



**END OF PROJECT
EVALUATION
FOR
CEF CAMEROON**

**Conducted by Bureau d'Etudes GRADEMAP
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ABBREVIATIONS

ANCEFA:	African Network Campaign Education For All
C2D:	Contrat de Désendettement et Développement camerounaise
CEF :	Commonwealth Education Fund
CEFAN:	Cameroon Education For All Network
CME:	Campagne Mondiale pour l'Education
COCSEC :	Coalition of Civil Society Organisations for education in Cameroon
CSEF:	Civil Society Education Fund
CSO:	Civil Society Organisation
CTD:	Collectivités Territoriales Décentralisées
PRSP:	Document Stratégique de Réduction de la pauvreté
EFA:	Education For All et Management Projets
FCSOAM:	Fédération des Organisations de la Société Civile
GRADEMAP:	Groupe de Recherche Africain en Développement
HIPC:	High Initiative Poverty Country
INGO :	International Non Government Organisation
MDG:	Millennium Development Goal
NGO:	Non Governmental Organisation
PCPA:	Programme Concerté Pluri Acteurs
PRSP :	Poverty Reduction Strategy Paper
SIL:	Société Internationale de Linguistique
SWAP:	Sector Wide Approach
SWOT:	Strengths Weakness Opportunities and Threats
UNESCO:	United Nations Educational, Scientific and Cultural Organisation
UNICEF:	United Nations International Children's Emergency Fund
VSO:	Voluntary Service Overseas

INTRODUCTION

The CEF started activities in Cameroon in 2002, following the resolutions taken during the global education forum, that held in Dakar in 2000. Set up by the British Government, the CEF's main purpose is to build the capacity of civil society organizations so that they can carry out activities likely to get the Cameroon Government to provide first-rate primary education for the destitute and marginalized children.

CEF activities in Cameroon ended on 31 December 2007. These activities were conducted within the framework of a strategic plan covering the period 2005 – 2007.

A final evaluation was commissioned by ActionAid Cameroon, in order to learn and build on the experiences of the activities of the CEF in Cameroon.

The consultancy firm, GRADEMAP, was chosen to conduct this end of project evaluation.

This report presents the findings of the evaluation research carried out by the Consultant in accordance with the terms of reference.

I. THE EVALUATION FRAMEWORK

1.1. Assessment context

The right to education makes enables each individual to choose his future life and to get easily integrated into the society. In certain areas of the world, particularly in sub-Saharan Africa, parity in teaching and education is not always respected, what disadvantages the young girl and marginalizes vulnerable groups.

Education occupies strategic position in a country's development process and merits the importance attached to it in the Millennium Development Goals.

Four stakeholders are involved in the education, namely: the State, the civil society, bilateral donors and the private sector. Unfortunately, the civil society does not play its role properly, due mainly to organisational weaknesses. In addition, the Civil Society does not have the capacity to raise and manage funds properly.

It is against this background that the Global forum on education was organised in Dakar in 2000 to encourage civil society organizations to carry out advocacy activities in order to influence education policy.

In this connection, the Commonwealth Education Fund (CEF) was created to strengthen civil society organisations working in the education sector. This was also in line with MDGs and the guidelines of the Global education forum. Since 2002, the CEF has been supporting education advocacy activities in 16 Asian and African countries including Cameroon.

In Cameroon, the net school enrolment rate for children between 6 and 14 years is 8.8% lower in poor households than in well to do households (74.1% against 82.9% in 2001). The fact that the poor do not have sufficient means to meet school expenses, and/or that access to education is harder for

children from poor households than for those from well to do households account for this relative difference (source: PRSP 2003).

Consequently, Education for all (EFA) is a priority in Cameroon requires the active participation of civil society organizations.

It is for this reason that CEF Cameroon outline the following points in its mission statement:

O Build the capacity of the civil society in the control of public expenditures for so as to influence education policy.

O Create education coalitions, bringing together NGOs, teachers trade unions, parent teachers associations, students unions, denominational groups, children's rights advocates and social movements;

O Support CSO innovative initiatives in order to ensure education for all (for girls, child soldiers, nomadic groups).

At the end of the project, CEF Cameroon decided to conduct an evaluation that would look back at the achievements and build on the experience gained so as to adequately face future challenges. This should assist in the setting up of a National Fund for Education Civil Society organisations.

1.2. Evaluation objectives

They included assessing performance, results, challenges met and the lessons learned within the framework of the CEF objectives.

1.3. Results Expected from the consultant

- All actors involved should contribute objectively to the evaluation of CEF activities, results, and impact in Cameroon;
- The strengths and weaknesses of the CEF should be used to design future activities, especially in the setting up of a National Fund for Education Civil Society organisations.

1.4. EVALUATION METHODOLOGY

The five consistency criteria and Strengths, Weaknesses, Opportunities and Threats (SWOT) served as the basis for this assessment.

The five consistency criteria are relevance, effectiveness, efficiency, sustainability and impact.

1.4.1. Sources of data collection (primary, secondary)

Primary Sources

- The Director of ACTIONAID Cameroon;
- The coordinator of CEF in Cameroon;
- CEFAN Leadership;
- Members of CEFAN in Yaounde, Bafoussam, Maroua, Bamenda, Buea and Douala;
- Other actors involved in the field of basic education.

It was not possible to meet all members of the steering committee because they were not available during the evaluation.

Secondary sources

All documents on feasibility and diagnostics studies, monographic studies, the socio-economic studies, the ex-ante, midterm and final, monitoring, etc.. which were developed under the CEF and by other stakeholders in the field of education.

1.4.1.3. Methods of data collection

- Desktop survey and analysis secondary;
- Semi-structured interviewees with primary sources.

1.4.1.4. Data Analysis

It consisted in processing the information collected for relevance, effectiveness, efficiency, sustainability and the effects of the project.

1.4.2. Evaluation using the SWOT

This was used to assess the strengths, weaknesses, opportunities and threats of various activities under the CEF Cameroon.

The data sources, methods of collecting and processing data are virtually identical to those of relevance criteria.

1.5. Time chart																
Activities	Day 1	Day 2	Day 3	Day 4	Day 4	Day 6	Day 7	Day 8	Day 9	Day 10	Day 11	Day 12	Jour 13	Jour 14	Jour 15	Total
1. Preparation of the mission																
2. Collection and processing of secondary data																
3. Collection of primary data on the field																
Yaounde																
Obala																
Buea																
Bafoussam																
Dschang																
Maroua																
Bamenda																
Kumbo																
4. Processing and analysis of data																
5. Drafting of report																
TOTAL																15 days

II. PRESENTATION OF CEF CAMEROON

A proper evaluation cannot be made without a thorough knowledge of the structure under scrutiny. Therefore, it was deemed necessary to give an objective presentation of CEF Cameroon as well as its major operational partner, CEFAN.

2.1. Origin of CEF

The Commonwealth Education Fund (CEF) was officially launched on March 12, 2002 by the then Chancellor of the Exchequer, Gordon Brown to mark the jubilee of her Majesty the Queen of England. This fund was created to help the Commonwealth developing countries meet the Millennium Development Goals (MDG) in the education sector. This is particularly the case with MDG2 that deals with universal primary education and MDG3 relating to gender equality in education by 2015.

Concretely, this fund was created to facilitate the realisation of the six objectives of Education for All (EFA) namely:

- Enhancing the protection and education of early childhood;
- Providing free and compulsory primary education for all children;
- Encouraging the training of youth and adults and providing them with necessary tools to fend for themselves in their day to day life,
- Leveraging by 50% the adults literacy rate;
- Achieving gender parity by 2005 and gender equality by 2015;
- Improving the quality of education.

The CEF wanted to tackle the priority auctions elaborated in Jomtien in 1990 and reasserted in April 2000 in Dakar, with the civil society the key role of the realisation of the EFA objectives.

CEF was thus conceived as a support fund for advocacy/lobbying activities of education civil society organisations in 16 African and Asian countries. Its activities were planned to end in June 2008.

The main objective of this fund, managed by ActionAid, Oxfam GB and Save the children, was to build the capacity of the civil society in Commonwealth developing countries so that these CSOS be able to assist their respective governments provide complete and good quality primary education to the most destitute and marginalised children. To achieve this specific goal the CEF had to:

- Reinforce one national coalition for education so that it be run democratically with a great number of active members all over the country, and able to rally the voices and field experiences members efficiently, in order to influence domestic policies and practices;
- Make sure that the government's education budget is sufficient to enable public schools to enrol all the girls and boys, as well as ensure that the State budget is well targeted and directed to where the needs are most pressing;
- Support citizens' pressure on government using data collected from innovative activities which have enabled destitute children, especially girls, street children and homeless children to go back to school.

CEF Cameroon started activities in August 2002, and in February 2003 a coalition of civil society organizations for education in Cameroon (COSEC) was created. It made it possible for more than 50 organizations from the civil society, international and national networks and international NGOs to be brought together.

The lifespan of this coalition was rather brief due to a number of reasons including the recurring problem of leadership among members of the CSOs.

Some members of the disbanded COSEC set up a "task force" that led to the creation of Cameroon Education For All Network (CEFAN) in October 21, 2005, supported by CEF, UNESCO, national coordination of EFA and SIL.

CEFAN became a major partner to CEF, and together they implemented its (CEF's) strategic plan which is the focus of this evaluation. This five-pronged plan stood as follows:

- Strengthening CEFAN both at the institutional level and in the development of its programmes;
- Building the capacity of civil society organizations working in the field of education;
- Financing programmes/projects that addressed any of the three specific objectives of the CEF;
- Supporting the global action week on Education For All;
- Ensuring follow-up.

A coordinator was designated to coordinate CEF Cameroon under the supervision of a steering committee.

2.2. Structure and Functioning of CEF Cameroon.

CEF Cameroon actually operated for two years from 2005 to 2007. Its for this reason that this evaluation covers the two years. The fact that the lead agency was based in Nigeria did not help in the monitoring and coordination of activities.

CEF Cameroon was organised according to the standard procedures of the CEF with a steering committee, a lead agency which was ActionAid and a secretariat.

- The steering committee was the supreme organ of the CEF in Cameroon. It was made up of representatives of the British Council, Plan Cameroon, VSO, the CEFAN of FAWECAM of MINEDUB, Coordinator of the CEF and ActionAid. It met every three months convened by the President. Its mission was to develop and monitor the implementation of the action plan, the budget. It had the power to appointment and dismiss the Coordinator. It should be noted that the steering committee, whom the majority of its members were co-opted by the Coordinator did not fully play its role of guiding the activities of CEF because of the power of the Coordinator who had the power of selecting the members of the steering committee . In addition, the Steering Committee did not have a nation wide representation since all its embers were based in Yaoundé.

- The lead agency for CEF Cameroon, ActionAid Nigeria, played this role for four years. This distant monitoring of activities and supervision of the steering committee was one of the causes of failures in the early years and could explain the limited results obtained. The installation of ActionAid in Cameroon facilitated the daily monitoring of planned activities. But the collaboration between ActionAid Cameroon and the coordination was not smooth because of the independence gained by the Coordinator during the period ActionAid Nigeria acted as the lead agency.

- The secretariat was run by the coordinator who managed the daily activities of the CEF. S/He implemented the plan of action and budget approved by the Steering Committee. He worked mainly with the CEFAN from 2005, because the network was the sole strategic partner of CEF in Cameroon. CEF Cameroon also developed activities in the context of strengthening the network of civil society. The monitoring of the education budget by civil society was carried out through the organization of training workshops for members of CEFAN. Two studies were carried out within the framework of developing innovative practices.

2.3. CEFAN and its members as the strategic partners of the CEF

The evaluation of CEF Cameroon cannot be made without a broad knowledge of CEFAN which was its major local partner in the execution of the 2005 to 2007 activities.

Legalized in December 2005 as a non-profit and apolitical association, CEFAN “decided to make a strong contribution to achieving the objectives of education for all in Cameroon its top priority.”

CEFAN was set up with the support of CEF Cameroon and UNESCO and with the collaboration of the Coordination of Education For All, Plan International and SIL.

This platform of CSO's for education has about fifty member organisations, twenty of whom are active. These members are made up of primary and secondary education trade unions, parent teachers associations, associations for the protection of children's rights, associations for the protection of women's rights, NGOs of the education sector, and a consultancy firm working in the sector of education. Its members come from eight of the ten provinces of Cameroon. Annual contributions are 15000 FCFA.

An executive secretariat is responsible for the execution of the activities under the supervision of a steering Committee. Provincial committees are responsible for activities in the provinces. The general assembly of members is the highest organ of the organisation.

In August 2006, CEFAN drew a strategic plan for 2007-2009, with three major objectives:

- Strengthening the institution,
- Advocacy
- Partnership/networking.

It is within the scope of these objectives that CEFAN has been carrying out activities, with the support of the CEF.

2.4. Activities undertaken by CEF/CEFAN

The activities will be presented according to the five objectives defined in the 2005-2007strategic plan.

2.4.1. Reinforcing the national education coalition

The activities developed by CEF were:

- Institutional support to CEFAN;
- Assist CEFAN to purchase and install equipment;

- Support the running of CEFAN through the payment of rents, staff costs and the organization of statutory meetings of the network;
- Assist CEFAN to design and implement a strategic plan;
- Assist CEFAN to develop a procedures manual and a code of conduct.

The activities carried out by CEF in line with objective number one were directed towards strengthening the CEFAN. CEFAN was legalised, acquired office space and developed a strategic plan, a code of conduct and a procedures manual. All these elements played a role in the grounding of CEFAN.

2.4.2. Building the capacity of civil society organizations

This was carried out through the organisation of seminars and workshops to train the members of CEFAN. The training focused on the following elements:

- Advocacy techniques;
- Gender issues;
- Fund raising techniques;
- Budget analysis techniques (especially for Education).

CEF also assisted CEFAN members to take part in regional training and experience sharing workshops:

- The regional training workshop on campaign and advocacy strategies to achieve Education For All (Mozambique);
- The training of trainers' workshop in techniques and procedures of raising funds for EFA (Niger).

2.4.3. The Global action week for Education For All and international lobbying

CEF helped CEFAN and its members to prepare and hold 2006 and 2007 Global action weeks for EFA.

The 2006 global action week for EFA made it possible for CEF/CEFAN to carry out three major activities, namely:

- The compilation of a document by pupils “for the protection of teachers’ interests”;
- “Public Authorities back to school”;
- “Public Hearings”.

The compilation of these documents enabled nearly 2000 pupils of the formal and informal sector to assess the situation their teachers, plead that each child should have a teacher and that working conditions of their teachers be improved.

“Public Authorities back to school” consisted in inviting decision makers to schools in order to raise their awareness on the poor working conditions of teachers. Through this initiative, a number of schools had the opportunity to welcome parliamentarians and administrative authorities who committed to work for the attainment of EFA objectives.

As regards *“Public Hearings”* over 1500 children appealed to decision makers to take more appropriate measures to provide each child with a competent teacher, well remunerated and working under acceptable conditions. This *“Public Hearing”*, chaired by the Minister for basic education, was attended by four other Ministers, a Secretary of State and members of the Diplomatic corps, including the Representative of UNESCO.

The 2007 edition of the Global week for EFA enabled CEFAN to organize a televised discussion on quality education in Cameroon. The debate allowed trade unionists, children’s rights advocates, parents, ActionAid and the Coordinator of EFA to communicate to a great number of Cameroonians.

On international lobbying, CEFAN took part in a World social forum in Nairobi.

It also contributed to activities relating to international advocacy with the Global campaign for Education (Global leader of CSOs for education) and African Network Campaign for Education For All (leader in Africa), a network in which CEFAN is a member and its representative in Cameroon.

2.4.4. Financing of programmes/projects

This line of action could not be executed because the projects submitted did not fulfil the selection criteria of the Fund. The member organisations presented proposals requesting institutional support but the funds were intended for monitoring of the execution of National education budget.

2.4.5. Monitoring

Monitoring missions were organized by the CEF Coordinator to assess field activities. These included:

- Joint missions CEFAN/CEF in provinces;
- Periodic meeting of the Steering committee;

2.5. Achievements

Thanks to CEF Cameroon, the following accomplishments were made:

- Establishment of a platform of an education civil society organizations recognized by the Ministry of basic education, the coordination of EFA, UNESCO and UNICEF;
- The participation of CEFAN in the validation and follow-up of the implementation of the education sector wide strategy paper (SWAP)
- Existence of a focal point in Cameroon for the Global campaign on Education and African Network for Education For All;
- A at the national level, research and advocacy to improve the image of teachers;
- CEFAN contributed immensely in advocacy activities at the international level. On a cross-cutting basis, CEFAN was able to establish sound relationships with other international networks, such as ICAE (International council of Adult Education), Global Campaign Against Poverty (GCAP)
- Prominence gained through the Global action week for Education For All in Cameroon;

- The involvement of CEFAN in the organization of the Global action week for EFA at the international level;
- At the level of other networks, CEFAN was able to build links with international networks such as ICAE (International council of Adult Education), Global Action Against Poverty.

III. EVALUATION OF CEF CAMEROON

The decision to use SWOT and consistency criteria for this evaluation was prompted by urge to achieve greater efficiency by making use of their complimentary.

3.1. Evaluation of CEF Cameron following the SWAP approach

Analysing CEF Cameroon based on its opportunities, its threats, its strengths and its weaknesses let to a better understanding of the internal and external environment in which the activities were conducted. Good knowledge of the environment is necessary in order to properly assess the outcome.

3.1.1. *Positive points attributable to CEF Cameroon*

The strengths of CEF Cameron that made it perform its activities and contribute to the attainment of its objectives include:

- Availability and ease of disbursing funds which enabled it to carry out the activities easily;
- Technical skills the CEFAN team acquired through training workshops in which they took part both at the local and international level;
- The Intervention strategy which consisted in supporting CSOs' initiatives instead of directly executing activities in their place;
- Supervision by ActionAid and CEF international which made it possible various actors to benefit from the lessons and experience of other countries;
- The development and implementation of a strategic plan;
- Cooperation strategies with government authorities which preferred collaboration to confrontations;
- The participatory approach which enabled grass root organizations to feel involved;

- The development of synergy with other INGOs working in Cameroon such as Plan International, SIL, VSO et United nations agencies, namely the bureaus of UNESCO;
- The participation in international advocacy activities that helped to promote the coalition of Cameroon;
- The admission of CEFAN in renowned international networks.

3.1.2. Weaknesses attributable to CEF Cameroon

The weaknesses that prevented CEF Cameroon from getting more positive effects are:

- Low capacity of the network to exert pressure on public authorities;
- Little lobbying capacity by some member organizations of the network;
- Member organisations are not fairly distributed throughout the national territory;
- Little support to activities at the grassroots (council and Divisional level);
- Low participation of member organizations because there was no motivation due to the absence of appropriate financing strategies ;
- The exclusion of civil society organizations with sound knowledge and national dimension in the education sector in network activities. This was the case confessional education organisations.
- Ignorance of sustainable funding strategies;
- Absence of adequate strategy to make civil society influential vis à vis the public authorities;

3.1.3. External factors having had positive effects on CEF Cameroon

The external factors which had or could have positive effects on CEF Cameroon can be classified into public authorities (the State), civil society organizations and donor agencies.

At the level of the State, these factors are:

- Government's International commitments;
- Ratified Conventions in favour of the EFA;
- The HIPC funds and C2D bias for social sectors like education;
- The transmission of development education to local institutions;
- The setting up of a unit for the coordination EFA activities;
- SWAP that included EFA objectives.

At the level of development agencies

- Existence of bilateral and multilateral cooperation as well as international NGOs working in the field of education;
- Initiatives by bilateral and multilateral partners and international NGOs working towards the organization and structuring of civil society organizations.

At the level of civil society organizations

- Existence of several organizations working in the field of education;
- Existence of several organizations working for the protection of less privileged groups in society (the poor, children, women);
- Existence of civil society organizations that are well organised and found all over the national territory;
- Existence of several civil society organization networks working for the protection of the least privileged members of the population;
- Donor agencies funding the activities of most civil society organizations.

3.1.4. *Negative factors having had adverse effects on the CEF Cameroon*

The negative factors which had or could have had adverse effects on CEF Cameroon are classified under State, development agencies and civil society organizations.

At the level of the State, they are:

- The little importance granted to civil society organizations in designing, validating and implementing strategy papers, and legal and statutory instruments of the social sector;
- The transfer of responsibilities to local institutions without a corresponding transfer of means;
- A limited fulfilment of the government's international commitment as well as its legal obligation towards its citizens;
- Poor governance that jeopardises the effective and efficient implementation of certain State policies in the educational sector;
- Lack of funds for civil society organizations which monitor government's efforts to fulfil international commitments and its legal obligations.
- The tendency to politicise activities of the civil society.

With respect to development agencies, the following points were noted:

- The tendency to develop individual actions and neglect synergies;
- Absence of sustainability plans in funded projects;
- The tendency to support national organisations which have little presence at the grassroots;
- Limited monitoring and evaluation of funded projects;
- Little support for advocacy/lobbying activities.

At the level of civil society organizations:

- Existence of several networks that prefer carry on independently so as to monopolize the financial support from their partners.
- The creation of networks on the initiative of partners and not of the organizations themselves;

- Too much financial dependence of individual organisations and networks;
- Little professionalism within organizations which seriously jeopardises creative and innovative initiatives most likely to attract long term funding from partners;
- The poor national presence of most organizations;
- The poor organisation of labour unions in Cameroon;
- Poor governance in certain organizations;
- Absence of initiatives in certain organizations of the civil society.

3.2. Evaluation of CEF Cameroon following coherence criteria

Coherence criteria made it possible to assess the relevance, effectiveness, efficiency, sustainability and effects of CEF Cameroon.

3.2.1. *Relevance of CEF Cameroon*

The Global education forum that held in Dakar in 2000 highlighted the vital role of civil society organizations in attaining EFA objectives. This forum encouraged the use of advocacy activities by the civil society in order to promote education in developing countries. Projects were initiated to support national education coalitions. The CEF was thus created within this framework. Therefore, the view of donors in this evaluation is not very pertinent.

The level of education in Cameroon by 2005 was far below the EFA goals. The following facts describe this situation:

- The net enrolment rate was low, especially in primary education. It stood at 78% in 2004;
- A completion rate of 60% in primary education (2003);
- Inequality in school access to the detriment of girls;
- Inequality in School access to the detriment of the poor;

- Class repeating average rates were 30% in primary schools, 17% in the secondary school and 26% in high school and nearly 70% in higher education institutions;
- At all levels of education there was marked inefficiency;
- There was a mismatch in training/employment. This is because education does not prepare the youth to face a demanding and evolving labour market;
- Education Administration is highly centralized, leading to lengthy procedures and lack of transparency.

This situation analysis carried out by members of CEFAN brings out the urgent need for the civil society to exert pressure on the government to fulfil its international engagements and implement national laws and conventions on education. CEF is very relevant with respect to government's priorities because it adopted this framework. The importance placed on education in the PRSP and EFA in SWAP is proof of this relevance.

The activities carried out by CEF Cameroon were identified and defined with respect to its specific objective number one, which is about strengthening the civil society.

The civil society can only develop effective advocacy activities through when it is properly organised and has the capacity thus required. The activities of CEF Cameroon were carried out with this point in view. CEF supported the setting up of a coalition, provided it with funds and facilitated the implementation of advocacy activities in the education sector. These activities not only motivated the founders of the CEF, but they fell within the framework of the recommendations of the Dakar Forum of 2000.

In order to carry on advocacy activities in the domain of education, CEF Cameroon chose CEFAN and its members as its strategic partner in Cameroon. CEFAN members include education trade unions, parent teachers associations, associations for the protection of children's rights,

and associations for the protection of women's rights. All its members are organizations of the civil society working in the education sector. Their principal objective is to promote EFA. Thus the support of a coalition of these organisations is in accord with the spirit of the Dakar declaration and the objectives of the CEF. The CEF is thus relevant from the perspective of local actors

Relevance from the point of view of the beneficiaries will be assessed from the perspective of the direct beneficiaries and ultimate beneficiaries. CEFAN and its members are direct beneficiaries. CEFAN benefited directly in the form of financial assistance and logistics support for its physical setup, institutional strengthening and in the implementation of its activities. CEFAN and its members used local workshops or workshops abroad, all paid for by the CEF, to strengthen their capacities. Direct beneficiaries here refers to the participants. CEF Cameroon is equally relevant from the point of view of the direct recipients.

Final beneficiaries are all those who do not have access to quality education in Cameroon and who have or could gain such access thanks to the activities carried out by CEF Cameroon.

The activities of CEF/CEFAN and the members were carried out mainly in provincial capital cities, more specifically in Yaoundé, the political capital of Cameroon. These towns are headquarters of government institutions at the national and provincial level. Considering that advocacy activities targeted government authorities, the choice of the national capital and provincial headquarters is relevant as far as intervention areas are concerned. Nevertheless, it should be recognized that council areas and divisional headquarters do play an important role in decision making as well as in the implementation of policy. Hence the need to take them into account for increased relevance.

Advocacy/lobbying activities of the civil society can only contribute to the attainment of EFA objectives within a two or six year period. The relevance of

CEF Cameroon does not seem to be relevant with respect to this time frame. This assessment of duration will be further examined under viability.

3.2.2. *Effectiveness of CEF activities in Cameroon*

It is difficult to analyze effectiveness when quantifiable and measurable expected results are not clearly defined at the start of the project

Assessment of effectiveness will be carried out by considering the three specific objectives that the CEF defined in 2002 and the five lines of actions defined by CEF Cameroon in 2005.

The baseline situation before the CEF began its intervention in Cameroon was as follows:

- The non existence of a specified coalition of civil society organizations;
- The civil society was not involved in the conception, execution and evaluation of education policy documents.
- There was no education civil society organisation platform officially recognised by the government;
- The Global action week for education was not celebrated;
- Cameroon was not represented in the Global Education campaign and in ANCEFA.

The current situation may be described as follows:

- There exist a coalition (CEFAN) of civil society organizations that has been carrying out advocacy activities towards the attainment of EFA goals;
- CEFAN participated in the on workshop to validate SWAP and is a member of the implementation and evaluation committee;
- CEFAN is recognized by the Ministry of basic education as a representative of the civil society involved in brainstorming activities;
- The EFA global action week has become popular thanks to the activities carried out by CEFAN and its members, assisted by CEF and other development partners;

- CEFAN is a member of and the focal point for CME and ANCEFA in Cameroon;
- CEFAN has set up an education observatory.

The prevailing situation as evidenced by the points above is not the same as what obtained prior to the commencement of CEF activities in Cameroon. These achievements exist thanks to the interventions of CEF Cameroon within the scope of its 2005-2007 strategic plan and in accordance with the following lines of action:

- Strengthening the coalition in through institutional support and programme development;
- Capacity building for education civil society organizations;
- Celebrating EFA global action week and international lobbying;
- Monitoring.

It should be mentioned that monitoring is more or less restricted to the activities of CEFAN throughout the country.

The line of action concerning the funding of projects/programs was no implemented. Members at the grassroots did highlight the fact that no funds were previewed for advocacy related activities within their areas of intervention.

It's only the first objective of CEF, which relates to the strengthening of the coalition that was partly carried out. CEF Cameroon was efficient, but just partly. This partial result may be attributed to certain constraints peculiar to Cameroon, project duration, the funds mobilised or the strategy deployed.

3.2.3. *Efficiency of funds mobilised*

In general, efficiency is analyzed when effectiveness is complete, which is not the case in this situation. Further, the data available does not allow for a rigorous analysis of efficiency. However, its necessary to make a few remarks that could fuel discussions on the efficiency of CEF Cameroon.

CEF Cameroon spent significant sums of money to set up the defunct COSCEC and CEFAN. This money could have been used for advocacy activities if a well structured civil society was already in place. Unfortunately, this was not the case. Thus these social limitations did not facilitate the optimum use of the available resources because something that could have been done once was done twice.

Some stakeholders think that strategic choice to legalise the platform was not the best way forward. To these stakeholders, a flexible structure with leadership rotating from one organisation to the other could have saved money as rents and staff salaries could have been avoided.

Others, on the other hand, think that the visibility of CEFAN played a key role in the outcome reached.

It is difficult to take in this debate with the limited data available. But, it is worth pointing out that visibility is proof of credibility to the extent that it is sustainable.

3.2.4. *The sustainability of CEF Cameroon's activities*

Sustainability of CEF Cameroon will be assessed in terms of technical, financial and institutional viability.

3.2.4.1. *Technical viability*

The issue here is whether CEFAN and its members have the needed technical skills, to pursue the advocacy activities to achieve EFA goals. The training workshops organized at the local level and the training seminars which CEFAN and its members attended gave them the capacity to immediately implement advocacy, capacity building and network development related activities.

CEFAN and some of its members have the capacity to carry on the activities of CEF Cameroon the majority of which were implemented by them with the financial assistance of CEF.

Therefore, it should thus be acknowledged that the strategy of CEF Cameroon which consisted in conducting activities through CEFAN is evidence of technical viability. However, not all CEFAN members are able to initiate and implement adequate and effective advocacy strategies. CEFAN has the necessary skills to assist these members if the funds for doing so are available.

3.2.4.2. Financial Viability

The financial requirements to carry on with the activities of CEF Cameroon fall into the following categories:

- Running costs for CEFAN (rents, staff costs, equipment and office supplies, etc);
- Expenses for the global action week and other campaigns;
- Participation in international lobbying;
- Building the capacity of members;
- Monitoring;
- Etc.

Some financial requirements such as the organization the global action week for EFA and international lobbying activities could be supported by other international partners, like ActionAid, UNESCO, CME, ANCEFA, Plan International, SIL, VSO that have been involved some CEFAN activities.

However, CEFAN has very problems in supporting its operating costs. The Accountant resigned because she was not being paid when the CEF support came to an end in December 2007.

The Members who pay their membership fee (about ten only) of about 15 000 FCFA are not enough to ensure the financial autonomy of CEFAN.

It can thus be concluded that financial viability has not been attained. This is understandable given that it is difficult to achieve financial autonomy in so short a time (2 to 6 years).

3.2.4.3. *Institutional viability*

CEFAN is legalised, and has a constitution, Internal rules and regulations, Code of conduct, and a Procedures manual. It has drawn up and put in place a strategic plan to guide its activities. These achievements show evidence of institutional viability.

Notwithstanding, the closing of CEF Cameroon, which had been the primary source of funds, could seriously compromise this institutional viability. Similarly, the high number of passive members is another factor that could further weaken the institutional viability of CEFAN.

3.2.4.4. *Economic viability*

The attainment of EFA goals is one of the priorities of the government of Cameroon and this is attested in its international commitments, stated in some policy documents like the PRSP, SWAP, etc

Development organisations are increasingly interested in activities of the civil society which are aimed towards the attainment of the MDGs.

These elements are evidence economic viability as the macro economic and political environment favours the continuation of CEF Cameroon. However effective strategies must be developed in order to draw the utmost benefit from this very favourable external environment.

3.2.5. *Impact of CEF on EFA goals and MDGs in Cameroon*

The impact of a project is usually assessed ten or fifteen years after the end of the project.

However, techniques for ex ante impact evaluation can be used to extrapolate the impact CEF will like produce on EFA and MDG objectives in Cameroon.

- The activities carried out during various global action weeks for EFA have accelerated or will likely accelerate the attainment of some goals. Televised debates, “public hearings”, “Government Authorities back to school” have without doubt drawn the attention of decision makers or PTA leaders to the importance of attaining the EFA goals.
- International advocacy activities carried out by CEFAN together with CME, ANCEFA and other networks have certainly or will certainly push decision makers worldwide to contribute towards the attainment of EFA goals in Cameroon.
- CEFAN as a member of the SWAP implementation and evaluation committee can draw the attention of public authorities to the strategies and means required to achieve EFA objectives. These contributions certainly have or will have a positive effect on attainment of a number of EFA goals.
- The various training workshops within the country and other training workshops, in which CEFAN members participated in, enabled them to carry out the activities that improved or will improve some education for all indicators in Cameroon.

IV. PROPOSALS AND RECOMMENDATIONS OF THE CONSULTANT

4.1. Current status of EFA in Cameroon

The Cameroon Government has taken some initiatives and put in place activities to meet its international commitments with regards to Education For All by 2015. This is the case with legal and statutory instruments on education, such as the development and implementation of the Education sector strategy Paper. A social sector strategy paper and a national literacy programme have been developed and put in place in order to attain some of EFA goals.

But, results of the various initiatives and activities by government are not enough to ensure that the six key goals of EFA are attained. The shortcomings of Cameroon's education system are very visible.

- Pre school enrolment rate is 16% with variations strongly linked to income levels and geographical location. The rural populations and the poor groups are completely excluded from the primary goal of EFA, which is “to protect and enhance the education of early childhood”.
- Primary education is not completely guaranteed for all children of school going age, since the primary school enrolment rate is low (less than 80%). That is especially due to the high rate of class repetition.
- The completion rate in primary school (less than 65%) remains low. Its for this reason that the Cameroon Education system is described as “having a high enrolment rate, but a low completion rate in primary education.” This low completion rate plays negatively on adult literacy level.
- Unequal school access to the detriment of girls, particularly in the Northern provinces where the access to primary school parity index is 0.90, i.e. there are less than two girls attending school for every three boys attending school.

- Unequal pupil pass rate in primary school, particularly in the Northern provinces where two boys out of three fail against one girl out of two.
- Unequal access to primary school to the detriment of rural and poor areas;
- Regional imbalance on how educational structures, equipment and posting of teachers are distributed.
- High rate of class repetition (about 30%) in primary education.
- Low morale of teachers (resulting from low salaries and poor working conditions) which affects the quality of education;
- The limited number of qualified teachers resulting in the hiring of teachers supported by parents or the community, who are not well qualified and very poorly paid (20 000 CFAF for 9 months).
- Very few teachers and pupils have text books and other didactic materials. This negatively affects the quality of education offered.
- Regular supervision is not done, and paves the way for laxity and absenteeism by a number of teachers;
- Inability of school councils to instil good governance, especially in rural areas as they lack the capacity to do so and do not know how much subsidies the state gives.
- The poor administrative and financial management practices by some school officials.

The education sector strategy paper had among other strategic objectives to find solutions to the above weaknesses so as to fulfil its international commitments by 2015.

The four objectives laid down in the SWAP concerning this issue are very important. There are:

- **Objective 1:** improve access to education and retention in the system while eliminating disparities. The two first sub objectives of this primary objective are quite related to the EFA goals.

Sub objective 1: Encourage the development of early childhood care by raising pre schooling rate from 16% to 21%.

Sub objective 2: Achieve complete access and completion rates in primary school education, particularly increasing retention rate to 100% by 2015.

- **Objective 2**: Enhancing effectiveness and quality of the education sector.
- **Objective 3**: Developing an effective partnership with the various members of the society.
- **Objectives 4**: strengthening the management and governance of the education system.

The realisation of these four objectives will make it possible for Cameroon to take a great leap towards the achievement of EFA. To this effect, funding policies were also envisaged by SWAP. These policies provides for the creation of a tax for education and the increase of primary education expenditure in the operating budget of the education sector to 45% in 2010, and to approximately 50% in 2015.

This laudable initiative by the Cameroon government for where EFA is a reality cannot be carried out without the mobilization and vigilance of the civil society to remind, collaborate and challenge the government in the spirit of the Dakar 2000 recommendations.

The challenges faced by civil society organizations to assist the government to meet its international commitments for EFA require more time and funds. Thus, there is a need to consider other solutions likely to guarantee the sustainability of the work begun by CEF Cameroon. The preservation of the achievements and experiences of the CEF in Cameroon depends on this.

4.2. Priority lines of action for the attainment of EFA goals

Considering that what has so far been achieved by the civil society and what it still has to do, to enable the government to keep to its international promises on EFA, it is here suggested that the three goals of CEF be retained and should serve as strategic objectives for further action.

This will give one more opportunity to implement goal 2 and 3 which seemed not to have been taken into consideration in the activities carried out. The lines of action will be determined by these three objectives which are very relevant at the moment.

4.2.1. First Priority line of action

Strengthen a national education coalition that is democratic, with many active members spread throughout the country, and capable of efficiently coordinating and making use of the voices and experiences of those on the field in order to influence practices and policies at all levels of the national decision making process.

Organizations and civil society networks have a real problem in Cameroon of setting up a federation that can represent them and protect their interests. There are many attempts that have failed.

It is important to take into consideration this social weakness in order to avoid spending money, time and energy to set up a coalition which will not survive. The experience of COSEC is very good illustration of this point. There are networks that are well planted throughout the country such as confessional religious educational structures which are not represented in CEFAN. Also, there are other NGO networks, trade unions, associations that carry out activities on the protection of the rights of citizens and other sectors which are not members of CEFAN. For example, Dynamique Citoyenne, PCPA, FOSCAM, etc

Some of these networks were certainly contacted by CEFAN, but are not ready to lose their autonomy because they are also have donors funding their activities. This situation requires a well thought out strategy which takes into account the following lines of action.

- Map out all civil society organizations carrying out activities in the education sector by classifying them according to their geographical location, (provinces, division, council area); sphere of activity (national,

province, division, council area); the nature of their activities (offering of education services, protection of interest of pupils' parents, protection of teachers, protection of children's rights, protection of women's rights, protection the rights of marginalized groups, promotion of EFA, etc), type of organization (association, union federation, think tanks), number of members (association, union, natural persons); etc

- Discuss with organisations that are well implanted and have a nation wide spread the option of collaborating in flexible union. This may entail supporting each other in their activities and organising workshops for sharing ideas and experiences. This flexible platform can be set up at various levels (council area, division, province, national). This is vital as advocacy activities must be carried out at all these levels. Parent teachers Associations, school councils, trade unions or teachers' unions (public or private), religious organisations and other organizations involved in the education sector can set up a platform at the council area level which will extend to the division, province and the entire country. This approach is more practical than a creating a national organization with no solid grassroots structure or any divisional, provincial or national presence.
- Consider the option of converting CEFAN into a structure responsible for coordinating and monitoring the activities of this plat form. Its about preserving the achievements of CEF Cameroon while at the same time ensuring that its activities are sustained.
- Work out and set up a plan for strengthening the capacity of civil society organizations to carry out advocacy. This plan must factor in the real needs and activities to be carried out and avoid carrying out irrelevant trainings.
- Preparing and implementing a strategic plan for advocacy with respect to education for all in Cameroon by 2015. This plan must state clearly state the activities to be carried out, those in charge of executing these activities, the results expected which must be specific and measurable. This plan must take into account the activities to be carried out at all

levels (council area, divisional, provincial and national). The grassroots must feel involved in this plan.

4.2.2. Second Priority line of action

Ensure that government education funding is sufficient to enable public schools to accommodate all girls and boys, and see to it that the government funds are well targeted, properly distributed and judiciously managed where the needs are most pressing.

The setting up of a platform that effectively represents the grassroots and has a national scope will be a milestone in the realisation of this line of action.

Three activities can be carried out to achieve this objective.

- Assist in the process of drawing and approving the budgets of services involved with EFA activities. This presupposes a mastery of certain processes, especially the setting up of effective strategies to facilitate participation in the process of drawing and adoption of the budget.
- Monitor and track budget execution. This entails having access to the detailed budget, forwarding it to the organs charged with monitoring it at all levels and ensuring that it is efficiently managed.
- Collect information and alert relevant government officials in case of suspected fraud and irregularities.
- Put in place capacity building programmes to ensure the mastery of budget tracking tools.

4.2.3. Third Priority Line of action

Exert political pressure using credible and convincing data resulting from innovative and successful activities which have helped excluded children, especially girls to be educated in government schools.

Three lines of action can be used to achieve this objective:

- Identify and draw lessons from innovative activities in order to assist excluded children (girls, street children and nomadic children, etc.).
- Carry out advocacy activities to scale up these innovative initiatives.

- Promote research on the education of excluded children.

CONCLUSIONS AND RECOMMENDATIONS

Five remarks can be made from this final evaluation.

1. CEF Cameroon had tremendous difficulties carrying out its activities from 2002 to 2004 due primarily to the fact that civil society organisations in Cameroon find it difficult to come to a common understanding and collectively protect the interest of marginalised groups.

2. CEF Cameroon successfully surmounted this institutional hurdle by assisting in the creation, set up and institutional development of CEFAN.

3. With the support CEF gave CEFAN has acquired a number of assets which should be protected and preserved. These capacities include:

- Recognising and letting civil society organizations participate in the writing and monitoring of the implementation of certain strategic policy documents like SWAP.
- Prominence given to the celebration of the global action week for EFA with activities that mobilizes and draw the attention of both the population and public authorities.
- Membership in and Focal point for some international education civil society organizations like CME and ANCEFA.
- Participation of education civil society organizations in international advocacy activities to promote education for all.

4. These assets will be short live if there are no funds to assist CEFAN in its follow-up and consolidation activities.

5. The lifespan of CEF Cameroon is too short compared to the results it was expected to produce.

In the light of the data collected and analyzed within the framework of this final evaluation, the following recommendations should be factored into future interventions.

1. A good number of development agencies are working in Cameroon in the field of education and building of capacities of civil society organizations.

It would be useful to explore the possibility of developing synergies between them in order to achieve of EFA goals.

2. Cameroon has a good number of civil society organisations working in the education sector and in the protection of citizens' interests. These organizations, which are at various levels of development, often prefer to work individually rather than present a common front. Attempts to pool these organisations into a national federation have always encountered difficulties. The attempts either do not get off the ground or are short lived. CEF Cameroon went through this experience. It is worth while studying the option of creating a loose and flexible network coordinated by CEFAN, which has the required skills.

3. Advocacy activities to be carried out by civil society organizations should take place at various levels. These include local, council area, divisional, provincial or national. This should be taken into consideration while developing strategies, so as to make it possible for grassroots organisations to actively take part in the activities at their own level. This presupposes that they will receive some financial assistance as well some supervision. This kind of initiative will revive some passive members who feel that CEFAN management is too centralized.

4. The development and the implementation of a strategic plan by CEF Cameroon and CEFAN is a laudable initiative. However, it is important to redefine the expected results in measurable terms in order to make monitoring easy.

5. It is to be hoped that future interventions should reflect on the sustainability of activities to be implemented. Especially when it comes to financial viability which seems to be the major handicap of CEF.

APPENDIX

- Lists of interviewees
- Terms of reference

Localities	Interviewers	Structures	Fonction
Yaounde	MBASSI ONDOUA Tobie Emmanuel	Fédération Camerounaise des Syndicats de l'Education (FCSE)	Federal secretary executive
	ATEBA Jean pierre	Syndicat National Unitaire des Instituteurs et Professeurs des Ecoles (SNUIPE)	General secretary
	TAMO Michel	Organisation Nationale des Enseignants d'Education Physiques et sportives (ONESPS)	Exécutive Secretary
	WANDJI Epse NWAFO Marie Louise	Association des Conseillers en Economie Sociale et Familiale du Cameroun (ACESFC)	Président of ACESFC Vice président of CEFAN
	AWOUA ADAMOU	Association des Femmes Haoussa pour le Développement (AFHD)	Président
	- Mme ABESSOLO Monique - Mme NGOMSI - Mme NJOHLEH - Mme EKANI	Forum African Women Educationalist Cameroon (FAWECAM)	- Président - Members
	WANGO Daniel TAFRI Kinsley ETOH Nelson	Center Province Anglophones Basic Education Teachers Association (CEPABETA)	President Zone responsible Secretary training education
	VERNYUY Francis	CEF	Ancient coordinator
	BALOMA josué	CEFAN	Coordinator
NGABA ZOGO Salomé	CEFAN	President	
Bafoussam	Koanang Ngollo ngollo	Syndicat National Indépendant des Enseignants de Base (SNIEB)	Secretary Member and Secétary of CEFAN
Bamenda	Tifang Peter	Organisation for Consumer Sovereignty (OCOSO)	Founder member

Bamenda	Nkventi Simon	Cameroon Teachers Trade Union (CATTU)	Executive secretary
	WIRBA Philomene	Union of Parent Teachers Association (UPTA)	General secretary
Maroua	Léopold Kemkeng	Water Energie and Sanitation for Development (WESDE)	Chargé des programmes
	Boubakari Hamadou,	Actions Unies Pour les Activités Educatives et Scolaires (AUPAES)	Regional Coordinator
	- OUSMANOU Demba - AHMADOU Ousmanou	Public Concern	- Charge of programs - Charge of financial and administrative affairs
Buea	MUSI Roland	LINK-UP	Founder member
	ANU Vincent NKWETTI Carlos	Nkong Organisation for Rural Development Action (NORDA)	Delegate Member
	Abongwa Christopher Ako	United Education for Children (UEA)	Founder member
Douala	BAYIKE Paul	Syndicat National de l'Enseignement Primaire et Maternelle (SNEPMA)	Founder member