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Report No: PAD411

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT FROM THE

GLOBAL PARTNERSHIP FOR EDUCATION FUND

IN THE AMOUNT OF US$53.3 MILLION

TO THE

REPUBLIC OF CAMEROON

FOR AN

EQUITY AND QUALITY FOR IMPROVED LEARNING PROJECT

February 26, 2014

Education Sector Unit for West and Central Africa (AFTEW)
Country Department AFCC1
Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective December 18, 2013)
Currency Unit = CFA Franc (FCFA)
FCFA 500 = US$1

FISCAL YEAR
January 1 – December 31

ABBREVIATIONS AND ACRONYMS

AFD	French Development Agency *(Agence Française de Développement)*
AfDB	African Development Bank
APEE	Parent-Teachers Association *(Association des Parents d'Elèves et des Enseignants)*
BP	Bank Procedures
BT	Budget Transparency
BTI	Budget Transparency Initiative
C2D	Debt Relief and Development Contract (*Contrat de Désendettement et de Développement)*
CA	Coordinating Agencies
CAA	Automatic Amortization Unit *(Caisse Autonome d'Amortissement)*
CAPIEMP	Professional Certificate for Maternal and Early Childhood Development *(Certificat d'Aptitude Professionnelle d'Instituteurs de l'Enseignement Maternel et Primaire)*
CAMS	Commission for Approval on Teaching and Learning Materials *(Commission d'agrément des manuels scolaires)*
CAS	Country Assistance Strategy
CE1/CE2	Primary Grade 1/Primary Grade 2 (*Cours Elémentaire 1/Cours Elémentaire 2)*
CELOP	Operations Unit *(Cellule Opérationnelle)*
COPIL	Steering Committee *(Comité de Pilotage)*
CM1/CM2	Middle School Level 1/Middle School Level 2 (*Cours Moyen 1/Cours Moyen 2)*
CONFEMEN	Conference of Governments and Ministers of Education in Francophone countries *(Conférence des ministres de l'éducation des Etats et gouvernement de la Francophonie)*
Comités PPBS	Committees for Planning, Programming, Budgeting, and Monitoring *(Comités pour la Planification, Programmation, Budgetisation, et Suivi)*
CP	Preparatory Course *(Cours Préparatoire)*
CPS	Special Preparatory Course *(Cours Préparatoire Spécial)*
CSO	Civil Society Organization
CSR	Country Status Report *(Rapport d'Etat sur le Système d'Education Nationale)*
CTP	Contract Teacher Program
DEMP	Directorate of Maternal and Primary Education *(Direction de l'Enseignement Maternel et Primaire)*
DLI	Disbursement-linked Indicators
DPPC	Directorate for Policy, Planning, and Cooperation (*Direction de la Planification, de la Prospection et de la Coopération)*
DRH	Human Resources Department (*Direction des Ressources Humaines)*

DSCE	Growth and Employment Strategy *(Document de Stratégie pour la Croissance et l'Emploi)*
DSRP	Poverty Reduction Strategy Paper *(Document de Stratégie de Réduction de la Pauvreté*)
DSSEF	Education Sector Strategy 2013-2020 (*Document de la stratégie d'éducation et de la formation*)
EFA FTI	Education for All Fast Track Initiative
ECD	Early Childhood Development
EDICEF	Classic French Editions *(Editions Classiques d'Expression Française)*
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ENIEG	Teacher Training Institute *(Ecoles Normales des Instituteurs de l'Enseignement Général)*
EU	European Union
ETSS	Education and Training Sector Strategy
FM	Financial Management
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GPE	Global Partnership for Education
GPEF	Global Partnership for Education Fund
GPI	Gender Parity Index
GQLA	Decentralized Management for Education Quality *(Gestion Locale de la Qualité des Apprentissages)*
IAEB	Local Inspectorate for Basic Education *(Inspecteur d'Arrondissement de l'Enseignement de Base)*
IDA	International Development Association
IEC	Information, Education and Communication
IFR	Interim Unaudited Financial Reports
IPF	Investment Project Financing
IPPF	Indigenous Peoples Planning Framework
IPP	Indigenous Peoples Plan
JICA	Japanese International Cooperation Agency
LEG	Local Education Group
MCS	Ministry Committee for the Contract Teacher Selection *(Comité de suivi pour l'opération de Contractualisation)*
MDG	Millennium Development Goal
MINEDUB	Ministry of Basic Education (*Ministère de 1'Education de Base)*
MINESEC	Ministry of Secondary Education (*Ministère des Enseignements Secondaires)*
MINESUP	Ministry of Higher Education (*Ministère de l'Enseignement Supérieur)*
MINEPAT	Ministry of Planning, Economy and Regional Integration *(Ministère de l'Économie, de la Planification et de l'Aménagement du Territoire)*
MINFI	Ministry of Finance (*Ministère des Finances)*
MINEFOP	Ministry for Vocational Education and Training (*Ministère de l'Emploi et de la Formation Professionnelle*)
MINFOPRA	Ministry of Civil service and Administrative Reform (*Ministère de la Fonction Publique et de la Réforme Administrative)*
MINMAP	Ministry for Public Contracts (*Ministère des Marchés Publics)*
MOD	Delegated management arrangement (*Maitrise d'Ouvrage Délégué)*

MOF	Ministry of Finance (*Ministère des Finances*)
NER	Net Enrolment Rate
NGO	Non-Governmental Organization
OP	Operational Procedures
PAD	Project Appraisal Document
PASE	Education Development Capacity Building Project (*Projet d'Appui au Système Educatif)*
PASEC	Program for the Analysis of Education systems (*Programme d'Analyse des Systèmes Educatifs de la CONFEMEN)*
PCR	Primary Completion Rate
PDO	Project Development Objective
PEFA	Public Expenditure and Financial Accountability
PEMFAR	Public Expenditure Management and Financial Accountability Review
P*for*R	Program for Results
PFMP	Public Financial Management Modernization Plan
PTA	Parent-Teachers Association
PTR	Pupil-Teacher Ratio
RESEN	Country Status Report *(Rapport d'Etat sur le Système d'Education Nationale)*
RRA	Rapid Results Approach
RRI	Rapid Results Initiative
RRS	Rapid Results Strategy
SE	Supervising Entity
SG	Secretary General *(Sécretaires Général)*
SIL	Basic Literacy Level *(Section d'Initiation au Language)*
SMC	Schools Monitoring Committees (*conseils d'écoles/établissements)*
SSE	Education Sector Strategy 2006 *(Stratégie sectorielle de l'éducation 2006)*
ST	Technical Secretariat *(Secrétariat Technique)*
TA	Technical Assistance
TF	Trust Fund
UPE	Universal Primary Education
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESCO UIS	UNESCO Institute for Statistics
UNICEF	United Nations Children's Fund
WA	Withdrawal Application
WFP	World Food Programme
ZEP	Priority Education Areas *(Zones d'Education Prioritaires)*

Regional Vice President:	Makhtar Diop
Country Director:	Gregor Binkert
Sector Director:	Tawhid Nawaz
Sector Manager:	Peter Nicolas Materu
Task Team Leader:	Shobhana Sosale

REPUBLIC OF CAMEROON
EQUITY AND QUALITY FOR IMPROVED LEARNING PROJECT

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PAD DATA SHEET

REPUBLIC OF CAMEROON

Equity and Quality for Improved Learning Project (P133338)

PROJECT APPRAISAL DOCUMENT

AFRICA

AFTEW

Report No.: PAD411

Basic Information			
Project ID P133338	EA Category C - Not Required		Team Leader Shobhana Sosale
Lending Instrument Investment Project Financing	Fragile and/or Capacity Constraints [ ]		
	Financial Intermediaries [ ]		
	Series of Projects [ ]		
Project Implementation Start Date 26-Feb-2014	Project Implementation End Date 30-Sep-2018		
Expected Effectiveness Date 02-Apr-2014	Expected Closing Date 30-Sep-2018		
Joint IFC No			
Sector Manager Peter Nicolas Materu	Sector Director Tawhid Nawaz	Country Director Gregor Binkert	Regional Vice President Makhtar Diop
Borrower: Republic of Cameroon			
Responsible Agency: Ministry of Basic Education			
Contact: Telephone No.: (237) 9998-3371		Title: Email:	
Approval Authority			
RVP Decision This is a Global Partnership for Education (GPE) financed project. It does not require Board approval.			

Project Financing Data(in USD Million)					
[ ] Loan	[X] Grant	[ ] Guarantee			
[ ] Credit	[ ] IDA Grant	[ ] Other			
Total Project Cost:	55.80		Total Bank Financing:	0.00	
Financing Gap:	0.00				

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Financing Source	Amount
Borrower	2.50
Education for All - Fast Track Initiative	53.30
Total	55.80

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Expected Disbursements (in USD Million)

Fiscal Year	2014	2015	2016	2017	2018	2019			
Annual	3.20	17.60	17.00	13.20	1.30	1.00			
Cumulative	3.20	20.80	37.80	51.00	52.30	53.30			

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Proposed Development Objective(s)

The objective of the project is to improve the equity and quality of primary education service delivery in the Recipient's territory with an emphasis on disadvantaged areas.

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Components

Component Name	Cost (USD Millions)
Component 1: Improving equity and quality in primary education service delivery	48.30
Component 2: Building institutional capacity for improved education service delivery	5.00

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Institutional Data

Sector Board

Education

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Sectors / Climate Change

Sector (Maximum 5 and total % must equal 100)

Major Sector	Sector	%	Adaptation Co-benefits %	Mitigation Co-benefits %
Education	Primary education	100		
Total		100		

☑ I certify that there is no Adaptation and Mitigation Climate Change Co-benefits information applicable to this project.

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Themes

Theme (Maximum 5 and total % must equal 100)

Major theme	Theme	%
Public sector governance	Managing for development results	10
Human development	Education for all	90
Total		100

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Compliance

Policy

Does the project depart from the CAS in content or in other significant respects?	Yes [ ] No [X]

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Does the project require any waivers of Bank policies?	Yes [ ] No [X]
Have these been approved by Bank management?	Yes [ ] No [ ]
Is approval for any policy waiver sought from the Board?	Yes [ ] No [X]
Does the project meet the Regional criteria for readiness for implementation?	Yes [X] No [ ]

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Safeguard Policies Triggered by the Project	**Yes**	**No**
Environmental Assessment OP/BP 4.01		**X**
Natural Habitats OP/BP 4.04		**X**
Forests OP/BP 4.36		**X**
Pest Management OP 4.09		**X**
Physical Cultural Resources OP/BP 4.11		**X**
Indigenous Peoples OP/BP 4.10		**X**
Involuntary Resettlement OP/BP 4.12		**X**
Safety of Dams OP/BP 4.37		**X**
Projects on International Waterways OP/BP 7.50		**X**
Projects in Disputed Areas OP/BP 7.60		**X**

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Legal Covenants			
Name	**Recurrent**	**Due Date**	**Frequency**
Financial management system	**X**		
Description of Covenant			
The Recipient shall, throughout Project implementation, maintain a financial management system in accordance with the provisions of Section 2.07 of the Standard Conditions.			
Name	**Recurrent**	**Due Date**	**Frequency**
Interim unaudited financial reports	**X**		
Description of Covenant			
Without limitation on the provisions of Part A of Section II of the Grant Agreement, the Recipient shall prepare and furnish to the World Bank, interim unaudited financial reports for the Project covering the quarter, not later than forty-five (45) days after the end of the period, in form and substance satisfactory to the World Bank.			
Name	**Recurrent**	**Due Date**	**Frequency**
Audit of Project financial statements	**X**		
Description of Covenant			
Recipient shall have its Financial Statements for the Project audited in accordance with the provisions of Section 2.07 (b) of the Standard Conditions. Each such audit of the Financial Statements shall cover the period of one fiscal year of the Recipient. The audited Financial Statements for each such period shall be furnished to the Bank not later than six months after the end of such period.			
Name	**Recurrent**	**Due Date**	**Frequency**
Internal auditor		02-May-2014	
Description of Covenant			
In order to ensure the timely carrying out of the audits referred to in Section II. B.2, the Recipient shall, no later than one (1) month after the Effective Date, recruit an internal auditor in accordance with the provisions of Section III of Schedule 2 of the Grant Agreement.			
Name	**Recurrent**	**Due Date**	**Frequency**
External auditor		04-Aug-2014	
Description of Covenant			
In order to ensure the timely carrying out of the audits referred to in Section II. B.3 of this Schedule, the Recipient shall, not later than four (4) months after the Effective Date, recruit an external auditor in accordance with the provisions of Section III of Schedule 2 of the Grant Agreement.			
Name	**Recurrent**	**Due Date**	**Frequency**
Computerized financial and accounting system		02-Jul-2014	
Description of Covenant			
In furtherance of the provisions of this Section II.B, no later than 3 months after Effective Date, the Recipient shall update, for purpose of the Project, the computerized financial and accounting system established pursuant to Article 4.01(a) of the Development Credit Agreement for the Education Development Capacity Building Project, dated August 1, 2005, and train relevant staff in its use.			

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Conditions	
Name	**Type**
Authorization by Government for execution and delivery of the Grant Agreement	Effectiveness
Description of Condition	
The execution and delivery of the Grant Agreement on behalf of the Recipient have been duly authorized or ratified by all necessary governmental action.	
Name	**Type**
Project Steering Committee	Effectiveness
Description of Condition	
The Recipient has established the Project Steering Committee in accordance with the provisions of Section I.A.1(a) of Schedule 2 to the Grant Agreement.	
Name	**Type**
Project Secretariat	Effectiveness
Description of Condition	
The Recipient has established the Project Secretariat in accordance with the provisions of Section I.A.2(a) of Schedule 2 to the Grant Agreement.	
Name	**Type**
Project Coordinator	Effectiveness
Description of Condition	
The Recipient has nominated a project coordinator to the Project Secretariat in accordance with the provisions of Section I.A.2(b) of Schedule 2 to the Grant Agreement.	
Name	**Type**
Project Implementation Manual	Effectiveness
Description of Condition	
The Recipient has adopted the Project Implementation Manual in accordance with the provisions of Section I.C.2 of Schedule 2 to the Grant Agreement.	
Name	**Type**
Comprehensive Record Keeping System in the Project Secretariat	Effectiveness
Description of Condition	
The Recipient has set up, within the Project Secretariat, a comprehensive record keeping system satisfactory to the World Bank in accordance with Section III.E of Schedule 2 to the Grant Agreement.	
Name	**Type**
Inclusion of First Cadre's salary allocation in Government's FY2014 Budget	Effectiveness
Description of Condition	
The Recipient has included the first four months of the First Cadre’s salary allocation in its FY2014 budget in accordance with Section V.A.2(a) of Schedule 2 to the Grant Agreement.	

Team Composition			
Bank Staff			
Name	**Title**	**Specialization**	**Unit**
Shobhana Sosale	Senior Operations Officer	Team Lead	AFTEW
Kirsten Majgaard	Education Economist	Education Economist	AFTEW
Ramahatra Andriamamy Rakotomalala	Senior Education Specialist	Senior Education Specialist	AFTEE
Kouami Hounsinou Messan	Senior Procurement Specialist	Senior Procurement Specialist	AFTPW
Emeran Serge M. Menang Evouna	Senior Environmental Specialist	Senior Environmental Specialist	AFTN1
Enagnon Ernest Eric Adda	Financial Management Specialist	Financial Management Specialist	AFTMW
Kolie Ousmane Maurice Megnan	Senior Financial Management Specialist	Sr Financial Management Specialist	AFTMW
Karen Cecilie Sjetnan	Senior Country Officer	Senior Country Officer	AFCC1
Nneoma Veronica Nwogu	Counsel	Counsel	LEGAM
Laura S. McDonald	E T Consultant	E T Consultant	AFTEW
Natalie Tchoumba Bitnga	Program Assistant	Program Assistant	AFCC1
Laurence Hougue Bouguen	Program Assistant	Program Assistant	AFCC1
Janet Omobolanle Adebo	Program Assistant	Team Assistant	AFTEW
Rose-Claire Pakabomba	Program Assistant	Program Assistant	AFTEW
Thierry Herve Jackson Ngwa Edielle		Voice Secondee	AFTEW
Non Bank Staff			
Name	**Title**	**Office Phone**	**City**
Victoire Ngounoue	Consultant Governance & Communications Analyst		Yaoundé
Vincent Perrot	Consultant Research Assistant		Yaoundé

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Locations

Country	**First Administrative Division**	**Location**	**Planned**	**Actual**	**Comments**
Cameroon					Project in the Recipient's territory with a focus on disadvantaged áreas.

I. STRATEGIC CONTEXT

A. Country Context

1. **Geographic and macro-economic context**. Located on the western coast of Central Africa, Cameroon is a lower middle income country with a Gross Domestic Product (GDP) per capita of US$1,165 in 2012. Economic growth has been modest over the past decade and was further negatively affected by the global crisis that led to weaker demand for Cameroon's non-oil exports. Non-oil exports (e.g., wood, timber, rubber) are the main drivers of economic growth although activity in the oil industry picked up in 2012. In recent years, the economy has rebounded with real GDP growth approaching 4.7 percent in 2012.

2. **Demography, poverty and regional disparities**. In 2012 Cameroon had an estimated population of 21 million. While the annual population growth rate is high (more than 2 percent), real GDP per capita has grown by only 1 percent annually on average during the last decade. Poverty rates declined between 1996 and 2001 by some 13 percentage points, but have since stagnated at around 40 percent.[1] Further, national average poverty figures mask major regional disparities. While 56 percent of the population was residing in urban areas in 2007—87 percent of the poor were living in rural areas. Further, there is a growing income gap between regions, urban and rural areas, and between rich and poor. Between 2001 and 2007, poverty rates increased in four regions (Adamaoua, Far North, North, and East) with the two northern regions seeing the biggest increase and human development indicators (including access to schooling, primary completion rates (PCR), literacy, access to water and sanitation and life expectancy) registering slower growth in these regions than in other parts of the country. The Government's *Document de la stratégie d'éducation et de la formation 2013-2020* (DSSEF 2013-2020) states that gender disparity (a comparison of girls *versus* boys) was relatively lower in 2012 than in prior years. Spatial/geographic disparities by rural and urban areas and poverty-based gender disparities have also become more pronounced. There are pockets of low access to education, and low retention rates characterized by growing dropout rates during the primary education cycle.

3. In 2012, Cameroon was largely off-track for achieving the Millennium Development Goals (MDGs) (see Annex 7, Table 1). Recent data indicate that the MDG for universal primary schooling, which was once considered possible to achieve, is not feasible. Gender parity index declined from 0.88 in 2004 to 0.85 in 2010. Further, it is possible that the lack of progress in the MDGs pertaining to water and sanitation, the absence of teaching and learning materials, and school re-entry support structures for girls is affecting education enrolment and attainment for out-of-school children (girls, vulnerable groups including ethnic minorities) and life expectancy in general. The World Bank Country Assistance Strategy (CAS; 2010) identified Cameroon's central challenge to be that of stimulating a healthy rate of growth, and ensuring that growth is equitably shared. Debt relief in 2006 helped Cameroon become more debt sustainable and increased fiscal space for Government spending linked to poverty reduction. Cameroon is one of the least aid-dependent countries in Sub-Saharan Africa (SSA) and works with a relatively small number of development partners.

[1]The most recent poverty data are from 2007. A new ECAM is awaited for 2013 (*Enquête Camerounaise auprès des ménages*).

4. **Cameroon officially announced a progressive approach to decentralization in 1996.** However, the decentralization law was only promulgated in 2004. The legal framework envisages progressive decentralization with the concentration of administrative powers being transferred to the regions by 2017. Accordingly, the central Government is in the process of transferring financial and human resources to the regional and sub-regional levels. The Government's 2010 Strategy Document for Growth and Employment (*Document de Stratégie pour la Croissance et l'Emploi 2010–DSCE)* sets out decentralization as the basis for promoting improved governance and line ministries have been instructed to take into account decentralized administration in their respective sector strategies. This vision document emphasizes a shift away from poverty reduction to one of growth as the source of prosperity and employment, premised on income redistribution and poverty reduction. Government's strategic objective is to ensure a well-educated human resources base in support of Cameroon's quest to emerge as a strong middle-income economy by 2035. This strategic objective is communicated in various national strategic documents, including the vision documents *Cameroun emergent à l'horizon 2035* and the DSCE.

B. Sectoral and Institutional Context

Main issues and challenges

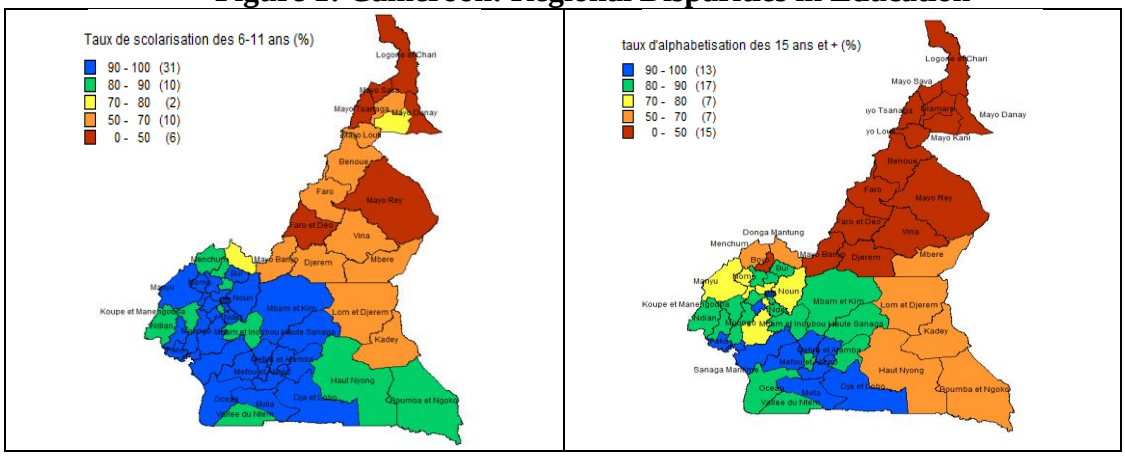
5. **Between 2007 and 2011 Cameroon made some progress with respect to access to and completion of primary education although girls' completion rate has grown less significantly in the *Zones d'Éducation Prioritaires* (ZEP)** (see Annex 7, Table 2). Specifically, there have been notable increases in the Net Enrolment Rate (NER) and the PCR (across genders) and a reduction in the repetition rate. There have been improvements in the ZEP (particularly the Far North, North, Adamaoua, North-West, and East regions, the disadvantaged pockets of the urban, peri-urban areas, and the frontier parts of the country). However, the rate of progress has been much slower than in the rest of the country. For example, the PCR increased from 51 percent in 2007 to 63.1 percent in 2011, with the figures for girls' education being 38 percent in 2007 and only 42.6 percent in 2010. The 2016 target set out in the new education sector strategy 2013-2020 is ambitious at 84.1 percent for the ZEP by inter-regional comparisons.

6. **A new vision and education sector strategy**. In August 2013 the Government of Cameroon and development partners endorsed a new strategy entitled *Document de Stratégie du Secteur de l'Education et de la Formation (DSSEF, 2013-2020).* The DSSEF underpins the overarching policies for the education sector as stated in the Constitution, the legislation *Loi d'Orientation de l'éducation en 1998*, the *Loi d'Orientation de l'enseignement supérieur de 2001*, the MDGs, the key pillars of the DSCE, and development partners' engagement in and support for the sector. The DSSEF embodies a continuum of the policies outlined in the Government's *Stratégie sectorielle de l'éducation (SSE, 2006)* and focuses on access and equity, quality and relevance, sector governance, management, financing mechanisms for education and training, as well as the institutional aspects, and the modalities for monitoring and evaluation (M&E) of the SSE 2006 implementation.

7. **Decentralization features prominently in the Government's new sector strategy for education, the DSSEF**. Decentralization is a key feature of the DSSEF. A decentralized approach is currently used in the construction/rehabilitation of schools and the administration of Government's "minimum subsidy to schools" (*paquet minimum*) for free primary education (*gratuité*). Decentralization would be further reinforced through the transfer of education planning to the regional level and by formalizing the relationships between parent-teachers associations (PTA) and the local education administration. School-based management is included in the 1998 *Loi d'orientation de l'éducation*. In 2001/2002 the Government instituted school management committees (SMCs) (*conseils d'écoles/établissements*). The SMCs are in charge of supervising, counseling, and evaluating the operations of schools. However, the DSSEF 2013-2020 acknowledges that the SMCs are not functional.

8. Regional disparities are most pronounced in the ZEP (Adamaoua, East, North, Far North and North-West) regions. Indicators on school enrolments of 6-11 year olds and on literacy rates of 15 year olds and above reflect the disparities. Figure 1 shows the spatial disparities.

Figure 1: Cameroon: Regional Disparities in Education



Source: Government of Cameroon: Draft Poverty Map, 2012.
Taux de scolarisation (enrolment rate)*; taux d'alphabétisation* (literacy rate)

9. Cameroon faces specific challenges in the education sector, a summary of which is provided below (more details are available in Annex 7):

(a) **The education system is characterized by a fragmented institutional context** with four ministries in charge, one for each of the education sub-sectors: primary, secondary, technical & vocational, higher education, and a fifth ministry in charge of youth affairs and youth policy. There are two education systems that operate in parallel: one for the Francophone and one for the Anglophone parts of the country.

(b) **Sectoral Financing shows the country to be significantly below regional average**. The GDP per capita allocation for education is about 3.2 percent (2011) in Cameroon. This placed the country below the SSA regional average of 4.4 percent. Further, sub-sectoral financing reveals a stark picture, with secondary education receiving a relatively large allocation in 2011 compared to primary or higher education. This is in part due to the

growing numbers enrolling in secondary education. Efforts to universalize primary education appear to be showing some progress.

(c) **Moderate public spending on education falls short of target, resulting in high unit cost of education**. The unit cost of primary education is relatively high compared to Early Childhood Development (ECD) and the first cycle of general secondary education. Between 2002 and 2011 unit cost increased about 18 percent at primary level. Inefficiencies are due in large part to poor management of teachers (low time on task and high numbers of specialized, non-polyvalent teachers) at the secondary education level.

(d) **Cameroon's primary education is characterized by high out-of-pocket expenses for households** at 42 percent of total education expenditure compared to 21 percent in Senegal and 13 percent in Niger. This is in part due to low efficiency of public spending. Schooling is officially "free" (*gratuité*). However, households are required to pay for textbooks, uniform, exam fees, and transportation. The high unit cost of primary education combined with poverty prevents many families from being able to afford primary schooling resulting in many children not being sent to school or children dropping out of school.

(e) **There has been a surge in primary school enrolments, but girls' school participation lags behind that of boys**. Over the past 15 years, school-age population has grown by about 2.5 percent annually. Total enrolments across all levels are now over 5.7 million students, of which almost 3.6 million attend primary school. In 2010-11 girls' participation accounted for only 46.5 percent of enrolments (primary). While girls' participation accounted for 47.2 percent and 48.8 percent of enrollments in lower secondary and upper secondary, respectively.

(f) **Although the PCR has been improving rapidly it is still well below what is needed to attain universal primary schooling**. In 2011, the PCR was between 71.5 and 81.3 percent, depending on the data source.[2] As described above, high costs are a significant barrier to schooling whereby many families—particularly poor families—cite high costs as one of the main reasons for dropping out of school.

(g) **There are wide disparities in school attendance based on gender and socio-economic characteristics**. Net attendance for girls in rural areas is only about 65 percent, compared with 79 percent for boys in rural areas. The gender gap is narrower in urban areas, where school attendance is high for all children. The gender parity index (GPI) for primary completers increased from 0.85 in the 1980s to 0.88 in 2004. However, since then it has dropped back to the 1980s level of 0.85.

(h) **ZEP and rural areas have weaker service delivery and human development outcomes**. The ESS 2006 identified the Far North, North, Adamaoua, East, certain "pockets of low levels of school participation in the largest cities", and of the border regions as ZEPs for Government support to raise schooling access, attainment, and

[2] The Primary Completion Rate is 81.3 percent according to EDS, but only 71.2 percent according to Government data, as reported in the forthcoming Cameroon Education Sector County Status Report 2012.

achievement, as they were lagging behind the rest of the country in education outcomes. Investments are essential to reach MDG targets.

(i) **Overall the status of education service delivery is weak**. Cameroon has relatively weak service delivery indicators and significant regional disparities. In public primary schools, the pupil:teacher ratio (PTR) improved through the Contract Teacher Program (CTP), but are still moderately high at an average of around 52:1 in the country as a whole, with urban-rural divides. Further, there are inter-regional PTR variations with a low of 32 in the rural Littoral Region and a high of 82 in the rural areas of the Far North Region. In the areas with low population density PTRs of 100:2 are not uncommon.

(j) **There is a shortage of teachers that is affecting the quality of education service delivery**. The CTP was introduced by the Government in 2006 to address teacher shortages and very high PTRs due to a freeze in civil servant recruitment in Cameroon. With funding support (US$47.3 million) from the Education for All-Fast Track Initiative (EFA-FTI)[3], between 2007 and 2011, a total of 37,200 qualified contract teachers were hired providing for many more teachers in schools; 60 percent of the new hires were female. The teachers had all acquired professional qualifications. The level of teacher attrition is high among CTP teachers. Attrition has been particularly high (about 18 percent) among female contract teachers from the south who were deployed in the northern part of the country, particularly when deployed to the ZEP areas. Attrition has also resulted from migration of contract teachers to other ministries after being registered as civil servants in Ministry of Basic Education (*Ministère de 1'Education de Base* – MINEDUB).

(k) **There is a severe shortage of teaching and learning materials**. The current practice is that parents buy the required textbooks in the marketplace. Textbook costs in Cameroon are relatively high relative to other SSA countries. Furthermore, textbooks are not always available locally. On average only an estimated 11 percent of students had access to textbooks in 2009/10. Cameroon's pupil to textbook ratio is the highest (poorest) in SSA at 12:1. The ratio in the Central African Republic, for example, is lower, at 8:1, followed by Togo where the ratio is 3:1[4]. The national average figures mask significant regional differences. A detailed analysis of the political economy of the book industry in Cameroon is provided in Annex 7. A national textbook policy is currently under discussion by the Government and publishers. Durability and pricing would need to be addressed.

[3] Cameroon has received support from the Fast Track Initiative (now the Global Partnership for Education) through previous grant financing for primary education. The Government's 2006 Education Sector Strategy (ESS) served as the basis for Cameroon's grant application. Cameroon received a total of US$47.3 million grant for the Contract Teacher Program (CTP), to be disbursed as two annual grants: (i) "Year I" financing in the amount of US$22.5 million for the payment of salaries for teachers hired in 2007 and 2008 (disbursed in 2008); and (ii) "Year II" financing in the amount of US$24.8 million for reimbursing the Government for part of the 2010 salaries for contract teachers recruited between 2007 and 2010, and for the 2011 salaries. The aim of this program was to reduce the pupil-teacher ratio in primary schools using the less costly contract teachers (as opposed to civil servant teachers), while seeking to reduce the regional disparities in pupil-teacher ratios. The CTP program was co-financed with the Government of Cameroon and *Agence Française de Développement* (AFD). The CTP program led to a reduction in the average pupil-teacher ratio in public primary schools from 48 to 45, through the recruitment of contract teachers, and to moderate improvements in the regional disparities in pupil-teacher ratios. World Bank/IDA support through the Education Development Capacity Building Program served to provide the fiduciary due diligence support for the EFA-FTI Project.

[4] These are estimates. There are certainly many countries in Sub-Saharan Africa with pupil:textbook ratios which are worse than 3:1.

(l) **Teacher training is highly theoretical and academic in nature without sufficient professional and practical experience training**. The curriculum of the Teacher Training Colleges (*Ecoles Normales des Instituteurs de l'Enseignement Général*--ENIEG) was reformed in the 1990's. Since then the program has become highly theoretical with very practical training for teachers. This is reflected in the quality of teaching of ENIEG graduates. Therefore, teacher training requires some attention and especially so in the use of specific teaching and learning materials for ENIEG graduates to grasp the nuances of building basic literacy and numeracy skills.

(m) **There is no national assessments framework with formative student learning evaluations**. Student learning achievement is mainly tested at the end of the primary and secondary education cycles through high-stakes exams. There is currently no formative evaluation of learning achievements. Cameroon has participated in several rounds of the Program for the Analysis of Education systems (*Programme d'Analyse des Systèmes Educatifs de la CONFEMEN–PASEC*) and recently has carried out a national Early Grade Reading Assessment (EGRA). The Government is keen on administering an Early Grade Mathematics Assessment (EGMA) in the near future. Cameroon's results on the PASEC declined between 1998 and 2005, although they are still higher than in many other Francophone countries in Africa.[5] The different assessments need to be unified within a more systematic national assessment framework, including the development of national technical capacity for assessment, wider sharing of assessment results, and improving the feedback loop from assessment results to those responsible for curriculum and teacher training.

(n) **The status of school infrastructure is poor**. Girls' education is particularly affected by the lack of proximity of schools to their homes, poverty, family obligations, early marriage, and absence of latrines and water points in many schools.

(o) **The quality of education statistics is weak and poor**. The education management information system (EMIS) in Cameroon is complicated due to five ministries of education (one for each of primary, secondary, vocational, university, and youth education), each collecting data for its sub-sector. There is considerable variability in the completeness and reliability of data collected by different ministries. The EMIS for primary education is perhaps the most complete and longest-running. The United Nations Educational, Scientific and Cultural Organization (UNESCO) is supporting Government efforts to create and link regionally comparable data, and the United Nations Children's Fund (UNICEF) is undertaking a pilot data collection and school mapping exercise[6] in the ZEP to capture information on various equity indicators from schools. The production of education statistics has been strengthened under the recently completed World Bank-

[5] On the 5th grade PASEC student assessment, only Gabon achieved a higher mean score than Cameroon in French, and only Madagascar did better than Cameroon in mathematics. Between 2006 and 2010, there was an improvement in student flow indicators through lower dropout and repetition and an overall sense that the quality was improving. However, the 2009 PASEC shows that learning outcomes have likely declined further since 2005, and the 2011 early grade reading assessment (EGRA) found that 49 percent of 3rd graders students had great difficulty with reading, and 27 percent could not read at all. Source: World Bank Implementation Completion Report on the "Education for All-Fast Track Initiative: Support to the Education Sector".

[6] The effort is coupled with support for a partnership between the MINEDUB and the Harvard Center for Geographic Analysis for training and development of a web-based dynamic education mapping GIS system for Cameroon.

funded Education Development Capacity Building Project (P075964). The Project supported the on-time production of annual statistical yearbooks for primary, secondary and higher education. However, there are still issues with the reliability of the data. With the Bank's technical support and financing, Government has also prepared school report cards (*tableau de bord)* across the country. Due to its added value the school report cards process needs to be mainstreamed.

(p) **Weak governance and accountability is pervasive in the education sector**. Tackling this issue is made complicated due to fragmented management of the education sector. At a project level, contributing aspects are political interference, procurement delays, price distortions due to lack of competition, and institutional inertia to undertake timely decisions. At sector level accountability is weak, in part because education sector stakeholders do not have access to reliable and timely data on sector performance to stimulate greater accountability and performance improvement at all levels. Public school resources are not transparently allocated, and there are instances of inefficient resource management.

Government policies and strategies to address sector issues

10. The new vision adopted by the Government in 2010, the DSCE, provided the opportunity for revising the strategic policy options that were set out in 2013. A new Country Status Report (CSR; *Rapport d'Etat sur le Système d'Education Nationale—RESEN)* was prepared in 2013, updating the sector diagnostics from the previous CSR of 2003. Key among the analytical findings is that: (a) regional, gender, and poverty disparities persist and become more pronounced as children progress through the education system; (b) about 8 percent of school-age children are still out-of-school; and there is (c) a steep decline in the quality of education as shown by student learning achievements; (d) weak governance and regulations at the central level; (e) poor relevance of vocational training and education, and higher education; (f) poor regulation and management of the education system as a whole leading to poor distribution of entering students and of teachers throughout the system.

11. Based on the CSR diagnostics and with support from development partners, the Government prepared three elements that embody the strategic thinking of the ministries of education as of May 2013: (i) an education financing simulation model that embodies the macroeconomic aspects for the period 2013-2020; (ii) the DSSEF 2013-2020 indicating the policies that the ministries of education intend to put in place to attain education objectives; and (iii) a three-year budgeted action plan detailing the activities to be undertaken and their costs for the period 2014-2016.

12. The Government is taking steps to reform the system through the development of a new policy on teaching and learning materials. The objectives are to ensure that teaching and learning materials are available and accessible to teachers and students at the basic education (primary and secondary) and vocational education and training levels. This is being done by: (i) addressing the issue of high textbook system and textbook unit costs; (ii) allocating resources from Government to make textbooks available in all ten regions in a timely manner; (iii) improving the quality of pedagogy in science, physics, culture, moral, and ethics in textbooks as a means of addressing equity and to eliminate social stereotypes and all types of discrimination;

(iv) promoting public-private partnerships (PPPs) in the sector aimed at encouraging quality improvements in teaching and learning materials especially among national publishers, and making them more competitive; (v) ensuring that at the earliest opportunity all publishers and schools accept that the present practice of writing and designing textbooks which require pupils to write in the them implies only a one year classroom life and is thus costly and unaffordable and that all new textbooks must be redesigned to enable extended classroom life and maximum cost amortization; and (vi) providing textbooks (and reading books) to schools but not accompanying activity books, which will remain the responsibility of parents to purchase.

13. The main objectives of the DSSEF 2013-2020 are: (a) internal resource mobilization for education; (b) improved sub-sectoral allocation through rationalization of recurrent expenditures from secondary to primary education; (c) addressing the major disparities in the primary education system; (d) managing the flow of students through the sub-sectors of education; (e) focusing on quality improvements and relevance in education; and (f) improving sector governance.

14. With respect to gender disparities, the DSSEF objective (c) emphasizes the importance of improving access while reducing all forms of disparity in primary education. The agreed actions include stimulating demand for enrolment among poor underprivileged girls and that of vulnerable children, potentially taking to scale a system inspired by the UNICEF pilot schools project, which provides scholarships and pedagogic kits to the most underprivileged girls and most vulnerable children, complemented with school nutrition measures (e.g., dry rations, canteens). Further, awareness-raising campaigns supported by NGOs and operators in these localities are used to encourage parents and traditional authorities to enroll their girl children. Other activities are also being undertaken including building separate latrines for girls and boys, providing drinking water points and hand washing basins, and supplying sanitary kits. These measures serve as incentives to encourage access and keep girls in school.

15. Proposed actions to achieve the aforementioned objective include: (i) increasing the budget allocation for the education sector and for basic education specifically. This will require the Government to increase the budgetary allocation and inter-sectoral arbitrage in favor of the education sector, and undertake serious intra-sectoral arbitrage in order to increase the budget for primary education and higher education, and for decreasing the budget for secondary education. It is likely that the salary outlay would be greater than envisaged. But the macro and sectoral analyses show that the increase would occur at a slower pace than GDP growth. If inter- and intra-sectoral arbitrage do not happen, stringent regulations might be required at the higher levels of education in order to reallocate more financing for primary education to ensure free primary education for the poorest segments of society; (ii) staying on track with the key priorities of universal and free primary education; and (iii) reviewing free primary education as a policy, reconsidering the policy to extend its benefits to the disadvantaged and particularly in rural areas of the country where poverty is greatest and regional disparities in terms of education indicators is lowest, and implementing specific measures/support for the poorest, the handicapped, and the minorities (for example, *pygmies, Baka, Bororos, refugees*).

16. The Government has specified in its letter of sector policy that ECD would be the responsibility of the private sector in urban areas and of communities in the rural areas. For

communities in the poorer parts of the country the Government would transfer credits to help finance the policy. The Government envisages defining a clear policy on pre-schooling as the key to laying the foundation. Other policy measures include the introduction of a new strategy for basic education (*éducation fondamentale*) with the objective to educating more students beyond the primary education cycle. This would require significant revisions to reorient curriculum, the content, organization, and delivery of lower secondary education to be included as a continuum from primary education cycle. In the medium-term this strategy would necessitate a close control over the education indicators set out in the DSSEF: an increase in the PCR from 71.8 percent in 2011 to 100 percent in 2020/21; transition rate through primary schooling to decrease from 68 percent in 2011 to 32.7 percent in 2020/21 (that is, by half in order to maintain education quality at the upper levels); and the transition to lower secondary education to increase from 69.3 percent in 2011 to 85 percent in 2020/21.

17. It is expected that the demand for vocational education and training will be three times greater in 2021 than it was in 2011, with service delivery being taken up in large part by the private sector and through PPP. At the level of higher education, the Government anticipates a moderate slowdown in the increase in students. This would require new regulations with an emphasis on diversification in specializations with a greater emphasis on science and technology (S&T). In order to achieve these policy goals, Government is committed to managing the flow of students through the education system.

18. Within the context of its decentralization program, the Government envisages greater community participation to manage the day-to-day oversight at the school level through SMCs (*conseils d'écoles*). It is also looking to manage the education system better through: (a) the greater use of more credible data on the education sector that would require the strengthening of the education management information system and its architecture through the use of school report cards (*tableau de bord*); (b) the adoption of methodologies and appropriate tools for localized management of education quality *(gestion locale de la qualité des apprentissages – GLQA)*; and (c) the wider dissemination of the policy content, the objectives, and criteria for decision-making through improved communication, regular publication of the norms and budget and resource allocation and their results.

19. Within the framework of its new DSSEF, the Government is requesting assistance from the Global Partnership for Education (GPE) to redress geographical disparities by focusing support in the disadvantaged areas of the country, and to focus on improving the quality of service delivery with a view to improving learning outcomes in the first three grades of primary school. The choice of focusing on the early grades of primary schooling is based on available resources, the results of the 2011 EGRA, several rounds of PASEC results for Cameroon, and the findings and recommendations of the last GPE Project implementation completion and results report (ICR).[7] A poor foundation in literacy and numeracy is known to have severe and lifelong negative effects on human capital development.

[7] The Project design is based on lessons learned from the Education For All-Fast Track Initiative (EFA-FTI) Project (P116437) that closed in December 2011, the World Bank's Education Development Capacity Building Project (IDA Cr.4070-CM) that closed in September 2012, the ongoing implementation experience of the CM2D Project of the AFD, and other development partners' specifically UNICEF, UNESCO, JICA, and World Bank Project design and implementation experience.

Donor Programs and Coordination Mechanisms

20. **Donor harmonization.** As noted earlier, Cameroon is one of the least aid-dependent countries in SSA, and works with a relatively small number of development partners. Table 1 provides the details of support for the three year period from 2014 to 2016. The various development partners have expressed their commitment to strengthening partnerships and harmonizing donor activity. There are, however, some critical mitigating factors preventing donor harmonization in Cameroon: (i) the implementation challenges encountered in previous operations; (ii) the inability of partners to define upfront the objectives for co-financing; (iii) the significant transaction costs of coordination among partners, and between partners and the ministries of education; (iv) significant governance challenges incountry; and (v) the tendency for development partners to finance relatively small scale, and recurrent investments. These reasons are not conducive to pooled funding.

Table 1: Development Partner Financing for Primary Education, 2014/15-2016/17

Development Partner	Specific area of support as it relates to the Education Sector Strategy (2014-2016)	2014/2015	2015/2016	2016/2017	2017/2018	Amount (US$)	%
Global Partnership for Education (GPE)	Contract teachers, teaching and learning materials, training, institutional capacity development	21,908,110	16,924,562	13,152,619	1,348,100	53,300,000	32.7
Agence Française de Développement (AFD)	Construction of classrooms, latrines, training, teaching materials	17,438,667	17,438,667	17,438,667		52,316,000	32.1
African Development Bank (AfDB)	Proposed investments in the primary education sub-sector; details to be confirmed	8,333,333	8,333,333	8,333,333		25,000,000	15.4
UNICEF	Training, curricula, support, M&E (primary and pre-primary)	3,284,000	3,284,000	3,284,000		9,852,000	6.1
World Food Programme (WFP)	School meals, community schools, training, schools garden	2,662,504	2,662,504	2,662,504		7,987,512	4.9
Counterpart international (CSO)	School meals, community schools, training, home grown school meals/school garden (2014, 2015)	2,589,629	2,589,629	2,589,629		7,768,887	4.8
UNESCO	Health education, Statistics, Inclusive Education, Adult basic education	833,333	833,333	833,333		2,500,000	1.5
ITAKA (CSO)	Construction, Rehabilitation, school meals, salaries, training	434,667	434,667	434,667		1,304,000	0.8
European Union (EU)	Construction 60 classrooms	333,333	333,333	333,333		1,000,000	0.6
Knowledge for Children (CSO)	Community textbooks program	325,333	325,333	325,333		976,000	0.6
UNHCR	Textbooks, PTA fees, Latrines, Classrooms	359,173				359,173	0.2
AGBETSI (CSO)	Training, sensitisation, birth acts	45,667	45,667	45,667		137,000	0.1
Japanese International Cooperation Agency (JICA)	Not yet programmed, except the financing for UNESCO activities	-	-	-			0.0
PLAN Cameroon	Textbooks, Classrooms, Girls Education, disdvantaged childrens	291,499				291,499	0.2
	Total	**58,839,248**	**53,205,028**	**49,433,085**	**1,348,100**	**162,792,071**	**100.0**
NOTE:							
1. In 2013, UNICEF implements a Japanese Governmental grant of USD 1,229,624 USD for 30 blocs latrines, 60 water points and 60 classrooms (North and far North).							
2. Japanese International Cooperation Agency (JICA): not yet programmed with the exception of activities to be implemented by UNICEF on behalf of JICA.							

21. **The Local Education Group (LEG) serves as a forum/mechanism to coordinate technical and financial support to the basic education sub-sector**. The LEG was formally established in 2006, with the signing of the Partnership Principles (*Cadre Partenarial*). This document embodies the principles for the LEG coordination mechanism. The LEG is governed by a Lead Agency (C*hef de File)* who is nominated and voted into office for a one-year period by the individual partners who comprise the LEG. The LEG is composed of representatives from the MINEPAT, Ministry of Finance (*Ministère des finances*-MINFI), Government's education technical team (drawn from the five ministries of education), multilateral and bilateral development partners, representatives of civil society, private education providers. The LEG meets regularly, and is fully associated with the development of the DSSEF. The Government

representative from the education technical team and the *Chef de File* coordinate the annual joint sector reviews to monitor the implementation of the ESS and ensures the timely commitment and disbursement of funds. The Government representative and the *Chef de File* of the LEG report on the progress being made on the DSSEF, including the funding commitments and disbursements of all partners on an annual basis.

22. **Within the LEG, UNESCO and UNICEF have extended their co-chef de file responsibilities to serve as the co-Coordinating Agencies (CAs) and the World Bank is the Supervising Entity (SE) for the Government application to the Global Partnership for Education Fund (GPEF)**. The Government's technical team has led the preparation of the new Sector Strategy with technical assistance from the development partners, especially the SE and the CAs. The CAs have served as the primary communication link between the Government's technical team, the LEG, and the GPE Secretariat. As SE, the World Bank has prepared the GPE application in collaboration with the Government's technical team and the other development partners. The SE will be responsible for the full fiduciary oversight of the GPEF Grant and will supervise the implementation by the Government of Cameroon.

23. **The role of the World Bank as SE**. The World Bank has demonstrated experience and is well positioned to support large-scale investments and to work with the Government to continue introducing reforms in the education sector in line with Government commitment to reform service delivery aspects in the sector. Building on the Project design and implementation experiences of previous operations (IDA and the EFA-FTI), the Bank's convening authority is well recognized as is its commitment to supporting Government-led reforms.

C. Higher Level Objectives to which the Project Contributes

24. **The Project activities are aligned with the Government's strategic objective of achieving a well-educated human resources base in support of Cameroon's quest to emerge as a strong middle-income economy by 2035**. This strategic objective is communicated in various national strategic documents, including the vision documents *Cameroun emergent à l'horizon 2035* and the DSCE. The Project also responds directly to the key areas outlined in the DSSEF 2013-2020 which in turn is linked to the Government's strategic objective of achieving a well-educated human resource base.

25. **The project is aligned with the twin goals of the World Bank's strategy on poverty reduction and boosting shared prosperity**. Education builds human capital, and this in turn contributes to improving productivity and earnings of the population, including and especially for the poorest. The Project activities would contribute to reducing out-of-pocket expenses for households in disadvantaged areas of the country. Further, the emphasis on greater equity in intra-regional education budget would contribute to promote shared prosperity. A key element of shared prosperity is linked to good governance which comprises part of the World Bank strategy.

26. **Relationship to CAS and the World Bank Africa Region Strategy "Africa's Future and the World Bank's Support to It" (March 2011)**. The Project focus is to improve service delivery and governance and build public sector capacity. The Project is closely aligned with the second strategic theme of the 2010 CAS for Cameroon that focuses on improving service delivery as a means to reduce poverty. For the education sector, the CAS emphasizes improving

the efficacy and accountability of education services. More generally, the CAS foresees supporting local development, by building greater capacity for local governance. The other strategic theme of the CAS is improving competitiveness, for which this Project will contribute through its focus on improving learning outcomes. The Project is aligned with the World Bank strategy to improve governance, which is also a transversal CAS theme. As SE the World Bank will ensure fiduciary integrity of the GPE operation and help to strengthen the Government's fiduciary risk management. The Project includes measures to reduce opportunities for corruption by emphasizing the importance of results and the Bank's zero tolerance for corruption through the application of its anti-corruption guidelines. The Bank will also draw on the lessons and conclusions from the GPF-funded governance program which is aimed to strengthen the demand-side of governance in Cameroon.

Justification for the proposed Project interventions

27. **Complementarity with development partners' support for basic education**. Key considerations for the choice of project interventions are: (a) the strategic directions set out in the DSSEF (2013-2020); (b) good practice experience from development partners' financing and project implementation experience in the country; and (c) prior World Bank experience with implementing projects in-country that has led to the conclusion that large-scale investments are more manageable and result in positive impacts than small-scale interventions involving small procurement. For example, the 2009-2011 EFA-FTI allocation for contract teachers' salaries was judged to be a satisfactory approach to address the important service delivery element of improving pupil-teacher ratios in the country[8]. Further, Government has shown commitment to the contract teacher policy by using its budget to pay the payroll bill for this cadre of staff in 2012-2013. Government has now requested support for a third phase of financing for the contract teachers' salaries, recognizing the need to improve teacher deployment and retain them in the assigned areas. This issue is complex and has been taken into account in the DSSEF.

28. The United Nations Educational, Scientific and Cultural Organization (UNESCO) is supporting Government's efforts to strengthen the EMIS, and the United Nations Children's Fund (UNICEF) is undertaking a relatively small school mapping exercise to capture data on various indicators from schools. The production of education statistics has been strengthened under the recently completed World Bank-funded "Education Development Capacity Building" Project (P075964). The Project supported the on-time production of annual statistical yearbooks for primary, secondary and higher education. There are still issues with the reliability of the data, however. During the last few months of implementation, the Project provided funding for technical assistance (TA) to triangulate and validate data to resolve some of the consistency and reliability issues. With the Bank's technical support and financing, Government has prepared school report cards (*tableau de bord)* across the country. This has proved to be a useful exercise in informing the EMIS at the primary education level, and deserves regular administration. The Project will complement the activities. The Project design also complements the ongoing work of

[8] World Bank. Implementation Completion and Results Report (TF97256) for the *Education for All-Fast Track Initiative: Support to the Education Sector*. June 28, 2012.

AFD, IDA through the Sanitation Project, Plan Cameroon, UNHCR, and UNICEF's integrated package for girls.[9]

29. The Project design is responsive to key weaknesses from implementing the previous EFA-FTI Project, and critical areas of weaknesses in the primary education sub-sector. The emphasis is on improving primary completion rate and greater equity through significant investments to improve the *quality of primary education*: (a) reducing the out-of-pocket cost of primary education for parents; (b) reducing regional and gender inequities by addressing the problem of inter-regional teacher deployment by recruiting teachers locally/intra-regionally; (c) addressing regional and gender disparities (with an emphasis on girls' education) due to poverty and constraints to demand-side financing (parents' out-of-pocket expenses) to meet primary education expenditures. (d) motivating new contract teachers to be more present in the classroom through teacher development and support with teaching materials; (e) reducing the system costs of textbook provision to make it more affordable and providing teaching and learning materials and promoting their proper use in the classroom; (f) improving learning through more time on task; and (g) reducing student attrition through improved governance/management of the education system.

30. The Project will address sustainability by: (i) ensuring commitment through increased budget allocation from Government to finance the reforms (final phase of contract teacher reform and introduction of a sustainable approach to increasing the volume, quality, and accessibility of teaching and learning materials) progressively throughout the project implementation period; (ii) introducing high quality, low-cost and durable teaching and learning materials to ensure that their renewal and replacement takes place once in three-four years; (iii) promoting efficiency in the use of resources through third party verifications, assessment of costs-benefits of project interventions; (iv) supporting the Government's decentralization strategy by strengthening the role of communities in overseeing schools, strengthening institutional capacity to better manage the system, and carry out important studies to address issues relating to excluded and/or out-of-school children, and adult literacy; and (v) collaborating with Government to set up a sustainable approach to managing teachers in the future.

31. During the March 2013 identification mission, and subsequently in May 2013 during the second validation of components meeting with the Government technical team and the CAs it was decided that Government counterpart financing would be used for: (i) pre- and in-service training in general for teachers; (ii) strengthening the schools inspectorate cadre in general for pedagogical supervision; (iii) putting in place the important policy reform of improving "time on task" for teachers and students; and (iv) improving teacher deployment.

32. **Alignment with the GPE objectives**. Project activities would contribute to achieving the MDGs and the GPE objectives and priorities. There is Government commitment to these

[9] UNICEF's integrated package for girls: providing scholarships, hygiene kits, *paquet d'apprentissage essential* (PAE), *paquet attractif pour fille* (PAF), construction/ rehabilitation of classrooms, and water and sanitation facilities to improve the school environment and better staff retention (especially female staff), teaching material kits, reinforcing Capacity of the Association of Mothers of Students for the Education of Girls (AME), Accelerated Re-Entry Program (CARED), disaggregated data collection for the EMIS, birth certificates to improve access and retention of girls in school who are unable to take their primary school certificate exams without birth registration. (this is a critical handicap in the completion of the primary cycle). The problem is more acute among girls, refugees and minority populations in rural areas; and parental education and advocacy.

priorities: (i) free primary education that is mandatory for all children; (ii) promotion of girls' education; (iii) achievement of gender parity; and (iv) promotion of learning achievements, particularly in literacy and numeracy, through improvements in the quality of education service delivery. The interventions in the ZEP and other disadvantaged areas will address some of the unmet needs of out-of-school children.

33. **Government ownership**. In March 2013 the Project interventions were determined jointly by the Government's technical team, the CAs, and the SE. The proposed interventions were reviewed and endorsed by the Steering Committee for the education sector. There is full ownership of the Project components. The Project investments were re-validated in May 2013. The Project sub-components are set in the Government's Letter of Sector Policy (Annex 8). The prospective salary commitments for the first Project cohort of contract teachers (2014/15 academic year) have already been included in the Government budget by December 2013.

34. Cameroon has demonstrated its commitment, ability, and willingness to pursue a results-based financing approach through the previous EFA-FTI project.

II. PROJECT DEVELOPMENT OBJECTIVE

A. PDO

35. The objective of the project is to improve the equity and quality of primary education service delivery in Cameroon with an emphasis on disadvantaged areas.

Project Beneficiaries

36. The Project investments will be countrywide. Beneficiaries include :

- 478,000 students including 218,000 girls who will benefit from the Contract Teacher Program
- 2.28 million students including 1.09 million girls who will benefit from the Teaching and Learning Materials
- Capacity development for 33,600 (16,500 female) public primary school teachers and 382 (150 female) inspectors in the use of the teaching and learning materials, for teaching grades 1, 2, and 3.
- 1.22 million girls' in grades 4, 5 and 6 would benefit from increased girls' education awareness campaigns and materials in all the 10 regions of the country.
- Students in the ZEP and other disadvantaged areas

Note: Each of the 10 regions in Cameroon has "disadvantaged areas". For equity and equality purposes, each region will be required to identify no more than 2-3 most disadvantaged areas. Contract teachers will be intra-regionally recruited and *maîtres des parents* converted to contract teacher cadre within a region. Teaching and learning materials will be provided to all public primary schools.

37. Other Project beneficiaries are approximately 9,000 teachers (currently 7,253 *maîtres des parents* and an additional 1,747 local ENIEG graduates who will be converted to contract teacher status), school administrators, parents, administrative staff of MINEDUB and Government's regional departments of education.

38. The indirect beneficiaries are communities in the targeted areas who would benefit from increased economic activity due to the production and distribution of teaching and learning materials. In addition, communities around the catchment areas of the schools, especially in the semi-arid parts of the country would benefit from the availability of water due to the complementary investments being made by other development partners (UNICEF, Japan Government grant). This would help to relieve the burden for women and girls to fetch water from distant waterholes, and possibly have a positive effect on girls going to school.

PDO Level Results Indicators

39. The PDO-level results indicators are provided below. The complete results framework is provided in Annex 1, and a description of the monitoring and evaluation arrangements is included in Annex 3.

Objective	Key Performance Indicators	Measures
(i) Improve equity of primary education service delivery with an emphasis on disadvantaged areas	% reduction in out-of-pocket expenses for households	Reduction in the number of maîtres des parents
	% reduction in out-of-pocket expenses for households in the ZEP and other disadvantaged areas	Increase in the number of learning materials
	Reduction in pupil:textbook ratio	Current pupil:textbook ratio at 12:1 reduced to 3:1 for Project Cohort
	Number of new contract teacher as a result of the project	Existing *maîtres des parents* converted to contract teacher status is at least 32% of 9,000 during each of the first three years of the project
	of which % females	*of which* % of female is at least 45%
	Share of maîtres des parents converted to contract teachers status in the ZEP and other disadvantaged areas	% of new contract teachers in the ZEP and other disadvantaged areas is at least 80%
	of which % females	*of which* % of female is at least 45%
(ii) Improve quality of primary education service delivery with an emphasis on disadvantaged areas	Number of new teaching and learning materials supplied as a result of the project	Number of grades 1, 2 and 3 year textbooks and teaching materials supplied
	Share of students that meet reading benchmark monitored through EGRA	% of students that meet reading benchmark monitored through EGRA is at least 65% for boys and 65% for girls
	of which % females	*of which* % of female is at least 45%
	of which in ZEP and other disadvantaged areas that meet reading benchmark monitored through EGMA	% of students in ZEP and other disadvantaged areas that meet reading benchmark monitored through EGRA is at least 65% for boys and 65% for girls
	Share of students that meet mathematics benchmark monitored through EGMA	% of students that meet mathematics benchmark monitored through EGMA is at least 65% for boys and 65% for girls
	of which % females	*of which* % of female is at least 45%
	of which share in ZEP and other disadvantaged areas that meet mathematics benchmark monitored through EGMA	% of students in ZEP and other disadvantaged areas that meet mathematics benchmark monitored through EGMA is at least 65% for boys and 65% for girls
	of which % females	*of which* % of female is at least 45%
	Four studies on topics linked to the Government's DSCE	Studies to build knowledge and capacity using national and international TA
(iii) Combined/overall	Direct project beneficiaries with disaggregated spatial and gender data - Number of direct project beneficiaries - *of which* number of female beneficiaries System of formative evaluation included in the National Assessment Framework	Composite/All DLIs

III. PROJECT DESCRIPTION

40. **The design of the Project is guided by the following principles**: (a) simplicity; (b) implementation feasibility; (c) measurability; (d) sustainability; and (e) replicability. The two project components are summarized in the following section. A more detailed project description is provided in Annex 2.

Component 1. Improving equity and quality in primary education service delivery (Total cost including contingencies: US$48.3 million; 100% GPE financing)

41. Component 1 supports improvements in primary education service delivery, in particular the early grades of primary, with a focus on supporting the disadvantaged areas of Cameroon and on improving girls' school attendance. Through Component 1, the Project also supports setting up a system of regular monitoring of learning outcomes in the early grades.

Sub-component 1.1 Increasing teacher availability in public primary schools in disadvantaged areas (Total cost including contingencies: US$31.4 million; 100% GPE financing)

42. The Project builds on previous efforts especially the EFA-FTI investment by supporting the third and final phase of support for the Government's Contract Teacher Program (CTP), to build a single teacher cohort where teachers are held to the same standards. This would entail the conversion of: (a) some existing *maîtres des parents*—teachers financed by communities/parents—to contract teacher status; and (b) in some regions where there are few *maîtres des parents*, but high teacher shortages, to hire new ENIEG graduates as contract teachers. A proposed 9,000 contract teachers (7,253 maîtres des parents and 1,747 new recruits from the local ENIEG) will be supported through the Project. The new hires are expected to have direct impact on improving pupil-teacher ratios and address an important link in improving the quality of primary education. The project investment would emphasize and target the disadvantaged regions of the country (ZEP, poverty pockets in the urban and peri-urban areas, and in rural areas).

43. The sub-component will support the progressive conversion of existing, selected *maîtres des parents* to contract teacher status. The financing will be in the form of a one-year salary subsidy for the new contract teachers. This will be implemented in a phased manner for Government to gradually take over the payments over the course of project implementation. During Year II, Government will take over the first cohort of *maîtres des parents* who have been converted to contract teacher status, and so on. The target conversion rate is 3,060 in Year I, 2,970 in Year II, and 2,970 in Year III, with the Government taking over the payment for the total 9,000 during Year IV of the project. It is anticipated that approximately 90 percent would be recruited from among the current corps of *maîtres des parents*.

44. Disbursements of salaries to contract teachers will be conditioned on the achievement of certain quality measures, that are linked to an on-going teacher reform program: (i) an analysis of the continued relevance, strengths and weaknesses of the CTP; (ii) the identification of opportunities for strengthening teacher quality, using third party technical verification through Management Agency(ies) to assess teacher absenteeism, time on task, use of teaching and learning materials, and raising on-the-job performance; (iii) addressing the internal control issues

raised in the Special Audit undertaken for the previous EFA-FTI financing of the CTP; (iv) an institutional assessment of the management capacity of the CTP; and (v) an assessment of the CTP attrition and redistribution issues.

45. The selection of the *maîtres des parents* to be converted would be based on objective criteria applied in each of the 10 regions in the country, with an emphasis on rural areas. Objective targeting criteria would be applied starting at the regional level by ranking all schools by pupil-teacher ratio and by urban and rural zones. Intra-regional targeting would be based on identifying all rural schools, ranked by pupil-teacher ratio, by number of classes-teacher ratio, and by number of pupils-class ratio.

46. The eligibility criteria for conversion to contract teacher status would be that: (a) the *maîtres des parents* should have a diploma from the ENIEG; (b) the contract for converting their status should be signed by the President of the APEE or a counterpart from Sub-divisional Inspectorate; (c) the proof of the *maître de parent* would require the submission of the last salary statement from the APEE; (d) the priority would be for female *maîtres des parents* to be converted to contract teachers; (e) the teacher to be converted must have a minimum of at least 1 year of experience serving the community since graduating from the local ENIEG; and (f) the pre-determined minimum age threshold for being converted from *maîtres des parents* to contract teacher status is 35 years of age.

47. Disbursements would be based on the following indicators:

(a) Letter from MINEDUB confirming the budget commitments for (i) ongoing CTP; and (ii) Project CTs and (iii) list from MINEDUB/ DRH with the names and unique contract reference numbers for the teachers who have been newly converted /recruited. Starting in 2013 budget year, by end-December 2013 the Government budget includes a salary commitment for new contract teachers during the prospective academic year (September-December 2014), and salary payment commitments for the eight months in the following academic year (January-August 2015). This would trigger the payment of an advance for 4-months' salary from the proposed Project between April-May 2014.

(b) Between April-May 2014, third party technical verification and financial audit of the institutional capacity of MINEDUB/*Département de Ressources Humaines (DRH)* (Department of Human Resources) to produce appropriate reporting for disbursements would be undertaken. Based on the reports, an assessment would be made to determine if DLIs are achieved to trigger GPE funds flow.

(c) In each of the Project implementation years, the disbursement cycle would follow the Government budget cycle (January-December) to ensure that adequate and timely financing is available for the payment of salaries during the academic year (September-August).

48. The achievement of the sub-component objective would be measured by tracking the number of *maîtres des parents* who have been converted to contract teacher status and the number of newly recruited graduates from the ENIEG, and as a result are being paid by the

Government rather than by parents. A covenant is proposed to be introduced in the legal agreement to prevent the horizontal attrition of teachers to other Ministries for a period of at least five years after being converted from *maîtres des parents* to contract teacher cadre, or upon receiving employment as contract teachers following graduation from the ENIEG. Performance of contract teachers would be monitored through Sub-component 2.1 that would focus on improving governance and primary education service delivery.

49. The sub-component will finance: salaries for maîtres des parents converted to contract teachers and new ENIEG graduates recruited as contract teachers in those regions with few or no maîtres des parents.

Sub-component 1.2 Provision of teaching and learning materials (Total cost including contingencies: US$13.3 million; 100% GPE financing)

50. The Project would support Government provision of good quality, low-cost and durable teaching and learning materials for children in the early grades of primary schooling. The investment will take place in all public primary schools in the country with an emphasis on the ZEP and other disadvantaged areas. The aim is to: (a) set up a demonstration effect for a reliable, more affordable, and sustainable system of textbook supply; (b) provide a sufficiently large volume of textbooks and basic collections of reading books to support literacy; (c) achieve reduced unit costs and textbook provision system costs; (d) ensure good quality books to public schools for grades 1, 2 and 3 in the project target areas; and (e) carry out program of proper-and-intended use awareness campaigns for teaching and learning materials. Teaching and learning materials would be financed through the project. Specifically, three textbooks per grade covering languages French and English, and Mathematics, that conform to the curriculum of primary grades 1, 2 and 3, reading books, and exercise books would be financed.

51. The approach would be to provide teaching and learning materials progressively to one cohort (the Project cohort). Specifically, the starting point would be to hold the 2013 Approved booklist for grades 1, 2 and 3 to remain constant throughout the four-year implementation period of the Project, and to ensure that no textbooks require the pupils to write in them, therefore making them unusable by subsequent cohorts. Publishers will be informed that they will need to redesign any such books, and no books requiring pupils to write in them will be purchased for the project. In addition, the quality of production will be compatible with a 3 year book life. Then grade 1 titles of the French, English and Mathematics books would be supplied for students enrolling in grade 1 in school year 2014. The same students who graduate and move up to grade 2 would receive grade 2 titles in school year 2015. During school year 2015 the new grade 1 titles already supplied in 2014 would be used by the new cohort of grade 1 students. And during the third year of project implementation, the students who move up from grade 2 to grade 3 will receive the appropriate titles in school year 2016. The new cohort moving up from grade 1 to grade 2 would use the project financed books during the previous year. In school year 2017 the Government would purchase the new titles based on a new 2017 approved booklist. Sensitization campaigns and teacher training would be undertaken to ensure that the books are being used for the intended purposes and not for resale. Storage boxes or cupboards will be provided to each public primary school. Provision will also be made for teachers and school management to be trained in the effective use of textbooks in the classroom.

52. In keeping with Government policy to promote the commercial book industry, the sub-component would be implemented using the existing national practices. The following would be the performance-linked indicators:

(i) 40 percent would be disbursed on the basis of Government's written guarantee/undertaking that the (i) 2013 Approved Booklist for primary grades 1, 2 and 3 will remain constant during each of the Project implementation years; and (ii) that the same textbooks/titles selected during the first year of the project will remain constant during the project implementation period.

Note: Project financing has been determined to be a maximum of US$3.0 per textbook title for publishing and distribution for grade 1; US$3.5 per textbook title for publishing and distribution for grade 2; US$4.2 per textbook title for publishing and distribution for grade 3; and US$2.25 per reader for publishing and for distribution. Should the unit cost exceed the Project specified ceiling price, Government would finance the difference. If, however, the unit cost is below the Project specified ceiling price, Government would ensure that more textbooks are produced and supplied to public primary schools.

(ii) 60 percent (the second and final tranche) would be paid on the basis of third party technical verification that the books have been distributed to the schools, and are of an acceptable standard. The third party verification would be undertaken by contracting a management company. In addition, a third party financial audit would also provide the necessary fiduciary oversight before the second and final tranche is disbursed.

Penalties would be applicable if books are not distributed to the Project target areas within stipulated timeframes. The Ministry approval and price agreement system and Government customs practices must not prevent publishers being able to print and distribute in time for the start of the school year.

Specifically:
(a) In order for the second and final 60 percent full disbursement to be effected, books would need to reach the schools in time for the beginning of the academic year (each September);
(b) 5 percent of the final 60 percent payment would be withheld for non-distribution of books within 30 days;
(c) 10 percent for non-distribution within 60 days; and
(d) No payment if books are not distributed within 90 days of publishing and printing.

(iii) Third party verification through technical and financial audits would be adopted to ensure that the GPE funds are being used for the intended purposes, and to assess if DLIs are achieved to trigger GPE funds flow. Upstream supportive efforts would be provided through a Rapid Results Approach (RRA) to ensure that books are

distributed in a timely manner prior to the commencement of each of the school years (2014/15, 2015/16, and 2016/17).

53. *Sustainability*: During the last year of project implementation 2017/18, MINEDUB would demonstrate that (a) a line item has been included in the budget to ensure that replacement costs for books lost or damaged are included; and (b) a second line item has been included in the budget to ensure that a full set of textbooks are financed through the Government budget.

54. *Reporting*: A computerized inventory management system would be used to track the books that are produced, printed, and distributed. Audits of publishers' books of accounts, technical audits through third party verification by a management agency and the local communities, and school report cards would be used to track and triangulate data on inventory.

55. Sub-component 1.2 will finance: teaching and learning materials.

Sub-component 1.3 Continued professional development for teachers and inspectors (Total cost including contingencies: US$1.1 million; 100% GPE financing)

56. The objective of this sub-component is to train teachers and school management in the use of the new teaching and learning materials to be distributed through the Project. Specifically the sub-component would include the preparation of a national plan for teacher training in the ENIEG and in-service capacity development for teachers and inspectors. The content of the national plan would be linked to grades 1, 2, and 3 book titles, the use of the new teaching materials, and the preparation, administration, and grading of students' tests (early grade reading and early grade mathematics). The teacher training would be rolled out progressively over the project implementation period, and teacher performance would be evaluated through third party verification mechanisms.

57. Sub-component 1.3 will finance: preparation of teacher training materials, including hands-on training in the preparation, administration, and grading of students' tests in the areas of early grade reading and early grade mathematics. The modules would be introduced at the ENIEG and the in-service training would be based on a cascade training approach.

Sub-component 1.4 Support for girls' education (Total cost including contingencies: US$1.1 million; 100% GPE financing)

58. The objective of Sub-component 1.4 is to support improvements for equity in access and retention of girls in primary education. There is a heightened awareness among the Government and development partners about addressing girls' education. The aim is to complement the ongoing targeted investments being financed by other development partners (see sub-section on Complementarities of GPEF support) especially the UNICEF integrated program for girls' education, the ongoing IDA Sanitation Project, British High Commission support. Together, with the Project investments, the Government and development partners' assistance would contribute to improving the equity in access and retention of girls in primary education.

59. The project investment would focus on strategic communications. The sub-component financing would be for lifeskills advocacy, content and capacity development through gender-oriented campaigns, the preparation and proactive dissemination of awareness campaigns. Specifically, the project will focus on:

(i) Producing lifeskills pamphlets, posters, publicity material, multimedia dissemination options (radio, television) as teaching and learning materials (financed under Sub-component 1.2 in the amount of an estimated US$1 million) and disseminating them widely;

(ii) Launching gender sensitization communication campaign (awareness raising, violence against girls and women) using multiple and complementary methods including:

   a. Gender responsive teaching and learning environments to enhance the positive participation and performance of girls and boys in primary schools, especially in grades 4, 5 and 6;
   b. Management of the sexual maturation and enhanced sanitation in primary schools, targeted to grades 4, 5 and 6;
   c. Advocacy for promoting positive attitude among parents and communities about educating both girls and boys through gender advocacy and sensitization programs.

(iii) Enhanced monitoring and evaluation of gender equity in education at all levels. This would be achieved by supporting data capture to systematically document the transversal aspects of gender in the project sub-components (hiring of female contract teachers, GER and NER of girls in primary schools, complementary support from other bilateral and multilateral partners especially in the area of school latrines and water points).

(iv) Strengthening the institutional framework and building the capacity of Ministry officials to track progress towards the sub-component objectives.

60. Sub-component 1.4 will finance: (i) contracting the services of experts to develop information, education, and communication (IEC) materials; (ii) contracting of services of non-government organizations to mobilize communities and carry out institutional capacity development; and (iii) contracting services of experts to follow-up on the administration and evaluation.

Sub-component 1.5 National primary education assessment framework (Total cost including contingencies: US$1.4 million; 100% GPE financing)

61. The objective of this sub-component is to assist the Government to prepare a National Assessment Framework including a formative evaluation system by instituting the EGRA and EGMA as a tool for measuring learning outcomes for early grade students (grades 1 to 3). These would also be used to monitor the achievement of the two higher level objective indicators on learning outcomes in disadvantaged areas. The project will support EGRA and EGMA exercises at the end of school years 2014, 2015 and 2016 respectively.

62. Sub-component 1.5 will finance: test development, test marking/grading, testing materials, stop watches, and rapid results assessments. Third party verification through the contracting of a management agency would be used to determine the efficacy of the tests and whether they are being administered accurately. The National Student Evaluation Committee will be responsible for implementing the sub-component. The services of experts in the area of student learning assessments will be responsible for developing tests, for designing the approach to marking/grading tests, and for preparing the testing materials. The teachers and inspectors will be responsible for administering the tests.

Component 2. Building institutional capacity for improved education service delivery (Total cost including contingencies: US$5.0 million; 100% GPE financing)

63. The objective is to limit the risks of weak governance (poor management, weak citizen participation, and lack of transparency and accountability) in the conversion of *maîtres des parents* to contract teacher status and in the distribution of Essential teaching and learning materials, and to better monitor service delivery for improved service delivery, learning outcomes and equity in basic education. The Project would use already piloted approaches in past and current projects in order to limit the risks associated with time lags in developing new tools. In order to achieve the objective, two specific tools would be included: (a) school mapping and linking the existing *tableau de bord*; and (b) budget transparency initiative (BTI) and school-based management. A brief explanation for each tool is provided below. The third party verification that is to be undertaken by a management company/firm would use the tools to track project implementation progress.

Sub-component 2.1 Improving information, governance and accountability, and monitoring and evaluation capacity (Total cost including contingencies: US$3.3 million; 100% GPE financing)

64. *Improving information*. The objective for the sub-activity is to support the geo-mapping of public and private early childhood development centers, and public and private primary and secondary schools in the country, linking the school report cards (*tableau de bord*), and preparing the architecture for the unification of the EMIS for the five ministries of education. The sub-activity will complement the ongoing efforts of UNESCO to build capacity towards setting up a unified platform for EMIS across the five ministries of education. The sub-activity will draw on the lessons from UNESCO's experience. Baseline and endline data would be collected in order to analyze the out-of-pocket expenses for households. Building on the 2007 ECAM (household survey) database, it is anticipated that the ECAM 2012 (results awaited) would help to construct a credible baseline for measuring the percentage of reduction of out-of-pocket expenses for households.

65. *Governance and accountability*. The objective is to apply two project implementation support strategies to keep the project implementation on-track:

(a) Rapid Results Strategies (RRS). The objective is to follow-up on the project implementation. The Rapid Results Approach (RRA) is a management tool to help make

large scale change happen, incrementally. By empowering teams to achieve results quickly, typically in less than 100 days, a virtuous cycle of achievement can be created whereby short-term successes lead to capacity building and the achievement of longer term goals. The RRS can help to overcome procedural barriers which render systems lengthy and cumbersome.

(b) The budget transparency strategy support to be used for the project would include:

(i) The adaptation of BT templates to highlight: the number of recruited staff in each school in the Project target areas; the number of PTA teachers converted to contract teachers in the school as well as their names; the number of benches manufactured and supplied; and the number of student/textbook supplied to the school;
(ii) Making it compulsory for schools to fill out the template and have this published on the notice board throughout the academic year;
(ii) Making it systematic to have the names of teachers recruited as well as PTA teachers converted to contract teachers, read over the public regional radio; and
(iii)Making it compulsory systematically that schools should present and discuss their respective BT templates at school management meetings.

66. *M&E of the Project activities.* The objective is to monitor project implementation progress against the results framework, track the success of adopting the DLIs, and evaluate the results.

67. The Project will finance the contracting of: (a) a firm to carry out the geo-mapping/school mapping of the primary and secondary schools in Cameroon; (b) an expert in information technology and education to prepare the key architecture document for the education sector management information system, including linking the *tableau de bord*; (c) experts/champions in the domain in which RRS, adapt the BTI templates and administer them, train and assist MINEDUB to meet its targets and design actions needed to achieve results; (d) an expert to carry out an assessment of the teacher salary payment system, the procedures and steps, and the efficacy of the system; and (e) third party verification firms for sub-components 1.1 (contract teachers program) and 1.2 (provision of teaching and learning materials).

Sub-component 2.2 Building knowledge for improved service delivery and learning (Total cost including contingencies: US$1.7 million; 100% GPE financing)

68. The objective of this sub-component is to support the preparation of key studies that will help set the stage for moving Cameroon to the next stage of building human capital for growth and competitiveness. Key studies proposed to be undertaken at this time include:

(i) Analysis on introducing fundamental education (*énseignement fondamentale--pré-scolaire jusqu'au premier cycle secondaire—12 années*) the underpinning challenges, opportunities, budget implications, strategy, and implementation. This would include pre-school education or early childhood development to secondary education (12 years of schooling);

(ii) Study on skills for the labor market. This would inform curricular changes at the basic education level, including the introduction of competency based education, especially (i) getting children off to the right start with nutrition, psychological and cognitive stimulation, basic cognitive and social skills; (ii) ensuring that all students learn with cognitive skills, socialization, behavioral skills, and offering second chance education. More importantly, identifying the necessary competencies to take advantage of economic and labor market opportunities;

(iii) TA to Government for finalizing its policy on adult literacy (*alphabetisation*), out-of-school children (*les non-scolarisés*), reducing dropout, and inclusive education, as well as, prospectively, the development of some tools to address the challenges; and

(iv) Study on higher education reform based on extracting the analysis of introducing *énseignement fondamentale* which is expected to change the flow of students in the system to higher levels of education.

69. The financing for this sub-component would be for contracting consulting services, workshops, and small goods.

70. *Project management*. The objective is to ensure the smooth implementation of the day-to-day operations of the Project. The main activities include project coordination, technical coordination, financial management, procurement, internal audit, reporting, archiving, data management, and secretarial support. Project management staff would be financed by the Government in the amount of US$2.5 million. In addition, the Project would finance experts as necessary for Project implementation.

71. Operating costs are estimated to be 4.5 percent (US$2.5 million) of the total Project cost, plus some funding from the Project for hiring fiduciary specialists.

A. Project Financing and Costs

72. *Proposed Lending Instrument*. The instrument will be Investment Project Financing (IPF) with a hybrid of results-based disbursements against DLIs and the use of national systems. The DLIs would be for the first two sub-components of the Project that would primarily be implemented using national systems. Approximately 72.4 percent or US$38.6 million of the total grant for the Project would be disbursed based on DLIs. The remaining 27.6 percent or US$14.7 million would be disbursed using national procedures for procurement. The IPF instrument and implementation arrangements provide efficient financing to a program that forms an integral part of the Government's DSSEF. The financing approach serves to take the contract teachers reform to its logical conclusion, and would help to introduce a system which supports cost reduction in the system of textbook provision and a decentralized approach to the procurement of teaching and learning materials.

73. Adopting an IPF approach would be the most appropriate instrument at this time. The education system is still highly input-driven. The options for the lending instruments have received careful consideration based on discussions with Government: (i) a Program for Results (P*for*R); or (ii) IPF. The use of P*for*R was judged not to be feasible due to the lack of strong and

reliable monitoring systems. The decision was precipitated also by the strong feeling that the GPE funds might not be disbursed in the traditional three-year implementation period. Hence the Project would be implemented over a four-year period (2014/15–2017/18). Analysis of experience from ongoing Bank operations in Cameroon underscores this decision.

74. Cameroon has demonstrated its ability and willingness to pursue a results-based financing approach through the previous EFA-FTI Project, and also as applied in an ongoing health operation. There is every reason to build on the reform that is already in place. The Government technical team expressed the possibility of a hybrid approach. IPF with: (a) DLIs for converting *maîtres des parents* to contract teacher status and for the provision of teaching and learning materials based on the relative good experience of implementing the EFA-FTI Project (2009-2011); and (b) based on the relatively positive experience with implementing a similar sub-component.

Table 2: Project Costs

Project Components	Project cost (US$ million)	Share of total Project cost (%)
1. Improving equity and quality in primary education service delivery	**48.3**	**86.5**
1.1 Increasing teacher availability in disadvantaged areas	31.4	56.3
1.2 Provision of teaching and learning materials	13.3	23.9
1.3 Capacity development for teachers and inspectors	1.1	2.0
1.4 Support for girls' education	1.1	2.0
1.5 National primary education assessment framework	1.4	2.5
2. Building institutional capacity for improved education service delivery	**5.0**	**9.0**
2.1 Improving information, governance and accountability, and monitoring and evaluation capacity	3.3	5.9
2.2 Building knowledge for improved service delivery and learning	1.7	3.0
Total Financing from GPEF	**53.3**	**95.5**
Government financing for project management	**2.5**	**4.5**
TOTAL PROJECT COSTS	**55.8**	**100.0**

Notes: Assumptions--(i) Operating Costs = 5% of base cost; (ii) Unallocated = 2% of base cost; (iii) USD 1 = 500 FCFA.
*Figures may not add up due to rounding.

B. Lessons Learned and Reflected in the Project Design

75. The Project design is based on lessons learned from the implementation of (a) the EFA FTI-financed Project (P116437) that closed in December 2011; (b) the World Bank-financed Education Development Capacity Building Project (IDA Cr.4070-CM) that closed in September 2012; (c) the ongoing CM2D Project of the *Agence Française de Développement* (AFD: French Development Agency); and (d) previous and ongoing support from other development partners, in particular UNICEF, UNESCO and the Japan International Cooperation Agency (JICA).

76. The EFA FTI-financed Project (P116437) closed in December 2011 after achieving its development objectives. The World Bank EFA-FTI Project Completion and Results Report (World Bank ICR2591; June 28, 2012) includes a detailed analysis of the project implementation experience. The project was rated as moderately satisfactory due to its success in attracting and keeping children in school. However, the project experienced some difficulties complying with disbursement conditions. Key among this was the reporting tool that was to produce the required data on teacher salaries. The lessons from this project were that: (i) it is important to understand

country systems and enhance them as necessary for appropriate reporting. Further, that adding an extra layer of reporting would defeat the purpose of using and strengthening national systems; and (ii) adopting a composite measure (*alea*) to calculate the achievement of the project development objective could result in including exogenous variables that could dilute the results achieved through a project. The current GPEF project design and implementation measures are based on these lessons.

77. The World Bank/International Development Association (IDA)-financed Project Education Development Capacity Building Project (P075964) closed on September 1, 2012 after about seven years of implementation. Based on implementation experience some important lessons are summarized in the ICR (ICR2591; February 26, 2013): (i) the need for a systematic assessment of the political economy environment in Project development; (ii) particular challenges of implementing Projects in the context of multiple ministries; (iii) the strength of setting up a Permanent Technical Unit with a minimum amount of resources and human resources with periodic rotation to implement Project design with heavy procurement; (iv) the value of a coherent plan for institutional capacity development directly linked to the Project design; (v) taking the CDD approach and harnessing the support of the private sector to ensure greater efficiency and execution of select activities such as decentralized school construction/rehabilitation; and (vi) IPF with disbursement-linked indicators to pave the way for the adoption of Program for Results (P*for*R) approach to design and implement interventions to support Government's program. The Government has expressed willingness to use a hybrid approach to the design and implementation of the new GPE Project.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

78. The institutional and implementation arrangements for the Project will be a blend of disbursements against DLIs using national systems and national procurement procedures. That is, disbursement-linked indicators to pay for the salaries for teacher pay (US$31.4 million) with disbursements being made directly to Government Treasury against the evidence of Government's inclusion of teacher salaries in the government budget for the prospective academic year, and a similar approach for the provision of teaching and learning materials (US$13.3 million). The remaining parts of the project would be implemented using national procurement procedures. More details are provided in Annex 3.

Sector management and administration

79. The education sector in Cameroon is divided into five sub-sector ministries: MINEDUB (*Ministère de l'Education de Base*; Ministry of Basic Education), MINESEC (*Ministère des Enseignements Secondaires*; Ministry of Secondary Education), MINEFOP (*Ministère de l'Emploi et de la Formation Professionnelle*; Ministry for Vocational Education), MINESUP (*Ministère de l'Enseignement Supérieur*; Ministry for Higher Education), and MINJEUN (*Ministère de la Jeunesse*; Ministry for Youth Affairs). Sector management is organized as follows:

a) The Steering Committee (*Comité de pilotage*) (CP) composed of the Ministers for Education, and headed by the Minister for Economy, Planning, and Regional Integration (MINEPAT) coordinates the implementation of the Education and Training Sector Strategy 2013-2020.
b) The Steering Committee is supported by two technical units: the *Cellule Opérationnelle* (CELOP) and a Technical Secretariat (*Sécretariat Technique, ST*). The CELOP is composed of the 12 Permanent Secretaries (*Sécretaires Généraux, SG*) of the ministries of education. Their role is to arbitrate and address emerging issues of education administration while taking into account the decisions by Government decision-makers. The ST is composed of the Technical Secretary, three adjoint secretaries and various education sub-sector experts. The ST is responsible for operational aspects such as implementing the activities of the sector strategy, coordination of related activities, and for reporting on the technical and financial aspects relating to the activities.
c) At the level of the sector ministries, the sector strategy implementation is guided by the *Comités pour la Planification, Programmation, Budgetisation, et Suivi* (PPBS) (Committees for Planning, Programming, Budgeting, and Monitoring). Their terms of reference are to improve the budget preparation process and to orient the process towards a practical approach to the preparation of the programs-budgets. The Comités PPBS ensure a balance in the sector strategy implementation, and the budget preparation mechanisms. Individual sub-sector strategies would guide their implementation, as also the related budget preparation exercise for each sub-sector of education.
d) The annual Joint Review of the Education Sector (JRES) will provide a forum for coordination between the ministries and the technical and financial development partners. The JRES will be based on the examination of relevant documentation and on a review of the annual action plans.

Project management and administration mechanisms

80. **The Project Steering Committee (PSC)** would be chaired by the Minister responsible for Basic Education (MINEDUB) or his or her representative. The PSC will include Ministers or their representatives, responsible for secondary education, higher education, finance, employment and professional training, economy and planning, and public contracts and a representative of the Recipient's unit responsible for automatic amortization. The PSC would meet at least twice annually and would be responsible for Project oversight, including: (i) reviewing the proposed Annual Work Plans and Budgets for the Project, reviewing the draft annual implementation and audit reports, as well as the Procurement Plan prepared by the Project Secretariat; (ii) overseeing overall implementation and performance of the Project and providing policy guidance; and (iii) identifying necessary Project adjustments based on monitoring and evaluation results.

81. **There will be no independent Project Implementation Entity (PIE) to implement the Project. The Project will be implemented by MINEDUB.** A Project-specific MINEDUB Secretariat staffed with qualified and experienced personnel in adequate numbers, and comprising a project coordinator, a technical coordinator, a procurement specialist, and a financial management officer and an accountant. The Project Secretariat would be responsible for the day-to-day operations for the Project. A *Secretariat Coordinator* and a *Technical*

Coordinator would be jointly responsible for coordinating the Project implementation. They would be paid through Government funds. The Project Secretariat would report to the Minister for MINEDUB and to the PSC. The Secretariat specialists (Financial Management, Accountant, and Procurement) and other staff as necessary would be paid by the Project funds. The terms of reference for the additional specialists and other staff and the budget for the staff would be prepared by the Project Secretariat for the SE's non-objection. The SE would provide technical assistance to the Project Secretariat and participate in working meetings. Representatives of the *Caisse Autonome d'Amortissement* (CAA) of the MINFI and MINEPAT will participate in the Project Secretariat planning and preparation meetings relating to sub-components 1.1 and 1.2.

Technical implementation aspects

82. ***Overall institutional responsibility for managing, monitoring and evaluating Sub-component 1.1*** **(Salaries for maîtres des parents converted to contract teacher status, and for new ENIEG graduates recruited as contract teachers)**. The current institutional arrangements would be largely maintained. MINEDUB/DRH is responsible for the overall implementation and monitoring of the CTP. Several Government entities are involved in the CTP: (i) the Prime Minister's office, which gives prior approval to proceed with the contracting process; (ii) the Ministry of Public Function and Administrative Reform [MINFOPRA; *Comité de suivi pour l'opération de Contractualisation (MCS)*], which signs the contract; and (iii) the MINIFI, which is responsible for budget allocations and payment of salaries.

83. **Proposed reforms for procedural and institutional arrangements**. MINEDUB/DRH would be the main entity for implementing, monitoring, and reporting about the CTP. The main institutional reforms would relate to: (i) the avoidance of inter-regional and the intra-regional deployment of teachers based on lessons learned from the EFA-FTI Project, and instead converting existing maîtres des parents to contract teacher cadre so as to maintain the same standards for teachers, and recruiting newly graduated teachers from the local ENIEG; (ii) reporting on the CTP and the maîtres des parents. This would involve the Prime Minister's office, MINFOPRA, and MINFI; and (iii) disbursements would be against pre-agreed indicators.

84. ***Overall institutional responsibility for managing, monitoring and evaluating Sub-component 1.2 (Provision of teaching and learning materials and storage)*** lies with the Inspectorate General of Education of MINEDUB. The evaluation and approval of textbooks is managed by the National Council for the Approval of Textbooks and Didactic Material. In keeping with Government policy to promote the national book industry, the technical implementation aspects would follow national procedures.

85. ***Third-party Verification for Components 1 and 2***. The decentralized nature of the sub-components warrants third party verification. A Management Agency would be hired to follow-up on the impact of the activities under Component 1 of the Project (subsidy for contract teachers, provision of teaching and learning materials for grades 1, 2 and 3). The third-party verification agency would be responsible for: (i) developing a dedicated RRS for each of the major activities under Components 1 and 2. The description of the RRS for the Project is outlined under Component 2 Monitoring and Evaluation activities.

B. Results Monitoring and Evaluation

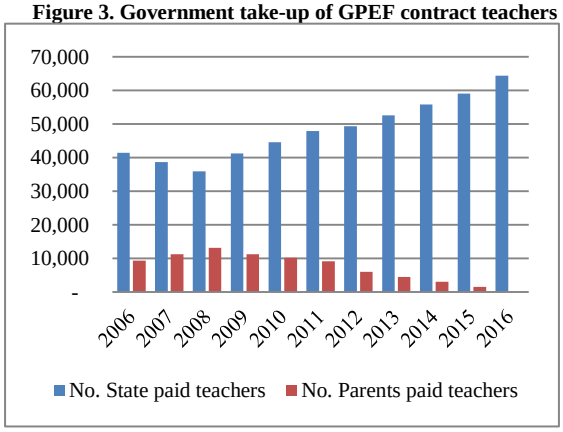
86. **The Results Framework** (Annex 1) and the monitoring and evaluation arrangements (Annex 3) for the proposed Project are aligned with the three-year action plan. The Results Framework is designed to track: (a) the achievement of the PDO-level outcome indicator(s); (b) the service delivery (education inputs) aspects. These comprise the intermediate indicators; and (c) the DLIs are designed to track the process of achieving the key annual targets. Their achievement would trigger disbursements. Further, the third component on building institutional capacity would include the Rapid Results Approaches designed to suit each of the sub-components under Component 1. Therefore, the M&E system for the Project would comprise linked measures with a mid-term review to be held no later than March 2016. Each sub-component would have a sub-system that is intended to verify results, disburse against pre-agreed indicators, monitor the financing to ensure that it is being used for the intended purposes, prepare periodic reports, and evaluate the Project specific reforms.

87. **Reporting**. Mechanisms would include data triangulation for verification, data analysis, dissemination, and for introducing corrective measures during Project implementation. Specific tools would include: (a) RRA to facilitate front-end performance; (b) service delivery indicators (SDI) such as tracking time on task, use of teaching materials in the classroom by teachers, use of textbooks by students, and teacher presence in the classrooms, and budget transparency tools. These would be to facilitate process measures; and (c) third party verifications reports would ensure end-point assessments.

C. Sustainability

88. **The estimated fiscal impact of the Project is assessed to be sustainable for the Government, for schools, communities, and households**. The Project would have recurrent cost implications for the Government over the four-year (2014/15-2017/18) project implementation period and beyond (see Figure 3 and Table 6).

Figure 3. Government take-up of GPEF contract teachers



Source: Cameroon Education Financing Simulation model (2013).

Table 6. Fiscal implication of GPEF support

	US$ million				
	2014	**2015**	**2016**	**2017**	**Total**
Overall estimated cost of the DSSEF 2013-2020	1,152.1	1,236.1	1,360.5	1,520.4	5,269.1
of which estimated capital expenditures	80.7	58.5	60.8	96.0	296.0
of which estimated recurrent expenditures	1,071.4	1,177.6	1,299.7	1,424.4	4,973.1
GPEF					
Contract Teachers Program		13.2	9.7	6.5	29.4
Teaching and learning materials				1.2	1.2
Sub-total	**-**	**13.2**	**9.7**	**7.7**	**30.6**
Domestic funding (including tax revenue and other)	1,070.2	1,160.9	1,258.7	1,364.3	4,854.1
GPEF investment as % of domestic funding (fiscal implication)		1.1	0.8	0.6	0.6

Source : Government of Cameroun, DSSEF 2013-2020.

89. These costs relate to: (a) the conversion of some *maîtres des parents* to contract teacher status, and the recruitment of a relatively small number of new contract teachers from the local ENIEG. This is estimated to be around US$9.89 million during the second year and increasing to

US$29.4 million (approx. FCFA14,668 billion) by the end of the Project implementation period. This would represent only 0.6 percent of the estimated 2017/18 recurrent expenditure for the education sector; and (b) an estimated US$1.2 million (about FCFA 618.5 billion) the purchase cost of a new set of teaching and learning materials for a new cohort of students, and the replacement cost for damaged or lost teaching and learning materials. This would represent only 0.02 percent of the estimated 2017/18 recurrent expenditure for the education sector. Equally, the Project beneficiaries would generate tax revenue due to an increase in their respective income stream. Government has committed to sustaining the Project investments through the gradual absorption of the salary payments for newly contracted teachers, and the demonstration of commitment to reforming the system for the evaluation, approval, school selection, production and distribution of teaching and learning materials to introduce re-usable and sustainable books and incur only the replacement costs for the books. The commitment is embodied in the Government's signed letter of sector policy (see Annex 8).

V. KEY RISKS AND MITIGATION MEASURES

A. Risk Ratings Summary Table

Risk Category	Rating
Stakeholder Risk	**High**
Implementing Agency Risk	
- Capacity	Substantial
- Governance	High
Project Risk	
- Design	Substantial
- Social and Environmental	Moderate
- Program and Donor	Moderate
- Delivery Monitoring and Sustainability	High
Overall Implementation Risk	**Substantial**

B. Overall Risk Rating Explanation

90. Annex 4 provides a detailed assessment of the operational risks related to the achievement of the PDO. The main risks associated with the Project:

a) Government spending on education could decrease further, with the GPE grant substituting for Government resources. Government has indicated its commitment to gradually increasing the budget for education over the project period, to bring the percentage allocated for education up to 20 percent by 2016 and 22 percent by 2020 (see Annex 8). Further, one of the key triggers for project disbursement for teacher salaries is evidence from Government about including the prospective salary payment for new contract teachers in the budget.

b) The teaching and learning materials sub-component which would be implemented countrywide. There is a risk that MINEDUB and the *Commission d'agrément des manuels scolaires* might not reach an agreement. However, this is a relatively minor risk since all parties have participated in the project design and agree that it is in their best

interest to collaborate. The effective transportation and distribution of the books to the schools and their proper storage/safe keeping would be key contributing factors to the success of the sub-component. Experience in other Sub-Saharan African countries suggests that teachers who have not received textbooks for many years are often unable to use them in class when they are provided. The provision of training in textbook use to teachers in the lower grades of public primary schools is intended to redress this possibility.

c) The risk of fraud and corruption in the country has been high in general. Project sub-component 2.1 integrates a governance action plan that is designed to include third party verifications, the budget transparency initiative, rapid results strategies for project implementation, and close monitoring and evaluation throughout the Project implementation period.

d) Implementation capacity is within a fragmented sector environment characterized by relatively low capacity at decentralized levels, and lack of verifiable data. However, central Ministry level capacity is not a significant issue. The implementing agency staff has had prior experience with World Bank-financed projects. Further, through the project implementation process appropriate technical assistance for monitoring would be provided. Despite these measures, capacity challenges do pose a considerable issue for project implementation.

e) Associated monitoring and evaluation risks are that a number of stakeholders would be involved in project implementation. Their understanding of the project implementation process would need to be enhanced through a project launch workshop, and continual implementation support mechanisms.

91. **Based on the overall risk rating for the project at implementation is Substantial.** Mitigation measures will be introduced to reduce monitoring & evaluation risks by linking project M&E to stakeholder and third party monitoring through the use of governance, accountability, and service delivery tools such as (a) school mapping and linking the existing *tableau de bord* that would help to track progress in education indicators and budgets at school level, and efficiency in the use of resources at school level; and (b) BTI and school-based management through SMCs.

VI. APPRAISAL SUMMARY

A. Economic and Financial Analysis

92. **Overall macroeconomic impact**. The reforms supported through the Project are expected to have a positive socio-economic impact. In the long run, the Project has the potential to contribute to poverty alleviation in the most disadvantaged areas of the country. Annex 6 includes the complete economic and financial analysis of the Project.

93. **Project investments are estimated to be cost-efficient and to contribute to positive economic benefits due to increased economic activity in the Project target areas**. The design focuses on quality improvements that will establish the necessary foundation for a more efficient

and effective lower primary education system, mainly for grades 1, 2 and 3. These grades serve as the foundation for students to continue on to upper primary education. Further, the project design would contribute to stimulating the local economies.

94. **Project interventions are designed to be cost-effective and could potentially introduce efficiencies in Government expenditures**. Specifically, (a) by converting *maîtres des parents* to contract teacher status, their income levels will increase as will their social status. Newly recruited contract teachers would also benefit from an income stream; (b) experience elsewhere in Sub-Saharan Africa suggests that by adopting decentralized selection for teaching and learning materials school ownership of the selected materials is enhanced and there is a much greater chance of effective classroom usage as a result; (c) no risk, bulk purchase of textbooks by the MINEDUB, and supplied to regions which had previously provided only negligible sales to publishers would benefit from increased production volume and thus reduced unit costs; (d) the shift to mandatory physical production standards and the introduction of the concept of reusable books will significantly reduce textbook system provision costs by increasing classroom book life from 1 to 3-4 years, thus amortizing the costs of textbook provision; (e) the introduction of competitive distribution bids for the pilot districts through the existing book trade in place of the current system of publisher's discounts should reduce current distribution costs for textbooks; (f) local booksellers would benefit from increased income as a result of increased annual activity with the distribution of books to schools; and (g) by reducing the out-of-pocket expenditures through the Project interventions, households would potentially have more disposable income for other essential expenditures.

95. **Quality improvements would contribute to reducing student-teacher ratios and social disparities between regions, increasing access to teaching and learning materials**. Key improvements that will contribute to the sustainable development for better quality primary education include the development of high quality pre-service in the ENIEG and inservice training programs for teachers and inspectors that would promote the introduction of improved classroom practices that are appropriate for teaching and learning of basic competencies, especially literacy and numeracy. The provision of the necessary additional teaching and learning resources would ensure that schools in the targeted areas have the basic tools to support the use of new methods of instruction. Finally, gender disparities would be directly addressed through the Project interventions.

96. **The estimated fiscal impact of the Project is assessed to be sustainable for the Government**. The Project would have recurrent cost implications for the Government over the four-year (2014/15-2017/18) project implementation period and beyond. These costs relate to: (a) the conversion of some *maîtres des parents* to contract teacher status, and the recruitment of a relatively small number of new contract teachers from the local ENIEG; and (b) the purchase cost of a new set of teaching and learning materials for a new cohort of students, and the replacement cost for damaged or lost teaching and learning materials. Equally, the Project beneficiaries would generate tax revenue due to an increase in their respective income stream. Government commitment to sustaining the Project investments would be ensured through the gradual absorption of the salary payments for newly contracted teachers, and the demonstration of commitment to reforming the system for the production and distribution of teaching and

learning materials by introducing re-useable and sustainable books and incurring only the replacement costs for the books.

B. Technical

97. **Central technical and operational features of the Project include service delivery response to improve equity or reduce regional disparities, and promote learning outcomes**. The focus is on: (a) taking the contract teacher reform into a final phase with the conversion of existing maîtres des parents to contract teacher status, and contracting some new graduates from the regional ENIEG in regions. This is to improve efficiency in the recruitment of qualified teachers, and to reduce potential attrition due to redeployment of teachers to areas outside their respective regions; and (b) piloting the provision of good quality, low cost, durable teaching and learning materials through decentralized school-based selection of the materials to be used.

98. **The technical design aims to alleviate the out-of-pocket expenses of households, builds on prior and tested institutional mechanisms, reinforces good practice, and provides institutional capacity development by complementing Government's decentralization efforts, taking into account the implementation capacity in-country**. The Project interventions will alleviate the direct costs borne by parents to pay for maître des parents and for learning materials. The investments would target training for newly contracted teachers on the use of the new teaching and learning materials. Students would benefit from qualified and trained teachers. The Project will also ameliorate the learning environment in the country's most disadvantaged areas and regions, and enhance girls' education.

99. **The Project interventions complement the assistance of other development partners, and prior projects**. It addresses a gap specified in the DSSEF 2013-2020, and complements the demand-side financing through households that is to be provided through the World Bank Cameroon Social Safety Net Project. The Project provides the supply-side response to the need for improving the quality of education service delivery at primary education level. The technical design includes activities that build on institutional mechanisms that have been put in place through prior projects, particularly the EFA-FTI Project, the World Bank/IDA financed Education Development Capacity Building Project, UNICEF's pilot textbooks purchase and distribution experience, AFD's experience with financing contract teachers and classrooms construction and rehabilitation, and JICA's experience with school construction. The Project complements JICA's proposed support for school-based management by building the capacity of SMCs.

100. **The Project addresses key areas for development set out in the vision, strategy, and sector policy documents of Cameroon, in the MDGs, and in the GPE strategy**. Universal and free primary education remains key priorities of the DSSEF 2013-2020. Free primary education requires review and reconsideration in order to extend its benefits to the disadvantaged and particularly to those in rural areas of the country. The proposed Project addresses these concerns. It draws on the sector diagnostics from the RESEN/CSR 2013, the DSSEF 2013-2020, the MDGs and the GPE strategy to articulate a combination of interventions that would contribute to: (a) promoting learning outcomes; (b) introducing greater efficiency in Government's resource utilization both directly and indirectly by emphasizing the role of SMCs at school level, relieving the pressure on out-of-pocket expenditure for households, encouraging improved service

delivery response; and (c) encouraging increased budget allocation for primary education gradually to ensure sustainability of project interventions.

C. Financial Management

101. The proposed financial management (FM) and disbursements arrangements comply with the Financial Management Manual for World Bank-financed Investment Operations dated March 1, 2011. MINEDUB and the Project Secretariat's financial management system have been assessed to determine whether (i) adequate financial management arrangements exist to ensure that the project funds will be used for its intended purposes, in an efficient and economical manner; (ii) the financial reports will be prepared in an accurate, reliable, and timely manner; and (iii) the Project assets will be safeguarded. The financial management assessment has taken into account lessons learned from recent implementation experience in Cameroon especially from the EFA-FTI-financed project and the World Bank/IDA-financed project. The conclusion is that subject to the implementation of the mitigation measures outlined below, MINEDUB's Project Secretariat financial management system would comply with the World Bank's requirements under OP/BP10.00.[10]

102. The overall FM risk is considered to be Substantial. The mitigation measures proposed to enhance the FM system are as follows: (a) the recruitment of a technical auditor (third party verification agent) to perform the in-depth review of payments made to contract teachers to ensure the reliability of the list of contract teachers and salary figures provided by MINEDUB's Project Secretariat; and the delivery of teaching and learning materials; (b) the recruitment of one financial management officer and one accountant to support the Project Secretariat; (c) the recruitment of an internal auditor and an external auditor for the financial audit of the Project; (d) an upgrade of the World Bank/IDA-financed project (Education Development Capacity Building Project) information system (Tompro) to manage the Project; and (e) the adoption of a procedures manual as part of the Project Implementation Manual, with a more detailed description of roles and responsibilities for the use of in-country systems relating to the system of teaching and learning materials production, distribution and provision, including the role of communities.

103. The detailed financial management arrangements are included in Annex 3. The FM conditions and covenants are set out in the sub-section G on readiness for implementation.

D. Procurement

104. An assessment of the Project implementation arrangements has been carried out, focusing particularly on the Project Secretariat. The overall procurement risk for the project is rated as High. This is due to, among other factors, the risk of corruption in procurement, especially in the activities related to the public contracts. The capacity assessment of the project found that although the implementing agency has experience with implementing Bank-financed projects; (i) at present there is no qualified procurement specialist within the Project Secretariat. The specialist will be hired within one month after project effectiveness; (ii) at present there is no

[10] Projects supported by Investment Project Financing are governed by Operational Procedures (OP) and Bank Procedures (BP) 10.00, and related provisions.

implementation manual that includes a section on procurement; (iii) the Project Secretariat and Ministry for Public Contracts (MINMAP) are still to develop a comprehensive record keeping system; and (iv) while the motivation for the reform related to the new institutional arrangements of December, 2011 with the responsibilities of MINMAP is understood, it has been identified some aspects of the new institutional arrangements raise some concerns. These relate to technical and legal responsibility and related regulatory issues as described in Annex 3. A mitigation action plan has been agreed (see Annex 3) which, if properly implemented and monitored, will bring this risk down to Substantial.

105. The draft procurement plan for the first 18 months of the project was carefully reviewed at appraisal. The final version of this procurement plan was discussed during negotiations. During Project implementation, the procurement plan will be updated by agreement between the project team and the Bank as required, and at least annually to reflect actual project implementation needs and any necessary increase in institutional capacity. The plan would be available on the World Bank Project database, and a summary will be disclosed on the Bank's external website once the project is approved by IDA's Board of Directors.

106. The procurement for the Project would be carried out in accordance with the "Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants", dated October 15, 2006 and revised in January 2011, the "Guidelines: Selection and Employment of Consultants under IBRD Loans and IDA Credits and Grants by World Bank Borrowers" dated January 2011, and the "Guidelines: Procurement of Goods, Works and Non consulting Services under IBRD Loans and IDA Credits and Grants by World Bank Borrowers" dated January 2011.

E. Social (including Safeguards)

107. The Project is anticipated to have a positive social impact through improvements in education service delivery in participating areas. On the basis of pre-determined objective criteria, the Project would target all 10 regions of the country for the project investments with an emphasis on the ZEP (Adamaoua, North, Far North, North-West and East), and other disadvantaged areas (pockets of poverty, peri-urban areas and rural areas). The extent and depth of capacity development for teachers and/or outreach activities to girls in areas where indigenous peoples inhabit is not known at present. During implementation should Government decide to extend the project outreach to the geographic areas, an Indigenous Peoples Planning Framework (IPPF) or specific Indigenous Peoples Plans (IPP) will be prepared, consulted upon, and disclosed.

F. Environment (including Safeguards)

108. The proposed project does not include any civil works and no environmental issues are expected.

109. No Safeguards Policies are triggered and the project is Category C.

Readiness for Implementation

110. So as to ensure maximum implementation readiness upon declaring Project effectiveness, the preparation period has included the following key steps: (a) design of a detailed Project Operating Manual with procedures for each sub-component; (b) design of a financial management manual to outline the financial management due diligence aspects for each sub-component; (c) preparation of draft procurement bidding documents for works, goods and consulting services including appropriate terms of reference; and (d) ensuring that the Government 2014 budget includes the commitments for Government financing and absorption of the contract teacher salaries.

Implementation support plan

111. The strategy and approach for implementation support commensurate with the Project design would combine reinforcing and continual support throughout the Project implementation period. Specifically, country-based support, bi-annual supervision missions, rolling technical and financial audits, and strategic technical assistance would comprise the core of the implementation support. Approaches would be based on two levels: (a) the sub-component specific needs; and (b) the timing of the support. Annex 5 outlines the implementation support details for the Project.

Annex 1: Results Framework and Monitoring

REPUBLIC OF CAMEROON

Equity and Quality for Improved Learning Project (P133338)

Results Framework

Project Development Objectives

PDO Statement

The objective of the project is to improve the equity and quality of primary education service delivery in Cameroon with an emphasis on disadvantaged areas.

These results are at	Project Level

Project Development Objective Indicators

Indicator Name	Core	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection
				YR1	YR2	YR3	YR4	End Target			
% reduction in out-of-pocket expenses for households	☐	Percentage	0.00					10.00	One time	Household Survey	MINEDUB Project Secretariat
% reduction in out-of-pocket expenses for households in the ZEP and other disadvantaged areas	☐	Percentage	0.00					10.00	One time	Household Survey	MINEDUB Project Secretariat
Reduction in pupil:textbook ratio	☐	Percentage	12.00					3.00	Annual	Third party technical verification	MINEDUB Project Secretariat
Number of new contract teachers as a result of the Project	☐	Number	0.00	3060.00	6030.00	9000.00		9000.00	Annual	MINEDUB, DRH	MINEDUB Project Secretariat

Percentage female	☐	Percentage Sub-Type Supplemental	0.00	45.00	45.00	45.00		45.00	Annual	MINEDUB/ DRH	MINEDUB Project Secretariat
Share of *maîtres des parents* converted to contract teachers' status in the ZEP and other disadvantages areas	☐	Percentage	0.00	80.00	80.00	80.00		80.00	Annual	MINEDUB/ DRH	MINEDUB Project Secretariat
Percentage female	☐	Percentage Sub-Type Breakdown	0.00	45.00	45.00	45.00		45.00	Annual	MINEDUB Project Secretariat	MINEDUB/ DRH
% of Grade 3 students meeting the reading benchmark monitored through EGRA	☐	Percentage	0.00					0.00	One time	EGRA (SOFRECO Survey Results 2012)	MINEDUB Project Secretariat
Anglophone schools	☐	Percentage Sub-Type Breakdown	33.10					38.00	One time	EGRA (SOFRECO Survey Results 2012)	MINEDUB Project Secretariat
Francophone schools	☐	Percentage Sub-Type Breakdown	36.80					45.00	One time	EGRA (SOFRECO Survey Results 2012)	MINEDUB Project Secretariat
Share of Grade 3 students in ZEP and other disadvantaged areas that meet reading benchmark monitored through EGRA	☐	Percentage	0.00					0.00	One time	Exam and assessment results database	MINEDUB Project Secretariat
Anglophone schools	☐	Percentage Sub-Type Breakdown	0.00					0.00	One time	Exam and assessment results	MINEDUB Project Secretariat
Francophone schools	☐	Percentage Sub-Type Breakdown	0.00					0.00	One time	Exam and assessment results	MINEDUB Project Secretariat
% of Grade 3 students that meet mathematics benchmark monitored through EGMA	☐	Percentage	0.00					0.00	One time	Exam and assessment results database	MINEDUB Project Secretariat

Anglophone schools	☐	Percentage Sub-Type Breakdown	28.10					34.00	Annual	Exam and assessment results database	MINEDUB Project Secretariat
Francophone schools	☐	Percentage Sub-Type Breakdown	26.30					34.00	One time	Exam and assessment results	MINEDUB Project Secretariat
% of Grade 3 students in ZEP and other disadvantaged areas that meet mathematics benchmark monitored through EGMA	☐	Percentage	0.00					0.00	One time	Exam and assessment results	MINEDUB Project Secretariat
Anglophone schools	☐	Percentage Sub-Type Breakdown	0.00					0.00	One time	Exam and assessment results	MINEDUB Project Secretariat
Francophone schools	☐	Percentage Sub-Type Breakdown	0.00					0.00	One time	Exam and assessment results	MINEDUB Project Secretariat

Intermediate Results Indicators

Indicator Name	Core	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection
				YR1	YR2	YR3	YR4	End Target			
Direct project beneficiaries	☒	Number	0.00	0.00	1,164,633	2,329,225	3,493,988	3,493,988	Annually	Project reports	MINEDUB Project Secretariat
Female beneficiaries	☒	Percentage Sub-Type Supplemental	0.00	0.00	40	44	46	46			
Sub-Component 1.2 Number of Grade 1 textbooks, teaching guides (French, English, Mathematics), readers	☐	Number	0.00		3,060,403			3,060,403	Annual	MINEDUB	MINEDUB Project Secretariat

and stationery											
Sub-Component 1.2 Number of Grade 2 textbooks, teaching guides (French, English, Mathematics), readers and stationery	☐	Number	0.00			2,697,183		2,697,183	Annual	MINEDUB	MINEDUB Project Secretariat
Sub-Component 1.2 Number of Grade 3 textbooks, teaching guides (French, English, Mathematics), readers and stationery	☐	Number	0.00				2,582,896	2,582,896	Annual	MINEDUB	MINEDUB Project Secretariat
Component 1.3 Number of teachers trained in the use of the teaching and learning materials	☐	Number	0.00		10,221	20,442	30,663	30,663	Annual	MINEDUB, ENIEGs	MINEDUB Project Secretariat
Of which females	☐	Number Sub-Type Breakdown	0.00		4,599	9,403	14,105	14,105	Annual	Statistical Yearbooks	MINEDUB Project Secretariat/ DPPC/DRH
Component 1.3 Number of inspectors trained in the use of teaching and learning materials	☐	Number	0.00	0.00	127	255	382	382	Annual	MINEDUB/ ENIEGs	MINEDUB Project Secretariat
Of which females	☐	Number Sub-Type Breakdown	0.00	0.00	48	102	168	176	Annual	MINEDUB/ ENIEGs	MINEDUB Project Secretariat
Sub-Component 1.3 Number of ENIEG Directors trained in the use of the new teaching and learning materials	☐	Number	0.00	0.00	19	39	58	58	Annual	MINEDUB/ ENIEG	MINEDUB Project Secretariat
Of which females	☐	Number Sub-Type Breakdown	0.00	0.00	7	15	26	27	Annual	MINEDUB/ ENIEG	MINEDUB Project Secretariat
Geo-mapping of public and private schools	☐	Yes/No	No					Yes	One time	GIS firm	MINEDUB Project Secretariat

Education Management Information System (EMIS) Architecture	☐	Yes/No	No					Yes	One time	Firm with expertise in education indicators and IT.	MINEDUB Project Secretariat
Building Knowledge & Capacity Development--Study 1: Analysis on introducing *énseignement fondamentale* including early childhood development	☐	Yes/No	No					Yes	One time	National and International TA	MINEDUB Project Secretariat
Building Knowledge and Capacity Development--Study 2: Skills for the labor market	☐	Yes/No	No					Yes	One time	National and International TA	MINEDUB Project Secretariat
Building Knowledge & Capacity Development--Study 3: Policy Note on adult literacy and out-of-school children	☐	Yes/No	No					Yes	One time	National and International TA	MINEDUB Project Secretariat
Building Knowledge & Capacity Development--Study 4: Student Flow and Higher Education Reform	☐	Yes/No	No					Yes	One time	National and International TA	MINEDUB Project Secretariat
Mid-term review	☐	Yes/No			Yes				One time	National and International TA	MINEDUB Project Secretariat

Table. Protocol for Government Actions (Compliance Thresholds) and Disbursement-linked Indicators

Component 1	**Improving the equity and quality of primary education service delivery**
Sub-Component 1.1	Increase teacher availability in disadvantaged areas
Objective	To conversion of 7,253 *maîtres des parents* & recruitment of 1,747 new ENIEG graduates to contract teacher status (total 9,000 contract teachers by end of project; the target conversion rate is 3,060 in Year 1, 2,970 in Year II, and 2,970 in Year III.)

Protocol for Government Actions Compliance Thresholds	**Disbursement Linked Indicators**	**Disbursement amount (US$)**
BY DECEMBER 2013 ***Action. Government budget includes:*** (a) Salary commitment for new contract teachers for the prospective academic year for 4 months (September-December 2014) (b) Salary commitment for new contract teachers for the following academic year for the 8 months (January-August 2015)	1. Letter from MINEDUB confirming the budget commitments for (i) ongoing CTP; and (ii) Project CTs and (iii) list from MINEDUB/ DRH with the names and unique contract reference numbers for the teachers who have been newly converted /Recruited	
BETWEEN JANUARY-MARCH 2014 Government launches Phase III Contract Teacher Program Government list of eligible schools based on pupil teacher ratio		
BETWEEN APRIL-JUNE 2014 MINFOPRA list A with unique identifying code for each contract (maîtres des parents converted to CT status) MINFOPRA list B with unique identifying code for each contract (new CTs recruited from local ENIEG) A designated special account will be opened in the Standard Chartered Bank for the disbursement of 33% advance to Treasury of the GPEF support for the CTP		
Action. MINEDUB has applied the agreed objective targeting criteria for selecting maîtres des parents to be converted to contract teacher status during Project Year 1 (national academic year 2014/15) *A.* Existing *maîtres des parents* converted to contract teacher status is at least 32% of the 9,000 to be converted *B. of which* % of female is at least 45% C. % of new contract teachers in the ZEP and other disadvantaged areas is at least 80% *D. of which* % of female is at least 45% MINEDUB has applied the agreed objective targeting criteria for selecting maîtres des parents to be converted to contract teachers and for recruiting new ENIEG graduates as contract teachers where necessary.		
TRIGGER DISBURSEMENT 1 between April-May 2014 [IC1 advance through DA A: for 4 months salary payment for academic year 2014/2015 (September-December)]		**3,329,280** (33%)
BETWEEN APRIL – MAY 2015 ***Action. Third party technical verification to review technical compliance:*** (a) Assess relative strengths and weaknesses of the CTP (b) Identify opportunities for strengthening teacher quality (teacher absenteeism, time on task, and use of teaching & learning materials) (c) Assess the CTP attrition and redistribution issues	2. Finalized technical verification report of the Project CTs satisfactory to the Bank by August and Finalized financial audit report of the Project CTs including SIGIPES & ANTILOPE reports satisfactory to the Bank, by August	
Action. Financial audit of the institutional capacity of MINEDUB/DRH to: (a) Produce appropriate reporting for disbursements undertaken (b) Assess internal control issues raised in the Special Audit for the previous EFA-FTI financing of the CTP (c) Assess management capacity of the CTP		
TRIGGER DISBURSEMENT 2 between April-May 2015 [IC1 reimbursement directly to Treasury for 8 months salary payments for academic year 2014/2015 (January - August)]		**6,658,560** (67%)

Protocol for Government Actions Compliance Thresholds	**Disbursement Linked Indicators**	**Disbursement amount (US$)**
BY DECEMBER 2014		
Action. Government budget includes: (a) Salary commitment for new contract teachers for the prospective academic year (September-December 2015) (b) Salary commitment for the eight months for the following academic year 2015/2016 (January-August 2016)	1. Letter from MINEDUB confirming the budget commitments for (i) ongoing CTP; and (ii) Project CTs and (iii) list from MINEDUB/ DRH with the names and unique contract reference numbers for the teachers who have been newly converted /Recruited	
BETWEEN JANUARY-MARCH 2015 Government launches Phase III Contract Teacher Program Government list of eligible schools based on pupil teacher ratio		
BETWEEN APRIL-JUNE 2015 MINFOPRA list A with unique identifying code for each contract (maîtres des parents converted to CT status) MINFOPRA list B with unique identifying code for each contract (new CTs recruited from local ENIEG)		
Action. MINEDUB has applied the agreed objective targeting criteria for selecting maîtres des parents to be converted to contract teacher status during Project Year 1 (national academic year 2015/16):		
A. Existing *maîtres des parents* converted to contract teacher status is at least 32% of the 9,000 to be converted *B. of which* % of female is at least 45% *C.* % of new contract teachers in the ZEP and other disadvantaged areas is at least 80% *D. of which* % of female is at least 45% MINEDUB has applied the agreed objective targeting criteria for selecting maîtres des parents to be converted to contract teachers and for recruiting new ENIEG graduates as contract teachers where necessary		
TRIGGER DISBURSEMENT 1 between April-May 2015 [IC2 disbursement through DA A: advance for 4 months salary payment for academic year 2015/2016 (September-December)]		**3,231,360** (33%)
	2. Finalized technical verification report of the Project CTs satisfactory to the Bank by August and Finalized financial audit report of the Project CTs including SIGIPES & ANTILOPE reports satisfactory to the Bank, by August	
BETWEEN APRIL – MAY 2016		
Action. Third party technical verification to review technical compliance: (a) Assess relative strengths and weaknesses of the CTP (b) Identify opportunities for strengthening teacher quality (teacher absenteeism, time on task, and use of teaching & learning materials) (c) Assess the CTP attrition and redistribution issues		
Action. Financial audit of the institutional capacity of MINEDUB/DRH to: (a) Produce appropriate reporting for disbursements undertaken (b) Assess internal control issues raised in the Special Audit for the previous EFA-FTI financing of the CTP (c) Assess management capacity of the CTP		
TRIGGER DISBURSEMENT 2 between April-May 2016 [IC2 reimbursement through Treasury for 8 months salary payments for academic year 2015/2016 (January - August)]		**6,462,720** (67%)
BY DECEMBER 2015		
Action. Government budget includes: (a) salary commitment for new contract teachers for the prospective academic year (September-December 2016) (b) for the eight months for the following academic year (January-August 2017)	1. Letter from MINEDUB confirming the budget commitments for (i) ongoing CTP; and (ii) Project CTs and (iii) list from MINEDUB/ DRH with the names and unique contract reference numbers for the teachers who have been newly converted/ recruited.	
BETWEEN JANUARY-MARCH 2016 Government launches Phase III Contract Teacher Program Government list of eligible schools based on pupil teacher ratio		
BETWEEN APRIL-JUNE 2016 MINFOPRA list A with unique identifying code for each contract (maîtres des parents converted to CT status) MINFOPRA list B with unique identifying code for each contract (new CTs recruited from local ENIEG)		

Action. ***MINEDUB has applied the agreed objective targeting criteria for selecting maîtres des parents to be converted to contract teacher status during Project Year 1 (national academic year 2016/17):*** *A.* Existing *maîtres des parents* converted to contract teacher status is at least 32% of the 9,000 to be converted *B.* *of which* % of female is at least 45% C. % of new contract teachers in the ZEP and other disadvantaged areas is at least 80% *D.* *of which* % of female is at least 45%		
TRIGGER DISBURSEMENT 1 between April-May 2017 [IC3 disbursement through DA A: advance of 4 months salary payment for academic year 2016/2017 (September-December)]		**3,231,360** (33%)
BETWEEN APRIL – MAY 2017		
Action. ***Third party technical verification to review technical compliance:*** (a) Assess relative strengths and weaknesses of the CTP (b) Identify opportunities for strengthening teacher quality (teacher absenteeism, time on task, and use of teaching & learning materials) (c) Assess the CTP attrition and redistribution issues	2. Finalized technical verification report of the Project CTs satisfactory to the Bank by August and Finalized financial audit report of the Project CTs including SIGIPES & ANTILOPE reports satisfactory to the Bank, by August	
Action. ***Financial audit of the institutional capacity of MINEDUB/DRH to:*** (a) Produce appropriate reporting for disbursements undertaken (b) Assess internal control issues raised in the Special Audit for the previous EFA-FTI financing of the CTP (c) Assess management capacity of the CTP		
TRIGGER DISBURSEMENT 2 between April-May 2017 [IC3 reimbursement through Treasury for 8 months salary payments for academic year 2016/2017 (January - August)]		**6,462,720** (67%)
TOTAL DISBURSEMENTS (2014/2015 - 2017/2018)		**29,376,000**

Component 1	**Improving the equity and quality of primary education service delivery**
Sub-Component 1.2	Provision of teaching and learning materials
Objective	The objective is to provide good quality, low-cost and durable teaching and learning materials for children in the early grades (1, 2 and 3) of primary schooling.

Protocol for Government Actions Compliance Thresholds	**Disbursement Linked Indicators**	**Disbursement amount (US$)**
BY DECEMBER 2013 ***Action.*** ***Government budget to include***: (a) Year 1 100% financing for primary grade 1 teaching and learning materials **BY APRIL 2014** ***Action.*** ***MINEDUB has applied the agreed objective targeting criteria for the publishing, printing and distribution of teaching and learning materials (testbooks, teacher guides, readers, lifeskills aspects, stationery) for Project Cohort 1 (national academic year 2014/2015)*** *Note*: The Project will finance according to the following criteria: (a) for primary grade 1 textbooks the unit prices will not exceed US$3.00; (b) for primary grade 2 textbooks the unit price will not exceed US$3.50; (c) for primary grade 3 textbooks the unit price will not exceed US$4.20; and (d) reading books unit price will not exceed US$2.25. Should the unit cost exceed the Project specified ceiling price, Government would finance the difference. If, however, the unit cost is below the Project specified ceiling price, Government would ensure that more textbooks are produced and supplied to public primary schools. *A.* Baseline for number of new teaching and learning materials to be produced and made available in the disadvantaged areas of the country *B.* Baseline number of new teaching and learning materials available in the ZEP and disadvantaged areas of the country	3. Government provides a written guarantee/undertaking that the (i) 2013 Approved Booklist for primary grades 1, 2 & 3 will remain constant during each of the Project implementation years; and (ii) that the same textbooks/titles selected during the first year of the project will remain constant during the project implementation period	
TRIGGER DISBURSEMENT 3 between April-May 2014 [Disbursement through DA B: advance of 40 percent payment for Grade 1 books for Project Cohort /academic year 2014 /15 (September 2014-August 2015)]		**1,143,090**
BETWEEN APRIL – MAY 2015		

Action. Third party technical verification to review technical compliance ***Action. Financial audit of the institutional capacity of MINEDUB***	4. Finalized technical verification report of publishing, printing, and distribution of teaching and learning materials satisfactory to the Bank 5. Finalized financial audit report of publishing, printing, and distribution of teaching and learning materials, statistics, inventory/data satisfactory to the Bank	
TRIGGER DISBURSEMENT 3 between April-May 2015 [Reimbursement through Treasury: percent payment for Grade 1 books for Project Cohort /academic year 2014 /2015 (September 2014-August 2015)]]		
A. All teaching & learning materials have reached schools in time for the academic year commencement in September (full 60% payment)		**1,714,635**
B. All teaching & learning materials have reached schools 30 days after the start of the academic year in September (55% payment)		**1,571,749**
C. All teaching & learning materials have reached schools 60 days after the start of the academic year in September (50% payment)		**1,428,863**
D. All teaching & learning materials have reached schools 90 days after the start of the academic year in September (No payment)		**0**
BY DECEMBER 2014 ***Action. Government budget to include***: (a) Year 1 100% financing for primary grade 1 teaching and learning materials **BY APRIL 2015** ***Action. MINEDUB has applied the agreed objective targeting criteria for the publishing, printing and distribution of teaching and learning materials (testbooks, teacher guides, readers, lifeskills aspects, stationery) for Project Cohort 2 (national academic year 2015/2016)*** *Note*: The Project will finance according to the following criteria: (a) for primary grade 1 textbooks the unit prices will not exceed US$3.00; (b) for primary grade 2 textbooks the unit price will not exceed US$3.50; (c) for primary grade 3 textbooks the unit price will not exceed US$4.20; and (d) reading books unit price will not exceed US$2.25. Should the unit cost exceed the Project specified ceiling price, Government would finance the difference. If, however, the unit cost is below the Project specified ceiling price, Government would ensure that more textbooks are produced and supplied to public primary schools. *A.* Baseline for number of new teaching and learning materials to be produced and made available in the disadvantaged areas of the country *B.* Baseline number of new teaching and learning materials available in the ZEP and disadvantaged areas of the country	3. Government provides a written guarantee/undertaking that the (i) 2013 Approved Booklist for primary grades 1, 2 & 3 will remain constant during each of the Project implementation years; and (ii) that the same textbooks/titles selected during the first year of the project will remain constant during the project implementation period	
TRIGGER DISBURSEMENT 3 between April-May 2015 [Disbursement through DA B: advance of 40 percent payment for Grade 2 books for Project Cohort /academic year 2015 /1016 (September 2015-August 2016)]		**1,133,388**

Protocol for Government Actions Compliance Thresholds	Disbursement Linked Indicators	Disbursement amount (US$)
BETWEEN APRIL – MAY 2015 ***Action.*** ***Third party technical verification to review technical compliance*** ***Action.*** ***Financial audit of the institutional capacity of MINEDUB***	4. Finalized technical verification report of publishing, printing, and distribution of teaching and learning materials satisfactory to the Bank 5. Finalized financial audit report of publishing, printing, and distribution of teaching and learning materials, statistics, inventory/data satisfactory to the Bank	
TRIGGER DISBURSEMENT 3 between April-May 2016 [Reimbursement through Treasury: percent payment for Grade 2 books for Project Cohort /academic year 2015 /2016 (September 2015-August 2016)]		
A. All teaching & learning materials have reached schools in time for the academic year commencement in September (full 60% payment)		**1,700,082**
B. All teaching & learning materials have reached schools 30 days after the start of the academic year in September (55% payment)		**1,558,409**
C. All teaching & learning materials have reached schools 60 days after the start of the academic year in September (50% payment)		**1,416,735**
D. All teaching & learning materials have reached schools 90 days after the start of the academic year in September (No payment)		**0**
BY DECEMBER 2015 ***Action.*** ***Government budget to include***: (a) Year 1 100% financing for primary grade 1 teaching and learning materials **BY APRIL 2016** ***Action.*** ***MINEDUB has applied the agreed objective targeting criteria for the publishing, printing and distribution of teaching and learning materials (testbooks, teacher guides, readers, lifeskills aspects, stationery) for Project Cohort 3 (national academic year 2016/2017)*** *Note*: The Project will finance according to the following criteria: (a) for primary grade 1 textbooks the unit prices will not exceed US$3.00; (b) for primary grade 2 textbooks the unit price will not exceed US$3.50; (c) for primary grade 3 textbooks the unit price will not exceed US$4.20; and (d) reading books unit price will not exceed US$2.25. Should the unit cost exceed the Project specified ceiling price, Government would finance the difference. If, however, the unit cost is below the Project specified ceiling price, Government would ensure that more textbooks are produced and supplied to public primary schools. *A.* Baseline for number of new teaching and learning materials to be produced and made available in the disadvantaged areas of the country *B.* Baseline number of new teaching and learning materials available in the ZEP and disadvantaged areas of the country	3. Government provides a written guarantee/undertaking that the (i) 2013 Approved Booklist for primary grades 1, 2 & 3 will remain constant during each of the Project implementation years; and (ii) that the same textbooks/titles selected during the first year of the project will remain constant during the project implementation period	
TRIGGER DISBURSEMENT 3 between April-May 2016 [Disbursement through DA B: advance of 40 percent payment for Grade 3 books for Project Cohort /academic year 2016 /2017 (September 2016-August 2017)]		**1,111,443**

BETWEEN APRIL – MAY 2016 ***Action.*** ***Third party technical verification to review technical compliance*** ***Action.*** ***Financial audit of the institutional capacity of MINEDUB***	4. Finalized technical verification report of publishing, printing, and distribution of teaching and learning materials satisfactory to the Bank 5. Finalized financial audit report of publishing, printing, and distribution of teaching and learning materials, statistics, inventory/data satisfactory to the Bank	
TRIGGER DISBURSEMENT 3 between April-May 2017 [Reimbursement through Treasury: percent payment for Grade 3 books for Project Cohort /academic year 2016 /2017 (September 2016-August 2017)]		
A. All teaching & learning materials have reached schools in time for the academic year commencement in September (full 60% payment)		**1,667,165**
B. All teaching & learning materials have reached schools 30 days after the start of the academic year in September (55% payment)		**1,528,234**
C. All teaching & learning materials have reached schools 60 days after the start of the academic year in September (50% payment)		**1,389,304**
D. All teaching & learning materials have reached schools 90 days after the start of the academic year in September (No payment)		**0**
TOTAL DISBURSEMENTS IF 100% (2014/2015 - 2017/2018)		**8,469,803**
TOTAL DISBURSEMENTS IF 95% (2014/2015 - 2017/2018)		**8,046,313**
TOTAL DISBURSEMENTS IF 90% (2014/2015 - 2017/2018)		**7,622,823**
TOTAL DISBURSEMENTS IF 40% (2014/2015 - 2017/2018)		**3,387,921**

Annex 2: Detailed Project Description

REPUBLIC OF CAMEROON
Equity and Quality for Improved Learning Project (P133338)

1. The Project is financed by a grant in the amount of US$53.3 million from the Global Partnership for Education Fund. It is planned for a period of four years and is designed to support selected activities of the Government's 2014–2016 Action Plan for the implementation of the new Education and Training Sector Strategy 2013-2020.

2. Table 4 summarizes the principles that guided the project design and the selected project components.

Table 4: Technical and Operational Principles for Selection of Project Components

<table>
<tr><th>Technical principles based on sector diagnostics</th><th>Transversal operational principles based on lessons learned</th><th>Project components</th></tr>
<tr><td>Provide incentives for improved quality of education service delivery</td><td rowspan="3">Simplicity: Avoiding a complex Project design with disparate, unconnected activities
Ensuring realism in Project design

Implementation feasibility: Using existing mechanisms, and building on national systems
Using Rapid Results Strategies (RRS) where feasible to accelerate effective implementation

Measurability: Facilitating the monitoring & evaluation of the Project interventions to assess outcomes and impact

Sustainability: Creating a system of progressive transfer of financing responsibility to Government
Creating appropriate and timely knowledge transfer to build institutional capacity

Replicability: Creating demonstration effects to enable scaling up of good practices</td><td>Component 1. Improving the equity and quality of primary education service delivery:
1.1 Increasing teacher availability in dis-advantaged areas
1.2 Provision of teaching and learning materials
1.3 Capacity development of teachers and inspectors
1.4 Support for girls' education
1.5 National primary education assessment framework</td></tr>
<tr><td>Create demonstration effect by making available low-cost educational inputs</td><td rowspan="2">Component 2. Building institutional capacity for improved education service delivery:
2.1 Improving information, governance and accountability, and monitoring and evaluation capacity
2.2 Building knowledge for improved education service delivery and learning</td></tr>
<tr><td>Strengthen institutional capacity to construct credible data and improve education oversight</td></tr>
</table>

3. The Project design is responsive to key weaknesses from implementing the previous EFA-FTI Project, and critical areas of weaknesses in the primary education sub-sector. The emphasis is on improving primary completion rate and greater equity and through significant investments to improve the *quality of primary education*:

(a) Reducing the out-of-pocket cost of primary education for parents to make it really "free" (*gratuité de d'Éducation primaire*) especially in the most disadvantaged regions of the country by recruiting teachers and providing teaching and learning materials. The MINEDUB has issued a circular on 27 August 2013, decision number 1254/B1/1464/MINEDUB/CAB on the subject of anti-corruption action during the

commencement of the school year. According to this circular schools cannot charge parents fees for sending their children to primary school. Moving forward, this decision/circular needs to be invoked on an annual basis;

(b) Reducing regional and gender inequities by addressing the problem of inter-regional teacher deployment by recruiting teachers locally/intra-regionally. However, some localities and regions especially in the ZEP may not have the required number of qualified candidates. In such cases, teachers would need to be recruited from neighboring regions so as to maintain cultural identity and avoid teacher attrition. The recruitment and management of teachers needs to be progressively decentralized to local councils to assess needs, recruit and manage teachers paid by the State. This could be a realistic means of reducing absenteeism and attrition rates especially in the most remote areas;

(c) Addressing regional and gender disparities (with an emphasis on girls' education) due to poverty and constraints to demand-side financing (parents' out-of-pocket expenses) to meet primary education expenditures. Demand-side financing response is directly being addressed through the World Bank's Social Safety Net Project that is being piloted in four regions—Adamaoua, East, North, and Far North regions. The proposed GPE Project would address the supply-side response;

(d) Motivating new contract teachers to be more present in the classroom through teacher development and support with teaching materials;

(e) Reducing the system costs of textbook provision to make it more affordable and providing teaching and learning materials and promoting their proper use in the classroom;

(f) Improving learning through more time on task; and

(g) Reducing student attrition through improved governance/management of the education system.

Component 1. Improving equity and quality in primary education service delivery (Total cost including contingencies: US$48.3 million; 100% GPE financing)

4. This component complements the interventions of development partners, addresses a gap specified in the Government's Education and Training Sector Strategy 2013-2020, and complements the demand-side financing through households that is to be provided through the World Bank Cameroon Social Safety Net Project. The component is the supply-side response to improve the quality and education service delivery at primary education level. Two activities are to be financed through the component: (i) a final phase of support for the Government's Contract Teacher Program (CTP) in the 10 regions of the country; and (ii) the pilot provision of teaching and learning materials to public primary schools in the *Zones d'Education Prioritaires* (ZEP: Adamaoua, East, North, and Far North regions) and in the North West region; (iii) pockets of poverty in the peri-urban and rural areas; and (iv) the frontier parts of the country.

Sub-component 1.1 Increasing teacher availability in public primary schools in disadvantaged areas (Total cost including contingencies: US$31.4 million; 100% GPE financing)

5. This sub-component will support the conversion of maîtres des parents based on strict selection criteria to contract teacher status, and the recruitment of some new contract teachers particularly in disadvantaged zones of the country with an emphasis on rural areas.

6. **Five reasons to justify the subsidy/investment**: (a) over time there has been a steady increase in school enrolments from 3.2 million in 2007/08 to 3.6 in 2010/11; (b) the Government's first and second phases of the CTP that resulted in the recruitment of 37,200 contract teachers had two outcomes: (i) it contributed to increasing enrolments, and therefore only partially solved the problem of high pupil-teacher ratios (enrolments increased at a higher rate than the recruitment of CTP); (ii) the deployment of teachers, especially female teachers, to remote parts of the country resulted in teacher attrition; (c) the number of *maîtres des parents* has remained more or less constant despite the CTP from 9,300 in 2006 to 9,913 in 2012 resulting in passing on the Government's responsibility for recruiting teachers to households; (d) the Sector Strategy aims to address the high out-of-pocket expenses for parents at primary education level that is contributing to high dropout rates; and (e) the long-standing problem of Government's ability to ensure a stable teacher allocation in primary schools in rural and areas with highest poverty incidence. Therefore, the Project will finance a final phase of support for the Government's CTP through: (a) the conversion of an existing 9,000 *maîtres des parents*[11] and a proportion of locally recruited teachers from the regional ENIEG to contract teacher cadre. This approach is to ensure greater equity and reduce regional disparities.

7. **The selection of the *maîtres des parents* to be converted and a proportion of new contract teachers for each of the 10 regions of the country would be based on objective criteria.** The aim is to address inter- and intra-regional inequities as highlighted in the CSR 2013. The approach rests on the key principle of recruiting contract teachers locally to prevent teacher attrition. The new recruitees would have contract terms and conditions that vary slightly from the normal contract teacher. They would need to sign a contract that requires them to remain in their respective posts for at least one year. Where the number of *maîtres des parents* is dis-proportionately low, inter-regional inequities would be smoothed by recruiting new graduates from the local ENIEG to contract teacher cadre (table 2.1). This is to ensure that teacher attrition is kept to a minimum level by recruiting locally. In other cases, where the *maîtres des parents* are dis-proportionately high, intra-regional inequities would be smoothed by converting the maîtres des parents to contract teacher cadre.

[11] *Maîtres des parents* by definition are financed by communities/parents to address state-paid and deployed teachers to schools in their respective catchment areas.

Table 2.1: Regional distribution of teachers

	Students	Teachers (All Status)	Teachers (state paid)	Teachers (parents paid)	Ratio Students/ Teachers	Ratio Students/ State paid teachers	New recruited or converted	Recruited from ENIEG	Converted MdP	% ENIEG	% MdP
Adamaoua	188,864	3,106	2,684	604	61	70	1,008	404	604	40%	60%
Centre	415,311	9,216	7,634	1909	45	54	780	-	780	0%	100%
Est	186,718	3,313	2,768	562	56	67	967	405	562	42%	58%
Extrême-Nord	678,246	8,950	6,813	1760	76	100	1,427	-	1,427	0%	100%
Littoral	152,461	4,746	4,212	590	32	36	519	-	519	0%	100%
Nord	399,907	6,045	4,485	804	66	89	1,278	474	804	37%	63%
Nord-Ouest	273,512	5,334	4,179	1840	51	65	938	-	938	0%	100%
Ouest	378,103	7,912	6,173	559	48	61	878	319	559	36%	64%
Sud	130,731	3,489	3,322	1011	37	39	564	-	564	0%	100%
Sud-Ouest	171,129	3,915	3,813	497	44	45	643	146	497	23%	77%
Total	**2,974,982**	**56,026**	**46,083**	**10,136**	**53**	**65**	**9,000**	**1,747**	**7,253**	**19%**	**81%**

Source: MINEDUB, Directorate of Human Resources (DRH) and Statistical Yearbook 2012.

8. **With an emphasis on rural areas, the Project will target the conversion of 3,060 in year 1 of the Project, 2,970 in Year 2, and 2,970 in Year 3, with the Government progressively taking over the financing of the converted teachers over the implementation period of the Project**. The proportion of maîtres des parents to be converted would be 86 percent. New CTP recruits would be trained [graduates from *Ecoles Normales d'Instituteurs* (ENIEG)] teachers as per the existing requirements of the contract teacher program. The Project would help to strengthen the CTP administration further, a process that has already been initiated under the previous GPE Project (then EFA-FTI) which also provided support for the CTP. This sub-component builds on the strong foundation set up through the previous Project.

9. **Cameroon has demonstrated its ability and willingness to pursue a results-based financing approach through the previous EFA-FTI Project**. There is every reason to build on the reform that is already in place, and consider a disbursement-linked indicator (DLI) to finance contract teachers' salaries. Continued financing for one more phase is based on: (i) an analysis of the continued relevance, strengths and weaknesses of the CTP; (ii) identification of opportunities for strengthening teacher quality, reducing absenteeism, and raising on-the-job performance; (iii) addressing the internal control issues raised in the Special Audit undertaken for the previous EFA-FTI financing of the CTP; (iv) an institutional assessment of the management capacity of the CTP; and (v) an assessment of the CTP attrition and redistribution issues. A convenant is proposed to be introduced in the legal agreement to prevent the horizontal attrition of teachers to other Ministries for a period of at least five years after conversion from *maîtres des parents* to contract teacher cadre or after being recruited from the local ENIEG.

10. **Dual financing sources for converting *maîtres des parents* to contract teacher status**. A phased GPE financing approach would be adopted, with Government gradually taking up the payment for converted *maîtres des parents* as contract teachers (Table 2.2 and Figure 2.1). The sub-component would be financed through the GPE at the beginning of the Project implementation period. During Year II, Government will take over the first cohort of maîtres des parents who have been converted to contract teacher status, and so on.

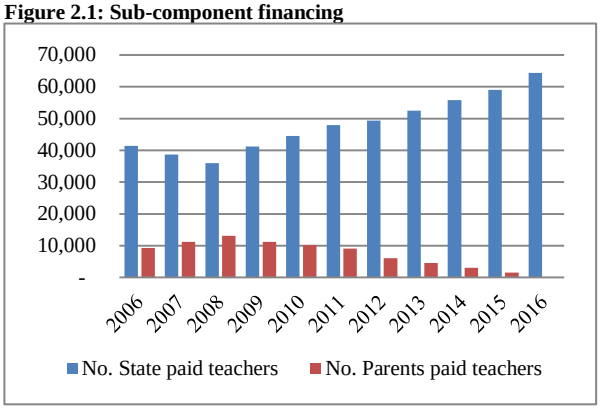
Table 2.2. Decreasing Maîtres des parents and increasing: Government paid teachers (2013-2016)

	2013	2014	2015	2016
Total Govt paid teachers	52,521	55,760	59,056	64,311
Maîtres des parents	4,511	3,007	1,504	-
Share of Govt paid teachers	0.92	0.95	0.98	1

Source: MINEDUB/DRH, 2013.

Note: Data in table relate to DSSEF 2013-2020 projections to show increasing number of State/Govt paid contract teachers and civil servant teachers, and decreasing number of maîtres des parents over time. Therefore, the GPE project is consistent with the DSSEF.

Figure 2.1: Sub-component financing



Source: Cameroon Education Financing Simulation model (2013).

11. The following *objective criteria* for selecting and targeting the *maîtres des parents* to be converted to contract teachers would be applied for each of the ten regions of the country:

Table 2.3: Targeting and Selection criteria

	Targeting
Level 1	*Regional* • Ranking all schools by pupil-teacher ratio • Ranking all schools by urban and rural zones
Level 2	*Intra-regional* • Identifying all rural schools • Ranking by pupil-teacher ratio • Ranking by class-teacher ratio • Ranking by pupil-class ratio
	Eligibility criteria
	Maîtres des parents should have a diploma from the local *ENIEG* The contract for converting the maître de parent should be signed by the President of the APEE or a counterpart from IAEB (Departmental Inspectorate) The *maître de parent's* last salary statement from the APEE Priority for female *maîtres des parents* to be converted to contract teachers The *maître de parent* to be converted to have a minimum of 5 years of experience serving the community since graduating from the local ENIEG A pre-determined age threshold for conversion

12. **A Rapid Results Approach (RRA) would be used** to closely monitor teacher absenteeism and attrition, to provide feedback to local communities and Government education department at the regional level.

13. **Anticipated benefits of converting *maîtres des parents* to contract teacher status**. The lessons from the EFA-FTI Project implementation serve as the basis for the final phase of contract teacher recruitment through GPE financing. Specifically,

- From an *equity perspective* the sub-component would have three levels of benefits: (a) regional; (b) gender; and (c) household levels. The Project would help to equalize the regional disparities in teacher availability through the geographic concentration of converting existing *maîtres des parents* to contract teacher status; (b) the approach would help to reduce attrition (especially of female teachers) in disadvantages areas, and ensure a better distribution of teachers; and (c) for households, the approach would indirectly (or directly) support Government's efforts to address the precepts of universal and free primary education through direct benefits to reduce parents out-of-pocket expenses.

- From a *quality* perspective the sub-component would help to reduce teacher absenteeism, and support efforts to promote girls' education in those regions where cultural norms do not permit girls to be taught by male teachers.

14. **The following activities would be financed under the sub-component:**

Eligible financing category	Items
Salaries for Contract Teachers	- Payment of salaries (budget support) against DLis
Consultancy services	- Technical audit of the *maîtres des parents* and CTP - Financial audit of the program
Goods	- Small goods such as office supplies

15. The stream of costs and the fiscal implications of converting *maîtres de parents* to contract teacher status are provided in Annex 6 on Economic and Financial Analysis for the Project.

Sub-component 1.2 Provision of teaching and learning materials (Total cost including contingencies: US$13.3 million; 100% GPE financing)

16. **In designing this sub-component, the experience of development partners has been taken into account.** Specifically, UNICEF's response to the flood disaster areas in the North and Far North by supplying schools with textbooks and stationary to 480 schools has been taken into consideration. The pilot was in the most remote and difficult to access areas where in many cases the schools are only a little grass shacks with boulders for the children to sit on. Many of the children had never seen a book, let alone used a book, and teachers had no experience of using books either, and had certainly not been accustomed to teaching children with books. (i) one set of books (reading, mathematics, science, IT and Civic Education and teachers' guides) in packages of 10 books x class x subject for primary classes in metal boxes (against damp and insect proof). The boxes were carried each day to and from the Headteacher or Chief's house in order to ensure safe keeping. UNICEF did not aim to supply one book per child; and (ii) provided some teacher training in using the books. Regarding distribution, UNICEF has its own system and personnel for emergency work in the areas. But they also made arrangements with local agencies and provided them with a budget. UNICEF has cautioned about problems with books getting stuck in the regional capital or District. Government district offices received payment from UNICEF to ensure distribution. UNICEF staff verified the availability of the books in the schools. Further, parents were reported to have been committed to ensuring that the books were safe. The UNICEF personnel in charge shared the concern that Government needs to take responsibility for textbooks supply, but that it would never happen unless the prices came

down so that the financing of textbooks would be sustainable. Their approach to buying the books directly from publishers in France rather than procuring the same books from local distributors seems to have resulted in higher book prices and further investigation is required to establish the cause of this.

17. The objective is to support the Government's reform in the area of textbook provision by financing good quality, low cost, durable teaching and learning materials based on the 2013 Approved Booklist in all public primary schools in the country, with a focus on the ZEP and other disadvantaged areas. The aim is to set up a demonstration effect for a reliable, affordable and sustainable system of textbook supply based on widely used cost reduction strategies that have been effective elsewhere in Sub-Saharan Africa. This involves the removal of books designed to be consumable in one year and the introduction of a system of reusable textbooks with a classroom life of 3-4 years, which will allow for the achievement of cost amortization and lower system costs. Government procurement of a large volume of good quality textbooks and readers at significantly lower prices to public schools for grades 1, 2 and 3 in the project target areas, which have previously been largely unsupplied. Teaching and learning materials would be financed through the project. Two titles in language and one in Mathematics in both Francophone and Anglophone schools that conform to the primary grades 1, 2 and 3 curricula and are on the current approved textbook lists would be financed.

18. The approach would be to provide teaching and learning materials progressively to one cohort (the Project cohort). Specifically, the starting point would be to require the 2013 Approved booklist for grades 1, 2 and 3 to remain constant throughout the four-year implementation period of the Project. Then grade 1 titles of the French, English and Mathematics books would be supplied for students enrolling in grade 1 in school year 2014. The same students who graduate and move up to grade 2 would receive grade 2 titles in school year 2015. During school year 2015 the new grade 1 titles already supplied in 2014 would be used by the new cohort of grade 1 students. And during the third year of project implementation, the students who move up from grade 2 to grade 3 will receive the appropriate titles in school year 2016. The new cohort moving up from grade 1 to grade 2 would use the project financed books during the previous year. In school year 2017 the Government would purchase the new titles based on a new 2017 approved booklist.

19. In order to ensure appropriate handling of teaching and learning materials, a program of proper-and-intended use awareness campaigns would be launched during Project implementation.

20. In keeping with Government policy to promote the commercial book industry, the sub-component would be implemented using the existing national practices. The following would be the disbursement-linked indicators:

a) MINEDUB and the *Commission d'agrément des manuels scolaires* will provide a written, co-signed guarantee that the 2013 Approved Booklist for primary grades 1, 2 and 3 remains constant during each of the Project implementation years. The guarantee would trigger the funds flow for the Project. Prior to funds flow for each of the project

implementation years, the guarantee would be revisited to ensure that the agreement is still in effect.

b) Disbursements would be based on the use of indicators. MINEDUB would be responsible for implementing the sub-component. Disbursements from the SE would be in two tranches:

(a) 40 percent upon evidence from MINEDUB of: (i) signed contracts between publishers and MINEDUB. Project financing would be a maximum of US$3.0 per textbook title for publishing and distribution for grade 1; US$3.5 per textbook title for publishing and distribution for grade 2; US$4.2 per textbook title for publishing and distribution for grade 3; US$2.25 per reader for publishing and distribution; and (ii) caution money in the form of a commercial bank letter from publishers to MINEDUB. These two would serve as the guarantee for the payment of the advance. MINEDUB would be responsible for overseeing the publishing, printing, and distribution processes; and

(b) 60 percent second and final tranche would be paid on the basis of third party verification that the books have been distributed to the schools. The third party verification would be undertaken by contracting a management company.

- Penalties would be applicable if books are not distributed to the Project areas within stipulated timeframes. Specifically,
  - (i) In order for the 60 percent full disbursement to be effected, books would need to reach the schools in time for the academic year commencement in September of each year of the Project. This would require the approved lists and order processes to be completed in time for the publishers to print and deliver the required quantities to the selected distributors.
  - (ii) 5 percent of the final 60 percent payment would be withheld for non-distribution of books to schools within 30 days;
  - (iii) 10 percent for non-distribution of books to schools within 60 days; and
  - (iv) No payment if books are not distributed within 90 days of publishing, printing, and distribution to all public primary schools.

21. *Third party verification* through technical and financial audits would be adopted to ensure that the GPE funds are being used for the intended purposes, and to assess if disbursement-linked indicators (DLIs) are achieved to trigger GPE funds flow. Upstream supportive efforts would be provided through a Rapid Results Approach (RRA) to ensure that books are distributed in a timely manner prior to the commencement of each of the project implementation school years (2014/15, 2015/16, and 2016/17). During the last year of project implementation 2017/18, MINEDUB would demonstrate: (a) that a line item has been included in the budget to ensure that replacement costs for books lost or damaged are included; and (b) a second line item has been included in the budget to ensure that a full set of textbooks are financed through Government budget.

22. *Reporting*: A computerized inventory management system would be developed and used to track the books that are ordered, produced, printed, and distributed. Audits of publishers'

books of accounts, technical audits through third party verification by a management agency and the local communities, and school report cards would be used to track and triangulate data on inventory.

23. **A Rapid Results Approach (RRA)** would be used to support MINEDUB's efforts to reduce the elapsed time to procure and deliver inputs, and to determine if the teaching and learning materials have been delivered to schools.

24. **The following activities would be financed under the sub-component:**

Eligible financing category	Items
Consultancy services	- Preparation of a national reading plan - Preparation of a procedures manual based on the national policy on teaching and learning materials (yet to be validated by the Government) - Design and development of a computerized inventory management system - Technical evaluation - Fiduciary evaluation - Rapid Results Approach preparation and delivery
Goods	- Procurement and delivery of armoires to selected schools in the targeted regions. - Textbooks (French, English, Mathematics). - Reading books collections for grades 1, 2 and 3 to support literacy.

Sub-component 1.3 Continued professional development for teachers and inspectors (Total cost including contingencies: US$1.1 million; 100% GPE financing)

25. **The sub-component activities are linked to sub-components 1.1 and 1.2 to ensure internal consistency in the Project design.** The sub-component objective is to improve teacher quality through a teacher training program, address teacher absenteeism and on-the-job performance. The teacher training program is linked to Sub-Component 1.2 (teaching and learning materials). The activities include the following: (a) the preparation of a national plan for pre-service in the ENIEG and inservice capacity development for teachers and inspectors. The content of the national plan would be linked to the grades 1, 2 and 3 book titles, the use of the teaching materials, and the preparation, administration, and grading of students' tests; (b) rolling out the teacher training progressively over the Project implementation period; and (c) evaluating teacher performance.

26. **The following activities would be financed under the sub-component**:

Eligible financing category	Items
Consultancy services	- Needs assessment - Preparation of a national plan for teacher pre-service (ENIEG) and inservice training - Programming capacity development - Rolling out the teacher training - Preparation of teacher performance guidelines - Preparation of student evaluation tests, tools to administer the tests, implement the test, and to grade them

Goods	-	Testing material
	-	Tools to administer/implement the test
	-	Grading material

Sub-component 1.4 Support for girls' education (Total cost including contingencies: US$1.1 million; 100% GPE financing)

27. The objective is to support equity in access and retention of girls in primary education.

28. The sub-component would complement the ongoing efforts of other development partners. Specifically, the sub-component activities would complement activities by UNICEF [(pilot schools, hygiene kits in emergency areas, nutrition (rations sèches, cantines), pedagogical kits, construction of latrines and water points], British High Commission, PLAN International/Cameroon (girls scholarships), and potentially World Bank/IDA support through the Sanitation Project (construction/rehabilitation of latrines and water points).

29. The sub-component financing would be for lifeskills content and capacity development through gender-oriented campaigns, the preparation and proactive dissemination of awareness campaigns. Specifically, the project will focus on:

(i) Producing lifeskills pamphlets and posters as teaching and learning materials (see sub-component 1.2) and disseminating them widely;

(ii) Launching gender sensitization communication campaign (awareness raising, violence against girls and women) using multiple and complementary methods including:

a) Gender responsive teaching and learning environments to enhance girls' and boys positive participation and performance in primary schools, especially in grades 4, 5 and 6;
b) Management of the sexual maturation and enhanced sanitation in primary schools, targeted to grades 4, 5 and 6;
c) Enhanced monitoring and evaluation of gender equity in education at all levels. In this connection, supporting data capture to systematically document the transversal aspects of gender in the project sub-components (hiring of female contract teachers, GER and NER of girls in primary schools, complementary support from other bilateral and multilateral partners especially in the area of school latrines and water points);
d) Advocacy for promoting positive attitude among parents and communities about educating both girls and boys through gender advocacy and sensitization programs;

(iii) Strengthening the institutional framework and building the capacity of Ministry officials to track progress towards the sub-component objectives.

30. The following activities would be financed under the sub-component:

Eligible financing category	Items
Consultancy services	• Contracting the services of experts to develop information, education, and communication (IEC) materials; • Contracting of services of experts to carry out institutional capacity development; • Contracting services of experts to follow-up on the administration and evaluation.
Goods	• Financing for IEC materials to be published and reproduced under sub-component 1.2.

31. **Monitoring and evaluation of the sub-component**. A cross-section of stakeholders will be involved in monitoring and evaluating the activities under the sub-component. MINEDUB would be responsible for general oversight, NGO(s) with outreach facilities in various parts of the country would be responsible for undertaking the awareness raising and communication campaigns, communities will be actively solicited to take part in monitoring gender sensitive activities in their local schools, and third party technical verification would ensure that the activities are being implemented as planned and agreed and provide periodic, comprehensive reports on the impact of the sub-component activities.

32. Beneficiaries of the sub-component activities are girls at primary education levels 4, 5 and 6.

Sub-component 1.5 National primary education assessment framework (Total cost including contingencies: US$1.4 million; 100% GPE financing)

33. To assess the outcome of the service delivery improvements (increasing the provision of teachers and teaching and learning materials, teacher and inspectors' training), sub-component 1.5 activities will focus on student learning assessments for reading and mathematics during the life of the Project. Specifically, since the greater portion of the Project investments would be undertaken in the disadvantaged areas of the country where early childhood development is not developed, and therefore grade 1 newly enrolled students might not have the ability to read, write and count, the baseline for reading and counting would be zero. This is assessed to be a good starting point to subsequently carry out formative Early Grade Reading Assessment (EGRA) and Early Grade Mathematics Assessment (EGMA) at the end of school years 2014, 2015 and 2016.

34. **The following activities would be financed under the sub-component:**

Eligible financing category	Items
Consultancy services	- Test preparation - Test administration (pre- and post-test) - Grading tests - Compiling results
Goods	- Data Bank - Stop watches for teachers to assess students - Testing material - Scoring sheets - Grading material

35. **Beneficiaries of Component 1:** Beneficiaries of Component 1 constitute a cross-section of the education system. The direct beneficiaries would be:

- 478,000 students including 218,000 girls will benefit from the Contract Teacher Program in the 10 regions of the country.
- 2.28 million students including 1.09 million girls will benefit from the Teaching and Learning Materials in the 10 regions of the country.
- Capacity development for 33,600 (16,500 female) public primary school teachers and 382 (150 female) inspectors in the use of the teaching and learning materials would be provided in all the 10 regions of the country, for all public primary school teachers responsible for teaching grades 1, 2, and 3.
- 1.22 million girls' in grades 4, 5 and 6 would benefit from increased girls' education awareness campaigns and materials.

Component 2. Building institutional capacity for improved education service delivery (Total cost including contingencies: US$5.0 million; 100% GPE financing)

36. **The objective is to limit the risks of weak governance** (poor management, weak citizen participation, and lack of transparency and accountability) in the conversion of *maîtres des parents* to contract teacher status, in the distribution of Essential teaching and learning materials, and to better monitor service delivery for improved service delivery, learning outcomes and equity in basic education. The Project would use already piloted approaches through various Projects in order to limit the risks associated with time lags in developing new tools. Towards this end, two specific tools would be included: (a) school mapping and linking the existing *tableau de bord*; and (b) budget transparency initiative (BTI) and school-based management. A brief explanation for each tool is provided below.

Sub-component 2.1 Improving information, governance and accountability, and monitoring and evaluation capacity (Total cost including contingencies: US$3.3 million; 100% GPE financing)

37. **The objective is to support** the geo-mapping of public and private early childhood development centers, and public and private primary and secondary schools in the country, linking the school report cards (*tableau de bord*), and preparing the architecture for the

unification of the EMIS for the five ministries of education, linking school report cards (*tableau de bord*), and preparing the architecture for the unification of the EMIS for the five ministries of education. The sub-activity will complement the ongoing efforts of UNESCO to build capacity towards setting up a unified platform for EMIS across the five ministries of education. The sub-activity will draw on the lessons from UNESCO's experience. Baseline and endline data would be collected in order to analyze the out-of-pocket expenses for households. Building on the 2007 ECAM (household survey) database, it is anticipated that the ECAM 2012 (results awaited) would help to construct a credible baseline for measuring the percentage of reduction of out-of-pocket expenses for households.

38. **Budget Transparency refers to "the extent and ease with which citizens can access information about and provide feedback on Government revenues, allocations and expenditures"** (World Bank 2013). It is one of several approaches (participatory budgeting, gender budgets, and budget audits etc.) with enormous potential to improve accountability, increase revenues and improve its efficient use, and more importantly, improve relationships between the state and citizens through increased trust.

39. **In Cameroon, the BTI was piloted in the education sector in 2012/13**. It led to a change in parents' willingness to contribute to the financing of schools, increased trust between members of the school community (administration, parents and students) and is likely to further increase trust between the state and citizens as it did for mayors and their constituents (World Bank, 2013).

40. ***The use of BTI strategy in the Equity and Quality for Improved Learning Project***

(a) Adapt BTI templates to highlight: (a) the number of recruited staff in each school in the Project target areas; (b) the number of PTA teachers converted to contract teachers in the school as well as their names; and (c) the number of student/textbook supplied to the school.
(b) Make it compulsory for schools to fill out the template and have this published on the notice board throughout the academic year
(c) Make it systematic to have the names of teachers recruited as well as PTA teachers converted to contract teachers, read over the public regional radio
(d) Systematize and make it compulsory that schools present and discuss their BT templates at school management meetings.

41. If implemented with success, the above presented strategy will greatly improve transparency and accountability in the management of Project activities, and limit irregularities such as duplicate contracts (teachers recruited as contract teachers in several schools) or students complaining of not having received textbooks due to them or school community complaining of not having received budgeted benches, etc. In addition making the above information available will make it possible for improvements in school-based management and for civil society organizations involved in budget tracking in the sector of education to have the tools to act where necessary. Furthermore, publishing this information will enable the community to have a third party monitoring on the affairs of the school and success of their children.

42. **The following activities would be financed under the sub-component**:

Eligible financing category	Items
Consultancy services	- Contracting the services of an expert to train stakeholders on how to adapt and use the existing BTI template - Follow-up on the administration and evaluation
Goods	- Reproduction of the BTI template on an annual basis

43. ***Monitoring and evaluation of the Project interventions.*** **The objective of this sub-component is to follow-up on the Project implementation through the use of approaches such as the Rapid Results Strategy (RRS).** The RRS is a management tool to help make large scale change happen, incrementally. By empowering teams to achieve results quickly, typically in less than 100 days, a virtuous cycle of achievement can be created whereby short-term successes lead to capacity building and the achievement of longer term goals. The RRS can help to overcome procedural barriers which render systems lengthy and cumbersome.

44. **Using the RRS in the Project**

- RRS will be used to: (a) effect payments to *maîtres des parents* who have been converted to contract teacher cadre, and to newly recruited teachers; and (b) follow the procurement and delivery of teaching and learning materials.
  - With respect to teacher salaries, since the RRS operates on a cycle of 100 days equivalent (about 3 months) it would be planned to be operationalized in three phases covering an entire academic year (9 months), evaluated every term and at the end of the academic year;
  - At the end of the first year, the approach would be evaluated, amended where necessary and scaled-up to include the management of a greater proportion of teacher's salaries in the Ministry of Basic education.

- Using the RRS to distribute textbooks:
  - Since the Project target areas are five regions for this pilot as a means of setting up a demonstration effect to introduce reforms in the production and distribution of teaching and learning materials, the target here would be 30 days (1 month) into the academic year.

A key pre-Project implementation activity would to undertake an indepth analysis of the current process of payment of salaries to teachers in the MINEDUB.

45. **The following activities would be financed under the sub-component**:

Eligible financing category	Items
Consultancy services	- Expert/champion in the domain in which the RRS is to be designed to train and help MINEDUB to set its targets and design reforms needed to achieve results. - Expert to carry out a preliminary assessment of the salary payment system, the procedures and steps
Goods	- Materials for individual domain RRA

Sub-component 2.2 Building knowledge for improved service delivery and learning (Total cost including contingencies: US$1.7 million; 100% GPE financing)

46. **The objective of this sub-component is to** support the preparation of key studies that would help to set the stage for moving Cameroon to the next stage of building human capital for growth and competitiveness.

47. Key studies proposed to be undertaken at this time include: (a) an analysis on introducing basic education (*enseignement fondamental*), the underpinning challenges, opportunities, budget implications, strategy, and implementation; (b) an indepth study on skills for the labor market. This would inform curricular changes at the basic education level, including the introduction of competency based education, especially (i) getting children off to the right start with nutrition, psychological and cognitive stimulation, basic cognitive and social skills; (ii) ensuring that all students learn with cognitive skills, socialization, behavioral skills, and offering second chance education; (c) technical assistance support to Government for finalizing its policy on adult literacy (*alphabetisation*), out-of-school children (*les non-scolarisés*), reducing dropout, and inclusive education. And prospectively, the development of some tools to address the challenges; and (d) an indepth study on higher education reform based on extracting the analysis of introducing *enseignement fondamental* which is expected to change the flow of students in the system to higher levels of education.

Annex 3: Implementation Arrangements

REPUBLIC OF CAMEROON
Equity and Quality for Improved Learning Project (P133338)

Project Institutional, Implementation, and Accountability Arrangements

Sector management and administration

1. The education sector in Cameroon is divided into five sub-sector ministries: MINEDUB, MINESEC, MINEFOP, MINESUP, and MINJEUN. Sector management is organized as follows:
    a. The Steering Committee (*Comité de pilotage*) (CP) composed of the Ministers for Education, and headed by the Minister for Economy, Planning, and Regional Integration (MINEPAT) coordinates the implementation of the Sector Strategy.
    b. The Steering Committee is supported by two technical units: the cellule opérationelle (CELOP) and a Technical Secretariat (*secrétariat technique*) (ST). The CELOP is composed of the 12 General Secretaries (*Sécretaires Généraux*) (SG) of the ministries of education. Their role is to arbitrate and address emerging issues of education administration while taking into account the decisions by Government decision-makers. The ST is composed of the Technical Secretary, three adjoints secretaries, and education sub-sector experts. The ST is responsible for operational aspects such as implementing the activities of the sector strategy, coordination of related activities, and for reporting on the technical and financial aspects relating to the activities.
    c. At the level of the sector ministries, the sector strategy implementation is guided by the *Comités PPBS* (*planification, programmation, budgétisation, suivi*). Their terms of reference are to improve the budget preparation process and to orient the process towards a practical approach to the preparation of the programs-budgets. The Comités PPBS ensure a balance in the sector strategy implementation, and the budget preparation mechanisms. Individual sub-sector strategies would guide their implementation, as also the related budget preparation exercise for each sub-sector of education.
    d. The joint review of the education sector (JRES) would provide a forum for coordination between the ministries and the technical and financial development partners. Organized on an annual basis, the JRES would be based on the examination of reports and on the basis of annual action plans.

Project management and administration mechanisms

2. The Project Steering Committee (PSC) would be chaired by the Minister responsible for Basic Education (MINEDUB) or his or her representative. The PSC will include Ministers or their representatives, responsible for secondary education, higher education, finance, employment and professional training, economy and planning, and public contracts and a representative of the Recipient's unit responsible for automatic amortization. The PSC would meet at least twice annually and would be responsible for Project oversight, including: (i) reviewing the proposed Annual Work Plans and Budgets for the Project, reviewing the draft

annual implementation and audit reports, as well as the Procurement Plan prepared by the Project Secretariat; (ii) overseeing overall implementation and performance of the Project and providing policy guidance; and (iii) identifying necessary Project adjustments based on monitoring and evaluation results.

3. There will be no independent Project Implementation Entity (PIE) to implement the Project. The Project will be implemented by MINEDUB. A Project-specific MINEDUB Secretariat staffed with qualified and experienced personnel in adequate numbers, and comprising a project coordinator, a technical coordinator, a procurement specialist, and a financial management officer and an accountant. The Project Secretariat would be responsible for the day-to-day operations for the Project. A *Secretariat Coordinator* and a *Technical Coordinator* would be jointly responsible for coordinating the Project implementation. They would be paid through Government funds. The Project Secretariat would report to the Minister for MINEDUB and to the PSC. The Secretariat specialists (Financial Management, Accountant, and Procurement) and other staff as necessary would be paid by the Project funds. The terms of reference for the additional specialists and other staff and the budget for the staff would be prepared by the Project Secretariat for the SE's non-objection. The SE would provide technical assistance to the Project Secretariat and participate in working meetings. Representatives of the *Caisse Autonome d'Amortissement* (CAA) of the MINFI and MINEPAT will participate in the Project Secretariat planning and preparation meetings relating to sub-components 1.1 and 1.2.

4. National systems would be used for sub-components 1.1 and 1.2. That is, for contract teacher salaries (*maîtres des parents* converted to contract teachers and for new ENIEG graduates recruited as contract teachers), and for the provision of teaching and learning materials. While sub-components 1.3, 1.4, 1.5, 2.1 and 2.2 would involve a combination of national systems and project specific institutional arrangements.

Sub-component 1.1*[12] *Increasing teacher availability in public primary schools in disadvantaged areas

5. *Overall institutional responsibility for managing, monitoring and evaluating the sub-component.* The *current institutional arrangements* would be largely maintained. MINEDUB (DRH) is responsible for the overall implementation and monitoring of the Contract Teacher Program (CTP). Several Government entities are involved in the CTP: (i) the Prime Minister's office, which gives prior approval to proceed with the contracting process; (ii) the Ministry of Public Function and Administrative Reform (MINFOPRA; MCS), which signs the contract; and (iii) the Ministry of Finance (MINFI), which is responsible for budget allocations and salaries payment.

6. *Specific implementation responsibilities.* To ensure efficient coordination between these actors, the Government has established a Monitoring Committee (MC) within MINEDUB. The MC includes representatives from the Prime Minister's office, MINFOPRA and MINFI. It has a

[12] References include: Government of Cameroon's report on contract teachers, EFA-FTI Project audits, AFD's report on contract teachers, EFA-FTI Project Implementation Completion and Results Report, World Bank Project Appraisal Document for the EFA-FTI Project.

Permanent Secretariat headed by the Human Resources Director of MINEDUB, and is assisted by a Technical Secretariat. The MC is responsible for (i) ensuring the coordination of the activities of the Project; (ii) preparing and organizing the overall recruitment process for contracting teachers; (iii) managing the recruitment and deployment of contracted teachers, and also for verifying teacher presence in schools; (iv) monitoring the quality of the teaching; and (v) keeping records and reporting to the development partners on all aspects of the Program. In addition, for the GPE financed Project the MC would report to the World Bank as the Supervising Entity (SE). The SE would participate in the MC's working sessions. The MINFI and the MCS shall be jointly responsible for the administrative management and disbursement, under the Project. As such, the MC would be responsible for (i) the identification and selection of the contract teachers to be paid under the Project; and (ii) the signing of the contracts with *maîtres des parents* who would be converted to contract teacher status. MINFI would be responsible for (i) identification of the payments to be made under through the Project; and (ii) issuance of wire transfer orders to the relevant central, regional, and prefectural level entities for the processing of payments.

7. *Responsibility for follow-up to assess impact*. The monitoring and evaluation (M&E) system put in place for the Year I EFA-FTI Grant provided detailed and consistent information on the implementation of activities. Therefore, the Project would use the same system. The M&E system is as follows:

(a) The primary source of information would be MINEDUB. Bi-annually, MINEDUB would submit the names of teachers, who are converted from *maîtres des parents* to contract teacher status, prepare and make available a report on the basis of spot checks to the regions, and financial information on the amounts spent on contract teachers' salaries by each region.
(b) The second source of information would be provided through regular independent technical and procedural audits as well as through the financial audits required under the Grant. *The technical and procedural audits* would assess whether: (a) the rules for recruitment and payment of salaries are being followed at the regional and sub-regional levels; (b) teachers are present in the classrooms, and (c) salaries are paid regularly. *The financial audit* examines the financial management of the Project.
(c) The third source of information would be from the *bi-annual supervision missions* conducted by the SE in collaboration with development partners. One of these bi-annual missions would occur at the time of the annual joint review of the education sector.
(d) Achievement of the Project Development Objectives[13] would be measured by a reduction in pupil teacher ratios (PTR). PTRs are measured by dividing the number of teachers by the number of students within regions and for the nation.

[13] The monitoring experience and lessons learned from the EFA-FTI Project has been taken into consideration. Composite measures for individual monitoring indicators with uncontrollable factors to measure the achievement of PDO would not be used. Thus, the variation of PTR across regions which is calculated by regressing the size of specific schools against the number of teachers in each specific school (a statistical measure) would not be used for the Project.

8. *Proposed reforms for procedural and institutional arrangements.* MINEDUB (DRH) would be the main entity for implementing, monitoring, and reporting about the CTP. The main institutional reforms would relate to: (i) the avoidance of inter-regional and the intra-regional deployment of teachers based on lessons learned from the EFA-FTI Project, and instead converting existing *maîtres des parents* to contract teacher cadre; (ii) reporting on the CTP and the *maîtres des parents*. This would involve the Prime Minister's office, MINFOPRA, and MINFI; and (iii) disbursements would be against pre-agreed indicators.

Sub-component 1.2 Provision of teaching and learning materials

9. *Overall institutional responsibility for managing, monitoring and evaluation* lies with the Inspectorate General of Education of MINEDUB. The evaluation and approval of textbooks is managed by the National Council for the Approval of Textbooks and Didactic Material.

10. Cameroon has a functioning commercial industry for textbooks. A developing publishing industry, which is considered to be stronger for English speaking textbooks than for French language textbooks is currently oriented towards supply to private schools where parents can afford to pay for textbooks. It operates: (a) under two recognized publishers' associations; (b) national authorship for textbooks is the norm and this is in line with the national policy on textbooks; (c) there are examples of good quality Cameroon-based printers but they are considered by some publishers to be more expensive than international printers and longer four color print runs tend to be printed outside Cameroon; (d) there are a number of good booksellers who maintain stock of approved textbook titles but bookselling is strongly oriented towards supply to urban areas and to rural areas where there are parents who can afford to buy; bookselling is not oriented to supplying poor areas where the textbook purchase market is negligible; and (e) parents who have to purchase the textbooks. The current debate on the book industry is healthy. Publishers have made some sensible suggestions. For example, to ensure that schools establish active textbook selection committees, that it should be recognized that authors do not have to be pedagogic inspectors or teachers, that minimum production standards for high quality books should be enforced, that the evaluation and approval methodology should be transparent and the approval complete much earlier in time for books to be made available to booksellers, and that libraries should be established in schools. There are also a few extravagant requirements such as Government support for a national paper industry. If a good compromise is reached it could strengthen the textbook industry, providing for a more transparent and more efficient system of textbook approval and, most importantly, improve the quality of the textbooks and the speed and equity of supply.

11. The National Council for the Approval of Textbooks and Didactic Material tends to change the Approved List of books (titles) every academic year although the books on the list are supposed to remain for a period of 3 years. They are then reviewed and sometimes retained for longer. Changes to books required by the Ministry, publishers and changes to curriculum often mean books have to be altered and reprinted. This is not a sensible approach. It would be better to move to a 4 or 5 year approved list where all titles are approved at the same time according to a stable system of curriculum review. This would remove annual submissions and thus the frequent textbook redundancies as old titles are removed and new titles added. The list needs to be announced in good time for publishers to be able to produce books in time for the school year.

At present the list is announced too late. Schools select the titles, publishers prepare the books, printers print the books and booksellers stock up on the books they can afford to pay for in advance and in anticipation of potential purchase, and parents purchase the books.

12. The annual change to the Approval Textbook List is a contributor to the high cost of textbooks and didactic material in Cameroon. Changing the list every year is expensive because the books have to be reprinted but they are always reprinted anyway because the books are designed to be consumable every year in Cameroon. The high cost is also due to short print runs due to few purchasers and publishers not daring to print many books because they do not know how many they can sell. Also the system is expensive because up to now the Cameroon market has been a purely private parent purchase market and because books have to be reprinted and supplied each year. This is very unusual in many parts of Africa where schools rather than parents buy the books and books are usually re-used and passed down to the next year's students. Books are reprinted because the Cameroon market is a dominantly a private school market, not a state school market and because the books are designed to be written in, making it impossible for them to be used for more than one year. They are also often sold with a consumable Activity Book, also a very expensive practice and not one that can be afforded outside a private market system.

13. *Proposed reforms for procedural and institutional arrangements.* For practical purposes, the Project would work with the existing institutional arrangements. The key reform areas would be: (i) that the National Council for the Approval of Textbooks and Didactic Material 2013 Approved List for grades 1, 2 and 3 remains unchanged/constant throughout the Project implementation period (2013/14-2016/17); (ii) through the Project financing, a pilot would be set up to demonstrate that through the production of a larger volume at lower prices, students at the early grades of primary education could benefit from low cost, durable textbooks with a target classroom life of 3-4 years that could help them to read, write and count. There is also a need to reform the current textbook evaluation system to make it more transparent and to ensure that publisher submissions are clearly in line with government policy. These reforms should create a textbook provision system with significantly reduced costs which would enable government to initiate free textbook supplies in the future. The main institutional reforms would be introduced through the adoption of a Rapid Results Strategy (RRS) for the ordering of textbooks, the publishing, printing, and distribution of the same.

Sub-component 1.3 Continued professional development for teachers and inspectors

14. *Overall institutional responsibility for managing, monitoring and evaluation* would be with MINEDUB, MINESEC, ENIEGs, Development partners, teachers and inspectors. The Project Secretariat will ensure that appropriate technical expertise is contracted as necessary. The technical expert will collaborate with the national counterparts to prepare the needs assessment, guide the preparation of the national plan for teacher pre-service and inservice training, prepare the content for teacher training, prepare the implementation plan for rolling out the training progressively over the project implementation period, prepare teacher performance guidelines, and to evaluate teacher performance. The technical expert(s) should be contracted in tandem with the technical expert(s) for sub-component 1.5 (student learning evaluation). Together the

national and international experts would prepare student evaluation materials, the tools to administer/implement the test, and grade the tests.

Sub-component 1.4 Support for girls' education

15. *Overall institutional responsibility for managing, monitoring and evaluation* of this sub-component would be with the Project Secretariat, selected non-governmental organizations (NGOs) and communities. Development partners such as UNICEF who have specific work programs in the area of girls' education would be consulted in the context of implementing this sub-component.

Sub-component 1.5 National primary education assessment framework

16. *Overall institutional responsibility for managing, monitoring and evaluation* of this sub-component would be with the Project Secretariat, the recruited evaluation and student assessment specialist. The two evaluation tests EGRA and EGMA for reading and mathematics would be prepared by the IGE, DPPC, and DEP Assessment Unit.

17. **Third-party Verification for Component 1**. The decentralized nature of the sub-components warrants third party verification. A Management Agency would be hired to follow-up on the impact of the activities under Component 1 of the Project (subsidy for contract teachers and provision of teaching and learning materials for grades 1, 2 and 3). The third-party verification agency would be responsible for developing a dedicated Rapid Results Strategy (RRS) for each of the major activities under Components 1 and 2. The description of the RRS for the Project is outlined under Component 2 Monitoring and Evaluation activities.

Component 2. Building institutional capacity for improved education service delivery

Component 2.1 Improving information, governance and accountability, and monitoring and evaluation capacity

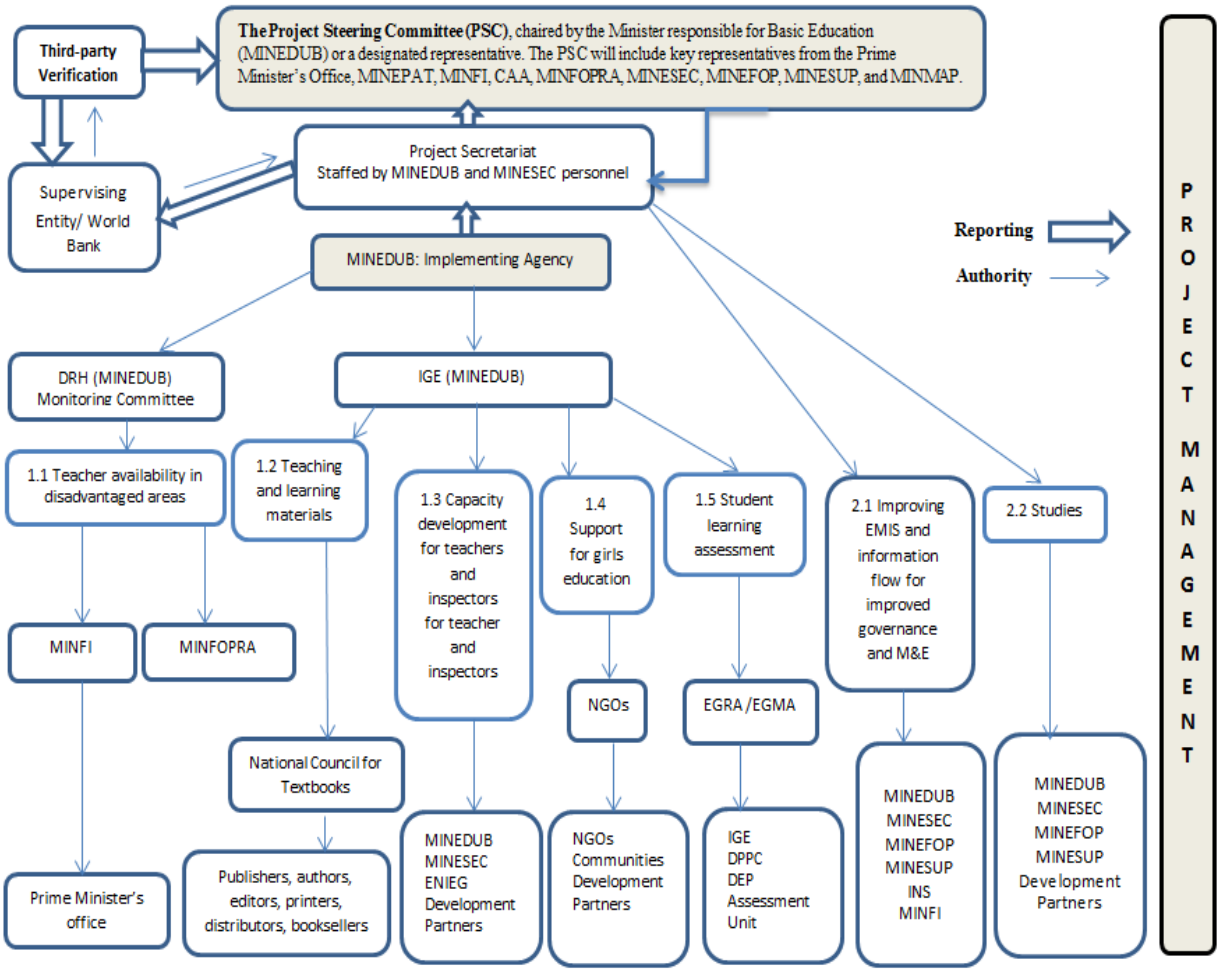
18. *Overall institutional responsibility for managing, monitoring and evaluation* of this sub-component would be with the Project Secretariat to ensure coordination with MINEDUB, MINESEC, MINEFOP, MINESUP, INS (EMIS/INS), and MINFI (Budget Transparency Initiative).

Component 2.2 Building knowledge for improved service delivery and learning

19. *Overall institutional responsibility for managing, monitoring and evaluation* of this sub-component would be with the Project Secretariat to ensure coordination with MINEDUB, MINESEC, MINEFOP, MINESUP and Development Partners (World Bank, UNESCO, UNICEF).

20. A schematic representation of the implementation arrangements is provided in Figure 3.1.

Figure 3.1. Project Implementation Arrangements



Monitoring and Evaluation

21. ***The Results Framework*** is aligned with the three-year action plan for implementing the DSSEF 2013-2020. The Results Framework is designed to track: (a) the achievement of the PDO level outcome indicator(s); (b) the service delivery (education inputs) aspects. These comprise the intermediate indicators; and (c) the disbursement-linked indicators (DLIs) are designed to track the process of achieving the key annual targets. Their achievement would trigger disbursements. Further, the second component on building institutional capacity would include the Rapid Results Approaches designed to suit each of the sub-components under Components 1. Therefore, the M&E system for the Project would comprise linked measures. Each sub-component would have a sub-system that is intended to verify results, disburse against pre-agreed indicators, monitor the financing to ensure that it is being used for the intended purposes, prepare periodic reports, and evaluate the Project specific reforms.

22. ***Timing***. Project monitoring would be undertaken continually on a quarterly, bi-annual, and annual basis. A mid-term review would be fielded no later than March 2016. Project

monitoring would be based on the key principles of: (a) ensuring that the annual budget for primary education increases; (b) pegging disbursements against results indicators; and (c) ensuring that service delivery inputs are provided to primary schools at the right time to coincide with the school academic year beginning.

23. Achievement of the PDO would be measured by annual formative evaluations of the Project cohort reading and mathematics levels. The annual student learning assessments (sub-component 1.4) would be undertaken by a third party that would prepare and administer the early grade reading assessment (EGRA) and the early grade mathematics assessment (EGMA), train the central and regional education departments through a learning-by-doing process, creating item banks, upload the expected reading and mathematics standards, elaborate the guidelines for administering the tests, code the reading and mathematics tests, analyze the data, and prepare the reports for informing the decentralized levels of the education administration, and for onward dissemination to the schools. The *tableau de bord* for individual schools would capture the data at school level and this would be linked to the education management information system at the central level. There would be wide broadcast of school performance including the resources provided (contract teachers, teaching and learning materials, and student performance on the formative evaluations). Baseline and endline data would be gathered to establish progress or regress in learning outcomes.

a. *Sub-Component 1.1 Increasing teacher availability in disadvantaged areas.* This is based on a subsidy for (a) converting a selection of existing maîtres des parents to contract teacher status in disadvantaged zones of the country with an emphasis on rural areas; and (b) for hiring new contract teachers from the local ENIEG in areas where there is an overall dearth of *maîtres des parents*. A monitoring and evaluation system had been put in place for the EFA-FTI Project. This provided detailed and consistent information on the project implementation activities. The proposed Project would use the same system, albeit strengthened to include a database for *maîtres des parents*. Three sources of information would be used:

   - *The primary source of information* would be MINEDUB. Bi-annually, MINEDUB would submit the names of teachers who have been hired, the observations of government missions to the regions, and financial information on the amounts spent on Primary Contract Teachers (PCT) salaries by region.

   - *The second source of information* would be regular independent technical and procedural audits, as well as financial audits required under the GPE grant financing. The technical and procedural audits would assess whether: (i) the rules for recruitment and payment of salaries are being followed; (ii) teachers are present in the classrooms; and (iii) salaries are paid regularly. The financial audit would examine the overall financial management of the sub-component.

   - *The third source* would be the bi-annual supervision missions conducted by the World Bank team as Supervising Entity, and in collaboration with development partners. One of these bi-annual missions occurs at the time of the annual DSSEF review.

b. *Sub-Component 1.2 Provision of teaching and learning materials*. The monitoring system for this would follow the commercial production and distribution process. Disbursements linked indicators would be used to track results and effect payments against them. Payments would be effected twice, once upon contract signature between the publisher and MINEDUB, and a second payment upon final distribution to beneficiaries and based on third party verification. Before effecting the first payment, MINEDUB and the Publishers' Association would report on: (a) using unique identifiers (Region, department, locale, school, book title, distributor/bookseller) the list of book titles requested by schools for each of the subjects French, English, and Mathematics, the price per book title, the quantities, and the list of schools; (b) the signed contracts between individual publishers and MINEDUB; and (c) the evidence of caution money is produced by MINEDUB. The final payment would be based on a graduated scale: (a) 5% less for books if not distributed to public primary schools within 30 days of publishing and printing; (b) 10% less for books if not distributed within 60 days of publishing, printing, and distribution to the schools; and (c) No final payment if books are not distributed within 90 days of publishing and printing and distributed to the schools. The Rapid Results Approach would serve as the front-end facilitation for monitoring distribution. Third party verification would provide the end-point evaluation.

c. *Sub-Component 1.3 Building capacity of teachers and inspectors.* M&E would be based on ENIEG reports for pre-service training, and cascading training and reporting by inspectors. Third party verification reports would assess the impact of the capacity development program.

d. *Sub-component 1.4 Support for girls' education*. M&E would be a key function of this sub-component. This would involve advocacy, community sensitization, follow-up, and monitoring of girls' education activities at school level. The M&E would serve as the feedback loop to assess the efficacy of the project support for girls' education.

e. *Sub-Component 1.5 National primary education assessment framework.* M&E would be the student assessment reports, information from *tableau de bord*, and third party verification reports.

24. ***Reporting***. Mechanisms would include data triangulation for verification, data analysis, dissemination, and for introducing corrective measures during Project implementation. Specific tools would include: (a) Rapid Results Approaches (RRA) to facilitate front-end performance; (b) service delivery indicators (SDI) such as tracking time on task, use of teaching materials in the classroom by teachers, use of textbooks by students, and teacher presence in the classrooms, and budget transparency tools. These would be to facilitate process measures; and (c) third party verifications (TPV) reports would ensure end-point assessments.

Financial Management, Disbursement, and Procurement

Introduction

25. **The financial management, disbursement and procurement arrangements for the Project are based on**: (i) the Financial Management Manual for World Bank-financed Investment Operations dated March 1, 2011; and (ii) lessons learned from recent implementation experience in Cameroon especially from the EFA-FTI Project and the World Bank/IDA Project.

26. **Cameroon has considerable experience working with World Bank procedures, and in the management of World Bank Projects. The proposed financial management procedures are therefore considered to be acceptable to the World Bank**. Considerable institutional capacity already exists and international knowledge transfer has been made possible over the years through technical assistance from development partners. The purpose of the financial management assessment is to determine whether the financial management system proposed for the Project is adequate, and whether the institutional parties are capable of producing timely, relevant, and reliable financial information that would allow the World Bank as Supervising Entity and Government to plan and implement the Project, monitor compliance with agreed procedures, and appraise progress towards Project objectives. The aim is to ensure that appropriate reforms in consonance with the Project activities are achieved while at the same time to achieve economy, efficiency, and effectiveness in the use of the GPE grant. The assessment is aimed at determining the readiness of the Government to adopt a hybrid approach to financing Project activities. That is, for a combination of national systems with disbursement-linked indicators to transfer funds from the World Bank as Supervising Entity directly into the Government's Treasury for a significant proportion of the Project, and adopt a traditional World Bank procurement linked disbursement of the GPE grant.

Financial Management

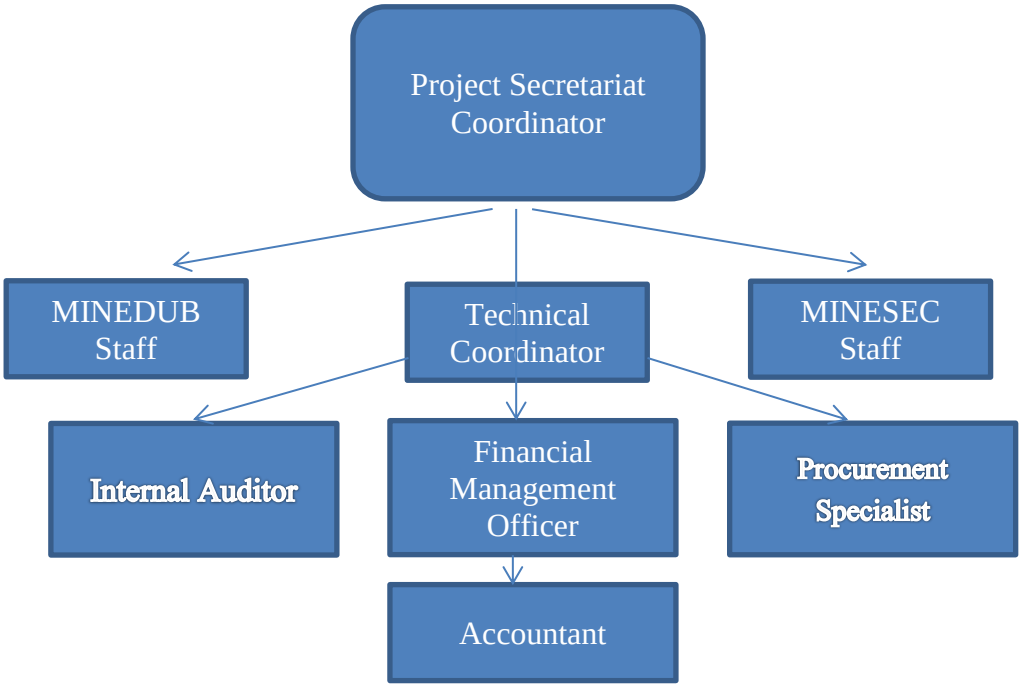
Overview of Project and implementing entity

27. National system (national teachers enrolment system and teaching and learning materials procurement system) including part of Public Financial Management System (mainly Budget, Accounting, Cash flow) would be mainly used (US$29.4 million) and for the provision of teaching and learning materials (US$13.3 million).

28. There will be no independent Project Implementation Entity (PIE) to implement the Project. The Project will be implemented by MINEDUB. A Project-specific MINEDUB Secretariat staffed with MINEDUB and MINESEC personnel, and some recruited staff (dedicated financial management and procurement specialists, an accountant, data management specialist, report-writing and archiving assistant), would be responsible for the day-to-day functions of the Project. They would be paid through Government funds. A *Secretariat Coordinator* and a *Technical Coordinator* would be jointly responsible for supporting MINEDUB to implement the Project. The Project Secretariat would report to the Ministers of MINEDUB and MINESEC, and to MINEPAT. The SE would provide technical assistance to the Project Secretariat and participate in working meetings. Representatives of the *Caisse Autonome*

d'Amortissement (CAA) of the MINIFI and MINEPAT will participate in the Project Secretariat planning and preparation meetings relating to sub-components 1.1 and 1.2.

Figure 3.2. Project administration organization



Country PFM situation and Use of Country System

29. Following the 2006 Public Expenditure Management and Financial Accountability Review (PEMFAR) and 2007 Public Expenditure and Financial Accountability (PEFA) that identified several weaknesses in Cameroon's Public Financial system (budget credibility, comprehensiveness and transparency, policy-based budgeting, budget execution, accounting and reporting, auditing and external scrutiny), the country has been embarked on implementing comprehensive reforms to improve budget transparency and efficiency. This has resulted in the elaboration of the *Nouveau Régime Financier de l'Etat* (2007) and a public financial management modernization plan (PFMP) covering the 2009-2015 period. The Government is also introducing program budgeting in the 2013 budget year as part of the reforms. The PFMP is composed of seven strategic pillars (planning, budget execution-revenue, donors financing, budget execution-expenses, accounting, cash and debt management and internal and external control). The objectives are to be achieved through the implementation of 170 actions under the leadership of a dedicated high level Committee (*Comité de Pilotage des Réformes des Finances Publiques*).

30. An independent midterm review of PFMP showed that 18 percent of the actions have been implemented, about 37 percent are ongoing, and the remaining 45 percent are yet to be

implemented. The review points to the need for undertaking an assessment on the use of country systems to determine modalities that could be used for donor financed projects. Once the assessment has been completed, the World Bank will review and analyze the potential opportunities to retrofit on the entire portfolio. The detailed financial management arrangements are described below.

31. The proposed financial management and disbursements arrangements comply with the Financial Management Manual for World Bank-financed Investment Operations dated March 1, 2011. MINEDUB and the Project Secretariat financial management system have been assessed to determine whether (i) MINEDUB has adequate financial management arrangements to ensure that the project funds would be used for its intended purposes, and in an efficient and economical way; (ii) the financial reports would be prepared in an accurate, reliable, and timely manner; and (iii) the Project assets would be safeguarded. The conclusion is that subject to the implementation of the mitigation measures outlined below, MINEDUB's financial management system would comply with the World Bank's requirements under OP/BP10.00[14].

32. ***Risk Assessment and Mitigation measures*.** The Project fiduciary management would be the responsibility of the Project Secretariat. The overall residual risk rating is Substantial. The assessment undertaken during preparation recommends the following mitigations measures: (a) the recruitment of a technical auditor for the Project to perform indepth reviews of payments made to Contract teachers to ensure the reliability of listing and figures provided; (b) the recruitment of one financial management specialist and one accountant; (c) the recruitment of an internal auditor and an external auditor for the financial audit; (d) the upgrading of the World Bank/IDA project (Education Development Capacity Building Project) information system (Tompro) to manage the Project; (e) the adoption of an Financial Management Procedures Manual as part of the Project Implementation Manual with a more detailed description of roles and responsibilities for the use of country systems relating to the production and distribution of teaching and learning materials, and the roles and responsibilities of the publishing industry. The risk assessment, risk rating and mitigation measures are outlined in Table 3.1.

Table 3.1 Financial Management Risk Assessment, Risk Rating and Mitigation Measures

Risk	Risk Mitigating Measures Incorporated into Project Design	Residual Risk/ Risk rating	Preparation/ Implementation
Inherent risk		**High**	
Country level Delay in the implementation of the PFM master plan could hamper the governance.	Implement PFM reform agenda with the support of Word bank and others donors (AfDB and EU).	**High**	
Entity level		**Substantial**	

[14] Projects supported by Investment Project Financing are governed by Operational Procedures (OP) and Bank Procedures (BP) 10.00, and its related provisions.

Based on the lessons learned from implementing the EFA–FTI Project, MINEDUB's record for managing the EFA-FTI financed project was rated as moderately satisfactory due to weak capacity.	Recruit a qualified financial management officer and one accountant with a track record in World Bank financed projects. Rely on third party verification to assess the technical and financial aspects on contract teachers' salaries and textbooks distribution		Implementation Implementation
Project level Payment to ghost contract teachers. Unreliable data from the payroll. Teaching and learning materials not delivered to the beneficiaries.	Rely on third party verification to assess the technical and financial aspects on contract teachers' salaries and textbooks distribution. Perform Rapid Results Approach (RRA) to closely monitor teacher absenteeism and attrition, and obtain disaggregated data. Involve CONSUPE in spot control checks. Perform Rapid Results Approach (RRA) to reduce the elapsed time to procure and deliver inputs, and to determine if the teaching and learning materials have been delivered to schools. Deploy the BTI to improve transparency and accountability in the management of Project activities, and limit irregularities such as duplicate contracts (teachers recruited as contract teachers in several schools) or students complaining of not having received textbooks due to them or school management committees (SMCs) complaining of not having received budgeted students' desks and benches, etc.	**Substantial**	Implementation
Control Risk		**Substantial**	
Budgeting Delay in preparing yearly budget and inappropriate monitoring of budget execution resulting in delay in achieving Project objectives.	Follow strictly budget procedures and timeline as per administrative and financial manual of procedures. Ensure that the annual work program is in line with the procurement plan to prevent any delay due to the procurement process. Track budget variances and take proactive decisions.	**Moderate**	Implementation Implementation Implementation
Accounting Lack of capacity (staffing) for financial management of the GPE financed project which would result in delay and inaccuracies in recording financial transactions.	Recruit a qualified finance officer and one accountant with a track record in World Bank financed projects.	**Moderate**	Implementation

Internal Controls and Internal audit Absence of coordination and description of roles and responsibilities of publishers and MINEDUB. Poor quality of teaching and learning materials and those not delivered to the beneficiaries and payment of ghost contract teachers.	Adopt an administrative and financial manual of procedures as part of project implementation manual. Recruit an internal auditor Describe in detail the roles and responsibilities of the third party for ensuring the verification of contract teachers' salaries, and teaching and learning materials. Perform RRA and BTI.	**Substantial**	Implementation Preparation / Implementation Preparation/ Implementation
Funds Flow Funds may be diverted or used for ineligible expenditures for components other than contract teachers' payment. Risk of delay in the disbursement of the funds under the component 1 in the absence of measurable DLIs.	Open a Designated Account in an acceptable commercial bank into which funds will be deposited. Rely on third party verification for contract teachers' salaries, textbooks. Agree on a modus operandi to produce the DLIs.	**Substantial**	Preparation Implementation Negotiations
Financial Reporting and Monitoring Lack of adequate accounting software that could delay the submission of agreed IFRs and annual project financial statements	Update the World Bank/IDA project (Education Development Capacity Building Project) accounting software (Tompro) to handle the project's transactions and generate the required financial information. Agree on IFR template.	**Substantial**	Preparation / Implementation
External Auditing Inadequate audit opinion	Recruit qualified and independent external auditors under Terms of reference (TORs) satisfactory to the Bank. The audit would be performed according to internationally recognized standards, the scope and the objectives of the audit tailored to the particularity of the project.	**Moderate**	Implementation
Fraud & Corruption Risk of fraud & corruption in the contracts management	***Ex post controls***: financial internal audit and external audit, and integrated fiduciary review would be performed. ***Ex ante controls***: Third party verification would be undertaken for contract teachers' payments, and teaching and learning materials distribution RRA and BTI will complement the third party verification.	**Substantial**	Implementation Implementation

The overall residual risk rating is **Substantial**.

33. **Strengths.** The World Bank/IDA project's (Education Development Capacity Development Project) existing Project Implementation Manual outlining procedures would serve as a basis to draft and adopt a new Financial Management Manual for the proposed Project.

34. **Key weaknesses and Action Plan to reinforce the control environment.** Table 3.2 outlines the risks and mitigation measures.

Table 3.2 Weaknesses and Action Plan to reinforce the control environment

Significant Weaknesses or risks	Actions	Responsible	Completion
MINEDUB staff is not familiar with World Bank's financial management procedures	Recruitment of one qualified Financial Management Officer, an internal auditor, and one Accountant for the Project Secretariat	MINEDUB	Within 3 months after effectiveness
Weak internal control system	Adoption of the Project Implementation Manual outlining procedures Update of the computerized information system/ accounting software (Tompro) to manage the Project Recruitment of third party verification agents Recruitment of an external auditor	MINEDUB	Prior to Effectiveness Within 3 months after effectiveness Within 3 months after effectiveness Within 4 months after effectiveness

Funds flow arrangements

35. Two mechanisms of disbursement are proposed for this project:

36. Funds will flow from the World Bank to National Treasury (for reimbursement) or a Designated Account A for a ceiling amount of CFAF 1,600,000,000 and Designated Account B for a ceiling amount of CFAF 580,000,000 opened in acceptable commercial bank (for advance payment) on the basis of appropriate evidence or technical and financial reporting. The WAs will be supported by a Statement of Expenditure customized to the specifics of contract teachers' salaries payment or learning and teaching materials.

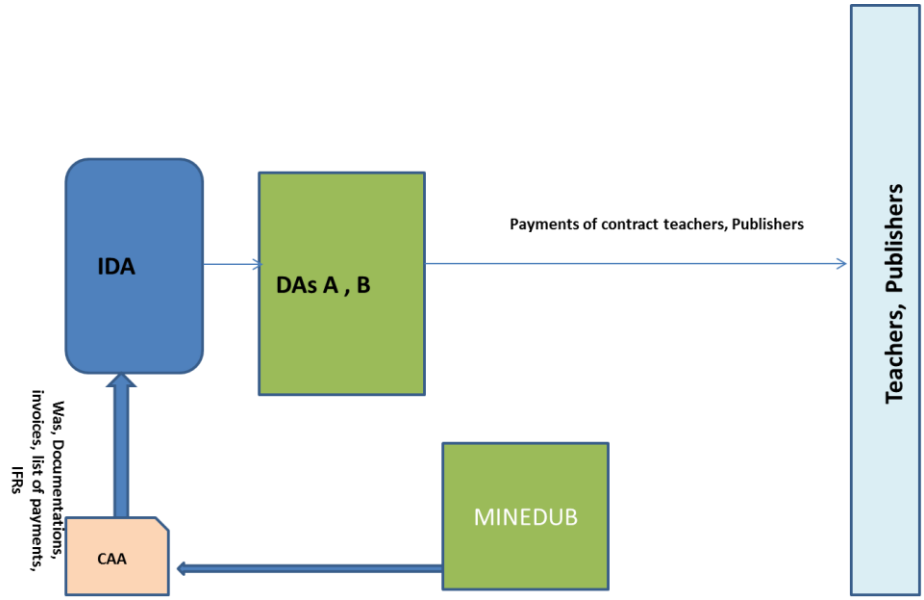
37. The proposed schedule of tranches of payment is outlined in detail in the disbursement sub-section below. The disbursement-linked indicators and the protocol for disbursements capture the financial and technical verification aspects.

Funds flow chart

38. Funds flow would be based on an advance of four months' salary for sub-component 1.1, and an advance payment for sub-component 1.2 to enable Government to pay for contract teachers (*maîtres des parents* converted to contract teacher status and new ENIEG graduates recruited as contract teachers), authors, publishers, and printers. The GPE funds would be

disbursed to the DA A and B for the payment of these advances once acceptable evidence is provided to IDA. For expenditures to be reimbursed and that met criteria and conditions set in the DLIs, funds will flow to Government Treasury account. The ceiling of DA A and DA B is respectively XAF 1,6 billion and 580 million.

39. Figure 3.3 shows the funds flow for contract teachers and for teaching and learning materials.



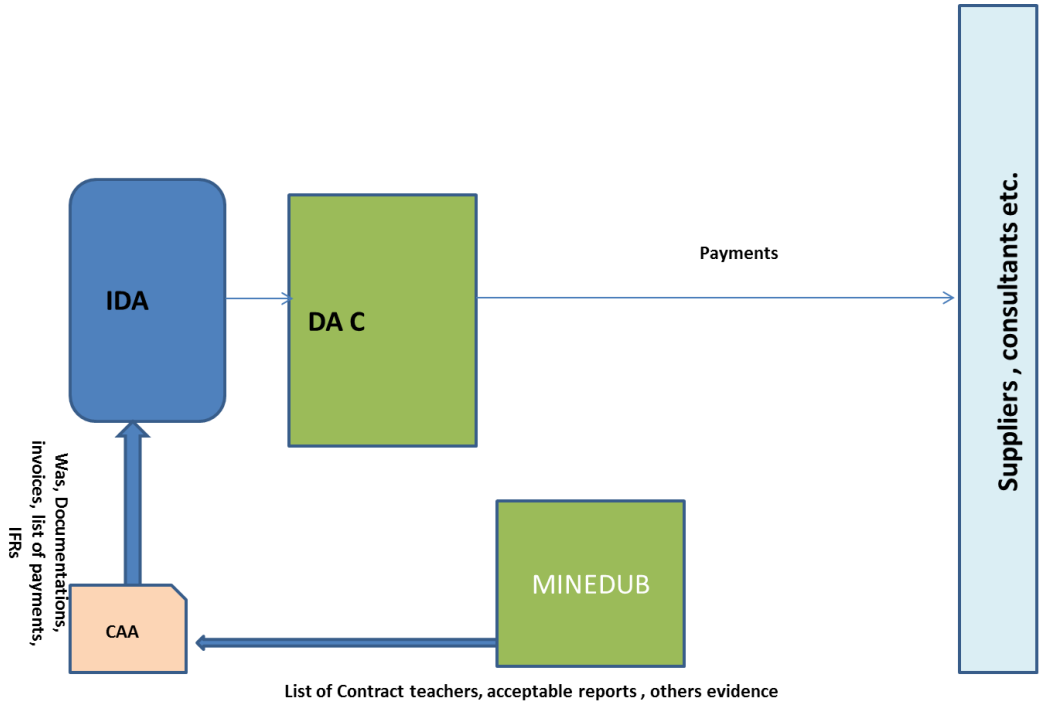
40. For the payments to Publishers, the conditions should be fulfilled:

- ✓ Payment of an advance of 40% into a Designated account B a commercial bank acceptable to World Bank.
- (i) MINEDUB provides an attestation that the 2013 Approved List of textbooks for primary grades 1, 2 and 3 remains constant during each of the project implementation years.
- (ii) Publishers provide to MINEDUB a caution from an acceptable and financially sound commercial bank.
- ✓ The release on the second Tranche of 60% will be subordinated to an acceptable report from verification third party that the books have reached the schools. A Rapid Results Strategy (RRS) through the proposed third-party verification—contracting a management agency- will be used and penalties as follow will apply: (i) 5% less for books if not distributed within 30 days of publishing and printing: (ii) 10% less for books if not distributed within 60 days of publishing and printing; and (iii) no final payment if books are not within 90 days of publishing and printing.

41. The scope of third party verification may be extended to ensure that the books which reached the schools are maintained in the schools for certain time. If not, the Government will refund the full amount of indicators cost unit of missing textbooks.

3. Funds flow arrangements for other components

42. A Designated Account C for a ceiling amount of CFAF 1,000,000,000 will be opened in a commercial Bank acceptable to the Bank and managed by the joint signature of the *Caisse Autonome d'Amortissement* or CAA's General Manager and Deputy Manager. The DA C will receive an initial advance of XAF 1 billion and will be replenished regularly through monthly Withdrawal Applications. Payments will be made to service providers as needed and as per disbursement letter.



Disbursement arrangements

43. For subcomponent 1.1 and 1.2, disbursements will be made in accordance with the proposed disbursement schedule in Table 3.3(a) and 3.3(b), and will be based on customized statement of expenditures prepared by MINEDUB. The customized SOEs will identify actual expenditures incurred in the program for contract teachers' salaries and teaching and learning materials. Specially, disbursements will be conditioned on the compliance with DLI targets as proposed in Annex 1. The reimbursement method will be used to reimburse the government for expenditure pre-financed as expected to be the case for salary payments and learning materials for the last 8 months of the school calendar year. Advances will also be made for the first four months to enable the government to meet the first payment of school calendar year, hence a designated account will be opened and managed by MINEDUB through the CAA in line with standing procedures in Cameroon. For all other components, all four disbursement methods (reimbursement, advance, direct payment and special commitment) could be used by MINEDUB to withdraw the grant proceeds. Standard SOEs or records will be used to support withdrawal applications. For these components, a separate DA will be opened in a commercial bank acceptable to the Association. The borrower will continue to use electronic delivery of applications to ensure expeditious processing of withdrawal applications.

44. Tables 3.3(a) and 3.3(b) specify the eligible expenditures categories that are to be financed by the GPEF, the financial allocations against each category, and the percentage of expenditures to be financed in each category.

Table 3.3(a) Allocation of GPEF Grant Proceeds

Category	Amount of the Grant Allocated (expressed in USD)	Percentage of Expenditures to be Financed ([inclusive] of Taxes)
(1) Salaries under Part 1 (a) of the Project	29,376,000	100%
(2) Goods for Part 1(b)(i) of the Project	9,219,804	100%
(3) Goods, non-consulting services, consultants' services, Training and Operating Costs under Parts, 1(b)(ii), 1(c), 1(d), 1(e), 1(f) and 2 of the Project	13,704,196	100%
(4) Unallocated	1,000,000	
TOTAL AMOUNT	**53,300,000**	

Table 3.3 (b) Disbursement-Linked Indicators

Disbursement Linked Indicators	Actions to be completed	Disbursement Category	Amount of Financing Allocated in 2014/15 (in USD)	Amount of Financing Allocated in 2015/16 (in USD)	Amount of Financing Allocated in 2016/17 (in USD)
1. Letter from MINEDUB confirming the budget commitments for (i) ongoing CTP; and (ii) Project CTs and (iii) list from MINEDUB/ DRH with the names and unique contract reference numbers for the teachers who have been newly converted /Recruited	• Government budget includes salary commitments for 4 months (September-December) and for 8 months (January-August) • MINEDUB creates MINFOPRA list A, and MINFOPRA list B • MINEDUB has applied the agreed objective targeting criteria for selecting maîtres des parents to be converted to contract teachers and for recruiting new ENIEG graduates as contract teachers where necessary	(1) Salaries under Part 1(a) of the Project	3,329,280 (33%)	3,231,360 (33%)	3,231,360 (33%)
2. Finalized technical verification report of the Project CTs satisfactory to the Bank by August and Finalized financial audit report of the Project CTs including SIGIPES & ANTILOPE reports satisfactory to the Bank, by August	• Third party technical verification for technical compliance • Financial audit of the Project CT	(1) Salaries under Part 1(a) of the Project	6,658,560 (67%)	6,462,720 (67%)	6,462,720 (67%)
3. Government provides a written guarantee/ undertaking that the (i) 2013 Approved Booklist for primary grades 1, 2 & 3 will remain constant during each of the Project implementation years; and (ii) that the same textbooks/titles selected during the first year of the project will remain constant during the project implementation period	• Government budget to include 100% financing for primary grades 1, 2 and 3 *Note*: The Project will finance according to the following criteria: (a) for primary grade 1 textbooks the unit prices will not exceed US$3.00; (b) for primary grade 2 textbooks the unit price will not exceed US$3.50; (c) for primary grade 3 textbooks the unit price will not exceed US$4.20; and (d) reading books unit price will not exceed US$2.25. Should the unit cost exceed the Project specified ceiling price, Government would finance the difference. If, however, the unit cost is below the Project specified ceiling price, Government would ensure that more textbooks are produced and supplied to public primary schools.	(2) Goods for Part 1(b)(i) of the Project	1,143,090 (40%)	1,133,388 (40%)	1,111,443 (40%)
4. Finalized technical verification report of publishing, printing, and distribution of teaching and learning materials satisfactory to the Bank 5. Finalized financial audit report of publishing, printing, and distribution of teaching and learning materials, statistics,	• Third party technical verification to review technical compliance • Financial audit of the institutional capacity of MINEDUB		All teaching and learning materials have reached public primary schools in time for the academic year. [100% of 60%]		
		(2) Goods for Part 1(b)(i) of the Project	1,714,635	1,700,082	1,667,165
			All teaching and learning materials have reached public primary schools 30 days after the start of the academic year. [95% of 60%]		

inventory/data satisfactory to the Bank		(2) Goods for Part 1(b)(i) of the Project	1,571,749	1,558,409	1,528,234
			All teaching and learning materials have reached public primary schools 60 days after the start of the academic year. [90% of 60%]		
		(2) Goods for Part 1(b)(i) of the Project	1,428,863	1,416,735	1,389,304
			All teaching and learning materials have reached primary schools 90 days after the start of the academic year.		
			0.00	0.00	0.00

Financial conditions of Effectiveness

45. The following are the financial conditions of effectiveness:

(a) The Grant Agreement is executed and delivered on behalf of the Recipient, and it is duly authorized or ratified by all necessary governmental action.

(b) The Recipient has established the Project Steering Committee in accordance with the provisions of Section I.A.1(a) of Schedule 2 to the Grant Agreement.

(c) The Recipient has established the Project Secretariat in accordance with the provisions of Section I.A.2(a) of Schedule 2 to the Grant Agreement.

(d) The Recipient has nominated a project coordinator to the Project Secretariat in accordance with the provisions of Section I.A.2(b) of Schedule 2 to the Grant Agreement.

(e) The Recipient has adopted the Project Implementation Manual in accordance with the provisions of Section I.C.2 of Schedule 2 to the Grant Agreement.

(f) The Recipient has set up, within the Project Secretariat, a comprehensive record keeping system satisfactory to the World Bank in accordance with Section III.E of Schedule 2 to the Grant Agreement.

(g) The Recipient has included the first four months of the First Cadre's salary allocation in its FY2014 budget in accordance with Section V.A.2(a) of Schedule 2 to the Grant Agreement.

Dated Covenants

46. There are five dated covenants:

- Recruitment of one qualified Procurement Specialist for the MINEDUB Project Secretariat within one (1) month after effectiveness.

- Recruitment of one qualified Financial Management Officer and One Accountant within three (3) months after effectiveness, and one internal auditor for the MINEDUB Project Secretariat within one (1) months after effectiveness.

- Update of the computerized information system/accounting software (Tompro) to manage the Project within 3 months after effectiveness.

- Recruitment of an external auditor within 4 months after effectiveness.

- Not later than August 31 in each calendar year (or one month after the Effective Date for the first year of Project implementation), the Recipient shall prepare and furnish to the World Bank a draft annual work plan and budget for the Project (including Training and Operating Costs) for the subsequent calendar year of Project implementation, of such scope and detail as the World Bank shall have reasonably requested.

Technical covenant

47. There is one technical covenant:

- The recruitment of third party verification agents.

FM Standard Covenants

48. There are five FM covenants:

- Annual detailed work program, budget, procurement plan, and disbursement forecasts would be prepared by June 30 of each Project year.

- Quarterly unaudited interim financial reports (IFRs) would be generated from the computerized financial management system in accordance with the format agreed with the World Bank as Supervising Entity and submitted to the Supervising Entity within 45 days of the end of each calendar quarter. The IFRs will include: (i) sources and uses of funds by the classifications of project expenditures; (ii) a comparison of budgeted and actual project expenditures (commitment and disbursement) to date and for the quarter; (iii) a statement of the use of funds by component or activity; (iv) designated account activity; and (v) a physical progress report on the implementation of the Project.

- Periodic internal audit by a qualified internal auditor on the basis of predetermined terms of reference, and the report would be made available to the SE.

- Annual financial audit by a reputable and independent auditing firm based on terms of reference that is satisfactory to the World Bank as Supervising Entity.

- Third party technical verifications and reports on an annual basis to inform financial disbursements for the Project.

49. ***Staffing***. One qualified financial management officer and one accountant will be recruited competitively to ensure the financial management of the project. They will technically report to the Director of Financial Affairs (DAF) of MINEDUB. Their role and responsibility will include: (i) preparation of Withdrawal applications; (ii) preparation of periodic financial reports and annual financial statements; (iii) bookkeeping; and (iv) project assets safeguard. Staff from the DAF of MINEDUB will be involved and will receive training on World Bank financial management procedures at the project launching and periodically.

50. ***Budgeting***. The overall responsibility for preparing a consolidated annual work plan and budget will lie with MINEDUB with support from the financial management officer under the leadership of the MINEDUB's DAF. This will be done in line with the program based budget currently in force in Cameroun. The different steps of budget management (preparation, revision, adoption, and execution) will be detailed in the Project Implementation Manual. The annual work plan and budget will be prepared, submitted to the Bank for approval no later than the end of January (or one month after the Effective date for the first year of the project), and then approved by the Steering Committee. The annual work program will be in line with the procurement plan to prevent any delay due to the procurement process. A budget execution report will be included in a quarterly interim financial report to enable the project's implementation to be monitored.

51. ***Accounting Arrangements and System***. The financial management officer will have the overall responsibility for maintaining the accounts of the project activities and ensuring that the annual financial statements are produced in a timely manner and in accordance with the accounting standards that are in effect in Cameroon.[15] PASE's computerized accounting system will be upgraded to record the project's transactions and to produce the required periodic reports.

52. ***Internal Control***. The administrative, financial, and accounting procedures will be defined in the administrative, accounting, and financial procedures manual as part of project's implementation manual. The manual will include a clear description of the initiation and approval processes with respect to segregation of duties. A clear mechanism for distributing text books will be described in the manual. The financial management officer will be responsible for maintaining all necessary controls to ensure: (i) that the project funds are used only for the intended purposes in an efficient and economical way; (ii) the preparation of accurate, reliable, and timely periodic financial reports; and (iii) that the project's assets are adequately safeguarded. The World Bank LOA and financial management (FM) units will provide adequate training in disbursement and FM procedures to the project FM team. All of these measures will enhance the internal control system. Ongoing PFM reforms master plan identified some actions related internal control and the implementation of the latter with donors supports will enhance the internal control system of project's components implemented via country system.

53. ***Internal Audit***. CONSUPE will be involved to perform a periodic control and the report will be made available to IDA. An internal auditor would also be hired to perform a risk-based

[15] The accounting principles set out by *L'Organisation pour l'Harmonisation en Afrique du Droit des Affaires*– OHADA.

audit. The terms of reference for this internal auditor would be submitted to the World Bank for approval. The internal auditor would submit periodic reports on findings and recommendations to strengthen the internal control system.

54. ***Financial Reporting and Monitoring***. As country's financial reports are not made available timely and are not compliant with IPSAS, tailored Quarterly financial reports will be agreed during negotiation. The quarterly interim financial reports (IFRs) to be generated from the computerized financial management system will be presented in accordance with the format agreed with IDA and submitted to IDA within 45 days of the end of each calendar quarter. The IFRs will include: (i) sources and uses of funds by the classifications of project expenditures; (ii) a comparison of budgeted and actual project expenditures (commitment and disbursement) to date and for the quarter; (iii) a statement of the use of funds by component or activity; (iv) designated account activity; and (v) a physical progress report on the implementation of the project.

55. ***External Auditing***. The annual financial statements and quarterly IFRs prepared by the Project Secretariat as well as the internal control system will be subject to an annual audit by a reputable and independent auditing firm based on terms of reference that are satisfactory to IDA. The scope of the audit will be tailored to the project's specific risks in accordance with World Bank requirements and will be agreed upon with the government. In particular, the independent auditor will audit the use of all funds flowing from the designated account to the ultimate beneficiaries. The project will comply with the World Bank's access to information and disclosure policies by making of all disclosable audit reports publicly available promptly after receiving them. The project's external auditor will be hired within six months of effectiveness. A single audit opinion, in compliance with International Standards on Auditing, will be issued and will cover all project receipts, payments, and accounts. The audited financial statements, along with the auditor's report and management letter (incorporating management's comments) covering any identified internal control and accounting system weaknesses, will be submitted to IDA within six months of the end of each financial year. In addition, a separate operational audit will be conducted for funds disbursed under the cash transfers program.

56. ***Technical audit or third party verification***. An audit firm will be recruited to ensure third party verification for component related to teaching and learning materials, and salaries reimbursement for contract teachers. The terms of reference of these verifications will be detailed in the project implementation manual. The tranche of related to salaries payment and the second tranche of textbooks delivery by publishers will be made after submission to IDA of an acceptable report by the third party technical auditor.

Table 3.1. Financial Management Action Plan

Action to be undertaken	Time-frame	Responsible body	Comments
1. Agree on interim financial report (IFR) format	Negotiations	MINEDUB	Completed
2. Prepare the appropriate terms of references for the recruitment of an external auditor	Negotiations	MINEDUB	Completed
3. Adopt an accounting, financial, and administrative manual of procedures	Effectiveness	MINEDUB	

Action to be undertaken	Time-frame	Responsible body	Comments
4. Recruit one FMS, one accountant	Within three months after effectiveness	MINEDUB	
5. Recruit one internal auditor	Within one month after effectiveness	MINEDUB	
6. Recruit third party verification reputable firm	Following project effectiveness	MINEDUB	
7. Update computerized information system (Tompro) for the financial management of the	Within three months after effectiveness	MINEDUB	
8. Recruit a reputable external auditor	Within four months after effectiveness	MINEDUB	

57. **Conclusions of the FM Assessment:** The overall residual FM risk is considered **Substantial**. The proposed financial management arrangements for this project are considered adequate and met the Bank's minimum fiduciary requirements under OP/BP10.00.

58. **Implementation support Plan:** FM implementation support intensity and frequency will be in line with risk-based approach, and will involve a collaborative approach with the entire Task Team. A first implementation support mission will be performed two months after the project effectiveness. Afterwards, the missions will be scheduled by using the risk based approach model and will include the following diligences: (i) monitoring of the financial management arrangements during the supervision process at intervals determined by the risk rating assigned to the overall FM Assessment at entry and subsequently during Implementation (ISR); (ii) integrated fiduciary review on key contracts, (iii) review the IFRs; (iv) review the audit reports and management letters from the external auditors and follow-up on material accountability issues by engaging with the task team leader, Client, and/or Auditors; the quality of the audit (internal and external) is to be monitored closely to ensure that it covers all relevant aspects and provide enough confidence on the appropriate use of funds by recipients; and, (v) others assistance to build or maintain appropriate financial management capacity and efficient internal control system.

59. **Covenants**—MINEDUB ensures that the 2013 Approved List of textbooks for primary grades 1, 2 and 3 remains constant during each of the Project implementation years.

Stipulations: - World Bank payment for publishing, production, and distribution would not exceed: (i) US$3.00 per textbook for Grade 1 (SIL/CL1/CPS); (ii) US$3.50 for Grade 2 (CP/CL2); and (iii) US$4.20 for Grade 3 (CE1/CL3); US$2.25 for readers at grades Grade 1, 2 and 3; and stationery (a package of exercise books 2, pencils 2, sharpeners 1, ruler 1) for each student.
- Government guarantees that the 2013 Approved List would be held constant. Publishers Union would be a signatory to the guarantee.

Tranche 1: Payment of advance (40%)

World Bank → Government Treasury on the basis of
- MINEDUB making advance payments;

- Satisfactory signed contracts between MINEDUB and publishers to publish, produce, and distribute teaching and learning materials within the stipulated ceiling prices for the books; and
- Caution money on the basis of a commercial bank letter from publisher to MINEDUB.

Tranche 2: Final payment (60%)

World Bank → Government Treasury on the basis of verifying that:

- The teaching and learning materials have reached the schools.
  [Use of a Rapid Results Strategy (RRS) through third-party verification i.e., contracting a management agency]

Proposed Penalties:

5% less for books if not distributed within 30 days of publishing and printing.
10% less for books if not distributed within 60 days of publishing and printing.
No final payment if books are not within 90 days of publishing and printing.

Reporting: An electronic inventory system would be used to track the books that are produced, printed, and distributed. Audits of publishers' books of accounts, technical audits through third party verification by a management agency and the local communities, and school report cards would be used to track and triangulate data on inventory.

Technical audits and supervision missions

60. The Bank will exercise quality control. Control mechanisms, including reporting would be prepared on bases of the existence and performance of the teachers. This would be undertaken during supervision missions and through technical audits. The selection procedures, job description and terms of employment would be deemed acceptable by the Bank. For the contract teachers hired in 2010 and 2011, compliance of the rules was attested by the 2012 Technical Audit. For the PCTs to be hired in 2014, 2015, and 2016, compliance verification would be carried out between April and June of each year, through the regular bi-annual supervision of the project, on the basis of the results of the Technical Audits and Specific Audit.

Procurement

Guidelines

61. **Procurement** for the Project will be carried out in accordance with the World Bank "Guidelines: Procurement of Goods, Works, and Non-Consulting Services under IBRD Loans and IDA Credits & Grants by World Bank Borrowers" dated January, 2011; and "Guidelines: Selection and Employment of Consultants under IBRD Loans and IDA Credit & Grants by World Bank Borrowers", dated January, 2011, and the provisions stipulated in the Legal Agreement. Procurement (goods and non-consulting services) or Consultant Selection methods, prequalification, estimated costs, prior review requirements, and time-frame will be agreed in the Procurement Plan. The Procurement Plan will be updated at least annually or as required to

reflect the actual project implementation. The Bank's Standard Bidding Documents (SBD) or Cameroon's National Standard Bidding Documents satisfactory to the Association will be used. To the extent practicable the Bank's Standard Bidding Documents for goods and Standard Requests for Proposals, as well as all standard evaluation forms, will be used throughout project implementation.

62. **Advertising.** A comprehensive General Procurement Notice (GPN) will be prepared by the Borrower and published in the United Nations Development Business online (UNDB online) following Board Approval, to announce major consulting assignments and any international competitive bidding (ICB). The GPN shall include all ICB for goods and non-consulting services contracts and all large consulting contracts (i.e., those estimated to cost US$300,000 or more). In addition, a specific procurement notice is required for all works and goods to be procured under ICB in UNDB online. Requests for Expressions of Interest (EOI) for consulting services expected to cost more than US$300,000 shall be advertised in UNDB online. An EOI is required in the national gazette, a national newspaper, or an electronic portal of free access for all consulting firm services regardless of the contract amount. In the case of NCB, a specific procurement notice will be published in the national gazette, a national newspaper, or an electronic portal of free access. Contract awards will also be published in UNDB, in accordance with the Bank's Procurement Guidelines (para. 2.60) and Consultants Guidelines (para. 2.28).

63. **Requirements for National Competitive Bidding**. Goods and non-consulting services contracts will use National Competitive Bidding (NCB) procurement methods in accordance with national procedures using Standard Bidding Document acceptable to IDA and subject to the additional requirements:

- In accordance with paragraph 1.16 (e) of the Procurement Guidelines, each bidding document and contract financed out of the proceeds of the financing shall provide that (i) the bidders, suppliers, contractors and their subcontractors, agents, personnel, consultants, service providers, or suppliers shall permit the World Bank as Supervising Entity, at its request, to inspect all accounts, records and other documents relating to the submission of bids and contract performance, and to have said accounts and records audited by auditors appointed by the World Bank/Supervising Entity; and (ii) the deliberate and material violation of such provision may amount to an obstructive practice as defined in paragraph 1.16 (a)(v) of the Procurement Guidelines:
- Invitations to bid shall be advertised in national newspapers with wide circulation.
- The bid evaluation, qualification of bidders and contract award criteria shall be clearly indicated in the bidding documents.
- Bidders shall be given adequate response time (at least four weeks) to submit bids from the date of the invitation to bid or the date of availability of bidding documents, whichever is later.
- Eligible bidders, including foreign bidders, shall be allowed to participate.
- No domestic preference shall be given to domestic contractors and to domestically manufactured goods; and association with national firm shall not be a condition for participation in a bidding process.

- Bids are awarded to the substantially responsive and the lowest evaluated bidder proven this bidder is qualified. No scoring system shall be allowed for the evaluation of bids, and no "blanket" limitation to the number of lots which can be awarded to a bidder shall apply.
- Qualification criteria shall only concern the bidder's capability and resources to perform the contract taking into account objective and measurable factors.
- Fees charged for the bidding documents shall be reasonable and reflect only the cost of their printing and delivery to prospective bidders, and shall not be so high as to discourage qualified bidders.

64. **Procurement Environment.** Recent changes in the Cameroon legislation have modified the institutional architecture of the bodies responsible for public procurement in the country. The new organizational structure was introduced through three decrees issued on 8 March, 2012, and recently on August 5, 2013. No special exceptions, permits or licenses need to be specified in the Financing Agreement since the procurement code, approved by the President of the Republic in September, 2004 allows International Development Association (IDA) procedures to take precedence over any contrary provisions in local regulations.

65. Procurement arrangements for Bank-financed projects in Cameroon have been under discussion for some time as the national system has been revised to shift responsibility for the bulk of procurement and contract management from decentralized agencies to a newly created Ministry of Public Contracts (MINMAP). IDA fielded a procurement mission between October 31 and November 10, 2012 to assess the potential effects these changes and notably the possible effect on Bank-financed projects in Cameroon. The mission concluded that the new centralized system could lead to a number of positive outcomes. However, concerns were raised with respect to technical and legal responsibilities as well as regulatory issues. This mission was followed by another one conducted jointly with other Development Partners based in Cameroon during the period of January 28 to February 3, 2013, in order to (i) discuss the recommendations of the initial mission; (ii) facilitate the transition from the old to the new procurement system; and (iii) ensure the smooth implementation of the Bank financed projects. MINMAP has confirmed in writing to the Bank that it accepts the proposed short term measures of the donors concerning existing projects as identified in the documents of negotiations and the legal agreements, which consist of the creation of special tender boards with full procurement responsibility and the MINEDUB Project Secretariat in charge of the publication of tenders, contracts award and signature of all contracts. For these existing projects, the national prior review will be now conducted by MINMAP as the previous body in charge of this review was dissolved. For the new projects, as for this current one, the Bank is willing to accept the national systems as proposed by MINMAP, however, we expect MINMAP to take all the steps needed to ensure the smooth implementation such as:

- A dedicated commission in MINMAP to handle procurement under Bank projects with specialists that are knowledgeable of Bank procurement policy.
- Close monitoring by MINMAP of the project implementation and monthly reporting on the advancement in procurement and contract implementation.
- Periodical meetings with the World Bank Country Office in Yaoundé to discuss procurement related portfolio performance issues.

66. **Specific procurement arrangements for this project**. In light of the above missions, it is recommended that the Government create a special tender board (*Commission Spéciale de Passation des Marchés Publics* or CSPM) within the relevant implementing entity. The order "arrêté" of the creation will be acceptable to IDA and reflect the agreement between the government and the Bank on the constitution, composition, competencies of the CSPM under this project. The "arrêté" will be issued by the government prior to effectiveness.

67. **Procurement of Goods and Non Consulting Services.** Under this project no major procurement of Goods or Non-Consulting Services through ICB is foreseen. Procurement of Goods under this project will include: school desks and chairs for students, tables and chairs for teachers, storage for teaching and learning materials, materials for undertaking student learning assessments, materials for budget transparency initiative, and materials for Rapid Results Strategies. Taking into account the level of value added, and manufacturing/production capacity in the country, procurement of goods will be bulked where feasible (of similar nature and need at same time period) into bid packages of at least US$1 million equivalent, so that they can be procured through suitable methods to secure competitive prices. Goods estimated to cost US$1 million equivalent and above per contract will be procured through ICB, which will use the Bank's Standard Bidding Documents. For others goods contracts costing less than US$1 million equivalent, NCB procurement methods will be used in accordance with national procedures using Standard Bidding Document acceptable to IDA and subject to the additional requirements set forth or referred to above in paragraph on Requirements for National Competitive Bidding:

- Procurement of goods and non-consulting services, including those of readily available off-the-shelf maintenance of the office electronic equipment and other services such as printing, and editing, which cannot be grouped into bid packages of US$100,000 or more, may be procured through prudent shopping in conformity with Clause 3.5 of the procurement guidelines.

- Based on country-specific needs and circumstances, shopping thresholds for the purchase of vehicles and fuel may be increased up to US$500,000, considering the major cars dealers and oil providers are consulted.

- Teaching and learning materials will involve the DLI approach. They will be bought and distributed under the responsibility of the Inspectorate General of Education of MINEDUB at the decentralized levels. They will not therefore be subject to the use of World Bank procurement procedures. However, due diligence shall be conducted on the unit costs of the output to be reimbursed by the Bank, as these costs shall be credible and reliable, and not unrealistically high. The established thresholds for teaching and learning materials are: (i) a maximum of US$3.0 per textbook title for publishing and distribution for grade 1; (ii) US$3.5 per textbook title for publishing and distribution for grade 2; (iii) US$4.2 per textbook title for publishing and distribution for grade 3; and (iv) US$2.25 per reader for publishing and distribution.

68. **Selection of Consultants**. Consulting services will used be for the following activities: (i) technical audit; (ii) preparation of a national reading plan; (iii) preliminary feasibility study; (iv) preliminary assessment; and (v) third party verification. These consulting services will be procured with the most appropriate method among the following which are allowed by Bank guidelines and included in the approved procurement plan: Quality-and Cost-Based Selection

(QCBS), Quality-Based Selection (QBS), Selection under a Fixed Budget (SFB), Least-Cost Selection (LCS):

- Selection based on Consultants' Qualifications (CQS) will be used for assignments that shall not exceed US$300,000. Single Source selection shall also be used in accordance with the provisions of paragraphs 3.9 to 3.13 of the Consultant Guidelines, with IDA's prior agreement. All terms of reference will be subject to IDA Prior Review.
- Assignments of Engineering Designs & Contract Supervision in Excess of US$300,000, and all other technical Assistance assignments above US$100,000, must be procured on the basis of international short-lists and in accordance with the provisions of the paragraph 2.6 of the consultants' guidelines.
- Consultants for services meeting the requirements of Section V of the consultant guidelines will be selected under the provisions for the Selection of Individual Consultants, through comparison of qualifications among candidates expressing interest in the assignment or approached directly.

69. The contract teacher Program under sub-component 1.1 will be disbursed against DLIs that have been met according to agreed verification of eligible expenditure criteria. No World Bank Procurement activity is associated with this sub-component 1.1

70. Operational Costs financed by the project include, inter alia, utilities and offices supplies, vehicle operation, maintenance and insurance, building and equipment maintenance costs. They will be procured using the project's financial and administrative procedures included in the operation manual and based on the annual work plan and budget. For services (car maintenance, computers maintenance, etc.) to be financed through operational costs, the project will proceed by service contracting for a defined period.

71. Trainings, Workshops, Seminars, Conferences and Study Tours will be carried out on the basis of approved annual work plan and budget that will identify the general framework of training and similar activities for the year, including the nature of training, study tours, workshops, the number of participants, and cost estimates.

Institutional arrangements for procurement and capacity assessment including risk mitigation measures

72. An assessment of the Project implementation arrangements, in particular the Project Secretariat, was carried out. The capacity assessment found that: (i) the MINEDUB and part of CEQUIL Secretariat has a relatively limited experience in the implementation of Bank-financed projects through the recently closed education project; (ii) at present there is no qualified procurement specialist within the project secretariat; (iii) the operational manual including a section on procurement will need to be prepared and agreed during negotiations; (iv) the project secretariat does not have a comprehensive record keeping system; and (v) while the motivation of the reform related to the new institutional arrangements of December, 2011 with the responsibilities of MINMAP is understood, it has been identified some aspects of the new institutional arrangements which raise some concerns with respect to technical and legal responsibility and related regulatory issues.

73. **Risks identified and proposed mitigation measures.** The overall procurement risk for the project is rated as **high**. This is due to, among other factors, the country environment risk of corruption in procurement, especially in the public contract, the relatively limited experience in the implementation of Bank-financed projects for the Project Secretariat and MINMAP, and the conflict interest of MINMAP on the management of complaints, whose contracts are being directly handled by MINMAP. A mitigation action plan has been agreed which, if properly implemented and monitored, will bring this risk to Substantial. The action plan in Table 3.2 below needs to be implemented and appropriately monitored in order to bring the risk to **substantial**.

Table 3.2: Procurement Action Plan

Action to be undertaken	Timeframe	Responsible body
Elaboration and submission a procurement plan to the World Bank	Draft was submitted at appraisal and the final version was discussed during negotiations	Project Secretariat
Finalize and submit to IDA for agreement, a satisfactorily version of the operations manual comprising a section on procurement for use by the project	Draft manual satisfactory to the SE to be adopted upon project effectiveness	Project Secretariat
Recruit a Procurement Specialist with qualification and expertise satisfactory to the Bank within the Project Secretariat	One month after effectiveness	Project Secretariat
Recommend the creation of a special tender board (CSPM) within the implementing entity and attached to the project to supervise project procurement, which is acceptable to the Bank.	Before the beginning of any procurement activity	Project Secretariat / MINMAP
Mandatory submission to the Bank of the feedbacks of the Regulatory Body (ARMP) on the complaints of all contracts directly handled by MINMAP, and Bank No-objection on complaint decisions of the said contracts.	As needed during project life	Project Secretariat / MINMAP
MINMAP shall comply with Procurement Services Standard time of the procurement code	As needed during project life	Project Secretariat / MINMAP
Strengthen the capacity of the key staff of the Project Secretariat on the procurement and consultant guidelines dated January, 2011	Two months after the project effectiveness and as needed during project life	Project Secretariat through a consultant or training center, with the participation of the World Bank procurement staff
Development of a comprehensive record keeping system for the Project Secretariat and MINMAP MINMAP	Shortly after Project effectiveness and as needed during project life	Project Secretariat / MINMAP

74. **Institutional responsibility for procurement and implementation arrangements.** The MINEDUB is the key implementing entity and will be responsible for compliance with relevant procurement procedures. The implementing entity is responsible for ensuring that the necessary national clearances and approvals have been received before the no-objection requests are transmitted to the Association. Procurement contracts costing FCFA 5 million (US$10,000

equivalent) or more, depending on their thresholds will be conducted in compliance with the procurement institutional arrangement described in the procurement code, namely either by MINMAP through their central tender boards or with the technical support of a special tender board to be set up, as recommended, by an order ("*arrêté*") of the Minister in charge of public contracts at the level of the implementing entity. For contract amounts of less than FCFA 5 million (US$10,000 equivalent) the implementing entity will rely on an internal procurement committee. Details of the institutional arrangement and the responsibility of this internal procurement committee will be provided in the operations manual.

75. **Procurement Plan**. A first draft Simplified Procurement Plan for project implementation has been elaborated, providing the basis for the procurement methods, and will be available for discussions. This plan, covering the first 18 months of project implementation, has been reviewed at appraisal. The final version of this procurement plan has been discussed and agreed upon by the Recipient and the project team at negotiations on December 19, 2013. It will be available in the project's database and a summary will be disclosed on the Bank's external website once the project is approved by the GPE Board and cleared by Africa Region Vice President. The Procurement Plan will be updated in agreement with the Project Team annually or as required to reflect the actual project implementation needs and improvement in institutional capacity.

76. **Publication of Results and Debriefing.** Publication of results of the bidding process is required for all ICBs, Limited International Biddings (LIBs), and Direct Contracting. Publication should take place as soon as the no-objection is received, except for Direct Contracting which may be done quarterly and in a simplified format. Publication of results for NCB and Shopping should follow the requirements of the procurement code of Cameroon. The disclosure of results is also required for selection of consultants. All consultants competing for the assignment should be informed of the result of the technical evaluation (number of points that each firm received) before the opening of the financial proposals, and at the end of the selection process the results should be published. The publication of results in selection of consultants applies to all methods. For CQS and SSS, however, the publication may be done quarterly and in a simplified format. The publication of results may be done through Client Connection. Losing bidders/consultants shall be debriefed on the reasons why they were not awarded the contract if they request explanation.

77. **Fraud and Corruption.** The procuring entity as well as Bidders /Suppliers/Contractors /Services Providers shall observe the highest standard of ethics during the procurement and execution of contracts financed under the program in accordance with paragraphs 1.14 and 1.15 of the Procurement Guidelines and paragraphs 1.22 and 1.23 of the Consultants Guidelines. The Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants", dated October 15, 2006, and revised in January, 2011, will apply to this project.

78. **Frequency of Procurement Supervision**. The capacity assessment of the implementing agency has recommended supervision missions to visit the field at least two times a year and a post review of procurement actions will be conducted on an annual basis.

Summarized Procurement Plan

79. The main goods and non-consulting services to be procured in the project are listed in Table 2 below.

Table 2: List of Goods and Non-Consulting Services Contract Packages to be Procured

Ref. No.	Description	Estimated Cost (US$ million)	Procurement Method	Domestic Preference (yes/no)	Review by IDA (Prior/Post)	Comments/ Completion date
1.	Teaching and learning materials Storage containers	2.4 million	ICB	No	Prior	Metal containers with locks and keys for all public primary schools; August 2014, August 2015, August 2016.
2.	School desks and chairs	0.15 million	NCB	No	Post	Desks and chairs for students; desks and chairs for school administration and teachers; August 2014, August 2015, August 2016.
3.	Materials for student evaluation tests, stop watches for teachers, results compilation and dissemination	0.17 million	NCB	No	Post	Baseline (2014/15) Grade 1 year end (2014/15); Grade 2 year end (2015/16); & Grade 3 year end (2016/17); & Final impact (2017/18)
4.	Materials for Budget Transparency Initiative (BTI) and Rapid Results Strategies (RRS)	0.2 million	NCB	No	Post	2014/15 2015/16 2016/17 & 2017/18

80. ***Prior review thresholds for Goods and Non-consultant services***. Contracts estimated to cost above US$500,000 for goods per contract, the first NCB contracts for goods, eventually others as identified in the procurement plan and all Direct Contracting will be subject to prior review by the World Bank.

81. The main consulting assignments of the project are listed in the table 3 below.

Table 3: List of Consulting Assignments with Selection Methods and Time Schedule

Ref. No.	Description of Assignment	Estimated Cost (US$ million)	Selection Method	Review by IDA (Prior / Post)	Comments/ Completion date
1.	Teaching and learning materials provision	0.2 million	QCBS	Prior	Preparation of national reading plan; preparation and review of procedures manual; developing computerized inventory; implementing the sub-component (2014/15; 2015/16; 2016/17; 2017/18)
2.	Building capacity of teachers and inspectors on the use of the teaching and learning materials	0.94 million	QCBS	Prior	Needs assessment, national plan for teacher pre-service and in-service training,
3.	Girls' education advocacy	1.0 million	QCBS	Prior	Preparation of advocacy (needs assessment, awareness raising, multimedia messaging); implementation
4.	National primary education assessments	1.34 million	QCBS	Prior	Test preparation, test grading, compiling test results, dissemination
5.	Education management information system	0.88 million	QCBS	Prior	Terms of reference preparation for school mapping, *tableau de bord*, gender disaggregated data collection, cleaning and compiling,
6.	Monitoring and evaluation	0.27 million	QCBS	Prior	Terms of reference preparation for M&E; implementation
7.	Budget transparency initiative (BTI)	0.24 million	QCBS	Prior	Terms of reference preparation for BTI; implementation
8.	Rapid results strategy (RRS)	0.32 million	QCBS	Prior	Terms of reference preparation for RRS; implementation
9.	Special audits of contract teachers program	0.90 million	QCBS	Prior	Terms of reference preparation for technical and financial audits of contract teachers program; Implementation
10.	Special audits of teaching and learning materials	0.53 million	QCBS	Prior	Terms of reference preparation for technical and financial audits of teaching and learning materials; Implementation

82. Prior review thresholds for consultant services. Consultant services estimated to cost above US$200,000 for firms and US$100,000 for individuals per contract, and Single Source selection of consultants (firms and individuals) will be subject to prior review by the World Bank. Similarly, all audit contracts will be subject to prior review, as will be the first contracts to be awarded in accordance with each selection method of consulting firms and individual consultants, regardless of contract amount. Short Lists of Consultants for Assignments of Engineering Designs & Contract Supervisions estimated to cost less than US$300,000 and all other Consultancy Assignments whose estimated cost don't exceed US$100,000 per contract may be composed entirely of national consultants in accordance with the provisions of paragraph 2.7 of the Consultant Guidelines.

83. **Technical audits and supervision mission.** The Bank will exercise quality control on the use of the recruited teachers and the use of teaching and learning materials in classrooms. Specifically, the control mechanisms, including reporting will be done on the existence and performance of the teachers, and on the availability and use of teaching and learning materials in the classrooms. This will be done during supervision missions and through third-party technical audits. For the teachers' recruitments, compliance will be verified during supervision of the project, based on the results of the technical audit as well as that of the specific audit.

Annex 4: Operational Risk Assessment Framework (ORAF)

REPUBLIC OF CAMEROON
Equity and Quality for Improved Learning Project (P133338)
Stage: Approval

<table>
<tr><th colspan="7">Project Stakeholder Risks</th></tr>
<tr><td>Stakeholder Risk</td><td>Rating</td><td colspan="5">High</td></tr>
<tr><td rowspan="4">Risk Description:
Education administration is still highly centralized in Cameroon despite ongoing efforts to decentralize and deconcentrate decision-making and actions. Decentralization is relatively a new phenomenon. It is being undertaken progressively. Government anticipates decentralization actions to be completed by 2017. Although regional education administrations do exist, and the MINEDUB has a good outreach across the 10 regions of the country, the culture of information exchange and outreach to elicit feedback on education service delivery is limited, if not totally absent. This has resulted in the absence of consistent and supportive stakeholder feedback about service delivery.

Highly centralized decision-making with regional equity reasons drive decision-making.

Delays in decisions inside MINEDUB. For example, for the purchase and distribution of teaching and learning materials.

Decentralization is still at a nascent stage. The local level is characterized by relatively weak capacity to manage decentralized responsibilities such as procurement, follow-up of infrastructure. Election at location level in 2013 could impact program preparation and implementation at local level.</td><td colspan="6">Risk Management:
Efforts will be made to ensure that upstream milestones for decisions regarding teacher recruitment and textbooks purchase and distribution will be undertaken. During implementation progressive adjustments will need to be made in order to ensure that the MINEDUB decision-making is on track to ensure the full implementation of the GPE grant within a four-year time frame. Government’s decisions would require consistent and supportive stakeholder feedback about service delivery. Measures will include seeking inputs from stakeholders through third party verifications, budget transparency initiative, and assessment of school report cards.</td></tr>
<tr><td>Resp:</td><td>Status:</td><td>Stage:</td><td>Recurrent:</td><td>Due Date:</td><td>Frequency:</td></tr>
<tr><td>Both</td><td>In Progress</td><td>Both</td><td>☑</td><td></td><td>Quarterly</td></tr>
<tr><td colspan="6">Risk Management:
Regional and national level consultations have been undertaken to share the results of the education sector Country Status Report and the emphases of the Education Sector Strategy 2013-2020. These are now a good basis for future and continued stakeholder feedback. A missing element is a regular feedback mechanism. Through the project, a service delivery feedback mechanism would be developed.</td></tr>
<tr><td>Resp:</td><td>Status:</td><td>Stage:</td><td>Recurrent:</td><td>Due Date:</td><td>Frequency:</td></tr>
<tr><td>Client</td><td>Completed</td><td>Preparation</td><td>☐</td><td>06-Jun-2013</td><td></td></tr>
</table>

Implementing Agency (IA) Risks (including Fiduciary Risks)						
Capacity	**Rating**	**Substantial**				
Risk Description: Description: (i) Generally prolonged procurement timeframe. (ii) Low motivation and stakeholder inputs to inform the MINEDUB.	**Risk Management:** Through the project preparation process, efforts will be made to reduce the procurement timeframe. Project preparation will include implementation preparation, specifically, the preparation of bidding documents. Project implementation will be managed by an external monitoring agency to ensure that procurement is successfully completed, and implementation is on track and as planned for 6 months prior to project closing in September 2018.					
	Resp:	**Status:**	**Stage:**	**Recurrent:** ☐	**Due Date:**	**Frequency:**
	Risk Management: Stakeholders' capacity to monitor service delivery will be enhanced through timely sharing of information, and their involvement in project monitoring and evaluation.					
	Resp:	**Status:**	**Stage:**	**Recurrent:** ☐	**Due Date:**	**Frequency:**
Governance	**Rating**	**High**				
Risk Description: (i) Contract Teachers Program: political economy bottlenecks constrain the rational distribution of teachers. (ii) Textbooks: political economy of textbooks in Cameroon is a major factor in the absence of teaching and learning materials in the classroom. This is a very sensitive subject in the country.	**Risk Management:** Risk management measures are incorporated directly into the project design, through including third-party verifications, rolling audits, and external monitoring agents.					
	Resp:	**Status:**	**Stage:**	**Recurrent:** ☐	**Due Date:**	**Frequency:**
	Risk Management: The risk of political pressure would be best managed by the allocation of GPE grant resources across all disadvantaged regions of the country based on an assessment of actual service delivery (the population density, poverty level, and					

	objective criteria).					
	Resp:	**Status:**	**Stage:**	**Recurrent:** ☐	**Due Date:**	**Frequency:**
	Risk Management: Stakeholder monitoring and evaluation of the presence of contract teachers will be introduced.					
	Resp:	**Status:**	**Stage:**	**Recurrent:** ☐	**Due Date:**	**Frequency:**
	Risk Management: Textbooks procurement will be monitored by an external verification agency.					
	Resp:	**Status:**	**Stage:**	**Recurrent:** ☐	**Due Date:**	**Frequency:**

Project Risks

Design	**Rating**	**Substantial**			
Risk Description: (i) Weak statistical data have impacted the GPE preparation process, and is likely to affect project implementation if not carefully managed and monitored. (ii) Limited collaboration between various agencies responsible for preparing the project.	**Risk Management:** Statistical data has had to be triangulated and verified to rationalize the inconsistent data, and to introduce time series consistency.					
	Resp:	**Status:**	**Stage:**	**Recurrent:** ☐	**Due Date:**	**Frequency:**
	Risk Management: Difficulties in coordination among the various government agencies (MINEDUB, MINESEC, MINEFOP, MINESUP, National Statistical Agency), and development partners has been mitigated through continuous sharing of information, and the division of labor across the agencies.					

<table>
<tr><td></td><td>Resp:</td><td>Status:</td><td>Stage:</td><td>Recurrent:
☐</td><td>Due Date:</td><td>Frequency:</td></tr>
<tr><td>Social and Environmental</td><td>Rating</td><td colspan="5">Moderate</td></tr>
<tr><td rowspan="4">Risk Description:

The risk of negative social impact of the Project is expected to be moderate. On the contrary the Project is anticipated to have positive social and economic impacts. The environmental risks associated with the Project are assessed to be low.</td><td colspan="6">Risk Management:
Regional and national level consultations have driven the project design. Further, the consultations will continue throughout the project implementation process.</td></tr>
<tr><td>Resp:
Both</td><td>Status:
Not Yet Due</td><td>Stage:
Implementation</td><td>Recurrent:
☐</td><td>Due Date:
31-Mar-2018</td><td>Frequency:</td></tr>
<tr><td colspan="6">Risk Management:
The project does not include any civil works and no environmental issues are expected.</td></tr>
<tr><td>Resp:</td><td>Status:</td><td>Stage:</td><td>Recurrent:
☐</td><td>Due Date:</td><td>Frequency:</td></tr>
<tr><td>Program and Donor</td><td>Rating</td><td colspan="5">Moderate</td></tr>
<tr><td rowspan="2">Risk Description:
GPE Board may not approve and/or reduce available allocation for Cameroon.</td><td colspan="6">Risk Management:
The project will focus on the Zones Education Prioritaires (ZEP) on quality and equity, including gender equity. These design elements are in line with GPE priorities.</td></tr>
<tr><td>Resp:</td><td>Status:</td><td>Stage:</td><td>Recurrent:
☐</td><td>Due Date:</td><td>Frequency:</td></tr>
<tr><td>Delivery Monitoring and Sustainability</td><td>Rating</td><td colspan="5">High</td></tr>
<tr><td>Risk Description:
(i) On time and proactive monitoring of teacher recruitment and deployment remains difficult.
(ii) National wide textbook distribution will be challenging.</td><td colspan="6">Risk Management:
(i) Appropriate teacher recruitment and deployment guidelines will be prepared based on lessons learned from the EFA-FTI (now GPE) project, and the implementation experiences of the World Bank and AFD.</td></tr>
</table>

	(ii) The publishing and distribution contract would be combined to encourage collaboration between the various actors. Payments will be effected only after teaching and learning materials have reached the schools. The publishers' unions and distributors would be required to co-sign the contract.					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
	Both	In Progress	Both	☐	31-Mar-2018	
Other (Optional)	**Rating**					
Risk Description:	**Risk Management:**					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
				☐		
Other (Optional)	**Rating**					
Risk Description:	**Risk Management:**					
	Resp:	**Status:**	**Stage:**	**Recurrent:**	**Due Date:**	**Frequency:**
				☐		

Overall Risk

Overall Implementation Risk:	**Rating**	**Substantial**

Risk Description:

Overall implementation risk continues to be rated as substantial despite the mitigation measures to be taken during implementation. The assessment is based on factoring the governance challenges in the country, and taking in to account that the institutions and actors adapt to mitigation measures. The underlying risks could still persist.

Annex 5: Implementation Support Plan

REPUBLIC OF CAMEROON
Equity and Quality for Improved Learning Project (P133338)

Strategy and Approach for Implementation Support

1. The strategy and approach for implementation support is based on the Project design, the inherent implementation risks and the proposed mitigation measures, the country environment, and the implementation capacity of the Recipient. Direct project implementation responsibility would rest with the Ministry of Basic Education (MINEDUB). The implementation strategy combines reinforcing and continual support throughout the Project implementation period. Specifically, country-based support, bi-annual supervision missions, and strategic technical assistance would comprise the core of the implementation support. Approaches would be based on two levels: (a) the sub-component specific needs; and (b) the timing of the support. The strategy and approach for implementation support are provided in the Table below.

Table 5.1: Implementation Support Plan

Project Sub-Components	Sub-component specific needs		Timing of the support
	Implementation support	Technical support	
1. Improving the quality and service delivery of primary education			**Bi-annual** (technical support missions to assess progress towards DLIs and other project indicators) **Annual reviews** (Joint technical review of the Education Sector) **Mid-term review** (no later than March 2016)
1.1 Subsidy for converting a selection of existing *maîtres des parents* to contract teacher status and new CTs from the local ENIEG in regions where there are few *maîtres des parents*, in disadvantaged zones of the country with an emphasis on rural areas	- Task Team Lead - Country-based support - Financial Management Specialist - Operations Analyst	- Financial audit - Technical audit	
1.2 Provision of teaching and learning materials and storage	- Task Team Lead - Country-based support - Procurement Specialist - Financial Management Specialist - Operations Analyst	- Teaching & Learning Materials Specialist - Computerized inventory management system specialist	
1.3 Capacity development for teachers and inspectors	- Task Team Lead - Country-based support - Operations Analyst	- Teacher Training Specialist	
1.4 Support for girls' education	- Task Team Lead - Country-based support - Operations Analyst	- IEC Specialist for advocacy messaging	
1.5 National primary education assessment framework	- Task Team Lead - Country-based support - Procurement Specialist - Operations Analyst	- EGRA Specialist - EGMA Specialist	
2. Building institutional capacity for improved education service delivery			
2.1 Improving the education management information system (EMIS), the flow of information for improved governance, monitoring and evaluation, rapid results strategies, and community-based support for school-based management	- Task Team Lead - Country-based support - Procurement Specialist - Financial Management Specialist	- Governance Specialist - EMIS - BTI - RRS - CB/SB management	
2.2 Building knowledge for improved service delivery and learning (studies)	- Task Team Lead - Country-based support - Procurement Specialist	- Various Topic Specialists	

Table 5.2: Implementation Support Plan

Financial Management	**Frequency**
Desk reviews	
Review of FM operations	Continually
Financial recordkeeping report	
Internal control systems report	
Interim financial reports review	Bi-annually
Annual FM audit of project investments	Annually
Rolling audit reports	Quarterly
Spot checks, review of transactions	
Monitoring actions based on issues and recommendations set out in the audit reports, auditors' management letters, internal audits, and third party verifications	Continually
Technical	
Third party verification	Bi-annually
Rapid Results Approaches, Spot checks	
FM Capacity Development	
FM training sessions	Project launch and as needed

9. **Financial Management**. A country-based Financial Management Specialist would support the task team, coach the MINEDUB Project Secretariat staff, and other executing agencies.

10. ***Procurement***. A country-based Procurement Specialist would support the task team, coach the MINEDUB Project Secretariat staff, and other executing agencies.

11. ***Third Party Verification*.** The Project would contract Management Agencies with the ability to monitor decentralized procurement, carry out technical audits of Project inputs, perform classroom observations, and prepare third party verification reports to inform the Supervising Entity regarding the impact of the Project.

The main focus of Project implementation support:

Time	**Focus**	**Skills Needed**	**Resource Estimate**	**Partner Role**
Pre-implementation preparation (December 2013-March 2014)	Project Operations Manual Project Financial Management Manual Draft Procurement Bidding Documents	Task Team Lead Financial Management Specialist Procurement Specialist Operations Analyst	$75,000	Annual joint review of the education sector
First twelve months (April 2014-April 2015)	Tracking FM reporting mechanisms Technical evaluation reports	Task Team Lead Financial Management Specialist Auditor	$175,000	Annual joint review of the education sector

		Third Party Verification Management Agency Operations Analyst		
12-48 months (April 2014 – April 2018)	Tracking FM reporting mechanisms Technical evaluation reports Mid-term evaluation Safeguards reports	Task Team Lead Financial Management Specialist Auditor Third Party Verification Management Agency Social Safeguards Specialist Operations Analyst	$175,000 (for each of 12 months for 4 years)	Annual joint review of the education sector
Other				

Skills Mix Required:

Skills Needed	Number of Staff Weeks	Number of Trips	Comments
Task Team Lead	25 staff weeks annually	6	
In-country Operations Analyst	44 staff weeks annually		Country office based
Financial Management Specialist	6 staff weeks annually		Country office based
Procurement Specialist	6 staff weeks annually		Country office based
Environmental Specialist	3 staff weeks annually		Country office based
Social Specialist	3 staff weeks annually		Country office based

Partners for the Annual Joint Technical Review of the Education Sector

12. **The Local Education Group (LEG) serves as a forum/mechanism to coordinate technical and financial support to the basic education sub-sector**. There exists a formal terms of reference for the LEG. The formal LEG was established in 2006, with detailed Terms of Reference. It is led by a Lead Agency (C*hef de Filat)* who is nominated and voted in by the individual partners who comprise the LEG, and is composed of representatives from the Government's Ministry of Economy, Planning and Regional Integration (MINEPAT), Ministry of Finance, Government's education technical team (drawn from the five ministries of education), multilateral and bilateral development partners, representatives of civil society, private education providers. The *Chef de File* is an annual rotating position. A document entitled 'Partnership Principles' or the '*Cadre Partenarial*' duly endorsed by each of the individual LEG partners embodies the principles for the LEG coordination mechanism. The LEG's mandate is to meet regularly, be fully associated with the development of the Education and Training Sector Strategy, and the Project design. The Government representative from the education technical team and the *Chef de File* coordinate the annual joint sector reviews to monitor the implementation of the Education Sector Strategy and ensures the timely commitment and disbursement of funds. The Government representative and the *Chef de File* of the LEG report on the progress being made on the Education Sector Strategy, including the funding commitments and disbursements of all partners on an annual basis.

Annex 6: Economic and Financial Analysis

REPUBLIC OF CAMEROON
Equity and Quality for Improved Learning Project (P133338)

Introduction

1. The proposed Project is expected to have both medium- and long-term impacts. While it has short-term fiscal implications for Government, the Project interventions would have short, medium, and long-term socioeconomic impacts. An analysis of the economic rationale and the fiscal implications of the Project interventions show that the effects are sustainable, although Government commitment would be the driving factor for project sustainability. This annex provides a brief overview of the economic, fiscal, and social context, the status of the primary education sub-sector and its financing, the main issues in relation to the GPE strategy (quality, equity), the internal and external efficiency aspects, the rationale/justification for investment, the cost-benefit analysis, and the fiscal impact of Government policies and of the Project.

A. Economic, fiscal, and social context

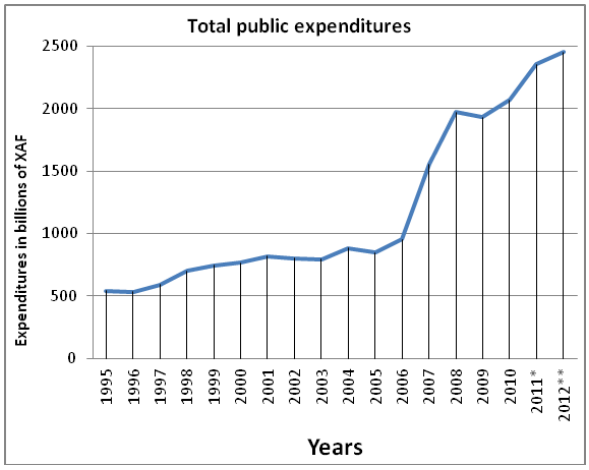
2. Over the period 1995-2012, Cameroon's GDP growth averaged about 6.3 percent annually in nominal value and 3.6 percent in real terms (FCFA value of 2011). Considering high population growth rate of 2.3 percent a year, per capita income grew by only 1.3 percent annually. Despite a fairly diversified resource base and a moderate reliance on petroleum revenues, this growth has been slower, averaging 4.2 percent since 2000 and dropping to 2.0 percent during the peak point of the global crisis in 2009. A deteriorating infrastructure base, a weak business climate, and poor governance further limits economic growth from reaching the levels needed for sustainable poverty reduction. As a result, overall poverty reduction has been stagnant since 2001. In 2007, 39.9 percent of the population lived in poverty and 26.1 percent lived in chronic poverty. As the population has continued to grow, the real number of people living in poverty increased from 6.2 million in 2001 to 7.1 million in 2007, and is expected to continue to rise.

3. Poverty rates have increased in the northern rural areas. While the incidence of poverty has dropped in urban areas, rural poverty is high and increasing. In regions like Adamaoua, the East, the North, and the Far-North, almost two-thirds of the population is considered to be below the poverty line. There were significant increases in poverty levels in these provinces between 2001 and 2007. The North and Far-North regions had the largest increases of 13.6 and 9.6 percent respectively. Nearly 40 percent of the individuals classified as being in the poorest income quintile live in the Far-North while 17 percent are in the North.

4. In 2000, the high level of external debt had qualified the country to become a Highly Indebted Poor Country (HIPC) and eligible for corresponding financial provisions. Since that time, macroeconomic stabilization and structural adjustment served to improve the fiscal situation and provided a framework for development with a very slow increase in the overall budget. In 2006, the country graduated from the program. This has had a huge impact on the

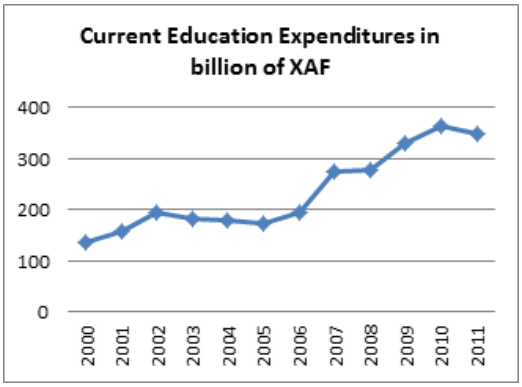
budget with an increase of 63 percent in 2007 and 27 percent in 2008. Due to the end of 2008 financial crisis, the government budget has decrease by 2 percent in 2009.

5. In 2009, Cameroon's Government adopted a new development plan (DSCE) that focuses on sustainable economic growth through infrastructure development and productivity increase. This has resulted in public expenditure increase from 7 percent in 2010, 114 percent in 2011 to 104 percent in 2012. The projected budget increase in 2013 is around 132 percent. To fill the budget gap, since 2010 the Government of Cameroon has begun borrowing from the public by issuing treasury bonds in the local market. This has increased internal debt. After 3 consecutive years of government bond issues in the local financial market, the space for new borrowing has diminished considerably, making it necessary to supplement with external resources.



6. Tax administration and revenue have improved significantly since 2000 and represent the main source of financing for about 60 percent of all expenditures for the four last years. This has provided more fiscal space for the Government to increase its contribution to the budget through an increase in taxes from xx percent in 1995 to an estimated 15.7 percent in 2012.

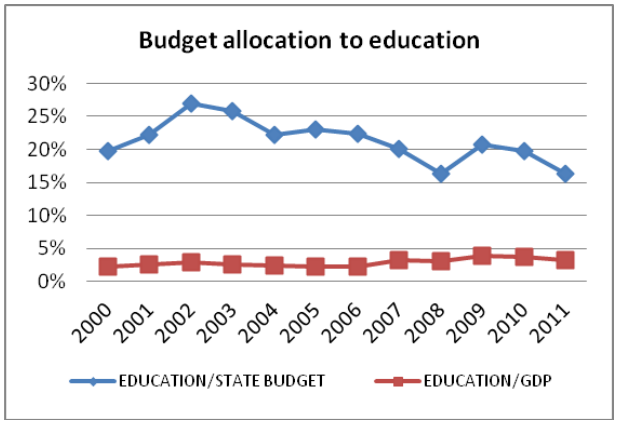
7. Public expenditure structure between 1995 and 1998 was at a critical state with more than 50 percent comprising debt service. After the HIPC completion point and fiscal consolidation, debt service was reduced to 3 percent in 2009. This enabled the government to increase capital expenditure from 23 percent in 2009 to 29 percent in 2012, with a projection of more than 30 percent in 2013. Per capita operational expenditure has also seen a substantial increase from 32,961 in 2006 to 83,150 in 2012.



8. In terms of resource allocation to education, the Cameroon 2000 Action Plan for Education called for substantial increase in public funding for education. Between 2000 and 2011, current expenditures for education increased from CFA137.4 billion to CFA348.2 billion, tripling by 10, at an average rate of 9.75 percent each year. Current expenditures represent about 90 percent of education public expenditures.

9. By contrast, the share of spending on education in the overall spending represented only 16 percent in 2011. This was below the expected share, based on the 2000 commitment. However, Cameroon is now above the expected average allocation between 2000 and 2007. The

share of education in the overall budget has tended to decrease over time with the fiscal years registering the lowest values. This has been mainly due to the increase in public investment in infrastructure, based on the objectives of the new development vision/plan, the DSCE. The massive investment in infrastructure is slated to decrease in 2014, allowing for potential increase in expenditure for the social sectors. The share of education expenditure in the GDP has remained fairly stable between 2000 and 2011, varying between 2 and 3 percent.



10. The DSCE emphasizes the central role of human capital development to develop the necessary skill for growth and competitiveness, and to set the country on the path of becoming a middle-income country by 2035. It is within this overall vision that the Government has drafted a new Education and Training Sector Strategy covering the period 2013-2020. The DSCE goals would be achieved through sustained implementation of the education sector strategy. Reforms envisaged in that strategy are anticipated to culminate in an education and training system having the following characteristics:

(a) Quality basic education covering the primary level and the first cycle of the secondary level and being accessible to the greatest number of children aged from 6 to 15 years, and helping to raise the level of education to a level that is coherent with the DSCE vision of an Cameroon characterized as a middle-income country by 2035;

(b) A quality second cycle of secondary education based on a dynamic balance between general and technical education in preparation for higher studies in priority professional fields of studies for the development of an economy geared towards industrialization;

(c) Vocational training based on a modernized and significantly strengthened system for imparting solid knowledge centered on the mastery of skills required for the job market, and preparing students who would be leaving the first and second cycle of general secondary education for job creation (self-employment);

(d) University education with a focus on professional education;

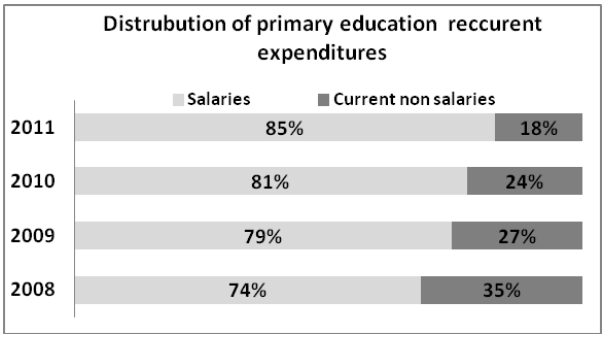
(e) Extended training coupled with a system for developing learning-by-doing; and

(f) Increased student enrolment by defining a system of transparent and credible flows, strengthening the educational counseling system, and increasing the salary scale for technical professions. Based on the sectoral diagnostics set out in the Country Status Report 2013, considering the current situation of the education system, achieving the DSCE goals would require an increase in public expenditure for education combined with massive reforms.

Primary Education Financing

11. The Education Sector Country Status Report 2013 shows that public financing for education in 2011 is a third below the regional average. Moreover, the education expenditures distribution among subsectors is quite different from the Sub-Saharan African average. Only 37 percent of public funding for education is allocated to the primary level, far below the 45 percent of countries in the region, 14 percent for higher education compared to 21 percent in the region. However, 46 percent of education sector expenditures are allocated to secondary education, compared to the 32 percent average of the region.

12. Over the period 2008-2011, Government has progressively increased the share of primary education in the overall education sector budget from 31.6 percent to 37.1 percent in the four years. If the government maintains similar allocations for the following years, the share for primary education could reach the regional average by 2015. However, the budget increase directly relates to only recurrent budget for salaries (85 percent in 2011), leaving only a modest margin for investments to improve primary education quality (inputs such as textbooks, in-service teacher training, school operating costs, supervision of schools, etc). The result is that parents/households now have to pay more out-of-pocket for their children's primary education. This has had two negative impacts: (a) on school enrolment and attendance because, despite a formal removal of primary education school fee, schools collect fees to finance operating costs. Children from poor families drop out because their parents cannot afford the contribution to the Parents-Teachers Associations; and (b) on the quality of service delivery: of teaching and learning because public funds are unable to finance even minimum operating costs at the school level.



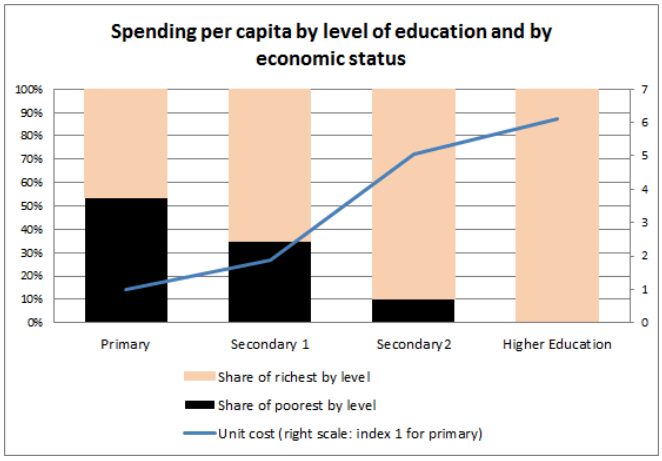
13. *Unit cost of education.* There is a large difference in the unit cost of primary education compared to ECD and the first cycle of general secondary education (Table 10.1). This is due in part to the poor management of personnel, especially teachers (low time on task and high numbers of specialized teachers who are not polyvalent) at secondary education level. At primary education level there has been an increase in the unit cost (about 18% higher between 2002 and 2011), albeit the 2011 level of 7.8 percent for Cameroon is less dramatic than the unit cost increase in the Ivory Coast (18.3 percent), Ghana (17.8 percent), Burkina Faso (16.6 percent), and Senegal (16.4 percent). This is due on the one hand to the increase in out-of-pocket expenses for parents, and on the other hand due to the introduction of better paid contract teachers to replace the *instituteurs vacataires* (short-term/temporary/voluntary contract teachers). This reform has more than compensated the decrease in the number of civil service teachers.

Table 6.1: Unit cost (Fcfa) of ECD, Primary and Secondary (First cycle) Education in Cameroon (2011)

	Recurrent expenditure (million Fcfa)			Enrolments	Unit Costs		
	Maintenance	Services	Total		Fcfa	GDP per capita	Coefficient
Early Childhood Development	11,656.10	2,570.80	14,226.90	120,663	117,906	19.70%	2.53
Primary Education	95,082.40	31,723.30	126,805.70	2,719,294	46,632	7.80%	1
First cycle of Gen Sec Ed	50,877.20	9,680.30	60,557.40	696,068	86,999	14.50%	1.87
Total	**303,278.40**	**1,903.30**	**65,181.70**				

Source: World Bank 2013. Education Country Status Report.

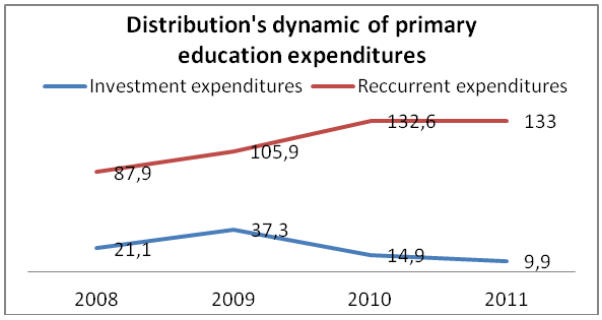
14. *High out-of-pocket expenses*. A striking feature of the Cameroonian education system is the high out-of-pocket expenses at 42 percent of total education expenditure compared to 21 percent in Senegal and 13 percent in Niger. This is due to low efficiency of public spending, the need for households to pay for textbooks and for teachers in many instances, and other indirect costs (uniform, exam, transportation) that are passed on to parents. These costs are mostly related to pre-primary, primary and lower secondary education. Private financing is used in large proportion to pay for teachers through PTA fee collection, in both primary and secondary education. A similar pattern exists in the health sector in Cameroon where out-of-pocket expenses at 66.5% exceed the level in Nigeria (59 percent), Senegal (35 percent), Ghana and Zambia (26.5 percent) [World Bank 2012 publication: *Rapport sur la Santé et le Système de Santé au Cameroun* (*RaSSS)*]. Primary education is relatively expensive for families. About 18 percent of primary school teachers are paid by parents (maître des parents). The percentage is even higher in the rural areas where education coverage is also low. On average there the public sector pupil-teacher ratio is approximately 55:1 in public schools, 82:1 in the Far North and 33:1 in the South. Figure 10.1 shows regressive out-of-pocket payments by poverty quintile.



Source: World Bank. Education Country Status Report 2013.

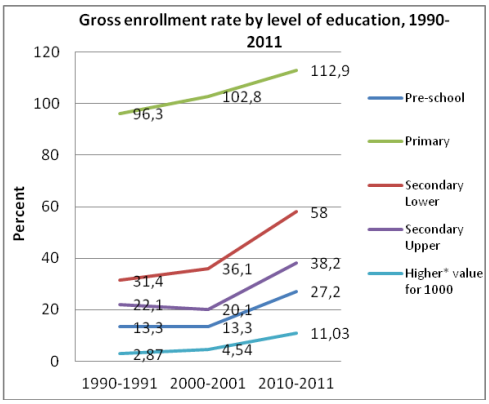
15. Public resource mobilization for the education sector to a large extent depends on macroeconomic factors, in particular, (i) global economic growth; and (ii) fiscal and other exogenous pressures from the Government. However, a portion of additional resources for

primary education could also be generated from an inter-sectoral arbitrage in favor of the education sector. For this to occur, political will in favor of the education sector is required. The Government has agreed to progressively increase the budget for education over the 2014-2016 period until the budget is back to the 20 percent level. The seriousness of intent has been articulated in the letter of sector policy.



16. The recruitment of new teachers during the period 2009/10 had a crowding out effect on investment in physical assets. This has had a negative effect on school infrastructure, slowing down investments in school rehabilitation and new school buildings. Government's investment in school construction and facilities procurement decreased from FCFA37.3 billion to FCFA9.9 billion in three years. If this situation continues in the following years, it could exacerbate the already bad infrastructure situation in the disadvantage areas.

B. Current education sector performance

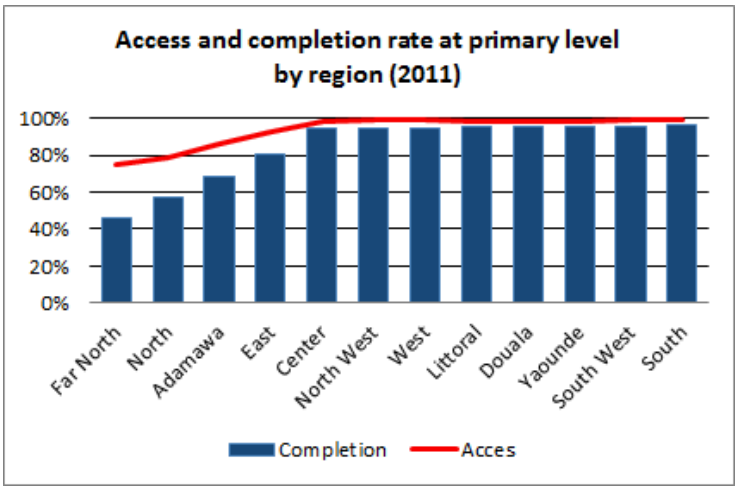


17. Over the last 10 years Cameroon has witnessed improvements in access to primary education. This improvement was higher for preschool and post primary education. Compared to others Sub-Saharan African countries, Cameroon has registered an increase in gross enrolment rate (GER). Between 2001 and 2011, GER in preschool increased from 13.3 percent to 27.2 percent. With respect to primary level, it increased from 102.8 percent to only 112.9 percent. For the first cycle of the secondary education, it increased from 28.8 percent to a significant 53.4 percent. If we consider the net enrolment rate (NER), the improvement is lower. In 2010, the NER in primary school for children between 6 and 11 was estimated at 78.8 percent slightly lower than the 79.8 percent estimate in 2005.

18. *Net enrolment rate (NER)* for boys (79.4 percent) and girls (78 percent) is more or less equal. However, spatial disparities in gender have increased over time. The deviation between urban and rural area was estimated to be 10.8 percent in 2010 and 7.1 percent in 2005. NER varies by region: Far North (59.1 percent), North (59.4 percent) and Adamaoua (72.9 percent) are the most disadvantaged areas, whereas the Littoral region excluding Douala at 94.9%, the Western region at 92 percent) and the Center with 91.1 percent are the most well-resourced.

19. *Primary Completion Rate (PCR)* in 2011 for the relevant age-group was estimated to be 80.3 percent at the national level (RESEN). PCR was higher in urban areas at 90.7 percent than in rural areas at 68.2 percent. Further, PCR was greater for boys (83.5 percent) than for girls

(77.4 percent) who completed primary education. 89 percent of boys go on to secondary school compared to 81 percent of girls. With respect to primary completion rates, there are significant regional disparities. In 2011 the highest completion rate was in the South-West region at 96.1percent. The lowest was in the Northern region at 46 percent. Three regions are lagging far behind, with an average of 52.9 percent.



20. *Repetition rate* in primary education was estimated to be around 7.4 percent in 2010, and still high compared to other countries in Sub-Saharan Africa. The first and the sixth grades had the highest rates 14.4 percent and 6.8 percent respectively. Girls tended to repeat class more than boys (8.4 percent against 5.5 percent). Littoral without Douala and Western regions had the highest rate at 16.3 percent compared to Adamaoua at 2.3 percent, and the Far North at 1.7 percent. This could probably be explained by the fact that in the northern regions, multi-grade learning is the norm. The *dropout rate* at primary education level was around 2.2 percent in 2010 and was much higher for the last grade of the primary cycle (7.3 percent). The problem was more acute in the Northern and Eastern regions with Adamaoua registering 5.4 percent in 2010.

21. *Highest level of education attained.* In 2010, the average number of years of education attained by the Cameroonian was still low and it was estimated to be 6.7 years. This implies that the average Cameroonian completes only primary education. The ZEP regions have the lowest attainment: 4.2 years in the Far North and 4.3 years in the North. The situation has an impact on student enrolment in the sense that there is a statistical relationship between the level of education of parents and their willingness to send children to school.

22. *Learning measured (PASEC 1996 and 2005).* The basic knowledge rate measures the proportion of school age population that has acquired the minimum cognitive skills for a given level. It combines the school attendance with learning outcomes. Table 10.2 below shows that although Cameroon compares favorably in relation to other Sub-Saharan African countries, between 1996 and 2005 basic knowledge acquisition rate in French and math for grade 5 declined for Cameroon from 65.5 to 53.4 in French, and from 50.8 to 46.8 in Mathematics. The result is not the same if we consider some North African francophone countries.

Table 6.2: Evolution of the Basic Knowledge Rate in French and Math: 1996 to 2005 for grade 5 students in some francophone African countries (PASEC)

Country	Year	Average Score French 5AP	Average Score Maths 5AP	Country	Year	Average Score French 5AP	Average Score Maths 5AP
Cameroun	1996	65.5	50.8	Burundi	2009	41.6	45.0
Cameroun	**2005**	**53.4**	**46.8**	Ivory Coast	2009	37.3	27.3
Benin	2005	31.6	32.5	Comores	2009	33.6	36.5
Madagascar	2005	36.9	56.6	Tchad	2010	35.0	37.4
Gabon	2006	61.4	44.3	Togo	2010	30.9	46.4
Burkina Faso	2007	37.7	38.5	Congo Democratic	2010	42.3	45.5
Congo Rep.	2007	36.9	36.4	**Moyenne (> 2004)**		**39.9**	**41.2**
Senegal	2007	40.6	42.1				

Source: PASEC 2012.

23. The 2010 SOFRECO survey shows French scores for Cameroon to be lower than the results of the 2005 PASEC assessment. The result likely points to knowledge degradation due to lower quality of primary education.

C. Analysis of main GPE strategic areas (quality and equity) as it applies to Cameroon

Quality

24. Even though Cameroon is among the top two best performing countries in francophone Africa in terms of learning outcomes as measured by the PASEC, its relative performance is low for a country with the level of economic and social development ambitions and objectives, and as compared to other middle-income countries.

25. The education Country Status Report 2013 analyzes several contributing factors to learning outcomes and knowledge acquisition in Cameroon:

(a) The pupil-teacher ratio which includes the size of the classes (defined as the number of children in a class) that a teacher must teach. On average this is very high in Cameroon. Pupil-teacher ratio could serve as a proxy indicator for supply-side constraint that has a bearing on learning outcomes;

(b) The learning environment that are characterized mainly by dilapidated classrooms, the dearth of school desks, benches, the lack of latrines, and especially separate ones for girls and boys, the absence of potable water, and the lack of perimeters for schools to assure a minimum level of security for school children;

(c) Repetition rates for girls and boys that are having a negative impact on learning outcomes. The CSR indicates that students who have repeated some level have lower learning outcomes, around 5.5 points below others.

(d) Low access to textbooks that has affected learning outcomes over time. Between the group of student that have no textbooks in reading and mathematics at all (26 percent of SOFRECO sample) and those who have textbooks, the difference in learning outcomes score is around 3.3 points.

(e) The absence of qualified teachers in the disadvantaged areas of the country. Four main factors determine the impact of teachers on learning outcomes:

(i) *Social characteristics*;

(ii) *Pre-service training*—there is a positive relationship between the number of academic years that teachers have had and the impact on student learning outcomes. It is estimated that on average, if teachers have about 15 years of schooling, they would have the potential to produce the most optimal impact on student learning outcomes;

(iii) *Professional experience* as it relates to the number of years of teaching experience;

(iv) *Vocational training*—Cameroon is characterized by three types of trained teachers:

a. Those without any vocational training;
b. Those with CAPIEM training--the impact of having a CAPIEM teacher certification on student learning outcomes is only 2 percentage points. The implication is that even if teachers undergo pedagogical training and their efficiency is estimated to have improved as a result, their in-class performance plays a greater role in promoting student learning; and
c. Those with no CAPIEM but with alternative pedagogical training. Finally, on an average of about +5 points, teachers with no CAPIEM but who have alternative pedagogical training appear to be outperforming their CAPIEM trained teachers.

(v) *Employment status*. The system includes four categories of employment cadres: civil servants, contract teachers (paid by Government), contract teachers (paid by private parties), and *maîtres des parents* (teachers paid by parents). Civil servants and Government-paid contract teachers demonstrate about the same level of performance. However, *maîtres des parents* (+3.8 points) and privately-paid contract teachers (+4.3 points) have demonstrated better performance. The potential for becoming contract teachers is one of the key monetary incentives for *maîtres des parents* to perform better on their jobs.

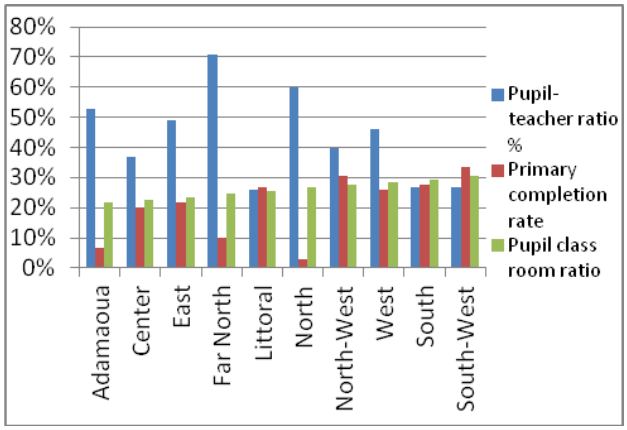
Equity

26. *Regional disparities in school enrolments and completion.* Five out of the ten regions in the country face huge disparities. Pupil-teacher ratio is very high in the three northern regions of Far North, North, and Adamaoua. PCR is below 10 percent in the three northern regions. According to ECAM 2007, these regions are the poorest in the country, where household income is very low and education service delivery is of poor quality. In addition, there are stark cultural

differences between the northern and southern regions. Parents do not have any incentive to send their children (especially girls) to school in the northern regions. Cultural differences contribute significantly to teacher absenteeism particularly among female teachers who are deployed from the south to the north. Reducing regional disparities requires both supply- and demand-side responses.

Internal efficiency

27. The low performing regions of the country pull down the overall performance of the education system. An efficiency analysis of the education sector shows that based on the existing level of public financing and resources, Cameroon could afford to increase the average number of years of schooling. An internal efficiency analysis undertaken in 2010 showed that the factoring repetition and dropout at 79.8 percent far exceeds the estimated 63 percent in the 2003 education sector Country Status Report. This implication is that even with an improvement of over 10 percentage points during the 2003-2010 period, around 20 percent of education funding is inefficient. Reducing repetition and addressing the problem of dropout from primary schooling could contribute to achieving efficiencies in the sub-sector.



28. The EESI 2010 provides an analysis of the factors contributing to high dropout rates. Most households (48.6 percent) stated

Table 6.3. Reasons for Dropout and not attending school

	Sexe		Milieu de résidence		Ensemble
	Masculin	Féminin	Urbain	Rural	
Raison d'arrêt d'étude ou de n'avoir jamais été à l'école					
Manque de moyens financiers	53,2	44,6	47,1	49,4	48,6
Préférence pour un apprentissage ou un travail	18,0	7,5	20,2	7,7	12,4
Grossesse, mariage	0,2	16,8	9,9	8,6	9,1
Handicap, maladie	2,2	2,2	2,3	2,2	2,2
Echec scolaire	7,5	5,9	8,7	5,4	6,7
Trop jeune	2,5	1,7	0,4	3,1	2,1
Ecoles trop éloignées	4,6	6,3	1,0	8,2	5,5
Etudes achevées	2,2	1,2	3,0	0,9	1,7
Autre	9,6	13,7	7,2	14,5	11,8
Total	**100,0**	**100,0**	**100,0**	**100,0**	**100,0**

Source : EESI 2, Phase 1, INS

that financial constraint was the primary reason that prevented them from sending them children to school. This was followed by the need to ensure that household labor supply (12.4 percent) was assured due to the arduous nature of the chores that needed to be undertaken, class repetition was stated as the third reason (6.7 percent) and distance to school was the least important.

External efficiency

29. **Completing primary schooling is one of the major factors that can significantly contribute to poverty alleviation in Cameroon**. The EDS 2011 provides an analysis of the relationship between schooling and poverty. The five quintiles of the sample show that 50 percent of the poorest quintile has never completed a single year of schooling compared to the richest quintile in which 50 percent has completed 9 years of schooling. The conclusion is that overwhelmingly the rich are the ones who can afford to attend at least 9 years of schooling. The fourth quintile reveals mean years of schooling to be only 5 years, whereas the second quintile only 2 years.

30. The EDS 2011 shows that a person who has completed primary education has the highest probability of getting a job compared to those who do not have a primary education. Further, the probability of doing so is higher for men than for women. However, although primary education has the potential to improve the chances of being employed, the reward is not remarkable. The diagnosis in the education CSR 2013 shows that a supplementary year of schooling increases household income by about 7.6 percent. The higher the initial number of years of schooling, the greater the household income. However, earnings depend on the sector of employment.

D. Rationale for intervention

31. Primary education is universally regarded as a public good with significant positive social externalities, and market failure is often cited as the main reason for the private sector's inability to provide wide and adequate coverage. However, the poor quality of public education service delivery in Cameroon propels many parents to opt to send their children to private primary schools. However, private sector provision is only 22 percent at primary education level, compared to about 62 percent at preschool level. The implication is that over 77 percent of parents rely on public service delivery.

32. Primary education is strongly correlated with economic development and with increased productivity. In Cameroon most young adults have primary education as the highest level of learning. They mostly work in the agriculture sector where productivity improvements are expected per the DSCE. Improving the quality of primary education could be a significant factor in breaking the cycle of poverty, especially in rural areas of the country. This could potentially contribute to increasing agricultural productivity.

33. The main economic arguments for a proactive role of the Government and the Bank in this sector are the follows:

- *Returns.* There are high social and private returns to investing in primary education. At the private level, it could increase the probability of finding a job. At the social level, it could increase productivity. Without a high-quality primary education system, the majority of the labor force will continue to lack basic skills that are crucial to increasing efficiency and productivity in the labor market. The GPE project aims to provide a better quality primary school education contributing to improved learning outcomes. This has

the potential to put primary school leavers on the road towards better employment and income-earning possibilities.

- *Equity.* Primary education spending in Cameroon tends to be pro-poor and the government has an important role to play in continuing to ensure that access to education, especially education of high quality, is equitable. GPE project interventions, such as increasing teacher availability in disadvantaged areas and textbooks distribution are aimed at achieving this objective.
- *Information.* Currently, there is no systematic monitoring and evaluation of the overall education system especially of primary education. The Government has a crucial role to play in the collection, analysis and dissemination of information on the quality and effectiveness of education provided in different institutions, and on analyzing how efficiently public and private funds flow through the administrative and budgetary system and ultimately reach teachers and schools; and determining how those resources are combined with others inputs at the school level to generate education outcomes. By preparing the architecture for the unification of the EMIS for the five ministries of education and supporting some investments such as the geo referencing of schools in the country, linking school report cards (*tableau de bord*), the GPE project would aim to ensure that such information is really available and can feed back into policy.

E. Project alternatives considered

34. Some alternatives that were considered include:

- ***IPF versus PforR***: In light of the difficulties encountered during the implementation of the World Bank/IDA Education Development Capacity Building Project (numerous procurement items, generally poorly performing, weakly managed, very slow disbursing) a results-based approach is considered to be more appropriate. Lessons learned from the World Bank/IDA implementation indicate that a systematic analysis of the political economy environment for project development and implementation is a *sine qua non* in a country where political decisions have led to the creation of multiple Ministries resulting in weakening government commitment to full engagement in project implementation. Concentrating the project intervention only in primary education and pegged to specific results to be achieved would ensure progressive commitment from Government. Cameroon is not ready for a Program for Results (P*for*R), an instrument that relies solely on disbursements against results (activities pre-financed by Government). The lack of strong and reliable monitoring systems prevents the use of the P*for*R instrument for the Project. Therefore, the choice is to use IPF with a hybrid approach to disbursements. That is, disbursement-linked indicators (DLIs) for some sub- components and a traditional IPF for other sub-components that are less amenable to DLIs.

- ***Targeted areas vs nationwide***. The GPE project is primarily focused on disadvantaged areas. This includes the ZEP (Adamaoua, North, Far North and East and North West regions), and disadvantaged pockets in other regions (for example, in some major cities with poor education indicators). Factoring in the political economy sensitivities, the major portion of the Project interventions would be on a national scale. This is due to

identified market failures in the production and distribution of teaching and learning materials especially in the northern regions of the country, and also the absence of conducive learning environment for students in these areas.

- ***Final phase of investment in the contract teacher reform versus single investment in teaching and learning materials*.** Two compelling reasons have resulted in the decision to invest in both areas, with an emphasis on the first: (a) Market failure in the latter and the political economy sensitivities were taken into account in determining the investment breakdown for the two areas. A project focusing on teaching and learning materials would likely induce significant reforms in the commercial book industry in Cameroon which is suffering from rigidities, collusive practices, and an interest in maintaining high book prices. However, sensitivity analysis has revealed that flooding the market with monopoly books from external sources would destroy the local industry and would contravene the Government's policy on competing alternative teaching and learning materials. The decision is, therefore, to set up a demonstration effect particularly in the northern parts of the country where the book industry is virtually absent. This would be done through decentralized ordering but centralized procurement of teaching and learning materials; and (b) improving service delivery through the provision of teaching and learning materials would be necessary but not sufficient to improve learning outcomes in the northern regions of the country. There is a severe shortage of teachers in these parts. It, therefore, investment in contract teachers is a *sine qua non* for the project to achieve some positive results.

- ***Centralized versus decentralized financing*.** The Project design preparation process did include the consideration of school-based grants in order to decentralize project financing. However, this alternative was rejected due to key reasons: (i) decentralization, devolution and deconcentration of education administration have not yet been instituted in the country. This is proposed to take place by 2017; (ii) school management committees (SMCs; *conseils d'écoles*) are very much at a nascent stage in Cameroon. They require significant capacity development before they can manage school-based grants. The timeframe for project implementation is insufficient to allow for a year-long training program for SMCs.

F. Financial cost analysis

35. The estimated direct cost of the Project comprises the project investment, the public and private costs of each intervention, and the costs for student and family. Public costs are estimated to be equal to Government expenditure generated due to the project. The Project is estimated to generate approximately US$33.2 million. Private sector costs are those incurred by enterprises for taxes and other contributions. This is estimated to be around US$0.1 million. The Project would not result in any direct costs for households. The overall Project investment is estimated to be approximately US$89.02 million.

Table 6.4: Estimated direct cost of the project

Categories	Total cost	Cost to sponsor by GPE	Cost to government	Private sector	Cost to student and family
Component 1. Improving the equity and quality of primary education service delivery, and improving learning outcomes					
1.1 Increasing teacher availability in disadvantaged areas	**58.80**	29.40	29.40		-
1.2 Provision of teaching and learning materials	**14.88**	12.4	2.48		-
1.3 Capacity development for teachers and inspectors	**1.00**	1.00			-
1.4 Supporting girls' education	**1.00**	1.00			
1.5 National primary education assessment framework	**1.40**	1.40			-
Component 2. Building institutional capacity for improved service delivery					
2.1 Improving information, governance and accountability, and monitoring and evaluation capacity	**3.72**	3.10	0.62		-
2.2 Building knowledge for improved service delivery and learning	**1.92**	1.60	0.32		-
Operational cost	**4.25**	2.40	1.65	0.2	-
Unallocated	**1.00**	1.00			-
TOTAL	**89.57**	**53.30**	**34.47**	**0.2**	**-**

G. Cost Benefit analysis

36. *The Project investments are estimated to be cost-efficient and to contribute to positive economic benefits due to increased economic activity in the Project target areas*. The Project design focuses on quality improvements that will establish the necessary foundation for a more efficient and effective lower primary education system, mainly for grades 1, 2 and 3 level. These grades serve as the foundation for students to continue on to upper primary education. Further, the Project design would contribute to stimulating the local economies.

37. *The Project interventions are designed to be cost-effective and could potentially introduce efficiencies in Government expenditures*. Specifically, (a) by converting *maîtres des parents* to contract teacher status, their income levels will increase as will their social status. Newly recruited contract teachers would also benefit from an income stream; (b) by adopting decentralized procurement for teaching and learning materials using national systems, the local publishing industry and the prevalent commercial mechanisms would have an incentive to

produce less expensive books. They would benefit from increased volume of production rather than by keeping volume down and raising the prices of books. The local booksellers would benefit from increased income as a result of increased annual activity with the distribution of books to schools; and (c) by reducing the out-of-pocket expenditures through the Project interventions, households would potentially have more disposable income for other Essential expenditures.

38. *Quality improvements would contribute to reducing student-teacher ratios and social disparities between regions, and increasing access to teaching and learning materials*. Key improvements that will contribute to the sustainable development for better quality primary education include the development of high quality pre-service and inservice training programs for teachers and inspectors that would promote the introduction of improved classroom practices that are appropriate for teaching and learning of basic competencies, especially literacy and numeracy. The provision of the necessary additional teaching and learning resources would ensure that schools in the targeted areas have the basic tools to support the use of new methods of instruction. Finally, gender disparities would be directly addressed through the Project interventions.

39. *The estimated fiscal impact of the Project is assessed to be sustainable for the Government*. The Project would have recurrent cost implications for the Government over the four-year (2014/15-2017/18) project implementation period and beyond. These costs relate to: (a) the conversion of some *maîtres des parents* to contract teacher status, and the recruitment of a relatively small number of new contract teachers from the local ENIEG; and (b) the purchase cost of a new set of teaching and learning materials for a new cohort of students, and the replacement cost for damaged or lost teaching and learning materials. Equally, the Project beneficiaries would generate tax revenue due to an increase in their respective income stream. Government commitment to sustaining the Project investments would be ensured through the gradual absorption of the salary payments for newly contracted teachers, and the demonstration of commitment to reforming the production and distribution of teaching and learning materials to introduce renewable and sustainable books and incur only the replacement costs for the books. The direct benefits of the project are indicated in the table below.

Table 6.5: Project benefits of interventions

	Interventions	Cost	Benefits
Comp 1	Conversion of qualified *maîtres des parents* and recruitment of new graduates from ENIEG based on regional need to contract teacher status	48.3	Increase the number of qualified teachers in disadvantaged areas to reduce disparities among regions. Reduce out of pocket expenses for households
	Provision of textbooks, teaching materials and readers distribution		Improve the textbook ratio in targeted areas and provide small class sets of reading books in lower primary grades to support literacy Reduce out-of-pocket expenses for households
	Capacity development of teachers		Improve quality of teachers

	and inspectors training		
	Supporting girls' education		More girls continue through primary education grades 4, 5 and 6
	National primary education assessment framework		Improve literacy and numeracy at the formative years of schooling
Comp 2	EMIS, School Mapping, *tableau de bord*, BTI, RRS, M&E	5.0	Improve education system management
	Building knowledge for improved service delivery and learning		Improve education policies quality

Note: Figures may not add up due to rounding.

H. Fiscal impact analysis

40. The fiscal impact assessment has been undertaken by integrating the fiscal implications of the Project on Government budget. The additional recurrent costs generated by the Project relate to the conversion of *maîtres des parents* to contract teachers. GPE resources will subsidize salaries for the proposed newly converted teachers for three cohorts, each for only 12 months. Government would gradually take over the payment for newly recruited contract teachers during the Project implementation period. They are estimated to be around US$9.79 million for the second year of the project and US$29.37 million at the end of the project and represent only 5 percent of the projected expenditure in 2016.

41. The others sub-components of the project relate to Works, Goods and Services. These would result in generating tax loss for the government since the funding for the VAT would be through the use of internal resources. This fiscal loss is estimated to be around US$3.79 million for the overall Project implementation period.

42. With the assumption that primary education would receive about 40 percent of the education budget in 2016, an increase of about 10 percent to the overall education budget between 2014 and 2016, including donor contributions to education, the Government will have sufficient resources to finance the overall average cost of the education sector strategy of FCFA2,634.5 billion (US$5,269.1 million) during the period 2014-2017, but will still face an estimated FCFA65,550 million (US$131.1 million) gap to fulfill. The Government would make efforts to finance the gap through additional domestic financing, new external funding and by reviewing the three-year sector strategy action plan to scale back on ambitious development plans. Table 6.6 summarizes the cost and financing of the three annual plans.

Table 6.6: Three-year Annual Plan for Education

	Actual Values for Three Years (USD million)			Target Values for the Period of the Program (USD million)				
Overall Education Sector:	2011	2012	2013 (est.)	2014	2015	2016	2017	TOTAL
Education Sector Plan Cost*	843.7	946.3	1,046.7	1,152.1	1,236.1	1,360.5	1,520.4	5,269.1
Domestic Funding	836.7	908.6	986.3	1,070.2	1,160.9	1,258.7	1,364.3	4,854.1
External Funding (including GPEF)	N/A	24.8	N/A	79.6	74.6	70.8	59.0	283.9
Funding Gap	7.0	12.9	60.4	2.3	0.7	31.0	97.1	131.1
GPE Support as % of External Funding	N/A	N/A	N/A	27.5	22.7	18.6	2.3%	18.8%
Basic / Primary Education sub-Sector:	2011	2012	2013 (est.)	2014	2015	2016	2017	TOTAL
Education Sector Plan Cost	285.8	357.8	429.8	501.7	518.1	591.1	680.3	2,291.2
Domestic Funding	257.2	347.9	419.9	443.6	468.4	527.3	572.8	2,012.1
External Funding (excluding GPE)	11.1	11.1	11.1	36.9	36.3	36.3	36.5*	146.0
Funding Gap	17.5	-1.2	-1.2	21.2	13.4	27.5	71.0	133.1
Requested GPE Funding	4.8	0.0	0.0	21.9	17.0	13.1	1.3	53.3
GPE Support as % of sub-Sector Funding	1.7	N/A	N/A	4.4	3.2	2.3	0.2	2.5

*Recurrent and Capital Expenditure.

Annex 7: Sector Background and Analysis of Textbooks

REPUBLIC OF CAMEROON
Equity and Quality for Improved Learning Project (P133338)

1. In 2012, Cameroon was largely off-track for achieving the Millennium Development Goals (MDGs) (see Table 1). Recent data indicate that the MDG for universal primary schooling, which was once considered possible to achieve, is not feasible.

Table 1: Cameroon: Progress towards the Millennium Development Goals

	Target	Initial	Most Recent
MDG 1a. Poverty headcount ratio, national poverty line (% of population)	25,2%	40.2% (2001)	39.9% (2007)
MDG 1b.Malnutrition prevalence, weight for age (% of children under 5)	8%	19,3% (2006)	14.6% (2011)
MDG 2. Primary completion rate, total (% of relevant age group)	100%	77.8% (2004)	88.0% (2011)
MDG 3. GPI Ratio of girls to boys in primary and secondary education (%)	1	0.88; (Primary; 2004) 0.79 (Secondary. 2004)	0.85; (Primary; 2010) 0.93 (Secondary; 2010)
MDG 4. Mortality rate, under-5 (per 1,000)	75,6	14 (2004)	122 (2011)
MDG 5. Pregnancy-related mortality rate (per 100,000 live births)	344 per 100,00 live births	669 per 100,000 live births (2004)	670 per 100,000 live births (2010)
MDG 7a. Improved water source (% of population without access)	75%	59,8% (2005)	59,8% (2011)
MDG 7b. Improved sanitation facilities (% of population without access)		51% (2001)	51% (2010)

Source: United Nations Development Programme (UNDP) database for Cameroon, (2012 update).

Main issues and challenges

2. **Between 2007 and 2011 Cameroon made some progress with respect to access to and completion of primary education although girls' completion rate has grown less significantly in the *Zones d'Éducation Prioritaires* (ZEP)** (see Table 2). Specifically, there have been notable increases in the Net Enrolment Rate (NER) and the PCR (across genders) and a reduction in the repetition rate. There have been improvements in the *ZEP* (particularly the Far North, North, Adamaoua, North-West, and East regions, the disadvantaged pockets of the urban, peri-urban areas, and the frontier parts of the country). However, the rate of progress has been much slower than in the rest of the country. For example, the PCR increased from 51 percent in 2007 to 63.1 percent in 2011, with the figures for girls' education being 38 percent in 2007 and only 42.6 percent in 2010. The 2016 target set out in the new education sector strategy 2013-2020 is ambitious at 84.1 percent for the ZEP by inter-regional comparisons.

Table 2: Basic Education Indicators, 2007-2011

Year	2007	2008	2009	2010	2011	2016 Target
Student enrolments in primary education ['000] (Girls)	3,100	3,202 (2,470)	3,351 (2,585)	3,510 (2,712)	3,577 (2,781)	4,064 (3,201)
Gross Enrolment Rate (%)	101	104	107	110	111	110
Net Enrolment Rate (%)	76	82	87	88	90	91
Access rate to primary education	102	112	115	125	124	117
Repetition rate	21,8	16,8	14	13	13	8,3
Primary Completion Rate (Girls)	64.3 (59.5)	71.5 (65.3)	72.6 (66.4)	73 (68.8)	80.3 (77.4)	84.1
ZEP (girls)	51 (38)	53.2 (38.1)	57.7 (42.2)	56 (42.6)	63.1	84,1
Pupil-Teacher Ratio	50/1	52/1	53/1	51/1	52/1	53/1
Randomness in contract teacher deployment (%)	45	37	35	35	41	Improvement anticipated, but no target set
Total number of teachers in public primary education	50,712 (2006)	49,043	52,411		53,452	60,560
Number of public primary school contract teachers	18,485	23,610	30,100	24,729	30,521	40,711
% of public primary school state paid teachers	82 (2006)	73	79	85 (estimate)	90	100

Sources: World Bank: Country Status Report (2013): Education Simulation Model 2013; Republic of Cameroon *Document de Stratégie du Secteur de l'Education et de la Formation (DSSEF, 2013-2020)*; Republic of Cameroon. Statistical Yearbooks.

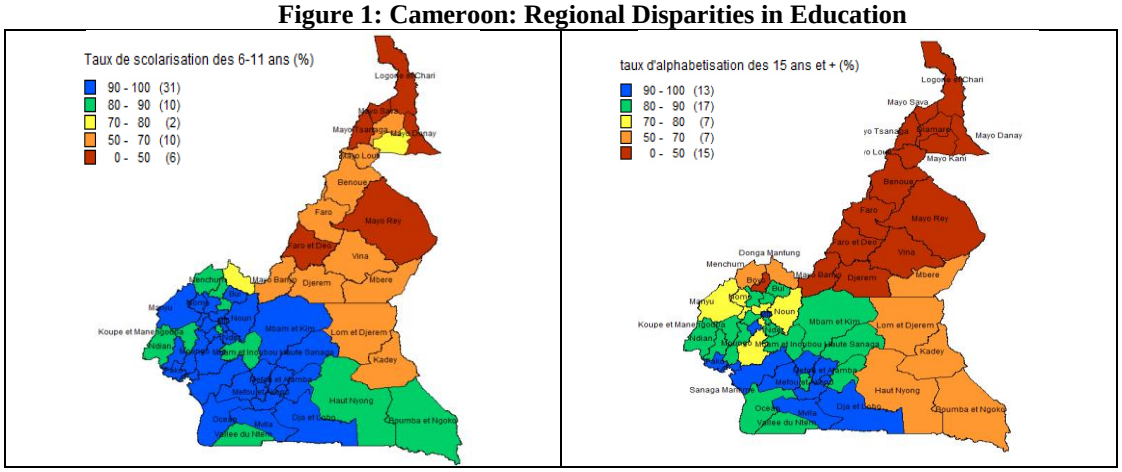
3. **A new vision and education sector strategy**. In August 2013 the Government of Cameroon and development partners endorsed a new strategy entitled *Document de Stratégie du Secteur de l'Education et de la Formation (DSSEF, 2013-2020).* The DSSEF underpins the overarching policies for the education sector as stated in the Constitution, the legislation *Loi d'Orientation de l'éducation en 1998*, the *Loi d'Orientation de l'enseignement supérieur de 2001*, the MDGs, the key pillars of the DSCE, and development partners' engagement in and support for the sector. The DSSEF embodies a continuum of the policies outlined in the Government's *Stratégie sectorielle de l'éducation (SSE, 2006)* and focuses on access and equity, quality and relevance, sector governance, management, financing mechanisms for education and training, as well as the institutional aspects, and the modalities for monitoring and evaluation (M&E) of the ESS 2006 implementation.

4. **Decentralization features prominently in the Government's new sector strategy for education, the DSSEF**. Decentralization is a key feature of the DSSEF. A decentralized approach is currently used in the construction/rehabilitation of schools and the administration of Government's "minimum subsidy to schools" (*paquet minimum*) for free primary education (*gratuité*). The DSSEF proposes to further reinforce decentralization by transferring education planning to the regional level and to formalize the relationships between parent-teachers

associations (PTA) and the local education administration. School-based management is included in the 1998 *Loi d'orientation de l'éducation*. In 2001/2002 the Government instituted school management committees (SMCs) (*conseils d'écoles/établissements*). The SMCs are in charge of supervising, counseling, and evaluating the operations of schools. However, the DSSEF 2013-2020 acknowledges that the SMCs are not functional. This is due to limited capacity, lack of understanding about the rules, regulations, and procedures of the *Association des parents d'élèves et des Enseignants* [APEE; Parents-Teachers Association (PTA)], the local education administration, lack of access to appropriate information, and the lack of support from deconcentrated education administration. The DSSEF emphasizes the importance of the SMCs, and plans to strengthen SMCs' capacity by providing information on public resources and education through workshops.

5. Regional disparities are most pronounced in the ZEP (Adamaoua, East, North, Far North and North-West) regions. Indicators on school enrolments of 6-11 year olds and on literacy rates of 15 year olds and above reflect the disparities. Figure 1 shows the spatial disparities.

Figure 1: Cameroon: Regional Disparities in Education



Source: Government of Cameroon: Draft Poverty Map, 2012.
Taux de scolarisation (enrolment rate)*; taux d'alphabétisation* (literacy rate)

6. Cameroon faces specific challenges in the education sector:

(a) **The education system is characterized by a fragmented institutional context** with five ministries in charge, one for each of the education sub-sectors: primary, secondary, technical & vocational, higher education, and the fifth, the Ministry of Youth which is in charge of youth affairs and youth policy. There are two education systems that operate in parallel: one for the Francophone and one for the Anglophone parts of the country. One of the main differences between the two is in the organization of secondary schooling, with the duration of general secondary schooling being 4 and 5 years respectively in the two sub-systems, converging to 3 and 2 years respectively at high school level (DSSEF, 2013-2020, pp.24-25). Private schools account for a relatively large share of enrolments at all levels of schooling, particularly in urban areas where 22 percent of students are enrolled in private primary schools and 50 percent in Douala.

(b) **Sectoral Financing shows the country to be significantly below regional average**. The GDP per capita allocation for education is about 3.2 percent (2011) in Cameroon. This placed the country below the Sub-Saharan African regional average of 4.4 percent. Total education spending as a percentage of total national spending showed a steady upward trend from 13.9 percent in 1995 to 25.8 percent in 2003. Within the framework of the ESS 2006, the Government had committed to increase education budget to 19.5 percent of the national budget, but actual allocations fell short of this target; the budget share for education decreased from 17 percent between 2007 and 2009 to only 16.3 percent in 2011. The share of total education budget allocated to basic education was only 38 percent in 2009.

(c) **Sub-sectoral financing reveals a stark picture, with secondary education receiving a relatively large allocation in 2011 compared to primary or higher education**. The explanation is in part due to the growing numbers enrolling in secondary education. To this extent it could be inferred that efforts to universalize primary education is showing progress. However, a countervailing factor is the practical evidence that primary education is not really free in Cameroon. Unit cost of primary schooling is high in Cameroon, with Government contributing an increasingly lesser share to primary education resulting in high out-of-pocket expenses for parents.

(d) **Moderate public spending on education falls short of target, resulting in high unit cost of education**. There is a large difference in the unit cost of primary education compared to Early Childhood Development (ECD) and the first cycle of general secondary education. At primary education level there has been an increase in the unit cost (about 18% higher between 2002 and 2011), albeit the 2011 level of 7.8 percent for Cameroon is less dramatic than the unit cost increase in the Ivory Coast (18.3 percent), Ghana (17.8 percent), Burkina Faso (16.6 percent), and Senegal (16.4 percent) during the same time period. Efficiency in public spending at secondary education level requires serious review. This is due inefficiency in large part to poor management of teachers (low time on task and high numbers of specialized teachers who are not polyvalent) at the secondary education level.

(e) **Cameroon's primary education is characterized by high out-of-pocket expenses for households** at 42 percent of total education expenditure compared to 21 percent in Senegal and 13 percent in Niger. Schooling is officially "free" (*gratuité*). However, the high unit cost of primary education combined with poverty prevents many families from being able to afford the required high out-of-pocket spending for primary schooling. This is one of the main reasons for not sending their children to school or for children dropping out of school. This phenomenon is due to low efficiency of public spending, the need for households to pay for textbooks, uniform, exam fees, and transportation. Private financing is also used to pay for teachers through PTA fee collection, in both primary and secondary education. About 18 percent of primary school teachers are paid by parents. These teachers are called *maîtres des parents*. The percentage is even higher in the rural areas where education coverage as measured by pupil-teacher ratio is low. On average in the rural areas the public sector pupil-teacher ratio is approximately 55:1 in public

schools, 82:1 in the Far North, and 33:1 in the South.

(f) **There has been a surge in primary school enrolments, but girls' school participation lags behind that of boys**. Over the past 15 years, the education sector has experienced a strong expansion in school enrolments at all levels of education, with school-age population growing by about 2.5 percent annually. Total enrolments across all levels are now over 5.7 million students, of which almost 3.6 million attend primary school. In 2010-11, the gross enrolment rate (GER) was 27.2 percent in pre-primary, 112.9 percent in primary, 53.4 percent in lower secondary, and 30.2 percent in upper secondary.[16] However, girls' participation was only 46.5 percent of enrolments (primary), 47.2 percent (lower secondary), and 48.8 percent (upper secondary).

(g) **Although the PCR has been improving rapidly it is still well below what is needed to attain universal primary schooling**. In 2011, the PCR was in the range of between 71.5 and 81.3 percent, depending on the source of data used.[17] Despite the fact that schooling is officially free, many families—particularly the poor—cite high costs of schooling as one of the main reasons for dropout.

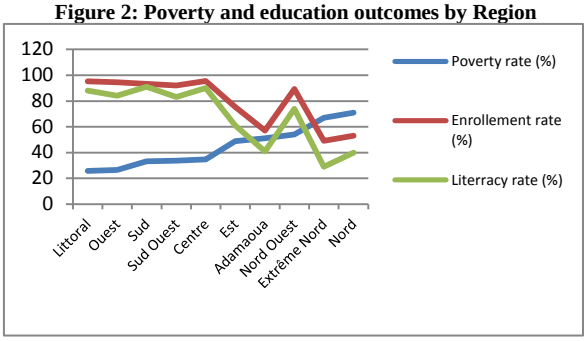
(q) **There are wide disparities in school attendance based on gender and socio-economic characteristics**. Net attendance for girls in rural areas is only about 65 percent, compared with 79 percent for boys in rural areas. The gender gap is narrower in urban areas, where school attendance is high for all children. The gender parity index for primary completers increased from 0.85 in the 1980s to 0.88 in 2004. However, since then it has dropped back to the 1980s level of 0.85.

(r) **ZEP and rural areas have weaker service delivery and human development outcomes**. The 2006 Education Sector Strategy identified certain geographical areas as priority for Government support to raise schooling access, attainment, and achievement, as they were lagging behind the rest of the country in education outcomes. These *Zones d'Education Prioritaires* (ZEP) are comprised of four provinces (Far North, North, Adamaoua, East) and certain "pockets of low levels of school participation in the largest cities", and of the border regions. The geographical disparities are apparent as can be observed in Figure 2 that captures the poverty and human development indicators. The ZEP areas are characterized by relatively low enrolments, gender disparities, literacy and high poverty. Intra-regional differences also show disadvantaged pockets in each of the ten regions, including the wealthiest. Targeting investments in these areas would require Government's continued commitment in order to ensure greater equity and equality of opportunity to education.

[16] Primary school enrolments were also comparatively high in the 1970s and 1980s, but dropped in the early 1990s because of budget cuts. A free primary education policy was introduced around 2000.

[17] The Primary Completion Rate is 81.3 percent according to EDS, but only 71.2 percent according to Government data, as reported in the forthcoming Cameroon Education Sector County Status Report 2012.

Figure 2: Poverty and education outcomes by Region



Source: Data from the draft poverty maps--*Carte de la pauvreté au Cameroun* (INS, 2012), based on ECAM III (INS 2007) and staff calculations.

(s) **Overall the status of education service delivery is weak**. Cameroon has relatively weak service delivery indicators and significant regional disparities. In public primary schools, pupil-teacher ratios improved through the Contract Teacher Program (CTP), but are still moderately high at an average of around 52 students per teacher in the country as a whole, with urban-rural divides. Further, pupil-teacher ratios (PTRs) vary considerably from one region to another, between a low of 32 in the rural Littoral Region and a high of 82 in the rural area of the Far North Region. In the areas with low population density pupil: teacher ratios of 100:2 are not uncommon. These teachers tend to teach multiple classes ranging from basic literacy level [grade 1 or *Section d'Initiation au Language* (SIL) to grade 6 or *Cours Moyen 2* (CM2)] or more in other cases. There are three types of teachers: civil servants, contract teachers, and teachers hired and paid by communities/parents (*maîtres des parents*). All types of teachers are required to be graduates of the *Ecoles Normales des Instituteurs de l'Enseignement General* (ENIEG). The national average number of graduates from the ENIEG is around 10,000 each year. Only about a tenth is being hired as civil servants or contract teachers.

(t) **There is a shortage of teachers that is affecting the quality of education service delivery**. The Contract Teachers Program (CTP) was introduced by the Government in the 1990s in order to address teacher shortages and very high PTRs in the context of a freeze in civil servant recruitment in Cameroon. Initially the program was not well defined, leading to inequitable deployment, high attrition and uneven performance. In 2000 the system was revamped. A more sophisticated Contract Teacher Program (CTP) was adopted. The policy outlined salary scales[18], benefits and a career path for contract teachers. With funding support (US$47.3 million) from the EFA-FTI[19], between 2007

[18] The salary of contract teachers was set at approximately three times the average GDP per capita and two-thirds of regular civil servants salary. The GoC also established a career development strategy for contract teachers, including several levels of promotion. The GoC provides an additional payment to contract teachers in lieu of a guarantee of a pension. Contract teachers are also given similar benefits as regular civil servants, such as 18 days of leave during the school year. Teachers with children are entitled to two additional days of leave per child. If leave is not taken during the school year, contract teachers are allowed to cumulate the leave (civil service teachers, however, are not allowed to cumulate leave).

[19] Cameroon has received support from the Fast Track Initiative (now Global Partnership for Education) through previous grant financing for primary education. The Government's 2006 Education Sector Strategy served as the basis for Cameroon's grant application. Cameroon received a total of US$47.3 million grant for the Contract Teacher Program, to be disbursed as two annual grants: (i) "Year I" financing in the amount of US$22.5 million for the payment of salaries for teachers hired in 2007 and 2008 (disbursed in 2008); and (ii) "Year II" financing in the amount of US$24.8 million for reimbursing the Government for part of the 2010 salaries for contract teachers recruited between 2007 and 2010, and for the

and 2011, a total of 37,200 qualified contract teachers were hired providing for many more teachers in schools; 60 percent of the new hires were female. The teachers had all acquired professional qualifications. The level of teacher attrition is high among CTP teachers. Attrition has been particularly high (about 18 percent) among female contract teachers from the south who were deployed in the northern part of the country, particularly when deployed to the ZEP areas. Attrition has also resulted from migration of contract teachers to other ministries after being registered as civil servants in Ministry of Basic Education [*Ministère de 1'Education de Base* (MINEDUB)].

(u) **There is a severe shortage of teaching and learning materials**. On average only an estimated 11 percent of students had access to textbooks in 2009/10. Cameroon's pupil-textbooks ratio is the worst in Sub-Saharan Africa, at 12:1. The ratio in the Central African Republic, for example, is lower, at 8:1, followed by Togo where the ratio is 3:1[20]. Textbook costs in Cameroon are relatively high compared with other Sub-Saharan African countries. Furthermore, textbooks are not always available locally. Cost and availability are issues constraining access to textbooks for students as well as teachers. The national average figures mask significant regional differences. In disadvantaged areas, there are very few textbooks in the classrooms. Teaching materials are also of limited quantity and of poor quality. There is no good system of getting textbooks into the hands of children in Cameroon. Despite liberalization, Government and the commercial book industry have not been able to supply the specified textbooks to most of the public school system for many years due to systemic rigidities, vested interests and a system that is largely catering to the private education system. Therefore, the only children who have books are those who can afford to attend private schools or those in public schools whose parents can afford to buy them. The rest of the children in the country go without, and the vast majority of children, especially in the northern regions of the country are deprived of any textbooks at all. The current practice is that parents need to buy the required textbooks in the marketplace. A detailed analysis of the political economy of the book industry in Cameroon is provided in Annex 7.

The national textbook policy is currently being discussed by the Government and publishers. In response to comments and criticisms from publishers, the Government is developing another draft of the policy. Durability and pricing would need to be addressed. In order to make textbooks more affordable they will have to be reused for at least three, preferably four years. This means that (i) the books cannot be designed so that the student writes in the book; and (ii) that the school must preserve the books so they can be issued to the next year intake, and reused in a similar manner for three years. Therefore, they must be physically durable enough to last three to four years.

2011 salaries. The aim of this program was to reduce the pupil-teacher ratio in primary schools using the less costly contract teachers (as opposed to civil servant teachers), while seeking to reduce the regional disparities in pupil-teacher ratios. The CTP program was co-financed with the Government of Cameroon and *Agence Française de Développement* (AFD). The CTP program led to a reduction in the average pupil-teacher ratio in public primary schools from 48 to 45, through the recruitment of contract teachers, and to moderate improvements in the regional disparities in pupil-teacher ratios. World Bank/IDA support through the Education Development Capacity Building Program served to provide the fiduciary due diligence support for the EFA-FTI Project.

[20] These are estimates. There are certainly many countries in Sub-Saharan Africa with pupil:textbook ratios which are worse than 3:1.

(v) **There is no national assessments framework with formative student learning evaluations**. Student learning achievement is mainly tested at the end of the primary and secondary education cycles through high-stakes exams. There currently exists no formative evaluation of learning achievements. Cameroon has participated in several rounds of PASEC and recently carried out a national EGRA. The Government is keen on administering an EGMA in the near future. Cameroon's results on the Program for the Analysis of Education systems (PASEC) test declined between 1998 and 2005, although still higher than in many other Francophone countries in Africa.[21] Between 2006 and 2010, there was an improvement in student flow indicators through lower dropout and repetition and an overall sense that the quality was improving[22]. However, the 2009 PASEC shows that learning outcomes have likely declined further since 2005, and the 2011 early grade reading assessment (EGRA) found that 49 percent of 3rd graders students had great difficulty with reading, and 27 percent could not read at all. There is a need for placing these different assessments within a more systematic national assessment framework, that emphasizes the development of national technical capacity for assessment, wider sharing of assessment results, and improving the feedback loop from assessment results to those responsible for curriculum and teacher training.

(w) **The status of school infrastructure is poor**. Girls' education is particularly affected by the lack of proximity of schools to their homes, poverty, family obligations, early marriage, and absence of latrines and water points in many schools.

(x) **The quality of education statistics is weak and poor**. The education management information system (EMIS) in Cameroon is complicated by the fact that there are five ministries of education, each of which collects data for the own sub-sector. There is considerable variability in the completeness and reliability of data collected by different ministries. The EMIS for primary education is perhaps the most complete and longest-running. The United Nations Educational, Scientific and Cultural Organization (UNESCO) is supporting Government efforts to create and link regionally comparable data, and the United Nations Children's Fund (UNICEF) is undertaking a pilot data collection and school mapping exercise[23] in the ZEP to capture information on various equity indicators from schools. The pilot would result in new data being collected on refugees, disabled children, and minority populations (*Baka, Mbororo*, etc.). These will be added to the MINEDUB's national database. The data would include district and school level information by gender thus allowing deeper analysis on gender disparities at the micro level, and serve as a tool for improved planning and tracking of the most vulnerable children (girls, ethnic minorities, refugees).

The production of education statistics has been strengthened under the recently completed World Bank-funded "Education Development Capacity Building" Project

[21] On the 5th grade PASEC student assessment, only Gabon achieved a higher mean score than Cameroon in French, and only Madagascar did better than Cameroon in mathematics.
[22] World Bank Implementation Completion Report on the "Education for All-Fast Track Initiative: Support to the Education Sector".
[23] The effort is coupled with support for a partnership between the MINEDUB and the Harvard Center for Geographic Analysis for training and development of a web-based dynamic education mapping GIS system for Cameroon.

(P075964). The Project supported the on-time production of annual statistical yearbooks for primary, secondary and higher education. However, there are still issues with the reliability of the data. With the Bank's technical support and financing, Government has prepared school report cards (*tableau de bord)* across the country. This has proved to be a useful exercise in informing the EMIS at the primary education level, and due to this added value the school report cards process needs to be mainstreamed.

(y) **Weak governance and accountability is pervasive in the education sector**. Tackling this issue is made complicated by the fragmentation in the management of the education sector. At a project level, aspects such as political interference, procurement delays, price distortions due to lack of competition, and institutional inertia to undertake timely decisions contribute to the problem. For the CTP, the 2008 technical audit and the financial audit of the Year I grant had revealed deficiencies. At the time the Year II Education for All-Fast Track Initiative (EFA-FTI) grant was designed in 2010, there was consensus that an appropriate system of internal controls had to be put in place. However, there has been only partial progress in this area. This needs to be taken up by the proposed third and final phase of support for the CTP through the Project.

At the sector level, accountability is weak, in part because education sector stakeholders do not have access to reliable and timely data on sector performance to stimulate greater accountability and performance improvement at all levels. A study on governance in education (World Bank, 2012) focused on three regions with different profiles (North West, Littoral, and Far North). The study revealed that public school resources were not transparently allocated, and there were instances of inefficient resource management resources. The study proposes four strategies to improve education outcomes: (i) establish and implement benchmarks and standards for performance at the school and regional levels of Government, (ii) improve teacher management and address governance issues, (iii) ensure an equitable distribution of resources and the effective monitoring of budgets and expenditure, and (iv) establish a system of public transparency to promote good governance.

(z) ***Teacher training is highly theoretical and academic in nature without sufficient professional and practical experience training***. The curriculum of the Teacher Training Colleges was reformed in the 1990's. Since then the program has become theoretical academic outlook with very little time allowed for practical training. This is reflected in the quality of teaching of ENIEG graduates. Teacher training, therefore, requires attention and especially in the use of specific teaching and learning materials to draw ENIEG students to the nuances of building basic literacy and numeracy skills.

Analysis of Textbooks

7. There is a severe shortage of teaching and learning materials in primary schools. On average only 11 percent of students had access to textbooks in 2009/10 (Table 7.1). The national average figures mask significant regional differences. In the disadvantaged areas, there are

practically no textbooks in the classrooms or one textbook for every 50 or 100 students. Other than textbooks, teaching materials are also of limited quantity and of poor quality.

Table 7.1: Example of textbook availability by grade, 2009/10

Textbooks	SIL	CPS/CP	CE1	CE2	CM1	CM2	Total
Reading	12%	12%	11%	10%	10%	11%	11%
Mathematics	10%	10%	10%	10%	10%	11%	10%
Science	3%	3%	3%	4%	4%	5%	4%
English/French	9%	10%	9%	9%	9%	10%	9%

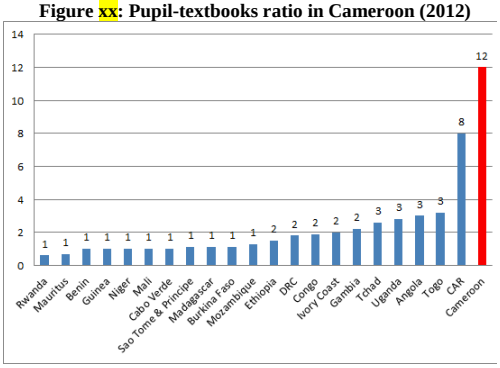
Source: Statistical yearbook 2009/2010 of MINEDUB/DPPC.
Acronyms : SIL *Section d'Insertion Linguistique*; CPS *Cours Préparatoire Spécial;* CP *Cours Préparatoire*; CE1 *Cours élémentaire 1*; CE2 *Cours élémentaire 2* ; CM1 *Cours Moyen 1*; CM2 *Cours Moyen 2*.

8. The current practice is that parents need to buy the required textbooks in the marketplace. Textbook costs are relatively high compared with other Sub-Saharan African countries. Furthermore, textbooks are not always available locally because publishers are not motivated to supply poor districts where parents cannot afford to buy and booksellers are not established in areas where there is no significant market for books. Cost and availability are issues constraining access to textbooks for students as well as teachers. Many families do not buy the required textbooks, since they are not perceived as being mandatory as other out-of pocket costs of education, such as school admission fees, contributions to parent-teacher associations, and uniforms.

9. The system is characterized by: (i) monopoly and market capture; (ii) unfair advantage; (iii) conflicts of interest; (iv) undue political influence; (v) an approach to "sharing" the market that has resulted in collusive behavior: the current practice of designing textbooks to be written in by students requires textbooks to be purchased new each year and prevents re-use and thus extended classroom life, maximum cost amortization and a cheaper textbook provision system, which would enable government to more easily afford the costs of free provision. Deliberate pressure from publishers has been reported forcing MINEDUB to make marginal changes to the curriculum each year that would require the printing of new editions of books. Small print runs that result from the restricted market caused by parental inability to pay the costs of textbooks also keep textbook prices high and make it difficult for parents to purchase textbooks from booksellers; and (vi) a textbook distribution system that works well for private school parents and some richer parents in state schools in urban areas but is not oriented to effective supply to schools in poor rural areas, although it is probable that there are commercial distributors who could undertake this kind of distribution on a tendering basis. Cameroon's pupil-textbooks ratio is the highest in Sub-Saharan Africa.

10. *Political economy of textbooks*: The potential market for textbooks is estimated to be around US$120 million. Parents are required to purchase textbooks, more so at the primary level than at secondary level. Essential teaching materials are scarce due to high cost and low availability. The

Figure xx: Pupil-textbooks ratio in Cameroon (2012)



Source: UNESCO data base (2012) and World Bank staff calculations.

problem with textbooks supply is not a new issue in Cameroun, and it has always been a controversial one. The ministries for basic and secondary education publish the official list of textbooks for each level of education on the basis of advice from the National Commission for Textbooks. The political economy of textbooks is complex and characterized by entrenched interest groups. There is competition among publishers, authors, local editors, local printers, libraries, briefcase booksellers, informal selling, and a second-hand market for textbooks. The entrenched interest groups have put in place a market that largely caters to private schools. This has led to supply constraints in public sector schools since there is no government supply of textbooks and a high proportion of parents cannot afford to purchase the textbooks. There are few booksellers in poor rural areas and those that do exist can only afford to stock a very few titles. A survey in 2012 in the Far North and North-West regions showed that only 3 percent of students have a mathematics textbook. A national survey reported 21 percent with a mathematics book.

11. A World Bank report released in January 2000 advocated liberalization of the textbooks market. This was formalized in 2002. A decade later, the situation has not improved. The textbooks market is 100 percent oriented to supplying books for the strata of society that can afford to purchase them. Wealthy parents sending their children to private schools are the only ones who can afford to purchase the textbooks.

12. Despite liberalization, Government and the commercial book industry have not been able to supply textbooks to the public school system for many years and therefore, the only children who have books are those who can afford to attend private schools or those in public schools whose parents can afford to buy one or two core textbooks. The rest of the children in the country go without, and the vast majority of children, especially in the northern regions of the country are deprived of any textbooks. Figures for textbooks availability in Cameroon differ from region to region and from urban to remote areas. Estimates of the current national pupil:textbook ratio suggest an average of 11:1 in the core subjects of language and mathematics with much worse ratios in other curriculum subjects. In urban areas the pupil-textbook ratio is better, but there are regions where the ratio is 30:1 and worse. In the Far North region, UNICEF and other sources report that there are areas where primary schools where primary schools have no textbooks at all, and have not had them for so long that none of the children have ever used a book. Teachers in these schools have become accustomed to never using textbooks. Almost no schools in Cameroon are reported to have reasonable collections of reading books to support the development of literacy.

13. Cameroon was long dominated by textbooks supply from France and the United Kingdom. This is changing and Cameroon publishing, though still struggling against commercial difficulties is emerging as an industry. Now often in partnership with French and British publishers, both local and the international publishers are mutually benefitting. The printing industry is struggling against world class printing which is cheaper and more reliable. The bookselling industry, closely linked with publishing, is capable of distribution throughout the country, although probably not through a sole supplier. All three parts of the Cameroon Book industry are almost entirely dependent on textbook sales for survival, and especially on sales of

the core primary textbooks. It is Government's policy to protect and develop the local Cameroon book industry.

14. In order to address the pressing needs of public school children, in December 2012 the Government launched a forum for a new textbooks policy. The timing and the restricted invitation to the forum is seen as the perpetuation of monopolistic practices by the Publishers' Unions. The Government is taking steps to reform the system through the development of a new policy on teaching and learning materials. The objectives are to ensure that teaching and learning materials are available and accessible to teachers and students at the basic education (primary and secondary) and vocational education and training levels. This is being done by (i) addressing the issue of high textbook system and textbook unit costs and the capacity of parents to pay for the textbooks on the one hand, and on the other, the allocation of resources from Government to make textbooks available in all 10 regions in a timely manner; (ii) improving the quality of pedagogy in science, physics, culture, moral, and ethics in textbooks as a means of addressing equity and to eliminate social stereotypes and all types of discrimination; and (iii) promoting public-private partnerships in the sector aimed at encouraging quality improvements in teaching and learning materials especially among national publishers, and making them more competitive

15. The national textbook policy is currently under debate between the Government and the publishers. In response to comments and criticisms from publishers, the Government is now developing another draft of the policy. The debate is healthy. Publishers have made some good suggestions (for example, ensuring that schools establish active textbook selection committees, that it should be recognized that authors do not have to be pedagogical inspectors or teachers, that minimum production standards for high quality books should be enforced, that the evaluation and approval methodology should be transparent and the approval completed earlier so that publishers can make books available earlier in the school year, and that libraries should be established in schools. More extravagant requirements have also been suggested by publishers, including Government support for a national paper industry). If a good compromise is reached, it would strengthen the book industry, provide a more transparent and more efficient system of textbook evaluation and approval and, most important, improve the affordability of the textbooks, the speed, and equity of supply. As previously suggested, durability and pricing would need to be tackled.

Annex 8: Letter of Sector Policy

REPUBLIC OF CAMEROON
Equity and Quality for Improved Learning Project (P133338)

République du Cameroun
Lettre de politique pour le secteur de l'éducation et de la formation, 2013-2020

La stratégie sectorielle de l'éducation et son périmètre

En 2006, le gouvernement camerounais avait défini et publié une stratégie sectorielle de l'éducation. Ce document consignait les principaux choix pour la politique éducative du pays jusqu'en 2015, sur la base du *Document de stratégie de réduction de la pauvreté* (DSRP) de 2003 et de projections de données démographiques, scolaires et financières.

Le système scolaire camerounais a enregistré des progrès importants entre 2006 et 2013, en particulier pour ce qui a trait aux objectifs du millénaire pour le développement portant sur la scolarisation primaire, comme le montre le tableau suivant :

	2004	2011
Taux brut d'accès	96,9 %	123,7 %
Taux brut de scolarisation	102 %	110,8 %
Taux d'achèvement primaire	59 %	71,8 %[1]
Taux brut de scolarisation, zones d'éducation prioritaire	84,4 %	113,8 %

Sources : modèles de simulation, 2006 et 2013.

La question de la disponibilité et du statut des enseignants constituait le principal obstacle au développement de l'accès en 2006. La contractualisation de plus de trente-sept mille enseignants du primaire, appuyée par les partenaires du secteur (FTI et AFD/C2D), a permis de surmonter cette difficulté et d'atteindre une couverture acceptable.

L'adoption en 2010, du *Document de Stratégie pour la Croissance et l'Emploi*[2], a donné au secteur de l'éducation une occasion de réactualiser ses options stratégiques de 2006, qui avaient porté tous les fruits que l'on pouvait en attendre.

Un nouveau RESEN a été réalisé en 2012 et 2013[3], ce qui a permis de réactualiser les analyses du précédent RESEN de 2003 et de les affiner. Le diagnostic actuel pointe les difficultés les plus saillantes d'aujourd'hui, à savoir :

- la persistance de disparités liées au genre, à la région de résidence et à la richesse, ces disparités s'exprimant avec plus de force à mesure que l'enfant progresse dans sa scolarité ;
- l'existence probable d'un groupe résiduel d'enfants, aux environs de 8 % d'une classe d'âge, qui échappe encore à la scolarisation pour des raisons diverses ;

[1] Cette valeur, utilisée par le modèle de simulation, est calculée sur la base des données scolaires. Sur la base d'enquêtes de ménages, la RESEN a proposé une estimation supérieure (81,3 %)

[2] République du Cameroun, *Document de Stratégie pour la Croissance et l'Emploi*, DSCE, 2010

[3] République du Cameroun, *Le système d'éducation et de formation du Cameroun dans la perspective de l'émergence*, (RESEN), 31 janvier 2013.

- une dégradation sensible de la qualité de l'éducation, telle qu'elle est perçue à travers des mesures d'acquisitions scolaires ;
- la faiblesse des régulations vers la partie haute du système ;
- le caractère peu pertinent de l'offre de formation dans l'enseignement technique, l'enseignement supérieur et la formation professionnelle ;
- et enfin, la faiblesse des régulations et du pilotage dans l'ensemble du système, menant à une distribution peu équitable des intrants et à une certaine inefficacité dans leur utilisation.

L'exploitation de ce diagnostic a mené à la rédaction d'un ensemble de documents qui consignent l'état de la réflexion stratégique des ministères sectoriels à la date de juillet 2013. Ces documents sont :

- un modèle de simulation économique et financière, couvrant la période 2013-2020 ;
- un document de stratégie sectorielle de l'éducation et de la formation (DSSEF) couvrant la même période et indiquant les moyens politiques que les autorités entendent mettre en œuvre pour atteindre les objectifs ;
- un plan triennal d'actions budgétisé (PTAB) détaillant les activités à entreprendre et leurs coûts pour la période 2014-2016.

Orientation des politiques éducatives

Accès et équité

La scolarisation primaire universelle reste l'une des priorités de la stratégie sectorielle. Selon les projections démographiques et financières, cet objectif devrait être atteint en 2020. L'atteinte de cet objectif ne dépend plus désormais de l'augmentation globale des capacités d'accueil. Les politiques orientées vers l'achèvement primaire universel visent aujourd'hui la réduction des disparités, au bénéfice des populations les plus à l'écart de l'école. Des mesures classiques d'augmentation des capacités d'accueil sont cependant encore nécessaires dans certaines zones.

La gratuité de l'école primaire sera étendue. La contractualisation des 9 000 maîtres des parents restant dans le système se fera en trois ans, sous des procédures de contrôle strictes, de sorte qu'en 2017, aucune école publique du pays ne fera supporter aux parents la charge salariale des maîtres.

Pour accélérer la lutte contre les disparités, les zones et régions les moins scolarisées du pays bénéficieront aussi d'appuis particuliers :

- accès gratuit aux manuels essentiels du primaire ;
- mesures d'incitation à l'intention des maîtres, permettant d'assurer un service éducatif identique à celui des autres régions ;
- mesures particulières d'appui à la demande au profit des populations les plus pauvres et les plus réticentes (pygmées, Bororos, réfugiés).

La fréquentation de structures d'accueil préscolaire devrait atteindre 40 % en taux brut, contre 27 % aujourd'hui. La cible prioritaire des politiques est le monde rural, qui accuse beaucoup de retard en la matière. La principale politique pour le préscolaire sera donc l'appui au développement des modes d'accueil communautaires en milieu rural. Des crédits transférés permettront aux communes de mettre en œuvre cette politique.

La mise en place de l'enseignement fondamental vise à favoriser la poursuite d'études du plus grand nombre d'enfants possible au-delà du cycle primaire. Cela implique de réviser les orientations, les contenus d'enseignement et l'organisation des établissements du premier cycle secondaire, qui sera divisé en un sous-cycle d'observation suivi d'un sous-cycle d'orientation. Une conséquence à moyen terme de cette réforme sera la nécessité de réguler plus strictement le passage du collège au lycée :

%	*Base (2011)*	*2016*	*2020*
Taux d'achèvement primaire	71,8	84,1	100
Taux de transition CM2-6ème	69,3	78	85
Taux de promotion fin 3ème / F4 en secondaire 2è cycle général	68	46,1	35,4

La formation professionnelle devrait voir ses effectifs tripler en dix ans, majoritairement dans des centres privés ou créés par des partenariats public/privé, tandis que dans l'enseignement supérieur, la modération de la croissance du nombre des étudiants est attendue des nouveaux modes de régulation du système éducatif mettant l'accent sur la diversification des filières professionnelles et technologiques.

Gestion des flux

Lorsque l'enseignement fondamental sera mis en place, le principal palier de la gestion des flux dans le système éducatif sera celui de la transition entre ce cycle à vocations multiples et la formation professionnelle, l'enseignement secondaire général, technique et professionnel ou la vie active. Le DSCE a prévu d'ajuster les effectifs de l'enseignement secondaire de second cycle sur ceux que l'enseignement supérieur sera capable d'accueillir dans de bonnes conditions.

Dans la période précédant cette réforme, les ministères sectoriels conservent les dispositifs d'examens et concours existants (concours d'entrée en sixième, BEPC, CAP, probatoire, baccalauréat) et encadrent la transition du primaire vers le collège à un maximum de 85 % à l'horizon 2020, afin de garantir que l'objectif de scolarité primaire universelle conserve son rang prioritaire.

Qualité et pertinence

Plusieurs types de politiques sont appelés à permettre au système éducatif de retrouver et de conserver un bon niveau de qualité de service :

- Des politiques d'intrants poursuivent un objectif d'amélioration générale de la qualité de l'éducation. Les manuels scolaires au primaire, les équipements documentaires ou spécialisés au secondaire et dans le supérieur, la formation des enseignants dans tous les sous-secteurs seront les leviers de ces politiques générales.
- Des politiques ciblées sur les points noirs du système éducatif viseront à identifier les établissements qui ne disposent pas des conditions minimales de travail et/ou qui présentent des performances anormalement faibles, afin d'apporter progressivement et localement les solutions appropriées, qui pourront relever de l'équipement, de la formation, de la supervision pédagogique.
- Une politique particulière portera sur l'amélioration de l'apprentissage de la lecture au cycle primaire. Cet apprentissage est en effet déterminant de tous les autres.

En formation professionnelle ainsi que dans l'enseignement technique, professionnel et supérieur, les premiers objectifs de la qualité sont d'aller vers la pertinence de l'offre par la réalisation d'études sur les exigences futures de l'emploi en termes de qualifications, par le développement de formations orientées vers les spécialités techniques porteuses, par des activités de structuration des sous-secteurs et par le développement de partenariats. De cette façon, la relation entre les enseignements dispensés dans les

parties moyenne et haute du système avec les besoins réels de l'économie camerounaise sera mieux assurée.

Gouvernance et pilotage

Les capacités d'accueil du système éducatif national peuvent continuer à croître et la qualité des services peut s'améliorer sans effort de financement important, si la gouvernance du secteur s'améliore. En effet, c'est par une action sur la gouvernance que le mauvais emploi des ressources comme l'affectation inadéquate des agents peuvent être éliminés à travers des mesures administratives fortes (assainissement du fichier solde, respect des quotas horaires hebdomadaires au niveau de l'enseignement secondaire, etc.), de façon à dégager d'importantes marges financières pour l'évolution du système.

L'amélioration de la gouvernance vise la restauration de la confiance des usagers et des partenaires du système éducatif. La déconcentration étendue des lieux de décision ou de concertation, la visibilité améliorée sur les actions entreprises et les dépenses engagées, l'encadrement plus strict des comportements et le contrôle régulier des résultats sont les moyens de cette amélioration.

Pour cela, les objectifs que le gouvernement se fixe sont :

- de partager avec les collectivités locales et les communautés la gestion quotidienne des questions scolaires, ce qui constituera le point d'achèvement de la décentralisation du secteur ;
- de rendre plus rationnelle la gestion d'ensemble du système éducatif par l'emploi de données objectives, fiables et à jour et de critères justes et connus de répartition des ressources. Le développement d'un SIGE interministériel, l'emploi de tableaux de bord et des outils de gestion locale de la qualité des apprentissages (GLQA) concourront à cette rationalisation ;
- de faire connaître de façon étendue le contenu de ses politiques, les objectifs et les critères de ses décisions au moyen de plans de communication plus ambitieux et de publications régulières sur les normes, les allocations de ressources et les résultats.

Orientations financières

A l'occasion de la formulation de la stratégie sectorielle, et avec l'appui d'exercices de simulation sur modèle, les arbitrages financiers suivants ont été prononcés.

Mobilisation de ressources internes

Les ressources budgétaires du secteur connaîtront un accroissement régulier résultant :

- d'une amélioration de la pression fiscale ;
- et d'une amélioration des arbitrages budgétaires internes en faveur de l'éducation ;

selon les projections suivantes (tableaux extraits du modèle de simulation, mars 2013 révisé en juillet 2013):

Milliards de FCFA	**2011**	**2014**	**2015**	**2016**	**.....**	**2020**
Recettes publiques	**2 101**	2 564	2 739	2 925	.....	3802
Pression fiscale (%): Recettes / PIB	**17,5%**	18,2%	18,4%	18,6%	.....	19,5%
Dépenses d'éducation financées sur recettes Etat / recettes	**18,3%**	19,3%	19,6%	20,0%	.....	22,0%
Dépenses courantes d'éducation (total)	**383,6**	531,1	583,3	644,0	.....	923,2

Equilibre d'ensemble, dépenses courantes

Millions de FCFA	**2011**	**2014**	**2015**	**2016**	**.....**	**2020**
Ressources nationales pour dépenses courantes d'Education	**383 574**	494 252	537 317	583 868	.....	836 450
Gap de financement sur dépenses courantes	0	36 848	46 017	60 113	.....	86 791

Ainsi, le pourcentage des recettes publiques affectées à l'éducation atteindra 22% en 2020. Ces prévisions sont très encourageantes pour le premier quinquennat de mise en œuvre de la stratégie sectorielle. Le taux de dépendance en 2020, tel qu'il est estimé par le modèle, va s'établir à 9,4 %.

Cela témoigne d'un sous-financement relatif du secteur de l'éducation camerounais. Toutefois, les hypothèses retenues par le modèle de simulation pour le partage intersectoriel (croissance jusqu'à 22 % puis stabilisation) sont réalistes. Elles résultent de l'analyse de la situation des finances publiques camerounaises en 2013 et dans les quelques années antérieures. Cette période ayant été marquée par des évènements conjoncturels qui ont considérablement restreint les perspectives budgétaires des secteurs sociaux :

- la crise des prix alimentaires de 2008-2009 et l'augmentation des prix des carburants ont contraint le gouvernement à des dépenses de soutien ;
- des catastrophes naturelles (inondations) ont généré de lourdes charges ;

- les crises politiques et religieuses dans les pays voisins (RCA, Nigéria, Tchad) ont imposé de lourdes dépenses de sécurité et apporté des flux de réfugiés au Cameroun.

Si de tels évènements ne se reproduisent pas et si la conjoncture devient plus favorable, il deviendra possible au gouvernement, les prévisions de croissance économique restant même inchangées par ailleurs, d'augmenter la part des ressources allouées au secteur de l'éducation.
Il est tout aussi possible que les coûts salariaux connaissent, comme c'est souvent le cas, une croissance moins rapide que le PIB.
Enfin, les autorités sectorielles envisagent d'entreprendre des démarches actives de recherche de nouveaux partenaires. Les apports extérieurs au secteur éducatif camerounais sont en effet plus modestes que dans beaucoup de pays comparables.
Si, toutefois, les hypothèses les plus pessimistes devenaient réalité, il serait nécessaire d'envisager soit des régulations plus strictes vers la partie haute du système, soit des mécanismes de partage de financement pour les segments du système éducatif qui ne correspondent pas à un droit à l'éducation gratuite.

Répartition intra-sectorielle

Les arbitrages optent pour une amélioration de la part budgétaire de l'éducation de base et de l'enseignement supérieur et pour une diminution de la part relative de l'enseignement secondaire, selon les projections suivantes, en dépenses courantes :

Répartition en %, dépenses courantes	2011	2014	2015	2016	.....	2020
EDUCATION DE BASE	**34,7%**	**32,2%**	**31,7%**	**36,9%**	.....	**41,5%**
Préscolaire	**3,2%**	3,0%	2,9%	2,8%	.....	2,5%
Primaire	**31,3%**	28,9%	28,3%	28,4%	.....	25,8%
Cycle Observation[4]	**0,0%**	0,0%	0,0%	5,2%	.....	12,5%
EBNF	**0,0%**	0,0%	0,0%	0,0%	.....	0,0%
Alphabétisation	**0,1%**	0,3%	0,4%	0,5%	.....	0,7%
ENSEIGNEMENT SECONDAIRE	**43,6%**	**41,4%**	**40,0%**	**33,3%**	.....	**27,2%**
1er cycle Général ancien	**15,0%**	12,7%	11,9%	8,2%	.....	0,0%
2ème cycle Général ancien	**14,5%**	16,4%	15,7%	14,4%	.....	6,1%
Cycle Orientation	**0,0%**	0,0%	0,0%	0,0%	.....	11,40%
Secondaire Général nouveau	**0,0%**	0,0%	0,0%	0,0%	.....	0,0%
ENIEG	**1,5%**	1,2%	1,2%	1,3%	.....	1,3%
Technique & Professionnel	**12,6%**	11,1%	11,2%	9,4%	.....	8,4%
FORMATION PROFESSIONNELLE						
Formation Professionnelle	**2,9%**	**2,9%**	**3,2%**	**3,5%**	.....	**3,1%**
ENSEIGNEMENT SUPERIEUR	**18,8%**	**23,5%**	**25,1%**	**26,2%**	.....	**28,2%**
Enseignement Supérieur	**18,8%**	23,5%	25,1%	26,2%	.....	28,2%
Total	**100,0%**	100,0%	100,0%	100,0%	.....	100,0%

[4] Cette ligne décrit les arbitrages financiers intra sectoriels. Les arbitrages institutionnels sur la gouvernance de l'école fondamentale résulteront d'études aujourd'hui programmées.

Mise en œuvre de la stratégie sectorielle

La coordination politique de la stratégie du secteur de l'éducation revient au *Comité de pilotage chargé de la coordination et du suivi-évaluation de la mise en œuvre de la stratégie sectorielle de l'éducation,* placé sous l'autorité du Ministre en charge de la planification. Ce comité est appuyé par deux organes techniques : la *cellule opérationnelle* et le *secrétariat technique.*

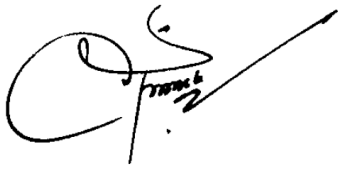
La cellule opérationnelle est composée de Secrétaires Généraux de ministères concernés par le développement de l'éducation. Son rôle est d'assurer le relais entre les constats ou les prévisions des administrations et les décideurs gouvernementaux.

Le secrétariat technique est composé du Secrétaire Technique et de trois (3) Secrétaires Techniques Adjoints ainsi que d'experts sous-sectoriels. Il est en charge de la mise en œuvre opérationnelle des activités, de leur coordination, et du rapportage de l'exécution matérielle et financière.

Au niveau des ministères du secteur, la mise en œuvre de la stratégie sera assurée par les Comités PPBS (planification, programmation, budgétisation, suivi). Cette disposition contribuera à améliorer les processus de préparation budgétaire et à les orienter vers la pratique des budgets-programmes, elle donnera une bonne garantie de mise en relation entre les stratégies sectorielles et les mécanismes de préparation budgétaire.

Au sein des ministères, il s'agira de décliner la stratégie du secteur en stratégies ministérielles et le suivi de la mise en œuvre sera placé sous la responsabilité des Comités internes PPBS.

Les revues sectorielles permettent la coordination entre les ministères et les partenaires techniques et financiers. Organisées sur une base annuelle, elles donnent lieu à l'examen des rapports d'exécution matérielle et d'exécution financière, ainsi qu'à la validation des plans d'actions annuels.



ANNEXE 1 : Equilibre financier du secteur de l'éducation et de la formation

Modèle+PATB							
dépenses courantes	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*2014-2016*
Coût du programme éducatif	387,49	436,92	485,09	535,70	588,78	649,88	1 774,36
dép courante mod	383,57	432,78	480,73	531,10	583,33	643,98	
dép hors mod cour	3,92	4,14	4,36	4,60	5,45	5,89	15,95
GAP brut	0,00	15,18	26,31	36,85	46,02	60,11	142,98
Financement domestique	383,57	417,60	454,42	494,25	537,32	583,87	1 615,44
Appui Extérieur				22,97	14,73	10,31	48,02
Besoins de financement	3,92	19,32	30,67	18,48	36,73	55,69	110,91
Coût du programme Education de Base	132,57	146,02	158,72	171,82	185,66	205,10	562,58
Financement domestique	129,39	137,52	146,42	156,58	198,41		354,99
Appui Extérieur hors GPE	0,00	0,00	0,00	20,68	13,26	9,28	43,22
Besoin de financement	3,18	8,50	12,29	-5,44	-26,01	195,82	164,37
Besoin de financement résiduel							
MODELE+PATB							
	milliards FCFA						
dépenses courantes + capital	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*	*2014-2016*
Coût du programme éducatif	421,86	473,17	523,34	576,06	618,05	680,27	
dont dép en capital	**34,36**	**36,25**	**38,25**	40,35	29,27	30,39	100,01
Financement domestique		**454,32**	**493,16**	535.12	580,43	629,35	1 744,89
Appui Extérieur				27,35	27,02	27,02	81,40
Besoins de financement		**6,47**	**-13,63**	23,59	10,60	23,89	48,08
%		**1,37**	**-2,60**	2,36	1,72	3,51	2,57
GPE							26,65
GAP résiduel							21,43
%							1,14

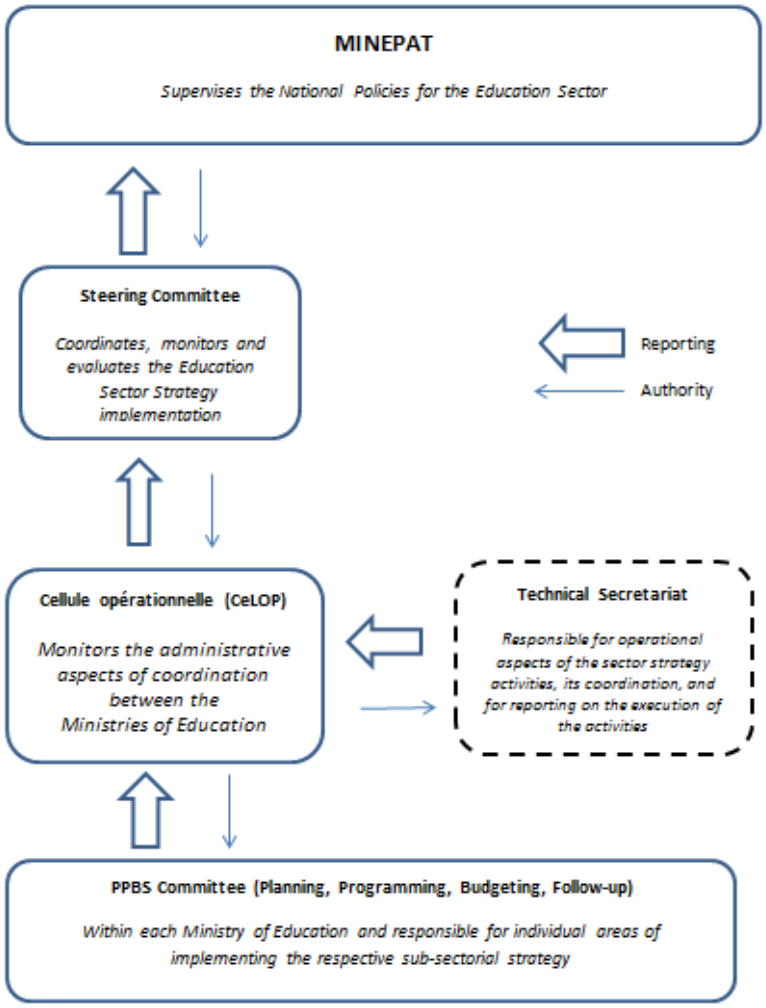
Coût du programme Education de Base				250,87	259,05	295,56	**805,48**
Financement domestique				221,82	234,19	263,66	719,68
Appui Extérieur hors GPE				12,71	19,50	21,62	53,82
Besoin de financement				16,34	5,36	10,28	31,98
% besoin financement				6,51	2,07	3,48	3,97
GPE							26,65
% GPE							*3,31*
GAP résiduel							**5,33**
% résiduel							*0,66*

ANNEXE 2 : Récapitulation des principales prévisions en termes d'effectifs et de coûts

Le tableau suivant est extrait du modèle de simulation de mars 2013 révisé en juillet 2013.

Scénario 4	2010-2011	2013-2014	2014-2015	2015-2016	.....	2019-2020
Effectif d'élèves ou d'étudiants					.....	
Préscolaire	**339 600**	384 722	399 811	414 924	.....	475 616
Primaire	**2 781 352**	3 050 329	3 124 916	3 201 416	.....	3 527 539
Sous-cycle d'observation	**0**	0	0	316 341	.....	852 872
1er cycle secondaire ancien système	**648 751**	734 523	752 594	570 434	.....	0
2ème cycle secondaire ancien système	**278 213**	350 387	341 039	318 777	.....	136 673
Cycle d'orientation	**0**	0	0	0	.....	829 479
Second cycle secondaire	**0**	0	0	0	.....	0
Alphabétisation	**70 074**	79 953	85 360	90 981	.....	115 746
EBNF	**1 643**	1 996	2 096	2 186	.....	2425
LT&P	**321 859**	381 765	416 183	359 811	.....	388 339
Formation professionnelle (Public)	**13 300**	24 926	28 834	33 410	.....	35 142
Enseignement Supérieur	**244 334**	325 450	354 799	385 369	.....	558 043
Dépenses courantes par niveaux d'études					.....	
Préscolaire	**12 457**	15 853	16 946	18 043	.....	23 440
Primaire	**120 113**	152 553	164 046	181 065	.....	235 135
Sous-cycle d'observation	**0**	0	0	33 248	.....	114 003
1er cycle secondaire ancien système	**57 592**	66 799	68 890	52 514	.....	0
2ème cycle secondaire ancien système	**55 447**	86 511	90 860	91 896	.....	55 894
Cycle d'orientation	**0**	0	0	0	.....	103 860
Second cycle secondaire	**0**	0	0	0	.....	0
Alphabétisation	**520**	1 597	2 298	3 186	.....	6 234
Formation des enseignants du Primaire	**5 726**	6 278	7 074	8 130	.....	12 135
EBNF	**10**	28	35	43	.....	81
LT&P	**48 370**	58 714	64 806	60 151	.....	76 419
Formation professionnelle	**11 232**	15 207	18 262	22 314	.....	28 657
Enseignement Supérieur (y c Recherche)	**72 107**	124 148	145 444	167 400	.....	256 586
Dépenses courantes totales (millions)	**383 574**	531 100	583 334	643 981	.....	923 241

Figure 2.1. Institutional Arrangements for the Education and Training Sector Strategy 2013-2020



Annex 9: Lessons Learned

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World Bank[24] and Other development partners[25]	How the lessons have been addressed in the Project design
A systematic assessment of the political economy environment in Project development provides a sound basis for designing implementation strategies.	The issues and challenges sub-section of the Project appraisal document captures in detail the political economy dimensions of the education sector.
Financing instrument and modality. ***The Government of Cameroon has demonstrated its commitment, ability, and willingness to assume budget responsibility for the Contract Teachers Program***. Further, it is seeking to introduce key reforms in the teaching and learning materials area while continuing to use the existing commercial/private sector publishing and printing of textbooks and didactic materials.	The Government has expressed willingness to use a hybrid approach (procurement through national system and through World Bank system) to the design and implementation of the Project. The Project would: (a) Use Investment Project Financing (IPF), but with disbursement-linked indicators (DLIs), for Sub-components 1.1 and 1.2 (the two major quality investments of the Project). This implies using national system for procurement; and (b) Use regular Investment Project Financing (IPF) for Components 2 and 3 of the Project. This implies using World Bank system for procurement.
The EFA-FTI Project lessons from recruiting and deploying contract teachers across the country precipitated concerns regarding contract teachers' attrition (specifically of female teachers), distribution, absenteeism, and resulting effects on the quality of education. Cameroon is a culturally diverse country with clear demarcation of Francophone and Anglophone education systems. Government's efforts are to unify the system. Recruiting and deploying teachers from the South to the more remote Northern areas, with marked cultural differences has rendered the teacher deployment approach to be less effective than intended. Teacher attrition has been due to the absence of appropriate support groups.	By converting the existing *maîtres des parents* to contract teacher status, the Project would ensure that teachers continue to work in the respective environments that are most suited to their cultural background. This is expected to reduce teacher attrition, improve teacher distribution, and motivate teachers to perform better on the job through improved pay and benefits, and the provision of localized teacher training.
There are particular challenges of implementing Projects in an environment with multiple ministries using a separate PIU. There is merit in setting up a Permanent Secretariat with a minimum amount of resources and staffed with	There will be no independent project implementation entity (PIE) to implement the project. The project will be implemented by MINEDUB. A Project-specific MINEDUB

[24] Lessons learned from the Education For All-Fast Track Initiative (EFA-FTI) Project (P116437) that closed in December 2011 and summarized in the World Bank Implementation Completion and Results Report (ICR2591; June 2012); the World Bank's Education Development Capacity Building Project (IDA Cr.4070-CM) that closed in September 2012, and summarized in the World Bank Implementation Completion and Results Report (ICR2591; February 26, 2013).

[25] *Agence Française de Développement* (AFD) C2D Project; previous and ongoing support from other development partners' specifically UNICEF (learning materials procurement and distribution to flood emergency areas, school mapping), UNESCO (education management information system), and JICA (school construction).

appropriate Project implementation specialists (financial management specialist, procurement specialist, accountant) with periodic rotation of technical staff only to implement Projects with heavy procurement. The Permanent Secretariat would report directly to the Steering Committee of MINEPAT.	Secretariat staffed with MINEDUB and MINESEC, and some recruited staff (dedicated financial management, accountant, procurement specialist, data management specialist, report writing, and archiving assistant) would be responsible for the day-to-day functions of the Project. They would be paid through Government funds.
Results Framework. Two lessons that are important to take into account: (i) the results measures would need to relate appropriately to the length of the implementation timeframe for a Project; and (ii) it is important to avoid using composite indicators for measuring individual Project sub-components. For example, the EFA-FTI Project used the indicator 'recruitment and deployment of contract teachers' as the outcome indicator. While this is an important impact that was sought through the Project, the quantitative outcome measurement of the Project resulted in demonstrating that each of the integral parts of the measurement had a confounding effect. This resulted in showing that the Project development outcome was less favorable than it would have been had a less complex indicator been selected.	The Project would measure the individual and quantifiable variables as key outcome indicators. Each of the variables would contribute to the anticipated positive Project impact.
Evidence-based and data driven decision- making provides an objective basis for decisions. The on-time production of annual statistical yearbooks for primary, secondary and higher education was financed through the IDA Education Development Capacity Building Project. There are still issues with the reliability of the data, however. During the last few months of implementation, the Project provided funding for technical assistance to triangulate and validate data to resolve some of the consistency and reliability issues. The main issues are with standardization of data collection instruments, absence of standard norms for unifying the disparate databases of the five ministries of education, problems with data reliability, and issues surrounding data mining for coherent analyses; Experience of development partners, and especially of UNESCO's regional office in Yaoundé provides some insights. (i) UNESCO's efforts are currently directed towards ensuring that the decentralized regional education departments are linked up to the central ministries, and that Cameroon is linked up with the regional database. Government is seeking standardization of data, indicators, and a unified system at the central level across the ministries of education; (ii) UNICEF's experience with piloting school mapping would be taken into consideration. Government is seeking school mapping of all primary and secondary schools.	The Project would combine decision-making (targeting Project regions and sub-regions) based on the use of objective criteria and data, with validation by Government. The Project would invest in: (i) supporting the Government to set up the architecture for the education sector; (ii) use geo referencing (school mapping) to identify the public and private sector schools at primary and secondary education levels; and (iii) link school report cards (*tableau de bord*) with the school mapping data, and (iv) provide periodic information on schools report cards to the communities.

A coherent plan for institutional capacity development directly linked to the Project design has a greater impact than disparate capacity development elements.	The Project capacity development elements (Component 2) would be directly linked to the other sub-components of the Project. This would ensure opportunities for knowledge acquisition-by-doing, direct problem-solving, and the design of interim corrective measures as required.
Improving accountability in the allocation of public resources and promoting the efficient use of the resources requires multiple and mutually reinforcing strategies. At the sector level, accountability is weak, in part because as education sector stakeholders do not have access to reliable and timely data on sector performance, that can stimulate greater accountability and performance improvement at all levels. A study on governance issues in education that focused on three regions with different profiles (North West, Littoral, and Far North) revealed that there was little accountability in the allocation of public resources in the Far North, and not surprisingly, instances of inefficient management of these resources. The study proposes four strategies to improve education outcomes: (i) establish and implement benchmarks and standards for performance at the school and regional levels of Government, (ii) improve teacher management and address governance issues, (iii) ensure an equitable distribution of resources and the effective monitoring of budgets and expenditure, and (iv) establish a system of public transparency to promote good governance. Finally, access to information at each level of the sub-sector would increase accountability and transparency.	Emphasis would be placed on developing and disseminating appropriate and timely information and communication during the Project implementation process in order to: (a) promote informed decision-making; (b) reduce unwanted interferences; and (c) promote monitoring and evaluation on objective bases.
Appropriate governance and anti-corruption measures need to accompany the lending instruments to enable timely and efficient monitoring of fiduciary challenges.	Third party verification of transactions would be employed as a strategy. Third party verification would include three dimensions: (a) financial; (b) technical; and (c) capacity assessments.
Adhering to an agreed-upon procurement plan is indispensable for the success of Projects.	The procurement plan for the project would be prepared and included following the appraisal mission.
An implementation timeframe of 3 years for GPE projects is relatively short in order to measure results/impact on the ground. This is based on implementation experience from the EFA-FTI project in Cameroon and other projects financed by the GPE in other Sub-Saharan African countries. Most GPE financed projects in Sub-Saharan African countries have requested extensions.	The proposed Project would be implemented in 4 years (2014/15-2017/18).

Annex 10: List of Supporting Documents

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Map
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