



Association for the

Development of Education in Africa

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Linking Education, Pedagogy and Communication

ADEA embarked on its Communication for Education and Development (COMED) program with an understanding that education and communication are critically linked and, in many respects, tailored from the same cloth. Both have the same stock-in-trade, which is the transmission of information and knowledge.

Education is about the cognitive and social learning of children and young adults. Much of the process involves the transmission of information, knowledge and skills (and values, too) to the learners. Education systems and educators teach individuals—hopefully all individuals—on a highly organized and mass basis. This implies a system that is organized and managed, one that provides its services to all children of eligible age. The challenges are daunting. Everybody in society is concerned by them—all want the best for their children and many have opinions on how these challenges should be met, who should do them, and how much they should cost. Very quickly, and

with little effort, education becomes political.

Communication is also about the transmission of information and, sometimes, knowledge. In today's societies communication happens—increasingly but not exclusively—on a mass scale through newspapers and electronic media. However, mass communication is very differently organized than education. It is not concerned with developing individuals and societies for the future, and it has a very different sense of social responsibility. Mass communication is for today, whereas education is for the future.

Furthermore, in today's mass societies there is a symbiotic relationship between education and communication. This phrase takes on its full meaning when we look at the marketplace for communication enterprises. Most forms of mass communications, the written forms in particular, target an educated clientele. Educated populations are good for the

communication business. However, in order to educate on a mass scale, education systems and their decision-makers need to communicate with their public, which includes the public at-large of parents and taxpayers as well as specifically concerned groups such as teachers (generally the largest labor force in a country) and university students, each of which often has its own claims on the resources of an education system. Our challenge is to know how to unite these forces and constraints so that the development of education will benefit from the power and reach of the means and practices of communication.

What we have learned

We are beginning to learn that the success of education policies and reforms often depends on the abilities of education systems' leaders and decision-makers to effectively communicate their

Inside

- **The Communication for Education and Development Program**
- **Country Experiences from Benin, Guinea and Uganda**
- **IIEP Workshop on the Impact of AIDS on Education**
- **2000 Zimbabwe International Book Fair**



Books on pedagogy and communication together in a large Paris bookstore.

policies, proposals and programs. This was pointed out by several case studies done for ADEA's Prospective, Stocktaking Exercise that were presented and discussed at our Biennale held last year in Johannesburg. Examples of this are the systematic use of communication strategies by education ministers in Guinea and Senegal to promote their respective policies of teacher redeployment and volunteer teachers. These cases provide striking examples of the effective and proactive use of communication to promote politically difficult policies that wound up having a significant impact on improving primary school enrollments.

The picture, however, is much larger than that. Our mass societies are becoming more democratic and pluralist. An increasing number and variety of voices—all concerned by education—want to be heard. The demands of transparency and accountability are increasingly present. It is in this context that we aspire to education for all, with quality and equity.

With these understandings, ADEA, in cooperation with the World Bank and its Norwegian Education Trust Fund, developed the COMED program. Its basic objectives are to enable (i) journalists to have better understandings of education and (ii) education communication officers in ministries to have better understandings of the hows, wherefores and

whys of communication. In this second issue of the *Newsletter* focused on this program (the previous issue was Vol. 11, No. 2 of April-June 1999), we report on the realizations to-date, what we have learned from our work, and the road ahead [See article on page 3].

Indeed, we have learned much about the importance of the task, as well as the inherent difficulties. For example, by working together with education ministry communication officers and journalists specializing in education, we learned the extent to which the ministry-media relationship is characterized by mutual frustrations, and the importance of overcoming them. Professor Opubor's article discusses this [See article on page 7].

We are learning that availability of information, especially reliable information that the media will consider "newsworthy" (i.e., that speaks to their economic interests), is central to developing a communication for education capacity. Also, we are learning that the type of information provided by education management information and assessment systems (EMIS) is essential. This includes the information itself and its user friendly availability to journalists. For this reason, ADEA has responded favorably to requests from journalists in Senegal to organize a workshop on education statistics for journalists.

Last, but far from least, we are also

gaining a better understanding of the linkages between communication for education and the overall governance of education sectors. This governance stretches well beyond the education ministries into civil society and into national parliaments. This is illustrated by the article on the experience of the Education Commission of Benin's Parliament [See article on page 11].

Communication—its reach, processes and the means by it occurs—is increasingly globalized. In Africa, people are increasingly listening to and watching the global networks such as BBC, RFI and CNN, which, in some places, are crowding out the national information sources. This has consequences for news and communication that is local in nature. We will need to learn how to reconcile national communication needs with the emerging global realities. One response to this challenge could be to bring these private, international players into our network and develop partnerships with them.

We will continue to learn as we go forward. The stakes are high—nothing less than the effectiveness of educational change and the responsiveness and adaptability of education systems to their environment.

RICHARD SACK
ADEA EXECUTIVE SECRETARY

Contents

Focus: Communication for Education and Development

COMED Program

COMED: Building Systems and Structures to Promote Consensus on Education in Africa	3
COMED Program Activities, 1998-2001	5
Helping to Shape Emerging Specializations	7
COMED and the Norwegian Education Trust Fund	6
COMED and the United Nations Special Initiative for Africa	9

Country Experiences

Benin: An Experiment in Direct Democracy for Education	11
Uganda: Designing Communication and Education Programs to Combat HIV/AIDS	13
Guinea: A Communication Strategy to Facilitate the Redeployment of Teachers	15

News from WGs

Working Group on Books and Learning Materials: 2000 Zimbabwe International Book Fair	18
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Ongoing Programs and Activities

Fighting the Damages of AIDS to Education Report of an IIEP Workshop	10
OAU Decade of Education Sub-Regional Meeting for Central Africa	19

Books

Communications Framework for HIV/AIDS – A New Direction	17
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Calendar	20
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COMED: Building Systems and Structures to Promote Consensus on Education in Africa

The Communication for Education and Development (COMED) program was launched in 1998. Since then, COMED has trained over 100 working journalists and ministry of education communication officers from 29 countries. These trained specialists now constitute the basis of a network of media and communications professionals with a special interest in education. This article outlines the objectives of the program, reports on what has been achieved so far, and highlights future activities planned.

It also points to areas where the COMED network will be called upon to advance education in Africa.

Popular participation is now accepted as a precondition to sustainable social and economic development. There is a general consensus that economic and political reform, good governance and democracy can succeed in a country only if the population is aware of, and directly involved in, the planning and execution of public policy. Without informed reporting and analysis of policy issues in the mass media, governments cannot be held accountable for their decisions. If they are not held accountable and their policies are not subject to informed and serious scrutiny by citizens and the media, public management and decision-making are not likely to improve.

However, public awareness and support for development policy initiatives can only be generated through an adequate flow of information and feedback between policy makers and the population. To guarantee such a regular two-way information flow, institutions must develop their capacities to design and disseminate information. Governments, particularly in Africa, have often failed in their task of public education because they have neither the human and financial resources, nor the institutional capacity to plan and execute the information and communications programs needed to generate public support for policies, reforms and the development process. Even in those African countries with developed mass media systems, journalists are not well informed enough to serve as effective public educators on development is-

ssues. This is all the more apparent in education, the sector with the largest share of national budgets, the greatest number of partners and very often, the most virulent crises and conflicts.

The objectives of the COMED program

The COMED program was initiated to systematize the concept of popular participation and empower citizens to become active participants in the development process. It is designed to assist governments in establishing structures able to conceive and implement information and communications programs. The program is a joint initiative conducted by ADEA, the World Bank and the West African News Media and Development Centre (WANAD) with financial support from the Norwegian Education Trust Fund. The capacity building component of the program aims at creating, within education ministries, the expertise needed to produce and deliver targeted messages to the multiple partners in education, including civil servants, parents, teachers, students, NGOs and funding agencies.

Given the key role of the mass media in disseminating information, COMED also gives special emphasis to training African journalists in how to report development issues.

What has been achieved so far

COMED was launched at a meeting in Cotonou in September 1998 that brought

together journalists and communication officers of ministries of education from 12 sub-Saharan countries. Participants assessed the communication needs of the region and developed a capacity building

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program for African journalists and communication officers of ministries of education. This program was subsequently presented to ministers and deputy ministers of education at a meeting organized by ADEA during the OAU Conference on the Decade of Education (COMEDAF1) which took place in Harare in March 1999. The ministers commented on the program and approved it, and COMED set out to carry out the agreed activities.

Three sub-regional training workshops for journalists and communication officers were organized in 1999 and 2000 in Cotonou (for Western Africa), in Harare (for Eastern and Southern Africa)

and in Yaoundé (for Central Africa and the Indian Ocean countries). The main objectives of the regional workshops were: (i) to reinforce the ministries' capacities to effectively communicate education policies and programs to the larger public; (ii) to enhance the journalists' skills in education reporting and engage them in the task of promoting education in Africa; and, (iii) to build a network of African communication and media professionals specialized in education.

Another important objective was to encourage the development of a working relationship between journalists and communication officers, which often have an antagonistic relationship. They were deliberately invited to attend the same workshop, which lasted ten days, so that each group would get acquainted with the other. Participants from both groups were brought together during common sessions investigating topics such as "What Makes the News?" (an analysis of headlines in education) or "Issues in Education," and separated during working sessions geared to their specific training needs. This approach proved constructive, as each group shared its professional concerns, needs and frustrations. In many cases, journalists and communication officers from the same country had developed a camaraderie by the end of the workshop. Participants expressed hoped that the mutual understanding that has started to develop will lead to a rapport based on professionalism, respect, and eventually trust.

At the national level, COMED held a first "pilot" training workshop in Dakar for Senegalese journalists and ministry of education communication officers. The workshop was organized jointly by the President of the Network of Education Journalists and the communication officer of one of the three ministries of education. Lessons learned from this workshop will guide the organization of future national workshops.

In addition to these training activities, COMED financed the travel expenses of 16 journalists in 2000 to facilitate the coverage of the following events: The World Education Forum (WEF) in Dakar (in April), the Zimbabwe International Book Fair in Harare (in June) and the Sahel

Conference of Heads of States on Education in Bamako (in November). Numerous press conferences and briefings were organized for the journalists during these events. We are pleased to report that in Bamako, Heads of states of Burkina Faso, Chad, Guinea, Mali, Niger and Senegal declared that they were resolved to set up forceful communication policies that would inform and mobilize their populations around education policies and reforms [See excerpts of the Bamako Declaration on page 16].

ADEA was also invited to make a presentation on COMED at the OAU Regional Seminar on the Decade of Education in Banjul. West African countries listed communications as a priority for the region, and Benin, in collaboration with the WANAD Centre, was mandated to draw an action plan for the region.

What next?

The COMED program has now been in existence for two years. The first capacity building phase (training at the sub-regional level) has been completed, and it is time to look back on what has been achieved, evaluate results, and take stock of lessons learned. This will be done in December, at a meeting hosted at the WANAD Centre in Cotonou.

The results of the December workshop will guide the implementation of future activities. In 2001, the program will enter Phase III (Capacity Building at the National Level), Phase IV (Network Reinforcement) and Phase V (Using the Network). The program activities for these phases will be carried out in parallel. National training workshops for education journalists and communication officers will be organized in Benin, Côte d'Ivoire, Kenya, Nigeria, Uganda and Zimbabwe, in close collaboration with the journalists and communication officers who have been trained at the regional level. Tool kits for training at the national workshops are being produced, based on the modules offered at the regional level. National workshops will be carried out in other countries in 2002 and following years, with some training delivered through distance learning modes offered

by new information technologies.

Other training activities planned in 2001 include a three-day workshop on education statistics that will be organized in response to a request from the network of education journalists of Senegal. The objective of the workshop, which is being organized in collaboration with the ADEA Working Group on Education Statistics and the International Institute for Educational Planning (IIEP), is to help journalists understand, analyze and use education statistical data in their work.

Phase IV (networking) will consist of two main elements: (i) the establishment of an Internet infrastructure for journalists and communication officers that have participated in the COMED workshops; and, (ii) the launching of an electronic forum and a Web site to promote information exchange between the network members and provide continuous training opportunities. Internet connection and the installation of computers for communication officers of ministries of education is expected to continue in 2001 through USAID's Leland Initiative. COMED is seeking additional funding to provide a similar infrastructure for education journalists involved in the COMED sub-regional workshops through their national networks or associations.

Using the COMED network to advance education in Africa

Phase V (Using the Network) will also start in 2001. COMED's three sub-regional workshops have trained over 100 journalists and communication officers from 29 countries. These professionals now constitute the foundation of a COMED network of media and communication professionals with a special interest for education. This network will grow as more participants are trained at the national level. How this network can tangibly contribute to advancing education in Africa will be a major point of discussion in Cotonou at the December Meeting. Already Education For All is on the agenda.

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COMED Program Activities, 1998-2001

■ Phase I (Needs Assessment)

Experts' Consultation Meeting (Cotonou, Benin, October 12-16, 1998)

28 experts including two ministers of education from Benin and Côte d'Ivoire, and communication officers and journalists of 12 African countries (Benin, Cameroon, Côte d'Ivoire, Ethiopia, Ghana, Kenya, Mali, Nigeria, Uganda, Senegal, South Africa, and Zimbabwe).

Ministerial Meeting on Communication for Education in Africa (Harare, Zimbabwe, March 18-19, 1999)

50 participants including ministers and deputy ministers from 13 countries (Burkina Faso, Cameroon, Central African Republic, Ghana, Kenya, Mozambique, Namibia, Nigeria, Senegal, South Africa, Uganda, Zambia, and Zimbabwe).

■ Phase II (Capacity Building - Regional level)

Sub-Regional Training Workshop for West Africa (Cotonou, Benin, September 18-19, 1999)

28 journalists and communication officers from 10 countries (Benin, Burkina Faso, Côte d'Ivoire, Ghana, Guinea, Mali, Niger, Nigeria, Senegal and Togo).

Sub-Regional Training Workshop for Eastern and Southern Africa (Harare, Zimbabwe, February 2000)

24 journalists and communication officers from 10 countries (Eritrea, Ethiopia, Kenya, Malawi, Namibia, Uganda, South Africa, Tanzania, Zambia, Zimbabwe).

Sub-Regional Training Workshop for Central Africa and the Indian Ocean (Yaoundé, Cameroun, July 1999)

20 journalists and communication officers from 9 countries (Burundi, Congo, Cameroon, Chad, Gabon, Madagascar, Mauritius, Mozambique, Rwanda).

COMED Evaluation Workshop (Cotonou, Benin, 6-9 December 2000)

■ Phase III (Capacity Building - National level)

Pilot National Training Workshop for Senegalese Journalists and Communication Officers (Dakar, Senegal, April 2000)

36 journalists and communication officers representing 19 Senegalese media organizations.

National Training Workshops

Workshops planned in Benin, Côte d'Ivoire, Kenya, Nigeria, Uganda and Zimbabwe in 2001.

Training Workshop for Journalists on Education Statistics (Dakar, Senegal, May 2001)

Journalists from Benin, Cap Verde, Guinea-Bissau, Guinea, Mauritania, Mali, Niger, Senegal.

■ Phase IV (Network Reinforcement)

Creation of an Internet Forum for Journalists and Communication Officers

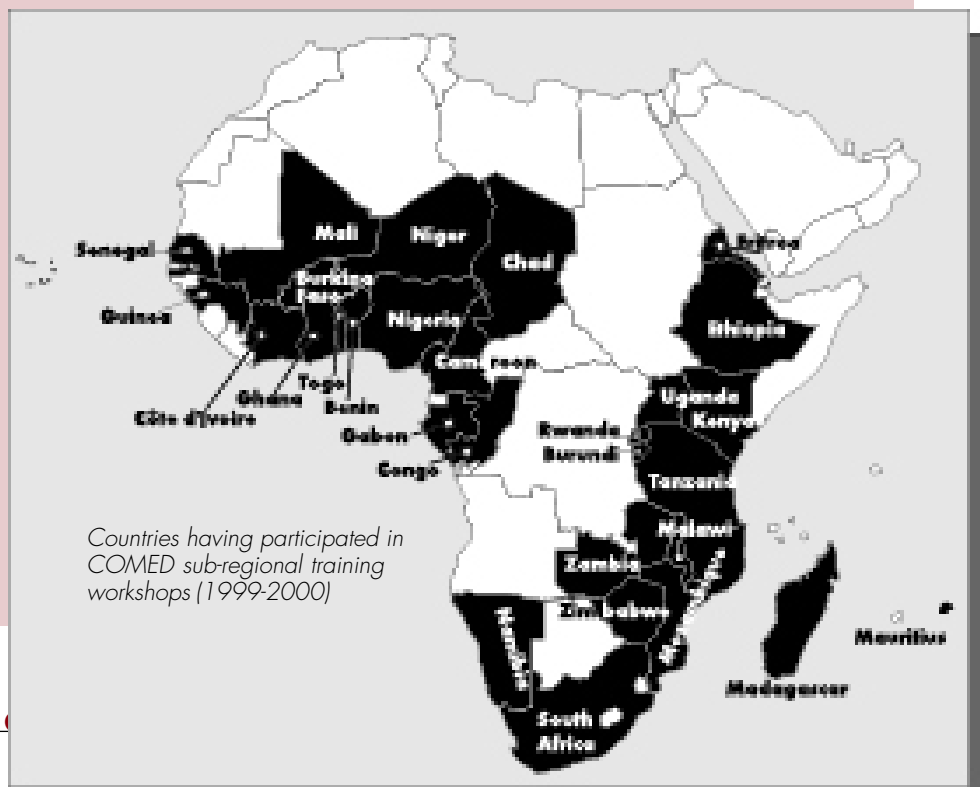
Promotion of information exchange between members.

Exchange activities for Communication Officers and Journalists

Activities will be organized within the framework of ADEA's Intra-African Exchange Program.

■ Phase V (Using the Network)

Education For All Campaign (2001)



COMED and the Norwegian Education Trust Fund

The Norwegian Education Trust Fund has provided continuous financial support to the COMED program. ADEA asked Dr. Birger Fredriksen, Director of Human Development, Africa Region, at the World Bank, to talk about the Fund and its support to COMED.

Why is the World Bank supporting the Communication for Education and Development (COMED) Program?

The overall objective of the World Bank's assistance strategy is poverty reduction. Basic education for all is a necessary condition for reducing poverty because it empowers the poor and thus supports sustained economic growth and improved quality of health and living conditions. Basic education enhances the status of women and the crucial role they play in the family and the economy. It also helps promote the development of more democratic and participatory societies. Today people in more than half of the countries in sub-Saharan Africa (SSA) have literacy and basic education levels that are well below that of people in industrialized countries and even that of people in newly industrialized countries at the time they started their path of sustained economic growth. Given the knowledge needed today to benefit from the technical revolution, and to compete in the global economy, SSA countries must dramatically improve their level of basic education in the next decade in order for them to achieve their development objectives.

Against this background, the World Bank supports the COMED program in order to help policy makers, opinion leaders, parents, students, and others understand the crucial role education plays in the development process. The COMED program can encourage them to become more actively involved in ensuring that education systems respond to the challenges presented by poverty. African journalists and African media have a very important role to play in this regard.

The Bank's support comes primarily through the Norwegian Education Trust Fund. Can you explain what the Norwegian Education Trust Fund is (role, mission and objectives) and how it operates?

The main objective of the Norwegian Education Trust Fund (NETF) is to assist countries in preparing education sector development programs that are financially and socially sustainable, set ambitious targets for reaching Education for All (EFA), and can attract external financing to support their implementation. Within this framework, the NETF also supports activities designed to remove barriers to rapid development towards EFA,

including barriers to advancing girls education, early childhood development, and adult literacy, as well as activities to help mobilize political, moral and financial support for accelerating the development of basic education. The COMED program fits well within this objective. The Education Department of the Africa Region of the World Bank manages the NETF, and most activities are implemented either at the country level by the countries themselves (e.g., project preparation), or by partner organizations (e.g., policy-oriented workshops and the COMED program). The Fund also supports important pieces of sector work in the above areas. All activities are undertaken within the framework of the UN Special Initiative for Africa (UNSI). Under this Initiative, the World Bank and Unesco are the co-lead agencies for the education component.

What other activities are funded through the Norwegian Education Trust Fund?

Over the last three years, the NETF has provided about \$12.5 million in support of three kinds of activities. The first is the preparation of education sector development programs. Support in that area has been provided to more than twenty SSA countries. The second is various sector studies. The third is policy and training workshops, of which there have been about 25. These include COMED workshops, workshops for training teacher union officials and for parent/teacher organizations, and sub-regional technical workshops on adult literacy, early childhood development, girls' education, textbooks, languages of instruction, and recruitment and financing of teachers.

The next three workshops are all geared to promote follow-up to the Dakar World Education Conference. The first is a Heads of state Conference on Education for Burkina Faso, Chad, Guinea, Mali, Niger and Senegal, hosted by the President of Mali in Bamako on November 27, 2000; this will be preceded by a two-day conference of ministers of education and finance. The second is a conference on the NGOs' role in achieving the EFA goals, organized by UNESCO in Bamako as well, on November 29 - December 1, 2000. And the third is a conference among the SADC Ministers of Education, to be organized by the SADC secretariat, scheduled for February 2001. ♦

Helping to Shape Emerging Specializations

COMED organized three sub-regional training workshops for journalists and communication officers in 1999-2000. In many African countries, communication positions are relatively recent. Functional roles are often unclear, vary widely and are still evolving. Professor Alfred Opubor, who developed the COMED training curriculum, reports on the workshops and lessons learned. He provides some insight on how COMED is helping to shape emerging specializations.

The Experts Consultation in Cotonou that launched the Communication for Education and Development (COMED) program in September 1998 foreshadowed it, and three subsequent sub-regional training workshops confirmed it: Communication for education and development in Africa is a field in which professional standards, procedures, and identities are still evolving. At the launching meeting held in Cotonou in 1998, regional experts described communication officers in ministries of education and journalists reporting on education issues as often unsure of each other's motives and mandates. Suspicions seemed to result from feelings among senior ministry managers that

journalists could not be trusted to report education issues accurately. Among journalists, the general feeling was that valuable information was being hoarded and access to news sources and materials deliberately impeded.

Professional identities are still evolving

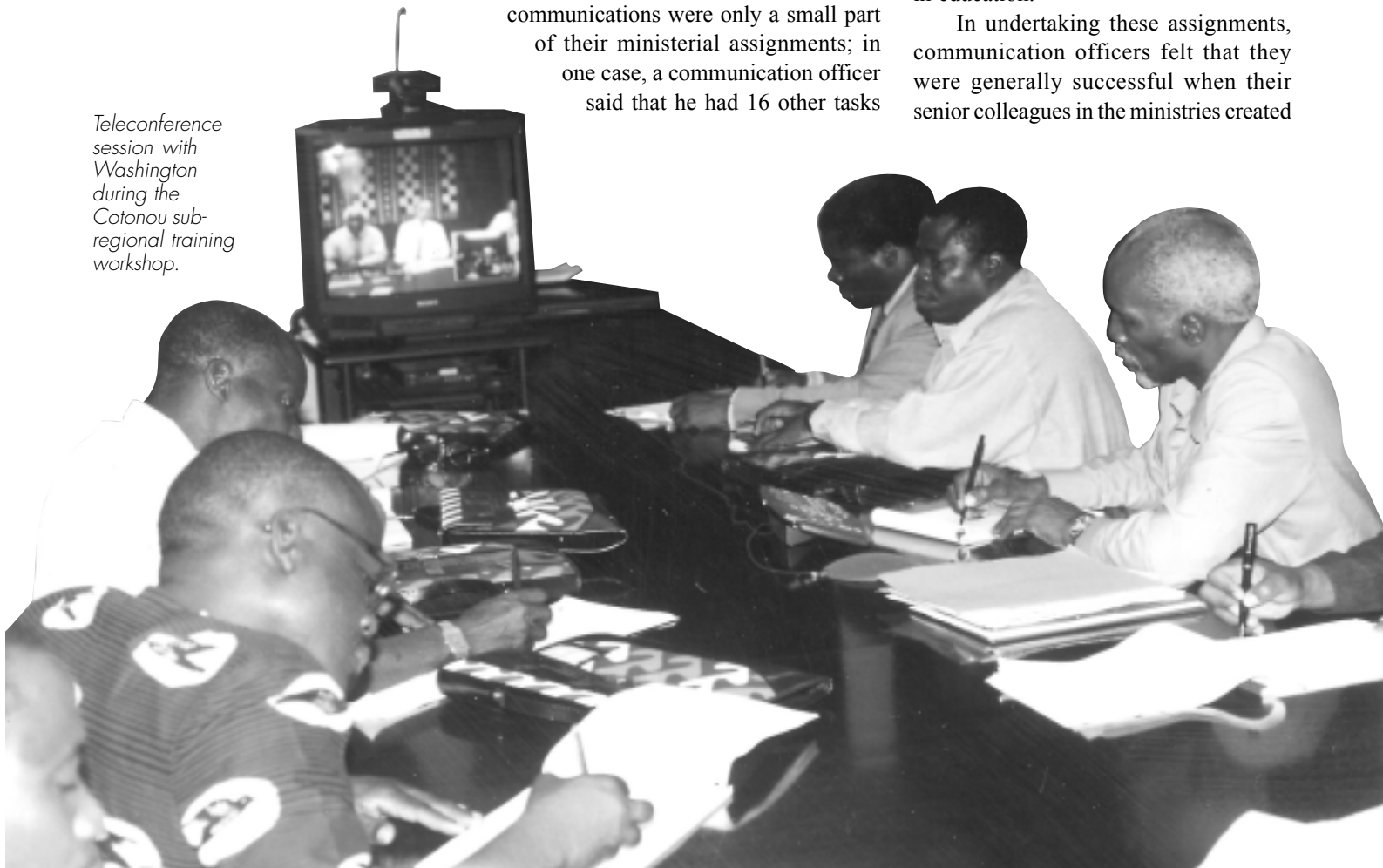
Communication officers, as the go-betweens, felt insecure, unsure about their terms of reference and their professional identity. In subsequent sub-regional workshops, several expressed frustration at the lack of resources and institutional support they received. Many felt that the positions they held were established for education officers and that communications were only a small part of their ministerial assignments; in one case, a communication officer said that he had 16 other tasks

in his job description. Therefore, they were often unable to make the impact they felt was necessary and possible. In contrast, a few ministries have created special departments for media and public relations, which have led to corresponding improvements in professionalism and to some success stories. South Africa was cited as an example, and Côte-d'Ivoire was reported to be planning a new structure.

Regardless of the institutional contexts in which they work, participants agreed that their communication tasks included arranging press briefings and conferences, organizing media coverage of ministerial activities, reacting to negative media stories, and providing access for media and the public to key policymakers in education.

In undertaking these assignments, communication officers felt that they were generally successful when their senior colleagues in the ministries created

Teleconference session with Washington during the Cotonou sub-regional training workshop.



an environment of openness to the media, especially at the ministerial level. They also expressed the need for specialized guidelines on access to information, in the absence of—or in addition to—national policies on information and communication, including freedom of expression.

Participants also felt that training in journalism and communication skills would improve their media relations by enabling them to present more professional press releases and to design effective strategies for ministerial communications efforts. Visits to private-sector communications agencies such as Lintas in Harare, and Particulier in Yaounde, while opening up possibilities for strategic communication partnerships for public education and information on educational issues, also underscored the required investments of time and money in effective, results-oriented communication campaigns.

Editorial support to education journalism still low

For their part, journalists were able to share a wide range of opportunities and formats for communicating about education in their countries. Samples of special education pullouts and columns from national newspapers were presented. For Kenya's *Nation* and Uganda's *New Vision*, a team of in-house correspondents and freelancers produce such pullouts and col-

umns on a weekly basis. Zimbabwe's *Daily News* has a weekly page for education stories; and in Nigeria, the *Vanguard* reports fairly regularly on education, as does the News Agency of Nigeria, NAN. Yet in the majority of media establishments, there are no facilities or editorial support for journalists wanting to specialize in education. Hence the need for advocacy with publishers and editorial directors.

Radio and television programs devote airtime to education and development issues, including broadcasts in national languages, which reach large groups of listeners. This indicates a need to involve broadcasters more actively in future COMED training workshops, especially at the national level.

Professional networks ease relationships between journalists and communicators

In workshop discussions, journalists seemed to become more aware of and concerned about ethical considerations and professional standards in reporting education. But they insisted that while this awareness might reduce criticism by education officers of sensationalism and in-

accuracy, it still might not eliminate their irritation with critical reporting. In Senegal and Nigeria, where education reporters and correspondents are organized in professional networks, they tend to have more structured and less conflictual relationships with communication officers and education news sources, perhaps as a result of enhanced mutual credibility.

Perhaps the most memorable experience for the majority of participants was the sessions on information technology, where they received explanations and hands-on instruction on the use of computers and electronic information processing, including use of the Internet for research. An added bonus was that everyone went home with brand new e-mail addresses, which will facilitate the building of an electronic network and promote contact after the workshops.

Enthusiasm was high at the end of each workshop. Speaking on behalf of his colleagues at the closing in Harare, Aggrey Kibenge of Uganda said, "This workshop has enhanced our competencies... We now understand better the issues in education that hinder development." He also felt the workshop had built partnerships and initiated a network beyond national boundaries. In this way, discussions in the three workshops—Cotonou, Harare, and Yaounde—helped to clarify many gray areas and to build confidence among professionals, who better understand the need to work together, in spite of differences in their institutional mandates and the ways in which they work.

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Bulletins produced by the participants at the Harare and Yaounde sub-regional training workshops. Production of the bulletins was part of the formal training offered.

COMED and the United Nations Special Initiative for Africa

The COMED program is implemented jointly by ADEA and the World Bank that provides its support within the framework of the United Nations Special Initiative for Africa (UNSIA). **Mamadou Ndoye, UNSIA Coordinator, World Bank and former Minister of Education, Senegal** shares his thoughts on how the COMED program can contribute to advancing education in Africa.

What is the link between the COMED program and UNSIA?

It is within the framework of the United Nations Special Initiative for Africa (UNSIA) that the World Bank provides support to the COMED program. This support, channeled through the Norwegian Trust Fund, is justified because the objectives of COMED fall within those of UNSIA. Mobilization for education, capacity building of the different actors, and building a consensus around projects and programs are some of COMED's principal poles. Given the diverse exchanges and interactions it supports, the program contributes to the principal goals assigned to UNSIA. These goals are the following:

- to promote education as a top priority;
- to reinforce national capacities to design, initiate and put into place educational development programs;
- to facilitate dialogue and aspire towards a consensus between the actors of the system, in order to obtain the support that is crucial to the success of these programs;
- to support reforms to alleviate the obstacles that weigh on the demand for and supply of education; and
- to support the mobilization and the coordination of long term external assistance.

What role can COMED play for education in Africa?

The image that a society has of its education system influences public opinion, attitudes, and behavior. This image is largely dependent on what the media projects. In Africa, one must improve the image of education in the eyes of the public, the community, and the government. At issue is how to stimulate the community's demand for education and to increase the participation of government and society in developing this demand and reinforcing the quality and relevance of education.

The poles of intervention expected from the COMED program are:

- to clarify the challenges to be made in order to better define the priorities in the sector;
- to target the main obstacles to educational development;
- to adopt adequate strategies; and
- to identify and mobilize efforts and energies in favor of education.

By training African journalists who are specialized in education, the COMED program also reinforces their capabilities for analyzing basic education data. This training should allow them to prioritize education problems in order to choose, analyze and disseminate information on the substantive issues that are crucial to the development of education.

How can COMED support Education for All objectives in African countries?

The path towards basic Education for All remains difficult for Africa which is the continent furthest from the EFA objectives, where one child out of four does not go to school, and one out of two adults are illiterate. It is also the only region of the world where the number of children who are not in school is on the increase and where the gross enrollment rates have regressed to the level of 1980. Consequently, it is urgent that the pace of educational development be accelerated. This demands a strong political will and exceptional mobilization.

The COMED program can contribute to this by advocating basic Education for All—a fundamental human right, a requisite for development, and a benefit for the poor. These arguments must be directed at political decision-makers to lift the objectives of basic Education for All to the top of government priorities.

But experience shows that new policies and reforms are only successful when their objectives and strategies are shared by society's principal actors. Therefore, the COMED program will also have to build institutional and technical capacities in communication in order for information and awareness campaigns to have an effect.

How can COMED lend its support within the context of debt reduction in African countries?

The debt owed by many African countries is a deep hindrance to the development of the social sectors, especially that of education. The Initiative for Highly Indebted Poor Countries (HIPC) aims at converting this debt in their favor, thus transforming the obstacle into a resource.

This is an opportunity to be seized. For example, in one country in southern Africa, the financing of an Education for All program requires about US\$717.2 million over ten years, or US\$71.7 million dollars per year. A reduction of the debt in the framework of the HIPC would free up \$US117 million per year. The COMED program can be a precious source of information and awareness for those who are strong advocates for education, so that a significant part of the resources freed-up by debt reduction could be directed to education.

Once the appropriate resources are allocated to education, the question of their rational use must be addressed so that the results are up to expectations. A wise communication policy will require transparency and the pursuit of pertinent, cost-efficient solutions. ♦



Fighting the Damages of AIDS to Education

In collaboration with UNDP and UNICEF, the International Institute for Educational Planning (IIEP) organized a workshop on the Impact of AIDS on Education (Paris, September 27-28, 2000). The workshop focused on how education systems are being affected by HIV/AIDS.

The HIV/AIDS infection is seriously affecting education systems throughout Africa. The highest prevalence rates among adults and young people are found in Southern Africa, but other countries in Africa, as well as in Asia, Eastern Europe, and the Caribbean, are witnessing high and increasing rates of infection. Many countries have been late in recognizing that HIV/AIDS is not only a health problem but also a development and an education problem. For many children who are orphaned or whose parents suffer from HIV/AIDS, the disease limits their opportunity to attend school. At the same time the number of teachers leaving the profession because of illness or death is reaching alarming proportions. In many countries, the management of the education system itself is weakened. There is thus an urgent need to protect education systems against the ravage of the pandemic and to preserve the gains made toward Education for All.

IIEP organized a workshop that concentrated specifically on how the functioning of education systems is being affected by HIV/AIDS. Representatives of international agencies and researchers, educational planners, and AIDS focal persons discussed the results of recent impact studies conducted in Botswana, Malawi, Uganda, Tanzania, Swaziland, and South Africa. They gave particular attention to the collection of data, the undertaking of impact analyses, measures taken at the local and national levels to respond to the effects of the epidemic, training needs, and knowledge gaps.

Data should be improved

Participants agreed that data on the number of AIDS-related teacher deaths and the extent of teacher absenteeism related to the disease remain inaccurate, because of the difficulty of collecting data on such sensitive subjects. Neither can the number of pupils who no longer attend school because

their parents are sick or have died be known precisely. It is not clear what changes in attendance are attributable to AIDS, to other illnesses, or to increased poverty. Nonetheless we do know that in a number of southern African countries enrolments have reached a plateau or even started to decline, that pupil-teacher ratios have not increased dramatically—implying that pupils and teachers have been similarly affected—and that a number of classes have been dropped because of the shortage of teachers. Demographic data in the Eastern Cape region of South Africa shows that girls between the ages of 10 to 24 run twice the risk of being infected as boys the same age, and that girls are infected at an increasingly younger age. This raises questions such as the security of young girls in and around schools, especially in boarding schools.

Cross-sectoral, multi-pronged strategies are needed

While efforts to obtain better data—combining quantitative and qualitative approaches—should continue, the available information is sufficient to warrant the development of a comprehensive strategy to fight and to cope with the damage of AIDS to education systems. Most countries have developed HIV-prevention activities in schools, primarily through the introduction of life skills into the curriculum. Many of these have yet to show their impact on young people's behavior. Their influence so far seems limited, which may be due to the lack of understanding and experience in matters of HIV/AIDS among teachers, added to their uneasiness about raising issues of sexuality in the classroom. A single course, which is not well integrated with the rest of the curriculum and not fully supported by a media campaign addressed at the whole community, cannot be expected to yield immediate results.

Other types of intervention dealing with

the organization of schooling and educational management were discussed. These suggested interventions include:

- introducing single-sex schools or classes to protect girls and allow a focus on women's empowerment;
- reducing age ranges within existing classrooms and schools to avoid older pupils' abusing their young classmates;
- introducing more flexibility in the school calendar and time-tabling for children who are working;
- relaxing the regulations on uniforms and abolishing fees for children in difficult circumstances;
- making schools a friendly place for affected children and teachers;
- providing in-service training to teachers, head teachers and administrators to help them cope at their respective levels.

Key factors for success

To be successful, these measures have to be part of a nationally driven agenda, integrating the activities of various sectors. They also have to acknowledge the role of teachers and communities in implementing policies and programs at the school level. Thus, they must be designed in cooperation with teachers unions, NGOs, and other partners. Adequate management capacity, appropriate funding, and close monitoring are also essential. But the features of a successful strategy that emerged most strongly from the workshop are sustained leadership and commitment at the highest government levels, as has occurred in Uganda and Thailand. Countries that have been most efficient in containing the pandemic are those in which the most senior authorities have declared HIV/AIDS a national struggle, and people have learned to recognize the impact of HIV/AIDS on their societies and to cope.

FRANÇOISE CAILLODS
DEPUTY DIRECTOR
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Benin: An Experiment in Direct Democracy for Education

Last May, members of Benin's Parliamentary Commission for Education, Culture, Employment and Social Affairs toured the country's provinces to hold hearings and solicit the opinions of the people on a proposed education law. The author, a communication consultant who participated in the consultation, delivers back his impressions on this unique experience.



The communication strategy

The purpose of the consultation was to raise awareness of the proposed law on the future direction for education, to gather suggestions and reactions, and to elicit the concerns of the various actors in education. Held in the country's schools and universities, the hearings were prepared by the provincial directors

Holding off the media

One aspect of the communication strategy was to keep the media away from the hearings. This decision was made to keep hearings from appearing to be partisan political debates and to keep them focused on values shared by a whole nation: the right to education in conditions acceptable to all. This strategy also demonstrated that public reflection, meaningful work, and a political event can be a communication activity which can take place without media coverage.

Accustomed to media exposure, the MPs were somewhat surprised by this approach. "Where are the journalists?" could be overheard during the lunch hour.

Some observations

Despite the difficulties facing education throughout Africa (lack of funds, under-qualified teachers, high drop-out rates, low rates of schooling for girls, and so on), participants at these hearings expressed their desire for a functional and operational framework that responds to the fundamental educational rights defined by the Constitution. For example, at a hearing in the northern town of Parakou, parents expressed the difficulty students have in accessing universities, which are in the south of the country. In Cotonou and Porto-Novo, teachers find themselves constantly challenged by competing sources of information and communication, which perform the same role of teaching, building awareness, and education. They are horrified by the Brazilian soap operas broadcast on local television that transmit negative values. They oppose video clips of Congolese music,

Elected officials often vote laws in Parliament without regard for public opinion, because no public debate was ever solicited. "Elect us and we will do the rest," they seem to say.

A national consultation on the education legislation initiated in May 2000 by Benin's Parliamentary Commission for Education, Culture, Employment and Social Affairs took the opposite tack. With support from ADEA, the commission organized hearings with all actors in education in the twelve provinces of Benin.

For both the MPs and the actors in education, these meetings were an opportunity for dialogue and an example of direct democracy, all of which are enriching Benin's political experience. If the proposed legislation is voted, it will replace the 1975 ordinance that continues to govern the country's education system.

of education. Representatives of the main actors of the education sector (students, parents, members of the teachers' unions, NGOs, and others) were invited. The hearings were well attended, with an average of about one hundred people at each one.

The working sessions began with a reading of the legislation, followed by a discussion of the text. This process also gave participants a chance to learn about the procedures of the General Assembly.

At the end of these discussions, the Commission's secretariat and a representative of the participants jointly wrote a report of the proceedings of the consultation, which summarized proposals, suggestions, and opinions expressed in the meetings. The Commission will examine the report of the proceedings and discuss amendments to the legislation during an open session of the Parliament. A representative of each province participating in the meetings will be invited to follow the debate.

which they feel pervert the good morals of their pupils. Unfortunately, these teachers are not aware of the opportunities offered by rival sources of information and entertainment to help them improve the quality of their teaching.

According to a representative from an NGO, Aide et Action, a deeper problem undermines education in Benin: the inadequacy of teaching and training to meet the needs of the workforce. In an environment where, to a certain extent, the informal sector has a commanding influence on the economy, the content of the curriculum is not adapted to the country's needs. The education system trains more and more graduates who cannot be employed. Another problem is the lack of thought given to the role of computers and other new communications tools in education. Representatives of universities expressed the view that the foundations of the Benin educational system need rebuilding.

Dialogue and consensus, the two pillars of democracy in Benin

Since 1990, Benin has been opening up a space where men and women, leaders and opinion makers, pressure groups and organizations and ordinary civilians live together in "civilized cohabitation." For

nearly ten years the country has sought to ground its political life in a spirit of consensus and dialogue.

The hearings were a perfect example of what the people and their elected officials have attained. The important issues of education have facilitated the practice of a democratic dialogue among elected officials and participants. Finally, participants' propositions and suggestions have given new impetus to the understanding of education issues in Benin.

The Commission's heterogeneous membership was a true measure of the non-political nature of the debate and the honest dialogue carried on with students, parents, unions, and teachers. It marked the first

time that elected officials of different political colors have joined together for a common cause and the opportunity for the two parties to establish a real dialogue on a subject, which, up to now, was monopolized by the education specialists. This consultative procedure was an innovation that was greeted favorably by the Parliament. It was closely followed by all the other commissions of the Parliament.

Conclusion

In earlier years, legislators made many political decisions without recognizing

the importance of public opinion on the issues at hand. Since the National Conference of 1990, politicians have used communication as a management tool. They recognize that public opinion is a necessary partner to good governance.

The hearings were, by their very existence, a communication vector. In fact, seeking out public opinion outside of an electoral campaign period constituted a revolution in Benin. Despite some difficulties encountered in organizing this consultation, all participants cooperated. They understood the meaning the Commission had wanted to give to the hearings. The MPs also realized that to pass legislation behind closed doors not only gives the unfavorable image of the usual political bashing (of which the Parliament is accustomed), but also risks bringing about interminable discussions over any necessary amendments.

This type of consultation might become more common, if, instead of attempting to substitute their own views for public opinion, MPs made more effort to understand and take into account the contradictions, unanswered questions, and difficulties in building the future. One must hope that, in the future, meetings between local officials and those whom they govern will increase in order to reinforce democracy in Benin.

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..Newsletter evaluation...Newsletter evaluation...Newsletter

PLEASE SEND US YOUR QUESTIONNAIRE !

ADEA is undertaking an evaluation of the *ADEA Newsletter*. We want to make sure that the Newsletter is adapted to your needs and that it shares the kind of information you are interested in. The evaluation will help us improve the *ADEA Newsletter* in 2001.

If you have not yet sent your questionnaire back to us, it is still time to do so! Your contribution is essential to us.

The questionnaire, as well as the *ADEA Newsletter*, can be downloaded from the ADEA Web Site or requested from the ADEA Secretariat.

ADEA Newsletter

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Uganda: Designing Communication and Education Programs to Combat HIV/AIDS

In Uganda, prompt action against HIV/AIDS and high-level political commitment have resulted in declining HIV/AIDS infection rates in urban areas. The Ministry of Education and Sports launched its first HIV/AIDS prevention efforts in 1996. These included media messages targeted to youth, the introduction of HIV/AIDS into primary and secondary curriculum and theatrical activities in schools throughout the whole country. The Ministry is now in the process of elaborating an extensive HIV/AIDS communication and education plan for the next five years, which includes a wide variety of creative projects and media events.



With approximately 10 percent of its adult population, or 2 million people, infected with HIV/AIDS, Uganda is still facing a major health and development problem. However, thanks to the government's determination and prompt action at the onset of the epidemic, HIV prevalence rates in Uganda have been declining since 1992. The Ministry of Education and Sports was quick to implement information campaigns and AIDS education and counseling throughout the education system. Uganda's experience highlights the positive role played by communication and education in combating AIDS.

Setting the scene

The HIV/AIDS epidemic has had a great impact on all aspects of the school

environment in Uganda, affecting learners, teachers and administrators. The major route for disease transmission is through heterosexual contact, and evidence suggests that young women of between 15 and 24 years of age have up to six times a higher risk of HIV infection than do men of the same age group. About 54 percent of all reported HIV/AIDS cases are female. HIV/AIDS is the fourth leading cause of

death among children under five and, unless contained, may increase the infant mortality rate by 70 percent and under-five childhood mortality by 100 percent. The numbers of street children have increased greatly and it is estimated that some 1.5 million out of 1.9 million orphans in Uganda are HIV/AIDS-related.

Nonetheless, there are signs that an active awareness campaign is starting to bear fruit. How has Uganda achieved these results, and what is it doing to ensure that its campaign is extended to all areas in formal and non-formal education?

Early Efforts

The Ministry of Education and Sports launched its first HIV/AIDS prevention efforts in 1986. These included media

messages addressed to youth, the introduction of HIV/AIDS into the primary school curriculum as part of health education, an HIV/AIDS theatrical activity involving over 8500 primary schools throughout the country, and other performances translated into 12 local languages. During the mid-1990s, a syllabus for secondary schools and written materials for primary schools were produced. The introduction of Universal Primary Education (UPE) in 1997 meant that most children were in school and could be reached with information and activities. The period 1995 to 2000 was the start of a Life Skills Education program designed to help adolescents make informed decisions and healthier choices about their behavior.

Matching means to ends: objectives, outcomes and strategies

These early activities have evolved into a comprehensive policy document for Uganda, based on consultation with a wide range of stakeholders and offering a National Strategic Framework and Action Plan for HIV/AIDS. The Ministry of Education and Sports has played a leading role in defining objectives and promoting strategies to achieve its objectives.

The Ministry's communication and education plan sets forth nine objectives for combating HIV/AIDS during the next five years:

- ➔ Develop and implement effective policies for the sector.

- ➔ Intensify advocacy efforts for children's rights and needs in the context of AIDS.
- ➔ Incorporate HIV/AIDS into the curriculum across all education institutions and non-formal venues.
- ➔ Promote skills-based teacher training in colleges.
- ➔ Promote AIDS education, counseling and health services support at educational institutions at all levels.
- ➔ Foster the welfare of AIDS orphans.
- ➔ Build partnerships with community and non-governmental organizations, and undertake joint activities on behalf of communication and education.
- ➔ Encourage research on various aspects of HIV/AIDS and its impact on education and related sectors.
- ➔ Promote joint planning, coordination, monitoring and evaluation of HIV/AIDS activities in the education sector.

Each general objective is accompanied by a more specific statement of the desired outcome, plus a list of strategies for reaching it.

In defining outcomes, the Ministry of Education and Sports often sets quantifiable goals. For instance, the plan specifies that by the year 2005-06 at least 90 percent of the teacher training collectives shall have introduced skills-based

modules on HIV/AIDS into their program. It also states that by that year at least 50 percent of the educational institutions in Uganda shall have introduced welfare/support schemes for HIV/AIDS orphans, and 80 percent of educational institutions shall have introduced HIV/AIDS counseling and health services. It suggests that at least five major studies on various aspects of HIV/AIDS in the education sector be undertaken by the end of the planning period.

The lists of proposed strategies for achieving these goals are detailed and specific. They tend to follow a similar arc, which begins with consultations or other means to examine existing resources or identify needs, then proceed to develop the materials, activities and channels required to get the messages across, and finally end with some kind of evaluation exercise. The action plan opens up a wide variety of creative projects and media events that it considers suitable vehicles of communication. These include workshops, development of training kits and modules, competitions for best article or best performance, use of television, radio and video, lobbying and outreach activities, T-shirts and trophies, curriculum redesign, press campaigns, national de-

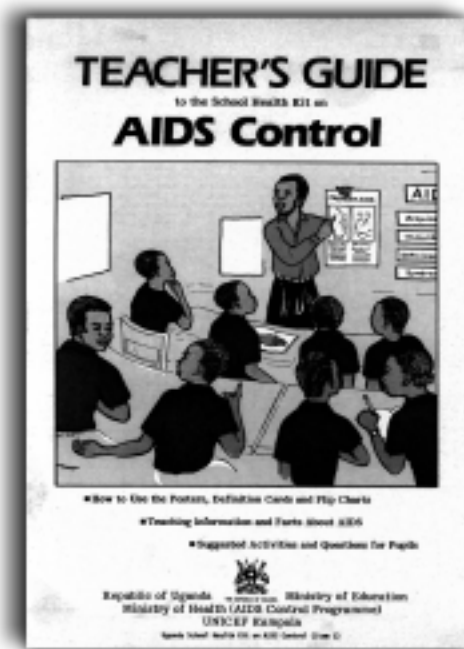
bates, parental involvement and joint projects with community organizations.

Looking back in order to move ahead

In its report on actions taken to cope with the impact of HIV/AIDS, the Uganda Ministry of Education and Sports describes a number of stumbling blocks that were encountered along the way. In addition to the false sense of security and mistaken lack of urgency that accompanied the epidemic's early incubation period, those making decisions about strategies treated the virus as a "simple" health problem and the education ministry was not much involved. Also, pressing economic and security matters, including debt servicing, structural adjustment programs, and even daily survival often preoccupied political leaders.

Recent surveys taken by the Ministry of Health indicate that attitudes and practices are changing for the better. The average age of first sexual activity has risen, the average number of casual sex partners has fallen, and more people are using condoms. HIV infection is definitely down—a decline that seems causally linked to changes in high risk behavior. The rate of HIV/AIDS infection in urban areas has declined, especially among pregnant women attending ante-natal clinics. Uganda's experience suggest that the country's ability to combat HIV/AIDS is picking up steam, and the greatest obstacles have been put behind. Thanks to coping strategies that emphasize the need for sustained communication and education efforts at all levels, Uganda's National Strategic Framework and Action Plan for HIV/AIDS offers hope that the future need not be bleak.

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Teacher's guide and poster on HIV/AIDS produced by the Ministry of Education and Sports of Uganda.

Guinea: A Communication Strategy to Facilitate Teacher Redeployment

In 1992-1993, Guinea carried out a redeployment of its teaching staff, which led to increased enrollments in both urban and rural schools with no increased costs. This initiative is described in "The Redeployment of Teachers in Guinea," published by ADEA in 1995. "The Use of the Mass Media and other Communication Tools" is a new chapter of the second edition. The text highlights the Ministry of Education's communication strategy in support of the redeployment operation.



Experience teaches us that the public will not necessarily accept a policy just because the authorities support it, especially if it requires unpopular actions. It was important that this lesson be heeded in the redeployment of teaching personnel in Guinea. Because it was important that people accepted the government's program of teacher redeployment, especially teachers, who felt like scapegoats, the selection of an appropriate strategy for gaining acceptance was critical.

The communication plan

Government decided on a communication strategy that was to be adhered to by everyone directly involved at the centralized, intermediate and decentralized levels of administration. Broadly speaking, the strategy had two main thrusts: First, the communication plan was an integral part of the package of measures used to implement the redeployment

program. It targeted the groups that held a stake in that program:

- Teachers who were to be re-deployed (secondary school teachers and surplus personnel in primary schools and administrators)
- Administrators in centralized educational services, regional inspectors, prefectural and community education directors
- Various groups representing the communi-

ties, including parent-teacher associations (PTAs).

Second, the public awareness campaign used the combined media strategy of the Sectorial Adjustment Program for Education, which had been in operation for some time. Activities included:

- The broadcasting of short messages with a double objective: clear and concise information for the general public, and motivation to cooperate for those who would be directly affected. Teachers affected by the program needed to know that the redeployment was not aimed at eliminating them but at offering better educational service and to be reassured that, in professional terms, this was a step up.
- The repetition of messages throughout the week via various vehicles such as ads, round tables, interviews and news magazines. They were eventually adopted by rural radio stations, which broadcast them in the main official languages.

The means employed

In order to reach all stakeholders, the communication strategy included both modern and traditional channels. The modern mass media used were radio (national, educational, and rural), television, and public and private newspapers.

Guinean Radio/Television (RTG) was asked to devote an hour each week to educational questions in a radio and television program entitled *École guinéenne* (Guinean School). On television, key ministry officials presented debates that explained the motives, means, and benefits expected from the redeployment of teachers.

Educational Radio, an internal communications tool of the Department of Education, provided information to its traditional target audience of teachers and parents. Numerous news reports, interviews, discussions, and features were produced both in Conakry and in inland regions and broadcast on national radio.

The most significant radio appeal was via the network of rural radios operating in the deep heartland of the country. These radio programs are held in high esteem and have an important listenership in rural zones, since they are broadcast in local dialects. Rural radio has a participatory and interactive character in some large population basins, where it is used during weekly markets, which are important gatherings of people. The presence at some of these media events of Minister of Pre-University Education, Hadja Aicha Bah, helped win the full confidence of stakeholders and reassured people about government's positive intentions and need for full support.

Articles appeared in the government newspaper *Horoya* and the bulletin of the Guinean Press Agency (AGP), as well as in

► continued on page 16

They said...

Conference of Heads of States of Six Sahel Countries on Accelerating Education For All

Heads of states of Burkina Faso, Chad, Guinea, Mali, Niger and Senegal met in Bamako on November 26, 2000 to discuss ways of accelerating Education for All in the sub-region. The Summit was preceded by a meeting of the ministers of education and finance. Following are excerpts of the Summit's final resolution:

“We, the Heads of states of Burkina Faso, Chad, Guinea, Mali, Niger, and Senegal

Resolve to:

- Set up a forceful communication policy in order to share the objectives and the strategies defined by all the stakeholders involved in education policy and reforms and to ensure social mobilization for these reforms;
- Make education a national cause, which rallies the different sectors of society, in particular the actors and principal education players—teacher unions, parent student associations, national organizations, local communities, NGOs, and the private sector;
- Guarantee that the sustainability of nationally approved (by national consensus) educational policies is ensured, which is a necessary factor for their success. ”

➡ continued from page 15

the most widely read independent newspapers, *Le Lynx* and *L'Indépendant*.

The newsletter, *PASE Actualités*, distributed by the Information and Documentation Services of the Ministry of Pre-University Education, and the quarterly review *L'Éducateur*, published for teachers, played a key role in providing information about redeployment. These publications, which are freely available to teachers and their administrators, provided a forum for clarifying opinions and methods used in the redeployment operation. Other official circulars also provided information.

Interpersonal communication, however, was the prime means of official disclosure, directly reaching important groups of people during official gatherings and allowing opportunities for immediate reaction. Interpersonal communication permitted listening and dialogue among skeptical groups, particularly unions and political parties. It directly engaged opinion leaders in NGOs and Parent-Teacher Associations, who proved to be powerful supporters of the deployment plan.

Local authorities also became fully involved in information and awareness campaigns conducted at the grassroots level. The Guinean Press Agency (AGP) reported that the prefect in Tougué made a clear declaration of the problem and its solution: “It is remarked almost everywhere in rural Guinea that our schools lack teachers, but in clear contradiction to this, statistics show that there are at least 7,000 teachers at pre-university level on the payroll, for 2,500 available classroom jobs. The obvious implication of this report is that there are about three teachers available per class. And so, can we say that there are too few teachers? The solution must be redeployment, which simply means the judicious use of these available teachers.”

This declaration shows that the message formulated by the central authorities was well understood and faithfully transmitted by decentralized authorities. The message was heard by communities that had long been frustrated by government's failure to provide teachers for the schools they had built.

Problems encountered

The lack of credibility of spokespersons was a challenge in some places, as some local authorities and educational administrators did

not enjoy the confidence of their communities.

Limited financial resources did not allow for an even distribution of activities throughout the various regions of the country. For example, at the time, only two regional rural radio stations (Labé and Kankan) were operational (today there are four). This limited media access, as national radio and television covered little more than a half of the country. Compensatory measures took the form of live encounters, which necessitated a physical presence with higher attendant costs.

Impact and limits

It has not been possible to evaluate in quantitative terms the reach of the various communication strategies nor to assess their comparative impact, since this kind of follow-up was not planned. A formal evaluation would have been useful for future communication actions. No systematic effort was made to create an archive of audio, print, and audiovisual documents, making it impossible to evaluate the various messages generated during the exercise.

However, all of those involved with this important redeployment operation recognized the prime role played by the media, which allowed a wide dissemination of the information provided by the ministry. By generating interest in the deployment program, the media also facilitated its implementation throughout the country.

For the organization responsible for coordination, the National Institute for Research and Pedagogical Activity (*Institut National de Recherche et d'Action Pédagogique*, or INRAP), it was a major achievement to have mobilized the public and private media in an operation of this kind over a relatively long period of time. By the experience gained and the partnerships formed during this experience with many communication professionals, the Department of Education gained high visibility and an image of an administration open to dialogue and negotiation—attributes that would have been difficult to acquire otherwise.

**BASED ON A CONTRIBUTION BY
MAMADOU ALIOU SOW¹
GUINEA**

1. Mamadou Aliou Sow participated in the drafting of and ADEA publication entitled “The Redeployment of Teachers in Guinea”.

Communications Framework for HIV/AIDS – A New Direction

Collins O. Airhihenbuwa, Bunmi Makinwa, Michael Frith, Rafael Obregon

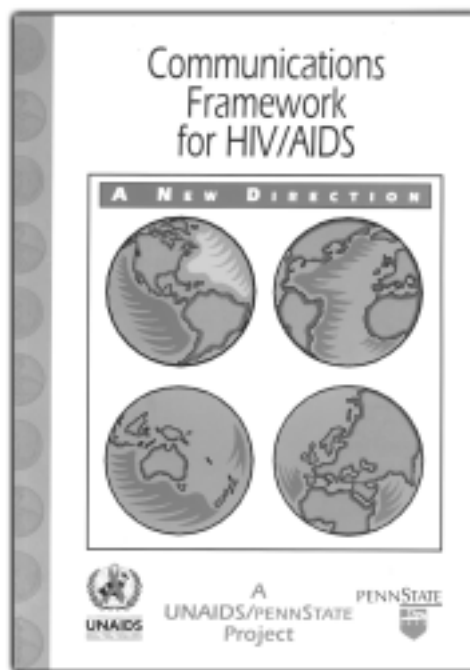
AIDS affects every country in the world, but it is in developing countries that it poses the greatest threat. This document presents a new framework to make HIV/AIDS communication more effective in developing countries. It is based on consultations synthesizing experiences from many regions including Africa, Asia, Latin America and the Caribbean.

The subtitle says it all: A New Direction. Until now, most HIV/AIDS communications programs have been aimed at achieving individual-based changes in sexual and social behavior. While aspects of this approach are desirable and should be maintained, evidence from research and practice in many countries shows that existing approaches have major limitations. They are based on theories and models which are often not appropriate to non-Western cultures, where such contexts as family, group or community may play a greater role than individual will in decision-making. A broader focus is therefore necessary.

Under the leadership of the Joint United Nations Program on HIV/AIDS (UNAIDS), a new and more adaptable framework has been developed. It evolved through a consultative and participatory process that synthesized experiences from the African, Asian, and Latin American and Caribbean regions, along with that of the United States and Europe. UNAIDS, in collaboration with Pennsylvania State University, sponsored five consultative workshops. They were held in Geneva (November 1997), Abidjan (December 1997), Washington, DC (February 1998), Bangkok (July 1998), and Santo Domingo (January 1999). A *Communication Framework for HIV/AIDS* presents the result of this collective exercise.

A major conclusion from the workshop was that despite the great diversity of geographic and cultural settings, five domains are virtually universal and should be the focus in developing future communications strategies for HIV/AIDS prevention, care and support. The framework recognizes these interrelated

domains as the dominant influences in an individual's behavior. The domains are:



Geneva: Joint United Nations Program on HIV/AIDS (UNAIDS) and Pennsylvania State University (Penn State), 1999.

- Government policy: policies and laws that may support or hinder intervention efforts;
- Socioeconomic status: collective or individual income that may allow or prevent adequate intervention;
- Culture: beliefs, customs, and practices that may promote or hinder prevention and care practices;
- Gender relations: the status of women in relation to men and their influence in sexual negotiations and decision making; and
- Spirituality: spiritual and religious values that may promote or hinder the translation of prevention message into positive health actions.

Each region was unanimous in identifying the five contextual domains in which prevention programs should operate. Yet each region also endorsed certain additional recommendations tailored to its specific needs.

Africa, for instance, faces a daunting reality: More than 60 percent of HIV cases (21 million) are in sub-Saharan Africa. Heterosexual transmission is the most common form of transmission. This explains why 80 percent of women infected with HIV/AIDS live in Africa and, similarly, why almost 90 percent of children infected with HIV/AIDS live in Africa. Out of the Abidjan workshop came the recommendation that future communications programs on HIV/AIDS should stress community-based approaches and regional cooperation. The relative success of Senegal, where HIV incidence is low, and Uganda, where it is declining, also highlight the role of government policy in creating an environment conducive to behavior change.

The Asian workshop recognized the impact that economic restructuring has had on social issues. It also noted that both drug use and commercial sex are prevalent in many areas. Participants also stressed the crucial role that spiritual leaders play as educators and care providers. The Latin America and Caribbean workshop emphasized the importance of needs assessment, advocacy and greater involvement of people living with HIV/AIDS in communications programs.

The last chapters of the book look to the future. They offer practical advice for “Translating the Framework into National Communications Strategies” and a check list gleaned from the collective wisdom and experience of the workshops. ♦

2000 Zimbabwe International Book Fair

The Zimbabwe International Book Fair (ZIBF) is Africa's publishing showcase, the largest and most diverse exhibition of books, magazines and journals in Africa. In addition to being a market place, it embraces a varied program of seminars, workshops and round tables on different aspects of book development. For several years now, the Books Working Group has collaborated with ZIBF in the organization of the *Indaba* which is held during the Fair. This year, these sessions explored book distribution and inter-ministerial collaboration in that area, as well as economic policies and their impact on the intra-African book trade.

This year again, the ADEA Books Working Group facilitated three panel sessions during the *Indaba* ("Indaba" means "conference" in Bantu language), which preceded the Fair at the end of July 2000. Under the *Indaba* theme, the Millennium Market Place, the Working Group was asked to organize the sessions concerned with policy and access issues, and succeeded in assembling panelists from nine different countries for the purpose (Ghana, Kenya, Mozambique, Zambia, Malawi, South Africa, Guinea and Namibia).

Indaba sessions focus on improving book distribution and the intra-African book trade

The theme of the first session, *Improving Book Distribution in Africa*, used a recent ADEA study of the problem as background material. Three of the researchers, Frank Segbawu (Sedco Publishing, Ghana), Gaulphine Nyirenda (Maneno Enterprises, Malawi), and Mamadou Aliou Sow (Editions Gannal, Guinea), presented their findings, with a fourth member of the research team, David Muita (Kenya Publishers' Association), in the chair.

The second session, on *Regional Economic Policies and the Intra-African Book Trade*, also focused on research in which the ADEA Books Working Group has been involved. Ruth Makotsi gave an overview of the second phase of the research into the intra-Africa trade in books, which APNET had undertaken with support from ADEA. Ray

Munamwimbu (Zambia Educational Publishing House) and Egidio Mpanga (Dzuka Publishing, Malawi) provided updates on the APNET/ADEA "Taxes off Books" campaign in their countries, which has developed out of the dissemination of the research findings. The Secretary General for the Southern African Development Community sector for Culture, Information and Sports, Dr Renato Matusse, was in the chair and agreed to put these research findings on the agenda for the SADC Inter-Ministerial Conference on Culture in Maputo at the end of November.

The third session, *Inter-Ministerial Collaboration for More Effective Book Distribution*, was chaired by the guest of honor of the fair, Minister Ekwow Spio-Garbrah from Ghana. This led to a lively debate not only between the minister and publishers and booksellers from Ghana but also between Zefanias Muhate (Secretary General of the Ministry of Education in Mozambique) and a bookseller from that country, who had lost his entire stock in the terrible floods earlier in the year. Nepeti Nicanor of the Book Development Council in Windhoek gave a historical perspective of how inter-sectoral book policy has developed in Namibia, which provided some useful lessons for those concerned with book policy coordination.

The session was animated by a comprehensive lead paper presented by Laura Czerniewicz (University of Cape Town) on the ways in which different ministry policies impact on book distribution. This resulted in a number of policy issues that educators and publishers need to take into

account in seeking to overcome persistent inequalities in book access [See Box: Policies for More Effective Book Distribution and Book Access, page 19].

In response to the recommendation that ADEA should strive for better media coverage, the Books Working Group also facilitated meetings for two journalists from the Ghana and Nigeria Press agencies, who were covering the ZIBF *Indaba* under the ADEA/World Bank COMED program. This included a press conference for the new Executive Committee of the Pan African Booksellers' Association (PABA), lead by their Chairperson, Mrs Oluronke Orimalade. Following a workshop during their convention 27-28 July on the Publishing/Bookselling Interface (which was facilitated by the Working Group), PABA members played a key role in the *Indaba* debates by re-iterating that booksellers in Africa should have the recognition in the book chain that they deserve.

Continuing the "Taxes Off Books" campaign

The leader of the Books Working Group gave a press interview in connection with the APNET/ADEA "Taxes Off Books" campaign, which derives from the research presented during the second *Indaba* session. The 3 August edition of the Zimbabwean *Daily News* reminded readers of the irony that while President Mugabe had made headlines during ZIBF1991 by appearing to support taxes off books and other components of book production, books in Zimbabwe have continued "to be expensive, thus excluding a

considerable number of readers from accessing books, stunting the growth of a reading culture, compromising the viability of publishing in Africa.”

New publications are launched

The Working Group also took the opportunity of the fair to launch its four latest publications in its Perspectives on African Book Development series. These are *Expanding the Book Trade across Africa*, *Books for Schools*, *Financing Textbooks and Teacher Training Materials*, and *Gender-Sensitive Editing*, two of which have been used during *Indaba* sessions in 1999 and 2000.

Although the event was clouded by the political situation (which adversely affected Zimbabwean as well as foreign participation), ZIBF2000 lived up to its reputation as a vibrant meeting place for authors, publishers, librarians, booksell-

ers, and policy-makers from many parts of the world. The wide range of parallel activities, such as the Buyers and Sellers meeting organized by WTO, the marketing workshop, APNET’s book rights workshop, the Children’s Reading Tents, the School Libraries workshop, and the World Bank meeting of joint programmes for African publishers; ensured plenty of information-sharing opportunities, in addition to the actual business of the fair itself.

As Roger Kerrison, the newly elected Secretary on PABA’s Executive Committee, commented, “Its flavor is unique, its people are incredibly welcoming and optimistic, even in the face of adversity. It is the spiritual, geographical, and historical home of the modern book trade in Africa. Let it remain so.”

CAREW TREFFGARNE

LEADER OF THE

ADEA WORKING GROUP ON BOOKS AND LEARNING MATERIALS

Policies for More Effective Book Distribution and Book Access

Listed below are major conclusions from the ZIBF2000 *Indaba* sessions facilitated by the ADEA Working Group on Books and Learning Materials:

- ➔ Intra-African education policies that impact on book distribution include curriculum, materials selection, school library, procurement, finance, staff development and training.
- ➔ Inter-ministerial policies that impact on book distribution include education, culture, trade and industry, sales tax/value added tax (VAT), customs and excise tariffs, local government, governance, telecommunications, finance, transport, national library systems, human resource development and training.
- ➔ Collaboration between African ministries of education can be harnessed for more effective book distribution through improved internal communication, greater commitment to information gathering and fact finding (eg bookselling networks, gaps in material provision).
- ➔ Collaboration between African ministries of education can also be harnessed to support development of a more coherent book distribution policy that adequately covers equitable and transparent procedures for book selection and procurement, drawing on publishing/bookseller partnerships.
- ➔ Increased inter-ministerial collaboration can be used to ensure that the complementary contribution of technology is effectively exploited, and that book distribution is integrated into national book, library and reading policies and campaigns.
- ➔ Inter-Ministerial committees and/or book development councils or boards, either inside or outside the ministry of education, can play a vital role in bringing all the stakeholders in the book sector together in order to improve book provision and access.

OAU

Decade of Education

Central African states define priority areas for education in the sub-region

From August 28 to September 1, nine countries from Central Africa met in Yaounde, Cameroon to discuss and propose ways of implementing OAU’s Decade of Education Action program. The main objectives of the meeting were to select priority areas for the sub-region and strengthen cooperation in the field of education between countries of the sub-region .

The Central African states have had to face numerous political, social and economic difficulties which have heavily impacted their education systems. The majority of countries represented at the seminar have suffered from civil or tribal warfare. All of them are confronted with the HIV/AIDS pandemic. This situation has not favored collaboration between countries.

Eight priority areas were identified for the sub-region and lead countries assigned to them. The priority areas are the following (with lead countries and organizations in brackets):

- ➔ Creation of an observatory to monitor education in Central Africa (Congo and the NESIS Program of the ADEA Working Group on Education Statistics)
- ➔ Technical and vocational education (Gabon)
- ➔ Production, at a regional level, of teaching materials and the creation of online libraries (Cameroon and African Publishers’ Network or APNET)
- ➔ Elaboration of a regional plan to combat HIV/AIDS (The Democratic Republic of Congo)
- ➔ Standardization of curricula and diplomas (the Central African Republic and the African and Malagasy Council for Higher Education or CAMES)
- ➔ The education of girls and women (Chad and FAWE)
- ➔ Training and enhancement of trainers (São Tomé and Príncipe with the UNESCO International Institute for Capacity Building in Africa or IICBA)
- ➔ Education for peace, tolerance and regional integration (Congo)

Gabon, in collaboration with São Tomé and Príncipe and Congo, will be responsible for coordinating Decade of Education activities in Central Africa.

NOVEMBER	
1	Wed – WGES Workshop/Consultation
2	Thu Dar es Salaam, Tanzania
3	Fri
4	Sat
5	Sun
6	Mon WGESA Steering Committee
7	Tue Paris, France
8	Wed
9	Thu
10	Fri
11	Sat WGBLM Forum
12	Sun Accra, Ghana
13	Mon
14	Tue
15	Wed Summit to Accelerate EFA in the Sahel
16	Thu Bamako
17	Fri 25-27 November 2000
18	Sat
19	Sun
20	Mon WGECD Workshop
21	Tue Johannesburg, South Africa
22	Wed
23	Thu Commonwealth Ministers of Education
24	Fri Halifax
25	Sat 26-29 November 2000
26	Sun
27	Mon WGBLM Inter-Ministerial Conference
28	Tue Maputo, Mozambique
29	Wed WGNFE Seminar
30	Thu Bamako, Mali

DECEMBER	
1	Fri
2	Sat Bellagio Publishing Network
3	Sun Mozambique
4	Mon 1-3 December 2000
5	Tue WGTP/fs Sub-regional meeting
6	Wed Bamako, Mali.
7	Thu WGTP/as Workshop
8	Fri Dar es Salaam, Tanzania
9	Sat WGBLM PABA Workshop
10	Sun Lusaka, Zambia
11	Mon WGES/WGNFE Joint meeting
12	Tue Nairobi, Kenya.
13	Wed
14	Thu African Development Forum 2000
15	Fri Addis Ababa
16	Sat 3-7 December 2000
17	Sun
18	Mon
19	Tue
20	Wed
21	Thu
22	Fri
23	Sat
24	Sun OAU Decade of Education Regional Seminar for East Africa
25	Mon Nairobi
26	Tue 11-15 December 2000
27	Wed
28	Thu
29	Fri
30	Sat
31	Sun

JANUARY	
1	Mon
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19	Fri
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21	Sun
22	Mon
23	Tue
24	Wed
25	Thu
26	Fri
27	Sat
28	Sun
29	Mon WGES Annual Meeting and
30	Tue Steering Committee Meeting
31	Wed Dakar, Senegal.

ADEA Activities

Working Group on Education Statistics (WGES)

- EMIS (Education Management Information Systems) Workshop and Consultation. Dar es Salaam, Tanzania. 1 November 2000.

Working Group on Education Sector Analysis (WGESA)

- Steering Committee Meeting. Paris, France. 6-8 November 2000.

Working Group on Books and Learning Materials (WGBLM)

- African Publishers Network (APNET)/Pan African Booksellers (PABA) Forum on the publishing/bookselling interface. Ghana Book Fair. Accra, Ghana. 11-17 November 2000.
- PABA Capacity Building Workshop. Lusaka, Zambia. 6-7 December 2000.

Working Group on Nonformal Education (WGNFE)

- WGNFE/UNESCO/World Bank and the Collective Consultation of NGOs on Literacy and Education for All. Seminar on NGO/CSO contributions to EFA goals. Bamako, Mali. 29 November - 2 December 2000.

Working Group on Early Childhood Development (WGECD)

- Workshop on the policy studies project. Johannesburg, South Africa. 20-22 November 2000.
- National meetings to disseminate the outcomes of country case studies. Ghana, Mauritius, Namibia. 1 December 2000 - 1 February 2001.

Working Group on the Teaching Profession, Francophone Section (WGTP/fs)

- Sub-regional meeting to finalize research undertaken in 1999. Bamako, Mali. 4-6 December 2000.

Working Group on the Teaching Profession, Anglophone Section (WGTP/as)

- Workshop on Teacher Resource Centre Development. Dar es Salaam, Tanzania. 5-7 December 2000.

Working Groups on Education Statistics (WGES) and Nonformal Education (WGNFE)

- Joint meeting of the Eastern African countries (Uganda, Kenya, Tanzania, Zambia, Zimbabwe) to discuss and collaborate on Statistical Information Systems for nonformal education. Nairobi, Kenya. 11-17 December 2000.

Working Group on Education Statistics (WGES)

- Annual Meeting and Steering Committee Meeting. Dakar, Senegal. 29 January 2001 - 2 February 2001.

Other Activities

Regional Ministerial consultation on Closing the Gender Gap in Education : Curbing Dropout. FAWE. Nairobi, Kenya. 7-8 November 2000.

Commonwealth Ministers of Education Meeting. Halifax, Nova Scotia, Canada. 26-29 November 2000.

Summit for Accelerating Education For All in 6 Sahel countries. Bamako, Mali, 25-27 November 2000.

African Development Forum 2000


AIDS: The Greatest Leadership Challenge. Addis-Ababa, Ethiopia. 3-7 December 2000.

OAU Decade of Education Regional Seminar for East Africa. Nairobi, Kenya, 11-15 December 2000.

Bellagio Publishing Network Annual Meeting. Maputo, Mozambique. 1-3 December 2000.

SADC Inter-Ministerial Conference on Culture. Maputo, Mozambique. 27-30 November 2000.

The views and opinions expressed in authored articles of the ADEA Newsletter are those of the authors and should not be attributed to ADEA or to any other organization or individual.



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