based on a multidimensional approach and aims to define a composite indicator for each sample's beneficiary. A preliminary MCA is realised and, afterwards, the variables having a "bad" quality of representation are recoded while the individuals are introduced as supplementary elements. The definitive variables expected to contribute to the construction of the indicator are thereby selected. A definitive MCA is carried out for obtaining the weighting coefficients, which are the scores normalised on the first factorial axis.

The functional form of the indicator for a beneficiary  $b$  is defined as follows: 
$$I_b = \frac{\sum_{k=1}^K \sum_{j=1}^{J_k} w_{jk}^b s_{jk}^b}{K}$$

where  $w_{jk}^b$  is the weighting coefficient of modality  $j$  and variable  $k$  for beneficiary  $b$ , that is the value of the score (coordinate) obtained through the MCA and normalised by the first characteristic value;  $s_{jk}^b$  is the dummy for modality  $j$  of variable  $k$  for beneficiary  $b$  and  $K$  is the number of categorical dummies (variables)

The realisation of a first MCA has helped to get preliminary results which will be used for the construction of the indicator of satisfaction the of education services beneficiaries. The first factorial axis, which represents 17.81 % of total inertia, is the one that best describes the satisfaction of beneficiaries. Indeed, the modalities of every variable considered for this analysis are arranged along

this axis (confer figure in annexe), thereby arraying individuals from the “lowest” to the “greatest” satisfaction.

The construction of the indicator and a normalisation of this indicator such as its value be between 0 and 1 helps us to obtain the following results:

- According to the order of education of the school attended by the beneficiary, the satisfaction is on average greater among those who attend private catholic schools. The minimal satisfaction among the beneficiaries of such schools is 0.16 against 0.00 among the beneficiaries attending public schools. The variability of this satisfaction, which is between 0.13 and 0.19, enables to confirm these comparisons.
- An analysis of the satisfaction with regard to the beneficiary’s residence stratum allows classifying beneficiaries respectively in the rural, semi-urban and urban categories. Indeed, the rural beneficiaries are on average less satisfied than those from the other areas. Indeed, the average satisfaction is 0.55 in rural areas against respectively 0.61 and 0.62 in semi-urban and urban areas respectively.

**Table 62:** Distribution of the satisfaction of beneficiaries by order of education and residence stratum

		Indicator of satisfaction of the beneficiaries of education services			
		Mean	Standard deviation	Maximum	Minimum
School’s order of education	Public	0.57	0.19	1.00	0.00
	Non-confessional private	0.69	0.15	1.00	0.16
	Catholic private	0.73	0.14	1.00	0.29
	Protestant private	0.65	0.13	1.00	0.17
	Islamic private	0.64	0.19	0.91	0.23
Residence stratum	Urban	0.62	0.18	1.00	0.00
	Semi-urban	0.61	0.16	0.98	0.04
	Rural	0.55	0.20	1.00	0.04

Source: PETS Cameroon, 2009 and computations

Even more, the consideration of 17.81% of the total inertia in the indicator construction would reveal nothing but a part of the information contained in the original questions asked to beneficiaries. When the analysis is deepened such as to integrate the whole information contained in the factors stemming from the MCA, a typology of beneficiaries can be achieved.

**Box 11:** Elaboration methodology of the indicator of beneficiaries satisfaction (continuation)

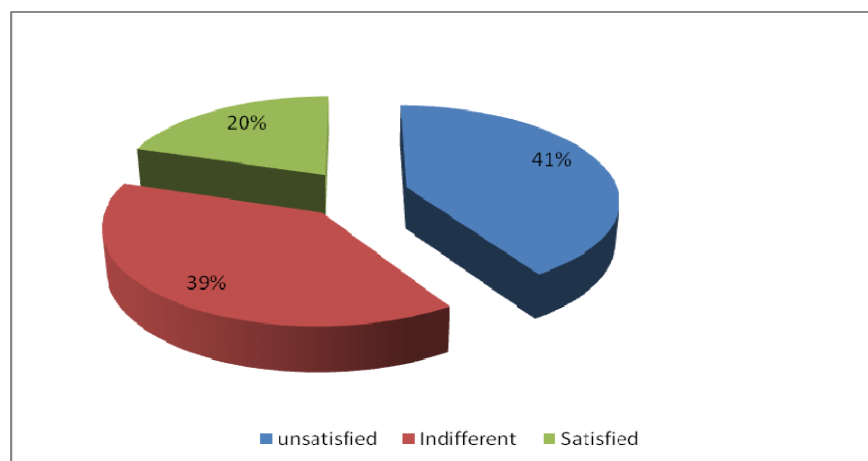
As soon as the coordinates of points-individuals are obtained on factorial axes after the execution of the MCA, a HCA is realised on the individuals with all the factorial coordinates. It is a classification on factors. The factors stemming from the MCA are then tapped.

The HCA is a technique aiming to classify individuals with regard to some resemblance criteria. Classes are computed such as, when one skips from a class to another, one automatically skips from a given category of individuals to another category of individuals.

The technique is iterative and is based on the utilisation of an aggregation index. It aggregates elements in accordance to an algorithm of hierarchical classification utilising the Ward aggregation criterion (variance criterion). This aggregation is made such as to minimise the internal variance of each class (intra-class inertia) and maximise the variance between classes (inter-class inertia). This inertia is reckoned on the basis of the coordinates of the individuals to be classified on the factorial axes saved for classification purposes.

The classification of the education services beneficiaries into three classes enables to obtain the classification is presented in the Figure below. It results thereof that most of education services beneficiaries are overall very unsatisfied. Indeed, the beneficiary’s population is made up of 41% of those who are unsatisfied with education services, at 39% of those who are neither satisfied nor unsatisfied and at 20% of those who are satisfied.

**Figure 13: Distribution of the education services beneficiaries according to their level of satisfaction**



Source: PETS Cameroon, 2009

These two methodologies (Calculation of the indicator and classification) for the study of the satisfaction of the education services beneficiaries reveals that a typology of beneficiaries on the basis of the indicator calculated through the thresholds would not produce the classification obtained. Indeed, whereas the indicator ranges from 0.00 to 0.84 for the “Not satisfied”, it ranges from 0.50 to 0.73 for the “Indifferent” and from 0.37 to 1.00 for the “Satisfied”. This suggests that a classification made on the basis of the thresholds on the indicator would not produce a consistent result with that of the classification on factors. Therefore, the qualitative indicator obtained on the basis of the classification of beneficiaries into three classes will be preferred.

A good number of the population of beneficiaries are not satisfied with the education services they receive, it is important to seek the plausible factors explaining this fact. The utilisation of a subsample of the households interviewed during ECAM3 has enabled to know the living standard of the households interviewed and seeks to examine the level of satisfaction of the poor and the non-poor.

### 6.3.2 Level of satisfaction and profiles of the education services beneficiaries

Regional disparities are observed: it is in the East region (48.7%) that the greatest proportion of unsatisfied beneficiaries is found- on the other hand, it is in the South-West region that the highest proportion (24.8%) of satisfied beneficiaries is observed. Excepting the North region (34.7%), the other northern regions have very high levels of non-satisfaction.

According to the order of education, it is noticed that the beneficiaries attending public establishments are the most unsatisfied with the education services received – indeed, 48% of the beneficiaries of this order of education are unsatisfied. In private education, catholic schools bring most satisfaction.

According to the household living standard, it is observed that the beneficiaries from poor backgrounds 45% are more unsatisfied against 40% than of rich ones. Moreover, rural areas’ beneficiaries are more unsatisfied 45% than against 40% in urban areas.

It also emerges that the level of satisfaction increases with the beneficiaries’ level of education. – The less educated are surely the less satisfied with the education services received.

**Table 63: Profiles of the of education services beneficiaries**

Variables	Category	Proportion (%) of individuals according to their level of satisfaction			Total
		Unsatisfied	Indifferent	Satisfied	
<b>Region</b>	Douala	34.9	47.8	17.2	100.0
	Yaoundé	39.2	37.7	23.0	100.0
	Adamawa	44.6	36.4	19.0	100.0
	Centre	42.3	42.9	14.8	100.0
	East	48.7	34.2	17.1	100.0
	Far-North	43.9	39.7	16.5	100.0
	Littoral	39.4	42.6	18.1	100.0
	North	34.7	38.8	26.5	100.0
	North-West	48.3	27.5	24.2	100.0
	West	37.9	43.8	18.4	100.0
<b>School's order of education</b>	South	39.8	41.5	18.6	100.0
	South-West	34.9	40.3	24.8	100.0
	Public	48.0	37.2	14.9	100.0
	Non-confessional private	22.5	46.7	30.9	100.0
	Catholic private	16.4	43.4	40.2	100.0
<b>Household's standard of living</b>	Protestant private	39.5	41.1	19.4	100.0
	Islamic private	37.9	41.4	20.7	100.0
<b>Household's standard of living</b>	Poor	45.1	36.3	18.6	100.0
	Non-poor	39.8	39.7	20.5	100.0
<b>Residence area</b>	Urban	39.6	38.3	22.1	100.0
	Rural	44.5	40.0	15.4	100.0
<b>Household head's level of education</b>	Not educated	44.2	36.9	18.9	100.0
	Primary	45.0	39.5	15.5	100.0
	Secondary or higher	37.7	40.6	21.7	100.0
<b>Household head's age bracket</b>	12 - 18 years old	17.2	69.0	13.8	100.0
	19 - 23 years old	50.0	7.1	42.9	100.0
	More than 23 years old	40.9	39.3	19.8	100.0
<b>Beneficiary's sex</b>	Male	41.5	40.6	18.0	100.0
	Female	40.2	38.1	21.7	100.0
<b>Beneficiary's level of instruction</b>	Not educated	55.2	39.7	5.2	100.0
	Primary	46.9	35.4	17.8	100.0
	Secondary or higher	32.4	44.7	22.9	100.0
<b>Total</b>		<b>40,9</b>	<b>39,4</b>	<b>19,8</b>	<b>100,0</b>

Source: PETS Cameroon, 2009

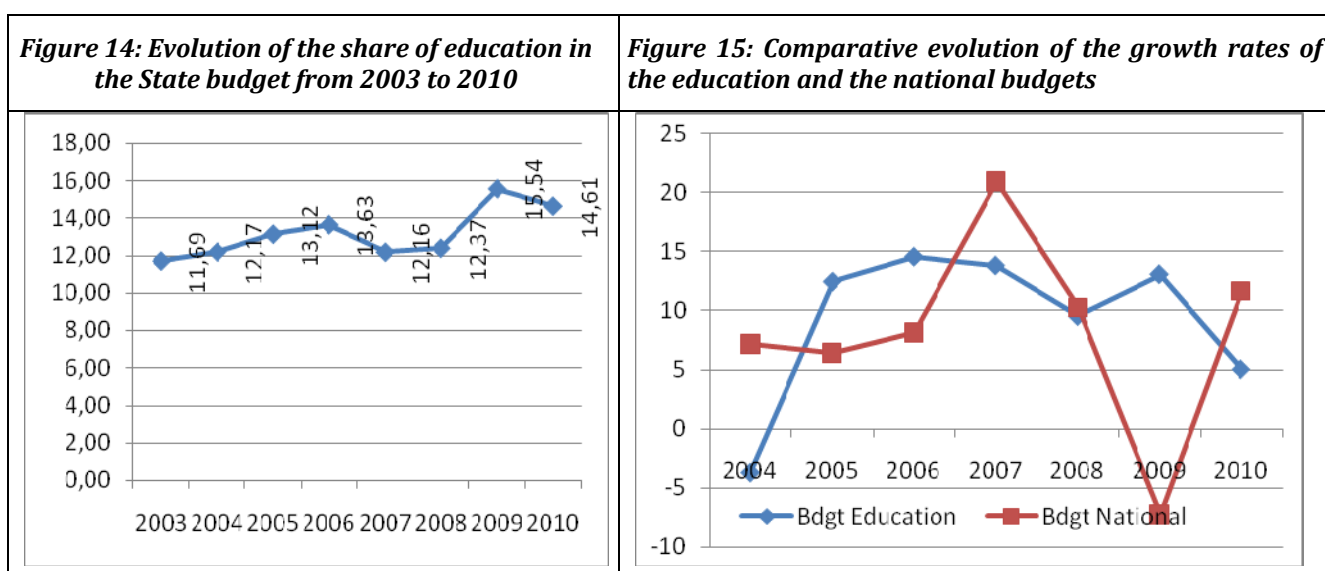
## CHAPTER 7: ANALYSIS OF THE EFFICIENCY OF THE UTILISATION OF THE RESOURCES ALLOCATED TO THE CAMEROONIAN EDUCATION SYSTEM

This chapter goes beyond the problems declared by interviewees. Thus, it analyses the issues identified on the basis of other secondary sources noted by the experts of the technical team. These issues are not necessarily those listed by the majority of the interviewees.

### 7.1 An affirmed intention to prioritise the education sector

Education seen as a means of acquisition and transmission of human capital is one of the main engines of economic growth.

The intention of the Cameroonian authorities to make education accessible to all has led to the promulgation of the law about free primary education since the school year 2000/2001. As reminder, the Cameroonian Government has subscribed to the international initiatives in this matters notably the Fast Track initiative aiming to brace a certain number of developing countries in their engagement to achieve primary education for all and the Millennium Development Goals (MDGs). In order to support these initiatives, the State has allocated every year since 2004, more than 12% of its budget for the functioning of the education sector.



Source: MINFI/DAE

Even if the 20% of threshold provided by the Fast Track initiative is not achieved, the pace of the evolution of this ratio enables to notice that the Government is increasingly prioritising education.

Sensible efforts are made for the training of human resources. Regarding primary education, many private ENIEG are more and more created for training more teachers. Many graduates are out every year ready to be on duty, whatever in public or private schools. The Government is doing efforts in order to resorb the lack of teachers, especially in the priority education areas. Almost 37,200 primary school teachers have been under contract since 2007 in conformity with the five-year programme established between Cameroon and its technical and financial development partners , among which the World Bank and France.

Concerning the training of secondary school teachers, besides the Higher Teacher Training School of Yaoundé, its Bambili annexe in the North-West region of the country and the Higher Technical Teachers Training school (Ecole Normale Supérieure de l'Enseignement Technique) of Douala, a new Higher Teacher Training School is operating in Maroua (Far-North) since the academic year 2009/2010. The decision to ameliorate the supply of qualified teachers comes as a response to a major preoccupation such as assuring good quality training to students. Contrary to primary school teachers, the students-teachers trained for teaching in secondary schools are all recruited in the civil service and, like the other civil servants and contract civil servants, they benefit from work conditions relating to their ranks and indices.

The teachers of high schools and colleges (PLEG) are enrolled in the civil service respectively in the categories of A1, 1<sup>st</sup> class, 2<sup>nd</sup> grade, index 430 and A2, 1<sup>st</sup> class, 2<sup>nd</sup> grade, index 465 depending on the degree obtained to enter the school.

The steady Government support in the supply of school infrastructures has enabled to increase the number of students in establishments. The number of primary schools created between 2004 and 2009 is estimated to 326 on average. The creation of a new university, the opening of new fields of technical training notably in the ICT, the new reforms engaged in higher education through the LMD system (Licence-Master-Doctorate) is all initiatives to be put on the behalf of the Cameroonian Government. It is important to mention that the impact of certain measures such as the construction of schools may hinder by issues emanating from other transversal sectors as public works.

**Table 64: Levels of recruitment for the students-teachers of primary and secondary education.**

Diploma	Entrance degree at the vocational training school	Ranking		
		Grade	Echelon	Index
<b>Primary education</b>				
CAPIEMP	CAP, BEPC, Probatoire, BAC, GCA,	B1	1	335
CAPIEG	CAP, BEPC, Probatoire, BAC, GCA,	B1	1	335
CAPI	CAP, BEPC, Probatoire, BAC, GCA,	B1	1	335
CAPIET	CAP, BEPC, Probatoire, BAC, GCA,	B1	1	335
CAPIAEG	CAP, BEPC, Probatoire, BAC, GCA,	C	1	335
<b>Secondary education</b>				
Teachers of general education colleges (PCEG)	Baccalauréat	A1	II	430
Teachers of general education high schools (PLEG)	Licence	A2	II	465
Teachers of technical education colleges (PCET)	Baccalauréat	A1	II	430
Teacher of technical education high schools (PLET)	Licence	A2	II	465

## 7.2 Threat emanating from other sectors

The impact of the actions carried out within the framework of the education policy seems to be impeded on the field by other sectors responsible of the blocage.

The objective of the universality of primary education cannot be achieved if schools are not sufficiently close to students. On this point of view, there are two possible options: either the schools are constructed near the population residence or the populations build their houses near school premises. The first option is meant to the government to construct a maximum of schools according to the size of the population .It is the option chosen by the state many years ago. It is important that this measure shall coupled with the one aiming at facilitating the populations closer to school establishments while insuring good transport means and road infrastructures.

The observation reveals that there are many regions where the remoteness of schools still constitute a real handicap to the supervision of the youths who, in certain localities (as the North-West), attend school for the first time when they are 7-8 years old (while the official age is 6 years old).

The lack of assiduity and punctuality of teachers in the countryside is due to the remoteness, the inaccessibility to other social services. Moreover, the teachers newly recruited into the civil service, who have mostly been trained in towns, do not easily adapt themselves to an environment where there is no internet, no phone network, where the habitat is not decent, where there is shortage of drinking water and electricity, where their children get in touch with the ICT realities, etc.

The dependence of the education sector upon other sectors is then obvious and the necessity to use a holistic and integrated approach, such as the one proposed by the initiative "Programme Village du Millénaire" ("Programme Village of the Millennium"), appears as a long-term solution. If allowance is not made for the socio-economic environment, some newly-constructed schools will have soon to be closed due to the lack of teachers and students.



### **7.3 Issues related to the Efficiency of the minimum package policy and the insurance of students in primary schools**

In the policy of free education in public primary schools, the role of the minimum package is essential. Overall, the management of this minimum package appears to be satisfactory, as it was the case during PETS 1. The distribution circuit is more or less respected, the quasi-totality of the directors interviewed acknowledges to have received the minimum package and information seems to circulate well between the different interveners. However, many efforts is still to be made.

The first reef is about the conveying of the minimum package which is left under the responsibility of school officials at the last level of distribution. The quasi-totality of the headmasters interviewed claims to have received no transport fees. The survey reveals that this minimum package is essentially composed of chalk and ball point pens. If there are still discrepancies between the declarations of Sub-divisional inspectors of basic education (IAEB) and those of headmasters, all of them are unanimous about the fact that the didactic material is not always of good quality. Furthermore, the late arrival of this minimum package, together with the aforementioned issues, may raise questions about its relevance. As the management of the minimum package was transferred to local councils in 2010, it is expected to improve its management.

Regarding the insurance of primary school students, the Government allows in the budget of primary schools a subscription of an insurance policy in order to care for pupils in case of accidents. However, headmasters are not convinced of the relevance of this insurance and most of them do not even master the procedure of its mobilization in the case of an accident. Therefore, one would understand that if this insurance is managed at the central level of education, due to the fact that incidents are not frequent in schools. However, headmasters wish to receive insurance policies early enough so as to be able to master the possible interventions when accidents happen.

### **7.4 Inefficiency in the management of human resources**

Cameroon has always been mentioned as a country with great economic potentialities but, paradoxically, the opacity and inefficiency of the management of public finance render the business climate more efficient.

Given the importance granted the state to the education sector, the efficient utilisation of the resources allocated to education would lead to a clear improvement of the supply of education services as well an increase of the satisfaction of beneficiaries. However, some issues and insufficiencies are observed in the allocation of human, material and financial resources at the level of this sector.

Like in most professions, the management of human resources in the education sector suffers from the problem of a career plan. The fact that motivations, bonuses and other advantages are centred at the level of the management positions opens the door to bargains excluding the merit, competence, grade and length of service. This situation is valid for the transfer of teachers outside the education zones which they have been recruited for. In several cases, in both secondary and basic education, the stay of the teachers transferred in priority education areas sometimes lasts just the time for them to take service. Moreover, the great freedom left to administration officials in interpreting texts opens the door to all sorts of abuses.

Furthermore, the absence of a systematic control, follow-up and evaluation amplifies the inefficiency of the management of human resources. Interviews with some education officials have enabled to discover a phenomenon of sub – contract that is more and more recurrent: the transferred teacher is absent for personal purposes and other person for teaching on his behalf.

### **7.5 Optimisation and modernisation of the information system for the reinforcement of the traceability of public expenditure**

The availability of timely and reliable information is essential for the follow-up/evaluation of policies in general, and more particularly for the results-based management. Since 2004, efforts have been made for improving the circulation of information, notably the diffusion of the projects log book up to the level of villages and in the press on the one hand, and the publication and execution of budget in



the press on the other hand. However, many issues remain in the information system at the level of decentralized state services, whether at the level of education structures or at the level of the structures in charge of the State budget issues.

PETS II shows that this archiving, whenever it exists, depends mostly on the capabilities and the organisation of the official in charge.

By illustrating this information, and by considering certain sub-divisional inspectorates interviewed, the data collection team has not succeeded to have information because the official interviewed was newly transferred and the accounting was also transferred. This situation was the same in structures having new officials. This situation becomes more serious as the controllers of finance are concerned. In this case, it is not possible to know exactly the period of the sending of the authorization of expenditures to the recipients and can lead to ask ourselves question about the efficiency of the controls to be operated.

A solution may be to extend, at the regional and local levels, the diffusion of resources and expenditure which has already begun at the level of central offices. For this purpose, a competent authority could sign a text reinforcing the publication of the resources received at the beginning of the semester (including Parents and Teachers Association resources) and the publication of the utilisation of these resources at the end of the semester. Such an exercise, which can be realised with the help of standard tools, would undoubtedly cultivate the habit of making available at every moment the information about the management of public finances. Consequently, it would also enable to obtain better quality indicators during the next PETS surveys. This exercise could be facilitated with the computerisation of management procedures, at least at the regional level.

## **7.6 The allocation of credits and the level of satisfaction of household heads**

The Government grants much importance to education as a priority sector, at least for the two ministries that fall within the scope of the study.

The national education budget share has passed from 12, 17% in 2004 à 15, 54% to 2009. In accordance with certain regulations, the MINEDUB has instructed a particularity of the responsibility in the management of primary schools budgetary resources. In fact, related delegations of credits are received by the divisional delegations of basic education in charge of its mobilization in the form of advance payment and then distribute it to the schools officials in cash. Except the primary schools, other budgetary recourses are sent to other school officials in the form of the authorization of expenditure.

If it is true that government actions shall take into account the different engagements subscribed at the national and international levels, it is noticed a juridical gap in terms of financial resources allocation between the ministries in charge of this sector in order to implement of the related activities.

Actually, the allocation of budget resources is carried out on the basis of a certain number of governmental strategies, notably the Employment and Growth Strategy Paper (DSCE), the sectorial strategies of education and the MTEF (Middle-term expenditure frame). However, this allocation does not consider the norms prescribed by some initiatives to which Cameroon has subscribed such as the 20/20, Fast Track, HEPIC and IADM initiatives).

On the technical plan, the computerize application termed SIPBUD (Integrated system for budget preparation) conceived for serving as instrument of objective budget allocation, and which was used at the former Ministry of National Education, has been experienced at MINESEC. At MINEDUB, the data utilised by SIPBUD come from either the school map or headmasters– however, they are biased owing to the personal motivations of the principals who provide them at the base. Moreover, the influence of politics, opinion leaders and other elites weaken the efficiency of the results to be generated by SIPBUD.

Furthermore, like in all the other ministries, the organisation charts of MINEDUB and MINESEC are not sufficiently explicit about the roles and the complementarities of the different interveners of the PPBS chain. The fact that the structure in charge of budget preparation is also the one in charge of the

follow-up of budget execution is also at the origin of obvious conflicts of competence/interest which favour opacity in budget issues.

Furthermore, the distribution of teachers throughout the national territory is equal and the Far-North region emerged as the most handicapped – indeed, the primary school teacher on duty is the lowest. The regions of Littoral (excluding the city of Douala), North-West, North and East are also among the most handicapped according to the number of teachers.

**Box 12:** *Distribution key of budget allocations in primary and secondary schools*

*At MINEDUB, the computer application termed SIPBUD (Budget preparation Integrated System) allows a rational allocation of credits to schools according to: the number of students, the number of teachers and the number of classrooms. As for the coordination structures, to wit ENIEG, IAEB, DDEB and DREB, the parameters considered are: the distance according to the structures supervised, the number of structures supervised, the duties (number of pedagogic inspections, number of sectorial, pedagogic days, etc.). The adjustment of the credits to be allocated is made by means of a correction coefficient computed on the basis of the regional price index issued by the Ministry in charge of trade. Concerning the investment budget, there is a computer application termed GESPRO (Management of Projects) which enables to dispose of an indispensable support to the determination of the matrix of Distribution of investments. The parameters considered in general are, on the one hand, the data issuing from the school map and relative to the school infrastructures expressed in the form of the existent and, on the other hand, the needs expressed and the school environment of each locality. The resource allocation at the level of localities gives heed to the major political orientations and the local aspirations.*

*It emerges from the survey that the system is not yet fully implemented at the level of central offices and the expenditure circuit as well. Moreover, it is worth pointing out that the quality of the statistic conveyed, which should normally enable to better heed the schools' needs, is still insufficient.*

*At the level of MINESEC, things are the same for the investment budget. As to the operating budget, the application SIPBUD which has been utilised for allocating credits to high schools and ENIET within the frame of the ex-Ministry of National Education (MINEDUC) has not been activated at MINESEC anymore. The former allocations have merely been maintained. The Distribution key of financial resources is the potential of the due contributions collected by schools.*

*This automated process is valid for secondary schools, with the difference that (i) the budget is cut by the amount of the expenditure qualified as "allocated" (library, insurance, school games, cooperatives, solidarity fund, teachers' merit bonuses, maintenance, pharmacy, school identity card, manual work, post- and extra-curricular activities, school and professional orientation, pupils' health, school project and board), the resources of which come from students' due contributions. The amounts of the resources allocated to operating expenditure are set as follows\*:*

- 0 CFA F by primary school pupil;
- 5,420 CFA F by general secondary school pupil (1<sup>st</sup> and 2<sup>nd</sup> cycles);
- 7,925 CFA F by technical secondary school pupil (1<sup>st</sup> cycle);
- 12,050 CFA F by technical secondary school pupil (2<sup>nd</sup> cycle);

*Regarding the private schools, the subvention awarded in order to supplement the teachers' wages authorised is determined by particular statutory texts.*

\* cf. - Order n°365/B1/1464/MINEDUC/062/CF/MINEFI of 19 September 2001 about the application of some dispositions of Decree n°2001/041 of 19 February 2001 about the organisation and functioning of secondary schools.

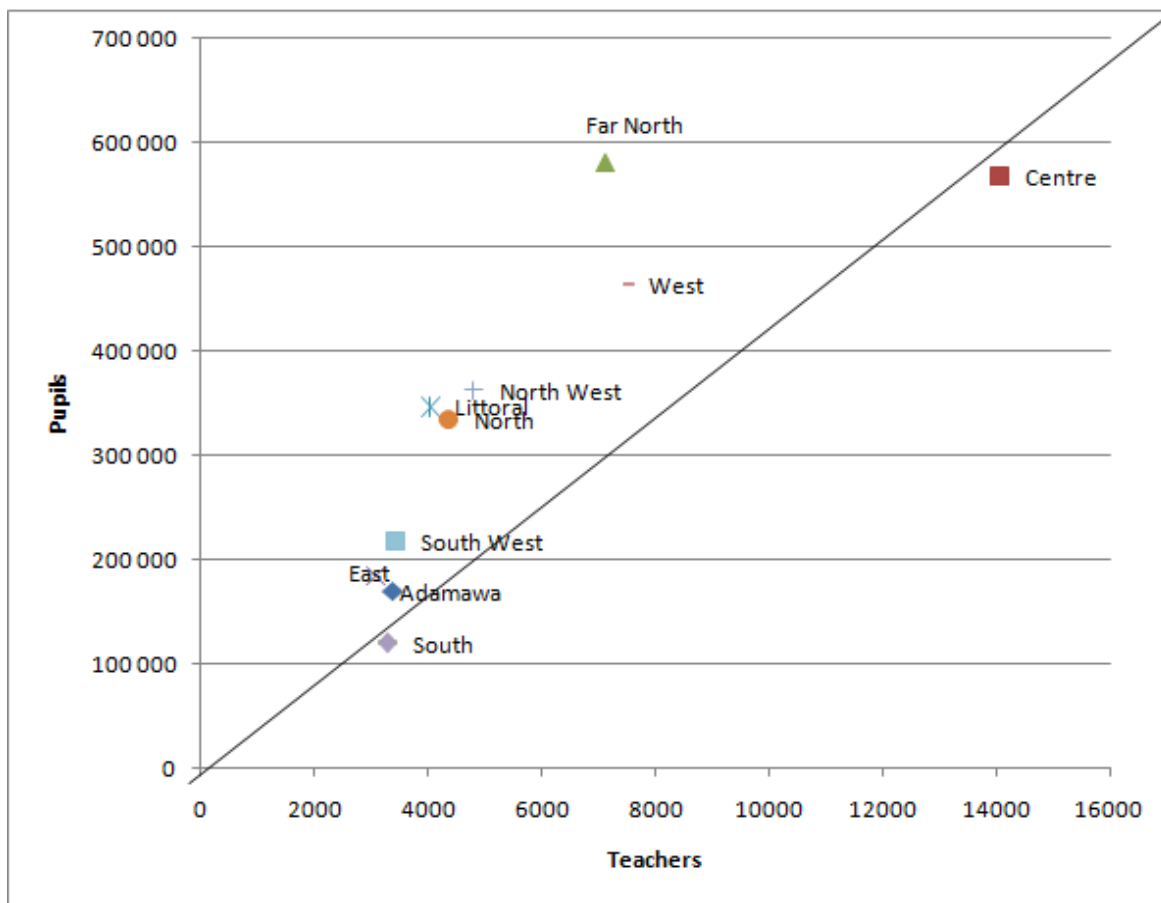
- Order n°366/B1/1464/MINEDUC/063/CF/MINEFI of 19 September 2001 about the modalities of functioning and management of the Solidarity and Education Promotion Fund.

- Order n°367/B1/1464/MINEDUC/064/CF/MINEFI of 19 September 2001 about the application of some dispositions of Decree n°2001/041 of 19 February 2001 about the organisation and functioning of public primary and infant schools

-Circular n°33/A/135/MINEDUC/CAB of 04/12/2001 completing Circular n°21/A/135/MINEDUC/CAB of 20/09/2001.

-Circular n°21/A/135/MINEDUC/CAB of 20/09/2001 about the modalities of execution of the budget of public schools.

**Figure 16: Regional distribution of the number of teachers and pupils**



Source: 2008/2009 MINEDUB yearbook

### 7.7 Main problems mentioned by interviewees or noted by the survey experts

The problems mentioned by interviewees or noted by the survey experts can be summed up as follows:

#### In the expenditure circuit

- Weak implication of managers at the base during budget preparation;
- Insufficient diffusion of the financial accounts produced by management committees or the hierarchy;
- Insufficient quality of the information at the basis of budget elaboration;
- Insufficiency of the subventions awarded to private establishments;
- Difficulties in recovering school fees;
- Insufficient consideration of technical education in budget allocation;
- Insufficiency of cash for practical works;
- Non-diffusion of the information related to budget;
- Late arrival of subventions to private schools;
- Unavailability of standard tools for accountability.

#### Regarding the level of satisfaction of the education services' beneficiaries

- Inefficiency of the recruitment, evaluation and orientation system;
- Insufficiency of teachers;

- Insufficiency of qualified teachers;
- Payment of non-statutory fees during school registration;
- Insufficiency of seats, leading to students squeezing together on class seats or seating on the ground;
- Development of corruption and embezzlement in school establishments.

## CONCLUSION AND RECOMMENDATIONS

The Cameroonian Government continues to manifest its strong will to set up a framework for the development of education. The Employment and Growth Strategy Paper published in 2009 illustrates this great interest on education and educative governance matters. The development of education rests essentially on the improvement of its supply, demand and, notably, good management.

In spite of all the efforts made by the Government and its partners for development, governance in the education sector has not improved very much. PETS2 has enabled to identify some sources of inefficiency in the traceability of public expenditure. It emerges that one of the most important is the absence/insufficiency of the diffusion of information – on the one hand, the information system is not organised and public finance archives are not stored and, on the other hand, there is no existing regulation obliging the different interveners to vehicle information. At the level of decentralized state services, the survey has revealed that the resources losses occur at two levels: at the level of finance controllers and at the level of administrative authorities.

In order to define a matrix of actions for resorbing the difficulties encountered in the development of education and for making the implementation of the education sector strategy more efficient, the following recommendations must be considered:

### **For the improvement of governance and the quality of budget information**

- Conceiving standard tools for budget utilisation and reinforcing their use through regulations issued by a competent authority;
- Elaborating a regulation reinforcing the display, at every level, of the information about the utilisation of public resources;
- In the short-term, computerising the procedures related to the management and the production of the information about the State budget for all the decentralized state services at the regional level;
- Creating, in the middle-term, an integrated system of budget information in the education sector. It will enable an efficient and coherent management of budgetary data and the permanent updating of information about the education system as this information is an important element of definition, implementation and evaluation of policies;
- Extend "budget tracking" surveys to other sectors in order to insure a synergy of actions.

### **For the satisfaction of beneficiaries**

- Reinforcing the system of inspections of schools;
- Pursue the recruitment of teachers and reinforcing capacities ("continue training");
- Rationalize the transfer of teachers and instituting financial allowances for those transferred in remote localities so as to increase the number of teachers in such regions.

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## **ANNEXES**

## Annexe 1: Issues by interviewees and their suggestions

### Main issues by interviewees

#### At the level of decentralized state services

**Table 65:** Difficulties encountered in the operation budget execution by decentralized state services

	%
Insufficient credit/low budget	39.2
Lack of liquidities	18.1
Delay in the reception of authorisations of expenditure	14.0
Delay at the level of credit engagement	9.9
High taxes	8.8
Suppliers deliver with a high percentage	6.4
Scarcity of suppliers	3.5

Source: PETS Cameroon, 2009

**Table 66:** Difficulties encountered in the investment budget execution by decentralized state services

	%
Insufficient credit/low budget	28.9
Lack of liquidities	21.1
Delay in the reception of authorisations of expenditure	21.1
Delay at the level of credit engagement	13.2
High taxes	7.9
Suppliers deliver with a high percentage	5.3
Scarcity of suppliers	2.6

Source: PETS Cameroon, 2009

#### At the level of schools

**Table 67:** problems encountered in primary schools

	%
Parents do not pay registration fees early enough	4.8
Pupils lack of books	7.8
Low teachers salary	4.2
Insufficiency of classrooms	10.6
Late arrival of the minimum package	2.9
Difficulties in collecting registration fees	1.7
Non-payment of Parents and Teachers Association (PTA) fees	2.1
Dilapidation of classrooms	7.0
Lack of assiduity of pupils at school	2.9
Lack of safety infrastructures	11.2
Other	44.9

Source: PETS Cameroon, 2009



**Table 68: Difficulties encountered by heads of private secondary schools in collecting subventions**

	%
Administrative lowliness	50.5
Lack of information	20.9
Harassment of banking procedures	9.9

Source: PETS Cameroon, 2009

**Table 69: Main difficulties encountered by principals**

	%
Insufficiency of classrooms	33.0
Difficulties in collecting eligible fees	21.1
Absence of school books	16.1
Difficulties in maintaining the existing infrastructures	13.4
Difficulties in receiving subventions	8.6
Absence of a school canteen	4.5
Lack of health insurance	3.3

Source: PETS Cameroon, 2009

**Table 70: The 10 main difficulties encountered in the execution of the operating budget of secondary schools (in %)**

Urban		Rural	
Problem	%	Problem	%
Delay in the reception of authorisations of expenditure	58	Delay in the reception of authorisations of expenditure	58
Insufficient credit/Low budget	28	Insufficient credit/Low budget	31
Administrative sluggishness	23	High taxes	15
Poor evaluation of priorities	21	Lack of liquidities/funding	15
Lack of liquidities/funding	10	Administrative sluggishness	12
Conflicts with finance controllers	10	Suppliers deliver with a high percentage	12
Delay of suppliers	8	Poor evaluation of priorities	12
Suppliers deliver with a high percentage	5	Non-respect of the delay	11
High taxes	5	Conflicts with finance controllers	9
Too much procedures	5	Delay of suppliers	8

Source: PETS2 Cameroun, 2010

**Table 71: Difficulties encountered by principals in investment budget execution**

	%
Insufficient credit/Low budget	26.4
Delay in the reception of authorisations of expenditure	24.5
Delay at the level of the engagement	17.0
High taxes	13.2
Scarcity of suppliers	9.4
Suppliers deliver with a high percentage	5.7
Lack of liquidities	3.8

Source: PETS Cameroon, 2009

**Table 72:** Household heads' appreciation of the primary and secondary education systems in Cameroon

	%
Very good	1.1
Good	17.8
Fairly good (acceptable)	20.0
Mediocre (perfectible, etc.)	27.4
Poor	29.4
Very poor	4.3
Total	100

Source: PETS Cameroon, 2009

## Interviewees' suggestions

### At the level of decentralized state services

**Table 73:** Measures proposed by officials of the decentralized services of the ministries in charge of education

	%
Increasing the subventions awarded to private schools	1.8
Respect of the quota of the number of students per class and per age in every public school	1.4
Reducing the cost of education	2.3
Sensitising parents on the importance of education	7.0
Fighting against the delinquency of pupils	0.7
Fighting against poverty	3.2
Constructing more classrooms/schools	23.4
Recruiting teachers	20.6
Increasing teachers' salaries	3.9
Sensitising parents in order to register their children at school	3.4
Creating bilingual bookshops in schools	1.4
Other	31.1
Total	100.0

Source: PETS Cameroon, 2009

**Table 74:** Measures proposed by officials of the decentralized state services of the ministries in charge of education for improving the quality of education in their locality

	%
Increasing teachers' wages	15.8
Recycling teachers	14.9
Providing the didactic material to schools early enough	9.1
Increasing school stationery and requisites	7.2
Recruiting more teachers	14.7
Less teaching hours	0.7
Hosting timely pedagogic days	5.1
Other	30.2
No opinion	2.3
Total	100

Source: PETS Cameroon, 2009

**At the level of schools**
**Table 75:** Solutions proposed by principals for tackling the problems encountered within their establishments

	%
Recruiting qualified personnel	29.1
Renewing infrastructures	25.4
Increasing budget allocations	24.8
Allocating transport/remoteness compensations	8.0
Equipping schools/maintaining premises	8.9
Allocating cash advances	2.1
Allocating communication funding	1.8

Source: PETS Cameroon, 2009

**Table 76:** Measures proposed by secondary school officials for improving the access to education

	%
Increasing the subventions awarded to private schools	6.9
Respect of the quota of the number of students per class and per age in every public school	2.7
Reducing the cost of education	5.6
Sensitising parents on the importance of education	9.5
Fighting against the delinquency of pupils	1.2
Fighting against poverty	4.0
Constructing more classrooms/schools	15.5
Recruiting teachers	13.4
Increasing teachers' salaries	4.2
Sensitising parents in order for them to register their children at school	2.8
Creating bilingual bookshops in schools	2.6
Other	31.5
Total	100

Source: PETS Cameroon, 2009

**Table 77:** Measures proposed by secondary school officials for improving the quality of education

	%
Increasing teachers' salaries	16.6
Recycling teachers	16.4
Providing the didactic material to schools early enough	7.3
Increasing school stationery and recruiting more teachers	6.7
Less teaching hours	12.8
Hosting timely pedagogic days	1.0
Other	5.2
No opinion	34.0
Total	2.1
	100

Source: PETS Cameroon, 2009

**Table 78:** Measures proposed by primary school officials for improving the access to education

	%
Increasing the subventions awarded to private schools	4.2
Respect of the quota of the number of students per class and per age in every public school	1.7
Reducing the cost of education	4.0
Sensitising parents on the importance of education	16.8
Fighting against the delinquency of pupils	0.9
Fighting against poverty	3.8
Constructing more classrooms/schools	16.1
Recruiting teachers	10.1

Increasing teachers' salaries	4.8
Sensitising parents in order for them to register their children at school	3.5
Creating bilingual bookshops in schools	4.4
Other	29.6
Total	100

Source: PETS Cameroon, 2009

**Table 79:** Measures proposed by primary school officials for improving the quality of education

	%
Increasing teachers' salaries	17.0
Recycling teachers	18.8
Providing the didactic material to schools early enough	9.4
Increasing school stationery and requisites	8.8
recruiting more teachers	10.9
Less teaching hours	0.2
Hosting timely pedagogic days	7.1
Other	24.6
No opinion	3.3
Total	100

Source: PETS Cameroon, 2009

#### At the level of households-beneficiaries

**Table 80:** Measures proposed by household heads for improving the access to school and the performances of the education system

	%
Recruiting teachers	16.2
Constructing and equipping new classrooms	19.2
Facilitating the access to school books and didactic requisites	15.4
Limiting the number of pupils per classroom	8.9
Facilitating the transport of pupils	2.2
Fighting against corruption and misappropriation of funds	9.3
Revalorising teachers' salaries	10.0
Encouraging and rewarding the best pupils	8.5
Recycling teachers	4.2
Other	6.2
Total	100

Source: PETS Cameroon, 2009

## Annexe 2: Additional tables

**Table 81:** Students' appreciation of classrooms' seating places according to the school status

	Well seated	Squeezed on seats	Seated on the ground	Total
Primary order of education				
Public	56.4	34.8	8.8	100.0
Private	86.0	13.2	0.8	100.0
Total	65.0	28.5	6.5	100.0
Secondary order of education				
Public	56.4	34.8	8.8	100.0
Private	86.2	13.2	0.6	100.0
Total	65.1	28.5	6.4	100.0

Source: PETS Cameroon, 2010

**Table 82:** Students' appreciation of classrooms' seating places according to the school area of establishment

	Well seated	Squeezed on seats	Seated on the ground	Total
Primary order of education				
Urban	67.3	28.5	4.2	100.0
Rural	61.4	28.7	9.8	100.0
Total	65.0	28.5	6.5	100.0
Secondary order of education				
Urban	67.4	28.5	4.1	100.0
Rural	61.4	28.7	9.8	100.0
Total	65.1	28.5	6.4	100.0

Source: PETS Cameroon, 2010

**Table 83:** List of the variables considered for the calculation of the indicator of satisfaction of education services' beneficiaries

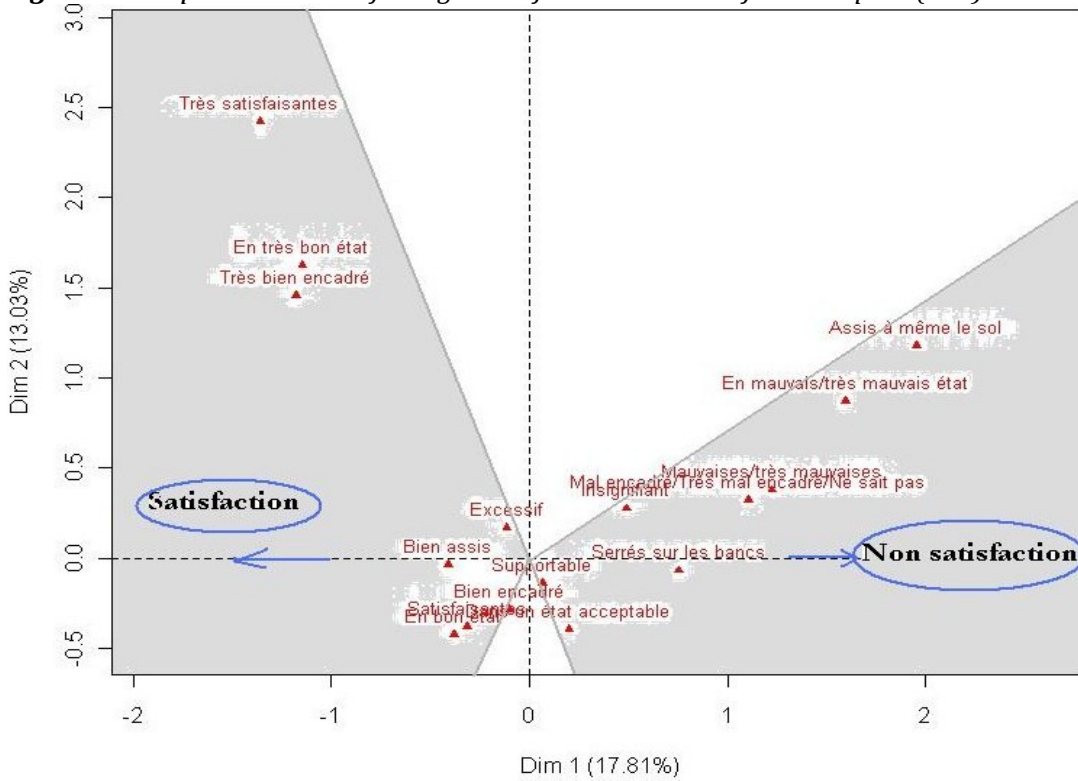
Variables	Categories
Opinion of the beneficiary on what he has paid during the 2008/2009 school year	Excessive Supportable Insignificant
Opinion of the beneficiary on the state of his classroom' seating places	Well seated Squeezed on seats Seated on the ground
Opinion of the beneficiary on the state of his school's premises	In a very good state In a good state In an acceptable state In a bad/very bad state
Opinion of the beneficiary on the hygiene and sanitation conditions within his school	Very satisfactory Satisfactory Bad/Very bad
Opinion of the beneficiary on how students are supervised (cared for in their studies) in his school	Very well supervised Well supervised Poorly supervised/Very poorly supervised/Don't know

**Table 84:** Coordinates, contributions and square cosine in the factorial plan (1-2) of the categories having intervened in the computation of the indicator of satisfaction of education services' beneficiaries

	Coordinates		Contribution		Square Cosinus	
	Dim 1	Dim 2	Dim 1	Dim 2	Dim 1	Dim 2
<b>Opinion of the beneficiary on what he has paid during the 2008/2009 school year</b>						
<i>Excessive</i>	-0.11	0.17	0.28	0.81	0.01	0.02
<i>Supportable</i>	0.06	-0.14	0.12	0.77	0.01	0.02
<i>Insignificant</i>	0.49	0.27	0.33	0.14	0.01	0.00
<b>Opinion of the beneficiary on the state of his classroom' seating places</b>						
<i>Well seated</i>	-0.41	-0.04	5.85	0.08	0.37	0.00
<i>Squeezed on seats</i>	0.75	-0.07	7.87	0.09	0.21	0.00
<i>Seated on the ground</i>	1.95	1.18	7.61	3.80	0.16	0.06
<b>Opinion of the beneficiary on the state of his school's premises</b>						
<i>In a very good state</i>	-1.15	1.62	7.48	20.46	0.16	0.33
<i>In a good state</i>	-0.38	-0.42	3.22	5.39	0.11	0.14
<i>In an acceptable state</i>	0.20	-0.39	0.64	3.39	0.02	0.07
<i>In a bad/very bad state</i>	1.60	0.87	18.75	7.58	0.43	0.13
<b>Opinion of the beneficiary on the hygiene and sanitation conditions within his school</b>						
<i>Very satisfactory</i>	-1.36	2.42	6.38	27.65	0.13	0.43
<i>Satisfactory</i>	-0.32	-0.38	3.50	6.86	0.21	0.31
<i>Bad/Very bad</i>	1.22	0.38	19.25	2.49	0.50	0.05
<b>Opinion of the beneficiary on how students are supervised (cared for in their studies) in his school</b>						
<i>Very well supervised</i>	-1.18	1.46	7.23	15.13	0.16	0.24
<i>Well supervised</i>	-0.11	-0.29	0.41	4.10	0.03	0.21
<i>Poorly supervised/Very poorly supervised/Don't know</i>	1.11	0.32	11.08	1.27	0.26	0.02

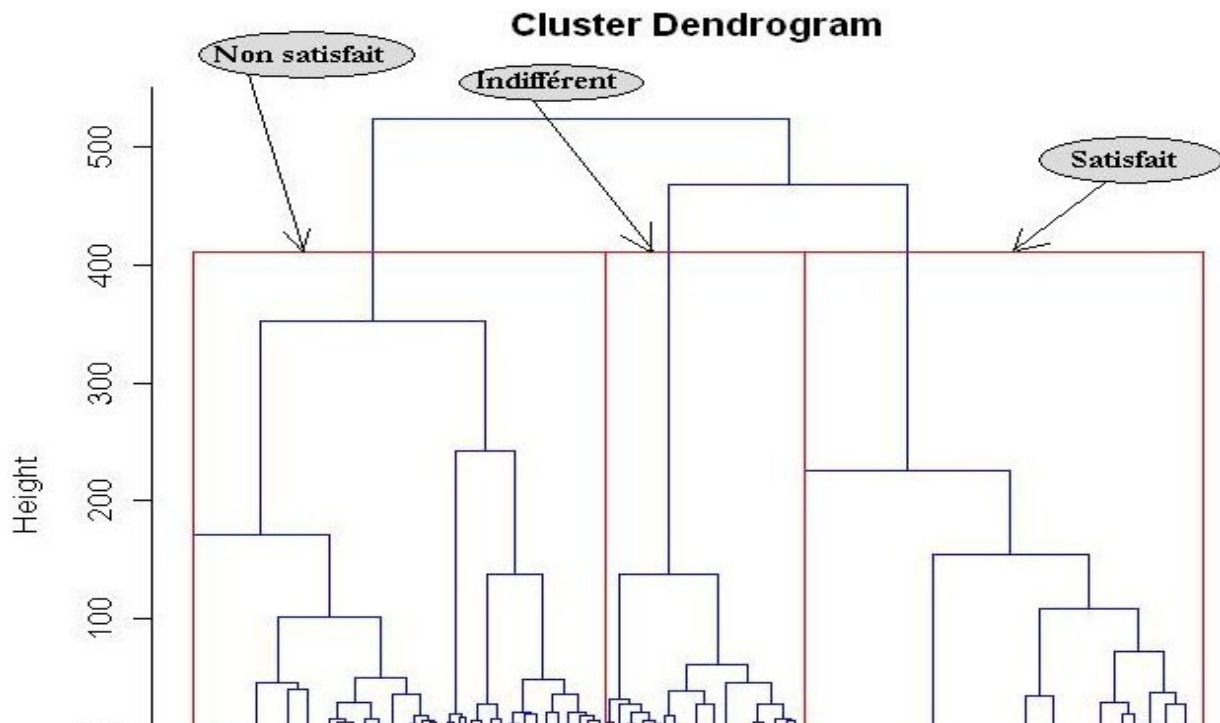
Source: PETS Cameroon, 2009 and computations

**Figure 17:** Representation of categories of variables in the factorial plan (1-2)



Source: PETS Cameroon, 2009

**Figure 18:** Representation of the dendrogram stemming from the classification and partition into 3 classes



### Annexe 3: List of interveners

#### 1. Technical and financial partners

N°	Name and first name	Administration	Telephone	E-mail
1	CAILLAUD Fadila	World Bank	74 28 87 49	fcaillaud@worldbank.org
2	DEME Mamadou	World Bank		mdeme@worldbank.org
3	XIAO YE	Consultant/WB		

#### 2. Steering committee

Administration	N°	Name and first name	Telephone	E-mail
National coordinator	1	TEDOU Joseph		
Deputy national coordinator	2	OKOUDA Barnabé		
Technical coordinator	3	ABANDA Ambroise	77 60 45 26	Abanda_ambroise@yahoo.fr
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	2	KWEKEU Jules	77 81 41 24	kwekeuj@yahoo.fr
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	4	NDIP Remes	99 66 46 60	remesndip@yahoo.fr
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	6	George Eric EBULO	99 88 40 71	Gerbole2000@yahoo.fr
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DGB/MINFI	8	MBIENA Abel	77 69 30 26	mbiena2008@yahoo.fr
CTS	9	BAYIHA Claudine	99 91 58 00	babyclo2001@yahoo.fr
CTS	10	NJOH Michelin		
PRCTC	11	LAMERO Jacques	99 92 50 36	jaclamero@yahoo.fr

#### 3. Technical secretariat (NIS)

- | N°  | Name and first name         |
|-----|-----------------------------|
| 1.  | TATSINKOU Christophe        |
| 2.  | TCHAMAGO Olivier            |
| 3.  | KANA Christophe             |
| 4.  | TCHOMTHE Séverin            |
| 5.  | DZOSSA Anaclet              |
| 6.  | AMOUGOU René Aymar Bertrand |
| 7.  | ESSAMBE BOME Vincent        |
| 8.  | MODOU SANDA                 |
| 9.  | NGAH Adèle Zoriphie         |
| 10. | DJEUKWI Vicky Laure         |



#### 4. Support personnel

Function	N°	Name and first name
Administrative and financial support	1.	NDJIWOUA KOMBOE Joseph
	2.	OTELE MBEDE Marie Régine
	3.	MENWABO Thérèse
Mail and connection	4.	ELOMO Marthe
	5.	TABUE Félix
Secretariat	6.	MBENTY Jacqueline
Other support personnel	7.	NHANAG Samuel
	8.	ELANGA MENDOUGA
	9.	NGATTI Ambrouasse
	10.	NANA Jean
	11.	SONGO Martin
ReproFigurey service	12.	IKOUMA MINDANG
Driver	13.	MENGUELE Gabriel

#### 5. Regional control team of the NIS

N°	Region	Name and first name
1	Adamawa	DJITUPURI Emmanuel
2	Centre	TCHOUANGTE Robert
3	East	TAKOUGANG ZEUKENG Eric
4	Far-North	LIENOU
5	Littoral	TAMCHE Joseph
6	North	CHOUNDONG Norbert
7	North-West	ZAFACK Martin
8	West	NGO NYEMB
9	South	MBARGA OWONA Paul
10	South-West	ETO Guy Sylvain

**6. Team of data collection-supervisors**

<b>N°</b>	<b>Region</b>	<b>Name and first name</b>
1	Douala	AMOUGOU René Aymar Bertrand
2	Yaounde	DEFFO G. Guy Ferdinand
3		NGAH Adèle Zoriphie
4	Adamawa	NGATTI Ambrouasse
5		TSOMBOU KINFACK Christian
6	Centre (excluding Yaounde)	ABANDA Ambroise
7		ESSAMBE BOME Vincent L.
8	East	KANA KENFACK Christophe
9		NGUENANG KAPNANG Christian
10	Far-North	TATSINKOU Christophe
11		TSAMO Duplex
12	Littoral (excluding Douala)	MATENE SOB Angélique L.
13	North	TIOMO DEMANOU Dieunedort
14		AZEBAZE JIOFACK William
15	North-West	DZOSSA Anaclet
16		TINANG NZESSEU Jules
17	West	ELANGA MENDOUGA Etienne Jodelle.
18		KENGNE TAGNE Alex
19	South	TCHAMAGO KOUEDEU Olivier
20		FEUJIO VOUFFO Rodrigue
21	South-West	TCHOMTHE Séverin
22		DJOSSAYA Dove

**7. Team of data collection-interviewers and controllers**
**DOUALA survey region**
**N° Name and first name**
**Controllers**

- 1 KEMKUINI NEGRO Rosine Epse TAGNE
- 2 SEN NKAKE Esabel
- 3 TCHOUMTA NANA Lénine

**Interviewers**

1. DEMDE Sabine Laure
2. DJUELA Nadège Flore
3. DJUIKOUO SOFFO Florence
4. ETAME Elvire Stephane Epse NGOLLO
5. KAPP HEBHANG Christelle
6. KINGUE POH Alexis
7. KOUHALAL EKIBI
8. MOUKETE EPANGLO Innocent Parfait
9. NSSOE OTTO Georges Michel
10. NZINOUE Florence Aimée
11. SOMAN Luc
12. TSAYEM Judith Carole

**YAOUNDE survey region**
**N° Name and first name**
**Controllers**

- 1 KABEYENE ZOUAM Rosalie
- 2 AMOUGOU GILBERT Faustin
- 3 ZAMBO Maryline Edwige

**Interviewers**

- 1 MOUMEMI AROUNA
- 2 MBAZO'O ENGONGA Antoinette
- 3 EDZIMBI MVONO Prosper
- 4 CHABIFOR KASSE Rodrigue
- 5 MENGUE MENDOUGA Edwige
- 6 KOM LIENOU Michelle
- 7 NELLE NGALLE Emma
- 8 ABANDA Joël
- 9 NGUEWOUO Liliane Carole
- 10 NGONO OSSONGO Marie Joseph
- 11 BELINGA MEZANG Jean Bertrand
- 12 MVONDO Robert

**ADAMAWA survey region**
**N° Name and first name**
**Controllers**

- 1 IBRAHIMA Kami Roger
- 2 MANDENG KAMEN Antoine F.
- 3 NGONO Marie Anne

**Interviewers**

- 1 AISSATOU AMADOU
- 2 BONDOMA II Sidoine
- 3 CHEICK IBRAHIMA TALL
- 4 DIA ADAMA
- 5 DJAKBA Raphaël
- 6 EMOH SANDJALI Guy Marcel
- 7 GAGNOCK OUSMANOU Serge Armand
- 8 IBRAHIMA MOHAMADOU MOSSA
- 9 MAGAM WANVOUM Tatiana
- 10 NSUN-NFON Adeline
- 11 WELWOU NYAKREO

**CENTRE survey region**
**N° Name and first name**
**Controllers**

- 1 EYA BANA Pierre Célestin
- 2 MBASSI NSOMBO Serge Alexis
- 3 MENDANA Patience Régine

**Interviewers**

- 1 ATEBA Athanase Joël
- 2 BAKOLON EGNEGUE Michel
- 3 BETSEM NDIOMO Ousmane
- 4 BINGAN Serge
- 5 BITANGOU NDJOMO Gabin
- 6 FEGUE François
- 7 DANG à BIDIAS Michelle
- 8 MBEMBE KIMAYE Elisabeth Patricia
- 9 MEMBANDA BEKONO Amélie
- 10 ETOUNDI MBIA Yolande Michèle
- 11 MBANA MEKE Jacinthe Joëlle
- 12 WETTE NGASSA Clarisse
- 13 ZAMBO BENGONO Firmin
- 14 TOMO NDONG Gaétan Victor

<b>EAST survey region</b>		<b>FAR-NORTH survey region</b>	
<b>N°</b>	<b>Name and first name</b>	<b>N°</b>	<b>Name and first name</b>
<b>Controllers</b>		<b>Controllers</b>	
1	HAOUA	1	AMADOU Elie
2	OUAFO FOTSING Pierre	2	NYLON Bernard
3	WAMBO WAMBO Guy Colbert	3	NAÏ Israël
		4	KADARA Paul
<b>Interviewers</b>		<b>Interviewers</b>	
1	AZANG METO Cyrille Stéphanie	1	BELE Janvier
2	FOKOU SONGOU Sylviane Laure	2	DIDJA YANGAÏ
3	GBANMAN Michel	3	GASSISSOU HAMANA
4	KWAMOU Antoinette	4	BEINE Juliette Clarisse
5	LEMDONG NDOZENG Rachelle	5	NDOUVNA DOUMBA
6	MINDZIE ANDENG Marie Ange	6	TIWE DAMPETE
7	NOAH BESSALA Gabriel	7	AISSA Honorine Kada
8	POUNGAM RENGOU Hortense	8	KITMO Samuel
9	SOLIFACK Thomas	9	MOUDJIMAÏ Benjamin Aimé
10	TSAD NKOUMBA Duplex	10	ADJI BOUBA
11	YONKEU Dorine Towa	11	DJANABOU
12	YONKOUA Lisiane Péguy	12	MOFFI Ibrahim
		13	ABDOULAYE BALLO
		14	KALWANDA
<b>LITTORAL survey region</b>		<b>NORTH survey region</b>	
<b>N°</b>	<b>Name and first name</b>	<b>N°</b>	<b>Name and first name</b>
<b>Controllers</b>		<b>Controllers</b>	
1	SIKE ETOA Stella A.	1.	HAMAN GODJE Gaspard
2	SONE ENONE Bertin	2.	PADAMA NGUEMBRA
3	TIOGUE François	3.	SOULEYMANOU
<b>Interviewers</b>		<b>Interviewers</b>	
1.	BILLE BOME Serge Merlin	1.	DJANABOU MOUSSA
2.	EDIENGO Charlemagne D.	2.	DJAOURO Idriss
3.	EKOLLO Joseph Georges DICKA	3.	DJENABOU KOFA
4.	EWANG Roger	4.	DTAINE DTAIDJARE
5.	KAMGA Oriente Ruphine	5.	FADIMATOU MADINA OUMATE
6.	KAMSEU MOGO Michel	6.	HAOUA BOUKAR
7.	MBENDJE Jacques Albert	7.	HINGOMBO Casimir
8.	MBOME BISSA Serge Walter	8.	MOHAMMED TODOU
9.	NDEWE FILS A. F.	9.	NZIAKO TCHUEMENI ALAIN THIBAUT
10.	NGO NGOK Cathy Ernestine	10.	ONANA MBALLA Eric Brice
11.	NNANGA NNANGA Robert Jean Noël	11.	OUSMANOU
12.	NTEKI José Arantes	12.	PATOUA Emmanuel
13.	TEGNANG WOUMFO Alain Blaise	13.	WALGA Pascal

**NORTH-WEST survey region**
**N° Name and first name**
**Controllers**

1. FRU BERTHA ASA
2. KUDI FELIX UNJI
3. KWALAR LAWRENCE SEATON
4. MIMMA PERPETUA DINGA

**Interviewers**

1. ANITA MAKIHGHO NKEH
2. BEBONGKOH DIVINE NKEMATEH
3. CHINANGA JULIET FRI
4. DJILA TCHOUDI ANNE MARIE
5. FLORENCE MBENG FUNGE
6. JIGI GLORY EPSE TSE ATONJI
7. JUDITH SHIRI CHO
8. KEAWI ANDIENSA KARINE
9. KEZWAICHU MARTIN
10. KIEN MANGIE ATONJI
11. KWANDE MERCY CHECHE
12. NGIMNDOH SHIRLY KIYANGFE
13. NNELI EDWIN FRU
14. PEMENZI MFETIE RAFIATOU L.
15. TAMONKIA ALAIN DOREAN
16. TENNU PATIENCE WEOPONG

**WEST survey region**
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**Controllers**

1. TSAFACK MATSOP Antoine Sygnola
2. SIPOWA rose
3. FAH Clément
4. NOUTSA FOBANG aimé

**Interviewers**

1. TENGHO serge Marcellin
2. NOGHENG KOGNE louis
3. OBAME Yves Valery
4. NOMO Boniface
5. KEGNE Lauriette
6. NJUMELI TELEZING jean Gustave
7. NDJABA WANDJA Linda Patricia
8. YONGO Solange
9. MOGHMMYIE FOTSO Etienne Aurélien
10. GUEMKAM TEHOUA Antoinette
11. TSOGO AWONO Mélanie
12. KAMDOM FONON Josseline
13. TCHOUOMKO FOSSI doris laure
14. DEMANOU Sulamite
15. GNEKOU TIEDJONG pascal aubain
16. FEUDJIO Pierre René

**SOUTH survey region**
**N° Name and first name**
**Controllers**

1. ETOUNDI ETOUNDI Dieudonné
2. EWOLO Théophile
3. NANAN LEKOGMO Hermann

**Interviewers**

1. AMOUGOU MBARGA Estelle C.
2. ENOH ENOH Adrien
3. MOUHIK NDOUMBE Marie
4. MVONDO NKOULOU Michel Armand
5. NDOUMOU Daniel Fabrice
6. NGAMVONG MBARGA Lucie S.
7. NGO NYEKI Emma-Orthance
8. NKO'O EYENGA Michel-Ange
9. NNA ESSAM Nestor D.
10. NNA Roger Charlot
11. OBAA Elise Josiane

**SOUTH-WEST survey region**
**N° Name and first name**
**Controllers**

1. HUMPHRY MUNYENGE NAKOMO
2. NDIFON EGBE Alfred
3. NJONGUO Maurine ZENKEANG
4. Séraphine EBENYE MOKAKE

**Interviewers**

1. ADAH Consoler TERKULA
2. ANGEL-BECKY YETTAH NDUMA
3. BERINYUY DZENZEI KIGHAM
4. BETEK QUINTA BAKUME
5. DJEUTSOP DEMFACK Marie
6. EGBE NCHONG Anna
7. Fidalice TEGUM AKOH
8. FIEMENA FESTUS
9. GAMNGONG Eveline KFUKFU
10. LONTSI DJIOGO Alexis
11. LONTSI JATSA Patrick
12. LUM CHINE Pamela
13. NGO KALDJOB Cécile Christelle
14. NGOYANGA Colette AGBOR
15. NNANGA LUCIE Nadège
16. YI RITA NDEH FOMBA

## 8. Data processing team

### N° Data entry and codification controller

- 1 BEKOLO Bernard
- 2 EBODE ONANA Aloys
- 3 KOUASSEU L. Thierry
- 4 LISSOUCK MBATSOGO Corine Patricia
- 5 TAME DJOKAM Thierry

### N° Codification agents

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- 2 MENDO Christian Wilfried Yannick
- 3 AMBAH AYI Serge C.
- 4 ANGOULA Alain Thierry
- 5 AVOUZOA ABANDA Jeanne
- 6 EDZIMBI Mvono Prosper
- 7 METOGO Simon Joël
- 8 MEZUI ZUE Thiery
- 9 MVONDO Robert Nicaise
- 10 NDONG TOMO Stevie Handy
- 11 NGOM MAKASSO Stéphane Landry
- 12 SIA Brice Gaël

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- 4 BEDIASE ABITSEGUI Harlinde Waudru B.
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- 6 DEFFO TCHANGUE Brice
- 7 ENGOLA NDEGUE Jean Merci
- 8 FEUDJIO Séraphine Laure
- 9 MBIA Tècle Charlyse
- 10 MESSOMO ATEBA Philomène
- 11 NGUEDIA KENGNI Aline Babette
- 12 NGO NEMY Rose
- 13 NGONO Charlotte Jeanne
- 14 NOKAM OUAMBO Gwladys
- 15 PAMEN Alix Laurette Diane
- 16 POUOKAM FOTSO Gertrude
- 17 TCHUENGNO FONDJO Pauline Hortense
- 18 TEFFOZE DONGMI Ruth Yolande
- 19 ZANA MBOH Olga Virginie
- 20 ZOBO ATAH Sylvie