

**1-2013**

**PUBLIC**

**ADMINISTRATION**

**&**

**REGIONAL**

**STUDIES**



**DUNĂREA DE JOS UNIVERSITY  
FACULTY OF JURIDICAL, SOCIAL AND  
POLITICAL SCIENCES  
PUBLIC ADMINISTRATION AND REGIONAL  
STUDIES DEPARTMENT**

## **PUBLIC ADMINISTRATION & REGIONAL STUDIES**

**No. 1(11)-2013**

### **DIRECTOR**

Ph.D. Professor VIOLETA PUȘCAȘU, Dunărea de Jos University, România

### **EDITORIAL BOARD**

#### **Editor-in-Chief**

Ph.D. Professor FLORIN TUDOR, Dunărea de Jos University, România

#### **Secretary Board**

Ph.D. CRISTINA PĂTRAȘCU, Dunărea de Jos University, România

### **INTERNATIONAL ADVISORY BOARD**

**Ph.D. ELEFTHERIOS THALASSINOS**, Piraeus University, Greece, European Chair Jean Monnet, General Editor of European Research Studies Journal and Foreign Policy Magazine

**Ph.D. PIERRE CHABAL**, Université du Havre, Expert of the Institut de Relations Internationales et Stratégiques Paris, France

**Ph.D. LUMINIȚA DANIELA CONSTANTIN**, Academy of Economic Studies, Bucharest, Romania, President of Romanian Regional Sciences Association

**Ph.D. ANDREAS P. CORNETT**, University of Southern Denmark

**Ph.D. DANA TOFAN**, University of Bucharest, General Secretary of Paul Negulescu Institute of Administrative Sciences, Romania

**Ph.D. AGNIESZKA BITKOWSKA**, University of Finance and Management, Warsaw, Poland

**Ph.D. GIANCARLO FERRERO**, University of Urbino, Italy

**Ph.D. GIORGOS CHRISTONAKIS**, Expert of Foreign Affairs, Member of National Centre of Public Administration & Local Government, Greece.

**Ph.D. FABIO MUSSO**, University of Urbino, Italy

**Ph.D. IRENA SZAROWSKÁ**, Silesian University, School of Business Administration, Department of Finance, Czech Republic

**Ph.D. MARIUS PROFIROIU**, Academy of Economic Studies, Bucharest, Romania.

**Ph.D. BRUNO LECOQUIERRE**, Université du Havre, France.

**Ph.D. MONICA HERMAN CAGGIANO**, University of São Paulo, Brasil



## CONTENTS

**Educational integration for post-graduate training (PGT) systems  
in the field of nanotechnology: the case of Kazakhstan.....5**

*Nelya Shamelkhanova, Gulnara Sarsenbayeva, Pierre Chabal*

**Family planning and demographic planning - a general view on  
the scale differences.....23**

*Violeta Puşcaşu*

**The participation of Brazil in the brics group. Constitutional  
grounds.....33**

*Monica Herman Caggiano*

**Access to land and the system of land ownership in northern  
Cameroon.....40**

*Paul Ahidjo*

**Le systeme de sante et de la protection sociale a Madagascar: quels  
sont les defis a realiser ? .....50**

*Amaïde Arsan Miriarison Tsikomia*

**EDUCATIONAL INTEGRATION FOR POST-GRADUATE TRAINING  
(PGT) SYSTEMS IN THE FIELD OF NANOTECHNOLOGY: THE CASE  
OF KAZAKHSTAN**

Nelya SHAMELKHANOVA \*

Gulnara SARSENBAYEVA\*\*

National Technical University, Kazakhstan

Pierre CHABAL \*\*\*

Université du Havre, France

**Abstract**

*The aim of the research is to develop the theoretical and methodological bases for the educational preparation and integration of Master's and PhD students in the field of science-intensive industries (nanotechnology in particular). The phenomenon of educational integration is caused by global tendencies in the development of knowledge and technology as a whole. As nanotechnology is not a prerogative sphere of a single State but rather a field for humanity, both the training of specialists and their integration in this field are not only relevant but inevitable. Solving the task for the Kazakhstani system of postgraduate training, orientated at integration, would allow Kazakhstan to narrow the gap with international-level education in this sphere. Moreover, a new type of mindset with a greater ability to adapt to ever-changing trends could be achieved. Enriching itself with new knowledge, participation in solving global scientific problems and creating new scientific and educational products based on integration would become the concrete objective of Kazakhstan's postgraduate training system. The theoretical basis of integration processes occurring between the subjects of integration in PGT system rests upon the analysis of this particular type of integration.*

**Introduction**

In modern days it seems impossible to reach a higher level of development without taking into account the already accumulated global experience and active participation in the integration processes. This is why one of the key strategic priorities of the development of higher education in Kazakhstan is the integration in the global system of higher education and science, which is directly linked to the country's competitiveness. Such an integration based on a deeper and expanded cooperation, in line with state

---

\* Nelya Shamelkhanova, Kazakh National Technical University, Almaty, Kazakhstan

\*\* Gulnara Sarsenbayeva, Kazakh National Technical University, Almaty, Kazakhstan

\*\*\* Pierre Chabal, Université du Havre, France, email: pierrechabal@yahoo.fr

interests, akin to a “highway to the Future”<sup>1</sup>, could lead to significant changes in the educational and scientific potential of the country as a whole, influencing the development of nearly all spheres of activity.

However, integration processes are characterized by a high level of uncertainty as a result of numerous, often contradictory, external and internal targets for the development of the subjects of integration. The existing diversity of economic and societal development of the participants in the integration process often makes difficult to cooperate without drawing up appropriate structures and institutions, as well as creating a scientific basis in order to develop it further. Hence, the question which arises is that of thorough methodological development of the phenomenon of educational integration in order to weigh up the relations between the subjects of integration in their interactions and influences, a question upon which the objective of this research is centred around. The objective of this paper consists of developing theoretical and methodological bases of educational integration from the perspective of preparing Master’s and PhD students in science-intensive industries (nanotechnology in particular).

### **1. Justification for educational integration in the PGT system**

The analysis of relevant publications shows most researchers agreeing on the fact that integration is the leading tendency of world development. As for our research, numerous publications clarify this global aspect of educational integration, notably the globalization of educational systems in different countries (Horvath and Mihai 1991). The common view is that educational integration is overwhelmingly considered through the scope of the organization of the educational process and the improvement of learning techniques.

For instance, Vikashkumar (2005) looks at Information and Communication Technology in education in developing countries “to establish a ground for technology integration in education”, and highlights “various ideas and insights on planning this integration process. The author also recommends “what can be done in the context of developing and poorer nations...” (J Vikashkumar, 2005: 468).

Naturally, it is generally difficult to perceive an integrated world educational space, harmonized at the organizational, technological and research levels, for the simple reason that economic and political

---

<sup>1</sup> Nazarbayev N.A. Speech by President of the Republic of Kazakhstan - the Leader of the Nation Nursultan Nazarbayev at a meeting dedicated to the 20th anniversary of Independence of the Republic Kazakhstan.15.12.2011 <http://www.akorda.kz/ru> .

infrastructures in various states differ markedly and have their own particularities.

Yet, it seems possible to us that the integration develops in a separate sector of education through the creation and the development of integration-specific structures (unities), based on finding commonalities and patterns. It is hence relevant to draw an analogy with the economic integration, addressing the well-known work of Balassa (1961), who suggests “the inadvisability of integration sector by sector”, which “had already been commended in the interwar period” (B Balassa,1961: 183).

Yet, as the author notes “this conclusion does not mean, however, that integration in one sector may not be beneficial, if political obstacles hinder integration in all areas. The European Coal and Steel Community from 1951 onwards is a case in point. ... The Community demonstrated the possibility of integration in Europe, thereby contributing to the establishment of the Common Market in 1986” (Balassa, B. 1961, p. 185).

Scientists in Kazakhstan, while developing key scientific schools in nanotechnology, assert that today nanotechnology is the “main instrument of expansion of new markets”, an “important object of cooperation” and the “focus of integration” (Ergojin et al. 2010). Consequently, we suggest that the same way as the coal and steel industry was crucial for the economic integration of Europe, nanotechnology may be one of the main objects of integration in Research & Development in the modern world.

Thereafter, education, PGT systems in particular, as direct projection of nanotechnological activity, has integrative potentials. The possibility of integration development of Kazakhstan’s PGT system is determined by the greatest potential for integration into the international educational space. The possibility of educational integration in our sector of research (PGT) is determined by:

- the need to join international efforts in studies of complex problems of wider practice (in nanotechnology in particular);
- the existing general laws of development of education, science in the modern world;
- comparable properties and similar interests of integration subjects that allow integrity, working as a part of the overall educational space.

In addition, the current level of development of Kazakhstan’s economy dictates that the preparation of highly skilled specialists of global standard in science intensive industries constitutes a special interest of the government. The country has taken a firm direction towards innovative development, related to moving away from being a resource economy, which would mean the priority of science-intensive industries, including nanotechnology. But there is still a gap with developed countries and there

exist limited proposals of high-qualified competitions for Kazakhstan's specialists.

So, considering integration as one of the main avenues for achieving the qualitative preparation of Master's and PhD students, we naturally focus our attention on the wide interaction, in education, with international collaborations.

Only the most economically-progressive universities, which eventually determine the educational policy of the whole country, could actively be involved in such integration processes. The process of reducing the number of institutes of higher education which do not meet the high standards of international education has thus begun in Kazakhstan. Solely Universities that fit into the international requirements and are actively involved in integration initiatives can provide high quality education along world standards.

In fact, the work of universities aimed at integration processes inadvertently changes the status of educational institutions as a category.

## **2. Research aspects of educational integration in the PGT system**

In the context of this study, devoted to the training of highly qualified specialists in the frame of an integrated international educational space, certain *aspects of study* were highlighted. These are based on the idea that the development of educational integration and the analysis of research should focus on the following topics:

- comparative research of regularities and peculiarities of national systems of domestic PGT for building an institutional framework of international interaction;
- comparative analysis of the functioning of advanced training systems in the field of high-technology programs, providing the ability to integrate in conditions of corresponding experiences;
- practical uses and advantages of integration processes (design of integrated educational programs, joint research projects, etc.).

This research has established criteria of integration development, which contain the following elements:

- the degree of integration into the global system of education and science, which is associated with the expansion of scientific, educational and professional components of the integrated parts (depending on the scope of integration of a certain space, expressed by a university's "entry" into international associations, its participation in international programs, its membership in associations, international accreditation agencies, etc.);



- the degree of integration cooperation by the establishment of integration infrastructure (centres, departments. organizations), the increase of scientific and educational potential through effective research, conducted by the participants in joint ventures, diversification of curricula, courses, disciplines;
- the change of the nature and content of training as a result of new holistic quality exigencies.

### **3. Concepts and terminology used in this research**

Theoretical developments of aspects of the educational integration under investigation should be based, primarily, on a clear interpretation of concepts and terminology used in the research. So, in the context of this research, it is necessary to clarify the meaning of such concepts as "educational integration", " object and subject of integration," "integration process".

Since the notion of "educational integration" is generic with respect to such terms as "education", "integration", etc., it is necessary to proceed from them, while interpreting their meaning.

The notion of "education", according to classical definitions, refers to the process and the result of systematic assimilation of knowledge and skills<sup>2</sup>.

The notion of "integration" has various definitions, depending on the scope of its applicability.

Their main common point, however, is to understand "integration" as the process of joining different elements, thereby creating complex and integrative qualities.

Generally speaking, a broad understanding of the phenomenon of integration, in the educational sphere also, is laid in the Kazakhstani Constitution<sup>3</sup>. The Constitution refers to "the respect of principles and norms of international law, policy cooperation and good neighbourly relations between States" (Article 8), and affirms "the right of the citizens of the Republic of Kazakhstan to freedom of association, regulated by law" (Article 23).

For our research it is important to understand the fact that the international institutional system is always adding new meanings to the process of integration, including education, continually expanding and deepening the concept. Therefore, with the development of relations between the education systems of different countries, the meaning of the concept of educational integration is continuously being updated.

---

<sup>2</sup> *Great Soviet Encyclopedia*, 1969-1978, Soviet Encyclopedia, Moscow.

<sup>3</sup> *The Constitution of the Republic of Kazakhstan*. <http://www.constitution.kz/>.

In this regard, the concept of "*educational integration*" as "*coexistence, cooperation in various forms of education, based on interaction of regulated entities, which results in a new quality*" is our interpretation in this stage of study. The central notion, "*interaction*", requires cooperation within the functioning of the system. That is not simply to suggest a set of connections between components and the interconnection and interpenetration of the components but, moreover, the *integration* of the system as a result of the deepening and expanding of partnerships.

The concept of *educational integration* is very close to that of *pedagogical integration*, which means integration in the field of pedagogical knowledge as "a kind of scientific integration in the framework of educational theory and practice", even if, naturally, "such integration will have its own, pedagogical principles, forms and methods" (Bezrukova, 1996: 27).

The concept of educational integration is studied here in a broader frame, including the development of relationships between subjects of integration at the global level, in the field of international cooperation. In this sense, pedagogical integration is considered as part of educational integration. This interpretation of the concept of educational integration is required if it is to be used as a methodological research tool, enabling us to perform a content analysis of the integration phenomenon in the context of integration of PGT systems.

Furthermore, for our analysis, the following concepts should be specified:

- *the object of integration* - in this study, it is the PGT of Kazakhstan, as well as the entire set of forms, means, conditions for the educational integration, including organization and functional structure, information, knowledge and technologies in the field of nanotechnology;

- *the subject of integration* - represented by the participants of scientific and educational activities, such as: students in PGT system, teachers, researchers, staff, etc., as well as educational institutions (universities, colleges, training centres, etc.) interrelated around the world;

- the object and the subject of integration, forming *an integration system*, that is the *integration processes* itself, carried out by the different mechanisms of interaction, communication and cooperation.

#### **4. Integration in the field of nanotechnology and PGT of Masters and PhD students**

The educational space, in which there is an effective exchange of knowledge and successful experience, has global characteristics, affecting

all spheres of cooperation within the development of the integration processes.

In some respect, globalization in science and, respectively, in education is inevitable because the knowledge industry and the activity consisting in the production and transmission of this knowledge is basically universal and common. In the context of our research concerning a PGT system in nanotechnology, we proceed from the following postulate: nanotechnology is not the sphere of a single State, but a field for all humanity. So, integration in education for this area becomes urgent and the analysis of integration processes in nanotechnology-training is based on the following rationale:

- the development of nanotechnology is basically realized through the same objective laws in all countries;
- the development of science is oriented towards state and social purposes;
- integration processes provide the broadening and deepening of relationships and opportunities for research and education.

In Kazakhstan, a number of 90 projects have been performed within the scientific and technical strategic Program entitled "Development of Nanoscience and Nanotechnology in the Republic of Kazakhstan 2007-2009". In this program have been involved 30 organizations and agencies, including 9 universities. This program was designed to establish scientific and educational centres in leading universities of the country.

Agreements on cooperation with major foreign universities have been signed. However, "to provide any research in nanotechnology is not possible without training local staff, susceptible to scientific principles and technological methods of nanoscience" (N Bekturganov, 2008). Moreover, "in the country there is no expensive equipment to conduct scientific research in this area, so scientists have to conduct research in the laboratories of Russia" (V Krasnov, 2007).

Educational integration is a necessary tool to ensure high quality of post-graduate education in the field of nanotechnology but there are disintegration moments. These include the following: a lack of systematic campaigns towards integration processes in the field of education (except for some random cooperation activities), the persistence of poorly developed integration structures, etc.

However, the "struggle" for integration and disintegration processes is a *driving force* of integration, which, nevertheless, is carried out at the university level, with the support of the government.

An example of educational integration in practice is the *University of Shanghai Cooperation Organization - USCO*, which consists of the union of the leading universities in five countries seeking integration (Russia, China, Kazakhstan, Kyrgyzstan, Tajikistan)<sup>4</sup>. In accordance with the Program of USCO, in 2010-2012, there occurred the first admission and training of Master's students in the field of nanotechnology. The Kazakh National University, named after K. I. Satpayev, was selected as the main university in the area of training. The University proposed to develop a Master program in the field of nanotechnology. The advantage of such an integrated unity in the field of education is the opportunity to expand the students' educational paths with the aim of obtaining a double diploma: the diploma of the university where students conducted their training plus the USCO diploma.

It is important to say that Kazakhstan enjoys the great interest and willingness of stakeholders (students, teachers and managers of education) to fully participate in such professional developments in scientific, industrial, educational processes at international level. It is not just a fashion, but an objective necessity dictated by the course of development as a result of Kazakhstan's entry into the world of educational space in accordance with the Bologna Convention.

## **5. Theoretical developments of educational integration in PGT system**

For theoretical and methodological support of the educational integration in the field of nanotechnology related to Master's and PhD students' preparation, work was carried out in the following areas of research:

**First**, the *conceptual and terminological apparatus* used in the study was clarified: "educational integration", "the object and the subject of integration", "integration processes of interaction". The meaning and embeddable content in the *conceptual and terminological apparatus* used was mentioned earlier (see section 3, Concepts and terminology used in this research).

**Second**, the basic *principles* of educational integration that guide the way into practice were established.

In accordance with the second direction of the research, a number of principles were developed. These are the basis of educational integration related to PGT and they correlate with the principles of integration in the pedagogical, political, economic and scientific spheres. Their essence and

---

<sup>4</sup> <http://www.eduweek.ru>

**PUBLIC ADMINISTRATION & REGIONAL STUDIES**  
**6th Year, No. 1 (11) – 2013**  
**Galati University Press, ISSN 2065 -1759**

realization is summarized in Table 1. The content of these principles is given below.

**Principles of educational integration**

Table 1

No	Principles	Essence of the principle	Ways to realize it
1	Social conditionality of educational integration	Social order for the development of integrated structures is determined by the needs of scientific and technological development of the country in view of global integration.	Agreements; treaties by partnership and cooperation (with preliminary identification of the conditions and peculiarities of regulation); study of possible fields of joint activity including the legal and economic issues, common prospects and creative activity by adaptation of progressive experience
2	System principle	System (complex) approach to the process of interaction	The finding of common interests of integration subjects, taking into account wide spheres of interaction; the development of real scientific problems and educational issues and ideas (including social, economic, research, technical, professional); the establishing of connection between content and procedural aspects of education, theoretical and practical training during the construction of new integrity
3	Person-oriented principle	Integration is of personal interest	The forming of personal qualities (responsibility, sustainability, curiosity, the ability to think broadly and analyze; creative and critical look at things, etc.)
4	Principle of continuity of	The connection of stages, levels, degrees of	The establishing of broad succession of integrative

**PUBLIC ADMINISTRATION & REGIONAL STUDIES**  
**6th Year, No. 1 (11) – 2013**  
**Galati University Press, ISSN 2065 -1759**

	educational integration	integration process that is accompanied by gradual changes for effective development and cooperation.	initiatives at all levels of integration; the ensuring of integrity and succession in the solution of specific problems of science and education (during the development of educational programs and studies)
5	Consistency of integration activity	The combination of multi-level and diverse integration activity for optimal connections and relations and for harmonization of scientific and educational activity between subjects of integration	The correlation of the goals and objectives of national educational systems; rational use of laboratory equipment, techniques for solving joint research and study tasks; the coordination of actions to modify the content of the training, to reveal perspective tendencies, to harmonize educational standards in different countries
6	Cooperation principle	Purposeful integration activity by finding commonalities, interests in research, study, professional field; the deepening of knowledge and technology; the intensification of integrative bonds, academic mobility	Implementation of joint research projects, integrated forms of education; creation of research and educational associations
7	Efficiency principle	Achieving the goals of educational integration that are connected with the improvement of new knowledge, a real participation in major problems of the world of science, creation of new products based on interaction	The development of various integration ideas

Let us now turn towards the detailed analysis of the aforementioned seven principles:

1. *The principle of social conditioning* is based on a social order for the development of integration structures and is determined by the country's needs for scientific and technological development in view to global integration.

Authors of Kazakhstan's initiative in nano-electronics, during the process of determining ways to develop nanotechnology, note that:

*"first, it is necessary to depart from social order, considering the long-term perspective, but not opportunities and interests of separate research schools"* (Ergojin et.al. 2010: 35)

This implies that there is a legal basis for the deepening and expansion of cooperation in the international educational space, which involves agreements, partnership, and cooperation treaties for the implementation of specific tasks in a common educational space. Such agreements are usually established following the already-existing contract-documents signed within the framework of political and economic integration of the country. The agreement may be drafted at the governmental level as integration initiatives of partner universities, in accordance with the Constitution of the Republic of Kazakhstan.

But in any case, the development of the integration documents is based on a preliminary identification of the principles, conditions and characteristics of the regulation of interaction. Therefore, integration steps should begin with a study of the possibilities of joint activity, including legal and economic issues, overall prospects for the development and creative activity by adaptation of progressive experience.

In accordance with the principle of social conditioning, the efficiency of integration is ensured through the connection of integrative tasks with the public interests, its ideology and politics.

2. The *System principle* results from a general scientific principle of universal communication and unity of the world. It suggests a complex approach to the processes of interaction within integration systems. The basis of this approach consists in common interests, ideas, scientific and educational issues, including social, economic, scientific, technical and professional.

The *System principle* in the context of educational integration also involves connection of the content and procedural aspects of education and the relationship between theoretical and practical training in the construction of a new integrity, which combines knowledge and technologies of activity of the participating subjects of integration. The

more integral the integration system, the richer the content of knowledge and technologies of activity, because the needs for integration subjects in the cooperation becomes higher.

The growth of PGT integrity is manifested in the relationship and the unity of the diverse functions - scientific, educational, professional, social, political - and, to a large extent, determines the effectiveness of the integration of the processes.

3. The *Person-orientated principle* means the personal interest of participants of integration that manifests itself in the direction of thinking to achieve global scale. This is caused by the fact that certain personal characteristics of participants of integration - responsibility, sustainability, curiosity, ability to think broadly and to analyze, creative and critical look at things, etc. - are required for the assimilation of the diversity of the contemporary world. Personal qualities are an internal factor in the interaction at integration level.

Thus, the educational experience shows that the most successful students are those who are capable to carry out research activities independently, on the basis of synthesis and analysis of knowledge, having a global thinking. These are students who tend to integrate forms of training and development of the specialty. Other members of the integration process must also have personal motives for their involvement.

4. *The principle of continuity* expresses the relationship between the stages of the integration process, levels of activity. With the implementation of this principle, destabilizing factors are minimized, processes of expanding of interaction forms and deepening of knowledge and skills flow smoothly and gradually, and undoubtedly influence the efficiency of development and cooperation. The principle of continuity is based on the following:

- wide communication of all integration initiatives implemented during the integration, in order to create a common space in which purposeful activity is done;
- comprehensiveness and consistency in the resolution of practical problems in a particular domain.

To create a common educational space, where integration initiatives can be realized, it is necessary to provide continuity of educational programs and training courses for all levels of graduate and doctoral studies. For the nanotechnology specialisation, there is a wide range of different disciplines that meet the needs of science and technology. The



problem of integration in this area is to adapt, diversify internationally through on-line communication and other technologies with continuity.

5. *The principle of consistency* of the multi-level and diverse integration activity suggests the establishment of optimal connections and relationships that involve mutual cooperation and harmonization of research and educational activities among the subjects of integration. For example, it is not always advisable to buy expensive laboratory equipment to conduct separate studies in case of presence of integration, which makes it possible to use the existing equipment of a partner's better equipped laboratory.

In addition, this principle allows considering and relating the goals and tasks of national education systems, to coordinate actions which change the content and also identify integration trends for the future. The introduction of this principle is needed due to the existence of specific education standards in different countries.

6. *The principle of cooperation* - similar to the principle of consistency - means the realization of integration based on the activity focused on finding common points of interest in the professional field, research, academic work, knowledge and technologies, intensification integrative bonds and academic mobility. Various forms and modifications of cooperation, such as joint-problem laboratories, workshops, module training programs, integrated disciplines, teaching methods, etc. are available.

An example of cooperation can be joint research projects, integrated forms of education, research and educational associations. The variety of integration forms in practice leads to a new quality of the community with single views, interests and approaches. This is possible in coherent coexistence and cooperation.

7. *The principle of effectiveness* is generalizing and consists in the achievement of the final goals of educational integration. One of them is the formation of an educational sector - PGT in particular - that can operate in active cooperation with international partners in the world's 'best practice', as well as the creation of conditions for greater interaction and cooperation, involving public instruments of influence. Achieving educational integration goals is accompanied by the implementation of the principle of effectiveness. More specifically, this principle means that all participants are associated with the following:

## PUBLIC ADMINISTRATION & REGIONAL STUDIES

6th Year, No. 1 (11) – 2013

Galati University Press, ISSN 2065 -1759

- Master's degree and doctoral students have the opportunity to study and work in a broad field of education, using their own knowledge and ability to reflect and analyze;
- teachers acquire new areas of professional experience and scientific potential based on emerging opportunities;
- a PGT system fills in the profile and educational activity with new contents;
- the government develops infrastructure as well as committees, associations, and it facilitates the effective implementation of organizational work in education.

In general, the implementation of selected principles aimed at the creation of conditions for self-assertion, self-expression of the subjects of integration at the level of professional, scientific, educational and social needs. The orientation on these principles contributes to the development of integration processes in the theory and practice of PGT system.

**Third**, *the structural basis of integration* was developed, which reflects the logic of educational integration and serves as a methodological guide for the identification of integrating potential subjects of integration as well as the practical implementation of integration.

For an educational integration that is to unfold in accordance with the above-mentioned principles there should be a *structural basis of integration* in the research system.

Since educational integration permeates all types of learning activities - academic, research, administrative, social, professional (that is, connected with the development of nanotechnology), there could be a range of possible impacts which ought to be anticipated before starting to develop an integration structure. So, logical-instructive structures can be a great help that is built on a clear statement of goals and tasks, relying on scientific principles and on level-oriented activity presented here with integration components, forms and specific functions (see Fig.1).

A description of the most common structural components of the logical and meaningful bases for educational integration involves:

i) the *aim of educational integration* - the creation of a scientific and educational community for the effective interaction and acquisition of a new quality of integrity and perfection of its components;

ii) the *tasks of educational integration* - aimed on forming such integration components and modalities for their implementation, functioning of a created community;

## PUBLIC ADMINISTRATION & REGIONAL STUDIES

6th Year, No. 1 (11) – 2013

Galati University Press, ISSN 2065 -1759

iii) the *principles of educational integration* are: system-based social conditioning, system-based, personal orientation, continuity, coordination, cooperation, efficiency;

iv) the *levels of activity* in the field of integration can be divided into :

- the theoretical and methodological levels associated with the development of scientific concepts and components of the logical structure (patterns, categories, concepts, principles, methods, ideas, and approaches);

- the practical level of organization and design of activity content;

v) the *mechanisms for the implementation* of educational integration: the adaptation of experiments, a transfer of components of activity, the development of forms and means of integration;

vi) the *components of educational integration*:

- knowledge in a particular area of activity (nano-objects, nano-structured materials, nano-technologies, etc.);

- technologies of research and educational activities (methods of obtaining nano-materials; research methods; development work on the equipment; teaching methods; etc.);

- educational programs, academic disciplines;

- areas of research, theory and practice;

vii) the *modalities of implementation* of integrative cooperation in accordance with different levels of activity:

- project-based learning, integrated courses, joint seminars, integrative learning technologies (forms of educational activities etc.);

- integration associations, unions, foundations, etc. – in brief: social forms of interaction - oriented to serve the purposes of joint education;

- joint research projects, research tasks, laboratory experiments, creative work, etc. (as a form of research activity).

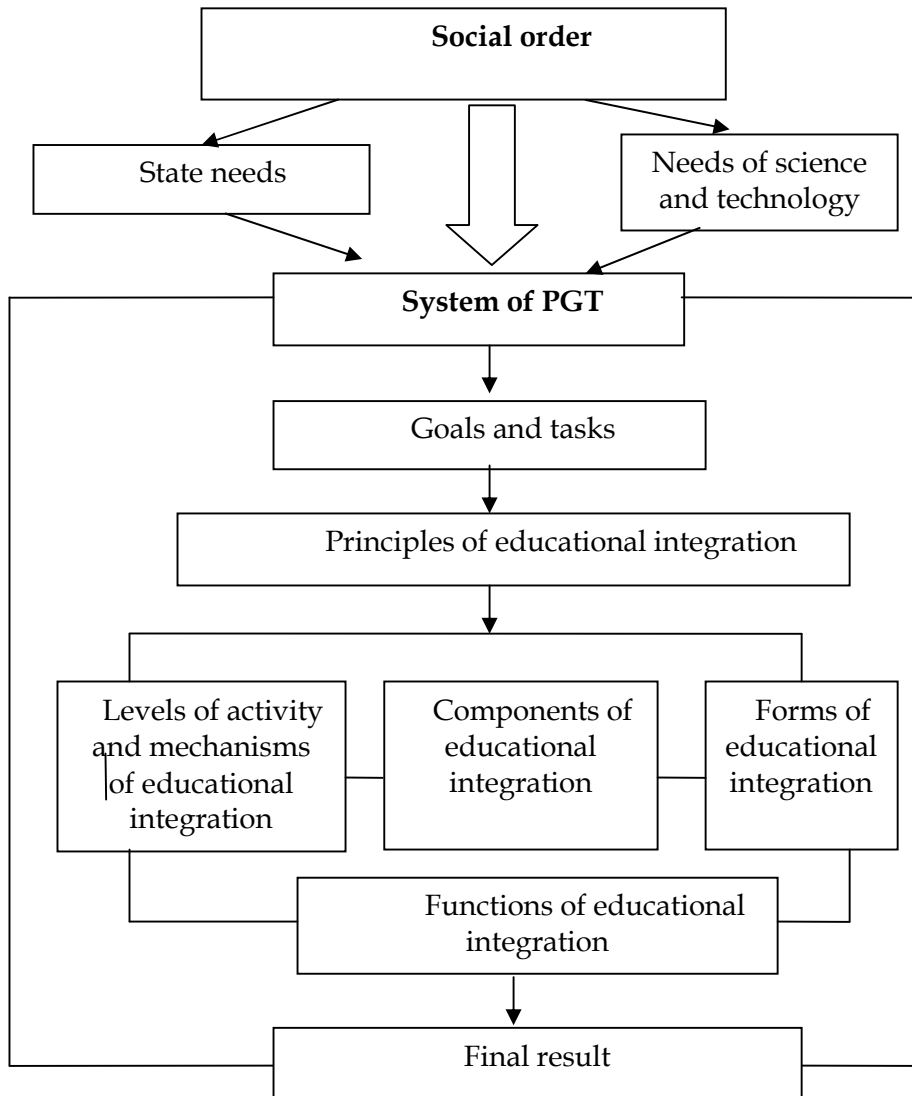


Figure 1: Scheme of educational integration in the PGT system

It thus appears that the wider the circle of participants of integration is, the more active forms of integration processes will occur. These processes are connected with the organization of educational activity and the determination of authorities of integration structures aimed at cooperation among the partner countries for the exchange of information, the expansion of scientific contacts, the distribution of publications, the revitalization of the education, for joint research projects, educational programs, and many others.

All in all, the *functions of integration* in education consist of the following:

- *theoretical* and methodological functions related to the content of the integration process and rationale of the integration form of teaching, research, and coordination of integration, development of structures, forecasting;

- *research* functions connected with problem-solving in the science of nanotechnology, the formation of complex issues and areas of activity;

- *technological* functions for the design and the use of new content in the training of specialists, strict methodical work to update existing curricula and the introduction of new ones;

- *information* and *communication* functions based upon the use of appropriate technology in order to guide and coordinate design-targets and to work together to assimilate information - in e-learning, for example;

- *developing* functions associated with the introduction of changes in the scientific and educational potential of integration subjects.

And so we believe that the theoretical understanding of educational integration with clarification of *concepts and terminology*, development of *principles for implementation*, drawing up of a *framework of integration* on the example of a particular branch of knowledge will further deploy practical action for the creation and the development of a combined educational and scientific space.

### **Conclusion**

The presence of a developed theoretical and methodological analysis will make the practical part, at the integration level, more meaningful, and it will increase studies in nanotechnology, which have a great tendency towards the integration into the world scale.

Theoretical developments of educational integration in the PGT system for high-tech industries, nanotechnology in particular, allow researchers to analyze this phenomenon.

Based on developed principles of educational integration (social conditioning, system, personal orientation, continuity, consistency, cooperation, efficiency), this paper proposes a logical and structural basis of its implementation.

Such a *Logframe* includes the most important elements: goals and tasks; scientific principles; staged activity presented by integrative components, forms and functions.

The final result of educational integrity with effects on the quality of training will define Master's and PhD students who will be capable to solve global problems at international level.

### References

1. Balassa, B. 1961, *The theory of Economic Integration*, Homewood, Illinois: Richard D. Irwin.
2. Bekturganov, N. (2008). 'Vectors of technological breakthrough', *Kazakhstan Today*. 10 January, from <http://www.kazpravda.kz>.
3. Bezrukova, VS, 1996 *Pedagogy. Projective pedagogy*. The manual for engineering and pedagogical institutes and industrial-educational colleges, Publishing House "Business Book", Yekaterinburg.
4. Ergojin, EE, Aryn, EM, Suleimenov, IE, Belenko, NM. & Gabrielyan, OA, Suleimenova K.I., Mun, GA 2010, *Nanotechnology. Economics. Geopolicy*. Print-S, Almaty.
5. Horvath, A., Mihai O. (1991) *Globalization of Education and Eastern Europe*, Perspectives. Educational issues. No 2 (74), p .9-20.
6. Suleimenov, IE., Mun, GA., Ployakov, AI. & Yeligbayeva, G.A. 2009, 'Kazakhstan Initiative of Development of Nanoelectronics on Hybrid Spintronic and Quasi-biological Base' *Program of Euronanoforum*, 2-5 June, Prague, p. 162.
7. Vikashkumar, J 2005, 'Technology Integration in Education in Developing Countries: Guidelines to Policymakers', *International Education Journal*, pp. 467-483, 6(4), < <http://iej.cjb.net467>>.

**FAMILY PLANNING AND DEMOGRAPHIC PLANNING  
- A GENERAL VIEW ON THE SCALE DIFFERENCES**

Violeta PUȘCAȘU \*  
"Dunărea de Jos" University, Romania

**Abstract**

*Planning is an old concept, but its employment under various guises is one of the social mechanisms of the last century. Related to the population's numeric evolution and its structural complexity, planning manifests itself in two dominant directions – individual (familial) and collective (political). The paper consists of a brief review of the moral and social meanings and implications deriving from two types of planning associated with demographic behaviour.*

**Keywords:** planning, demographic policy, liberty, person.

**Introduction**

For the past years, most demographic reports on the increase of world population are suggestively accompanied by a chart detailing the increase in numbers registered by the inhabitants of the Earth in the last two hundred years. And if the historic perspective favours theoretical observations and debates, the evaluations being only remarks, future projections are always motivations for passionate debates, in various circles, and their practical implications are not at all negligible.

---

\* Violeta Pușcașu, Ph. D. Professor at "Dunărea de Jos" University of Galați, email: violeta.puscasu@ugal.ro.

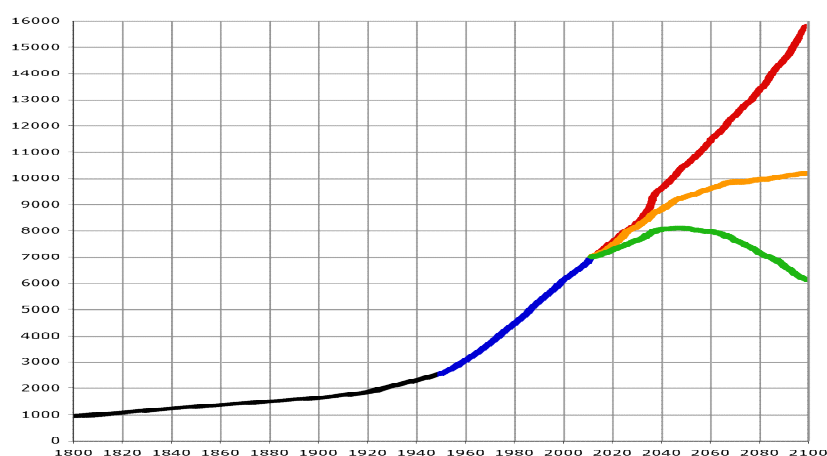


Figure 1. The population of the planet between 1800-2100  
(according to UN scenarios, 2004)

The movement from the first billion inhabitants, at the beginning of the 19<sup>th</sup> century, to the second billion, in approx. 100 years, and then to the next values, up to the seventh billion reached in 2011, occurs simultaneously with a vast process of secular modernization and change in the social paradigm. Therefore, close to or after reaching a new scale value, as the spectacular growth and reproductive potential of the population were confirmed, the idea that it was necessary to plan the number of inhabitants became more and more frequent. On the background of large-scale economic transformations with a strong cultural-behavioural reflex, there is a gradual re-arrangement of social values, while the importance of some human rights and attributes, such as liberty, responsibility and planning ability, is re-evaluated.

#### From “planum” to “plan”

*Planning*, a quintessentially human activity, entails, by its very nature, and in the most general sense of the term, three aspects that define it: knowledge, choice and ethics. It generally presupposes the existence of a known situation, with certain characteristics, and which must be undertaken within a certain time interval.

In point of etymology, planning comes from the Latin *planum*/*(plana, pl.)* meaning “întindere, suprafață, nivel, câmp deschis”<sup>5</sup> [flat surface, level, open field]. English borrows it from French, as “plan/ to plan,” meaning action scheme or method, but also indicating a lack of clear delimitations or of any type of filling, suggesting, thus, the possibility of

<sup>5</sup> Dicționar latin-român, Ed.Stiințifică, București, 1973.



choosing the way in which the surface is to be “furnished.” This meaning given by English was favoured in approaches with explicit spatial references, where the *plan* is the “white” surface, with no restrictions, challenging because it offers multiple possibilities for action. Geographers, architects and urbanists are the oldest users of this meaning which they applied to space and, especially, to the city. Moreover, it is well known that, no matter the area where it is employed, planning has at its core a spatial component, even when this is less apparent. The new contexts for planning – among which the managerial was highly successful in the last century, turning planning into a keystone (J. Ivancevich, 2003) and fundamental function (H. Koontz et al. 2007) for the success of an entity – gradually integrate this spatial trait of planning, included in the definition provided by AESOP<sup>6</sup> – “planning is a tool to promote and manage change with a spatial approach.”<sup>7</sup>

Demographic planning, a branch of planning and a more recent syntagm in its long history, follows the above-mentioned definition bringing arguments in favour of the necessity for finding a balance between the number of people and the space they occupy at a certain time.

Technically speaking, the concept also implies the idea of control that an entity gifted with intentionality has over a process, which is particularly significant for the current topic. The control and the management capability are subject to a linear rationality which sets, after a contrastive and prospective study, objectives and finds means of attaining them.<sup>8</sup> According to the activity scale for this process, planning can be the manifestation of a political organism, the expression of a group or the attribute of human individuality, in which case the connection with the theme of personal freedom becomes more obvious.

Since it is a complex category, with a definition at least as open to interpretations as planning, *freedom* can be expressed from the strict perspective of the person, as well as from that of social history, where freedom becomes the attribute of a community (people, nation). Adopting the Christian understanding of freedom, the correct meaning of the term when applied to a community is, rather, that of a sum of rights, because freedom as ontological condition and supreme gift for each human consciousness can only be individual.

This distinction is even more relevant in the case of the duo freedom-demographic planning, where the different scale of spatial and temporal manifestation suggests distinct, although, often confused meanings.

---

<sup>6</sup> Association of European Schools of Planning.

<sup>7</sup> AESOP Charta, 1999.

<sup>8</sup> Dictionnaire de la géographie et de l'espace des sociétés, Ed. Belin, 2003, p. 720.

*Malthus - a culpable theorist of demographic or family planning?*

During the 19<sup>th</sup> century, the topics of freedom and population (control) planning appear in philosophical texts, like that of J. S. Mill on freedom, as well as in socio-economic theories, like that of Malthus, which opens the series of concerns with overpopulation.

The Scriptural command “Be fruitful and increase in number, fill the earth and subdue it” (Gen. 1,28) was surely familiar to Robert Thomas Malthus (1766-1834), his biography stating that he belonged both to the sacerdotal (Anglican) and to the intellectual elite. However, in contrast with the 18<sup>th</sup>-century Enlightenment’s perspective, according to which society was a perfectible organism (Condorcet), his assertions on the population are rather pessimistic, the English theorist remarking the disparity between the rhythm of human reproduction and that of food supplies, in favour of the former, as well as the potential effects of this alarming disparity.

We do not know whether Malthus based his views exclusively on personal observations and calculations, carried out for several decades on certain communities within the flourishing colonial empire, but it is quite evident that his scenario reflects the beginning of a new perspective on the world, constructing an argumentative work with the instruments of his age. Accordingly, he enumerates novel solutions for stopping the population growth, later synthesized by Mark Blaug in two categories – preventive (voluntary, specific to man) and positive checks (resulted from the laws of nature) (M. Blaug, 1997).

“A man who is born into a world already possessed, if he cannot get subsistence from his parents on whom he has a just demand, and if the society does not want his labour, has no claim of right to the smallest portion of food, and, in fact, has no business to be where he is. At nature's mighty feast there is no vacant cover for him. She tells him to be gone, and will quickly execute her own orders.”

If the contemporary man may well express indignation at the so-called positive checks, since a text such as this cannot be accepted in point of social ethics, not to mention Christian belief, the discussions on the preventive checks are more nuanced. There are two extreme possibilities in this category – vice and abstinence – both at the disposal of personal freedom.

This mixture of attitudes leads to a controversial reception of Malthus’ work, even among Christians: on the one hand, contestation, rejection and condemnation of all the solutions proposed by the author of

the *Essay on the Principle of Population*; on the other hand, selective acceptance, continued in forms that left the century significantly changed.

It is not our intention to deliver here a critical analysis of the theory, but only to underline the fact that its author is the one who, while establishing the frame of debate for the connection between personal freedom and its expression in procreation, will start the dissemination of the idea of personal responsibility and choice in deciding the size of the family.

Does Malthus exaggerate individual freedom? Does he misconstrue it? At first sight, reading in a positive key, personal freedom is implicitly admitted in his text, since the entire construction of the preventive way is based on personal freedom. Vice and abstinence are, for example, manifestations resulting from exercising the freedom with which we have been endowed, reiterating the fact that, from a Christian perspective, vice is the expression of renouncing freedom, while abstinence is a means of asserting it. Freedom means following Christ and his teachings, consciously. As for the effects of procreation and birth, the Malthusian application acknowledges their efficiency. This might reveal a conflicting ambivalence, but Malthus solves it in favour of the Christian perspective, exhorting moral restraint.

What can be adopted both on an individual scale and extended, as attitude, to a collective scale is moral restraint freely adopted, considered by the ecclesiastic the best - or, maybe, the only - way of reducing poverty and famine, by reducing the number of children among the poor.

“I believe that it is the intention of the Creator that the earth should be replenished; but certainly with a healthy, virtuous and happy population, not an unhealthy, vicious and miserable one. And if, in endeavouring to obey the command to increase and multiply, we people it only with beings of this latter description and suffer accordingly, we have no right to impeach the justice of the command, but our irrational mode of executing it.”

(Malthus, ed. 1992)

Therefore, Malthus connects man's natural ability to reproduce with the obligation of using it not autonomously, but in perfect conjunction with God's other gift, reason, which invites responsibility and moderation. Accordingly, a more careful consideration of the social and natural laws of marriage and bringing children into the world, together with accepting the responsibility of raising them, is not an infringement of God's command, reiterated to Noah (“As for you, be fruitful and multiply; Populate the earth abundantly and multiply in it.” Gen. 9, 7). On the contrary, it is an answer

## PUBLIC ADMINISTRATION & REGIONAL STUDIES

6th Year, No. 1 (11) – 2013

Galati University Press, ISSN 2065 -1759

to a higher command where freedom is the triumph of the balance between human natural law and reason.

Closer to our days, a Russian theologian writes: "Voluntary procreation is more noble than what is due blindly to chance, more often than not unforeseen and unwanted" (P. Evdokimov, 1994). What is not free, what is not conscious has no personal value. Reducing conjugal love to instinct and sensuality in procreation lowers the ties between spouses to animality (Todea-Gross & Moldovan, 2008).

It may seem that we defend Malthus. In effect, our intention is not to adhere to a model which, while imperfect to begin with, degenerated further in the following decades, but to identify and discern the grain of correct Christian attitude in the Malthusian writings, even though they are speckled with errors of the incipient rationalism.

Despite the fact that, when he addresses birth control, Malthus only proposes "soft" measures, applicable individually to each person in turn, according to his/her capabilities, his idea is revisited, more radically, by a compatriot.

Francis Place (1771-1854), a politician and social reformer, is a fervent supporter of contraception. Moreover, his name is much more closely connected with this "social theory," as he is the one to openly advocate adopting contraceptive measures instead of the moral restraint proposed by Malthus, providing, in some of his writings "for mature readers of both sexes," concrete methods of achieving this.

Francis Place, unlike other protagonists, had a strong incentive to support family planning from his own experience. He had been married early, before he was twenty, and he credited his wife's influence for the stability and purpose that his life had from then on. By this he opposed Malthus's prescription of delayed marriage. Place accepted Malthus's principles, namely the unfavourable effects of population increase, but found the means he advocated, late marriage and abstinence, to be extremely unrealistic, even detrimental. From his point of view, contraception was far more practical, and he introduced a pro-contraception position into the radical movement, combining for the first time population control with the idea of family planning.<sup>9</sup>

Opinions like that of Place became increasingly frequent and materialized into an important branch, which, in time, came to be called neo-Malthusianism. The pro-family planning and birth control ideas develop in parallel with a series of socio-philosophical trends from the end of the 17<sup>th</sup> century and the beginning of the 18<sup>th</sup>. Feminism starts to make its voice heard, its first representative, the English Mary Wollstonecraft (1759-

---

<sup>9</sup> Kurt W. Back, *Family Planning and Population Control. The Challenges of a Successful Movement*, Twayne Publishers, Boston, 1989, p. 31.

1797), being considered the first theorist of Enlightened feminism, an intellectual pioneer of modern feminism. Her work, *A Vindication of the Rights of Woman* (1792) marks the beginning of a movement that would go hand in hand with birth control and the idea of both spouses having a right to decide on the size of the family.

At the turn of the 19<sup>th</sup> century, Annie Besant (1847-1933) is the next feminist whose involvement with fertility control is proven by the support she gave to controversial texts on contraception – especially Charles Knowlton’s 1832 work, *Fruits of Philosophy: The Private Companion of Young Married People*, whose impact was decisive in extending the topic to every area of society, beginning with the healthcare system and ending with politics.

The two World Wars and the massive loss of human lives temporarily diminished the fears of the sceptics from the first half of the 20<sup>th</sup> century. However, the theme of overpopulation and the need for large-scale control and planning would soon be revisited.

The history of the pro-planning policies, explicitly antinatalist, includes the Paul Ralph Ehrlich episode, the American biologist known for his studies on population, who resets the alarm of the demographic bomb in 1968. The scientist maintains that societies must take decisive action so as to stop the growth of the population, in order to reduce the consequences of the future disasters, both ecological and social. Ehrlich’s opinions are downright immoral for the brutality of the ideas he formulates, although they are not singular.

“(…) We must have population control at home, hopefully through a system of incentives and penalties, but by compulsion if voluntary methods fail. We must use our political power to push other countries into programs which combine agricultural development and population control. (...) The birth rate must be brought into balance with the death rate or mankind will breed itself into oblivion. (...) Population control is the only answer.”<sup>10</sup>

It is an imposition that is in no way concerned with the uniqueness of the person, but only with an impersonal collective welfare. Naturally, the argument in favour of the necessity for a judicious use of the earth’s resources is valid, and the necessity for spatial planning, with emphasis on the ‘spatial’, is even more at home in this context.

---

<sup>10</sup> Paul R. Ehrlich, *The Population Bomb*, Buccaneer Books Cutchogue, New York, 1968, p. 78.

### **Planning to the extremes**

*... as global state policy*

Seen as a motor of development, demographic planning becomes a serious topic of discussion with the economic development scenarios and policies created after the Second World War. Characteristic for this stage is that it will be successfully applied by authoritarian governments, as democracy cannot provide the same stability to the political institutions and agencies initiating the long-term implementation of certain measures with demographic impact. Nevertheless, the phenomenon is visible in both types of states. In the '70s, the developed countries register a widespread movement supporting the necessity of "population planning." It triggered great interest and sustained action in numerous fields, from foundations sponsoring conferences on this topic, to journals constantly including opinions and articles on the direct relation between population planning and achieving the objective of economic development, later also become "sustainable." On the agenda of this new orientation, there were several basic topics. One of them was to show that the rapid growth of the population had a negative impact on the social and economic objectives in the years after the War. Alerting the planners and the politicians under these conditions seemed logical, judging by the correlations made between the rates of demographic growth and those of the economic indicators, some of them further supported with illustrations of economic models created on the first computers (Hirschman, 2008: 571). The second key topic concerned the manner in which public policies could reduce fertility by diminishing the incentives and the opportunities for raising children. Adopted at government level, they practically became implicit demographic policies.

Demographic planning as demographic policy on the macro-decision-making level is an expression of state sovereignty and right to decide on certain demographic phenomena, within the bounds of its own jurisdiction, respecting (or not) the rights and liberties of its citizens. The Chinese antinatalist demographic policy started in the '70s and the Romanian pronatalist one of the same age are two relevant examples in this respect.

Although birth rate is, by far, the most targeted planning phenomenon, by extension and association other demographic phenomena can also be subjects of controlled planning for the aimed results. Thus, it is a proven fact that migration and marriage are often the subject of a variety of measures. Moreover, it is also remarkable that no matter the nature and the targeted phenomenon, within any demographic policy there are underlining, interfering cultural and historic elements.

## PUBLIC ADMINISTRATION & REGIONAL STUDIES

6th Year, No. 1 (11) – 2013

Galati University Press, ISSN 2065 -1759

It was stated that demographic planning as state policy invalidates human freedom, although, in reality, in our opinion, between demographic planning and personal freedom there are neither contradictions, nor correspondences, since they operate on different levels.

*...as personal choice*

The situation is different on the micro-demographic level, in the case of the family/ couple and person respectively, where we speak of *family planning*. The phenomenon begins to take shape at the end of the '60s in developed countries, among young families, rapidly gaining enough legitimacy to be adopted as a program of the public sector. In effect, the family planning movement was seen as a response to the issue of population growth in the less developed countries, facing a series of critics and questions from inside and from outside the movement (Hirscham, 2008: 566).

However, there were voices who stated that family planning programs can only provide service and information to those already interested in birth control, without addressing the ground issue of weakening the motivation to reproduce in the developing countries. In other words, policies to change the social structure are also required, so as to encourage postponing marriage and wishing smaller families.

In this case, the stress is, clearly, on individuality and the assumption of freedom of choice. However, from the same Christian perspective, the freedom invoked in the act of procreation as demographic pre-event of birth is not attained by abolishing certain constraints coming from outside, being, above all, a personal human attribute.

The undifferentiated shift in the meaning of demographic planning between its scales of manifestation, based on the idea that one deals with the same common factor – personal freedom –, is inadequate. Planning, on the most general level and in terms of demography, possesses, essentially, a horizontal political dimension which, by implying a common project, excludes, in most cases, the person's liberty, while for family planning freedom is implicit, as a basis for the process: *Liberi, ergo cogito plani* could be the appropriate paraphrase.

However, this acceptance also remains on the horizontal plane of decision, in connection with the landmarks of society, since the profound meaning of personal freedom has a vertical dimension. It does not exclude the possibility of choice, of decision making, even of "planning," but in terms of another finality than that of the material aspect and, the less so, that of procreation. The complex nature of the human being makes the use of the term 'family planning' incorrect, not so much because, in certain areas of human existence, it does not correspond to the range of expression

for the love between two people (and, therefore, the impossibility to plan love), but mostly because it becomes a substitute for true responsibility, although it seems to appeal to it.

### **Conclusions**

That the last two centuries gradually led to the loss of the Christian understanding of personal freedom is obvious. The multitude of theories, positions and solutions for demographic planning is sufficient argument. However, it is not necessarily this particular aspect that discourages, since ideological accidents are frequent in history, but rather the fact that they joined forces with other sociocultural movements, like the ecology movement. The mixture of the two – demographic planning and planetary concern – generated deviant hybrid solutions embraced not only by sceptic demographers, but also by an entire mass of Christians.

### **Bibliography**

1. Christa Todea Gross, pr. Ilie Moldovan, *Îndrumarul medical și creștin despre viață al Federației Organizațiilor Ortodoxe Pro-Vita din România, Renașterea, Cluj, 2008.*
2. Henry Koontz & H. Weirich, *Essentials of Management, Tata McGraw Hill, 2007.*
3. John Ivancevich, *Human Resources Management, McGraw-Hill, 2003.*
4. Kurt W. Back, *Family Planning and Population Control. The Challenges of a Successful Movement, Twayne Publishers, Boston, 1989.*
5. Mark Blaug, *Economic Theory in Retrospect, 5<sup>th</sup> edition, Cambridge University Press, 1997.*
6. Paul Ehrlich, *Population Bomb, New York: Ballantine Books, 1968.*
7. Paul Evdokimov, *Taina iubirii. Sfîntenia iubirii conjugale în lumina tradiției ortodoxe, Ed. Christiana, București, 1994 (The Sacrament of Love. The Nuptial Mystery in the Light of the Orthodox Tradition, Crestwood, New York: St Vladimir's Seminary Press, 1985, p. 178).*
8. Thomas R. Malthus (1803) *An Essay on the Principle of Population, 2<sup>nd</sup> ed., London: J. Johnson (Book IV, Chap. VI, p. 531).*
9. Traian Rotariu, *Demografie și sociologia populației, Polirom, Iași, 2009.*
10. Tristram Engelhardt, *Fundamentele bioeticii creștine. Perspectiva ortodoxă, Deisis, Sibiu, 2005.*
11. Ted Turner's United Nations Foundation: Making the UN a Pawn for Tax-Exempt Special Interests, <http://www.apfn.org/apfn/turner.htm> la 5 oct. 2012.



THE PARTICIPATION OF BRAZIL IN THE BRICS GROUP\*  
CONSTITUTIONAL GROUNDS

Monica Herman CAGGIANO\*\*

University of São Paulo, Brazil

1. The world has changed and individuals now face a new array of challenges. At the dawn of the twenty-first century, we are immersed in a society affected by a far-reaching phenomenology that confronts men, women and the State with issues that require attention and, above all, a new path for public policies and institutions, as well as the related legal framework.

Indeed, the present context of **globalization** reveals the fragility and precariousness of traditional instruments, as **the key issues that arise in this scenario**, such as the demographic explosion, mass migration, overpopulated megacities, the preservation of the environment and the energy problem, **are global in scale**. Additionally, various other concerns, such as the need to change consumer habits, the new forms of delinquency that have produced organized crime on an international scale, international terrorism, the lack of political representation, the gap between the society and political parties and institutions that are already weakened, discredited and increasingly unsuited to fulfil their mission as a channel of communication with the government, are all evidence of the importance and scale of the issues that demand solutions and renewed action.

The world has changed, as Paulo Borba Casella often reminds us in his pioneer work on the BRICS group<sup>1</sup>. The phenomenon of globalization has resulted in the widespread mobility of capital and thus taken competition to unprecedented levels, all of which anticipates sombre and painful times, as described by Brecher and Costello in "Global Village or

---

\* "Brazil-Russia" International Postgraduate Seminar. BRICS - Energy. Bilateral Cooperation. Multilateral Action. *Langsdorff Circle for Thought on Brazil-Russia Relations*.

\*\* Associate Professor at the Department of Public Law at the University of São Paulo. Received her Habilitation (Livre-Docência) in Constitutional Law from the Faculty of Law of the University of São Paulo. President of the Post-Graduation Board of the Faculty of Law of the University of São Paulo. Full Professor of Constitutional Law and Coordinator of the Corporate Law Post-Graduation Program at Mackenzie Presbyterian University. Special Advisor to the Governor of the State of São Paulo (2006). Attorney General for the Municipality of São Paulo (1995-1996). Secretary of Legal Affairs for the Municipality of São Paulo (1966). Attorney for the Municipality of São Paulo (1972-1996).

<sup>1</sup> Casella, Paulo Borba. *BRIC - Brasil, Rússia, Índia, China e África do Sul: uma perspectiva de cooperação internacional*. São Paulo: Atlas, 2011. ISBN 978-85-224-6113-4.

Global Pillage"<sup>2</sup>. There is, in fact, an environment of global rivalry that can take on a destructive connotation.

We are dealing with a complex and controversial subject compounded by serious problems whose analysis, given the pluralistic nature that characterizes the widely expanded domain of democratic societies, necessarily leads to sensitive integration operations. Furthermore, such operations involve few parameters regarding their *modus operandi* due to the limited number of previous experiences.

Granted, trade and the wars of conquest of the past involved development and reciprocal influences across various civilizations and cultures. However, they always took place under the context of a certain order – the one established by the "Empire"<sup>3</sup>. The world, however, **has become a "global village" where all tribes are encouraged to live and share.**

The pursuit of an **environment of "global harmony"** in order to avoid chaos and destruction should reflect the larger goal of building blocks of cooperation and joint action for development. In this context, bloc formation and cooperation between states have become instruments for the accommodation of the divergent interests that characterize the globalized challenges the future holds.

2. At its inception, the idea of creating multi-state blocks aimed at regional integration and mutual cooperation to strengthen its members and enable higher levels of development was inspired by the federalist<sup>4</sup> principles the American model is founded on. The implementation of the European Community – today far advanced and already provided with a Constitution established by treaty – served as a model for new practices of a cooperative nature between partners, most notably regarding macroeconomic issues and trade platforms, with a particular emphasis on matters involving customs duties and tariffs.

For its part, the Southern Common Market (Mercosur), established by the Treaty of Asunción (March 1991), confirmed and enshrined by the Protocol of Ouro Preto of 1994, was meant to bring the European experience to Latin America by introducing a formula that would establish a common market through indigenous institutions, as a result of an ever-

---

<sup>2</sup> Brecher, Jeremy; Costello, Tim. *Global village, economic reconstruction from the bottom up*, south end press. Cambridge, Mass.: South End Press, 1998.

<sup>3</sup> On the subject, see Casella, Paulo Borba. op. cit., supra, chapter 8.

<sup>4</sup> It is fitting to think that the twentieth century presented to the analyst the phenomenon of a federalized Europe. The yearning for a unified Europe led to the adoption of innovative measures that, although not fully akin to the federalist model formulated by the forefathers of the American Constitution, have certainly found inspiration in the principles it is based on, especially with regard to the building of a strong and constantly enhanced democracy.

expanding process of globalization. This was an attempt to reproduce the success enjoyed by Europe for several decades.

However, Mercosur is virtually inoperative due to the lack of autonomous institutions capable of expressing their will independently from that of member states. This precludes the establishment of a specific jurisdiction for Mercosur and of a previously defined set of procedures to investigate violations and enforce sanctions, which has resulted in only a few minor achievements. Its significance will probably not extend far beyond words.

3. It should be noted that the European Union has evolved along well-defined federal standards. **There was an effort to create a single citizenship** within the context of an institutionalized Europe<sup>5</sup>. **An effort was also made to ratify a Constitution** that would consolidate the Union, as well as to create **a single legal system** that would accommodate diversity and maintain balance among members whose cultures, traditions, languages and historical trajectories are widely different. This Constitution, however, came under criticism and was widely rejected, despite being approved by international the treaty<sup>6</sup> that came to be known as the Treaty establishing a Constitution for Europe.

Nevertheless, the relevance of the Treaty has become the topic of discussion in the face of the economic and political crisis that has gripped its member states. **Once again, concerns regarding sovereignty and even challenges to the legitimacy** of a supranational political entity involved in the decision-making process of key policies **have invaded a context characterized by globalization**<sup>7</sup>. This happens because **successful political and economic integration is contingent on the acceptance** of a common core of values that involve recognizing the **legitimacy** of the established supranational order, and this requires constant renewal.

Thus, it is paramount for this study to recognize and identify the difficulties faced by integration processes **that involve creating autonomous and supranational power centres that are capable of issuing commands and enforcing their decisions on the various individuals, citizens and groups that make up society**. In this perspective, it is important to highlight the obstacles to the realization of regional integration processes, which are more complex than national ones. This happens because the **non-legal factors of integration** in an international –

---

<sup>5</sup> On the subject, see Tanasescu, Elena Simina (Coord.). *Cetățenia Europeană*. București, România: Editura All Beck, 2003. (Studii Juridice).

<sup>6</sup> Treaty of Lisbon 2007.

<sup>7</sup> Vrabie, Genoveva; Marin, Andra. *La souveraineté d'État et le caractère obligatoire des normes juridiques européennes*. In: Vrabie, Genoveva (Dir.). **Droit constitutionnel - droit international: frontières et interférences**. Iasi, România: Institutul European, 2011.

or global – context are only tentatively established, if not absent altogether. Generally speaking, there is no common language, culture, tradition or awareness. There is no respect for common symbols, nor can a common political tradition be discerned. Instead, **the emerging decision-making process appears extremely difficult and bureaucratic**. In this context, the **highly destructive atmosphere of global rivalry**<sup>8</sup> reinforces the complaints that arise from a growing desire to preserve relevant national and private interests. Against this background, the process of integration is confined exclusively to its legal framework.

4. Evidently, this state of affairs demands a reconsideration of the instruments adopted for integration and cooperation among states in a globalized and borderless world. Furthermore, it requires a re-evaluation of the jurisdiction of the state, which has been hit hard by the international supranational order that was the object of particular admiration in the twentieth century.

The informal block is **the structure best suited to accommodate the new formula for cooperation implemented by the BRICS group**. It was conceived for and aimed at development by means of specific actions combined with practices and incentives in areas that could likely benefit from the results of this collaborative effort. This eliminates the risk associated with the expansion of a bureaucratic structure. Additionally, any issues regarding sovereignty and the exercise thereof are taken out of the equation and the legitimacy of political decision-making remains intact.

Although still in its infancy, the BRICS formula already has followers. In May this year another bloc was formed – **the Pacific Alliance** – involving Mexico, Colombia, Peru and Chile, which have created a new free trade area based on tariff exemptions and broader free trade agreements.

5. The world is changing, and the question that lingers in the minds of analysts concerns the national legal order and its effective accommodation to the extremely swift dynamics that characterize the current social fabric with its multiple social action networks and new factors of development, which in many cases emanate from the international domain.

For many years, Brazil did not constitutionally define the legal nature of international treaties and their hierarchy within its legal system, for which reason the prevailing tendency is to recognize the primacy of domestic law. In this respect, Brazil has moved away from the more

---

<sup>8</sup> Brecher, Jeremy; Costello, Tim. op. cit., p. 31.

contemporary solutions adopted by Paraguay in 1992 and Argentina in 1994.

According to that reasoning, which was summarized in the well-known judgment given by the Justice Leitão de Abreu, the Federal Supreme Court ruled that the judicial branch is constitutionally obligated to enforce domestic law<sup>9</sup>. As explained by **Mirtô Fraga**, this effectively established the superiority of domestic laws enacted after the ratification of a conflicting treaty or convention. According to the judgment, in case of conflict domestic law "automatically displaces conventional law, which, however, may regain its full effectiveness once the domestic law conflicting with it is repealed"<sup>10</sup>.

Today, this prospect has undergone considerable improvement. The rule enshrined in article 5, paragraphs 3 and 4 of the Brazilian Constitution<sup>11</sup> now establishes Brazil in the international scenario as a nation that abides by the conventions and treaties it signs and ratifies, a position that is further reinforced by its submission to the jurisdiction of the International Criminal Court.

The original version of the constitutional text established:

**Article 5 of the Brazilian Constitution:**

Paragraph 2. The rights and guarantees expressed in this Constitution do not exclude others deriving from the regime and from the principles adopted by it, **or from international treaties to which the Federative Republic of Brazil is a party.**

The debate focused on whether domestic law enacted after the ratification of a conflicting treaty prevailed over said treaty. The Federal Supreme Court proved relentless in rendering a treaty ineffective when confronted with the subsequent enactment of an ordinary law incompatible with that treaty.

The inclusion of paragraph 3 tempered somewhat the rigorous understanding of the Federal Supreme Court on the issue. The amended constitutional provision now reads:

**Article 5 of the Brazilian Constitution:**

Paragraph 3. International human rights treaties and conventions which are approved in each House of the National Congress, in two rounds of voting, by three fifths of the votes of the respective members, **shall be equivalent to constitutional amendments.**

---

<sup>9</sup> RE n. 80 004-SE, in RTJ vol. 83, p 809. (Rel: Min Xavier de Albuquerque. Tribunal Pleno)

<sup>10</sup> Fraga, Mirtô. *O conflito entre tratado internacional e norma de direito interno*. Rio de Janeiro: Forense, 1998. p. 111-112.

<sup>11</sup> Paragraphs 3 and 4 of Article 5 of the Brazilian Constitution, promulgated on 5 October 1988, were included by Constitutional Amendment n° 45 of 2004.

The new provision established that constitutional norms and human rights treaties or conventions hold equal value. One should take into account, however, that **the term “human rights”** cannot and must not be limited to “first generation” individual rights. Its interpretation should encompass social and economic rights and even diffuse rights. The reason for this is the welfare character of such rights, which empower individuals and groups in the society. If their preservation is not guaranteed, it is not possible to ensure the enforcement of all the rights inherent to human beings.

The purpose of the rule established in Article 5, paragraph 3 of the Brazilian Constitution is to confer stability and balance to international relations, in order to lend greater credibility to the treaties and conventions signed by Brazil by placing them on an equal footing with constitutional norms and thereby above ordinary law. This means ordinary law can no longer render a treaty effective, a measure that will ensure the implementation and enforcement of obligations undertaken internationally by Brazil.

It is true that in development blocks, which act autonomously and outside institutional contexts, the continuance of joint activities and cooperation will always be contingent on the convenience of the parties involved, meaning that the sovereign decisions of each member state depend on an evaluation regarding the convenience of the policies adopted. However, as long as the treaty or agreement is in force, as long as there is an interest in its preservation, it cannot be rendered ineffective by ordinary law.

The constitutional provision on the matter increases legal certainty in international relations and stimulates the concrete realization of partnerships that can contribute to the advancement of society and improve the lives of citizens, thereby avoiding the disastrous consequences of global rivalry.

We welcome the formula adopted by the BRICS group, and hope it will facilitate and stimulate the formation of other blocks aimed at development.

**PUBLIC ADMINISTRATION & REGIONAL STUDIES**

**6th Year, No. 1 (11) – 2013**

**Galati University Press, ISSN 2065 -1759**

**References**

1. BRECHER, Jeremy; COSTELLO, Tim, *Global village, economic reconstruction from the bottom up, south end pres*, Cambridge, Mass.: South End Press, 1998.
2. CASELLA, Paulo Borba, *BRIC – Brasil, Rússia, Índia, China e África do Sul: uma perspectiva de cooperação internacional*. São Paulo: Atlas, 2011.
3. FRAGA, Mirtô, *O conflito entre tratado internacional e norma de direito interno*. Rio de Janeiro: Forense, 1998.
4. TANASESCU, Elena Simina (Coord.), *Cetățenia Europeană*, București, România, Editura All Beck, 2003. (Studii Juridice).
5. VRABIE, Genoveva; MARIN, Andra, *La souveraineté d'État et le caractère obligatoire de normes juridiques européennes*. In: VRABIE, Genoveva (Dir.), **Droit constitutionnel - droit international: frontières et interférences**, Iasi, România, Institutul European, 2011.

**ACCESS TO LAND AND THE SYSTEM OF LAND OWNERSHIP IN  
NORTHERN CAMEROON**

Paul Jackson AHIDJO \*

University of Maroua, Cameroon

**Abstract**

*Northern Cameroon is a vast geographical region made up of a population with diverse customs, religions and migration processes. The entire population is made up of paleo-nigritics, neo-Sudanese and pastoral nomads who practice activities such as agriculture, livestock and fish farming. This ethnic heterogeneity, the complex historical events and the cultural diversity have made the customary system of land tenure vary both in ancient aspects as well as in contemporary manifestations. Therefore, based on verbal assertion and written data, this article examines the methods of land access as well as the traditional and modern land tenure system.*

*For the population of Northern Cameroon and elsewhere, land represents a natural resource of prime importance. Access to land and its control constitutes a major economic challenge and it is equally a source of diverse conflicts. The system of land ownership has been influenced by external unforeseen events. From the pre-colonial period to the so called post colonial period, access to land and land ownership vary between the conservation of a traditional system which land owners are trying to preserve and the weight of modernity which has economic implications.*

**Keywords:** access, land tenure, Northern Cameroon, disputes.

**Introduction**

Northern Cameroon is divided into three administrative regions, namely: Adamawa, North and Far-North. Just as in every other part of sub-Saharan Africa, the problem of land tenure is a very sensitive issue in these regions. The government and traditional authorities give much attention to this problem. Land represents without any doubt a home and a source of livelihood for the population. Besides, it is equally perceived as a major policy problem; for example the agrarian policy based reform has been a contemporary issue in several African countries during the last decades. The constant land disputes that have plagued both rural and urban areas confirm the interest and role of this resource in the lives of the population. If popular imaginations perceive land as a divine gift to fully enjoy, the

---

\* Paul AHIDJO, University of Maroua - Cameroon, Department of Social Sciences for Development, email: ahidjopauljackson@yahoo.fr.



control over land and natural resources has been the cause of invasive wars in the ancient kingdoms of Central Sudan.<sup>1</sup>

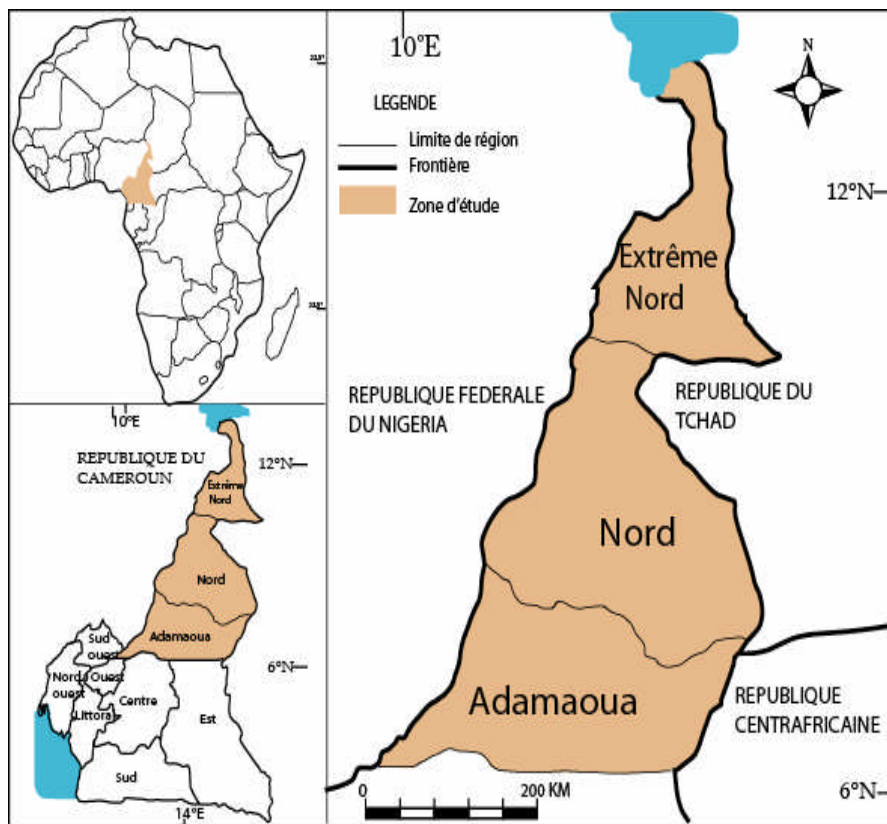
Northern Cameroon was not excluded from this conflicting situation. The conquest of Idriss Alaoma, monarch of the Bornu Empire in the XVI century and the Fulani invasions were all determined by environmental problems. Moreover, the ancient and recent population migration of victims of climate insecurity, especially the Massa, Kotoko, Mousgoum, Toupouri and Moundang can be further explained by the search of favourable land for activities like agriculture, livestock and fisheries. It is important to mention the fact that the population of Northern Cameroon is made up of sedentary inhabitants and already settled nomads who attach so much importance to land.

Access to land is considered as acquiring portions of land for exploitation within a geographical area. This is determined by the methods emanating from the customary laws of the community. Ownership is a right that every individual possesses in his portion of land. This ownership right is recognized by the traditional custom. Since independence and with the creation of a State of Law, land ownership is regulated by legal texts, though the traditional procedure still stands. In this perspective, the system of land ownership was influenced in the course of history by exogenous and endogenous contingencies.

The topic related to access to land and land tenure has attracted researchers from scientific fields like: ethnology, anthropology, geography, sociology, law and history. Through a multidisciplinary approach, this article attempts to analyze the methods of access to land and the stakes involved. How can one have access and become a land owner in Northern Cameroon? What are the factors that have influenced the system of land ownership? What are the stakes involved around land? The answers to some of these questions will form the focal interest of our study. The methodology is structured around two points; primary data obtained from field surveys and secondary data obtained from books and internet sources. These data have enabled us to write this corpus which has contributed to understanding the process of access to land and land tenure in Northern Cameroon. The work consists in a first part to show how we can have access to land and a second part on the changes and factors that influence the system of this land ownership. Finally, we seek to examine the stakes involved around land issues in line with land disputes.

---

<sup>1</sup> Central Sudan: from the IX to XIX century, this period was characterized by the creation of great African empires, central Sudan is that geographical area which covered the empires of Bornu, Baguirmi, Kanem, Wadai and Wandala. The name of the central African sub Region originated from the history background of Central Sudan.



Source fond de carte: Atlas Agriculture et développement rural des savanes d'Afrique centrale, 2003

Figure 1. Localization map of the zone under study

### Methods of access to land and the ancient land tenure system

From times immemorial, the search for a favourable environment and natural land conducive for human activity has influenced the movement of human beings. Everywhere around the world, we have witnessed movements geared towards land occupation. In Northern Cameroon, vast pre-colonial migratory movements started, as from the IX century up to the beginning of the XVIII century. This situation enabled the settlement, stabilization and consolidation of different communities on their present settlement sites. These communities were especially the Massa, Mousgoum Kotoko, Kanouri, Toupouri, Moundang, Mboum, Mbay, Fulanis, and Arabs Choa.<sup>2</sup> In fact, this dynamism occurred in a vast

<sup>2</sup> On the issue of ancient migration in the Lake Chad Basin in general and particularly in Northern Cameroon, it was examined by advocates in a multidisciplinary perspective like: Lembezat, Podlewski, Beauvilain, Boutrais etc.

and collective process. Consequently, the settlement of sedentary people and nomads has enabled them to organize their land in order to undertake primary activities. The exploitation of land has pushed these people to determine the methods of access to land in relation to their customs.

For the population of Northern Cameroon, access to land responds to the simple logic that land is a collective property bestowed on humanity by God. The space of land occupied by a community belongs to them and they exploit it according to their traditional values. This principle of exploitation stems from community rules and it translates the common importance of land. If respected, these rules help to avoid disputes between the clans that constitute an ethnic group. Each clan in the group occupies a specific portion of land. This portion is therefore divided among the different families. The land is placed under the authority of the "Chief". The land Master who is a land trustee is a title that exists among the different people of Northern Cameroon who live in lowlands as well as mountainous areas. Like the Massa people of the Logone valley who carry out agricultural, livestock and fish farming activities, the land Master is commonly called Boum *Nagata*. They perform all the necessary sacrifices to the land so that the people can have a good production<sup>3</sup>. Unexploited land is the property of the clan or some families. It is therefore the duty of the chief of a clan or family to offer to whosoever requests a portion of land for exploitation. The clearing and long term use confers the ownership title to the exploiter of the portion of land.

The pre-colonial period was characterized by important human movements. The population moved from one village and region to another in search of new land for activities under the primary sector. They were able to have access to land through an application to the clan chief while respecting social order. These foreigners, known as "aliens", do not have traditional land rights. However, land can be given to them over time. As a result, they become land owners because of population growth. They have been highly integrated and they control land that is under the authority of the chief in the area. The most illustrative example is that of the Massa and Toupouri migrants in the Diamare plain.

Observing the social phenomenon of access to land enables us to understand the fact that traditional land tenure system of the different sociocultural groups in Northern Cameroon varies between community ownership and a free access system. The community ownership system signifies that the land belongs to a group. The entire ethnic group opposes any attempt of territorial conquest by another group. It is in this light that we find the local resistance to Fulani hegemony which was just a conquest of occupation and control over land through wars with the population

---

<sup>3</sup> Interview held with a Massa patriarch in February 2011.

living in the Benoue and Diamare plain as well as the Logone valley. The protection of land by a community against enemies illustrates the fact that land is a heritage to the community. This common trend is a confirmation of a community ownership system.

Land ownership in a community system is acquired by a good number of people through the method of clearing. The person who clears a portion of land in the clan or family land consequently becomes the owner according to customary laws. Land ownership can also be acquired through inheritance. Land, especially family plots make up some of the properties we inherit from generation to generation. The farm lands inherited from generation to generation represents the private property of the family. Therefore, the different families have full usage and natural rights on their land. More plausible explanations further make the notion of private land ownership to be comprehensible. This is verified both among the people living in mountainous zones and plains.

With the Hurza community in the Mandara Mountains, each family possesses a farm on the mountain and on the plain. The farms found on the mountains are usually an inheritance from the grandparents. Similarly, in the mountains zones of Mora, the farms continue to belong to the family through the process of inheritance.<sup>4</sup> Comparable examples of customary land system can equally be observed among the people of the Logone plain especially the Massa people who have a land inheritance process that moves from father to son and from one generation to another. This method is equally common within the Toupouri community. Here it is often said that “the first person to cut down a tree in a site becomes the land owner and shall then transfer it to the future generation”<sup>5</sup>. Along the shores of Lake Chad, the Boudouma people believe that the first occupant of a portion of land becomes the owner. For the Mboum people of the Adamawa region, anyone who needs a farm land must apply to Bellaka, the traditional chief.<sup>6</sup> In Northern Cameroon, the traditional rulers in each community play an important role in the process of providing access to land.

It should be noted that land customs in Northern Cameroon do not give any importance to a woman. The reason is because the young girl has to get married in another clan or family. In fact, the farm a woman works on is owned by her husband. The exclusion of women in land issues has contributed to relegating them a secondary status in communities found in Northern Cameroon. Thanks to emancipation movements that seek gender

---

<sup>4</sup> Binet J. 1951, *The customary land law in Cameroon*, extract of the **Non Christian world** n° 18, Paris, ORSTOM, p. 6.

<sup>5</sup> Interview with Wowé Crepin, Maroua, 02 January 2011.

<sup>6</sup> Binet J., 1951, p. 14.

equality, the situation of women as far as land matters are concerned in Northern Cameroon has witnessed amelioration at the level of access to land. Uninhabited lands situated kilometres away from villages are considered by popular imaginations as being a bush. It should be noted that a traditional authority or a control centre is very far away from the bush. In fact, this led to the settlement of pioneer groups who created important villages as a result of environmental phenomena. They became land owners and imposed their traditional authority in these different zones. Therefore, a group in its migratory process for example can settle hundreds of kilometres away from another group.

The settlement process of Fulanis was marked by a profound change of practices, structures and organization of the ancient population of Northern Cameroon. As a result, the Fulani thrust and Islamic principles enabled the establishment of an organization in communities. They are made up of Lamidats, with Lamidos at the helm. The Lamido has spiritual or temporal powers and he is equally the Master lands. The Lamido has a distinguished influence on land under his jurisdiction. He judges land cases based on customary laws. In 1921, a monographic study in the town of Garoua by the colonial administrators revealed that "land is at the Lamido's disposal".<sup>7</sup> The religious, legal, and temporal functions of the Lamido give him supervisory rights over land. The traditional system of land ownership was influenced by colonial and modern power through currency exchange.

#### **Bargaining and client centred approach: new methods of access to land**

African traditions like that of Northern Cameroon were influenced by history with the presence of Europeans. The customs and traditions were heavily influenced by western civilizations. Communitarians progressively paved the way for individualism and the cultural system witnessed the introduction of new systems. Traditional land tenure system will coexist with the modern form of land ownership.

The introduction of currency exchange was inherited from colonization and it has influenced the method of access to land. Land is gradually losing its sacred value. In fact, it has become alienable and is subjected to individual appropriation. Access to land has become a bargaining thing with land owners as well as traditional chiefs and family heads. This new method of land acquisition has been witnessed throughout the entire Northern regions of Cameroon. In an environment where financial needs are growing and citizens would like to upgrade their living

---

<sup>7</sup> Binet J., 1951, p. 13.

## **PUBLIC ADMINISTRATION & REGIONAL STUDIES**

**6th Year, No. 1 (11) – 2013**

**Galati University Press, ISSN 2065 -1759**

standards, land owners sell portions of land to individuals who are neither from the group nor from the community. Colonization and the advent of the modern state have brought about the system of individual land ownership. This system is acquired through purchase and it is practiced more in urban centres and sub-urban areas. This system of land ownership can be obtained with the consent between the land seller and the buyer.

In the modern state, land is part of national sovereignty. However, the state has an almost absolute right over private estates. Access to state land is under the jurisdiction of administrative or councils authorities. Furthermore, citizens also benefit from state owned land. In fact, this land is leased to them through competent administrative structures. For land tenure security, land owners especially educated people try to protect their property by obtaining a legal and administrative document known as "land title". This document is issued by a competent authority in conformity with texts regulating the procedure. It equally guarantees and gives full ownership rights to a physical or moral person on a state owned land. Therefore, the lands secured and protected by modern laws are not alienable. Only public authority regarding investment cases for public interest can intervene and they compensate the land owner.

Because of the severe food crisis that hit Northern Cameroon during the 1970s, the state provided large areas for the cultivation of rice in the Logone valley. This was to boost production and ensure food security. In fact, Northern Cameroon is experiencing drought. The government of Cameroon has entrusted the management of irrigated rice cultivated areas to the Rice Expansion and Modernization Company of Yagoua (SEMRY). In the mid 1980s, Cameroon was faced with economic crisis and consequently, all state owned companies were affected. With this, the government limited its intervention power through the provision of agricultural inputs. Given the new circumstances, rice farmers were obliged to procure their own input despite their low financial income.

The fact that SEMRY did not provide input because of its high cost discouraged some rice farmers. The economic constraints caused rice farmers in establish areas to develop new methods of access to land. As a result, rice growing areas were leased out between individuals. Consequently, the farmers who lacked financial resources for irrigation works leased out their portion of land to potential applicants following an agreement within a period of two growing seasons or one year according to the terms of the verbal contract. The leasing of land has been on a rise during the last decades. Today, rainy or dry season farmlands are leased out between farmers. In fact, land leasing is a form of temporary land ownership.

In line with this analysis and within the context of modernity, it remains obvious that the system of land ownership in Northern Cameroon varies between the conservation of a traditional system and exogenous influence. Despite the influence of modernity on customs and traditional rules of jurisdiction, access to land and land ownership in Northern Cameroon preserves some values. Land remains sacred; this sacredness is what land owners are trying to protect. Consequently, the method of access and acquisition of land remains the clearing of community land, inheritance, gift and much more, buying and leasing. Population growth and frequent migrations stir local tensions in North Cameroon.

### **Conflicting issues around land**

Population growth and migrations are factors that explain tension over land observed in Northern Cameroon. During the last decades, disputes related to land issues have become more regular and traditional, administrative and judicial authorities are on a regular basis called up to settle land disputes.

During the post colonial period, the Far North Region became a tank of high population density. This growth has consequences on land in a context where resources are dwindling as a result of environmental contingencies. This leads to a situation where land becomes an issue of dispute. Analyzing this problem explains the fact that land tensions have been observed since the colonial period. The modern period is characterized by the magnitude of the phenomenon related to the influx of environmental migration as a result of high population growth. Land disputes are witnessed between individuals, groups, and communities. They begin in the form of a fight and sometimes turn into a fierce battle between individuals. In the regions around the Southern Lake Chad, land disputes are related to boundary limits. The limits are diverse: we have farmland and collective public lands.

Tension related to cultivating farmland can be witnessed in the month of June. In fact, displacing the boundary line leads to violent disputes between individuals. In countries where we have the Massa for example, the demarcation of farmlands is done by the lining of wild onion. Dislocating these wild onions by one or the other neighbour of the farm can lead to fierce tension between the farm owners or families respectively. Boundary disputes are also found in the rice growing areas of SEMRY. The severe drought of 1960-1980 caused a surge in population migration to environmentally favourable areas. These migrations are directed towards the Diamare and Benoue plains, as well as the banks and island of Lake Chad. The exploitation of cultivating farmlands explains the fact that land disputes often erupt between indigenous people and migrants.

Between 2001 and 2002, 38 land disputes were recorded in the Diamare plain by the modern courts of the area.<sup>8</sup> In the Logone and Chari, more than 80 cases of land disputes were equally recorded.<sup>9</sup> The chapter of land disputes combines without any doubt the disputes between farmer and herders. They are found throughout the region of Northern Cameroon, which is one of the largest pools of pastoral and agricultural production despite low rain fall and constant drought.

In the 1990s, the Logone and Chari were scenes of deadly disputes between two major ethnic groups in the region. The Kotoko-Arabes Choa dispute had its outcome during the period of democratic opening followed by important violence in several parts of Cameroon. This conflict as Hagenbucher Sacripanti analyzes it,<sup>10</sup> has its origin in the long walk of the history of cohabitation between the Kotoko-Arabes Choa since their implementation process. In fact, the Kotoko consider themselves as rulers and land owners of the Logone and Chari, whereas the other people are aliens. The confrontation that made headlines in every analysis has environmental foundations.

### **Conclusion**

At the end of this study, it is important to underline the fact that land in every community in Northern Cameroon has a sacred value. It is a gift that God has entrusted to mankind for exploitation. Since then, land has become a common heritage. The analysis of land issues among the people of Northern Cameroon shows that there are methods of access to land and land ownership. These methods vary from clearing to inheritance and, above all, to gifts. During history, methods of access to land have witnessed changes. Since then, land has become a purchase good for building in sub urban and urban zones, leasing for farming. Moreover, this population is now familiar with the notion of private ownership because they have the full right to enjoy their land.

Today, we are witnessing a population growth on land resources. This pressure is due to population growth in the region of Northern Cameroon. Population growth on land leads to challenges like disputes over land. Today, land has become a factor of persistent disputes whose resolution varies from negotiation process between the different stakeholders and through the intervention of a third party, customary court and modern court of law.

---

<sup>8</sup> Bernard Gonné, Christian Seignobos, 2002, *Land issues in Northern Cameroon*.

<sup>9</sup> Ibid.

<sup>10</sup> Hagenbucher Sacripanti, F., 1977, *Arabes suwa in North Cameroon*, in Tardits, C., (dir), *Contribution of Ethnological research to the History of Civilisations in Cameroon*, Paris, CNRS.



**References**

1. Ahidjo Paul, 2009, *Foreign Insecurity and Criminality in Maroua (Cameroon)*, in **Public administration and Regional Studies**, N° 1-2009, Galati University Press.
2. Beauvilain, A., 1989, *North Cameroon : Crisis and settlement*, T1, Coutances, Claude Bellée.
3. Bernard Gonné, Christian Seignobos, 2002, *Land issues in Northern Cameroon*, electronic document Pdf.
4. Binet J. 1951, *Customary land law in Cameroon*, extract from the non Christian world n° 18, Paris, ORSTOM.
5. Boutrais, J., (eds.), 1984, *North Cameroon: People and a region*, Paris, ORSTOM.
6. Boutrais, J., 1984, *The colonization of plains by mountain dwellers in Northern Cameroon*, Paris, ORSTOM.
7. Cabot, J., 1955, *The population of Mid Logone (Chad and Cameroon)]*, Paris, ORSTOM.
8. Cabot, J., 1965, *The mid Logone Bassin*, Paris, ORSTOM.
9. De Garine, I., 1964, *The Massa of Northern Cameroon : Economic and Sociale Life*, Paris, PUF.
10. Hagenbucher Sacripanti, F. 1977, *The so called Arab suwa of Northern Cameroon*, in Tardits, C., (dir), *Contribution of Ethnological Research to the History of Civilisations in Cameroon*, Paris, CNRS.
11. Lebeuf, A.M.D, 1969, *The Kotoko kingdoms, essay on their sacredness*, Paris, CNRS.
12. Lembezat, B., 1961, *The pegan population of Northern Cameroon and Adamawa*, Paris, PUF.
13. Saibou Issa, 2010, *High way robbers, History of rural and transborder robbery in the Lake Chad bassin]*, Paris, Karthala.
14. Tchientcheu Njako, A., 2003, *Urban land law in Cameroon*, Yaoundé, PUA.

## LE SYSTÈME DE SANTÉ ET DE LA PROTECTION SOCIALE À MADAGASCAR: QUELS SONT LES DÉFIS À RÉALISER ?

Amaïde Arsan Miriarison TSIKOMIA \*  
Université de Toliara, Madagascar

### Résumé

*La politique nationale du système santé vise à définir les différentes actions et les moyens à mettre en œuvre pour atteindre ses objectifs principaux : la couverture universelle pour les services des soins de santé, la réduction de la barrière financière des accès aux soins et l'augmentation de l'utilisation des services de santé publique, en particulier par les pauvres, et l'équité dans la protection sociale.*

*Le système des soins et des risques sociaux couverts par le système de santé et de la protection sociale de Madagascar se limitent seulement aux maladies, aux familles (enfants et maternité), aux risques professionnels, aux vieillesse et aux décès. Il ne couvre pas les risques aux chômages et aux invalidités. Alors, plusieurs défis doivent être encore réalisés pour rattraper le succès du système de santé et de protection sociale des pays développés.*

**Mots-clés :** Politique de santé, Protection sociale, Equité.

**Code JEL :** Politique économique, Santé publique, Régulation

### 1. Introduction

Le système de santé et de la protection sociale malgache est en évolution. Des réformes ont été menées depuis les années 80 après l'Initiative de Bamako (le trente-septième Comité régional de l'Organisation Mondiale de la Santé) où les pays membres participants ont lancé dont l'objectif est la «Santé pour tous en l'an 2000». Les bases de ce système demeurent toutefois les mêmes : la couverture universelle<sup>1</sup> pour les services des soins de santé, médicalement nécessaire, offerts selon les besoins plutôt que la capacité de payer pour réduire la barrière financière

---

\* Amaïde Arsan Miriarison TSIKOMIA, Doctorant de l'Université de Toliara - Madagascar, Stage doctoral à l'Université de Dunarea de Jos Galati, contact : tsikomia@yahoo.fr

<sup>1</sup> [...] La couverture universelle signifie que tous les individus, au moment où ils en ont besoin, ont accès à des soins adaptés et d'un coût abordable, qu'il s'agisse de la promotion de la santé, de la prévention, du traitement ou de la réadaptation. Elle suppose un accès équitable et une protection contre le risque financier.

OMS, *Atteindre la couverture universelle : Le développement du système de financement*, Résumé technique pour les décideurs, Numéro 1, 2005, page 2.

de l'accessibilité aux soins et augmenter l'utilisation des services de santé, en particulier par les pauvres.

Le financement du système de santé et de la protection sociale à Madagascar est principalement assuré par le secteur public à travers les ressources fiscales, les fonds avancés par les partenaires ou les bailleurs, les aides, les dons, les efforts financiers personnels des usagers aux services de santé (ou la participation financières des usagers) et les mutuelles de santé. Selon la banque mondiale<sup>2</sup>, les dépenses totales de santé sont de l'ordre 4,1% à 3,8% du PIB de 2007 à 2011. En 2011, les dépenses de santé par habitant est de 16 \$ US qui est inférieure à la recommandation minimale (34 \$ US par habitant<sup>3</sup>) par la commission macroéconomique de santé de l'OMS pour financer les soins essentiels de santé.

Pour améliorer cette déficience du financement du système de santé et de la protection sociale, la connaissance des différentes ressources et les flux d'échanges entre les acteurs du système sont nécessaire pour définir des nouveaux défis dans le but d'élargir le champ de couverture du système de soins et des risques sociaux..

## **2. Le système de santé et de la protection sociale à Madagascar**

Le système national de santé à Madagascar se répartit en trois secteurs :

- *Secteur public*: réseau hospitalier public (centre hospitalier universitaire - CHU, centre hospitalier de référence régional - CHRR, centre hospitalier de district - CHD), réseau des soins de santé de base (centre de santé de base - CSB et le centre de santé de district - CSD), instituts et laboratoires nationaux, services de santé des forces armées, et le bureau municipaux d'hygiène (BMH) ;

- *Secteur privé (associatif et l'organisation non gouvernemental - ONG)* : hôpitaux et établissements de soins des organisations confessionnelles, établissements sanitaires des organisations sanitaires inter-entreprises (OSIE), réseau du marketing social, pharmacie de gros de district (PHAGDIS), pharmacie à gestion communautaire (PHAGECOM) ;

- *Secteur privé libéral* : cliniques privées, cabinets libéraux (consultation, soins, diagnostics et rééducation...), opticiens et prothésistes, pharmacies et officines.

---

<sup>2</sup> <http://donnees.banquemondiale.org/indicateur/SH.XPD.PCAP>

<sup>3</sup> OMS, *Rapport d'inventaire Madagascar*, International Health Partnership - ihp+, Lusaka - Zambie, Mars 2008, page 9.

Suivant le décret n° 1228-2009 du 06 Octobre 2009, l'organisation et le fonctionnement du système de santé se réalise aux niveaux de trois structures : les institutions, les établissements des soins et les cadres législatifs et règlementaires.

- *Les institutions comprennent trois niveaux :*

- le niveau central (coordination générale du secteur santé, politiques nationales, normalisation, développement des ressources humaines, matérielles et financières, supervision, suivi et évaluation) ;

- le niveau intermédiaire ou régional (apport d'appui technique aux districts sanitaires) ;

- et le niveau périphérique ou district (le Service de Santé de District qui est l'entité opérationnelle du système de santé à Madagascar).

- *Les établissements des soins comprennent :*

- les formations sanitaires de base pour les premiers contacts : CSB-I, CSB-II et CHD-I ;

- les CHD-II et CHRR : hôpitaux de 1<sup>er</sup> recours ou 1<sup>er</sup> niveau de référence ;

- les CHU : hôpitaux de 2<sup>ème</sup> recours ou 2<sup>ème</sup> niveau de référence ;

Les caractéristiques des structures des soins de santé se différent à chaque niveau, à savoir : le CSB-I : centres dirigés par un infirmier pour la vaccination, soins de santé de base (avec des sages-femmes et des aides-soignants), le CHD-I et CSB-II : centres dirigés par un médecin pour les soins obstétricaux essentiels (avec des paramédicaux), le CHRR et CHD-II : centres assurant la prise en charge des cas chirurgicaux d'urgence et des soins obstétricaux complets (chirurgiens, spécialistes en réanimation, assistants chirurgiens, infirmières anesthésistes, et paramédicaux) et le CHU : soins dispensés complets et avec toutes spécialités.

Sa politique générale, le Gouvernement de la République de Madagascar a pris comme objectif central « la Lutte contre la *Pauvreté* » avec le concept de « *Développement Humain Durable* » pour atteindre les objectifs du millénaire auxquels le pays a souscrit dont l'objectif général est de participer pleinement à la lutte contre la pauvreté et de contribuer au développement socioéconomique global du pays par l'amélioration de l'état de santé de la population.

**PUBLIC ADMINISTRATION & REGIONAL STUDIES**  
**6th Year, No. 1 (11) – 2013**  
**Galati University Press, ISSN 2065 -1759**

La protection sociale à Madagascar est divisée entre deux catégories de population dont la population non salariée et la population salariée constituée par les fonctionnaires et les travailleurs salariés privés.

Table 1 : Tableau récapitulatif du système de sécurité sociale malgache

Risques sociaux	Catégories de population		
	Fonctionnaires	Travailleurs salariés privés <sup>4</sup>	Population non salariée
<b>Maladies</b>	BUDGET DE FONCTIONNEMENT : Etablissement public employeur - soins médicaux et remboursement des frais médicaux - gestion par l'Etat (prestations directes dans les Centres Médico-Sociaux et remboursement des frais médicaux)	SMIE - soins médicaux dans les SMIE - cotisations salariales et patronales - gestion tripartite par les partenaires sociaux	AMG ET PFU - soins médicaux dans les formations sanitaires publiques - financement par l'Etat et les bénéficiaires - gestion par l'Etat
<b>Familles (enfants et maternité) :</b> octroi d'allocations familiales et de maternités	MINISTERE DES FINANCES ET DU BUDGET	CNaPS	
<b>Risques professionnels :</b> accident de travail et maladie professionnelles	BUDGET DE FONCTIONNEMENT : Etablissement public employeur - droit à réparation sous forme de rente d'invalidité (uniquement pour les contractuels) - inexistant pour le personnel encadré)	CNaPS - prise en charge des soins et des allocations de rente en cas d'incapacité partielle et permanente	
<b>Vieillesse et décès :</b> allocation de pensions de retraite ou de veuvage	MINISTERE DES FINANCES ET DU BUDGET CRCM pour les fonctionnaires encadrés et CPR pour les fonctionnaires non encadrés	CNaPS	
<b>Risques sociaux non couverts : Chômage et invalidité</b>			

Source : Nous même

AMG : Assistance Médicale Gratuite

CNaPS (Caisse Nationale de la Prévoyance Sociales) : établissement public à caractère industriel et commercial à gestion autonome géré par un

<sup>4</sup> Principe de l'assurance sociale et de la redistribution : contribution de tous les travailleurs et employeurs afin d'assurer le minimum de protection à tous.

Conseil d'Administration tripartite (Etat, représentant des employeurs et des employés) et organisé en un siège central et des délégations et antennes régionales.

CPR : Caisse de Prévoyance et des Retraites

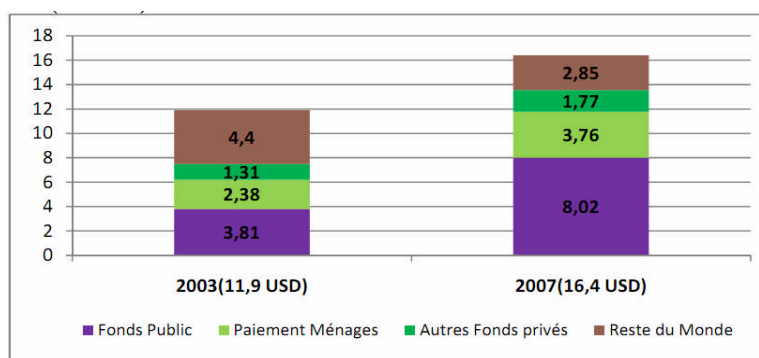
CRCM : Caisse des Retraites Civiles et Militaires

PFU : Participation Financière des Usagers

SMIE (Service Médical Inter-Entreprises) : associations à but non lucratif gérées par des Conseils de Gestion tripartites (prestations médicales curatives, préventives et de Médecine du travail).

L'affiliation de la population malgache au système de santé et de la protection sociale n'est pas obligatoire et libre de choix. La plupart du ménage ne s'associe pas aux assurances privées et l'accès aux soins privés, jugés efficace et complète en matière de technologie, sont très chers. La tarification de la prime d'assurance dépend de la spécificité de la souscription à partir de tarif de base<sup>5</sup> et le remboursement des frais médicaux est en concurrence de 80%. Nous disons que le financement de santé est assuré en premier lieu par le ménage même si remboursable ou non.

Dans cette figure de la répartition des dépenses totales de santé par habitant selon les financeurs ci-dessous, la part payé par le ménage passe de 2,38% à 3,76% malgré la diminution de revenu de 3,4%<sup>6</sup> de 2003 à 2008.



<sup>5</sup> Par exemple, dans une enquête effectuées auprès de la compagnie d'assurance « Ny Havana » à Toamasina en 2010, la prime d'assurance mensuelle a été : par jour d'hospitalisation de 11 000 ariary à 242 000 ariary, soins, chirurgie et prothèse dentaire de 264 604 ariary à 423 196 ariary, soins avec scanner 301 822 ariary à 845 000 ariary, évacuation médicale au capital (Antananarivo) de 6 860 964 ariary + frais de transport du personnel médical, évacuation médicale à l'extérieur du capital 20 583 145 ariary + frais de transport du personnel médical.

Or, d'après l'institut national de la statistique dans son enquête primaire du ménage - EPM 2010, le revenu moyen du ménage est de 115 667 ariary.

<sup>6</sup> **Banque Mondiale, Madagascar : Vers un agenda de relance économique**, Œuvrer pour un monde sans pauvreté, Juin 2010.

Figure 1 : Répartition des dépenses totales de santé par habitant selon les financeurs

Source : Ministères de la santé publique de Madagascar, Rapport définitif du compte national de santé 2007, Mai 2011.

Du point de vue, par source de financement, 49% des dépenses de santé sont assurées par des fonds publics (dont 24% des emprunts), 34% par les secteurs privés et 17% par le reste du monde<sup>7</sup>.

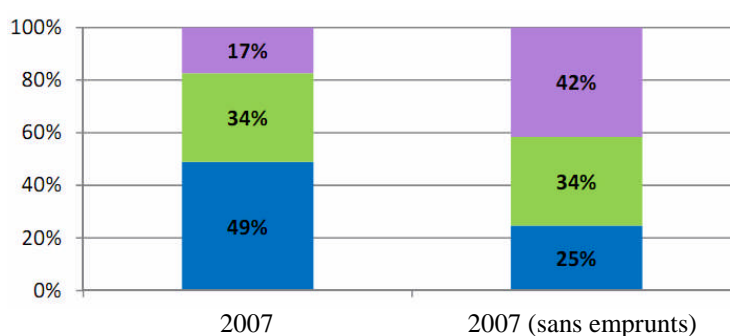


Figure 2 : Part de différentes sources dans le financement de la santé

■ Fonds publics ■ Fonds privés ■ reste du monde

Source : Ministères de la santé publique de Madagascar, Rapport définitif du compte national de santé 2007, Mai 2011.

Les échanges entre ses financeurs se résument entre cinq groupes d'agents dont : les offreurs, les demandeurs, des agents financeurs (*ou Health financing*) qui sont les partenaires et les bailleurs, les contribuables, les assurances privés et les agence de la sécurité sociale.

<sup>7</sup> Les fonds publics regroupent les fonds provenant du budget général de l'Etat, les fonds de la Collectivité Territoriale Décentralisée (dotations allouées au centre de santé de base à travers le budget de la commune) et les emprunts de l'Etat. Les fonds privés sont constitués par les versements directs du ménage, les contributions des entreprises à travers la prise en charge de la santé des employés, les contributions des institutions nationales sans but lucratif et les autres fonds privés. Et, les fonds du reste du monde proviennent des partenaires techniques et financiers multilatéraux et bilatéraux et les organisations non gouvernementaux.

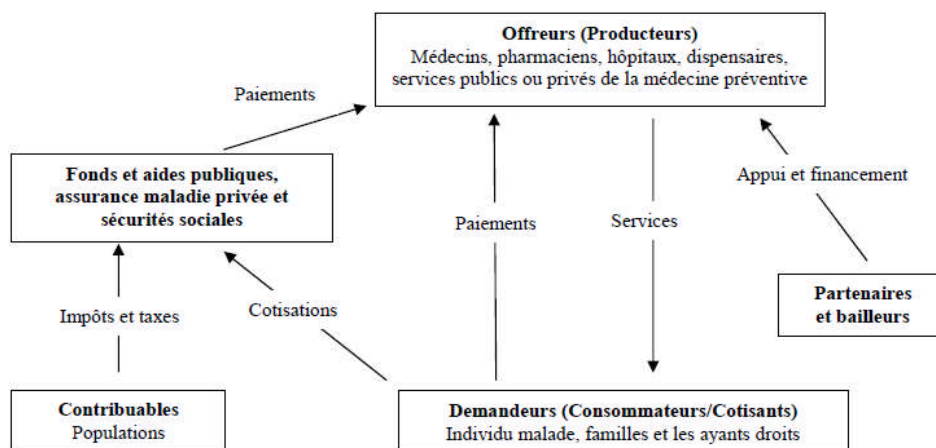


Figure 3 : Echange dans le secteur santé malgache

### 3. Les défis à réaliser

Les défis consistent à assurer la pérennité du financement du système de santé et de la protection sociale, en ajustant la croissance des dépenses de santé (prise en charge, couverture en assurance maladie, infrastructures sanitaires,...) au taux de croissance économique, et cela, tout en améliorant l'accès aux soins et la qualité des services. Ceci permet d'éviter la restriction d'accès aux soins du ménage causé par leur insuffisance de la disponibilité financière.

A Madagascar, le taux de croissance démographique annuel est de 3,03%, 78% de la population vive dans la zone rurale avec 56,80%<sup>8</sup> travaille dans le secteur informel. Cela signifie que les 56,80% n'ont pas de protection sociale adéquate et se contentent des offres de soins de santé gratuite (assistance maladie gratuite - AMG) dans les établissements de soins publics et sont obligés d'effectuer des paiements directs pour quelques catégories de soins (participation financière des usagers - PFU). En effet, le sous financement répercuté sur le secteur public (insuffisance des ressources de santé : matériels, ressources humaines qualifiées et indisponibilité des médicaments et consommables médicaux). De ce fait, la qualité et l'efficacité du système de soins publics sont précaires par rapport aux secteurs privés. L'Etat doit alors engager des contrats sociaux auprès

<sup>8</sup> Gaëlle PIERRE, *Règlementations du Travail de Jure et Contraintes Réelles du Climat des Investissements*, Banque mondiale, Africa Region Working Paper, Série n° 118-b, Madagascar, Août 2008, page 5.



des agences de financements intermédiaires ou assurances privés et les hôpitaux privés pour accroître les offres de soins et le taux de la couverture médicale.

L'affiliation au système de santé et de la protection sociale malgache n'est pas obligatoire. Les contributions obligatoires (employés publics et privés) n'est pas efficace à cause de la forte présence des secteurs informels. Parallèlement, la part de cotisation sociale versée et les allocations seront aussi très faible. Il serait mieux aussi d'instaurer des régimes d'épargne de santé, évidemment à moindre taux de cotisation, que l'Etat pourra capitaliser auprès des institutions de crédit et de micro finance pour augmenter les fonds du système (combler les écarts de financement à partir de l'intérêt de l'épargne capitalisé et diminuer les emprunts).

Le système de santé et de la protection sociale doit accélérer le traitement et l'établissement du compte national de santé qui est un outil d'information, permettant de rendre plus transparents les différents mouvements budgétaires et financiers permettant de faire une analyse et de projeter le fonctionnement du système de santé publique.

Il faut aussi tenir compte que les dépenses dans le système de santé et de protection sociale ont une influence majeure sur les finances publiques car la croissance progressive des dépenses de santé menace l'équilibre budgétaire (tous les secteurs économiques ou le financement des autres missions de l'État). D'où, les défis doivent aussi maîtriser l'analyse de l'efficacité du financement vis-à-vis de l'état de santé de la population (efficience des dépenses de santé : audit interne de la gestion du secteur hospitalier) et de la situation économique existante (les disponibilités des ressources).

### **Conclusion**

Le système de santé et de la protection sociale à Madagascar est financé par le secteur public. Etant donné la pauvreté et le faible du revenu du ménage, la part des dépenses de santé payées directement a augmenté depuis 2003 à 2007, soit de 2,38% à 3,76%. Pour les non-salariés, ils n'ont qu'une prise en charge de l'assistance médicale gratuite qui se limitant à un certain niveau d'une participation financière. Et contrairement au système de santé et de la protection sociale des pays développés, la couverture sociale du chômage et d'invalidité ne sont pas prise en charge.

Plusieurs défis sont encore nécessaires pour élargir le champ de la couverture du système de santé et de la protection sociale à Madagascar.

Ces défis sont très importante car l'absence d'un bon état de santé diminue la productivité du facteur travail et augmente la charge sociale.

Comme le financement du système de santé et de la protection sociale est socialisé<sup>9</sup>, toutes les mauvaises politiques de financement répercutent sur les agents du secteur et le plus vulnérable est le ménage.

Notre analyse des dépenses totales de santé a été basé sur les comptes nationaux de santé en 2007 car c'est la seule situation des comptes nationaux de santé établit et validé définitivement par le Ministère de la Santé publique à Madagascar jusqu'aujourd'hui.

### **Bibliographie**

1. Gaëlle PIERRE, Règlementations du Travail de Jure et Contraintes Réelles du Climat des Investissements, Banque mondiale, Africa Region Working Paper, Série n° 118-b, MADAGASCAR août 2008, 76 pages.
2. Institut National de la Statistique (INSTAT), Enquête Périodique auprès du Ménage (EPM), Rapport final 2010, Antananarivo-Madagascar, Août 2010, 378 pages.
3. Jean-François CHADELAT, Les enjeux du financement de la santé, ENA – Revue Française d'administration publique, n° 113, France 2005, page 65-73.
4. Joseph Kutzin, Politique de financement de la santé : un guide à l'intention des décideurs, OMS Europe, Danemark, 2008, 34 pages.
5. La banque mondiale, <http://donnees.banquemondiale.org>
6. M. AUDIBERT, J. MATHONNAT, E. DE ROODENBEKE, Financement de la santé dans les pays à faibles revenu : Questions récurrentes, nouveaux défis, Médecine Tropicale, 2004, 64 n° 06, 9 pages.
7. M. Claude Castongay, Les défis incontournables de notre système de santé, Centre Interuniversitaire de Recherche en Analyse des Organisations - CIRANO, Montréal – CANADA, Mars 2009, 10 pages.
8. Ministère de la Santé, du Planning Familial et de la Protection Sociale Malgache, Plan de Développement du Secteur Santé et de la Protection Sociale de Madagascar – PDSSPS de 2007 à 2011, 2007, 124 pages
9. Ministères de la santé Publique, Les Comptes Nationaux de Santé - CNS 2007, Rapport final, Mai 2011, 80 pages.
10. OMS, Atteindre la couverture universelle: Le développement du

---

<sup>9</sup> Le financement est socialisé s'il est couvert par la sécurité sociale, fiscalités, et le « *reste à charge* », c'est à dire le financement direct par le ménage. Au contraire, le financement est dit contractualisé si le ménage adhère dans les mutuelles ou les assurances privées individuelles ou collectives pour financer leurs soins.

**PUBLIC ADMINISTRATION & REGIONAL STUDIES**

**6th Year, No. 1 (11) – 2013**

**Galati University Press, ISSN 2065 -1759**

systeme de financement, Résumé technique pour les décideurs,  
Numéro 1, 2005, 11 pages.

11. OMS, Rapport d'inventaire Madagascar, International Health Partnership - ihp<sup>+</sup>, Lusaka - Zambie, Mars 2008, 21 pages.

**ISSN 2065 -1759**