

# IIEP NEWSLETTER

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## AIDS and education in Africa

**J**ust a decade ago, a visitor to rural Uganda could already see the signs of the horrors to come. A skeletal man with festering abscesses on his skin... a spindly grandmother who had lost her four sons and daughters-in-law to the 'slim disease', caring for 20 grandchildren in a house without electricity or running water... an HIV-infected child in the lap of his dying mother...the warnings were as clear as the terror in that 3 year old's eyes (*Newsweek*, 17/01/2000). Today, AIDS has become the largest killer disease amongst adults in Africa, especially in the sub-Saharan region. This continent accounts for nearly 70 per cent of the HIV-infected people in the world. Data on the disease recently published by UNAIDS indicate that seven out of 10 newly-infected people are in Africa, and that 85 per cent of AIDS-related deaths and 95 per cent AIDS orphans are also in Africa.

The impact of AIDS in the Southern Africa sub-region has been tremendous. A report published in *The Economist* in February 1999 showed that between a fifth and a quarter of the HIV infected adults are found in Botswana, Namibia, Swaziland, and Zimbabwe. In Botswana during the next decade, life expectancy will drop from around 70 to 40 years. In Zimbabwe, pregnant women tested in 23 sites for HIV in 1999 showed an

*As the world enters the new millennium, Africa is facing one of the most terrible dramas in its history as AIDS tightens its deadly grip on the continent. Scenes reminiscent of the plague years in medieval Europe have become part of everyday life, leaving behind generations of children without parents, schools without teachers, countries without manpower. These tragic circumstances raise two questions for educational planners. What impact does the disease have on the operation of education systems? And what can education offer in the fight against the disease? As one of the main trainers of education managers in Africa, IIEP is beginning to rethink its role...*

impressive prevalence rate of 20 and 50 per cent. About a third of these women will transmit the virus to their children. South Africa is now the host to one in ten of the world's new infections – more than any other country.

One of the important features of the AIDS epidemic is that it infects mostly the working age groups (15-49 years) and thus badly affects the productive sectors of the economy. A

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Some of the 32 children orphaned by AIDS who live with their aunt and grandmother in a two-roomed house in Lusaka

© Geert van Kesteren



Ugandan mother and child – both sick with AIDS

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# New knowledge, equity and educational policy

**T**HE content of knowledge increases in everything Man makes. Not only are computers or vaccines continuously improved by new insights gained from intensive research – so are jogging shoes, hybrid corn or trucks.

In former times, most of the knowledge on which humans based their existence and actions was specific and local – about what plants were edible, what animals could be herded, which insects were dangerous, which waters were suitable for fishing. The new knowledge on which we now, more and more, base our lives and choices is increasingly general and global – it can be used by everyone everywhere, such as the Pythagorean theorem, the periodic table of chemistry or the principles of human physiology. The rate of producing new ideas – scientific discoveries and inventing better ways of doing things – has been unprecedented in the 20th Century. It will surely accelerate in the 21st.

The benefits from such new knowledge are not evenly distributed – whether among continents or countries, groups or individuals within those groups. Indeed, the clear and present risk is that the growth in new knowledge may increase inequalities. The digital divide is not the only one widening.

The growth in new knowledge cannot and should not be halted. But its distribution must become more even and its use for human purposes more equitable. The only efficient – indeed, the only possible – way of achieving this, is through education. Hence education must reach all and must be exploited in the service of all.

If this is to be accomplished, education systems must work. They must have the manpower, the proficiencies and the resources to catapult pupils and students to the new frontiers of knowledge so that they, in turn, can make full use of their talents and add to the common heritage of humankind.

Helping to build the capacity of education to develop the abilities of all individuals is the task of the IIEP. It is a task that will grow more important in the 21st Century as the impact of new knowledge expands in all spheres of life and in all corners of the world. If we do not succeed, the net result will be greater disparities, inequalities and conflicts in a shrinking and overpopulated world. Without a doubt, it is the task of IIEP staff to use their knowledge on education to make education systems work well.

GUDMUND HERNES,  
DIRECTOR, IIEP

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## Gabriel Carron retires

**A**FTER 30 busy years working at the Institute, Gabriel Carron retired on the eve of the new millennium. One of the most familiar figures around the house, Mr Carron worked not only in research but also organizing courses and seminars in Africa, Asia and Latin America. More recently most of

Mr Carron's time was spent co-ordinating the many and varied research and training programmes of the Institute.

However, we will probably still see him around the Institute since he continues to participate in one or other of our activities.



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# Community schools in West and Central Africa

## Characteristics, assessment and perspectives

*Faced with a demand for education which is not being satisfied by the state, numerous communities, often rural areas, have embarked on initiatives to create schools, generally based on the model of public schools but with reduced resources. In other cases, governments have inspired communities to develop schools of a new type, based on interesting experiments in alternative teaching models and adaptation to the local environment in response to the needs of those most educationally deprived. Despite the many difficulties, these experiments usefully complement a state education system cruelly lagging behind demand. Also, community dynamics, the development of local partnerships, integration in the local environment, and the quality of social relations generated by such schools, are providing a new impetus for improving state schools.*

**T**HE emergence of community schools could be the result of two approaches. The *first* derives from local initiative. Long called 'spontaneous schools', Chadian community schools came about due to the collapse of the state system during civil and military turmoil. The communities organized themselves to create schools, following the model of public schools and drawing on local financial resources. In Togo, the first schools set up by communities, weary of waiting for the creation of a state school, were qualified as clandestine. These schools operate generally with limited means,

poorly trained and unqualified teachers; and the communities are often anxious for the state to take over. On the government side, initial reticence has slowly given way to recognition of their contribution to the national education effort.

The *second approach* is represented by the Basic Community Schools (*Écoles communautaires de base – ECB*) of Senegal. The state promoted the creation of 200 community classes based on an alternative education model. This initiative targets young people aged nine and above and allows students to complete basic education in only four years, following a locally-adapted curriculum (including practical training and the use of national languages). An NGO is playing the role of a catalyst in getting communities involved, and state support has been consistent, especially with the payment of teachers' salaries.

The Non-formal Basic Education Centres (*Centres*

*d'éducation de base non formelle – CEBNF*) of Burkina Faso, the Nafa centres in Guinea, and the Education Development Centres (*Centres d'éducation pour le Développement – CED*) in Mali are all based on this quest for an alternative model, better adapted to the expectations and possibilities of a public living outside of the formal school system.

### Teaching: copy the existing model or innovate?

In programmes where the state encourages communities to provide alternative education and practical training, teaching methods differ from the practice of formal education by drawing on adult literacy techniques. In the Nafa centres in Guinea, the programme is not structured according to content, but according to basic skills, each skill drawing on knowledge from several areas.

The two approaches differ fundamentally according to their aims: to offer basic education equivalent to formal state schools, with the premise that studies can be continued at secondary school level; or to provide practical training relevant to the local environment. The difference also



A Local Initiative School in Païo, Savanna Region, Togo

varies according to the public targeted, usually they are older in the alternative model.

As for adapting education to the environment and using national languages, parent strategies are often contradictory. Whilst wishing that schools serve local development, many parents expect their children to study longer, even at the price of cutting them off from their local roots.

## Community participation

Enjoying genuine legitimacy and the support of local officials, the management committee is often able to get villagers totally involved in the school. However, the participation of the community in running the schools is not without problems.

Often restricted to a small number of interested parties, local enthusiasm and good will can peter out with time. To this is often added the problem of illiteracy among committee members, and their lack of preparation for management responsibilities. Thus, their weakness in foreseeing needs and adequate financial resources is incompatible with their responsibility as an employer of teachers.

The uncertainty of the community's collective resources, often linked to income from harvests (gum arabic or cotton in Chad) also affects school management. Created during a period of prosperity, the school can become a heavy burden when farm incomes decline. In the poorest areas, the conditions for accommodating students are often rudimentary: makeshift constructions, tree-trunk desks, absence of running water or toilets.

However, the resourcefulness of a teacher or a member of the community can allow a minimum of means to be obtained for successful operations: teaching guides, a few books and notebooks, etc.

When the local initiative is launched by the state, often in collaboration with NGOs, experience shows that once the initial enthusiasm is over, it can be difficult to generate continuing commitment. Moreover, the excessive involvement of an administration anxious to obtain fast results can work against village participation. The initiative is perceived as a 'project' coming from outside of the community which then withdraws into a passive role, expecting everything to be done by the state or the NGO.

## Well integrated teachers but poor working conditions

Community schools are characterized by the solid integration of the teacher within the local community and good social relations created around the school project. Teachers are often young people from the community itself, usually very motivated, at least at the beginning. The pressure and control exercised by the surrounding community guarantees low absenteeism. Community schools can also project a positive image for parents, compared to the laxity and lack of discipline perceived in state schools. Thus, in Togo, when the state-school teachers were on strike, the Local Initiative Schools continued to operate.

However, an uncertain status, the absence of a work contract, limited

career prospects, the lack of social security, and low and uncertain payment are not very motivating for teachers employed by communities. Thus, the enthusiasm, much like voluntary work at the beginning, can progressively degenerate into disillusion. The employer-employee relation is founded on an informal agreement rather than a formal contract with full social coverage.

The participation of the state in paying for community teachers is without any doubt a considerable plus for the smooth operation and continuity of programmes (Burkina Faso, Guinea, Senegal).

## State support: need for greater consolidation

When the state is solidly behind setting up community schools, its support usually takes the form of planned projects and external financing. Their experimental nature allows a concentration of resources on a small number of schools. The problem is thus how to expand the model to include a wider number. Another difficulty arises from the low involvement of public administrations responsible for primary schools, which do not pay much attention to non-formal education.

Schools created by community initiative can also suffer from a lack of support from the state: the disinterest of inspectors, the absence of qualified personnel, and insufficient teaching materials. In Togo, the state decided to send teacher-administrators into some Local Initiative Schools to assume management responsibilities.

In Mali, the state delegated the implementation and financing of the schools (CED) to NGOs which were already working in the communities. Once innovative and creative in many ways, this formula for delegated management has today run out of steam. Beyond a certain point, the state can hardly fulfil its regulatory function of promoting alternative models without providing additional technical and financial resources.

**Table 1. Community schools, number and enrolments**

	Chad 1998/9	Mali 1997/8	Togo 1998/9	Senegal 1997/8
<i>Community schools:</i>				
number of schools	1 073	1 423	929	-
number of pupils	135 600	88 981	83 223	9 933
number of teachers	2 386	2 323	1 595	-
% of pupils in community schools	16%	10%	9%	-
<i>Teacher/pupil ratios:</i>				
community schools	57	38	52	-
state schools	74	55	49	-

continued p.6 □□



# What works and what's new in education: Africa speaks!

Report on ADEA's 1999 Biennial Meeting<sup>1</sup>  
Johannesburg, South Africa, 5-9 December 1999



*Africa's education systems aren't just full of problems and failures. There are also valuable experiences worth learning from and sharing. Since 1998, ADEA has initiated an ongoing process engaging ministries of education across Africa to look back, assess and analyze what has worked in their countries. The Biennial Meeting was the culminating event of over a year of work conducted by country teams and ADEA Working Groups. This exercise generated a rich stock of experience-based knowledge that will help countries build on past and present accomplishments.*

**E**VERY TWO years, ADEA holds a major meeting gathering all ministers of education of sub-Saharan Africa, senior representatives of development agencies and education researchers and professionals. The biennial meetings are an opportunity for African ministers of education and their development partners to network and share information in a professional and informal atmosphere. Each meeting focuses on a theme related to educational policy.

## Focusing on what works...

This year the theme was *What works and what's new in education: Africa speaks!* The meeting, opened by President Thabo Mbeki of South Africa, was held in Johannesburg, 5-9 December 1999. It was co-ordinated with the EFA-2000 sub-Saharan Africa Conference. The ADEA Biennial brought to the fore interventions (projects, innovations, programmes, policies, etc.) coming from within Africa, that have provided solutions to three major challenges facing education in Africa: access, quality and capacity development. For this, an ambitious exercise – the *ADEA Prospective stock-taking review of education in sub-Saharan Africa* – was launched in 1998. Ministries of education of all countries in sub-

Saharan Africa were invited to identify educational experiences which they considered to have had successful outcomes. Country teams then proceeded to document these experiences and draft reports. This resulted in a rich stock of case studies coming from 25 countries and five working groups. In Johannesburg, the case studies were discussed in a series of panels where the country team-leaders played a central role. The studies covered a wide range of topics such as: access to basic education for nomadic communities in Nigeria; cost-effective science teaching in secondary schools in Zimbabwe; addressing the shortage of trained teachers in Botswana; improving access through greater involvement of communities in the running and management of schools in Madagascar; the professional and career management of newly-recruited auxiliary teachers in Senegal; educational management information systems in Namibia and Côte d'Ivoire; and community schools in Mali, Burkina Faso, Burundi, Madagascar, Senegal, and other countries.

## ... and why

A synthesis document summarizing and drawing on the lessons learned from the reports was distributed during the Biennial Meeting. In addition to providing an overview of

all of the case studies, the document highlights trends and critical factors and strategies that facilitate the development of education in the region. Experiences from South Africa, Zimbabwe, Namibia and Uganda demonstrate that *democratization and the concern for equality* have been powerful catalyzers for the development of education. The cases of Botswana, Liberia, Namibia and Uganda show that *political vision, conviction and commitment* have thrust these countries forward, enabling them to achieve significant progress even within contexts of limited resources and capacities.

Other factors facilitating progress are: sensitivity and responsiveness to real and felt needs of the people; the readiness of governments to make room for alternative providers of education including communities; the availability of required expertise; networking and the development of panafrikan professional communities; information and analysis-based policy and programming; and, consultative and inclusive policy development and programming.

## What next: tackling the issue of AIDS

The *Prospective stock-taking review* is not simply aimed at collecting case studies of successful experiences. The

long-term objective is to set into motion a process whereby educators and policy-makers learn from, and make practical use of, experience and develop a 'culture' of finding solutions and policy responses from within the African context. This constructive approach was much appreciated by Ministers and other participants in Johannesburg. In his opening speech, President Thabo Mbeki declared that "*focusing on successful African experiences in our education systems is a necessary contribution to African development*". He urged leaders to reform their education systems to reflect the needs of the region and to liberate the minds of the learners by building "*mental universes of their own, for Africa's progress and prosperity*".

However it was felt that many of the case studies could benefit from more empirical evidence and deeper analysis in support of the claimed successes. For instance, few case

studies provided detailed empirical evidence of improvement of education outcomes as a result of the interventions. Many case studies lacked information on the costs and financing of the interventions. This reveals the weakness of financial analysis which still needs to make its way into the 'culture' of ministries of education across Africa. These comments were reaffirmed by the Caucus of African Ministers of Education which met during the Biennial Meeting

It was suggested that additional experiences tackling problems of HIV/AIDS be investigated. While HIV/AIDS is undermining progress made in education during the last decade in many countries, none of the case studies described initiatives related to the disease. Ministers of education in Johannesburg requested that such initiatives be highlighted.

Work on the ADEA *Prospective stock-taking review* will continue. Countries which have not participated

in the exercise have been invited to share their national experiences. All of the countries that have already contributed case studies have been asked to improve their studies based on the comments made in Johannesburg. As they are finalized, they will be made available on the ADEA Web Site ([www.adeanet.org](http://www.adeanet.org)). The synthesis report which was distributed in Johannesburg is available on-line and will be periodically updated as work progresses.

THANH-HOA DESRUELLES,  
INFORMATION AND  
COMMUNICATION OFFICER,  
ADEA

<sup>1</sup> A special issue of the ADEA *Newsletter* giving a detailed account of the Johannesburg meeting will be published (Vol. 12, No. 2, April-June 2000). It will feature articles on the proceedings of the meeting, peripheral events (including ADEA Working Group meetings) and media coverage.

□□ continued from p.4

## Prospects for the future

The development of community schools is the result of social dynamics bent on ensuring a public education service where it is non-existent. The involvement of communities in defining the aims of education (i.e. curriculum), the relations between teachers and the community, community involvement in providing infrastructure, equipment and school management, are all solid arguments in favour of preserving and consolidating community initiatives.

The development of local partnerships, even if experience shows that they are not always easy to keep alive, are indispensable for guaranteeing a real sensitivity to the community.

The main challenge is the conti-

nunity of these initiatives and the improvement of their quality. Additional state involvement is urgently required, especially concerning the status, the payment and the support to teachers. However, it should not lead to a dampening of community participation.

New forms of co-management and the sharing of financial responsibilities between the state, communities and other partners could be further developed. In this context, NGOs have a key role to play within the framework of an enlarged partnership for education.

The experiments of community schools, and the operation of management committees, also make it possible to raise questions about the rules governing formal education. In many ways, the formal system would have

much to learn by applying principles now at work in community schools.

DAVID ATCHOARENA AND SERGE PÉANO

This article was based on two series of studies undertaken by the IIEP in 1999:

□ A study conducted in Chad, Mali, Senegal and Togo, financed by Norway, created in the context of a United Nations Special Initiative for Africa and managed by the World Bank. The first results were presented and discussed during a seminar held in Johannesburg, South Africa on 5 December 1999 on the occasion of the Biennial Meeting of the Association for the Development of Education in Africa (see article p. 5).

□ A study on non-formal education for young people out-of-school in Burkina Faso, Guinea and Mali. The results of this work were presented in a sub-regional seminar held in Bamako, Mali,

## Compensatory programmes and the struggle against social exclusion in Latin America

*Compensatory programmes were devised in developed countries as part of the formal education system when the conclusion was reached that providing a genuine equality of chances was not just a question of giving the same resources and instruction to all students. On the contrary, it was deemed necessary to concentrate more effort on students in difficulty, and to provide their schools with more resources. These 'affirmative action' programmes were adapted and introduced in many developing countries as well, especially in Latin America. An IIEP workshop in Costa Rica focussed on the lessons to be learnt from some of these actions.*

**T**HE workshop organized in San José, Costa Rica, by the IIEP in co-operation with the National Apprenticeship Institute (22–26 November 1999), made it possible to discuss a certain number of case studies already prepared under the IIEP research programme on *Education and training strategies for disadvantaged groups*. Among the studies, three concerned compensatory programmes in primary and junior secondary schools (the programme for 900 primary schools in Chile, rural lower secondary cycle in Argentina, and post-primary in Mexico), and five studies were on programmes for vocational training for out-of-work youth.

Other participants, who had set up compensatory class programmes in Brazil ('accelerated' classes) or in El Salvador (EDUCO), made it possible to have a fuller discussion about these programmes and their possible institutionalization.

What came out of the discussion is that compensatory programmes have various objectives according to the country: either to extend the coverage of the school system, upgrade the quality of teaching, or improve learning achievement. The scope of these programmes is also quite diverse. Some are oriented towards students, others towards schools which have the lowest

learning scores, and still others towards all institutions within so-called priority zones. The criteria for allocating additional resources are not always clearly defined. In terms of strategies, the programmes presented adopt one or more of the following measures:

- offer grants or food to students who risk dropping out;
- award additional means to existing schools with poor learning achievement;
- create a new service where previously there was none (like post-primary schools in Mexico and rural lower secondary schools in Argentina);
- develop a different teaching model (for example, 'accelerated' classes);
- propose other management models (e.g. the autonomous management of teachers by the community, as is the case of the EDUCO programme in San Salvador).

Results obtained from these various programmes are on the whole positive. Rural lower secondary schools in Argentina, and post-primary ones in Mexico have significantly improved lower secondary enrolments in rural areas; however, their impact on students continuing their studies and academic results is not yet totally clear. The programme for 900 schools in Chile has allowed the country to improve academic performance. Once the results improved, many schools in this programme pulled out, although

some returned later because of a lack of follow-up. The 'accelerated' classes set up in the State of Paraná in Brazil obtained interesting results, but did not survive political changes.

In fact, one of the most debated issues during the seminar concerned the institutionalization of compensatory programmes. Should they be institutionalized? Some of these programmes, particularly those offering educational services where there were none before, do not offer the same quality of education as traditional schools. In fact, in some countries the term 'compensatory programme' has become synonymous with second-rate education. Should not these programmes provide a sort of transition until another solution can be put in place? On this point, it is impossible to generalize: everything depends on the context, and the resources available. However, what does the institutionalization of these programmes really imply?

Generally, a programme is said to be institutionalized when it stops being a specific project and is adopted by a significant number of schools, possibly all of them in a country. The programme for 900 schools in Chile is one that is most often quoted in this respect. It has been operating for more than nine years, and several measures

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□ □ □ continuation of lead article p. 1

recent study in Namibia estimates that AIDS cost the country almost 8 per cent of its GNP in 1996. A different study carried out by FAO and UNDP<sup>1</sup> on the impact of AIDS on the commercial agriculture sector in Kenya indicated that the increase in HIV/AIDS cases created steadily rising medical costs in business profits and company profitability. On the one hand, the disease reduces the productive contribution of the workforce and, on the other, increases the health care provision costs. Both these factors strongly constrain productivity, halt growth in national income, and reduce the reinvestable resources in the economy.

### Impact of AIDS on supply of education

In general, the impact on the supply of education may be seen first through the constraints imposed on human and financial resources available for education. There is evidence that education and health systems in a number of African countries are surviving on seriously depleted human resources (health workers, teachers, system managers) due to AIDS. Two recent UNICEF studies on the impact of HIV/AIDS on teachers in the Central African Republic<sup>2</sup> and Côte d'Ivoire<sup>3</sup> indicate that the capacity of the education systems of the two

countries to accommodate students are adversely affected by the increasing deaths of teachers as a result of the epidemic. The study in the Central African Republic indicates that, from 1996 to 1997, the number of deaths of primary school teachers due to AIDS, increased by 8 per cent in five of the seven educational regions where the survey was carried out. The case study in Côte d'Ivoire revealed that during the 1996/97 academic year, 827 teachers (2.5 per cent of the total teaching staff) left the primary education system and that death accounted for 322 of these departures. As teachers in these countries disappear, primary schools are subsequently closed down. Teacher absenteeism caused by the illness is also badly affecting the quality of education. Reduced financial resources available for education further affect the supply of education and its organization. This results, partly, in a lack of equipment, classrooms, materials and books for education.

### Impact on the social demand for education

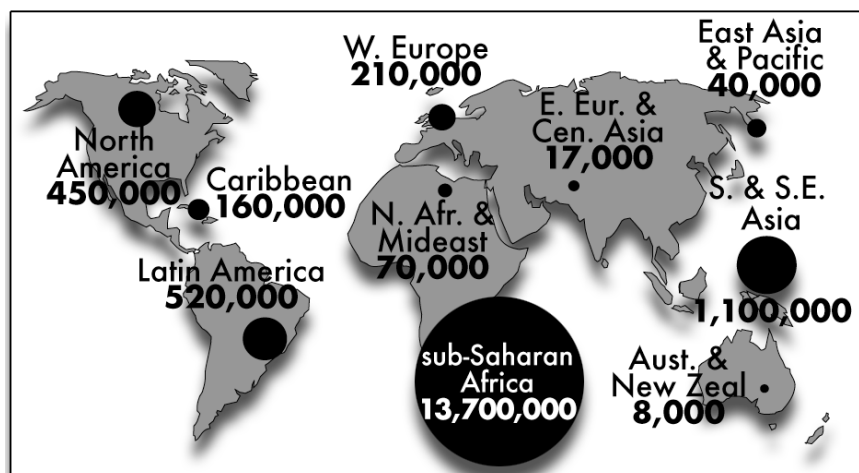
The social demand for school places is reduced in societies where AIDS is omnipresent because fewer children will be born, and most of those die before reaching school age. Many orphaned by the disease will not enroll in school or may have to leave school

due to lack of adequate support and an inability to pay school fees. Girls are more affected since they are usually the first to be withdrawn from school to take care of sick parents and the siblings. The first detailed account of AIDS orphans by UNAIDS and UNICEF in sub-Saharan Africa talks of 10 million children orphaned by the disease. Many of these orphans end up on the streets, and the extended families who take in these orphans often can barely afford to send all their own children to school, let alone additional members.

### What role can education play?

Can education play a role in reducing the incidence of HIV/AIDS in future? In spite of the ravages that the disease is causing to the education systems at all levels (teaching, administrators and student), education is essential in the fight to curb the pandemic through health education programmes. Schools play a key health role in fighting disease and promoting health, and not just through vaccination and tests for tuberculosis, or by giving nutritional supplements to prevent stunted growth. They can also transmit knowledge about the causes of disease and choices which produce better health. This has been proved in developed countries where information campaigns in schools have been one of the most effective means for limiting the spread of the epidemic. Therefore any comprehensive strategy against AIDS must automatically include the education systems and educational policy, and it is important to take not only a sectoral approach to the problem, but also a cross-sectoral approach between education and health. But for education to play an efficient role in preventing HIV/AIDS, it must first retain children in school, reach those who drop out, and be of good quality. The literacy gap between males and females should be reduced and emphasis put on comprehensive reproductive health education for youth. There is evidence that by introducing

Map 1. Adults and children: Cumulative AIDS deaths in 1999 Total: 16.3 million



Source: *Newsweek*, Vol. CXXXV, No. 3, 17 January 2000.



HIV/AIDS prevention techniques into school curricula, the prevalence rate among teenagers can be significantly reduced. In Uganda, early positive action by the Government and the introduction of HIV-preventive education programmes in schools, as well as the encouragement of open public discussions about the disease have helped to reduce the infection rates among women from 30 to 15 per cent between 1991 and 1996. Preventive education in schools should therefore be an integral part of government policy, especially at a time when no medicine is yet available to cure the disease.

Preventive education should not be limited to schools, as many African children leave school before reaching the age where the specialized preventive programmes are provided. Non-formal and traditional education programmes, involving local community organizations, should be set up urgently in an attempt to reach the most vulnerable groups – out-of-school orphans and children living on the streets.

## Conclusion

In the face of the enormity of the problem in Africa, but also becoming very serious in Asia<sup>4</sup>, the IIEP intends to adopt a dual strategy: assisting African and other countries with heavily-infected populations both to **protect** their education systems from the impact of the disease and to **use** their education systems to prevent the spread and limit the effects of the pandemic. In order to reduce the impact of HIV/AIDS on education systems, ministries of education need to work in close co-operation with ministries of health.

Appropriate preventive education programmes need to be introduced massively into school curricula. Such programmes should not only inform on the causes of the 'slim disease' and its transmission, but also be based on accurate data concerning the impact of HIV/AIDS on education and take into account social and cultural reticence to discuss sex in general, and AIDS in particular. Reliable data is seriously lacking in many African

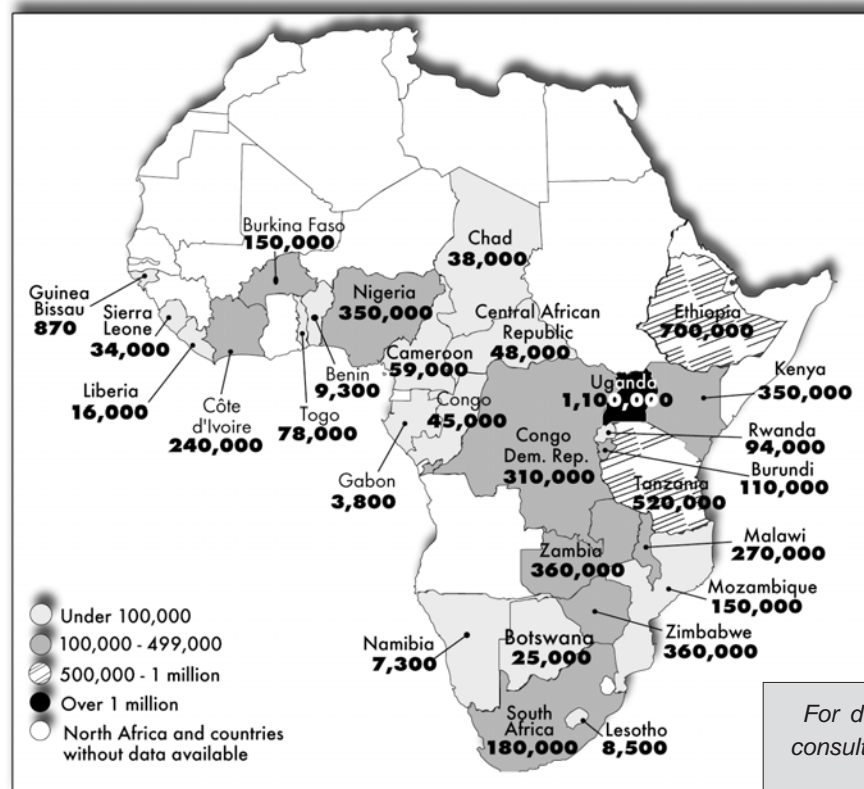
countries and ministries of education and health should be encouraged to urgently undertake studies aimed at improving AIDS-related data. It is equally important for Africa to train staff to design and implement preventive education programmes for use both in- and outside of schools. Without vigorous efforts on the part of governments, not only in Africa but also in other regions with heavily-infected populations, the fight against AIDS will be a losing battle and the future of whole continents will be at risk.

DRAMANE OULAI



Youngsters at a compound in Lusaka learning the gestures that save

Map 2. Children who have lost one or both parents, 1997/1998



Source: Newsweek, Vol. CXXXV, No. 3, 17 January 2000.

<sup>1</sup> HIV/AIDS and the commercial agricultural sector of Kenya. FAO 1999.

<sup>2</sup> UNICEF, Bangui. *Le VIH/SIDA et le corps enseignant*, Bulletin No. 5.

<sup>3</sup> UNICEF, Abidjan. *Le VIH/SIDA et le corps enseignant : impact du VIH/SIDA sur le système éducatif ivoirien*, Bulletin No. 4.

<sup>4</sup> Although the proportion of infected populations is currently lower in Asia than in Africa, in absolute figures the number of infected persons is alarming. More than 4 million persons are infected in India and some 1.2 million children have lost their mother or both parents to AIDS. Thailand has the highest number of infected adults, and half a million children orphaned by the disease. These figures are expected to increase dramatically in the next few years.

For detailed information on the AIDS pandemic, consult the UNAIDS web site at: [www.unaids.org](http://www.unaids.org) or the World Bank web site at: [www.worldbank.org/aids/](http://www.worldbank.org/aids/)

## The Virtual Institute – Activities in 2000

### Internet forums

Three discussion forums are planned for 2000 on topics of high importance to planners. Although conceived as continuing education opportunities for the former participants of IIEP courses, they are open to other interested persons if space permits.

#### ▣ **Reducing repetition** (17 April to 12 May)

A discussion forum for French-speaking participants will be held on the important topic of reducing repetition. The discussion will be based upon *Reducing repetition: issues and strategies* by Thomas Eisemon, a title in the series, *Fundamentals of Educational Planning*.

#### ▣ **Secondary education financing** (2 October to 30 November)

The financing of secondary education is a growing challenge and an important issue in the planning of national education systems. With an increase in demand resulting from factors such as improved access to primary education, many countries face financial stringencies. The discussion will focus on the current situation and financing practices in the countries participating, and potential policy options.

This forum, which will operate in English, will be invitational for ministries of education and donor agencies. However, a synopsis of the debate will be made available on the IIEP web site.

#### ▣ **Planning physical facilities** (30 October to 24 November)

This is the second forum for English-speakers, following the one held in 1999 on reducing repetition. The discussion will be based upon the booklet *Physical facilities for education: what planners need to know*, a title in the *IIEP Fundamentals* series. As in the other forums, the discussion will be Internet-based.

### Distance education courses

#### ▣ **Strategic financial management in universities** (3 April to 30 June)

A selected number of higher education institutions in Asia have been invited to participate in a distance education course on the financial management of their institution. In each institution, a group of persons involved in financial management will work both together in the institutional setting, and in a network comprised of all the participating institutions. The course is based on IIEP's self-instructional materials on *Institutional management in higher education* and will use the Internet to support interaction.

#### ▣ **Educational costs** (19 June to 28 July)

This course will review key economic concepts, education expenses, the analysis of expenses and factors governing costs. It will be offered as a continuing education activity for former IIEP course participants only, open to both English- and French-speakers. Interaction between participants and instruction will be via e-mail.

#### ▣ **Indicators** (19 September to 9 December)

The aim of this course is to explore the concepts, methods and strategies needed to improve the process by which indicators are determined for educational planning purposes. It will be practical in its orientation and will conclude with a concrete activity. The course will be invitational for ministries of education and will be held in English. Interaction will be through the Internet.

### Input from former IIEP participants

In late 1998, IIEP undertook a survey to determine the continuing education needs of former course participants. The information collected has been useful in planning activities to date.

To keep in contact, we invite all members of the former course participants' network to keep the Institute informed of their continuing education priorities. This will ensure that we respond to the most pressing needs.

### More information...

If you would like to receive regular information updates on activities of the Virtual Institute, please send an e-mail to the address below asking for your name to be put on our mailing list. Information is also available on the IIEP web site and regularly in the IIEP Newsletter.

### Contact for Virtual Institute:

[s.dantoni@iiep.unesco.org](mailto:s.dantoni@iiep.unesco.org)  
or the IIEP web site at  
<http://www.unesco.org/iiep/>

## The last of the summer wine – IIEP trainees visit southern France

*Travelling from a small primary school with only one classroom to one of the oldest universities in France, discussing decentralization or quality of education, enjoying France's rich cultural heritage, the participants in the 1999-2000 Annual Training Programme had an intensive and surprising study visit to the Languedoc-Roussillon region in the South of France...*

**T**HE remote, hilly village has about 200 inhabitants and one primary school. The school has one classroom and only one headteacher for a class with children aged from 5 to 12 years. The headteacher is also Mayor of the village, Bélestat. Bélestat is neither in Nepal, nor in the Andes, but in the French Pyrenees. Some 200 km from Bélestat, close to Montpellier, is an upper secondary school, or *lycée*. Recently built, its architecture reflects a concern for communication and transparency. The buildings form two concentric circles, and the teachers' staffroom, for instance, is opposite the student cafeteria, both with windows rather than walls so that teaching staff and students are never hidden from each other. The *lycée*, which provides general, technical and vocational

education, not only offers good facilities and impressive equipment, but is also very proud of the relative ease with which the graduates of its vocational stream (which also offers post-secondary degree-level courses) find employment. One of the main reasons for this is the strong link between the school and potential employers in the region through, for instance, their presence on the school board and the regular work placements of students with these employers.

These very different establishments formed just two of the many memorable moments of the study visit to the Languedoc-Roussillon region of southern France, which this year's 34 participants in the Annual Training Programme undertook. The six-day visit, organized in co-operation with the French National Commission for

UNESCO, covered in succession a series of primary, lower secondary, upper secondary and tertiary institutions. In between, the participants were introduced to the Departmental Education Office in Perpignan and the Regional Office in Montpellier and discussed with their staff. As befits a region rich in history, natural beauty and culture, the

participants got a taste of all three, with a trip to Collioure, an attractive seaside village and a source of inspiration to many *Fauvist* painters, a guided tour of the old centre of Montpellier, and a truly outstanding dinner in a hotel management training school.

Bélestat primary school was just one of the eye-openers during this productive and instructive visit. To organize this new wealth of information in a constructive manner, the participants were divided into four groups, concentrating on the following topics: the quality of education; the organization of the curriculum and student flows; decentralization; and links with the working world. At a final session, with the Head of the Regional Office (the *Recteur*), the participants commented on what struck them as particularly interesting. The fact, for instance, that the gypsy population which settled in the region a few generations ago and still considers formal French school as inimical to their way of life, reminded many participants of situations in their own countries. Planners, in France as elsewhere, find it difficult to convince these groups of the importance of schooling. Legal enforcement is insufficient, can even be counter-productive. But there is a thin line between adapting the curriculum and the school's organization to the needs of these groups and creating a separate second-rate system.

Establishing closer links between school and the world of work is also a concern that French educational



Bélestat primary school, Languedoc Roussillon, France

planners and managers share with their colleagues from most other countries. In this respect, the presentations on the vocational guidance system were enlightening. Based on the principle of dialogue between the teachers, the students and their family, the individualized approach to guidance seems to be fruitful. This is particularly true in a context where, in many countries, emphasis is increasingly being put on student-centred teaching.

Besides vocational guidance, the case of the Montpellier region which, in contrast to other parts of France, faces specific difficulties in increasing participation at the upper secondary level and in reducing graduate unemployment, provided an interesting example to reflect on the role of technical and vocational education both to raise the educational level of the workforce and to improve school to work transition. Discussions with French Authorities showed that this is no longer an issue concerning only the Ministry of Education. Other partners such as employers, parents and local governments play a key role in guiding the system, particularly the technical and vocational education sub-sector. Also, decentralization provided the legal framework to implement sharing of responsibilities

and promote participation.

Part of the state reform, decentralization is meant to reinforce democracy in educational management. Its final objective is also to improve student performance and contribute to socio-economic development. Although, in France, central government still holds key responsibilities, such as curriculum development and teacher management, local authorities are increasingly called upon to participate in financing as well as in formulating and implementing educational policies.

By gradually entrusting elected local bodies with planning and managerial tasks, the French system provides an interesting, although incomplete, example of transition from central educational planning to participatory management. This pattern is not yet stabilized and the IIEP group noted the willingness of many of the partners to further consolidate and expand decentralization. Permanent dialogue within a number of intermediate bodies involving students, parents and employers' representatives reflects not only the dynamism of the process but also concern with the overall coherence of the education system.

The great autonomy which French teachers enjoy, surprised a number of

people. The advantages – more motivating, leaving space for creativity, its importance for teacher careers – were understood, but there were doubts regarding the impact on quality. The question was raised as to why not more use was made of the headteachers or parents' committees in assuring quality, rather than relying uniquely on rather rare inspection visits.

Arguably, the main lesson that all of us who took part in this visit will have learnt is that many of the problems and issues faced by French education planners and managers are, to some extent, similar to those in less developed countries. Their financial room for manoeuvre is undoubtedly larger, but they also need considerable political will and creativity to address intricate problems. Furthermore, just like France, many of the countries represented in the IIEP group are currently reviewing the objectives and performance of their education systems in facing the emerging challenges of the new century. This study visit undoubtedly provided rich materials, on all sides, to consider this complex issue in a comparative and intercultural framework.

DAVID ATCHOARENA,  
ANTON DE GRAUWE  
AND KHADIM SYLLA

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□□ continued from p.7

that it introduced (such as: a lengthened school day, or the support and training of teachers by supervisors) are now being generally applied throughout the education system. Institutionalization thus has several dimensions: an *administrative dimension* when the management apparatus for appointing and supervising personnel is well-organized at the central, regional or local levels; and a *financial dimension* when additional resources are included in the regular budget and in routine resource-allocation procedures. The institutionalization and general application of programmes does not mean that it is unnecessary to target additional resources on students and schools in difficulty. Even if several measures are applied generally and result in an overall improvement in education, the participants concluded that it is still necessary to continue devoting special attention to problems with disadvantaged students and their schools.

The discussion about vocational programmes for disadvantaged groups shows that they, too, are very diverse. Run by various institutions, using different teaching models, they are aimed at youth of varying ages, gender and backgrounds. Nevertheless, they share a certain number of common characteristics. As for planning and management, they all manage to link state initiatives with those of other social partners, in particular community NGOs, technical resources and church organizations. There was a heated debate on how to design appropriate support strategies for various institutions providing vocational training for the disadvantaged. This support covers several aspects: the pedagogical approach to be used, administrative and financial management, the evaluation and follow-up of programmes. It can consist in training managers and trainers, organizing technical assistance, closely supervising

schools working with young people, and occasionally, setting up financing mechanisms. Strengthening training providers is often the work of NGOs, who already have a solid experience behind them in organizing programmes for the disadvantaged. These same NGOs are sometimes called upon to assist the public administration, itself, by training staff or developing new projects.

One of the important conclusions arrived at during the seminar was that there is still too little information available about results of programmes for the disadvantaged, whether basic education programmes or vocational training. Regular assessment of how these programmes are being implemented is necessary if the necessary adjustments are to be made. A genuine spirit of evaluation has yet to be developed.

FRANÇOISE CAILLODS  
AND CLAUDIA JACINTO



## NEW BOOKS

### Education of Indian scheduled tribes – A study of community schools in the district of Vishakhapatnam, Andhra Pradesh

by K. Sujatha

*IIEP Research and Studies Programme: Strategies of education and training for disadvantaged groups, UNESCO/IIEP, 1999, 197p.*

In many countries, difficulties encountered when trying to provide basic education for disadvantaged groups have led to the development of educational projects based on a community approach. More integrated with, and adapted to, their immediate surroundings, it is often argued that these programmes provide a service more suited to the needs of the populations concerned than formal education. However, do such approaches really allow to significantly improve access to school for disadvantaged groups, as well as enhance their academic performance? What specific problems are involved in setting them up, and making them widely available? Do they contribute towards a greater equity, or rather, towards wider disparities by calling on poor populations to contribute to the educational effort? These are some of the questions that this monograph on the education of Indian scheduled tribes attempts to address. Written by Ms K. Sujatha of NIEPA, it is based on a quantitative and qualitative study of community schools in the Vishakhapatnam district of the state of Andhra Pradesh in India.

Launched some eight years ago, this project was developed through a close co-operation between village dwellers, who have to find the premises, select and pay the teachers, and local authorities, responsible for providing school equipment, producing teaching materials, training and supervising teachers. During its development, many new measures were added, aimed at better adapting the teaching process to the needs of young people: use of the children's mother tongue, adjustment of the school calendar to the needs of the community, development of specific training materials, application of child-based teaching methods, etc. It should be noted that this project was destined for a particularly disadvantaged

portion of the Indian population: the Scheduled Tribes, living in poor, isolated areas and deprived of basic services. Their rate of illiteracy is 17 per cent, compared to 46 per cent for the general population in Vishakhapatnam.

Dr Sujatha's study is based on data collected from 926 community schools, together with other schools located in the same sector, thus allowing the author to make precise comparisons and draw solid conclusions. The book is organized in 12 chapters, as follows:

□ Chapters 1 to 4 present the various stages of the project's development and makes it possible to understand how its basic characteristics gradually evolved from its outset and through its subsequent expansion.

□ Chapter 5 covers teacher recruitment, compares their background with that of teachers from the formal school system, and evaluates their contribution to the project's success.

□ Chapters 6 to 8 describe the standards set for creating community schools, ways of mobilizing the population, and the impact of sharing responsibility between public authorities and the communities.

□ Chapter 9 is concerned with the running of the schools, especially the adoption of new programmes and teaching materials, which are then shared with other schools in the sector.

□ Chapters 10 to 12 evaluate the results obtained in community schools in terms of survival rates, student and teacher attendance, exam results, cost per student, etc. and compare them with those of other schools in the vicinity.

The author paints a critical picture of the project, and draws attention to its main failings which include: the over-representation of some tribal groups among teachers, the non-democratic procedures of some village committees, the slowness of authorities to provide much needed material, the frequent shift of teachers due to their precarious status

and low salaries, the cost of the project to families who are already living below the poverty line, etc. Furthermore, she sounds a warning about the trend to gradually bring community schools more into line with formal establishments, especially under the pressure of teachers who would like to see their status and salaries improve, and would prefer to be put under the authority of public bodies rather than of the community – even at the risk of weakening the involvement of the latter. However, she also highlights the success achieved by community schools (expressed in the attendance and punctuality of teachers and students, high survival rates, etc.). She identifies several key factors for success based on an analysis of the data gathered from the most successful schools, which could also serve as a source of inspiration for the formal education system.

The study concludes with a list of recommendations which should provide food for thought for those curious about, or actively involved in, the development of alternative education strategies for disadvantaged groups: giving more autonomy to authorities responsible for running the education system at the local level; assisting communities to better evaluate their needs and to fulfil the educational responsibilities they are given; limiting local influence by defining clear norms concerning the recruitment and payment of teachers, etc. The author ends by advocating the further adaptation of educational standards, models of organization and functioning of educational services in keeping with the characteristics of the populations concerned, without relieving the public authorities of their main responsibility: to ensure equal access to education for all.

MURIEL POISSON



*"An institution in touch with its environment"*

□ **Restructuring the Higher Education Directorate in Guinea**

*(Paris, February 2000)*

The National Director for Higher Education and three Divisional Directors from the Ministry of Education in Guinea came to the IIEP for three weeks in February to work on a plan for restructuring the Higher Education Directorate with a group of experts formed by the IIEP.

□ **Regional workshop on 'Diagnosis and proposals for training strategies for educators in educational policy and educational management'**

*(IIEP-Buenos Aires, Argentina 20-24 March, 2000)*

This workshop is organized within the framework of a programme on *Training strategies for educators of educational policy and educational management*, undertaken by IIEP-Buenos Aires and financed by the Ford Foundation. The aim of the activity is to review among experts the situation of training in *Educational policy and management* in Latin America. The workshop aims to propose new alternative training strategies for educators in this area and to create a network of specialists in the region. The workshop will be attended by consultants from six different countries (Argentina, Brasil, Chile, Colombia, Honduras and Mexico) as well as educators and researchers working in this field. A final document with the results of this regional workshop will be prepared and published in the course of the year 2000.

□ **Intensive training workshop on 'Quantitative research methods for planning the quality of education'**

*(New Delhi, India 10-21 April 2000)*

Announced in our last issue, October-December 1999, this workshop, originally planned for December 1999, will now take place in April 2000.

□ **Intensive training course on 'Educational costs, finance and budgetary procedures in Central Asia and Mongolia'**

*(Almaty, Kazakhstan 12-21 April 2000)*

This course concludes the IIEP project on analysis of budgetary processes in these countries which started in 1997. The emphasis of the course will be on training needs, concepts and issues which were not studied at the time of centrally-planned economy in these countries. Today, with the transition to a market economy, it has become imperative for staff in the ministries of education to be competent in such issues as: impact of inflation on educational expenditure, modalities of financial diversification, alternative

methods of budget preparation, ways and means of dealing with financial constraints in educational funding.

□ **Assistance in the preparation of a long-term plan for developing the education sector in Grenada**

The IIEP is currently assisting the Ministry of Education of the Caribbean island of Grenada with the preparation of a strategic plan for the long-term development of the education sector. A first mission, organized in August-September last year, defined an overall outline for an education sector diagnosis, which will feed into the strategic plan. Different national teams have drafted preparatory studies and the sector diagnosis is now being written. During the forthcoming months, the IIEP will undertake two missions to work together with the Ministry in order to finalize the strategic plan.

**For all distance education and internet activities, please refer to: *The Virtual Institute – Activities for 2000* on page 10 of this issue.**

## Recruitment opens for 2000/2001 ATP

*Advanced Training Programme in Educational Planning and Management*

*(1 September 2000 to 31 May 2001)*

The IIEP's nine-month international Advanced Training Programme in Educational Planning and Management (ATP) plays a key role in the Institute's mission.

The course addresses itself to experienced professionals in educational planning and management involved in the development of education at national and regional or provincial levels and the IIEP has now introduced a new system of evaluations leading to the possibility of obtaining an International Diploma in Educational Planning and Management.

The Official Announcement and application forms are being sent to UNESCO Member States (application forms can be obtained directly through UNESCO National Commissions in candidates' own countries). Candidatures, with full supporting documents, should reach IIEP **no later than 31 March 2000**.

For further information, contact:

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## NEW BOOKS

### Managing university-industry relations – A study of institutional practices from 12 different countries

by Michaela Martin

*IIEP Research and Studies Programme: Improving the managerial effectiveness of higher education, UNESCO/IIEP, 1999, 171p.*

**A**LTHOUGH the collaboration between universities and industry has a long standing tradition in the United States of America, it is of recent origin in European countries and in nascent stages in the developing world. The theme has a growing appeal and has become an integral part of the current educational discourse, primarily due to the prospects of generating income as public funding for higher education shrinks.

The IIEP initiated a research study to understand the nature of such linkages and to highlight management implications at the institutional level, and this book is a synthesis of case studies undertaken as part of the research. Managers from 12 higher education institutions in Europe, Africa, Asia and the Pacific, and Latin America were invited to document their experience with regard to the management of interfaces, finances, personnel and intellectual property. Such an applied approach was chosen to make practical advice available as well as options for other managers of industry-linked programmes concerning structures and processes. Their relevance needs to be discussed bearing in mind each specific institutional context. The management of innovative approaches to university-industry relations, which often have to overcome internal resistance, was given particular attention.

From the case study research, it appeared that all institutions have increased their links with industry over the past ten year. The scope of these relations has been widened to embrace new types of linkages and modalities for their implementation.

Consequently, traditional types of linkages such as student placement schemes tend to co-exist with more recent ones, such as continuous professional development, consultancies and enterprise development.

All the institutions studied have institutionalized their commitment to university-industry linkages through the development of special administrative structures such as internal or external interfaces for the management of their relations with industry. Internal interfaces have the advantage of being part of the university structure and allow for a more direct control and easier communication with the departments. External interfaces, which are legally different from the higher education institution, help to create more administrative flexibility necessary for marketing university products and services. The case studies also highlighted different approaches with regard to governance, organizational structures and varying degrees of decentralization. In terms of governance structure, the relative importance given to the administrators and/or the academic community of the Alma Mater, in comparison with representatives from the productive sector, represents an important choice that needs to be made by the institution. In terms of organizational structure, the case studies identified an approach which gives preference to functions to be executed by the interface, but most case-study interfaces tend to reproduce the organizational structuring of the mother institution, which allows basic units direct control over their unit within the interface.

On the financial level, several of the institutions under review demon-

#### Institutions studied

##### Africa

- Makerere University, Uganda

##### Arab States

- University of Cairo, Egypt
- Ecole supérieure de Technologie de Casablanca, Morocco

##### Asia and the Pacific

- Suranaree University of Technology, Thailand
- Technological University of Papua New Guinea
- Birla Institute of Technology and Science, India

##### Europe

- Technical University of Lodz, Poland
- Hebrew University of Jerusalem, Israel
- Bogaziçi University, Turkey

##### Latin America and the Caribbean

- UNAM, Mexico
- University of São Paulo, Brazil
- University of the West Indies

strated that considerable income can be generated from collaborative projects with enterprises. They are also currently designing appropriate instruments for the costing and pricing of products, rules to determine appropriate overhead provision and the distribution of generated income and instruments, such as risk capital to finance high-risk joint ventures.

With regard to personnel management, an important issue addressed in the case studies is that of reward structures and incentives for personnel committed to university-industry linkages. Some of the institutions studied had made such commitments an element in the criteria they use to make decisions for promotions; others remain more traditional and rely on financial and other material incentives to motivate their personnel. A change in promotion criteria has a strong effect on staff concerning their commitment in this domain.

Managing intellectual property is an emerging issue in those institutions located in developing countries. As institutions perceive the importance of the issue, they start to take action defining regula-

continued on p.16 □□

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and D. Oulai. Educational Forum Series No. 9. 1999, 245p. ISBN 92-803-2185-4.

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□ continued from p.15

tions with regard to the conditions intellectual property should be granted to the individual, the higher education institution or the collaborating enterprise.

The synthesis report concludes that university-industry linkages have a great potential to improve the relevance

of higher education provision and to generate resources for the institution. However, they also bring with them a certain number of risks, such as an eventual distortion of the research agenda, possibly a neglect of traditional staff duties, publication delays because of confidentiality, as well as internal

fragmentation and conflict. A strategic management approach aimed at determining priorities in this area, as well as defining rules and procedures to reduce risks, is of the utmost importance to make the most of university-industry linkages in the interests of higher education institutions. □