



Association for the

**Development of Education in Africa**

ADEA NEWSLETTER

VOLUME 13, NUMBER 3

JULY-SEPTEMBER 2001

# Reaching Out, Reaching All

ADEA is preparing to hold its 2001 Biennial Meeting. This year, the event will be held in Arusha, Tanzania, October 7-11. The theme "Reaching Out, Reaching All—Sustaining Effective Policy and Practice for Education in Africa" emphasizes ADEA's commitment to the "praxis approach", i.e. learning from practical experience.

**T**his year's Biennial Meeting will continue ADEA's commitment to focus on what works, based on experience on the ground. This is where the action is—where the promises of policy meet the realities of implementation. In this spirit, the program will explore the theory and practice of "going to scale." This is the next logical step following the 1999 Johannesburg Biennial Meeting, at which participants presented and discussed successful experiences, many of which were small-scale innovations and pilot programs. This year, the theme of the meeting will be entitled "Reaching out, Reaching All—Sustaining Effective Policy and Practice for Education in Africa."

This theme was selected by the ADEA Steering Committee at its October 2000 meeting, after it had discussed a range of potential themes:

- Partnerships for Education for All: A praxis approach
- The role of civil society, democracy, and resource mobilization
- Creating new institutional cultures
- Sustaining and scaling successful education initiatives and reforms
- HIV/AIDS and the education system.



From these, the Bureau of Ministers' recommended to the full Steering Committee two themes: *Sustaining and scaling successful education initiatives and reforms*, and *HIV/AIDS and the education system*. The Steering Committee agreed with the ministers' recommendations.

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- ADEA's "Identifying Effective Responses to HIV/AIDS" Initiative
- What the Working Groups Are Doing

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**Understanding the Response of Universities in Africa to HIV/AIDS**

## Emphasizing “the praxis approach”

The process by which the Steering Committee decided on the focus and theme of the 2001 Biennial Meeting illustrates three characteristics of ADEA’s current approach to improving education in Africa:

- First, it is committed to learning from practical experience, especially when that experience has provided positive results. In a *Newsletter* article that reviewed the lessons of the 1999 Biennale<sup>2</sup>, Mamadou Ndoeye called this the “praxis approach.”
- Second, ADEA members want to focus on what works on a large-scale basis. (How else are we to tackle the challenges of realizing Education for All and controlling the spread of HIV/AIDS?).
- Third, the voice of ministers within the ADEA Steering Committee is growing stronger.

In addressing the two selected themes, presentations and discussions will remain grounded in the realities and experiences of practice. They will be drawn from ongoing experience that has been placed under the lens of close observation and careful analysis. Recognizing that a country-specific experience cannot be packaged and transferred elsewhere, the Biennale will help draw from each experience lessons that can be useful to policy makers in other countries.

The topic of sustaining and scaling successful education programs recognizes that imaginative and innovative educa-

tion initiatives and reforms in Africa have been numerous and widespread. Many of them, however, have been small, localized, and, unfortunately, not sustained. This poses three related challenges:

- To sustain what works;
- To extend promising reforms beyond one or two sites;
- To enable education systems to become more supportive of reforms that are effective by virtue of their strong local roots and leadership and manageable scale.

In order to help ministries tackle these issues, the program of the meeting will include sessions that address the theory and practice of going from pilot to scale; the system-wide mobilization of latent resources; the importance of communication strategies and networks for promoting viable policies; successful experiences from Latin America and South Asia; and the mainstreaming of nonformal education.

### HIV/AIDS: Exploring promising approaches

The Biennale will also devote a half-day to the issues of HIV/AIDS. One session will present ADEA’s ongoing exercise, which seeks to identify and analyze promising approaches within the education sector to dealing with the issues of the pandemic. A synthesis of ongoing and completed studies from 14 countries will be presented. In methodological terms, this approach is similar to that of the prospective, stocktaking review<sup>3</sup> of what

works, which fueled the program of the 1999 Biennial Meeting. There will be a presentation on a Southern African television program, *Soul City*, which has successfully delivered to a mass audience essential messages on how to confront, live, and deal with the dangers of HIV/AIDS. Another presentation will be on the recent history of and lessons drawn from conferences and meetings on HIV/AIDS and education in Africa.

As in the past, the Biennial Meeting will be attended by most African education ministers, selected senior officials, senior officials from the development agencies, and other professionals working on education in Africa. All sessions will be highly interactive with ample time for open discussion.

**RICHARD SACK**  
ADEA EXECUTIVE SECRETARY

1. The ADEA Bureau of Ministers is composed of ten African ministers of education chosen by their peers to serve on ADEA’s Steering Committee.

2. “Towards an African Renaissance and Renewed Partnerships: Lessons from a Biennial Meeting” in *The ADEA Newsletter*, Vol 12, Number 2, April-June 2000.

3. In 1998-1999, ADEA initiated a major exercise referred to as the “Prospective, Stock-Taking review of Education in Africa”. ADEA invited all African ministries of education and its Working Groups to identify initiatives that had been successful in addressing issues of access, quality and capacity building. A book on these experiences was published by ADEA based on case studies from 26 country teams and 7 Working Groups. The report is entitled “What Works and What’s New in Education: Africa Speaks!”

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# Program of the Biennale

Arusha, 7 - 11 October 2001

This year's theme "Reaching Out, Reaching All—Sustaining Effective Policy and Practice for Education in Africa," takes the 1999 Biennial theme "What Works and What's New in Education—Africa Speaks!" one step further. How can promising policies and experiences be extended beyond local sites? How can they be sustained? How can education systems be more supportive of such initiatives and reforms? These issues will be explored in plenary sessions followed by breakaway sessions designed to provide opportunities for smaller, more informal discussions.

## The Plenary Sessions

After the official opening of the meeting on October 8, 2001, there will be six plenary sessions. Each session will focus on a particular topic and will be animated by a panel of experts. The main topics explored will be:

### From pilot to scale: issues and experience

This session will develop conceptual and operational understandings of the issues at hand when taking pilot experiences and innovations to scale. Special attention will be given to the factors that contribute to the success and/or failure of "going to scale". In addition to a conceptual background paper, the session will have a close look at specific innovations that have been generalized in two countries: (i) teacher staff development through a small-grants competition in Guinea; and, (ii) initial literacy in local languages, which is being extended to all primary schools in Zambia.

### System-wide mobilization of latent resources

The main issue in this session is that education systems may have resources that are underused. If mobilized to the full extent, they could have significant, system-wide impact at little-to-no additional cost. Such latent resources could include teachers who are not teaching and buildings that are underused. This session will focus on two country experiences that have demonstrated how large-scale, system-wide benefits for quality and ac-

cess can be achieved at little-to-no additional direct cost. In South Africa, significant improvements in high school exams are partially attributed to the minister's attempt to reward good teachers and discipline poor ones and absentees. In Senegal, a program set up to monitor school norms and standards has contributed to improve success rates at the end of primary school exam that increased by 28% to 50%.

### HIV/AIDS

HIV/AIDS is taking a heavy toll on education systems in Africa. This session will report on the ADEA initiative on "Identifying Effective Responses to HIV/AIDS". At the Johannesburg Biennale, ADEA was challenged to apply the "praxis approach" to the problem posed to education systems by HIV/AIDS. Subsequently, case studies on promising approaches to tackling HIV/AIDS issues are underway in 14 countries. These studies will be presented, with a special focus on how and why the programs show promise within the context of the education system. Furthermore, a novel experience of educational entertainment or "edutainment"—Soul City—will be presented. The panel will draw lessons from this popular South African television program designed to transmit HIV/AIDS-relevant knowledge, attitudes, and life skills to the popula-

tion. Finally, the outcomes and findings of conferences on HIV/AIDS and education that have taken place in the past two years will be discussed.

### Communication strategies for combating HIV/AIDS and promoting education

Public awareness and support for education policies can only be generated through an adequate flow of information and feedback between policy makers and the population. This session will explore concrete examples of the use of communication strategies to promote education. It will be based on a paper entitled "Communication for Education and Development: Enhancing Stakeholder Participation and Commitment," which includes information on recent attempts by countries to employ communication strategies, techniques, and processes in support of educational policies. The session will also update participants on the Communication for Education and Development (COMED) program, which is providing on-going training to journalists and communication officers of ministries of education. ADEA will also launch an education journalism award, which seeks to encourage the production of quality articles on education written by African journalists and published in African newspapers.

### **Networks: A potent vehicle for going to scale**

How are networks and networking contributing to the development of education in Africa? This session will: (i) demonstrate examples of the power and the effectiveness of collaborative networking to mobilize the resources (knowledge, expertise, financing, etc.) needed for education systems to develop effectively; (ii) explore the processes by which effective networks have developed and “gone to scale.” ADEA Working Groups and other networks (SAQMEQ, APNET, FAWE, etc.) will focus on the effectiveness of networking arrangements for moving innovative ideas to scale.

### **From innovation to scale: Lessons from elsewhere**

This session will focus on experiences in Central America (Escuela nueva), Bangladesh (BRAC) and India (decentralization) that have successfully brought to scale innovations and reforms in basic education. The “presentations” will consist of two video documentaries of study tours of senior officials from African countries (including ministers) to become critically acquainted with these experiences. The study tours yielded productive reflections on alternative strategies for providing cost-effective quality education for all, as well as the limits of government action.

### **Mainstreaming nonformal education: Moving from the margins to the center**

The ADEA Working Group on Nonformal Education will present a “grounded theory” that will identify critical factors that promote or hinder the mainstreaming of nonformal education. It will draw on case studies from Africa, Latin America and Asia to formulate general principles and guidelines for “doing mainstreaming”.

## **Breakaway Sessions**

In addition to the plenary sessions, small group discussions will be organized to explore in greater detail the topics discussed during the plenary sessions. There

will be five groups; each will have a chair, a resource person, and a rapporteur. Each group will focus on a specific topic and aim at producing a set of relevant

thoughts, lessons, and recommendations. A synthesis of the groups’ discussions will be provided to the plenary during the Biennale’s closing session on October 11.

## **The Caucus of Ministers**

As at previous Biennales, the Caucus of African Ministers of Education will meet. Meetings of the Caucus—facilitated by ADEA—are central to the Association’s efforts to strengthen policy dialogue, pro-

mote African leadership, and create a climate of professional exchange among ministers. The meetings are also a channel through which the ministers make their concerns known throughout the de-

velopment agency community and influence ADEA’s agenda so that it reflects their needs. The Caucus of Ministers will report on its meeting to the plenary during the closing session.

### **The Biennales:**

### **A Major Event on Education in Africa and The High Point of ADEA’s Activities**

ADEA’s Biennial Meetings are the high point of the activities and life of the Association. The main objective of the meetings is to encourage and sustain frank and open discussions between African ministers of education, development agencies, and other education professionals. These discussions are vital for ADEA as they help to guide the Association’s future actions, open dialogue being a major key for better understanding and progress.

This year’s event will be ADEA’s sixth Biennial Meeting. Previous meetings were held in Manchester, U.K. (1991), Angers, France (1993), Tours, France (1995), Dakar, Senegal (1997), and Johannesburg, South Africa (1999). This year, the venue is the Arusha International Conference Centre (AICC), in Arusha, Tanzania. As with previous Biennial Meetings, the event will be attended by African Ministers and senior officials together with representatives from a large number of development agencies as well as selected professionals and researchers. The Biennale—which is organized with Tanzania’s Ministry of Education and Culture—will be opened by Vice-President Ally Mohamed Shein of Tanzania. About 230 people are expected to attend the meeting.

# Meetings Around the Biennale

As at previous ADEA Biennial meetings, ADEA Working Groups will take advantage of the presence of ministers and senior agency staff to present their work and discuss future activities. Some meetings will be held immediately before or after the Biennial Meeting. Others will take place during early morning or late afternoon sessions.

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## Communication for Education and Development (COMED) - Training Workshop for Journalists

The Communication for Education and Development (COMED) program will organize a workshop for journalists October 2-3, 2001. The workshop will take place in Dar-Es-Salaam at the Tanzanian Global Distance Learning Centre. The purpose of the workshop is to introduce journalists to the topics that will be discussed at the Biennial Meeting in Arusha. Themes such as “the role of the media in education and development,” “Partnerships in Education,” and “HIV/AIDS” will be discussed. Approximately 25-30 journalists from Tanzania’s print and electronic media will attend the workshop. Correspondents from the foreign press and communication staff from the Ministry of Education and Culture will also be invited.

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## Working Group on Finance and Education (WGFE) - Steering Committee Meeting

The Working Group on Finance and Education will hold a Steering Committee Meeting on October 6. Activities carried out since 1996 will be presented. Having undergone recent changes, this group is at the beginning of a new phase. An important item on the agenda for this meeting is discussion of the new orientations of the Working Group. The recruitment of a new coordinator for the group will also be discussed.

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## Working Group on Higher Education (WGHE) - Steering Committee Meeting

The Steering Committee of the ADEA Working Group on Higher Education will hold a one-day meeting in Arusha on Sunday, October 7, 2001. The meeting will review and approve the proposed work program for 2002, discuss opportunities for program implementation, review the proposed Memorandum of Understanding with the Association of African Universities (AAU), and be briefed on recent AAU activities.

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## Working Group on Female Participation (WGFP) - Presentation

The Forum of African Women Educationists (FAWE) successfully established Centres of Excellence in Kenya, Rwanda, Senegal, and Tanzania, which aim to create an enabling learning environment for girls in schools. On October 7, various stakeholders involved in the Centres of Excellence program will make presentations. They will share their experiences in gender responsive school management, empowerment of girls for effective participation in education, involvement of the community in supporting schools, and replication of the Centres. The potential for scaling up the experience of the Centres of Excellence will also be discussed.

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## Working Group on Early Childhood Development (WGECD) - Presentation

On October 9, the Working Group on Early Childhood Development will present the findings of case studies on ECD policy development conducted in Ghana, Mauritius, and Namibia. The lessons learned from the studies will be highlighted, particular those regarding the development and implementation of integrated ECD policies.

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### **Working Group on Education Statistics (WGES) - Steering Committee Meeting**

On October 9, ministers and member agencies of the Working Group are invited to attend a special session that will reflect on the future of the Working Group. A recent evaluation of ADEA Working Groups assessed that WGES was ready to be anchored as an institution in Africa. The main purpose of the meeting will therefore be to decide on what form this institutionalization will take. A sub-committee has been appointed to draft a strategic plan that includes alternative scenarios. This will be presented for discussion and decision making.

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### **Working Group on Books and Learning Materials (WGBLM) - Meeting**

The Working Group on Books and Learning Materials will hold an informal lunch time meeting on October 10. The meeting will follow up on the plenary session, focusing on multimedia educational materials currently used to raise awareness about HIV/AIDS. It will examine more closely the process of adapting these materials to suit different audiences, with specific reference to different country experiences.

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### **Working Group on the Teaching Profession (WGTP) – Meeting**

On October 11, the Working Group on the Teaching Profession, francophone section will host a lunch meeting to present and discuss its activities. This will include progress reports on the formulation of action plans to mitigate and manage the impact of HIV/AIDS on teachers. These action plans are being carried out in collaboration with ministries of education and health. The Working Group will also host an open house exhibition to which all interested parties are free to attend.

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### **OAU Decade of Education - Meeting**

The Secretary of State for Education of the Gambia (the host country of the Secretariat for the OAU Decade of Education in West Africa), will convene a meeting on Thursday, October 11. The meeting will brief West African ministers of education on progress made in implementing the recommendations made at two previous meetings: the Banjul Seminar on the Decade's Program of Action held in January 2000 and the Technical Experts' Meeting planned for September 24-27, 2001.

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### **International Institute for Capacity Building in Africa (IICBA) – Ministerial Consultation**

The IICBA will hold a Ministerial Consultation for ministers of education on October 7, 2001, to continue discussions initiated at the International Conference on Education held in Geneva, September 5-8, 2001. Possible areas for discussion are: Leadership for educational change—how to gain political support for reforms in education within the cabinet and ministry of finance; case studies on handling teachers' strikes, student protests and riots; centralization and decentralization in educational transformation; structural adjustment programs in educational development and financing. The Board will meet October 12-13, after the Biennial Meeting.

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### **Presentation of a Study on Secondary Education in Africa (SEIA)**

On Monday, October 8, The World Bank, in cooperation with other donor agencies, will present and explore the launching of a comprehensive study on Secondary Education in Africa (SEIA). The purpose of the study is to identify major lessons for reforms in secondary education in sub-Saharan African countries and provide a forum for discussion and policy dialogue among educators, decision makers, and donor agencies in the region. The study, which will contribute to existing and ongoing research in sub-Saharan Africa, will cover seven themes and produce a synthesis report. These will explore what works and what does not work in secondary education and will look at how successful strategies can be brought to scale.

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# A New Executive Secretary for ADEA

ADEA has great pleasure in announcing the arrival of its new Executive Secretary. Mamadou Ndoeye, of Senegal, was selected by the ADEA Steering Committee in May 2001 to become ADEA's third Executive Secretary.

Mr. Ndoeye has extensive experience in education. He holds degrees in philosophy, general and comparative psychology, and education research. He started his career as a teacher, teaching at all levels—primary, secondary and university. He then worked as an inspector and researcher in education. During the same period, he was secretary general of a teachers' union in Senegal and Vice-President of the International Federation of Teacher Unions. He served as Minister of Basic Education and National Languages in Senegal from 1993 to 1998. During this period, he developed a "faire faire" strategy that made it possible to establish partnerships between the government and NGOs and mobilize resources to increase literacy rates by 5% per year. In 1995, in order to reverse the drop in the primary gross enrolment rate (GER), he also launched the volunteer teachers program in Senegal. As a result of this policy, the GER increased from 55% in 1995 to 61% in 1998.

In 1998, Mr. Ndoeye joined the World Bank as its Coordinator for the United Nations Special Initiative for Africa (UNSI). He has held this position for the past three years. As UNSIA Coordinator, he organized seminars, study visits and other exchanges that have reinforced policy dialogue on reforms between a wide range of actors in education, including Heads of State. The exchanges have also helped to develop technical and institutional capacities in African countries, particularly in countries having the lowest enrolment rates. Thanks to these efforts, ministries, teacher unions, parents and NGOs have been able to identify obstacles to the development of education and are now engaged in promising programs to accelerate access and equity in their countries.

Mr. Ndoeye will officially take on his functions as ADEA's Executive Secretary in October 2001, immediately following the Biennial Meeting in Arusha, Tanzania. In the meantime, Mr. Ndoeye is working in close collaboration with the outgoing Executive Secretary, Richard Sack. Mr. Sack, who has been ADEA's Executive Secretary since 1995 will continue to play an active role for the development of education in Africa.

<http://www.adeanet.org/biennial/>

A special Web Site has been set up for the Arusha Biennial Meeting. The site has information on the agenda of the meeting, side meetings, as well practical information for participants and journalists travelling to Arusha. Papers prepared for the Biennial Meeting will be made available online as they are ready.



# Identifying Promising Responses to HIV/AIDS

The impact of HIV/AIDS on the education sector is increasingly apparent, especially in the most seriously affected countries. It is against this background that "Identifying Effective Responses to HIV/AIDS" was initiated over a year ago by ADEA. This article provides a broad overview of the initiative, the progress it has made, and the lessons it is teaching.

**D**uring the ADEA Biennial Meeting in Johannesburg in 1999, ADEA committed itself to respond to the challenges posed by HIV/AIDS. Using the methodology of the Prospective, Stock-Taking Review of Education in Africa, which focuses on assets and positive experiences, ADEA initiated a process to bring to the fore promising approaches and interventions in education systems from within Africa that address the problems and issues caused by the pandemic.

The initiative is based on the praxis approach, which is grounded in the concepts of analyzing assets rather than failures and of learning from doing. This stems from the conviction that there exists a wealth of knowledge and experience in Africa, which is capable of guiding innovative solutions and cost-effective policies. Making these innovative approaches known can deepen their effectiveness and strengthen effective solutions through partnership and sharing. In the same spirit, ADEA's HIV/AIDS ini-

tiative sets out to identify locally developed promising approaches and practices addressing HIV/AIDS that can be shared among African countries.

## *The country case studies*

In April 2000, ADEA contacted all African ministers of education, inviting them to identify and analyze promising interventions developed by their education systems in response to the problems and issues caused by HIV/AIDS.



Photographer: Gary Lewis, JHU/CCP. An AIDS mural painted by adolescents at Esikhawini Tecknikon, South Africa. Project of the Department of Health's Beyond Awareness Campaign.

It was proposed that country case studies be carried out to examine these innovative solutions. Case studies could cover either:

- measures in areas of education sector management designed to ensure sector development in the context of HIV/AIDS, or
- ways by which the education sector can respond to the challenges of HIV/AIDS through the transmission of appropriate information, knowledge, skills, and values.

The sharing of case study ideas, results and findings has been facilitated through sub-regional workshops among participating countries.

So far, 32 ministries have expressed their interest in participating in the initiative. Of these, 17 countries have agreed

on a topic and methodology for their country case study. ADEA set up a team of two technical advisors to support the country teams with the preparation of these case studies. The chart below gives an overview of the participating countries and the selected themes.

### Regional exchanges

ADEA seeks to contribute to a culture of Intra-African exchange of information and experiences. Hence, an essential component of the HIV/AIDS initiative is to invite teams to discuss the progress of their case studies through regional seminars. The objectives of the seminars are: (i) to assist the study teams complete their studies through peer review and expert advice, and (ii) to exchange experiences.

The first seminar, took place in Elmina, Ghana, March 17-19, 2001, in connection with the UNESCO Conference on HIV/AIDS and Education in ECOWAS countries. Nine West African countries participated: Burkina Faso, Côte d'Ivoire, Ghana, Guinea, Liberia, Mali, Niger, Senegal, and Togo. The workshop dealt with practical issues pertaining not only to the intricacies of research but also to the design and implementation of interventions. It was well attended, and the discussions were lively. The facilitators provided feedback on every presentation and gave participants the opportunity to contribute ideas and share experiences. This "peer review" approach was much appreciated by the participants.

A second workshop for Southern and Eastern Africa was held during the last

**Table 1: Themes and topics by Participating Country\***

COUNTRY	PROGRAMMATIC FOCUS	TOPIC
1. ANGOLA	Educational Programs	Evaluation of HIV/AIDS curriculum for schools and teacher training colleges.
2. BURKINA FASO	Educational/Community	Assessment of the experimental program to involve the whole village of Gaoua in the struggle against HIV/AIDS and STDs
3. BURUNDI	Educational Programs	Inventory of on-going HIV/AIDS related programs; followed by an analysis of one (or more) promising experiences
4. CONGO	Educational Programs	Inventory of on-going HIV/AIDS related programs; followed by an analysis of one (or more) promising experiences
5. GHANA	System Management	Documenting the process and politics of formulating a sectoral strategic plan for HIV/AIDS
6. LESOTHO	Educational Programs	Assessment of the peer approach with an NGO, the role of the teachers union, and evaluation of the school curriculum
7. LIBERIA	Educational Programs	Inventory of on-going HIV/AIDS related programs; followed by an analysis of one (or more) promising experiences
8. MALI	Educational Programs	Analysis of the <i>Clubs anti-SIDA</i> program at schools
9. NAMIBIA	Educational Programs	Assessment of the impact of mainstreaming HIV/AIDS in the curriculum and of the <i>My Future is My Choice</i> program
10. NIGER	Educational Programs	Inventory of on-going HIV/AIDS related programs; followed by an analysis of one (or more) promising experiences
11. SENEGAL	Educational Programs	Evaluation of HIV/AIDS related activities in the areas of (i) training, (ii) information dissemination/awareness raising, and (iii) production of learning materials
15. SOUTH AFRICA	Educational Programs	An assessment of the impact of the "Life Skills Program" on South Africa school-going children.
12. SWAZILAND	Educational Programs	Assessment of the impact of the <i>HIV/AIDS School Intervention</i> program
13. TANZANIA	Educational Programs	Evaluation of the <i>TANESA School Programme</i> in the Mwanza region
14. TOGO	Educational Programs	Assessment of the non-governmental PSI program
15. UGANDA	Educational Programs	Inventory of completed interventions with the aim to analyze what has been successful (or not)
16. ZANZIBAR	Educational Programs	Assessment of the impact of the <i>School Health Clubs</i> program

\* Countries with which ADEA has or is in the process of having a contribution agreement.

week of July 2001 in Swaziland. The workshop brought together ten countries from the East and Southern African region: Botswana, Kenya, Lesotho, Mauritius, Namibia, South Africa, Swaziland, Tanzania, Uganda, and Zanzibar. The objective of the workshop was to share experiences and to improve the country case studies through peer review and advice from the technical team. Observations for this workshop were similar to the one in West Africa, with support for and interest in the peer review approach. One of the clear messages from the Swaziland workshop is that country teams are actively involved and appreciate having the opportunity to undertake fieldwork, analyze the findings, and draft the reports. This was portrayed in the confidence exuded when presenting their studies at the workshop. But it is even more clear in the enthusiasm of the teams for going beyond mere analysis of what works. Participants expressed the need for a thorough investigation and understanding of the impact of HIV/AIDS on the education system, which would help countries develop appropriate policies and programs.

A third workshop for Central African countries is planned for next year, after the ADEA Biennale. Angola, Burkina Faso, Burundi and Togo have already submitted proposals and will be among the participating countries.

### **Some initial observations**

Countries participating in the initiative are at different phases in their case studies: some are writing proposals, some are conducting fieldwork, while others are at the data analysis or reporting phase. In each workshop, participants come together irrespective of the status of their case studies. Although it might be argued that participants should complete their case studies before a workshop is convened, such a strategy would delay the workshops significantly, because each country is working at its own pace. Moreover, holding a workshop while some countries are still conducting research allows them to share experience on the research process. Thus, participants are shar-

ing a much broader panorama of views and ideas.

### **The findings so far**

As most case studies are still in progress, it is too early to draw any conclusions. Yet some general observations can be made. Most case studies are concerned with school-based programs. All but one case study focus on curriculum approaches to fight the epidemic, rather than on the management and system-survival aspects. Ghana is, so far, the only exception. Ghana's case study aims at describing the process of developing a strategic plan for HIV/AIDS interventions in the education sector.

One explanation for this finding is that ministries have only recently started to assess and manage the impact on their sector. Although most aim at assessing the impact of the intervention, some flexibility is required in using indicators of success and determining a cause-effect relationship between programs and outcomes. Due to "background noise" in a changing environment, participants have placed more emphasis on process rather than on outcome, because the latter is difficult to measure.

### **Emerging trends and lessons**

The initiative is yielding valuable insights into the efforts to integrate HIV prevention. The initiative also demonstrates interesting perspectives on the responses of African education systems to the challenges of HIV/AIDS. As far as curricular interventions are concerned, the following are the most popular approaches to addressing HIV/AIDS issues in the education system:

- The use of peer groups among adolescents to transfer information and skills. This approach entails use of peer educators not only to convey information about HIV/AIDS but also to act as positive role models, helping others to translate new knowledge into healthy behaviors.
- Inclusion of HIV/AIDS in the school curriculum.
- Many ministries of education have in-

corporated into the formal school syllabus basic information about the virus and HIV/AIDS-related illnesses.

Case studies also reveal that ministries of education are not the only service providers in the education system. NGOs, religious groups, and even teachers' organizations have programs that offer school children information, knowledge, and skills for HIV prevention. Their involvement plays an important role in the design and implementation of HIV/AIDS prevention. In an environment characterized by many service providers, collaboration and coordination are needed, yet evidence shows that in some countries linkages between service providers is weak if non-existent. This is a concern, for there is need to ensure that programs are complementary rather than competitive.

Through the case studies it has become clear that the process of addressing HIV/AIDS in the education system is not without problems. This initiative provides an opportunity for ministries of education and other concerned agencies to work on the problems brought to the surface by the case studies. These include the lack of training or re-training of teachers in subjects into which HIV/AIDS units are being integrated and the lack of adequate management skills in implementing programs.

This initiative has been an eye opener to many people, especially education planners and managers. It could be viewed as a source of potential solutions that can guide innovative cost-effective policies. However, this requires close and rigorous analytical and critical examination. The lack of evaluation of programs has meant that few questions have been asked, and policy makers have had no grounds for program improvement. Further issues on policy implications may surely arise, yet, the enthusiasm expressed by the ministries in joining the program is clearly seen in the readiness with which they take ownership of not only the process but also findings of case studies.

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# HIV/AIDS:

## What the Working Groups Are Doing

At the Johannesburg Biennale in December 1999, ministers of education declared HIV/AIDS as one of the main obstacles to educational development in Africa. ADEA Working Groups were asked to reflect on the part they could play to help fight the pandemic and to incorporate HIV/AIDS in their agendas. Below is a summary on how ADEA Working Groups are assisting countries to tackle HIV/AIDS.

### Understanding the impact on African Universities

This past year the **ADEA Working Group on Higher Education (WGHE)** commissioned seven case studies to examine the impact of HIV/AIDS on African universities. The purpose of the studies was to generate understanding of the way the

disease is affecting African universities and to identify responses and coping mechanisms that could be shared with sister institutions in similar circumstances. The case studies are synthesized in a report entitled “Challenging the Chal-

lenger—Understanding and Expanding the Response of Universities in Africa to HIV/AIDS.” The article on page 14 summarizes the findings of the report.

### Focusing on teachers and the teaching milieu

The populations most affected by the HIV/AIDS epidemic are in the school and university-going age groups. The teaching profession is paying a high price, especially through the loss of skilled teachers. With the dramatic reduction of the teaching force, attempts to fight HIV/AIDS through the education system is weakened.

The plan of action prepared by the **Working Group on the Teaching Profession**, in association with ministries of education and health, spans the period

2001-2003 and is applicable to all 14 member countries of the WGTP/fs. Activities are designed to curb the effects of HIV/AIDS on the teaching force, by reducing the incidence among teachers. This should begin by evaluating the number of teachers with AIDS. Despite the fact that free and anonymous screening tests are provided, many teachers are reluctant to be tested, and additional psychological support is necessary. Information sessions will be offered, and efforts will be

made to create a network of teacher-support groups. Other activities aimed at reinforcing HIV/AIDS prevention in the teaching profession include setting up and mobilizing teacher support networks and medical and psychological teacher-support systems. In order to coordinate these activities, a plan for management, coordination, and evaluation will also be established.

### Managing risk behavior

The **Working Group on Nonformal Education** is embarking on a promising initiative to help promote behavior change in adults and out-of-school youth in order to prevent the spread of HIV/AIDS. This initiative is based on the view that while progress has been made in providing information and knowledge about HIV/AIDS, it is not clear that this in itself is leading to the type of behavior change that is essential for prevention. The provision of information and knowledge tends to target adults in ways that may be

inappropriate, because the emphasis is on preaching and prescribing with alarmist facts and figures. A more promising approach might be to recognize that adults generally make decisions about their own behavior and take responsibility for the consequences of their actions. Human beings are risk takers by nature and risk is involved in many of our everyday decisions and activities. On these grounds, the Working Group is adopting an approach to HIV/AIDS prevention that helps individuals to recognize and un-

derstand risk situations and then make decisions on sexual behavior and how best to manage risk behavior.

The initiative will be tried out through pilot activities in Malawi and Zambia for adults and out-of-school youth in selected communities. Work in this area is intended to parallel a similar initiative that the Commonwealth Secretariat hopes to pioneer in Botswana for the formal education system, working in collaboration with the International Labour Organisation (ILO). There is a growing

➡ *Continued on page 12*

→ Continued from page 11

literature on management of risk behavior relating to such areas as choice of food, alcoholism and drug abuse, environmental safety, etc.

In many ways society is moving towards empowerment of individuals to

make choices and deal with the consequences. The role of governments and responsible organizations is to provide a basis for understanding risk factors and how to manage risk behavior, rather than to impose standards and ethical prefer-

ences. It is hoped that this mature approach of putting people in charge of making choices will build on the successful work already being done to provide information and knowledge about HIV/AIDS.

## Facilitating access to information

Through the Forum of African Women Educationists (FAWE) the **Working Group on Female Participation** is helping to fight the spread of HIV/AIDS by demystifying the facts for children, especially girls, and improving access to information. FAWE is working through its national chapters, which operate at the grassroots level in different countries.

In Gabon, the main objective of the project is to provide accurate information on HIV/AIDS suited to girls. This project also equips teachers with counseling skills on HIV/AIDS. The Namibia chap-

ter will target eight regions in the country where it plans to hold meetings in schools to increase awareness of the disease, establish HIV/AIDS health clubs, and train female teachers in HIV/AIDS counseling. In Kenya, FAWE will establish peer counseling clubs in the Thika district, which has one of the highest rates of HIV/AIDS prevalence in the country; it will also train teachers in HIV/AIDS counseling. The Togo chapter intends to sensitize students in Lomé schools on HIV/AIDS. The project aims at strengthening girls' awareness through peer edu-

cation. Teacher training in AIDS counseling to victims is also planned. Zambia will translate into four local languages a total of 4000 copies of an HIV/AIDS sensitization booklets developed by the Ministry of Education. These booklets will be disseminated and used mainly to improve girls' awareness of the disease.

FAWE national chapters in three other countries are finalizing HIV/AIDS project proposals that will be launched in the next few months.

## Educating while entertaining

At the Biennial Meeting in Arusha, the **Working Group on Books and Learning Materials** (WGBLM) will present an innovative approach to getting key socio-educational messages across to a particular target audience. Drawing from the example of "Soul City"—a successful interactive media package designed to enhance HIV/AIDS awareness in South Africa—the presentation will explore the process of adapting these materials in Lesotho, Swaziland, Botswana, and Namibia.

Although *Soul City* uses living with HIV/AIDS as a recurrent theme throughout its materials, their programs are set within the wider context of key social issues concerning the empowerment of

women and girls, community mobilization, sexism, substance misuse, and HIV/AIDS. Life skills materials for schools and educational materials for specific groups of learners have been developed to back up the TV and radio programs that are part of the *Soul City* package in South Africa.

Extensive evaluations have shown that *Soul City* has succeeded in reaching over 75% of the South African population and that it has had significant impact in terms of knowledge gain and attitude change. *Soul Buddyz*, the complementary multimedia program for young people between 8 and 12 years, is the most popular children's program in South Africa.

Harriet Perlman from the Institute for Health and Development Communication (IHDC) will focus on the process of going to scale in neighboring countries with the *Choose Life* materials, designed for 12-16 years old. The strategies used include the formation of partnerships with NGOs and ministries of health and education in the target country, using formative research to gauge what works and what does not work in different community contexts, and adequate adaptation and marketing of the materials.

The experience of adapting the materials to suit different audiences will be examined in greater depth at a WGBLM meeting during the ADEA Biennale.

## Other Working Group activities...

In addition to the above mentioned activities, other ADEA Working Groups are also committed to the fight against HIV/AIDS. The Working Group on Education Statistics plans to include questions on HIV/AIDS in school survey questionnaires on a pilot basis. Other Working Groups will communicate their programs as they are decided.

# IIEP's HIV/AIDS Program

In September 2000, the International Institute for Educational Planning (IIEP) held a workshop on HIV/AIDS and education to find out where action was most needed. The participants included ministry of education personnel, researchers and development agency staff. It became clear at that meeting that accurate data was lacking on: (i) what was happening to different community groups and why; and, (ii) how to mitigate the impact of the pandemic. Participants also pointed out that this type of information should be systematically collected and widely disseminated. IIEP developed its "HIV/AIDS and Education program" based on these priorities.

**T**he HIV/AIDS and Education program at IIEP supports country initiatives seeking to manage education systems under HIV/AIDS conditions. The program's three priority areas are information sharing, action research, and capacity building.

## Information sharing

This area seeks to share information about new studies, interventions, promising practices, tools, and programs. The objective is to provide planners at national and local levels with useful insights on the design of impact studies and appropriate response measures. Information sharing also helps to better coordinate efforts between various groups working within and between countries.

To facilitate this resource-sharing, a clearinghouse on the impact of HIV/AIDS on education has now been established. It currently has a collection of about 450 studies and news items. The main goal is to systematically collect the latest HIV/AIDS news and documents and make them available to colleagues. Where possible, IIEP is seeking to provide support for regional database development. Information which is collected and shared

mainly includes: (i) data on the impact of HIV/AIDS on education systems; (ii) methods for measuring impact; and, (iii) best practices and measures to help curb as well as cope with the effects of the pandemic.

The clearinghouse is an ongoing information service coordinated by IIEP but undertaken with the assistance of many colleagues coming mostly from governments working with both formal and nonformal education systems, researchers, NGOs, faculties of education, management institutions, documentation centers, and international agencies.

## Action research

IIEP is undertaking a three-year action research study in five anglophone African countries to determine the impact of HIV/AIDS on education. The studies—which focus on one district in each country—will help find ways to cope with the epidemic and monitor interventions, targeted especially to specific impacted groups. This work will also provide process information for how to undertake such research. Similar work will be undertaken in francophone countries at a later date.

## Building capacity

The program also aims at building capacity through training, the development of training materials, electronic forums, and regional workshops. Topics that will be covered in the training modules include: (i) how to undertake impact assessments; (ii) looking at a range of measures to manage education systems in the context of HIV/AIDS; and, (iii) how to mobilize efforts in communities and across sectors. The training programs, forums and regional workshops are pertinent to all countries, but are particularly relevant for the Africa region, where the situation is a matter of great urgency. Colleagues are invited to participate in the next IIEP Virtual Institute forum, which will take place from October 15 to November 9 [See Box below].

**HELEN CRAIG**

HIV/AIDS AND EDUCATION PROGRAM  
IIEP

For further information on the IIEP program, please contact:  
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h.craig@iiep.unesco.org

Concerning the information sharing service, please contact:  
**Tara Bukow**  
t.bukow@iiep.unesco.org  
or the IIEP Web site at  
<http://www.unesco.org/iiep>

## IIEP Virtual Forum on the Impact of HIV/AIDS on Education 15 October - 9 November 2001

The Internet-based discussion forum will address three main concerns related to the organization of education systems within the context of the HIV/AIDS pandemic: examining unquestioned assumptions about how formal schooling is currently organized; flexibility in education provision to accommodate changing needs; and, enhancing student responsibility. Background documents will be provided for participants to read and reflect upon prior to the launching of the forum. This forum will be in English; a similar one in French is foreseen for 2002. A final report will be posted on the IIEP web site to disseminate the information gathered and reflections shared.

**If you would like to participate in the forum, send a message to Helen Craig at [h.craig@iiep.unesco.org](mailto:h.craig@iiep.unesco.org)**

# Conspiracy of Silence: AIDS on African Campuses

In what ways have universities in Africa been impacted by HIV/AIDS? How are they responding to the pandemic? What HIV/AIDS-related teaching, research, and services have they undertaken? This past year, the ADEA Working Group on Higher Education (WGHE) commissioned case studies to explore these issues. Following is a summary of the report entitled “Challenging the Challenger — Understanding the Response of Universities in Africa to HIV/AIDS.”

The tale is heart-rending. And for once the damage stems less from what has been said and done than from what has not been said and what has not been done. The failure of many African universities to speak out and confront the HIV/AIDS crisis head-on means that valuable time has been lost. The result is the unraveling of hard-won development gains and crippling prospects for the future.

Prof. M.J. Kelly of the University of Zambia documents this conspiracy of silence. The report is based on case studies commissioned by the ADEA Working Group on Higher Education (WGHE), which seeks a better understanding of the way the disease is affecting African universities and hopes to identify responses and coping mechanisms that may be shared with sister institutions. The case studies report on experiences of seven universities in six countries: Benin, Ghana, Kenya, Namibia, South Africa, and Zambia.

At about the same time as these studies were being conducted, an independent investigation was taking place under the auspices of the South African Universities’ Vice-Chancellors’ Association (SAUVCA). The SAUVCA project was concerned with the impact of HIV/AIDS on teaching, research, management, planning, policy, and practice in each of the 21 universities in South Africa. Material from the South African study is also included in the report.

## **A disquieting picture**

Each of the case studies commissioned by the Working Group on Higher Education follows the same format. Thus, each study addresses the same six questions:

- In what ways have the universities been affected by HIV/AIDS?
- How have the universities responded to the presence of the disease?
- What steps are they taking to control and limit the further spread of the disease in their communities?
- What HIV/AIDS-related teaching, research, publications, and advisory services have the universities undertaken?
- How do universities propose to anticipate and address the larger impact of HIV/AIDS on the national labor market for university graduates?
- Should universities increase access to their courses, including distance education courses, to compensate for expected national losses in skilled professional personnel?

The over-riding message that comes from the case study institutions is that they lack good information about the HIV/AIDS situation on their campuses. In the author’s words, “a thick cloak of ignorance surrounds the presence of the disease in the universities. This cloak is amply lined with layers of secrecy, silence, denial, and fear of stigmatization and discrimination.”

While there may be differences in the details, the studies show that HIV/AIDS has a serious impact on the fiscal situation of the university in much the same ways as it has on other institutions. The disease increases costs, reduces productivity—especially through high absenteeism, diverts resources, and threatens sources of income. Although the case studies provide little hard evidence in these areas, they make it clear that universities are experiencing all four effects.

One of the more interesting findings to emerge from the synthesis report con-

cerns the social life of students on campus and the extreme vulnerability of female students, workers, and those in precarious circumstances. Kelly says the reports “are shot through with concern about the subordinate status of female students and, in particular, their inability to negotiate for either no sex or safer sexual practices.” He speaks about “consensual rape,” whereby, because of her lack of empowerment, the female partner unwillingly consents to intercourse in order to preserve a relationship, avoid a beating, ensure financial support, or repay favors. The case studies suggest the prevailing climate on university campuses may encourage such violence.

The evidence from the case studies also suggests that the university is a high-risk institution for the transmission of HIV: “Sugar-daddy” practices, sexual experimentation, prostitution on campus, unprotected casual sex, gender violence, multiple partners, and other high-risk activities all exist to a greater or lesser degree. Therefore, the report recommends, the entire university community, but in particular the university management, needs to face this crisis squarely. “In the HIV/AIDS context of university life today, the university culture is in danger of affirming risk more than safety. It is in danger of affirming death more than life.”

## **Few institutional responses**

Describing university responses to the HIV/AIDS crisis, Kelly says the case studies point to an “awe-inspiring silence” at the institutional, academic, and personal levels. This points to a failure to translate a needed awareness about HIV/AIDS into any form of meaningful action plan. Universities tend to leave responsibility to

concerned individuals and groups; they provide no institutional response, such as framing policy guidelines, taking a proactive role, mounting workplace education programs for the protection of staff, or mainstreaming HIV/AIDS awareness into university financial planning and management.

In the absence of university policies, the inclusion of HIV/AIDS in teaching programs depends greatly on initiatives coming from individuals or departments, without any particular support from the top. The results tend to be piecemeal, though the case studies concur in citing medical and health-science programs as an exception to this rule. These departments usually require all students to participate in courses that cover all aspects of the disease, even though they may focus mostly on its medical and clinical aspects. Other departments are also trying to integrate relevant aspects in the study of geography, administration, education, ethics, psychology, gender studies or life sciences. But such initiatives should be extended to all university programs, including teaching, management, fieldwork, curriculum design, professional training, assessment of future needs, financial and human resource planning, and research.

### **Good university research on AIDS**

One of the brighter findings of the case studies concerns research and the contribution of African universities to international understanding of HIV/AIDS. The research covers all areas—scientific, medical, social, and communication—and frequently extends to community outreach and advisory/consultancy activities. There is a steady output of research from graduate-degree programs, and university staff are increasingly involved in helping to frame national policies, conduct workshops for government departments, and provide support for NGOs. There is even evidence of special funding for HIV/AIDS-related investigations. But although impressive research is being conducted, the case studies also make clear that information is not well shared within or among universities.

### **A proactive policy and total commitment are needed**

The synthesis report describes how the universities have begun to take steps in the right direction, how they possess a wealth of knowledge and expertise to respond to the epidemic, and how they benefit from the commitment of many individuals who are already involved. Nevertheless, the conspicuous absence of a coordinated strategy is, according to Kelly, “the essential weakness of the university response to the disease.” Kelly proposes that universities learn from how industry has responded to the HIV/AIDS crisis and cites the giant industrial group, Anglo-American, as a possible model.

Universities exist to generate, select, adapt, transmit, and preserve knowledge and to stimulate intellectual life and cultural development. They must be conscious of this mission in their approach to HIV/AIDS, which comprises both an inward-looking and an outward-looking dimension. The inward-looking dimension reflects the concern a university should have to sustain itself as a functioning institution and keep itself in good working order. The outward-looking dimension relates to the university’s core functions of teaching, research, and service and what is needed to produce quality graduates who have the skills needed to understand and manage the HIV/AIDS crisis in their country.

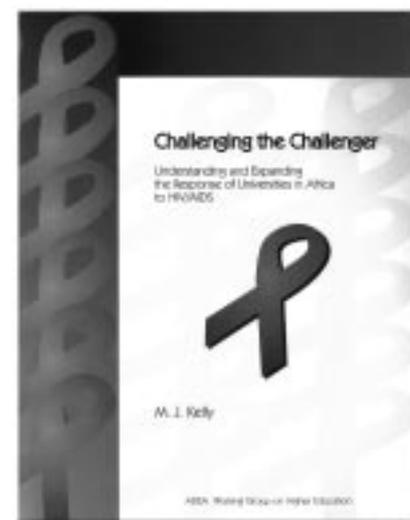
In conclusion, Kelly outlines the fundamental principles that must support such a two-pronged strategy:

- Get the facts about HIV/AIDS out into the open and break every form of silence, secrecy, and shame that enshrouds the disease.
- Recognize the extent to which HIV/AIDS has been feminized and thrive on the subordinate status and subjugation of women. Hence, act urgently to promote greater gender equity, to overcome the social and other constraints to enhanced female participation, and to lead by word and by deed in transferring power and responsibility to women.
- Ensure that the entire university culture is enlightened by human rights

principles. Use deliberate and conscientious adherence to these principles to reduce vulnerability to HIV/AIDS and to help those infected or affected by the disease to live in dignity. Allow no form of stigma or discrimination to find a haven within the institution.

- Recognize that persons living with HIV/AIDS are among the most important actors in any program to contain and control the disease; the university should involve them in every aspect of its HIV/AIDS activities.
- Coordinate university plans and programs with those at the national level so as to ensure greater synergy, unity of direction, complementarity of activities, access to, and more efficient use of resources.

The case studies insist that there must be dedicated leadership among the university’s top management. HIV/AIDS is a matter of life and death, for individuals and for systems. Implementing an institution-wide HIV/AIDS program requires commitment, people, skills, materials, and funds. And it will always require a sense of urgency. ■



**Challenging the Challenger — Understanding and Expanding the Response of African Universities to HIV/AIDS**  
Prepared by M.J. Kelly. Published by the ADEA Working Group on Higher Education. March 2001.

**ADEA To order, please contact:**

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1818 H Street, N.W. - Washington D.C.  
20433-USA

# Calendar

## ADEA Activities

### September 2001

Working Group on Books and Learning Materials (WGBLM)  
Workshop on Trialling Gender Sensitive Editing Materials  
South Africa and Lesotho

### September 24-28, 2001

Working Group on Books and Learning Materials (WGBLM), UNICEF, USAID, Aga Khan Foundation  
Regional Inter-Agency Meeting on Quality Improvement Materials  
Kampala, Uganda.

### October 2-3, 2001

Communication for Education and Development Program COMED  
Training Workshop for Tanzanian journalists  
Dar-es-Salaam, Tanzania.

## Other Activities

### September 5-8, 2001

International Conference on Education  
Geneva, Switzerland

### October 15, November 3, 2001

UNESCO General Conference  
31<sup>st</sup> session.  
Paris, France.

### November 5-8, 2001

Working Group on Books and Learning Materials (WGBLM)  
Regional meeting on Book Sector Strategic Planning  
Niamey, Niger

### November 12-16, 2001

Working Group on Education Statistics (WGES).  
NESIS Workshop – Validation of the Technical Module “Collection and Management of Statistical Data in Francophone West Africa.”  
Ouagadougou, Burkina Faso

### December 2001

ADEA National Working Group Symposiums  
Uganda, Tanzania  
Dates to be confirmed.

### December 9-13, 2001

XII<sup>th</sup> International Conference on AIDS and Sexually Transmitted Diseases in Africa.  
Ouagadougou, Burkina Faso

**Dates and venues may change. For more information please consult the ADEA Web Site ([www.ADEAnet.org](http://www.ADEAnet.org))**

## ADEA Biennial Meetings

### October 7-11, 2001 ADEA Biennial Meeting Arusha, Tanzania

#### October 10, 2001

ADEA Caucus of African Ministers  
Arusha, Tanzania

#### October 11, 2001

ADEA Steering Committee Meeting  
Arusha, Tanzania

#### ■ ADEA Working Groups:

Meetings for the following groups will be held immediately before or during the Biennale: WGFE, WGHE, WGFP, WGES, WGEC, WGBLM, WGTP, WGESA.

#### ■ Other meetings:

COMED workshop, OAU Decade of Education meeting, IICBA ministerial consultation, presentation of a study on Secondary Education in Africa (SEIA).

Please refer to pages 6-7 for more ample information.

## New....

### Publications.....

- **Le redéploiement des enseignants en Guinée** – Gestion de l'opération et des résultats. (second edition). ADEA Secretariat, 2001.
- **Revue de l'analyse sectorielle en éducation au Burkina Faso 94-99** – Working Group on Education Sector Analysis, 2001

English versions are in production

*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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Development of Education in Africa

Quarterly Newsletter published by ADEA

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