

Textbook Development in Low Income Countries: A Guide for Policy and Practice

By

Richard A. B. Crabbe & Mary Nyingi
with Helen Abadzi



© 2014 International Bank for Reconstruction and Development / The World Bank
1818 H Street NW
Washington DC 20433
Telephone: 202-473-1000
Internet: www.worldbank.org

This work is a product of the staff of The World Bank with external contributions. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of The World Bank, its Board of Executive Directors, or the governments they represent.

The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

Rights and Permissions

The material in this work is subject to copyright. Because The World Bank encourages dissemination of its knowledge, this work may be reproduced, in whole or in part, for noncommercial purposes as long as full attribution to this work is given.

Any queries on rights and licenses, including subsidiary rights, should be addressed to the Office of the Publisher, The World Bank, 1818 H Street NW, Washington, DC 20433, USA; fax: 202-522-2422; e-mail: pubrights@worldbank.org.

Textbook Development in Low Income Countries: A Guide for Policy and Practice

Introduction

Since 2003, over 220 million books have been distributed in primary schools in GPE countries.¹ Despite this, a few years ago, a World Bank study highlighted the fact that there simply aren't enough textbooks for most students in Africa, and what is available is too expensive.² At the secondary level, this is a greater challenge. This e-course responds to this challenge.

The main objective of the this course is to equip anyone in a position to advise, administer or design a book provision project with the necessary knowledge in order to make the appropriate input and right decisions. The focus throughout is on how to get affordable books to school children when and where needed. It is designed to be a practical resource that covers the key issues encountered in textbook provision, ranging from authorship through national publishing infrastructure to pricing, and distribution.

The course is organized in 12 modules under four sections—Understanding the Textbook Industry; Book Acquisition Strategies; Distribution Strategies; and Policy and Practice. It is by no means prescriptive. Rather, it draws on examples from around the world to highlight missteps as well as successes. Each module may be taken on its own or as part of the full course. In this way, practitioners can use this as needed for individual study or in group format. Further, each module ends with an exercise to challenge participants to engage with the content according to their context.

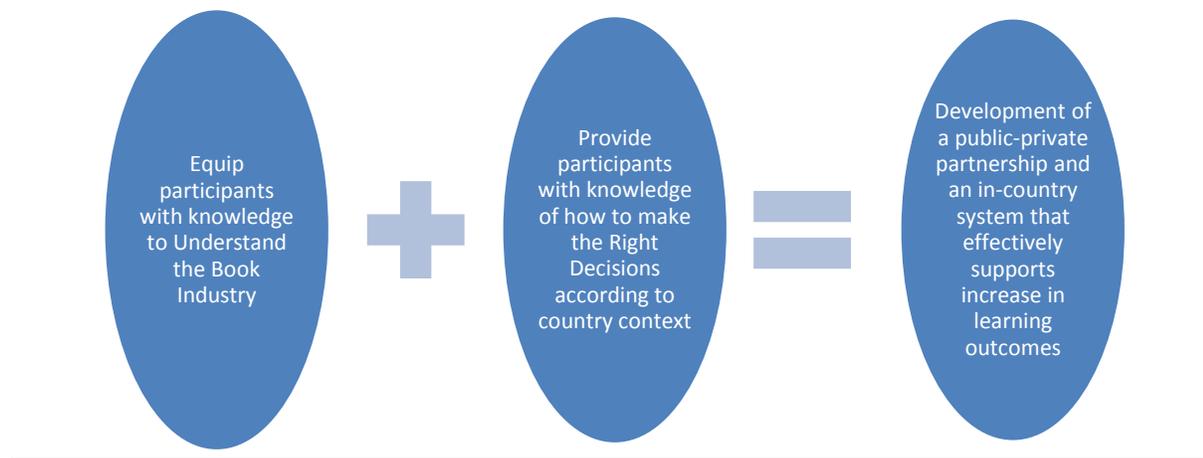
Participants will be provided with functional knowledge of the workings of the book industry and its role in supporting learning and education. This will include detailed study of the work that publishers, printers, and distributors do. Additionally, participants will learn about the how the book industry costs books and the methods and trade-offs governments have to make in financing textbooks and supplementary readers.

Once participants have gained this understanding of industry and costing methods, they will learn how to use this knowledge within a country context. Capacity for book provision ranges from weak (what we find in fragile and conflict-afflicted states) to very good (Kenya, Nigeria and Ghana). By taking the country context into account when designing a book provision project, participants will learn how to create realistic (and practical) designs that not only get

¹ <https://www.globalpartnership.org/results/10-results-on-the-ground/>

² Trucano, Michael (2012). What happens when all textbooks are (only) digital? Ask the Koreans!
<http://blogs.worldbank.org/edutech/korea-digital-textbooks>

the desired books into the hands of students in a timely manner, but also sustainable systems that will result in long term book provision.



Appropriate decisions mean that there is no one-size-fits-all strategic model for all countries. Rather, each country's needs should be assessed and a strategy customized for its context.

Part of making right decisions based on the country context involves asking how the industry can become a strategic partner with Government to fulfill a national education mandate. This decision-making process will make accommodations for trade-offs. For example, if capacity (publishing, distribution, procurement) in Country X is weak because it is a fragile and conflict-afflicted nation, how can we help the country to acquire books to meet its immediate as well as medium- to long-term needs? Immediate goals may involve acquisition using single book per subject per grade level option. The project can then include steps to build capacity in the country towards multiple book option in the future.

The knowledge acquired by participants will enable them to design book provision projects that will effectively support children's increased learning outcomes.

The Global Partnership for Education (GPE) is the only multilateral partnership solely devoted to getting all children enrolled in school for a good quality education. GPE provides grants in support of education priorities, but we are not just about financing. Our approach is different because it convenes and builds consensus on education issues—at the global and country levels—to help our 58 developing country partners develop effective education sector plans, and promote aid that is coordinated and aligned with these plans.

Together, we create a plan for the education sector in each developing country—led by the government—and provide technical expertise and financial resources. The partners work

together to develop programs such as training teachers, educating girls, building schools, supplying books, school feeding programs, and improving education systems.

Acknowledgments

This work was prepared by Richard A. B. Crabbe and Mary Nyingi under the supervision of Helen Abadzi. The content is based on presentations made at the Community of Practice Workshop: Getting the Right Books to the Kids, organized by the Global Partnership for Education (GPE) <http://www.globalpartnership.org> and held in Washington, DC on October 17-19, 2012.

The authors gratefully acknowledge the following presenters: Helen Abadzi, Vincent Bontoux, Nancy Clark-Chiarelli, Paul Frank, Maggie de Jongh-Abebe, Sami Gabriel Féghali, Birger Fredriksen, Alaleh Motamedi, Shwetlena Sabarwaal, Radhika Sharma, Aliou Sow, and Scott Walter.

The manual benefited from invaluable comments and suggestions made by peer reviewers Isiaka Almaroof, Elliott Agyare, Vincent Bontoux, Roel de Haas, Craig Esbeck, Paul Frank, Lily Nyariki, Willy Rangira, and Eduardo Velez Bustillo. Other key input came from Alfonso F. de Guzmán, Maggie de Jongh-Abebe and Hans M. Zell.

In addition, the team received insightful comments and constructive feedback from technical discussions with GPE and World Bank colleagues Koli Banik, Luis A. Crouch, Deepak Dogra, David Evans, Catherine Henny, Deepa Srikantiah and Aglaia Zafeirakou.

Thanks and gratitude are due to the management of the Global Partnership for Education (GPE) for their support in finalizing these materials and depositing them in the archives of the World Bank.

For more information, please contact Richard Crabbe, rcrabbe@worldbank.org; rabcrabbe@yahoo.com, Mary Nyingi, mnyingi@globalpartnership.org or Helen Abadzi, habadzi@gmail.com.

How to Use this Manual

This manual is intended as an accompanying publication to the Power Point™ presentation of the course modules. It incorporates the slides and their notes, and provides additional text and resources for further study.

Course Content

Understanding the Textbook Industry

- *Module 1: Overview of the Key Issues*
- *Module 2: Publishing*
- *Module 3: Printing*
- *Module 4: Costing*

Book Acquisition Strategies

- *Module 5: Preparing for a Textbook Acquisition Strategy—Deciding What To Pay For*
- *Module 6: Preparing for Textbook Development—Essential Steps*

Distribution Strategies

- *Module 7: Distribution Strategies: How to Get the Books to Students*
- *Module 8: Alternative Book Distribution Channels*

Policy and Practice

- *Module 9: Procurement Methods*
- *Module 10: Fraud & Corruption*
- *Module 11: Book Policy—the Why and the How*
- *Module 12: The Textbook Specialist in Action: What a Program manager/Task Team Leader Needs to Know.*

Understanding the Textbook Industry

Module 1: Overview of the Key Issues

Slide 5

Learning Objectives

In this module, we will:

- Explain how textbooks support Learning for All initiatives;
- Introduce participants to the impact that textbook challenges in low income countries has on learning;
- Highlight challenges to book provision; and
- Suggest methods for solving the textbook crisis.

Slide 6

Learning for All

Education for All initiatives have resulted in a huge increase in number of students in schools.



The photograph shows a large, crowded classroom with many students sitting at desks. They are wearing blue and pink uniforms. The room is filled with students, and there are posters on the walls. The image illustrates the success of Learning for All initiatives in increasing the number of students in schools.

The number of students attending schools has rapidly increased in recent years as developing countries have taken steps to meet the UN's Millennium Development Goal of Universal Primary Education by 2015 (<http://www.un.org/millenniumgoals/education.shtml>).

Slide 7

Learning for All... or just *Access for All*?

But, increase in enrollment **has not resulted** in increase in learning outcomes:

- Many students are leaving schools without acquiring basic reading and math skills.¹
- An estimated 250 million kids are not able to read and write.²
- Combined test score data from three learning assessment programs show that:
“students in low-income sub-Saharan Africa countries have, on the average, learned less than half of what was expected of them.”³

^{1,2} “What Will It Take To Achieve Learning For All?”
³ Majgaard, K. & Mingat, A. (2012). Education in Sub-Saharan Africa.

Unfortunately, the high primary school enrollment rate has not translated into an increase in learning achievement. Although there has been great progress in recent decades in getting children into school, evidence shows that many children and youth leave school without having learned the basic skills needed for life and work.

Many students are leaving schools without acquiring basic reading and math skills.³ An estimated 250 million kids are not able to read and write.⁴

Initiatives such as Learning for All have pledged to increase learning in school particularly poorest, marginalized countries who are most affected by this (See Learning for All document). However, combined test score data from three learning assessment programs compiled by Majgaard and Mingat show that “students in low-income sub-Saharan Africa countries have, on the average, learned less than half of what was expected of them.”⁵ The goal then is not just to get students into schools but also to ensure that they are also learning and acquiring the necessary cognitive skills needed in order to secure their future economic success.

³ Majgaard, 2012.

⁴ See “What Will It take To Achieve Learning For All?”: <http://blogs.worldbank.org/education/>

⁵ Majgaard, *Ibid*.

Slide 8

How to Improve Learning

Inputs that have been shown to improve learning outcomes include:

- Early childhood education
- School buildings (including bring schools closer to girls)
- Class-size reduction
- Teacher training (especially women teachers for girls education)
- **Textbooks – students need textbooks to acquire basic reading skills. Additionally textbooks have been identified as the most cost-effective input to improve learning achievement.³**

* Majgaard, K. and Minget, A. (2012). Education in Sub-Saharan Africa: A Comparative Analysis.

Of all of these inputs, *textbooks* have been identified as the most cost-effective input for improving learning achievement.⁶

Slide 9

Imagine school life without textbooks . . .

Students copy from boards or as their teacher dictates.



What happens in classrooms without textbooks? Slow transcription/dictation, boredom for students and teachers results in lack of learning. Unfortunately in many low income countries students are attending schools without textbooks and other learning material. These students end up spending valuable class time copying notes from blackboards or taking down dictation from their teachers instead of learning crucial curriculum material. They are reduced to

⁶ Majgaard 2012

conducting low-level learning primarily composed of rote-memorization of information that is often inaccurate.⁷

Slide 10

Where are all the Textbooks?

If textbooks are crucial for learning and cost-effective, why are there no textbooks in the classrooms?

Here are six main challenges to book provision:

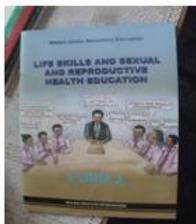
1. High costs
2. Poor governance/Corruption issues
3. Inadequate supply
4. Distribution problems
5. Poor planning
6. No policy framework.

The question becomes then, if textbooks are a crucial learning input and are the most cost-effective input, why are there no textbooks in the classrooms? The answer to this question is complicated because of the difficulty of pinpointing the exact reasons why countries are unable to provide textbooks for their students, particularly since every country often has its own unique set of challenges that affect textbook provision.

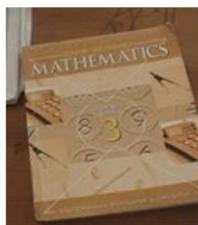
Slide 11

Challenges to Book Provision

1. High costs of development and initial purchase:
Here are examples from Malawi, with gross national *per capita* income of US\$880 in 2012.



Cost: 1950 kwacha (US\$11.50).



Cost: 1600 kwacha (\$9.50).

⁷ Askerud, 1997.

Challenges to Book Provision

1. **High Cost:** The common challenges experienced by majority of low income countries include production of expensive, unaffordable textbooks. This could be due to the lack of knowledge and skills to produce quality, affordable books. As a result, books are produced at prohibitive prices – as seen in these examples from Malawi (2009). Given the gross national *per capita income* of \$880 (<\$75/month) in 2012, parents would not be able to afford books at a cost of US\$9.50 or more per book.

In discussing affordability, we need distinguish between affordability to parents, as in Côte d'Ivoire for instance, where parents have to purchase textbooks, or to governments, in systems where textbooks are free to families but being overpaid by governments.

Slide 12

Challenges to Book Provision (2)

2. Poor governance/Corruption
 - Impediments in procurement procedures.
 - Funds diverted for non-education purposes.
 - Unqualified staff involved in vetting process.
 - All of the above results in:
 - Insufficient quantities of books in schools
 - Low quality books

2. **Weak governance/Corruption:** The textbook industry is big business in lower income countries. The huge sums of money involved in production and distribution create avenues for corruption that complicates manufacture of the final products and their availability. When publishers and suppliers pay bribes to officials, the money is recouped by raising prices or producing low quality books. We will discuss fraud and corruption in textbook provision in Module 10. Weak governance/Corruption also arises from the following:
 - Challenges of procurement procedures lead to contracts being awarded to “highest bidder” or to cronies.
 - Funds meant for textbook development and purchase are diverted for non-education purposes.
 - Unqualified staff involved in vetting process may “approve” unsuitable textbooks.

All these factors result in insufficient quantities and poor quality of books in schools.

Slide 13

Challenges to Book Provision (3)

Click on each highlighted phrase to learn more (to be activated).

3. **Inadequate supply:** Sometimes books are simply not available, even for purchase. Teachers hoard books because they may not know how to use them or due to concern that they will not be replenished.
4. **Distribution problems:** Books do not make it to their final destination due to constraints at the school, district, regional or national levels. Books may also be damaged or lost due to poor packaging and warehousing
5. **No policy framework:** In the absence of policies to guide development, production and distribution of textbooks, there are no standards for evaluating content, manuscript approval, and book selection.
6. **Poor planning:** When plans for providing textbooks are not synchronized with curricula changes and the school year or with availability of funding; classes start without books.

13

3. **Inadequate supply:** This is linked partly to high cost. high cost. A second aspect of inadequate supply is the fact that, in some countries, even if governments wanted to purchase textbooks, they are not available, i.e., no one has developed textbooks for a specific curriculum; books are in languages that the pupils can't read, or there are some textbooks but they are poorly written and ineffective and so no one wants them. Teachers may hoard books or lock them up in boxes due to concern that they will not be replenished.
4. **Distribution problems:** Books that are produced do not make it to their final destination due to inefficiencies such as book leakage as books meant for free distribution find their way in the market for sale to parents and students. Books may also be destroyed or lost due to poor packaging and warehousing before they reach their final destinations. Getting books from the national to the district/regional level is one challenge. In Uganda, there was a case where lower primary resource books were produced in different local languages, but the books were sent to the wrong language communities. Yet no one noticed it until they were already out in schools, at which point it was virtually impossible to bring them all back. There is also distribution from the district to the school level. In some district offices one can find supply rooms full to the brim with books that never reached the schools due to a variety of factors. Finally, there are distribution problems at the school level where head teacher keep books under lock and key and teachers have a hard time accessing them and are punished or held financially liable if any get lost or damaged.
5. **No policy framework:** In the absence of policies to guide the development, production and distribution of textbooks, there are no enforceable standards for evaluating quality of content, manuscript approval, and book selection. Also, defective teacher training policy

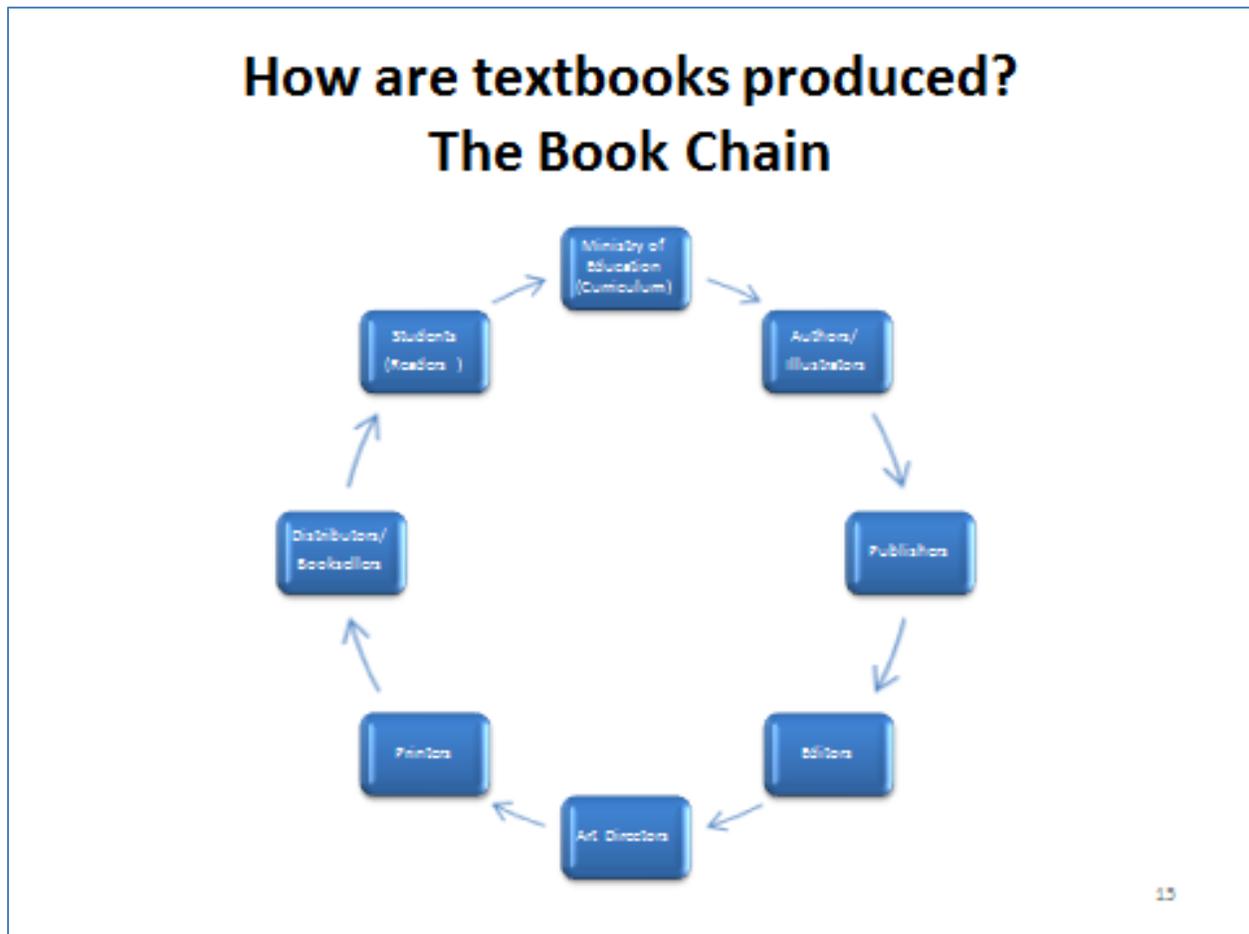
results in ill-equipped teachers who do not know how to effectively use books in the classroom.

6. **Poor planning:** This is tied to the absence of policies. Plans for providing textbooks are sometimes not synchronized with curricula changes and the school year or with availability of funding. Government, for example, may also not have a long term plan on how to sustain book provision without donor funds. Lack of planning also means a lesser utilization of the books since teachers do not know when the next “distribution wave” will come, if any. They therefore tend to keep new book supplies in storage (cupboards or locked boxes) and reuse outdated textbooks.

Slide 14

***“Business as usual”* models for solving textbook scarcity are not working**

Increased funding and off-the-shelf purchasing (*mainly from Western publishers*) are often employed to solve textbook shortages, but these practices have not proved effective solutions, even in the short term. Donors and governments invariably tend to focus on financing, pumping more and more funds to increase supply of books. But textbook scarcity persists in many low income countries. Why? The “devil” is in the operational details—how books are written, designed, printed and delivered to students. This course discusses multiple sources of potential problems given the inter-relations between the different stages shown on the slide.



How are textbooks produced?

The book production process involves the **book chain**, named for the linkage and relationship between the segments. There are:

- Multiple specialties involved from curriculum development and manuscript preparation through to reading;
- Multiple stakeholders, often with conflicting agendas— For example, profit-making (private publishers) versus supply (government goal);
- Issues such as bribes and kickbacks along the chain; and
- Unclear demand at the consumer levels—what type of books are needed, when and where.

This course will help you to understand the roles played by the different entities, their inter-relationships, and how to effectively engage them for textbook provision. We will discuss how the book chain functions in Module 2.

Slide 16

How Can We Solve Book Provision Challenges?

1. Use/Strengthen the existing book chain:

A strong book chain will provide the appropriate type and quantity of affordable books that are needed to help students learn.

- Ensure that the book chain holistically works as it should. Piecemeal approach may strengthen one link to the neglect of other parts of the book chain.

How Can We Solve Book Provision Challenges?

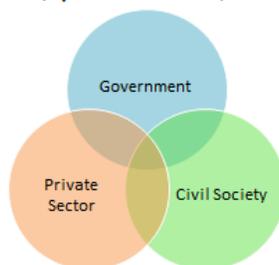
1. Use/Strengthen the existing book chain

As we have seen, the challenges to book provision are many and diverse. Studies have shown that in most countries, government alone cannot handle everything. Also, the entire book production and distribution process—the book chain—operates in such an interconnected way that a problem in one link creates a ripple effect along the rest of the chain. To address the problems of getting quality books to schoolchildren, we need to have a holistic problem-solving approach rather than solutions aimed at solving individual problem areas only. A piecemeal approach may strengthen one link to the neglect of other parts of the book chain. And a holistic approach demands an understanding that the book industry can be a strategic partner with government.

Slide 17

How Can We Solve Book Provision Challenges? (2)

2. Explore new collaborations involving government, private sector, and civil society.



2. Explore beneficial partnerships: government, private sector, and civil society.

Effective collaboration involving the public sector, private industry and civil society can be a powerful catalyst for enabling book provision (*give examples*). It is therefore important to explore how to do this effectively. Can you think of how you can creatively harness the abilities of each of these constituencies to make book distribution more efficient and effective in your country?

Slide 18

How Can We Solve Book Provision Challenges? (3)

3. The Case for using E-books:

- One e-reader can supply many books, magazines, and journals,
- Eliminates the costs and difficulties experienced during distribution.

Ongoing trials in selected developing countries are encouraging...

BUT

- Consider realities of contexts and constraints: cost, availability of content, connectivity, etc.

3. The Case for E-books

How about using new technology, including the internet and mobile devices to deliver textbooks to students? This has the potential to reach millions of children at relatively little cost compared to textbooks. The current reality is that for several countries, this is easier imagined than possible. Issues to consider include hardware costs, power supply, internet connectivity, and copyright licensing issues regarding content. It seems that the widespread use of mobile phones in low income countries could provide a platform for textbooks, similar to what has been achieved for money transfer, and this is currently being explored. What looks more promising is the potential for using mobile technology and the Kindle, Nook or similar tablet device to provide lesson guides for teachers, and other general reading material for students. Read the articles discussing these developments in the Resources section.

“There is no doubt that the landscape of and business climate for ‘educational publishers’ is changing radically in much of the world, and that this change is being fueled in large part by the

increased distribution and adoption of a variety of disruptive technologies, which are increasingly to be found in schools and local communities, even in some of the poorest.”⁸

Slide 19

Summary

In this module we:

- Established that books are a crucial and cost effective input for improving learning;
- Identified challenges to book provision in low income countries;
- Argued for a re-think of the current models for solving/addressing book scarcity, and
- Suggested considering alternative models for dealing/tackling with this issue.

Slide 20

Exercise

- What other consequences of book shortage or challenges to book provision in developing countries can you think of that were not discussed in this module?
- If you have experience working in a country that has faced textbook shortage, describe what you observed and how the situation was dealt with.

Slide 21

Resources

For further study:

1. Askerud, P. (1997). A Guide to Sustainable Book Provision. Paris, UNESCO.
<http://unesdoc.unesco.org/images/0011/001106/110638eo.pdf>
2. Majgaard, K. & Mingat, A. (2012). Education in Sub-Saharan Africa: A Comparative Analysis. World Bank. (p. 122–154). <http://www->

⁸ Trucano, Michael (2012). Textbook policies in an increasingly digital age.
<http://blogs.worldbank.org/edutech/textbooks>

wds.worldbank.org/external/default/WDSContentServer/IW3P/IB/2012/07/13/00033303720120713003549/Rendered/PDF/709790PUB0EPI0067926B09780821388891.pdf

3. Trucano, Michael (2013). Calculating the costs of digital textbook initiatives in Africa.
<http://blogs.worldbank.org/edutech/calculating-costs-digital-textbook-initiatives-africa>
4. Mobile Learning is growing big time in the Global South.
<http://thejournal.com/articles/2013/02/25/unesco-mlw.aspx>
5. What Will It Take To Achieve Learning For All?
<http://www.worldbank.org/en/news/feature/2013/04/15/what-will-it-take-to-achieve-learning-for-all>
6. World Bank Education Strategy 2020: Learning for All.
http://siteresources.worldbank.org/EDUCATION/Resources/ESSU/Education_Strategy_4_12_2011.pdf
7. Worldreader: Taking the E-Book Revolution to Africa.
<http://www.businessweek.com/articles/2012-09-06/worldreader-taking-the-e-book-revolution-to-africa>
8. Zell, Hans M. (2013). Print vs. electronic, and the 'digital revolution' in Africa.
http://www.academia.edu/2514725/Print_vs_Electronic_and_the_Digital_Revolution_in_Africa

Understanding the Textbook Industry

Module 2: Publishing

Slide 5

Learning Objectives

In this module, we will:

- Define book publishing and discuss the role publishers play in textbook provision;
- Identify and discuss the links in the book development process, referred to here as the Book Chain;
- Analyze the weak links in the Book Chain of a low income country in order to identify areas for system strengthening;
- Compare the advantages and disadvantages of public versus private textbook development; and
- Discuss how recent technological innovations in the publishing industry have altered the traditional book chain and may provide solutions for textbook provision in low income countries.

Slide 6

The History of Publishing: From Scrolls to Ebooks

You have probably been buying and reading books for a number of years and have perhaps even switched from reading traditional paper books to reading e-books on a device like the Kindle, Nook or iPad. Have you ever wondered how the material for a book comes together? Publishing has evolved from ancient ways of writing on scrolls to today's e-books. Early on, individuals produced each copy by hand. Today, the entity responsible for overseeing the process of producing books for the public is called a publishing company or a publisher.

Slide 7

What are Publishing companies?

- Undertake the financial risk to develop, produce, and distribute books.



The image displays a collection of logos for various publishing companies. At the top left is LibriMundi, featuring a globe and the text 'LIBRERIA INTERNAZIONALE'. Next to it is Lantern, with a yellow and red logo. To the right is hachette LIVRE, with a stylized 'H' logo. Further right is Mc Graw Hill, in a red box. Below these are ELSEVIER (with a tree logo), ABIVA PUBLISHING HOUSE, INC. (with a blue and red logo), and BERTELSMANN. At the bottom right is MKUKI NA NYOTA PUBLISHERS, with a red logo and the tagline 'RELEVANT BOOKS. BEAUTIFUL BOOKS. AFFORDABLE BOOKS.' A small number '7' is visible in the bottom right corner of the slide frame.

Publishing companies, commonly referred to simply as publishers, undertake the financial risk to develop, produce, and distribute books. Book production is a capacity intensive industry that requires the skilled labor of professionals such as editors, graphic designers and illustrators. Publishing covers all areas of book production from the origination of the book idea to the point that the book is made available to the public in print or digital format. In that regard, a publishing company works with what is called the book chain.

As with any industry, there are different types of publishers specializing in different types of publishing. There are, for instance, newspaper publishers, magazine & journal publishers, and book publishers. Further, among book publishers, some specialize in publishing educational material such as textbooks, library books, and other learning material like posters, maps, and workbooks. In recent times, we have witnessed the rise of electronic books (e-books) and publishing on the internet. The latter frequently does not involve a traditional publisher, and raises concerns about quality of content in the absence of formal reviews of content.

Publishing in Sub-Saharan Africa in the 1980s was dominated by large international publishers. By the mid-1990s, many countries had achieved appreciable local capacities that enabled them to publish books locally. Some multinationals created local operations such as Oxford University Press East Africa operating in Tanzania, Uganda and Kenya. In some countries, indigenization led to national companies carved out of multinationals as happened in Kenya— for example, Longman became Longhorn.⁹

⁹ (Bgoya, Development Dialogue 1997)

Most publishers in low income countries are small- to medium scale, with low capital. Since textbook publishing involves large quantities of books and high cash outlay, it is difficult for publishers from low income countries to compete with the larger ones during tenders for procurement of textbooks.

Slide 8

Who works in the Book Chain?

- Strong/Working chain = healthy relationships between stakeholders.
- Weak/Broken chain = book provision problems.



The name, **book chain**, is derived from the relationships between the different stakeholders in the book publishing and distributing process. A book chain identifies the key steps in developing a book, beginning with the author's idea and ending with the book in the reader's hand. Understanding each of the steps in the book chain and how each step is linked to the others is important. If these relationships function well, the result is successful book provision and a thriving publishing industry. If the chain is broken at any point, this will affect the effectiveness of the other stakeholders and the industry as a whole. You can use your knowledge of the book chain to analyze weaknesses in a book supply system and determine how to repair it.

Introducing . . . the “members” of the Textbook Chain

We will now proceed to consider the different roles in the publishing process. As noted before, in some low income countries, the MoE functions as a publisher for textbooks.

Slide 10

The Ministry of Education (MoE)

In most countries, the MoE is the main government agency responsible for textbook policy, curriculum development, procurement, and supply to schools.

Some low income countries do not have a well-established book publishing industry. Some countries with small populations such as the Pacific Islands (Vanuatu, Fiji, etc.) and others like Papua New Guinea, Timor Leste, Togo, Benin and Lesotho naturally have small markets that struggle to sustain a book publishing industry. Different settings defined by different levels of resources call for different measures. For such countries, the Ministry of Education may become a *de facto* publisher. In such cases, the ministry usually does everything in-house: commission teams of writers for subjects, handle editing, illustrations, layout and design, and then contract printing of textbooks.

A recurring problem in such situations is that those tasked with the job sometimes do not have the requisite professional skills or to evaluate what they may commission. Also, we may have another section of the same ministry doing evaluation of content, which easily leads to conflicts of interest that influence approvals. All this can result in low quality books. Some MoEs therefore decide to contract the entire process, putting it up for tender. Instead of opting for a do-it-yourself program that results in low quality textbooks, it is advisable that MoEs faced with taking on the role of publisher should secure the services of a consultant to guide the publishing process.

Slide 11

Authors

- Originator of ideas, content; may be commissioned.
- Textbook authorship requires special skills.
- Authorship differs from country: private vs. public.



```
graph TD; A[Ministry of Education (Curriculum)] --> B[Authors/Illustrators]; B --> C[Publishers]; C --> D[Editors]; D --> E[Art Directors]; E --> F[Photographers]; F --> G[Copywriting Associates]; G --> H[Students/Teachers]; H --> A;
```

11

Authors

Authors develop the text or content. This content may be their original idea or they may be paid (commissioned) to develop content by a publisher. For children's books, sometimes illustrators are authors as well. An author can contact a publisher directly with a completed manuscript, a process called querying.

Textbook authors require skills and knowledge that are different from other authors. These include knowledge of the subject matter, curriculum goals and skills to be achieved, pedagogy and different methods for teaching urban and rural students. Such skills may be in limited supply in low income countries.

Textbook authorship is a collaborative process that involves:

1. Subject specialists – to ensure that approach and explanations are accurate
2. Curriculum experts – to ensure that books are consistent with curriculum goals
3. Teachers with extensive classroom experience. Teachers are particularly important as they have understanding of the level that books should be written; this includes vocabulary, content and exercises.

Textbook authorship differs in developing countries. In some countries such as Bangladesh, the National Curriculum and Textbook Board, an autonomous organization, is responsible for authoring of textbooks for the Ministry of Education. In Albania, the private industry (publishers) works with authors to develop textbooks for the ministry.

What is the situation in your country? Who writes textbooks—is it teachers, MoE teams or people working with publishers?

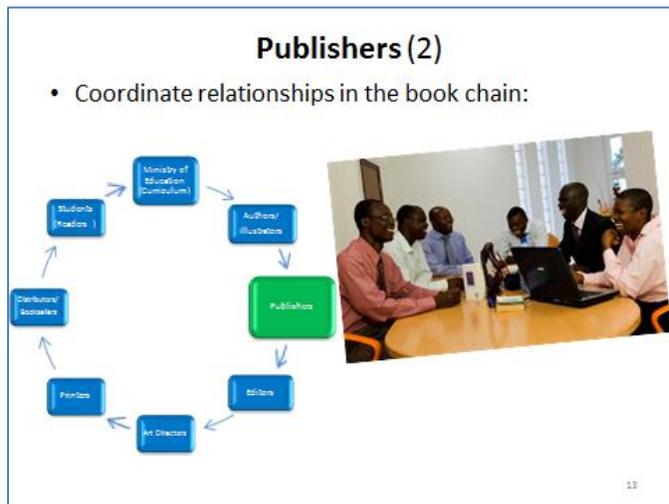
Slide 12

Publishers

Traditionally, a publisher has been the primary link between an author and multiple readers. This relationship is now undergoing changes because of information and communications technologies. The development of electronic books (e-books) is changing the way content is developed and distributed. Unlike traditional textbooks, digital textbooks may, for instance, contain video or animated content that students can interact with on their e-readers or mobile technologies.

The publishing process begins with the author, who compiles ideas into a manuscript, which is then acquired by a publisher. A publisher can also seek out an author to prepare a manuscript in a process called commissioning. In this case, the author may get a one-time fee and/or receive an advance on royalties against future sales. The publisher evaluates the manuscript content for quality, relevance, and timeliness. Once a publisher decides a manuscript should be published as a book, every step of the process and the relationships involved in the book chain has to be coordinated in order to get the book to the intended reader as needed. In the publishing industry, this role falls to the publisher, who also finances the entire book production and distribution process. Simply put, the publisher provides financing and assumes all risks for publication.

Slide 13



Publishers also coordinate relationships between the various links in the Book Chain. Because each link is important to the successful production of a book, it is important for us to understand what they do and also the relationship they have with each other. In textbook publishing, especially when tenders are floated, all kinds of persons and companies surface to

participate because it is a lucrative market. In many lower income countries (especially in Africa), educational publishing makes up over 90% of the overall publishing market.¹⁰

It is important, to assure quality and professionalism, that the MoE knows whether it is dealing with *bona fide* publishers, publishing agents, or simply “briefcase publishers” -- people fronting as publishers, but whose companies do not function as such except during tenders. Such people are often accused of bribing MoE officials in charge of tenders to be awarded contracts. A quick check with the national publishers association can confirm those registered and operating as genuine professionals.

The same holds for booksellers. Where such associations do not exist, it is advisable to check company registrations for ownership to ensure that MoE or other government officials may not be using these as fronts. That may constitute conflict of interest (discussed in detail in Module 9: Procurement). It is also helpful to request companies to submit samples of recently published books, with proof that it is actually their work, and not “borrowed” from other companies.

Slide 14

| Public Sector | Private Sector |
|---|---|
| Rarely has problem with book approvals as this is usually under sector ministry. Sometimes no formal approval takes place! | Book approvals not guaranteed. |
| Subvention or supplies of inputs like paper & ink purchased by parent ministry causes staff to be unaware of real costs of publishing. Overall result: expensive books. | Publishers risk own money or loan as capital, therefore, achieving economies/savings is crucial. Monopoly leads to expensive books. Where competition exists it usually drives prices down. |
| Subject to bureaucracy of parent ministry. Little consideration for and difficulty to respect deadlines. | Operates with market forces; virtually no bureaucracy. |
| Staff responsible for book provision may be scattered in various departments with no one to coordinate their efforts. | Departments generally work efficiently with each other. Clear lines of accountability exist. |
| Book provision characterized by bureaucratic inefficiencies. Often no motivation to deliver results. Little or no incentive to be cost-effective. | Motivated by efficiency and necessity to be cost-conscious to make a profit, retain business, and remain solvent. |
| Where private industry is weak or non-existent, might be the only option: Ministry becomes de facto publisher. | External publishers can be contracted to provide products and services in cost-effective manner. They may also form joint ventures with smaller local counterparts for the purpose. |

Public vs. Private Publishing

Publishing capacity varies from country to country. The decentralization trends of the 1990s saw the textbook publishing role move more and more from the state to the private industry in

¹⁰ (Trucano 2012)

many developing countries. The move was prompted partly by the failure of the state to provide quality, cost effective books and the desire to move decision making further away from the bureaucracy of the central office and more towards the district and school levels in the hope that it would result in increased transparency and efficiency.¹¹

The choice to go for public sector (government) publishing is not really linked to the size of the country, but it is more of a political option by the government. Timor Leste is tiny and is working under private publishing, so are Swaziland and Lesotho. Conversely, Sudan is huge and is still producing its textbooks via various government agencies.

Slide 15

Intellectual Property and Copyright

The author, whoever it may be, as **originator of content** for the book, is recognized as the **owner of the intellectual property** of the work produced and therefore, **has the copyright** to it. An author may assign his/her intellectual property to another person or organization (usually a publisher) to produce copies of a work in return for payment of a royalty. Copyright may also be vested in the publisher or the one who commissions a manuscript. For example, where a ministry commissions content, ownership belongs to the ministry. Often the publisher, not the author, owns copyright.

Ownership of intellectual property is important as it factors into the overall costs of book production. If the Ministry of Education develops content, it should ensure that it retains copyright as it would help to reduce the overall cost of books, especially when reprints are needed. This is because if the Ministry of Education owns the rights to the content of a textbook, for example, it does not need to pay royalties for reproduction of the material.

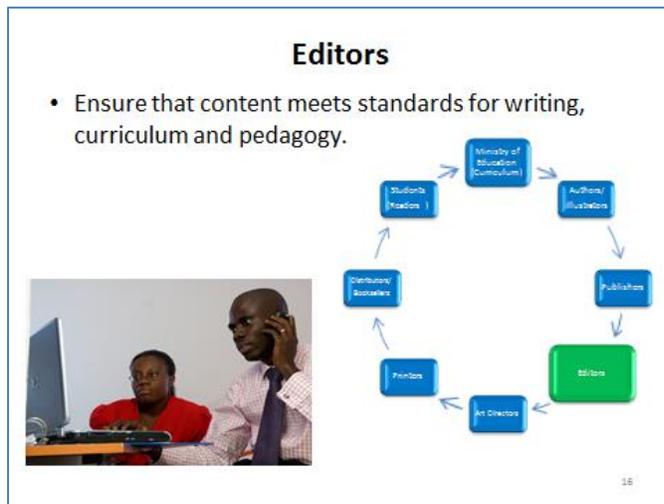
In many low income countries there is little or no intellectual property protection. This causes weakness in the book chain, leading to:

- Piracy:
- Loss of income for publishers (and authors)
- Discouragement of creativity (new works).

We will discuss copyright in more detail in Module 6.

¹¹ (Devas 2005)

Slide 16



Editors

The next “member” in the book chain is **editors**, who primarily work with authors, and are responsible for commissioning and acquisition of manuscripts. Editors select the most appropriate material and shape it to enable the audience to understand it. Editors need a specialized skill set. In the case of textbooks, **content editors** ensure that any work meets necessary curriculum and pedagogical requirements. An expert in the subject may be consulted to review and validate the content. An editor also works with an art director and illustrator to select appropriate images/photos and fonts. **Copy editors** ensure that the text conforms to recognized standards for grammar and spelling. Additionally, they check content for coherence, and checks grammar, appropriate language, presentation format and quality, and relevance to the target audience.

The editor is frequently responsible for the book project, from planning through commissioning, production (design, typesetting, illustration, proofing), and printing.

Generally, while there is seldom shortage of manuscripts in low income countries, it is sometimes difficult to find good editors and quality editing is often passed over in order to cut costs.¹² As a result, poor editing is evident in many textbooks. For example, in an English textbook published in an African country, the word “hallo” is misspelled as “hallow,” and “using” appears as “uisng.” Despite these serious errors (among many others) the book was selected and listed on the country’s official textbook list.

¹² (Walter 2012)

Slide 17

Art directors

Art directors create the look and feel of a book, and oversee design of the entire book. To achieve this goal, they work with designers to select fonts for the interior text, the type of illustrations and where they should be placed on a page. They also create the front and back book covers. Finally, the art director works with an illustrator, who provides images to support the text and overall design as appropriate for the intended educational (pedagogical) level.

It is important that art directors (graphic designers) pay attention to issues such as gender representations in textbooks to avoid communicating bias. There are many instances where girls are represented only in the context of the home and not in professional arena; boys are shown accomplishing difficult tasks while girls shy away from them.

Good design enhances readability and comprehension of a final product (book). Poor design adversely affects student performance because the reader has to struggle to extract meanings, due to poor organization of a page, for example.

To ensure that the book is printed exactly as designed, the art director provides the final instructions, called specifications (specs)—dimensions (size), colors, fonts, type of paper, and desired binding, packaging, etc.—to the printer.

Slide 18

Printers

- Receive book specifications from the art director.
- Use specialized equipment and skills to fulfill the art director's instructions.



```
graph TD; A[Students (Teachers)] --> B[Library of Sciences (Curriculum)]; B --> C[Authors/ Illustrators]; C --> D[Publishers]; D --> E[Art Directors]; E --> F[Printers]; F --> A; style F fill:#00FF00
```

Printers

After the designer's work is done, the printer manufactures the book based on the instructions and specifications provided by the designer. Specialized equipment and skills are required to deliver the specifications for textbooks.

See Module 3 for more information on Printing.

Slide 19

Distributors

- Wholesalers: store and transport books from printers or publishers to booksellers or students.



- Well-planned and organized distribution is important for books to reach students.

19

Distributors

It is important to arrange for distribution when planning a book acquisition strategy, otherwise the books will simply sit in storage due to lack of funds for freight forwarding to get the books to schools.

Once the printed book is completed, it needs to get to the targeted audience. This is done by distributors, found mostly in countries with large publishing industries. In some countries government does the distribution of textbooks itself. By definition, book distributors are generally wholesalers who transport finished books from the printer or publishers to the market. The printer delivers the books to the distributor, who then moves them on to booksellers, who as in many francophone African countries, where the students buy at booksellers'; or cases, such as in Rwanda or Namibia, where distributors bring the books to the schools' doorsteps.

Modules 7 & 8 focus on Distribution.

Slide 20

Booksellers

A bookseller:

- Is a retailer who acts as a direct link between distributor and the reader;
- Stocks/supplies textbooks and supplementary material to students and schools;
- Provides market feedback to the publisher on issues such as content, pricing, and quality of books.



Bookstore in upper middle income country

The bookseller gets books to readers

Booksellers play an important role in book distribution as they are the direct link between distributor and the customer/reader, the author's target audience. They supply textbooks and supplementary readers to students or schools. In some countries schools place textbook orders with bookstores, which then deliver the orders to the schools e.g. Kenya where schools are given funds to purchase textbooks from booksellers.

In low income countries, booksellers are crucial to the distribution process because of their proximity to school in small towns and villages. Distribution to small towns and villages can be challenging, due to bad roads, for example. Additionally, publishers and printers focus on their expertise, and do not have storage space or personnel to carry out this task. However, for many book provision programs, booksellers are deemed unnecessary and expensive middlemen and bypassed. The long term effect is the weakening of the book distribution infrastructure, which could be used to supply other learning materials—stationery, supplementary readers, etc.

In many countries, bookstores are located in urban areas or large towns—20,000+ inhabitants. There are, however, many cases where small retailers stock books for a short period usually at the beginning of the school year to make them available for students in rural areas. In Burkina Faso (pictured), for example, a bookseller's main business often focuses on office stationery and school supplies, with new and used books added in. The displays are not as elaborate as those we saw previously. Books may sometimes be displayed on dusty pavements. Yet these small stores play a vital role in getting books to readers, as they are located closer to schools in small towns and villages.

Distributors and booksellers are an important source of market feedback to the publishers (and the author) regarding the quality of production and content of books, because they are better

positioned to know which titles are selling well and which books are likely to sell well in specific localities.

We will discuss the role of booksellers in book distribution strategies in detail in Modules 7 & 8.

Slide 21

Readers/Students

- Get books through school supplies or bookstore purchase.
- Provide feedback on textbook manuscript pilots.





Recommended student-to-book ratio in classroom is 1:1 (one book per child per subject)

21

Readers/Students

Readers/students are the final link in the book chain. Students can access books directly from booksellers either through vouchers or parents' purchasing. Schools can purchase books on behalf of students with government funds or receive books directly from government for distribution to students. There is evidence to support the effectiveness of 1:1 book to student ratio especially in the early school grades.¹³

Readers provide crucial feedback when it comes to piloting of new books. Pilot programs for new manuscripts can provide crucial information on content and organization of books (like or dislike about a book). They may suggest changes to the content or request that prices be lowered. In the public sector, government would probably get feedback on materials they developed through a pilot with a small number of pupils only. In a public sector model feedback may also have been obtained through a pilot but sales by schools become a stronger indicator of end-user satisfaction with the textbook. In practice, many private publishers do not pilot their textbooks, but rely on evaluation committees to assess quality and relevance.

¹³ (Majgaard 2012, 132-134)

It must be noted that in some low income countries, readers (including students, teachers, and education administrators) are less likely to complain about poor quality materials or even be in a position to evaluate them since they may have little interaction with any textbooks at all.

Slide 22



Books Image courtesy of Adamr/FreeDigitalPhotos.net
eBooks Image Credit: © Markus Gann/Dreamstime.com

Innovations in Publishing

Before concluding this module, we need to consider how innovations are changing the book publishing industry. Since the invention of the printing press by Johannes Gutenberg in 1450, paper has been the main medium for manufacturing books. Innovations in publishing have revolutionized the book chain to bring books directly to readers but skipping traditional printing, distribution and sales. In recent years, the electronic format has also become part of the book market. An e-book, the digital format, used to be prepared after the book had been printed. More and more publishers are digitizing the content at the same time as it is made available for printing. If needed, e-books can be printed by a process called print-on-demand. If a book is published only as an e-book, for example, a printer would not be needed. Starting in 2010, Worldreader (www.worldreader.org) piloted its e-readers with students in Ghana and collected data on how increase in reading material affected learning and teaching methods.¹⁴

For e-books, partnerships – international/local, and publishers/tech firms – are increasingly important. How might this be an opportunity for low income countries? What do you think are the constraints for your country?

We will discuss the role of printers in textbook provision in Module 3.

¹⁴ (iRead Ghana Study: Final Evaluation Report 2012)

Slide 23

Summary

In this module we:

- Defined book publishing in the context/lens of the book chain;
- Identified the various links in the Book Chain, and described the role that each of plays in textbook publishing and distribution; and
- Noted how innovations taking place in the book publishing industry could radically alter traditional modes of production and distribution.

Slide 24

Exercise

- What role do publishers play in the book development process?
- Identify the links in the Book Chain and describe the key links that need strengthening in your country.
- Would you prefer a public or private textbook development model in your country? Why? If not, why not?
- Describe how new technologies have revolutionized the publishing industry and the impact they may have in textbook development in your country.

Slide 25

Exercise

Country Y is a small Sub-Saharan country with a centralized public service system. The government has revised the curriculum to reduce the number of required core subjects from 10 to 8, and added family life education as a core subject in effort to reduce the dropout rate of girls from the education system. The Ministry of Education and Science (MoES), is proposing to take on the role of producing and distributing free textbooks to schools to support these curriculum revisions. The Ministry believes that it will save book production costs by excluding the private book industry from this process.

- Considering what we have learned about the role of the publisher and the various stakeholders in the book chain, if Y were your country, what advice would you give to the

MoES regarding its proposed role? Which parts of the book chain would you foresee the MoES experiencing difficulty with the most and why?

Slide 26

Resources

For further study:

1. An E-Reader Revolution for Africa?
<http://online.wsj.com/article/SB10001424052702303768104577462683090312766.html>
2. Blumberg, Rae L. Gender Bias in Textbooks: A Hidden Obstacle on the Road to Gender Equality in Education. Paris: UNESCO, 2007. Background paper prepared for the *Education for All Global Monitoring Report 2008: Education for All by 2015: will we make it?*
<http://unesdoc.unesco.org/images/0015/001555/155509e.pdf>
3. Clark, G. and Phillips, A. (2008). Inside Book Publishing. London: Routledge, 2008.
4. Managing Intellectual Property in the Book Publishing Industry. Geneva: WIPO. Publication No. 868.
5. Mobile Learning: <http://www.unesco.org/new/en/unesco/themes/icts/m4ed/>
6. Lee, Marshall (2004). Bookmaking: Editing, design, production.
7. Sosale, Shobhana (Ed.). Educational Publishing in Global Perspective: Capacity Building and Trends. Washington, D.C.: The World Bank, 1999.
<http://elibrary.worldbank.org/doi/pdf/10.1596/0-8213-4254-1>
8. Textbooks and School Library Provision in Secondary Education in Sub-Saharan Africa. Washington, D.C.: The World Bank, 2008.
<http://siteresources.worldbank.org/INTAFRREGTOPSEIA/Resources/OtherTextbooks.pdf>
9. Trucano. "Textbook policies in an increasingly digital age."
<http://blogs.worldbank.org/edutech/edutech/textbooks>

Understanding the Textbook Industry

Module 3: Printing

Slide 5

Learning Objectives

In this module, we will:

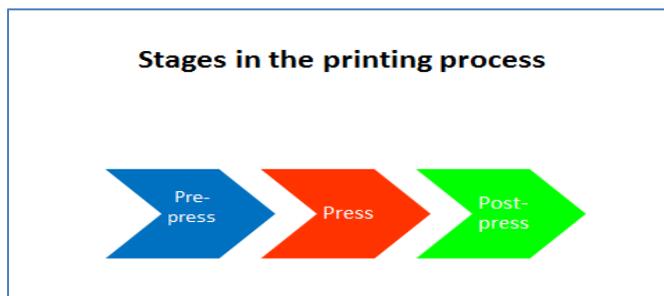
- Describe what printing involves and explain some common printing processes;
- Present various ways to save printing costs; and
- Explain how to select the right printing house for a print job.

Slide 6

Introduction

In the publishing industry, an establishment that provides printing services is referred to as a “printing house” or a “printer.” In countries where the publishing industry is functional, publishers contract printers to print books for them. In others, it would be the MoE that does so. There is an assumption that publishers and printers are the same entity, but that is not the case. There was a time that most publishers also owned printing presses, but today most publishers contract out the task. It is common now to find both small and large publishers having their books printed in countries such as China, India, and Mauritius.

Slide 7



The printing process begins when a graphic designer forwards the finished book to a printer. The book is usually forwarded in the form of an electronic file such as a PDF. The printer begins a three stage printing process that begins with Pre-press, followed by press and finally post-press.

Pre-press: This stage implements the instructions specified by the designer, and covers all the preparatory work that takes place before the actual printing occurs. This includes: download of client files, preflight (checking the files for problems such as formatting); imposition (putting pages in the right order); proof (running a test print to see if documents need color correction); plate-setting (imprinting of image from digital content onto a plate or cylinder).

Press: This is the actual printing of the books. The printing process produces multiple copies of the book as specified by the designer, ranging from a few copies to millions as needed. The total number of books produced in one printing is referred to as a “print run.”

Post-press: This stage involves folding of printed sheets, trimming, binding and packing the books for warehousing or distribution.

Slide 8

Virtual Tour of a modern Printing House

What really takes place in a printing house? We will now proceed on a virtual tour of a printing house to see various printing processes in action.

Click on the video link to start your tour.

XXXXX (Insert play button for Blue Tree/Paarl Media video)

Give credit for video--also in Acknowledgments It's from Paarl Media/BlueTree Group

Slide 9

Technical Specifications

The quality of finished product—the printed book—depends on designer's instructions to the printing house. The technical specifications or "specs" for textbooks should include:

1. Paper
2. Binding
3. Color
4. Dimensions

You have seen what goes on in a printing house to get books produced. The quality of finished product—the printed book— depends to a large extent on the instructions given to the printing house by the designer. These are called technical specifications or "specs," for short. This is a point where all the hard work in preparing and evaluating textbook content can be messed up. Technical specs for textbooks should be designed to ensure that the printer produces durable textbooks with book life of about 5-6 years. This is a cost-reduction measure for developing countries which often have limited funds for educational books. The four key factors listed on the slide should be included in technical specifications for durable textbooks.

Slide 10

Technical Specifications (2): Paper Quality

Paper: The weight of paper is measured in grams per square meter—gsm in the Metric system, or pounds in America. The higher the gsm, the more durable and expensive the paper. It is important to choose based on a balance between weight and cost.

At the lower end of paper, weight is 45-48gsm paper or newsprint, used to print newspapers. This paper is composed of short fibers mostly from recycled paper that interacts with the atmosphere and tends to yellow after a couple of days. In the middle is 80-90 gsm paper, the best of which is made from spruce wooden pulp found in Scandinavian countries. At the top end is wood-free paper, 100 gsm or higher. This is composed of chemical pulp that is not prone to yellowing due to the composition of the fibers. This paper is very good but also very expensive.

Textbooks are usually printed on 60-80 gsm paper. When designing books, it is important to aim for the total page count as a multiple of 16, called a “signature.” This is simply an accepted industry practice related to how a printing press folds the paper that is fed into it. If this is not done, there could be significant wastage. This may take the form of blank pages at the end of a book or unused paper for which the client is charged anyway, because the printer has to order in bulk to cover all the printing required.

For information on how paper is made, and the various types of paper on the market, such as wood-free, coated and uncoated, watch the videos listed in the Resources section of this Module.

Slide 11

Technical Specifications (3): Binding

Binding: This is method in which the pages of a book are held together. Animal or hide glue, resin and hot melt glue are the three main kinds of glue used in bookbinding. There are several ways of binding books. The printer’s task is to choose the correct binding method to ensure that books do not fall apart. The right type of binding can extend the life of a book.

Some of the major commercial bookbinding techniques are:

Hardcover: Some hardcover books have the pages sewn together before the rigid (hard) cover is attached. This method is time consuming and expensive and may not be ideal for textbooks.

Punch and bind: Spiral binding is one example, commonly used for atlases and other publications where it is necessary or desirable to be able to open the publication completely flat without breaking the spine.

Stitched/Sewn: A *sewn book* is constructed in the same way as a hardbound book, except that it lacks the hard covers. An example is saddle-stitching, which involves wire stapling (sewing) on the spine of book. It works well for books with not more than 48 pages, such as workbooks.

Thermally activated binding: A common type is Perfect/adhesive binding, which works well for paperback or softcover books, even those with more than 400 pages, using hot melt glue such as PUR. This type of glue is good for educational books because it is durable in different types of weather. PUR is better than standard hotmelt adhesives for many reasons, the most important

of which are its superior adhesion and the ability of a PUR-bound book to lie flat when open. Most textbooks have perfect binding.

Slide 12

Technical Specifications (4)

Color: Printed color is a combination of the four primary colors—Cyan, Magenta, Yellow and Black.



- When CMY “primaries” are combined at full strength, the resulting “secondary” mixtures are red, green, and blue.
- Most textbook printing is black text on white paper. Textbooks for lower classes, science and maths generally have more color than other subjects.

Color: The printed color we see is actually a combination of the four main printing colors—Cyan, Magenta, Yellow and Black. Mixing all three theoretically results in black, but imperfect ink formulations do not give true black, which is why the additional K component is needed. Color printing typically uses ink of four colors: cyan, magenta, yellow, and key (black). When CMY “primaries” are combined at full strength, the resulting “secondary” mixtures are red, green, and blue.¹⁵

Most textbook printing is black text on white paper. Textbooks for lower classes, science and mathematics generally have more color than other subjects.

Slide 13

Technical Specifications (5): Dimensions

Dimensions: The specs for the size of a book must include the measurements for the length, width and the spine. The width of the spine indicates the space available for any text and helps to determine the choice of binding.

¹⁵ Wikipedia

Slide 14

Cost drivers in Printing

Major factors:

- Size of print run: a low print run can result in higher unit costs.
- Paper: Accounts for up to 40% of overall cost of printing.
- Physical dimensions: More book pages = higher printing cost.
- Taxes: taxes on raw material and locally printed books will increase costs of books.
- Delivery schedule: Delay in contract awards and tight delivery schedules result in rush printing jobs, which incur high costs.

Understanding the cost drivers in printing can be useful in identifying factors that will bring down overall costs of books. The following are 10 specific factors to pay attention to.

Size of print run: generally, the higher the print run, the lower the cost per copy produced, known as the “unit cost”. The savings on cost, however, plateaus at about “35,000-50,000 copies for 4-colour printing.” (DFID Practice Paper Guidance Notes, p.25).

Paper: In countries where paper stock is imported it is expensive, this is more pronounced if a printing house does not have the purchasing power to buy in bulk to get it at good rates. The cost of paper and any paper wastage is borne by the customer. Paperback books generally cost less than hardcover books of the same number of pages.

Physical dimensions of book: The size of the book, total number of pages, and number of pages that fit on a sheet of paper all affect pricing. Pages not used for text constitute wastage.

Taxes: Many raw materials for printing including paper and ink attract customs duty and taxes when imported. Additionally, in many countries, taxes are levied on the finished books when manufactured locally. In contrast, the same countries may allow finished books to be imported duty-free and tax-free, due to international conventions such as the Florence Agreement [See article in the Resources Section]. This is a major reason why local textbook printing is expensive in many countries.

Delivery schedule: Rush jobs attract higher charges. This means advance planning has to take this into consideration when books are being procured. A printing house may agree to take on a job, but may be unable to realistically meet a delivery deadline, because the equipment it has cannot handle that volume of work in that time period. This point is discussed further later in this module under “How to choose a printing house.”

Slide 15

Cost drivers in Printing (2)

Minor factors:

- Color production
- Machine time
- Skilled labor
- Utilities
- Access to finance

Color production: Each color is set-up individually and it takes time to find the right the right color balance. In recent years, the cost of color printing has fallen considerably, and with large printing volumes—as done for textbooks—the difference in cost between one color (black) and full color has narrowed significantly. See above point on size of print run.

Machine time: Make ready time, overheads of machines – repair and maintenance, plates and cylinders.

Skilled labor: Unskilled labor increases print costs through human error, for example, in counting and quality control, and taking more time than machines to complete a job. Skilled labor operates modern equipment, shortens delivery time, and improves quality of final product. So, while it may be nationalistic to prefer to use local printing houses, as a means to boost local business development, the quality of final product (books) and the cost difference when compared with printing externally should factor in a final decision.

Utilities: While these may not be an issue in middle and high income countries, availability and cost of water and electricity are often major factors in the cost of running a printing house. In the absence of regular and uninterrupted power supply, printing houses are forced to purchase and operate on-site electrical plants. Water becomes a significantly high expense as well.

Access to finance: Printing is a cash-intensive business. It is important to have continuous access to finance orders. When a printing house finds it difficult to access loans or has to pay high interest rates, this leads to higher costs, which are passed on to the customer. In many countries, it is common for a printing house to ask for pre-payment (up to half or more of the total cost of a print run) before printing begins. Where government finances printing, this does not pose a problem. However, this becomes an important issue when government tasks local

(national) publishers/printers to produce local language and supplementary readers for the open market.

Slide 16

Selecting a printing house for a specific print job

Key factors to consider when selecting a printing house for an educational books project:

1. Capacity
2. Delivery
3. Quality
4. Cost
5. Finance

** Work with consultants have expertise to assess capacity and advise on options.*

Selecting a printing house for a specific print job¹⁶

What type of printing house do you need? Here are key factors to consider when selecting a printing house for an educational books project.

1. **Capacity:** Does the printing house have the equipment, manpower and skills to print the volume of books needed within the required timeframe? As discussed earlier, for many countries this means printing overseas. In others, it might mean using a government-owned printing house within the country.
2. **Delivery:** Will the printing house be able to print the books on time? This is important in ensuring that books are delivered to students in time for the start of a new school semester or year, for example.
3. **Quality:** Does the printing house have a track record of producing books of high quality? If samples are submitted, how do they compare with other materials produced by the same company?
4. **Cost:** How does the printing house's pricing compare with others in terms of value for money? This is especially pertinent in deciding between printing locally versus internationally or using a government-owned printing house versus a privately-owned one.

¹⁶ This is a task where one might use the services of consultants who have expertise in assessing print capacity.

This decision point can invite corrupt practices such as collusion or even fraud. This is discussed further in Module 9 (Procurement) and Module 10 (Fraud & Corruption).

5. **Finance:** Does the printing house have the ability to pre-finance at least part of the project? In practice, a cash-strapped government will find this attractive, but it has been used to set high unit costs for books manufactured. The result is excessive costs for a government's textbook program and fraudulent profit for the printing house.

Slide 17

Selecting a printing house for a specific print job (2)

- Printing houses have their specialties:
 - Posters, pamphlets, booklets or newspapers (low income countries)
 - Magazines or journals
 - Textbooks

- Match the desired print job to the right printing house/press.
 - Usually, large volume calls for printing overseas

Printing houses have their areas of specialty. For example, in low income countries most printing houses have equipment that can only produce posters, pamphlets, booklets or newspapers but not textbooks. In some countries, a few large scale printers may exist, and though they may be expert at printing magazines, journals, reports and brochures, they may not be good at printing books with the number of pages and binding required for textbooks.

When selecting a printing house for a job, it is therefore important to ensure that you match the desired job to the right printing house. If for instance you would like to print 50,000 textbooks, then you would select a printing house that specializes in printing textbooks and that has the equipment to print this volume at a cost effective cost. In many instances, this means printing outside the country.

Slide 18

Print Capacity in Low-Income Countries



Small-sized; Cannot handle large volume jobs, e.g. textbooks

May have capacity for printing teachers' guides, workbooks.



18

Photo credits: Maggie de Jongh/Blue-Tree Group

In many developing countries, local printing presses are small and often do not have access to capital to acquire high technology equipment for textbook manufacturing. They may also not have adequate jobs to keep the presses busy when textbook manufacturing is not taking place. While they may not have capacity to print large job, they can print small textbook jobs such as teacher guides, workbooks and supplementary readers.

Slide 19

Methods to strengthen local printing industry

Methods to strengthen local printing capacity include:

- Contracting for “small” print jobs— teachers’ guides, supplementary readers.
- Joint ventures between local and international printers
 - for technology transfer.
 - To split print jobs between local and foreign partners for local job creation

This does not mean that local printing should not be encouraged. Methods to facilitate this process include:

- Forming joint-venture partnerships between local and international printers. This enables knowledge and technology transfer. It can also provide access to funding to allow participation in textbook bidding projects.
- Splitting large print jobs between local and foreign partners for local job creation where, for example, the local partner prints teacher guides and other supplementary readers, and the international printer handles the textbooks.

Slide 20

Local vs. International Printing

Key factors to consider when deciding whether to print locally and internationally:

- Cost differences
- Local capacity to print educational material
- Access to regional printing hubs
- Economies of scale
- Import/Export laws

Local vs. International Printing

Where to print books is often a financial negotiation. Publishers and MoE consider the following trade-offs.

Local capacity: Can local capacity handle large volumes at competitive cost compared to international sources? Remember to factor in shipping costs from outside the country.

Regional: For countries within regional economic communities (ECOWAS, EAC, SADC, etc.), would using a regional hub for printing be cost-effective?

Economies of scale: For multiple titles with identical dimensions, keeping illustrations and employing black plate changes results in significant cost savings. This works very well for multi-language translations of a book.

Import/Export laws: One would also need to find out if any national laws do not allow book imports (as in Argentina?) or mandate local printing (as in Egypt).

Slide 21

Summary

In this module we:

- Described printing and highlighted the different stages involved in printing a book;
- Discussed the various factors that influence the costs of printing;
- Considered how to select the right printing house for a job, and the trade-offs that come into play, and
- Suggested methods to strengthen the local printing industry.

Slide 22

Discussion Question

A Ministry of Education is considering building a state-of-the-art printing press in low-income Country Y. The idea is to facilitate printing of textbooks as enrolment increases. Some officials say this would enable the MoE to save money on and also have full control of procurement of textbooks.

Imagine that you have been asked to prepare a briefing for the minister. If this were your country, how would you advise the minister? In light of our discussion so far, consider the following:

- Availability and cost of paper and ink.
- Skilled labor to operate the equipment.
- Machine capacity utilization: How many books will be printed and how often will the equipment be fully in use?
- Electricity supply.
- Market and availability of other printing.
- Relative costs of private vs. public printing.

Consider also the impact a government-run press would have on printers in the country.

Slide 23

Resources

For further study:

1. Bann, David. 2007. The All New Print Production Handbook. New York: Watson-Guptill.
2. DeJongh, Maggie: The printing contribution to the successful delivery of books:
<http://www.globalpartnership.org/media/textbooks/day1/The%20Printing%20Contribution%20to%20the%20Successful%20Delivery%20of%20Books%20-%20Maggie%20DeJongh.pdf>
3. DFID Practice Paper Guidance Notes. Learning and Teaching Materials: Policy and Practice for Provisions.
4. Florence Agreement on Importation of Education, Scientific and Cultural Material – June 17th, 1950: http://portal.unesco.org/culture/en/ev.php-URL_ID=35104&URL_DO=DO_TOPIC&URL_SECTION=201.html) and <http://ia.ita.doc.gov/sips/sipsfap.html>.
5. How paper is made videos: <http://www.youtube.com/watch?v=jGH7kQ30SKo>; and <http://www.youtube.com/watch?v=2MUGbe6vRpo>
6. Video of a tour of a modern printing press (Goal of this video is to show the various printing process: pre-press, press, and post-press).

Understanding the Textbook Industry

Module 4: Textbook Costing and Financing

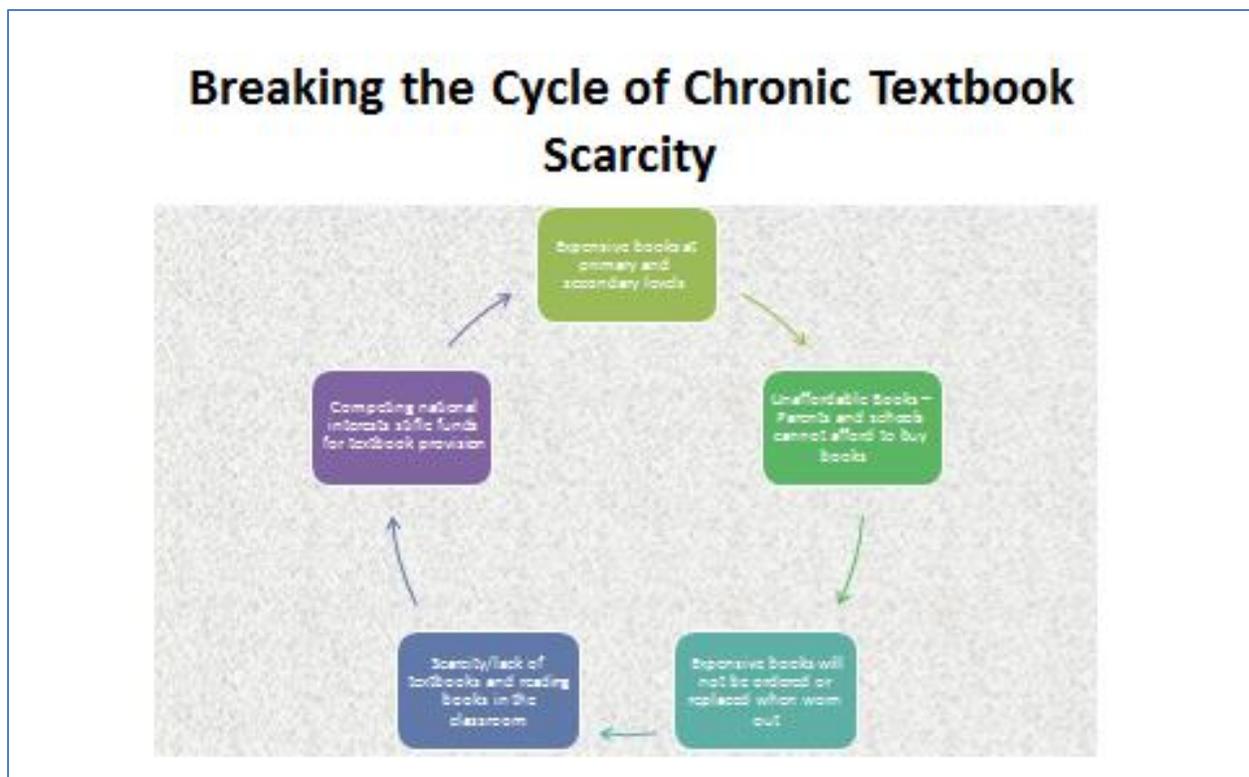
Slide 5

Learning Objectives

In this module, we will:

- Discuss factors that contribute to the unit cost of a book;
- Examine why the cost of textbooks vary widely from country to country;
- Enable participants to ascertain if prices quoted for books are appropriate;
- Examine suggestions for potential cost savings; and
- Consider options for financing textbook provision.

Slide 6



Breaking the Cycle of Chronic Textbook Scarcity

- One of the factors that contribute to chronic book scarcity, as discussed in Module 1, is the high cost of books. If the cost of books is too high, parents and schools cannot afford to purchase them, and students attend schools without textbooks and other reading material.

Market prices for textbooks can be prohibitive at all levels, not only at the primary school level. Some countries also restrict imported goods (Textbooks and Quality Learning for All, p. 48). Similarly, reading books are sometimes just as scarce and expensive as textbooks. When textbooks costs are high, governments are unlikely to order or replace copies when existing books are damaged or exhausted.

- Governments that could subsidize the costs of books in low-income countries are sometimes unable to do so due to competing national interests. For example, available funds are channeled toward more pressing needs such as health (Textbooks and Quality Learning for All; p. 47).

It is important to know how the unit cost of books are determined, so that governments, program advisers, and administrators can tell whether they are getting value for money.

Slide 7

What factors affect the cost of books?

There are many factors that affect the cost of books: Some factors have a large impact on cost of books; some modest. When designing a book provision plan, it is important to know which factors are most responsible for influencing the costs of books, in order to determine whether prices quoted are fair and valid.

Slide 8

What factors have major impact on textbook costs?

- Availability and cost of raw materials: Paper, ink, etc.
- Print run/Economies of Scale: The higher the print run, the lower the cost of producing one textbook.
- Inefficient in-country book publishing and printing capacity, lack of skilled labor.
- Corruption in evaluation, contract award, and monitoring processes.
- Extra charges associated with origin of books.
 - Imported finished books (free of taxes) vs. locally produced (attract VAT, other charges).
- Manuscript development costs.

The factors that have major impact on the cost of books include:

- **Availability and cost of raw materials:** For most countries paper, ink, and other inputs for printing are imported and dependent on international prices. They may not be readily available on the market since there are few specialized importers. In many cases, for example, sourcing paper internationally—direct from manufacturers—can be cheaper than buying locally, but few printers can afford this bulk purchase.
- **Print run/Economies of Scale:** This often has the single biggest influence on costs. The higher the print run, the lower the cost of producing one textbook.
- **Capacity of local publishing and printing industries to produce books efficiently:** Older equipment and reliance on manual labor for aspects of production, e.g. collating printed sheets, leads to errors, more wastage, and lower quality of books.
- **Corruption** in the manuscript/book evaluation, contract award, and monitoring processes: Money that suppliers spend to influence officials is recovered through higher cost of books and distribution services.
- **Prices of imported finished books vs. locally produced:** In many countries, imported books are free of taxes and customs charges, whereas inputs such as paper and ink for local production attract taxes and customs charges. In some countries, locally produced books are subject to tax.
- **Manuscript development costs:** This depends on the complexity of material to be provided. Manuscripts originated from scratch cost more to develop than those created from adaptations of existing books. For example, if a curriculum in Country A is similar to that of Country B, a publisher could simply contextualize content (change names and places) in a book developed for Country A and reprint it for use in Country B.

Slide 9

What factors have modest impact on textbook costs?

- Piracy.
- Profit margin.
- Distribution costs.
- Payment schedule for completed deliveries.
- Purchasing power of parents/students.

Factors that have a modest effect on textbook cost include:

- **Piracy:** Infringement of intellectual property rights (copyright) contributes to significant loss of income for publishers.
- **Profit margin:** This depends on affordability by buyers, and whether bulk purchases are made.
- **Distribution costs:** They can significantly affect the unit cost if factored into it. Most low income countries, at least in Africa, have scattered schools in difficult terrain, usually to be distributed during the rainy season which precedes the beginning of the school year.
- **Payment schedule for completed deliveries:** Publishers (or distributors and booksellers) are likely to adjust their prices upward if there is a history of payments being delayed after they have fulfilled orders for books by the Ministry, for example.
- **Purchasing power of parents/students:** This is especially important, if books are sold on the open market.

Slide 10

How is unit cost of a (text)book calculated?

- Understanding how unit cost of a book is determined provides a useful basis to design methods that reduce costs.
- Ensure that **all** possible expenses are covered, because it helps with budgeting/financing.

Accurate budgeting/financing depends on ensuring that **all** possible expenses are covered, especially if ministry staff perform various tasks. If this is not done, say the salary component is not charged to manuscript development costs, it gives a false view of what it actually costs to produce a book. It should also be noted that if one asks a printer for a quote the figures submitted may only cover printing costs because publishing and distribution are different businesses/costs.

Slide 11

How is unit cost of a (text)book calculated?

- The cost of one book, referred to as the unit cost, is calculated as follows:

$$\text{Unit Cost of book (U)} = \frac{(\text{CP}) + (\text{CD}) + (\text{R}) + (\text{O})}{(\text{PR})}$$

CP: cost of production;
CD: cost of distribution (including discounts to distributor and bookseller);
R: royalty payable to author;
O: overheads; and
PR: print run.

11

So, how do publishers determine the cost/price of a book? First, we need to understand the breakdown of the costs that go into producing books. It should be noted that there are many different price breakdowns; what is presented here is one practical way of doing so.

The cost of one book is referred to as the unit cost. For a particular book, the unit cost is calculated by adding all the potential expenses that go into the process from acquisition to getting the book in the hands of a reader, then dividing by the total of books printed:

$$\text{Unit Cost of book (U)} = \frac{(\text{CP}) + (\text{CD}) + (\text{R}) + (\text{O})}{(\text{PR})}$$

Where

CP: cost of production

CD: cost of distribution (including discounts to distributor and bookseller)

R: royalty payable to author

O: overheads

PR: print run

It is important to understand how unit cost is calculated because it “determines the cost of books to the end-consumer, such as students, parents, and schools.”¹⁷ It also helps in identifying areas to cut costs. In some instances unit cost is used to refer to only the *manufacturing* cost, or the cost of printing. This does not accurately reflect all expenses incurred in producing the book such as the various publishing costs.

¹⁷ (De Guzmán 2012)

Slide 12

Pricing mystery: Why these variations?

| Country | Avg. textbook price (USD) | Avg. cost of a textbook set (USD) |
|----------------|---------------------------|-----------------------------------|
| Botswana | 11.07 | 99.60 |
| Cameroon | 8.95 | 116.30 |
| Cote d'Ivoire | 7.64 | 61.10 |
| Ghana | 5.19 | 41.60 |
| Kenya | 3.80 | 57.00 |
| Lesotho | 18.75 | 150.00 |
| Malawi | 7.06 | 84.70 |
| Nigeria | 4.61 | 32.69 |
| Tanzania | 4.25 | 25.30 |
| Togo | 9.92 | 59.50 |
| Uganda | 15.00 | 155.19 |
| AVERAGE | 8.75 | 80.27 |

Table 1: 2007 survey of secondary textbook costs (Grade 9) in Sub-Saharan Africa (Source: Read, Bontoux and Buchan, 2007). Average prices of Textbooks/sets. DFID Guidance Note (p. 20).

12

When we examine the prices of books across regions we notice that the costs of books vary greatly from country to country for the same size of book. These differences can be small or large, as shown in Table 1. For example, the cost of an average textbook in Uganda is \$15, while the cost of an average book in Kenya is \$3.80.¹⁸ The question then is, “why are books more expensive in certain countries than in others?” The answer lies in *how a book is priced for sale*.

¹⁸ (DFID Guidance Note: Learning and teaching materials: policy and practice for provision n.d., 20)

Slide 13

How is a textbook priced for sale?

- Unit cost is not the same as the list/selling price of book that parents pay for bookstore purchases. It is important if the “Shopping” method is used to procure books (see Module 9).
- List/Selling price is unit cost multiplied by a *factor* that depends on:
 - Profit margin,
 - Market demand vs. availability
 - Purchasing power of buyers,
 - Value placed on the content.
- The selling price can be lowered as print run increases.

We have seen the breakdown of the costs that determine the unit cost of a book. What then leads to variations in costs from publisher to publisher? How, for instance, does a publisher in Kenya decide that the catalogue list price of a textbook will be \$3.80 while the counterpart in Uganda decides that the price of a similar textbook will be \$15?

These differences depend on the *factor* that a publisher uses to set the list price of a book. This factor enables publishers to meet all their expenses and make a profit and is influenced by:

- **Profit margin expected:** The publisher prices to enable recouping expenses involved in manuscript development (including royalties and any other fees) and production (printing and packaging). If books are purchased “off the shelf” and the publisher is contracted to deliver to a school, for example, the distribution expense will also be factored into pricing.
- **Market demand vs. availability:** If sold through bookstores, shortages on the market can lead to higher prices.
- **Purchasing power of buyers:** can they afford the selling price?
- **Value placed on the content:** This is subjective and often influenced by market demand or feedback from teachers and students.

We will illustrate with some sample calculations.

Slide 14

List Price – Sample Calculation* (1)

Publisher A

Publisher A's Standard One English book has a **production cost of \$1** and sets a **list price of \$5** (using a multiplication factor of 5):

- From this list price, deduct 50% as discount given to the distributor/wholesaler and bookseller/retailer to move the book closer to the students.

$5 \times 50\% = \$2.50$. Now you have a Net list price of \$2.50.

- From the Net list price, deduct 10% for copyright fees

$2.50 \times 10\% = \$0.25$. That leaves \$2.25.

- Next deduct the unit production cost; in this example let us assume that cost is \$1.

$\$2.25 - \$1 = 1.25$. This publisher will make a gross profit of \$1.25 per book.

- From this gross profit the publisher will need to deduct the costs for overhead (salaries, administrative expenses, utilities, etc.), taxes, and promotion. If these costs amount to \$0.75 per book,

$\$1.25 - \$0.75 = \$0.50$. Therefore, the publisher's net profit is \$0.50 per book.

*Credit: Adapted from handouts to "So you're thinking about a textbook component for your project! What a task team leader needs to know for project preparation and implementation (but were afraid to ask)"; a presentation by Alfonso de Guzmán, at "Getting Books to the Kids," a community of practice workshop of the Global Partnership for Education, Washington, D.C., October 12, 2012.

Publisher A¹⁹

Publisher A's Standard One English book has a **production cost of \$1** and sets a **list price of \$5** (using a multiplication factor of 5):

- From this list price, deduct 50% as discount given to the distributor/wholesaler and bookseller/retailer to move the book closer to the students.

$5 \times 50\% = \$2.50$. Now you have a Net list price of \$2.50.

- From the Net list price, deduct 10% for copyright fees

$2.50 \times 10\% = \$0.25$. That leaves \$2.25.

- Next deduct the unit production cost; in this example let us assume that cost is \$1.

$\$2.25 - \$1 = 1.25$. This publisher will make a gross profit of \$1.25 per book.

- From this gross profit the publisher will need to deduct the costs for overhead (salaries, administrative expenses, utilities, etc.), taxes, and promotion. If these costs amount to \$0.75 per book,

¹⁹ Credit: The sample calculations presented in Slides 14 and 15 are adapted from handouts to "So you're thinking about a textbook component for your project! What a task team leader needs to know for project preparation and implementation (but were afraid to ask)"; a presentation by Alfonso de Guzmán, at "Getting Books to the Kids," a community of practice workshop of the Global Partnership for Education, Washington, D.C., October 12, 2012.

$\$1.25 - \$0.75 = \$0.50$. Therefore, the publisher's **net profit is \$0.50 per book.**

Slide 15

List Price – Sample Calculation* (2)

Publisher B
Imagine that for the same Standard One English book as Publisher A, Publisher B has a **list price of \$3** and a **production cost of \$1** (*multiplication factor of 3*):

- From this list price, deduct 50% as discount given to the distributor/wholesaler and bookseller/retailer to move the book closer to the students.
 $3 \times 50\% = \$1.50$. Now you have a **Net list price of \$1.50.**
- From the Net list price, deduct 10% for copyright fees.
 $1.50 \times 10\% = \$0.15$. Now you have price of **\$1.35.**
- Next, deduct the unit production cost; already stated as \$1.
 $\$1.35 - \$1 = \$0.35$. **This publisher is making a gross profit of \$0.35 per book.**
- From this gross profit the publisher will need to deduct the costs for overhead (salaries, administrative expenses, utilities, etc.), taxes, and promotion. In order for Publisher B to make a net profit, these costs must be less than \$0.35 per book. Alternatively, Publisher B would have to raise the multiplication factor.

*Credit: Alfonso de Guzmán, 2012.

Publisher B

Imagine that for the same Standard One English book as before, this publisher gives it a list price of \$3 and production cost of \$1 (multiplication factor of 3):

- From this list price, deduct 50% as discount given to the distributor/wholesaler and bookseller/retailer to move the book closer to the students.

$3 \times 50\% = \$1.50$. Now you have a **Net list price of \$1.50**

- From the Net list price, deduct 10% for copyright fees

$1.50 \times 10\% = \$0.15$. Now you have price of **\$1.35.**

- Next deduct the unit production cost; already stated as \$1.

$\$1.35 - \$1 = \$0.35$. **This publisher will make a gross profit of \$0.35 per book.**

From this gross profit the publisher will need to deduct the costs for overhead (salaries, administrative expenses, utilities, etc.), taxes, and promotion. In order for Publisher B to make a net profit, these costs must be less than \$0.35 per book. If not, Publisher B would have to raise the multiplication factor.

The two examples we have shown illustrate why two publishers in the same country can quote different prices for the same book. It is also understandable that, because production costs and overheads vary from country to country, there will be significant differences in the comparative cost of books.

Slide 16

Why should we lower the cost of books?

Often, publishers face pressure from students, parents, teachers, governments or donors to make their books more affordable in order to support learning and education. As we have already seen, there are many stakeholders involved in the book chain. Therefore, given all that is required to produce one print run, publishers alone can only do so much to lower the unit cost of books; it would take the concerted effort of many stakeholders. Governments can help by putting in place policies or specific measures, but they also need the cooperation of the stakeholders in the book chain. On their part, publishers can identify areas for potential cost-cutting. We shall discuss these aspects in more detail.

Slide 17

How can we lower the cost of books?

Methods to explore to help lower costs include the following:

- **Dimensions:** Reduce number of pages per book and size/format of each page. Less paper means less cost.
- **Curriculum Revision and Design:** Reduce number of revisions and the number of required subjects at any grade level. Fewer required subjects at any grade level results in fewer textbooks published, and lower overall book provision costs. A negative effect of this is that fewer subjects reduce the market for publishers, resulting in them increasing prices to remain sustainable.
- **Durability/Lifespan of Books:** Create specifications to ensure that printed books are durable enough to withstand normal wear and tear. This will reduce frequency of reprints needed to replace damaged books. A three-year life is generally acceptable.

Slide 18

| How Can We Lower the Cost of Books? (2) | | | |
|--|---|---|----|
| Which link in the book chain drives costs? | | | |
| Textbook cost component % of retail price | Average SSA textbook cost structure (%) | | |
| • Origination costs | 14 | • Payment to authors | 11 |
| • Raw materials | 12 | • Raw materials, prepresswork, Printing and binding | 32 |
| • Manufacturing | 10 | • Publishers' overhead and profit | 16 |
| • Publishers' overhead & profit | 27 | • Booksellers discount | 23 |
| • Royalties | 7 | • Marketing costs (promotion/selling) | 9 |
| • Ocean freight | 4 | • Distribution costs | 9 |
| • Bank charges | 1 | | |

Source: Reed and Bontoux (2012). Actual cost of 96 page primary school textbook in 4 colors made by leading African publisher for retail sale in 2011.

Source: 1997 survey of 20 publishers in 12 SSA countries. "World Bank Support for Provision of Textbooks in Sub-Saharan Africa 1983-2000"; World Bank (2002).

Slide 18 shows cost factors from two sources. You will note that they have some costs in common as well as others that are unique. Once these cost drivers are identified, we can consider where to make savings. For a project manager, this can be an excellent guide in negotiating prices when dealing with publishers. For example, if the MoE will undertake distribution, that could save about 9 percent of cost in the SSA textbook example on the slide.

Such a breakdown also provides ideas as to interventions that can bring down prices (See Slide 19).

Slide 19

| How Can We Lower the Cost of Books? (3) |
|---|
| Other methods to explore include: |
| • Raw material savings: Bulk paper purchase for printers. |
| • Tax exemptions on imported raw material and equipment. |
| • Guaranteed book purchase. |
| • Strengthen delivery systems to prevent losses and leakage. |
| • Pricing: Add this to evaluation criteria for approved book lists. |

How can we lower the cost of books?

Here are some pertinent areas to explore:

Raw Materials: A ministry or government agency can buy paper in bulk on behalf of printers. In some cases, paper accounts for more than 40 percent of the production cost of a book.²⁰ The savings to be passed on to book buyers can therefore be significant.

Tax exemptions: Consider a policy decision to reduce or eliminate customs duty and taxes on imported raw material (such as paper), and equipment (computers, printing equipment, etc.) used for book production. The problem here is that these same inputs can also be used for products which are not books. For example, computers and graphic design equipment can be used for newspapers and advertising work. Also, once paper enters a printing house, it is difficult for an outside agency to police how it is used.

Guaranteed purchase: Here, a Ministry of Education (MoE) guarantees to buy a fixed number of copies of a title from publishers. In return for this buyback the MoE negotiates a favorable discount from the publisher to lower the cost of books purchased as well as prices of those that may be sold on the open market.

Strengthen delivery systems: Book provision projects should provide funding to cover delivery of books. Unsecured warehouses and non-verification of deliveries lead to leakages. One can also negotiate with distributors/booksellers to reduce cost of delivery to schools, particularly if the MoE can assure them of continued business.

Pricing: Make this a significant factor in evaluating books for selection onto approved textbook lists or for purchase. It has the potential of creating competition between publishers that would lead to lower prices. However, care must be taken not to compromise the quality of books supplied.

²⁰ (DeJongh 2012)

Slide 20

Who finances the books?

Book financing can be done in two main ways: Financing the supply side of book provision (producer financing), and financing the demand side of book provision (consumer financing). Producer financing supports the production of books, while consumer financing supports the purchase of books.

Slide 21

Financing: Who pays for the books? (2)

1. Producer financing covers production of books, and is undertaken by:
 - Government: budgetary line item.
 - Donors: through direct funding/purchase.
 - Publishers.
 - Public-private partnership.

Production of books (producer financing)

Commonly used methods of financing textbook production include:

- **Government:** In some countries, the government produces or directly finances production of textbooks. This is usually the case where books are authored by staff of government agencies, where there is no local publishing industry or the industry lacks the capacity to produce the required books.
- **Donors** may provide funding in the form of loans or grants to governments specifically for the purpose of producing books.
- **Publishers:** Where the publishing industry is vibrant, especially in middle income countries, private publishers finance production of textbooks using their own capital. The books may be then purchased by government for supply to schools or sold on the open market for purchase by parents/students.
- **Public-private partnership:** In this scenario, Government teams up with publishers or printers to produce textbooks. For example, government may commission manuscripts, then turn them over to publishers to take through the production process (editing, design,

illustrations, printing, and packaging). Government may then buy back all textbooks produced. In another scenario, often used in many countries, the government purchases a portion of the books produced and allows the publisher to sell the rest on the open market. When this happens this becomes a hybrid method, a case of Producer/Consumer funding.

Slide 22

Financing: Who pays for the books? (3)

2. Consumer financing covers provision/supply to schools and students) and is done by:
 - Government: through purchase and distribution.
 - Parents: purchase from booksellers or pay fee for revolving schemes.
 - Donors: through direct funding.
 - A combination of all of the above.

Provision (supply) to Schools and Students

While producer financing refers to financing the *production* of textbooks, in consumer financing we are talking about who pays for *supplying* the books to schools. A number of scenarios arise:

- **Government:** This type of financing is prevalent in most countries. Government, either central or district/provincial/local, allocates funding in education budgets to fully cover textbook provision. The government then buys books and distribute to schools. The government may choose to establish revolving funds in which money from rental schemes and government contributions is collected and used for textbook provision. For several years, this was successfully done in Lesotho.
- **Parents:** Purchase books for their children.
- **Donors:** Provide funds in the form of grants to governments to help purchase books. This method does not result in sustainable financing for long-term book provision as donor funds cannot be guaranteed forever.
- **A combination of all of the above:** In this case, costs are shared. For example, parents may be required to fund 30% of cost; donor agency 30% and government 40% of the cost of supplying a book.

Slide 23

Scenarios for Financing Textbooks

| | Curriculum Dev't & Content Approval | Content Development & Book Production | Supply to Schools/students | Financier |
|----|--|--|--|---|
| 1. | Government agency develops content. | Government takes complete control of all processes. | Government ships/distributes to students for free | Taxpayer is ultimate payer. |
| 2. | Government regulates and approves content. | Third parties—publishers or printers produce the books; Government finances production as an intermediary. | Government sells the books to parents and recovers costs. | Parents |
| 3. | Government regulates and approves content. | Third parties—publishers or printers—develop and produce the books with their own capital. | Government sends approved lists to schools for selection. Schools or Local government districts select and buy books. | Taxpayer |
| 4. | Government regulates and approves content. | Third parties—publishers or printers—develop and produce the books with their own capital. | Government sends approved lists to schools for selection. In addition, government sends funds to schools to buy books. | Taxpayer |
| 5. | Government regulates and approves content. | Third parties—publishers or printers—develop and produce the books with their own capital. | Government sends approved lists to schools for selection. Parents buy books. | Parents |
| 6. | Government regulates and approves content. | Third parties—publishers or printers—develop and produce the books with their own capital. | Government sends approved lists to schools for selection. In addition, government uses funds from donors to buy books. | Donor country; Taxpayer is ultimate payer. |

The table shown here summarizes the different scenarios described for financing textbooks. It is important to analyze what would work for a country, given its own context—funding available to government, parental purchasing power, etc.

Slide 24

How can we ensure sustainable financing for books?

Different means of financing come into play depending on the country's resources, affordability of the books—parental purchasing power—and access to finance for publishers and printers.

Government

Its role is primarily to ensure that budgets include a line item for textbook provision annually. Planning for sustainable funding for books is crucial in ensuring the provision of books to students year after year and avoiding one-off book provision projects that cannot be replicated. In some countries, such as Albania, for example, the government provides parents with vouchers which are redeemed at bookstores that stock school textbooks. Although parents collect books on behalf of their children, in effect it is the government that pays for the books.

Textbook rental scheme

Schools can loan books to students year after year for a fee. The books are collected at the end of the year and then loaned again to the next group of students. For Textbook rental schemes to be success this process has to work effectively. Rental fee subsidies may not be high enough to support new book development cases but can often support reprints of current books. An example of a successful rental scheme is Lesotho that was in place from the 1980-1990s. (Source: DFID Guidance Note).

Improve access to finance for stakeholders

This is a policy issue. Government can encourage commercial banks to add book publishing to their lending portfolios to provide better access to financing for publishers and printers. Improved access to loans and interest rates will result in lower pricing compared to prices that are dictated by the cost of financing through other means of raising capital. As noted in Modules 2 and 3, lack of access to finance is one of the key problems faced by publishers and printers in low income countries.

For more on sustainable funding of textbooks, see DFID Guidance Note in the Resources section of this module.

Slide 25

Improving Sustainable Funding*

Donors can help support government to develop sustainable systems by adopting a more holistic and long-term view in their Teaching and Learning Materials assistance programs. This means to:

- Avoid “off and on” uncoordinated projects such as book dumping that may substitute for national efforts.
- Assist to build systems to address factors causing low availability/high cost.
- Exploit the potential for use of digital content such as e-books.

* Credit: Birger Fredricksen, paper presented at GPE Community of Practice Workshop, Washington, DC; October 2012.

This slide suggests how donors can support governments to provide sustainable funding for book provision programs.²¹ Which of these are applicable in your own country? What else do you think should be done in this regard?

Slide 26

Summary

In this module we:

- Learned about methods by which publishers determine the unit production cost and the list (catalogue) price of a book;
- Discussed factors that contribute to wide differences in costs of textbooks across regions such as Africa, and some methods to lower costs; and
- Examined scenarios for sustainable financing of textbooks. We noted that the different scenarios require analysis per country context before they are applied.

Slide 27

Exercise Questions

1. Assuming a multiplication factor of 4 times a production cost of \$1, a copyright fee at 10% of list price, and overheads, etc. amounting to \$0.75, what net profit would Publisher Z arrive at, using the same method as outlined in this module? You may refer to Slides 14 and 15 for guidance.
2. Country X is a low income country that has seen a dramatic increase in the number of students enrolled in school due to the introduction of fee-free primary school education. Unfortunately the budget for textbook and learning material has not increased to meet this increase in number of students. The MoE has requested your help for suggestions on how to finance the next cycle of textbooks. What short- and long term measures would you suggest to lower the cost of books in order to meet this need demand? Explain why you think they would work in Country X.

²¹ Adapted from "Textbook Cost and Financing Issues in Sub-Saharan Africa," a presentation by Birger Fredriksen at 'Getting Books to the Kids,' a community of practice workshop of the Global Partnership for Education, Washington, D.C., October 12, 2012.

Slide 28

Resources

For further study:

1. World Bank Support for Provision of Textbooks in Sub-Saharan Africa 1985-2000. Cost Recovery and Affordability, p. 55 (see table of cost structure of an average African textbook): http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2002/08/09/000094946_0207270405422/Rendered/PDF/multi0page.pdf
2. DeJongh, Maggie: Books costs across the book chain <http://www.globalpartnership.org/media/textbooks/day1/Books%20Costs%20Across%20the%20Book%20Chain%20-%20Maggie%20DeJongh.pdf>
3. DFID - Learning and Teaching Materials: Policy and Practice for Provision, Financing LTMs and Textbook Costs. Retrieved from: <https://www.gov.uk/government/publications/learning-and-teaching-materials-policy-and-practice-for-provision-guidance-note-a-dfid-practice-paper>
4. Braslavsky , C. and Katya Halil (2006). Textbooks and Quality Learning for All: Some Lessons Learned from International Experiences. Paris: UNESCO Publishing.
5. Fredriksen, Birger. Textbook Cost and Financing Issues in Sub-Saharan Africa: http://www.globalpartnership.org/media/textbooks/day3/GPE_Textbook_Workshop_Fredriksen_PresentationOctober_2012.pdf

Book Acquisition Strategies

Module 5: Preparing for a Textbook Acquisition Strategy—Deciding What To Pay For

Slide 5

Learning Objectives

In this module, we will:

- Discuss issues to consider prior to developing a textbook acquisition strategy, and
- Examine 8 factors critical to planning a successful acquisition strategy and the impact each of these has on the process.

Slide 6

Why is a book acquisition strategy needed?

- Provides information on a country's current state of affairs in book need and supply, such as:
 - Which titles are needed, and where
 - Quantities per title, and
 - Financing required.
- Ensures that the right books get to students when and where required, cost-effectively.

Why is a book acquisition strategy needed?

The goal of a successful book acquisition strategy is to get the right books—content, relevance to curriculum, publication and print quality—into the hands of students when and where they are required, at the right cost. Strategy guides action. Therefore, the strategy will detail how best to achieve this objective. The starting point is to think through what needs to be done before planning a strategy. This would involve:

- Finding out which titles are needed;
- Determining how many books will be acquired by students and teachers, where they are needed, when they should arrive at their points of destination – not to the Ministry but to the end-users (schools, teachers, and students) or bookstores for students to buy before the beginning of the school year; and

- Considering how the book acquisition project will be financed.

Slide 7

Eight Factors to consider prior to “Strategy”

Acquisition strategies vary from country to country. Here are 8 factors to consider:

1. Country book needs
2. Market Capacity
3. Implementing Agency
4. Student-to-Book ratio
5. Choice
6. Distribution
7. Lifespan before reprint or revision
8. Supplementary/local language books



Eight Factors to consider in Textbook Acquisition Strategy Development

While acquisition strategies may vary from country to country, there are 8 basic factors that each country should consider before planning a book acquisition strategy. These are:

1. Needs Assessment: This includes the assessment of the current book needs.
2. Market Capacity: If books will be purchased by parents, are prices affordable? What is the size of population that uses books on a regular basis?
3. Implementing Agency: Will the industry (private sector) be involved in book production and distribution or will the government do everything?
4. Student-to-Book ratio: How many students will share one book? What will promote learning vs. government’s ability to provide?
5. Choice: Will government acquire a single book per subject per grade or will it acquire multiple books per subject per grade?
6. Distribution: Getting the books to end users is critical. Does a distribution system exist – trucks or rail? What do the roads look like in rural areas? Is warehousing available throughout the country?
7. Lifespan: What is the expected lifespan of the books before reprint or revision? Will they be used in the classroom only or will students carry them to and from home? Carrying back and forth would require durable materials—paper and binding, for example.
8. Supplementary/local language books: Will these types of books be acquired to support learning?

We will now discuss each of these factors in detail.

Slide 8

1. Country Book Needs

Needs Assessment must precede a new cycle of book provision. Key issues to address are:

- Current situation: Where & when books are needed; existing publishing capacity.
- Types of books to fulfill curricula.
- Student-to-book ratio.
- Quantities of each title.



1. Country Book Needs

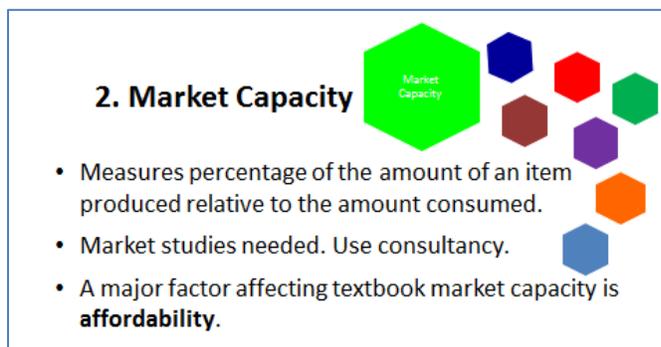
Before commencing a new cycle of book provision, it is important to conduct a **needs assessment** to determine what and where the book needs are. Some of the issues to address and questions to ask during needs assessment are:

- **Current situation:** What is the number and state of existing books (titles) used in schools? Are books available, and how many are available in each region of the country? Where and when are books needed? Assessment should indicate zones of scarcity. For example, where is scarcity prevalent—limited to rural areas or also noticeable in semi-rural areas? Is it a nationwide issue? The answers here will help to formulate the objective for the book provision project. Additionally, this is the time to determine whether any existing local publishing capacity can adequately meet the textbook demand identified during needs assessment. If not, then the strategy adopted should identify the steps the country intends to take in order to satisfy demand in the short term, while laying a foundation for the medium to long term. For instance, a fragile country such as South Sudan, faced with providing textbooks all across the newly independent country, might identify a short-term plan to address a lack of local procurement and book provision capacity, while at the same time develop/adopt measures to meet its medium needs such as reprints of books and long-term needs such as publishing of book using local capacity.
- **Types of books:** What books are needed to fulfill curricular needs? Does every required subject have the right kind of book already available on the market, for example? If so, can

these be purchased off the shelf? If not, what arrangements can be made for reprints? If no books exist for a subject, would the project then have to support writing and publishing, perhaps in partnership with the private sector? For mother-tongue and supplementary books, would these have to be translated or new ones written?

- **Student-to-book ratio:** What is the optimal ratio (i) that government desires; (ii) that can realistically be financed? This has major financial implications as well as logistics arrangements.
- **Quantities:** How many books should be acquired to meet the desired student-to-book ratio and effectively neutralize any black market in books? This will involve considering the requirements of both public and private schools when deciding the quantities to produce.

Slide 9



2. Market Capacity

- Measures percentage of the amount of an item produced relative to the amount consumed.
- Market studies needed. Use consultancy.
- A major factor affecting textbook market capacity is **affordability**.

2. Market capacity

A major factor affecting textbook market capacity is **affordability**. This is one area where consultancy advice might be needed. Questions to consider here are:

Can parents afford to purchase the books? If so, how many books per child, for example? If not, what system can be established in place to ensure that books are made available to students through alternative financing options such as donor funding, government free supply or a book rental scheme? In low income countries, the choice is often between total free provision and systems of partial cost recovery—free provision only of core textbooks, or to deprived/rural areas, rental schemes, etc.

Slide 10

3. Implementation Agency: Who will best fulfill the project?

A good book acquisition strategy will assist in answering the following questions:

- Should government (agency) alone handle all aspects, using the **centralized** method?
- Should private sector be involved under a **decentralized** approach?

OR

- Will a hybrid model work best?



3. Implementation Agency. Who will best fulfill the project?

In addition to evaluating market capacity, a good book acquisition strategy will identify:

- Whether the government alone should undertake acquisition, using the **centralized** method;
- Whether the private sector be involved in book production and distribution under a **decentralized** approach; or
- If a hybrid model incorporating elements from the two other methods will be the best option for the country.

Any choice has implications, as we will show.

Slide 11

Centralized Acquisition

- Government is solely responsible for all aspects of book production and distribution.
- Before opting for this, assess Government staff capacity to undertake **all** the different tasks required as well as cost-effectiveness.



Under centralized acquisition strategy, Government, usually through a Ministry or agency will, for instance, approve book manuscripts, procure publishing and printing services, then acquire and distribute the books to the schools without involving local districts or the private sector.

Before opting for this scenario, an assessment should be done to ensure that government/MoE has the capacity to undertake all the different tasks required as well as cost-effectiveness compared to involving the private sector.

Slide 12

Decentralized Acquisition



- Government and private sector have separate, defined roles to ensure efficient book provision.
- Before choosing this option, assess capacity of private sector/industry, local government and schools to implement strategy.

In a decentralized system, Government and private sector have separate, defined roles to ensure efficient book provision. Government can, for example, evaluate and approve manuscripts and books to be used, procure publishing and printing, and then assign schools and local government districts the job of acquiring the books for their students.

Before choosing this option, an assessment should be carried out to determine if the private sector (publishing industry), local government and schools all have the required capacity to implement this strategy in a cost-effective manner. Such an assessment should also indicate whether and when to involve publishers and their agents, and/or whether joint ventures between publishers (national-national, national-international) would meet the country's needs.

Slide 13

How do Centralized and Decentralized Acquisition Strategies differ?

| Decentralized Acquisition | Centralized Acquisition |
|--|--|
| 1. Good for heterogeneous populations. | 1. Good for homogeneous populations. |
| 2. Works for large countries in order to reach as many parts of the country as possible. | 2. Works well for small countries where populations are easily accessible. |
| 3. Increases local and private industry participation in book production. | 3. Since the government monopolizes processes up to book production and distribution, local and private industry have limited or no participation. |
| 4. Decentralized systems have less bureaucracy, which results in faster decision-making process, which should lead to fewer delays in book distribution. | 4. Centralized systems tend to be fraught with corruption and are bureaucratic; often results in delays in getting books to students in a timely manner. |

The table highlights some *pros* and *cons* about centralized and decentralized acquisition of books. Are there any others that you can think of?

Slide 14

Hybrid model for Acquisition

Combines elements from centralized and decentralized acquisition. For example:

- Centralized production but decentralized printing and acquisition.
- Private production and centralized acquisition

Major deciding factors: Country context and costs.

Hybrid model

Depending on circumstances, the MoE might choose a **hybrid model** that incorporates elements of the two methods described. For example, the MoE may choose to centralize orders

from schools or districts, and then deal directly with publishers, printers or their agents. Distribution and delivery would be made through the private sector: (i) by publishers to district education offices and from there to schools; (ii) by distributors and/or booksellers direct to schools; or (iii) from publishers through booksellers for purchase by parents or delivery to schools. For example, one can have centralized production but decentralized printing and acquisition, as in Sudan, which is totally State monopolistic. Or one can have private production and centralized acquisition, as in Mongolia. As stated before, the country context as well as costs are major deciding factors for the type of acquisition the MoE will use in book provision.

Slide 15

4. Student-to-Book Ratio

The student-to-book ratio depends on:

- Curriculum requirements,
- Book usage,
- Availability of Teacher's Guide, and
- Funding.

A 1:1 ratio is recommended to enhance learning.



4. Student-to-Book Ratio

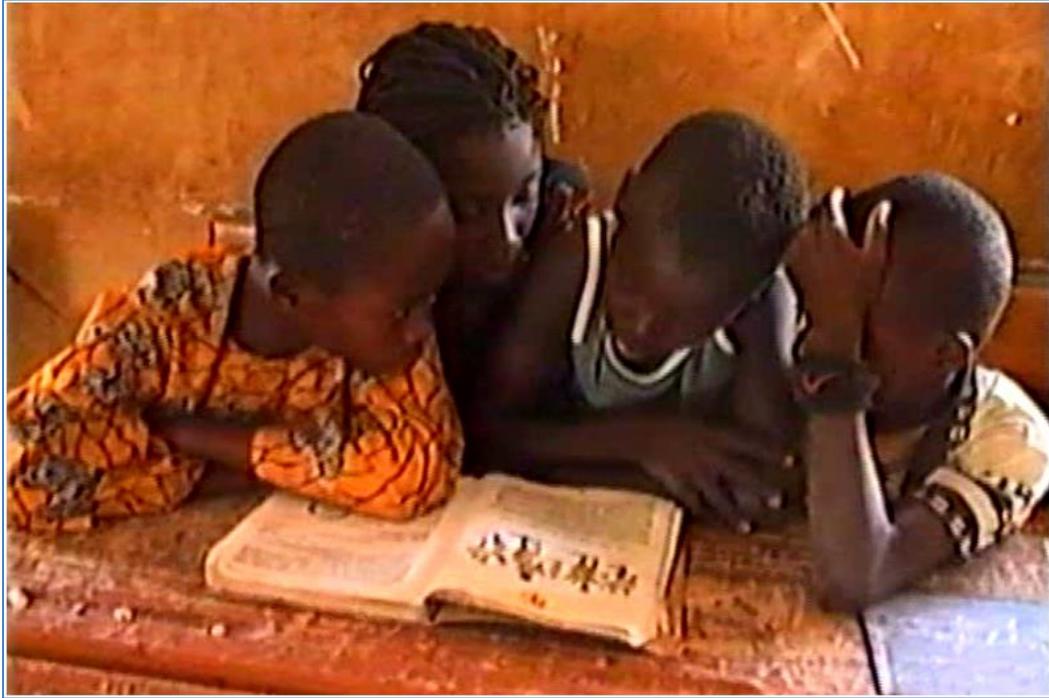
A successful book acquisition strategy should identify the book-to-student ratio that will ensure equitable book distribution. Will every student be provided with a book or will they share books?

The student-to-book ratio depends on:

- The curriculum's requirements for the subject: For example, a workbook in which students have to complete exercises cannot be shared and, it can be used for only one school year. On the contrary, a story book can be shared and reused for a number of years.
- Book usage: Will books be taken home or used only in class?
- Availability of Teacher's Guide: Where books are in short supply, having teacher's guides can help fill the vacuum and provide structured teaching. In fact, it is advisable to always make provision for teachers' guides, regardless of availability of books for students.
- Funding: Whether it is government or parents who finance book provision.

Several studies have shown that a 1:1 student-to-book ratio facilitates learning.²²

Slide 16



This photo illustrates what happens when multiple children share one book. Here, apart from the natural jostling for position to see what is on the pages, the child who is second from right most probably gets the closest view while the others see everything from the peripheral view. In addition to the discomfort evident in the photo, only one student will best be able to see the material clearly. And obviously, students cannot take home the book, given the difficulty of having to track whose turn it will be, further hindering learning.

²² (Majgaard 2012)

Slide 17



5. The Question of Choice

Will teachers have a choice of books for their subjects?

Books can be acquired using:

- Single book option (SBO).
- Multiple book option (MBO).

5. The Question of Choice

In many countries, the Ministry of Education approves one book per subject per grade. As discussed under Market Capacity, a country with low population and one language spoken throughout will have need for fewer total textbooks, compared to a country with a large population and multiple languages. This has implications for whether or not students should be given a choice of books for every subject per grade. There is need also to consider if teachers will have a choice of books for their subjects.

Books can be acquired based on the following options:

Single book option (SBO): As the name states, this strategy acquires only one textbook per subject per grade for each student. For example, for Standard One English, only one textbook will be selected, prescribed, and acquired for use throughout the country.

Multiple book option (MBO): this strategy allows for the acquisition of multiple books per subject per grade. In this case, for Standard One English, multiple titles will be approved from which teachers or schools can select which one they think is best suited for their students to use.

The following table compares the two options.

Slide 18

Single Book vs. Multiple Book Option

| Single Book Option | Multiple Book Option |
|--|---|
| 1. Quality – can be high due to fierce competition for selection of only one title, if private sector participates. However, quality may be low in the absence of competition, if government undertakes all tasks. | 1. Quality – may be uneven due to different authors and treatment of content. However, competition between publishers for approval/selection and market share can lead to higher quality overall. |
| 2. Economies of scale: Can be used to save costs as there are fewer books to publish and print per grade. | 2. Economies of Scale: Books may be costlier than single book choice due to multiple books per subject, per grade. Effect is more pronounced for small school populations. |
| 3. May not be able to address the varying needs of all students such as linguistic and geographical differences. | 3. Allows teachers to choose books based on the needs of their students. |
| 4. No opportunity for competition if government, monopolizes authorship, evaluation/approval, production, etc. | 4. Competition – encourages more authors and publishers/printers to participate in bids than SBO. |
| 5. Highly suitable to low population, monolingual country. | 5. Suitable for large, multilingual populations. |

What factors are in play when a decision has to be made about choice? This table details issues to consider and shows that one option does not fit all countries. Each country's context plays a significant role in what option to use.

Slide 19

6. Distribution



Once books are produced, distribution is a major challenge.

- Seen as weakest link in book chain.
- Issues to address include:
 - Packaging, storage, transportation, security, tracking and leakage.

* Distribution Strategies are discussed in detail in Modules 7 and 8.

6. Distribution

Once books are produced, **distribution** is the next major challenge. Getting the books safely and on time to the intended users is important to ensure that students have the necessary learning material at the beginning of the school year. In middle income countries, distribution takes place through booksellers. But in many low income countries, distribution/bookselling is seen as the weakest link in the book chain, and not well-developed.²³

Distribution is perceived this way because governments have a tendency to focus on publishing, leaving distribution on the back burner, and usually tackling it the wrong way (i.e. with a final destination at local education offices, and not the school itself). A practical solution consists in linking distribution with publishing at bidding stage: publishers will offer slightly higher prices (but way less expensive than what it would actually cost the government to do it itself), but they will subcontract and take care of the whole chain, preferably up to the schools' doorsteps. It works very well in Uganda, Kenya, and Mongolia for example. Government distribution systems are usually a disaster—as experienced in Timor Leste, Madagascar—but can be surprisingly efficient in ex-socialist systems, such as Moldova or Mozambique. The question to consider is: “What will work better for this context?”

There is need therefore, to identify and address any weakness in distribution systems *before* distribution begins. Issues include proper packaging (against weather changes, rough handling), storage, transportation, and security as well as tracking and delivery verification to ensure that books do not leak into the illegal market.

Distribution strategies will be discussed in detail in Modules 7 and 8.

²³ (Brickhill 2006)

Slide 20

7. Lifespan before changes

Consider the following questions:

- What is the expected lifespan of books in the classroom
 - Before reprints are needed?
 - Before revisions would be required?

Short lifespan = books replaced often = increased costs
Long lifespan = fewer reprints = lower textbook costs.²

- Will books be carried back and forth between school and home?

² DFID Guidance Note, p.26



7. Lifespan/Duration

To help determine the interval between reprints, consider the following questions:

- What is the expected lifespan of books in the classroom? Generally, this averages three years for paperback books. A shorter lifespan (perhaps due to low quality materials) will mean that books are replaced often, resulting in increased overall costs for book provision. A long lifespan of about 6 years, for example, reduces frequency of reprints and costs.²⁴ However, this would mean producing expensive hardcover books.
- Will books be carried back and forth between school and home? This will have an impact on the condition of the book. Frequent and potentially rough handling (rain or shine) means books will likely not last very long. If students will be allowed to take books home, the technical specifications should provide for sturdy books and covers.

²⁴ (DFID Guidance Note: Learning and teaching materials: policy and practice for provision n.d., 26)

Slide 21

8. Acquiring Local Language Books

- Important resource for mother tongue teaching.³
- Issues to deal with include:
 - Authors and translators
 - Orthography
 - Usage
 - Sustainability



³ DFID Guidance Note, p. 15

8. Acquiring Local Language Books.

In some countries this is an important issue. Mother tongue books are important for students, particularly in the first three years of formal education³ (*DFID Guidance Note, p. 15*). In many cases, the local language is spoken by a small population that may be marginalized. But in order to enhance learning by students using those languages as their mother tongue, provision should be made to obtain books in their language. The following are points to deal with when planning for a successful local language book acquisition strategy:

- **Authors and translators:** Will books be from new writing or translations of (i) existing books within the country or (ii) from external sources? Are there authors with necessary skill sets to write books in local languages? Note that a locally-born author who writes well in English or French, for example, may not necessarily do equally well in a local language.
- **Orthography:** Is the content in a standard form of the language, that is, will the book travel well across borders where the language are used? For example, will a Swahili book published in Kenya be written in such a way that it can be used in Tanzania or Democratic Republic of Congo, where the language is also spoken? The same goes for a book in Ewe, spoken widely in Togo and Ghana.
- **Usage:** What level of students is the book aimed at? Does the book aim to serve transition from local to national (foreign) languages? Will students be able to take books home or use them in classroom only?
- **Sustainability:** What measures are available or need to be established to sustain local language book production—guaranteed purchase or other form of subsidy?

Slide 22



Acquiring Supplementary Readers

- Supplementary readers complement coverage of curricula by textbooks.
- Main differences in acquisition strategies for textbooks and supplementary readers derive from:
 - Content: Local predominates for supplementary.
 - Authors: For supplementary, more likely local; but reprints/translations of relevant foreign books possible.
 - Financing methods.

Acquiring Supplementary Readers

Supplementary readers complement the coverage of a curriculum by textbooks. The process for acquiring them bears many similarities to that for textbook acquisition. For example, there should be a needs assessment to find the type of books needed by teachers and students. This is followed by market assessment to ensure books are affordable or financed to guarantee availability.

The main differences between acquisition strategies for supplementary readers and textbooks are:

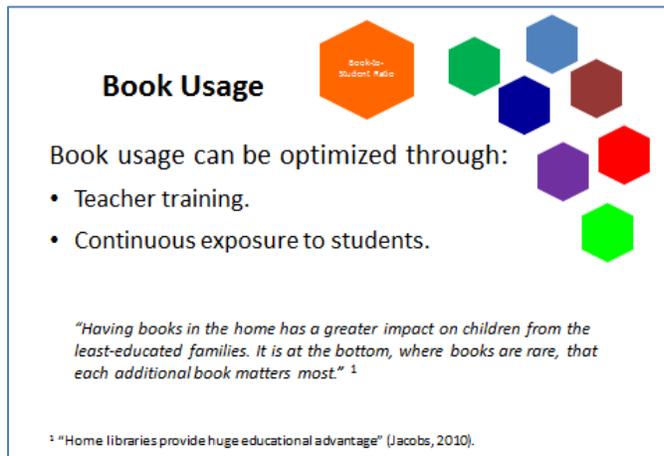
Local content: For supplementary readers, there is greater emphasis on content that students can identify with culturally, because the books are mainly general readers.

Local authors: Where supplementary readers are written in local languages, local authors most likely to hold an advantage over their foreign counterparts. An acquisition strategy for supplementary readers should therefore include the assessment of local authors with good skill sets to write trade books (books published for distribution to the general public through booksellers) for various grade levels. Sometimes, it may be easier to order reprints or translations of relevant foreign books.

Financing: In income countries, this can be a major obstacle for parents and government. It is important to resolve this right at the onset. There are a number of NGOs working on providing supplementary readers to students. Some of these NGOs provide producer funding to local publishing industries by guaranteeing purchase of a percentage of the books of books published

for distribution to students and libraries. For an example, see “Burt Award for African Literature” sponsored by CODE in Ethiopia, Ghana, Kenya, and Tanzania (<http://www.codecan.org/get-involved/burt-award-africa>).

Slide 23



Book Usage

Book usage can be optimized through:

- Teacher training.
- Continuous exposure to students.

“Having books in the home has a greater impact on children from the least-educated families. It is at the bottom, where books are rare, that each additional book matters most.”¹

¹ “Home libraries provide huge educational advantage” (Jacobs, 2010).

Book usage

Procuring books without students being able to use them is counterproductive—a waste of resources. We can optimize usage through:

- **Teacher training.** If teachers don’t know how to use the books they will facilitate usage in their classroom instruction, neither will they encourage usage by students outside school, for example, in libraries and at home. Thus student learning will be severely restricted.
- **Recording system (in schools):** A simple system of recording and issuing books will provide the head teacher with knowledge about what books (s)he has, where they are and who uses them.
- **Continuous exposure.** When students are allowed to take their books home, it enables them to interact with books in a non-classroom environment. Research has shown that “having books in the home has a greater impact on children from the least-educated families. It is at the bottom, where books are rare, that each additional book matters most”²⁵

²⁵ (Evans 2010)

The reality in many countries is that book use tends to be restricted to the classroom. Sometimes this is because there are not enough books to ensure one book per student. In some cases, it is because the books are locked up by the teacher or head teacher after school, to avoid losses. That means learning may be confined to the classroom as well, and the benefits stated in the research cited above can never be enjoyed by deprived students.

Some communities in low income countries address this issue by establishing reading rooms or small libraries, where students can read outside the classrooms. Sometimes these are done in partnership with NGOs, but in many cases students cannot take books out of the reading rooms. To learn more about how to organize a community library, you may read about the Osu Children's Library Fund.²⁶

Slide 24

Summary

In this module, we learned that an effective textbook acquisition strategy will:

- Take into account the 8 factors discussed—country's textbook needs, student-to-book ratio, distribution network, etc.;
- Map book availability;
- Facilitate data collection;
- Supply books required; and
- Provide ongoing information about other needs.

Slide 25

Exercise

Yambazo is a small country that desires to print books in local languages for grades 1-4. The Ministry of Education (MoE) currently implements the single book option as part of its decentralized book acquisition strategy. To support a new curriculum, the MoE is about to commence a new nationwide book provision program and is considering revisions to its acquisition strategy.

²⁶ The information can be accessed at <http://www.osuchildrenslibraryfund.ca/>

Assuming that you were asked to advise the Minister of Education in Yambazo about designing a strategy to get textbooks to students in time for the next semester:

How would you go about developing an acquisition strategy for the country? What questions would you ask and why?

Consider also how you would find out about the current acquisition strategy—what is working and what is not.

Slide 26

Resources

For further study:

1. Libraries without Borders – increasing growth and access to libraries and reading materials.
<http://www.librarieswithoutborders.org/>
2. Further reading: CODE (www.codecan.org) guarantees purchase of a number of books from publishers if they meet certain conditions. The publishers then are free to print trade books because they have a guaranteed income to pay the printer and meet other publishing expenses. See presentation at workshop on Getting the Right Books to the Kids:
<http://www.globalpartnership.org/media/textbooks/day2/Reading%20Material%20Presentation%20-%20Scott%20Walter.pdf>
3. Clark Chiarelli, Nancy. “Rwanda Reads”:
http://www.globalpartnership.org/media/textbooks/day3/GPE_Textbook_Workshop_Clark_Chiarelli_PresentationOctober-2012.pdf
4. Jacobs, Tom. “Home libraries provide huge educational advantage.” 2010.
<http://www.psmag.com/culture-society/home-libraries-provide-huge-educational-advantage-14212/>
5. Evans, M. D. R., et al. Family scholarly culture and educational success: Books and schooling in 27 nations. *Research in Social Stratification and Mobility* (2010), doi:10.1016/j.rssm.2010.01.002
6. Sow, M. Aliou. Textbook Provision:
<http://www.globalpartnership.org/media/textbooks/day2/Textbooks%20Provision%20-%20Aliou%20Sow.pdf>

Book Acquisition Strategies

Module 6: Preparing for Textbook Development—Essential Steps

Slide 5

Learning Objectives

In this module we will:

- Discuss methods a country can use to develop textbooks;
- Examine the role that governments play in textbook development; and
- Consider how to harness public-private partnerships in this endeavor.

Slide 6

Why develop textbooks?

- Textbooks offer graded learning.
 - No textbooks → dictation/copying → little learning.



- A textbook development program aims to:
 1. Prepare & package quality content.
 2. Provide learning materials:
 - Affordable,
 - Cost-effective,
 - Sustainable.

Textbooks support learning and the educational goals of a country that aims to develop a literate society. Textbooks provide a structured means to cover a program of learning, as mandated by a curriculum. Without textbooks, it would be difficult to have standards by which learning would be graded and tested. Without textbooks, very little formal learning takes place. In fact, learning may be limited to dictation by the teacher, and copying and memorization by students.

If governments understand that books are crucial to their educational goals, they will take the necessary measures to ensure that students have the books they need to learn. A study of 21 Sub-Saharan Africa countries by Michaelowa and Wechtler found that a change from a no-reading material status to full coverage of one book per student yields improvements in

student achievement of between 5 percent and 20 percent of a standard deviation.²⁷ Moreover, teachers are unlikely to integrate textbooks into their instructional approach unless all students have a copy.²⁸ The study concluded that textbooks are among the most cost-effective inputs in student learning.²⁹

Slide 7

Why develop textbooks? (2)

- A textbook development program aims to:
 1. Prepare & package quality content.
 2. Provide learning materials:
 - Affordable,
 - Cost-effective,
 - Sustainable.

A textbook development program therefore aims to prepare and package quality content that effectively addresses curriculum and learning goals, and also to provide adequate and affordable learning materials to students in a cost-effective and sustainable manner.

Slide 8

How does a government start?

MoE plays lead role by:

- Setting policy,
- Engaging stakeholders, and
- Creating conducive environment.

Textbook development should be guided by:

- National book or textbook policy.
- Curricula.
- Book publishing capacity.
- Financing.

Rather than purchasing off-the-shelf, a government may decide to develop textbooks for use within the country's schools. How does a government start? The Ministry of Education, (MoE) in its role as supervisor of formal education, is usually responsible for setting policy, engaging stakeholders, and creating the conducive environment necessary for textbook writing,

²⁷ (Majgaard 2012, 132)

²⁸ *Ibid.* p. 133

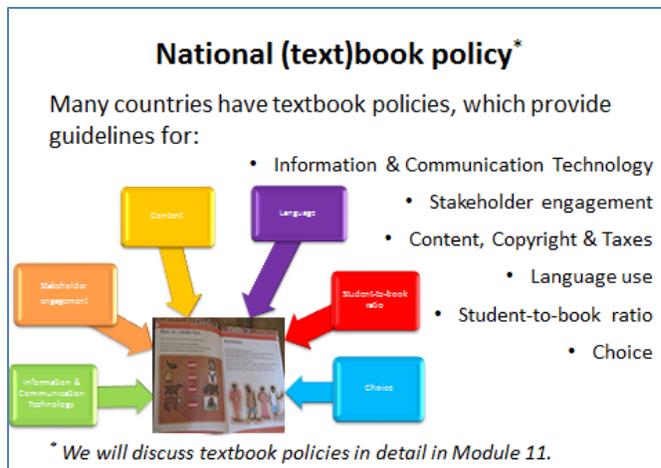
²⁹ *Ibid.* p. 145

evaluation, publishing (production and printing), and distribution. Generally, textbook development should be guided by:

- National (text)book policy
- Curricula
- Book publishing capacity
- Financing

We will discuss each of these in detail.

Slide 9



National (text)book policy

National book policies provide guidelines on how books are produced, manufactured and distributed in a country. Educational book (textbook) policy can form part of an overall national book policy or may be a completely separate policy document (See Resources for a sample from Namibia). Many countries do not even have a textbook policy, which details modalities for provision of educational books. Whether a government undertakes the role of publisher or not, the many different stakeholders of the book production and supply chain need to be coordinated to ensure adequate and timely supply of textbooks and teachers guides for students.

When preparing for textbook development therefore, it is important to establish guidelines to deal with the following questions:

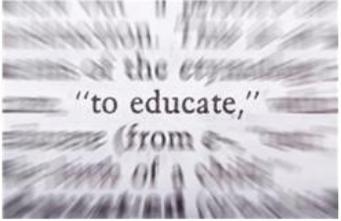
- What language(s) will be used for textbooks?
- What is the targeted student- to-book ratio?
- What framework exists to show how to engage the different stakeholders (public and private) in order to facilitate the availability of textbooks? For example, is there a provision for public-private partnership? Experience tells us that you get a better outcome if you engage with your stakeholders and understand their views. They may also have insights that could help design or improve an effective program.
- What are the regulatory measures in regards to content, taxes and copyright? The answer to this question could provide key incentives to attract private sector involvement.
- Will teachers have a choice of books to select from? What book option—multiple or single—will be used for each subject, and at what level? This should be specified because it if the private sector is to be involved, publishers will know upfront that they will face competition.
- What are the guidelines for use of Information and Communication Technology (ICT) in education? For example, does the policy allow for use of Open Educational Resources or distribution of content via e-readers such as mobile phones and tablets?

Module 11 deals with national book policies.

Slide 10

Curriculum Development

- MoE responsibility.
- Curricula are revised to meet changing needs:
 - Political,
 - Educational,
 - Economic, and
 - Social.



Curriculum Development

In many countries, the MoE is the government agency responsible for developing curricula. Curricula generally reflect national aspirations and are revised as a result of various factors such

as changing political, educational, economic, and social needs. Questions to consider before proceeding further include:

- Does a curriculum exist? If yes, evaluate its adequacy to meet educational goals.
- If a curriculum is inadequate or does not exist, here are some options:
 - Can textbook development be delayed for curriculum to be revised?
 - Acquire textbooks from other countries and write a new curriculum? This might apply to a country in the immediate aftermath of civil war, for example, where key documents may have been destroyed.

Afghanistan provides a useful example of how a curriculum evolves:

The curriculum in all Afghan refugee schools is a variant of the pre-war curriculum of Afghanistan. In the 1980s there were several curriculum development initiatives, leading to different sets of textbooks and supplementary materials. An inter-agency workshop in 1990 led to the adoption of the “University of Nebraska” textbooks for use in UNHCR-funded schools, but since then the emphasis has shifted towards workbooks prepared by GTZ’s Afghan educators. Refugees in UNHCR-funded schools also study Urdu (the national language of Pakistan) as a subject. As noted earlier, the curriculum thus supports repatriation but provides language skills for students who stay in Pakistan.³⁰

Slide 11

Curriculum Development (2)

When designing curricula, consider the effects of the following on textbook development and provision:

1. Core subjects
2. Frequency of major revisions
3. Timing of revisions
4. *Harmonizing curricula*

When designing curricula, officials should consider how the following would affect textbook development and provision:

1. **Core (required) subjects per grade level:** The more core (required) subjects that are needed, the more books need to be produced and therefore, more funding required. For

³⁰ (Learning for a Future: Refugee Education in Developing Countries 2001, 63)

example, a reduction from 7 to 5 core subjects covering a school population of 100,000 results in 200,000 less books needed. At a cost of \$5 each, a country will save \$1 million for one print cycle.

2. **Frequency of major revisions:** Major curricula revisions mean new books have to be produced to support the updated requirements. New books means that the Ministry of Education or parents need to find funds to purchase the new books. Additionally, teachers need to be trained on any new curriculum and usage of the new books. For example, in Tanzania, the agency responsible for curriculum development changed the syllabus three times in 5 years: 2005, 2007 and 2009.³¹
3. **Timing of revisions:** To avoid wastage, revisions need to be aligned with the planned lifespan of current textbooks. As discussed in Module 3, the typical lifespan of well-designed book is about 3 years. By timing curricula revisions to this lifespan and to the school year calendar, the government is able to retire books currently in use, and introduce new books in line with the revised curriculum, in a cost effective manner.
4. **Harmonizing curricula:** In regions where language and educational needs are similar, harmonized curricula can result in production costs being shared by the countries, reducing costs for all parties. Though one hears of this occasionally, it is yet to be effected in a practical manner in recent times. In the 1970s, for example, when Anglophone West African countries used a similar curriculum, English language books produced in Nigeria were used in Nigerian as well as Ghanaian schools.

Slide 12

Manuscript preparation

1. Writing:
 - Independent authors
 - Individuals/Teams tied to publishers (private sector)
 - Teams assembled by MoE
2. Testing content
 - Piloting of textbooks: collecting feedback from teachers and students to refine quality of content.

³¹ (Kira 2013, 136)

Manuscript preparation

Now the task of providing quality textbooks swings into full gear, as curriculum is made available to interested authors and publishers.

1. Writing

Once the issue of curriculum is settled, manuscript preparation can proceed. Here there are a number of options. If textbooks have to be written from scratch, this may be done by:

- Independent authors;
- Individuals/Teams tied to publishers (private sector); or
- Teams assembled by MoE or a textbook development agency.

2. Testing content

Piloting of textbooks: This is a means of assessing whether the content meets the curriculum's requirements. An author or publisher involves teachers and students to evaluate issues such as language level, ease of understanding concepts, clarity of presentations, and overall usefulness as a teaching and learning resource. The feedback collected is accordingly used to revise the content.

Generally, most countries now develop their own textbooks employing the services of the private sector. In the past, governments prepared manuscripts and used printers as needed. Regardless of the testing means used, it is important for authors/publishers to continue receiving feedback from teachers, students, and evaluators.

Slide 13

Intellectual property/Copyright ownership scenarios in Textbook publishing

| Author/Commissioning Agency | Printer/Publisher | Copyright Owner |
|---|-------------------------------------|---|
| Staff of MoE or National Textbook Development Agency | Government or Private sector | Ministry/Agency |
| Private individual | Government printing house | Private individual |
| Private individual | Government contractor | Private individual |
| Private individual | Private printer or publisher | Private individual |
| Private individual commissioned by publisher | Private printer or publisher | Private individual or publisher, depending on agreement as to who owns content. |
| Publisher commissioned by Ministry or other government agency | | Ministry/Agency, unless contract stipulates publisher as copyright owner. |
| Open education sources | Creative commons or other licensing | Difficult to ascertain, particularly in cases where content has been repackaged multiple times. |

Copyright

Intellectual property refers to creations of the mind: inventions; literary and artistic works; and symbols, names and images used in commerce. Intellectual property is divided into two categories: industrial property and copyright. Copyright is a legal term used to describe the rights that creators have over their literary and artistic works. Works covered by copyright range from books, music, paintings, sculpture and films, to computer programs, databases, advertisements, maps and technical drawings.³² Copyright is the exclusive legal right, given to an originator or an assignee to print, publish and to authorize others to do the same. Copyright protection exists from the moment a work is created in a fixed, tangible form of expression. The copyright *immediately* becomes the property of the author who created the work. Only the author, or those deriving their rights through the author, can rightfully claim copyright. In the case of works made for hire, the employer—not the writer—is considered the author.³³

As we noted in Module 2, it is important to establish ownership of content before publication takes place, to forestall claims later on. In some cases, publishers who produced copies of textbooks based on manuscripts supplied by a Ministry of Education (MoE) claimed copyright

³² (What is Intellectual property? n.d.)

³³ (The Campus Guide to Copyright Compliance n.d.)

ownership and prevented the MoE from reprinting the books. This could have been avoided if the agreement to publish had clearly stated who owned the copyright.

Common copyright scenarios in textbook publishing include the following, detailed in the above table:

1. Books developed by Ministry of Education or government agency and printed/published by private sector.
2. Books developed and printed/published by private sector.
3. Books developed by private sector and printed by government.
4. Educational content repackaged from open source resources.

The key issue in these scenarios is: *Who owns/holds the copyright?* Usually, copyright is owned by the originator of the text (content) and any assignee(s). If government develops content or commissions it, then government is the copyright owner. Open source content is further complicating traditional notions of copyright as content can be repackaged and distributed numerous times by different people, making it difficult to figure out the original owner of the content.

Contracts given for printing or publishing a textbook should state clearly who owns the copyright and how many printings are authorized. This is a point for negotiation between MoE and publishers, especially where the MoE develops textbooks and invites printers/publishers to print/publish. It must be noted that when MoE commissions a private publisher to produce textbooks, said publisher will not commit itself in the long run and may not feel strong incentive produce quality work if it does not hold the copyright. Negotiation and agreement on this issue—to provide longer term reprint rights (say 3-5 years)—will eliminate complaints by some governments that printers and publishers sometimes hold them to ransom, insisting that they (printers and publishers) hold the copyright to books developed by the MoE.

Slide 14

Review and Selection of Textbooks (1)

In addition to design and development of curricula, the Ministry of Education or a designated agency also undertakes the role of reviewing and approving textbooks to be used by students in a country. Books can be submitted by publishers to the ministry for review in the form of a manuscript or book.

Evaluation committees are constituted for the task. This committee should ensure that it uses a well-designed book review instrument to determine which books are the most appropriate for use as textbooks among those submitted for review. Criteria that should be included in the review instrument include:

1. **Conformity to curriculum:** Does the book fully cover the curriculum? If not, what are the gaps?
2. **Content:** Is the book pedagogically and academically sound, that is to say, does it adequately treat the subject matter at the right grade level?
3. **Language:** Is it appropriate and clear to understand?
4. **Exercises:** Are they rigorous enough and adequate test and enhance learning?
5. **Illustration and design:** Are these relevant to the subject? Can students at this grade level understand and identify with what they see?
6. **Technical specifications:** Do these conform to the agreed standards?
7. **Costs** – publishing, manufacturing, distribution, and other related costs and discounts. If books are to be purchased on the market (off-the-shelf), pricing should be included as a measure of affordability. It should be noted that expensive (higher pricing) does not always mean superior quality of content or production.

The criteria for review of manuscripts or finished books should be publicly available to all textbook stakeholders. Secrecy or restricted access creates room for mistrust and corruption among parties involved. See the Resources section for an example of Review Criteria for a textbook project.

Slide 15

Review and Selection of Textbooks (2)

Human Resource: MoE should ensure it has trained staff & assembles qualified experts for evaluations.

- Untrained staff to undertake reviews, and evaluation by unqualified people will result in inferior quality books.



Human Resource: In order to ensure a timely and accurate review and selection process, the MoE should ensure that it has the necessary trained staff and appropriately qualified evaluation committee members to perform the task *before* the review period begins. If there is a shortage of qualified reviewers, the MoE should make plans to identify and train personnel. UNESCO's International Bureau of Education (UNESCO-IBE) can assist the MoE in this capacity-building exercise. See <http://www.ibe.unesco.org/en/about-the-ibe.html> for more information.

Fewer personnel available to evaluate manuscripts could result in delays in approval and, subsequently, delays in the production process. Pressure placed on the few reviewers to review a large load of books may result in approval of inferior quality books. It also creates an avenue for corruption, as interested authors and publishers may attempt to bribe reviewers to circumvent competition and the need to produce quality work in order to get on the list of approved books.

Delays in review can also result in publishers, printers and distributors being pressured to make up for time lost in the review process. Again, this can result in inferior book production or wastage as publishers rush to produce books in order to get them to schools at the beginning of the school year.

Slide 16

Review and Selection of Textbooks (3)

Book/Manuscript Review Committees

In many countries Book/Manuscript Review Committees are formed to evaluate manuscripts or books submitted. To be effective, these committees should be composed of subject specialists with expertise in the subject matter under review, teachers who have practical teaching experience (including those working in rural areas), and pedagogical experts. Reviewers should not have a conflict of interest by, for example, submitting manuscripts or reviewing their own (or their friend's or spouse's) manuscripts or those to which they themselves have contributed.

How does selection take place? Restricting access to committees and using blind copies of manuscripts — without author/illustrator/publisher names—promotes objective assessment.

Slide 17

Review and Selection of Textbooks (4)

Promoting Objectivity

One needs to beware of these scenarios which may compromise reviewers or pressurize them when making final decisions.

Caution:

- Publishers' agents may want access to committees in order to influence decisions.
- Concerns may arise about corruption of government officials or committee members. It is very difficult (near impossible) for MoE staff members to disqualify or fail to recommend books submitted by senior Government officials or their spouses. Sometimes, these people front for publishers or printers and use their influence to gain contracts.

How to deal with conflict of interest

Probably the most pragmatic way is to exclude authors from serving on a committee that will review their books. Sometimes a *quid pro quo* situation arises where one member of the committee agrees to give approval to a title submitted by another member, in exchange for a similar favor.

Here is an example of how to promote objectivity in selections. First, seclude the reviewers; their location is kept secret to protect them from agents or publishers coming to “see them.” Next, provide reviewers with manuscripts coded to prevent identification—that have been stripped of the name of the author or publisher. Reviewers also receive the grading sheet with the agreed criteria. Reviewers work independently, then come together and collate their results without discussion. This way, a reviewer will more likely judge according to quality of content. Comments and reasons for selection are also written and filed with the results.

To promote transparency, the criteria and decisions (selections) of the Review Committee should be made public. Books deemed suitable for use as textbooks or supplementary readers are placed on a “list of approved school books” after review and selection.

Slide 18

Review and Selection of Textbooks (5)

Format and presentation: Factors to assess here are:

- Font size.
- Text
- Shapes
- Information Chunking



Format and presentation

Next to content, other factors to consider include:

- **Font size:** This is important particularly for students whose eyes are not habituated to looking at text. Students in developed countries become accustomed to looking text at very early ages, but in many low income countries this does not occur until they are in school. Font size for these students matters greatly, therefore, to assist with habituation. It is generally recommended that larger font is used for new readers. As children gain skill in reading a smaller font and spacing between lines can be used. Additionally, students need to become fluent readers before they are introduced to stylistic calligraphy.
- **Text:** In terms of readability, how appropriate is this for the target grade level? Dense text makes reading difficult, especially for new learners.

- **Shapes:** Simple shapes are learned faster than complicated shapes, especially by children.
- **Information chunking:** Cognitive neuroscience research has shown that the brain learns by chunking small pieces of information learned into big pictures. Questions that evaluators can ask when considering this aspect include how is information organized to enable students to chunk small bits of information into bigger chunks as they continue to learn new material?³⁴

Refer to the Resources section for additional information on significance of font size, text, shape and chunking.

Slide 19

Review and Selection of Textbooks (6)

Content: This is probably the most important criterion. Yet often, officials focus on the quantity of books to be produced to the neglect of the quality of the content.

- Evaluators check content to assess if books are pedagogically and academically sound, that is to say, does the content treat the subject matter at the right grade level?
- The content of books should also effectively address curricular goals and requirements. Is content tailored to the needs of the user as outlined in the curriculum?
- For lower grade levels, since the children are learning to read, it is important to include more illustrations—photos, drawings—than text to hold their interest and because of their limited vocabulary. For higher levels, more text is not a problem.

We should note that content development is changing rapidly with the rise of open educational resources where non-profits, authors and teachers collaborate to create peer reviewed educational content material for free use in classrooms. Thus teachers need not limit themselves only to textbooks for teaching material.

See Resources for more information on open source content.

³⁴ (Abadzi 2013)

Slide 20

What makes a textbook “good”?

A quality textbook*:

- Communicates clearly in the language and at the conceptual development level of the learner;
- Engages the learner;
- Supports established curriculum objectives and learning outcomes;
- Reflects the lives of learners and their environment.

*Bernard (2012).

What makes a textbook “good”?

A quality textbook:³⁵

- Communicates clearly in the language and at the conceptual development level of the learner;
- Engages the learner;
- Supports established curriculum objectives and learning outcomes;
- Reflects the lives of learners and their environment.

Slide 21

Publishing capacity

In addition to manuscript selection, another important factor for governments to consider when beginning textbook development is the state of the publishing capacity in the country.

Does the country have the capacity (human resource, infrastructure, access to finance, etc.) to produce its own textbooks?

- Where local capacity exists, how many publishers or printers can effectively produce the desired quantities of books? This will inform about any gaps that need to be filled. The issue then is to tap existing capacity and to give it the right policy and financial framework to thrive.

³⁵ (Bernard 2012)

- Where local capacity for producing books is weak or non-existent, such as in a conflict-afflicted country, can the government realistically take on the role of publisher? If not, what arrangements need to be made to source publishing (or printing) internationally? For example, do neighboring countries in a regional economic community (e.g. ECOWAS, COMESA, SADC) have the capacity? For example, Kenyan and Ugandan publishers today produce textbooks for the newly-independent Republic of South Sudan.

If a government ascertains that the country does not have the necessary book production capacity, what are some of the options it should consider in order to build this capacity?

- **Public-Private capacity building collaboration:** In this case, for textbook development, capacity building is a shared responsibility between the MoE and the publishing industry, and takes place as needed. Where the publishing industry is well established and vibrant, the stakeholders usually conduct their own training to update their technical knowledge and skills. However, there are issues relating to curricula and evaluation criteria that the MoE is often better equipped to handle. UNESCO's International Bureau of Education (<http://www.ibe.unesco.org>) can be a helpful partner in this regard.
- **Skilled workforce development:** In countries where the publishing industry is weak or non-existent, for textbook development to take off successfully, there would have to be recruitment, training and professional certification of persons to undertake some of the various responsibilities outlined in this module. This is more longer term focused. Cameroon, Ghana, India, Kenya, and South Africa are examples of countries that have established publishing institutes at tertiary level to teach courses in various aspects of printing and publishing to prepare the human resource needed by the book publishing industry.

Slide 22

Engaging stakeholders

Government can create the right environment for book development by:

- Commitment to partner private sector;
- Willingness to dialogue with stakeholders; and
- Improving communication & transparency in tenders.

Donors can play convening role.



Engaging stakeholders

Much of what we have discussed highlights the government's lead role in ensuring the availability of affordable, quality books. Experience in several countries over the years has shown that it is not advisable for government to monopolize the entire process for providing books.

Increasingly, as markets are liberalized, the role that the government can effectively play is to create a conducive environment for book development. This is particularly important in situations where there is no publishing capacity: the government can encourage potential stakeholders to participate in textbook development within the country. This can be achieved by:

- Demonstrated commitment to partner with the private sector;
- Willingness to dialogue with stakeholders on issues relating to book provision; and
- Transparency surrounding textbook development and procurement.

As part of technical assistance to the education sector, donors and development partners—for example, the World Bank and the U.K.'s Department for International Development—can play a convening role to bring stakeholders together to deliberate on how to develop a viable public-private partnership for book provision. This is especially important in conflict-affected countries, where businesses may have been destroyed.

Slide 23

Engaging stakeholders

Engaging stakeholders enables government, donors to:

- Assess capacity for book provision; assess constraints;
- Estimate funding requirements; clarify roles; and
- Share information.



This type of engagement enables the ministry officials, industry players, and development partners (donors) to:

- Assess capacity for all aspects of book provision, from concept to market/user;
- Determine what human resource constraints exist; for example does the country have adequate trained personnel for curriculum development and manuscript/book evaluation;
- Estimate funding requirements;
- Clarify roles and responsibilities; and
- Share information relevant to achieving the desired objectives.

Slide 24

Financing

Without establishing viable, sustainable sources of financing, textbook development is bound to fail or result in one-off projects. Planners should, therefore, ensure that they ask the correct questions regarding financing early in the planning stages of textbook development. Questions to answer include:

- What funding mechanisms does the country have to finance textbook provision? How much will government provide? Will donor funding cover any potential shortfalls?
- Are available books affordable for government and parents? What can be done to lower costs if available books are too expensive?
- Who will finance acquisition of books; will it be donor, parents or government? Is this arrangement sustainable?
- What arrangements will be in place for payment to suppliers on fulfillment of delivery? Delays can cripple capital-intensive businesses such as publishers, printers, and bookstores, because in many low income countries, these are small sized companies with low capital base.

Slide 25

Summary

In this module we discussed the lead role that government plays in the development of textbooks:

- Preparing curricula and reviewing and selecting books for use in schools;
- Engaging stakeholders and potential private sector partners; and
- Creating an operating environment conducive for private sector.

Slide 26

Exercise

1. Saheliana is a country in the Sahel that operates two systems of education side by side: the non-formal Koranic education system and the formal, traditional education system. A recent revision of the country's curriculum has made it possible for students attending the non-formal schools to mainstream into the formal education system. The new curriculum also requires for development of new textbooks and reading material to support this effort. Keeping in mind that each country has its particular context that differs from others, please make suggestions to the Saheliana Ministry of Education regarding the issues to pay attention to in this unique textbook development process.
2. Considering the state of publishing in your country, which stakeholders can effectively partner the government in book provision? Where industry professionals are present, how can you bring them together to harness their input (i.e. who can do what) and expertise for textbook development?

Slide 27

Resources

1. Abadzi, Helen and Robert Prouty. (2012). "Discerning shapes, reading words like faces. The Current Science of Literacy and its Implications for Low-Income Countries." *Interdisciplinary Research Journal of the AIAS Graduate School*. Vol.15, No. 1.; pages 5-28.
http://internationalforum.aiias.edu/images/vol15no01/infojournalvol15no1_abadzi_and_prouty.pdf
2. Abadzi, Helen. 2006. *Efficient Learning for the Poor. Insights from the Frontier of Cognitive Neuroscience*. Washington, DC: World Bank.
<https://openknowledge.worldbank.org/bitstream/handle/10986/7023/366190Efficien101OFFICIAL0USE0ONLY1.pdf?sequence=1>

3. Abadzi, H. How to “Cure” Illiteracy? Lessons We Can Learn From Fighting HIV. Blog posting: <http://www.educationforallblog.org/issues/literacy-issues/how-to-cure-illiteracy>
4. Bontoux, Vincent. Textbook Issues in Lower Income Countries: http://www.globalpartnership.org/media/textbooks/day3/GPE_Textbook_Workshop_Bontoux_PresentationOctober_2012.pdf
5. California Open Source Textbook Project: <http://www.opensourcetext.org/>
6. International Bureau of Education (www.ibe.unesco.org) offers technical assistance and training to develop curriculum specialists. To read more about possible themes for a stakeholder training program. See also “Development of textbooks and teaching-learning materials” by IBE: http://www.ibe.unesco.org/fileadmin/user_upload/COPs/Pages_documents/Resource_Packs/TTCDCD/sitemap/Module_5/Module_5.html
7. Sow, Aliou. Textbook Provision. <http://www.globalpartnership.org/our-work/areas-of-focus/learning-outcomes/community-of-practice-textbooks-and-educational-materials-workshop-2012/>
8. Kira, E. and Godfry Bukagile. “Perceptions of Education Stakeholders on the Implications of Textbook Liberalization Policy in Tanzania.” Journal of Education and Practice. Vol.4, No.1, 2013. p. 136.
9. UNESCO Open Educational Resources (OER) <http://www.unesco.org/new/en/communication-and-information/access-to-knowledge/open-educational-resources/>
10. *Example of Review Criteria for a textbook project (sample copy).*

Distribution Strategies

Module 7: Distribution Strategies: How to Get the Books to Students

Slide 5

Learning Objectives

In this module we will:

- Equip participants to understand how book distribution is organized and the role of booksellers in it;
- Highlight the factors to consider when planning a successful book delivery project; and
- Learn how to determine appropriate costs in book distribution programs.

Slide 6

Distribution: an introduction

The ultimate goal of a book provision project is to get the books into the hands of students.

Distribution:

- Stage in the book chain that delivers books to targeted teachers and students.
- Dependent on channels—intermediaries.
- Also where a book provision project is likely to fall apart.

"A book is of no value unless it gets into the hands of a child." Roel de Haas

Distribution – an introduction

In marketing, distribution is the process of moving a product from its manufacturing source to its customers. A distribution channel is the path through which goods and services travel from the vendor to the consumer.³⁶ In publishing, distribution is the stage in the book chain when

³⁶ www.businessdictionary.com

printed and published books are delivered to targeted teachers and students. If not well-planned, this is one of the stages where a book project is most likely to fall apart.

The ultimate goal of a successful book and reading materials provision project is to get the books into the hands of students. The success or effectiveness of a distribution strategy depends on the channels it uses. As has happened in some countries, it is possible to produce the needed books, only to have them sitting in the warehouses of distributors or district and regional education offices that are unable to move books to schools within the required time. As a result, a school year may begin without books in schools. Worse, books meant for free distribution are sometimes leaked for sale in markets, while students attend classes without books.

An effective distribution strategy therefore, aims to avoid distribution pitfalls and ensure that all books arrive in a timely manner at their scheduled locations.

Slide 7

Distribution Methods

Two main methods used for book distribution:

1. Centralized: Government/Ministry of Education (MoE) takes lead role.

– Book selections/orders, deliveries, and payment all centralized, usually at MoE head office.

2. Decentralized: Private sector has lead role.

– Book selections/orders by schools or districts;

– Deliveries to schools or district offices, and

– Payment by schools/districts or parents.

Distribution Methods

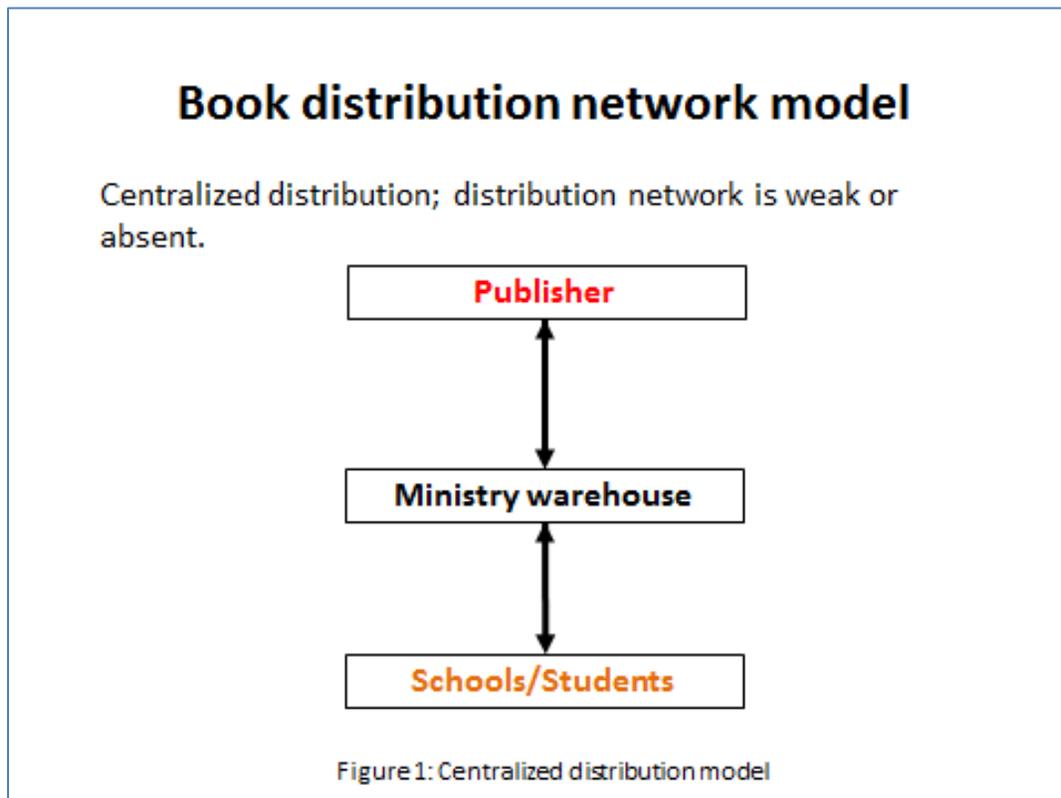
Generally, two methods are used in textbook distribution: centralized and decentralized.

In centralized distribution, the Government perhaps through the Ministry of Education monopolizes book distribution. The MoE (Head office) determines the needs of schools, selects books and places orders to publishers or distributors and booksellers (accredited suppliers). Books are delivered to a central point, e.g. a warehouse. Payment is also made to publishers and suppliers by the MoE head office. From the warehouse(s), books are repackaged to districts or provinces, then on to schools. In many cases, the ministry cannot effectively deliver books directly to students. Often, books arrive much later than when needed

Decentralized distribution usually involves the private sector and other intermediaries. Here, selections and orders for books come from schools or districts to publishers or distributors and booksellers (accredited suppliers). Books are delivered as ordered and payment is made by recipient school or district to the supplier. We should note that governments can also have a decentralized delivery. In some countries such as Albania, vouchers are issued to parents, who then exchange the vouchers for school books from booksellers.

One of the features of textbook distribution in Africa over the past ten years has been the attempt in some countries, by both governments and donors, to create conditions that would actively support the redevelopment of national private sector bookseller coverage. Good examples of this policy development can be found in the De-centralised Instructional Materials Procurement Pilot Project (DIMPPP) in Uganda, decentralized textbook ordering and supply in Zambia, the secondary textbook rental scheme and revolving fund in Malawi and decentralized textbook supply in Tanzania.³⁷

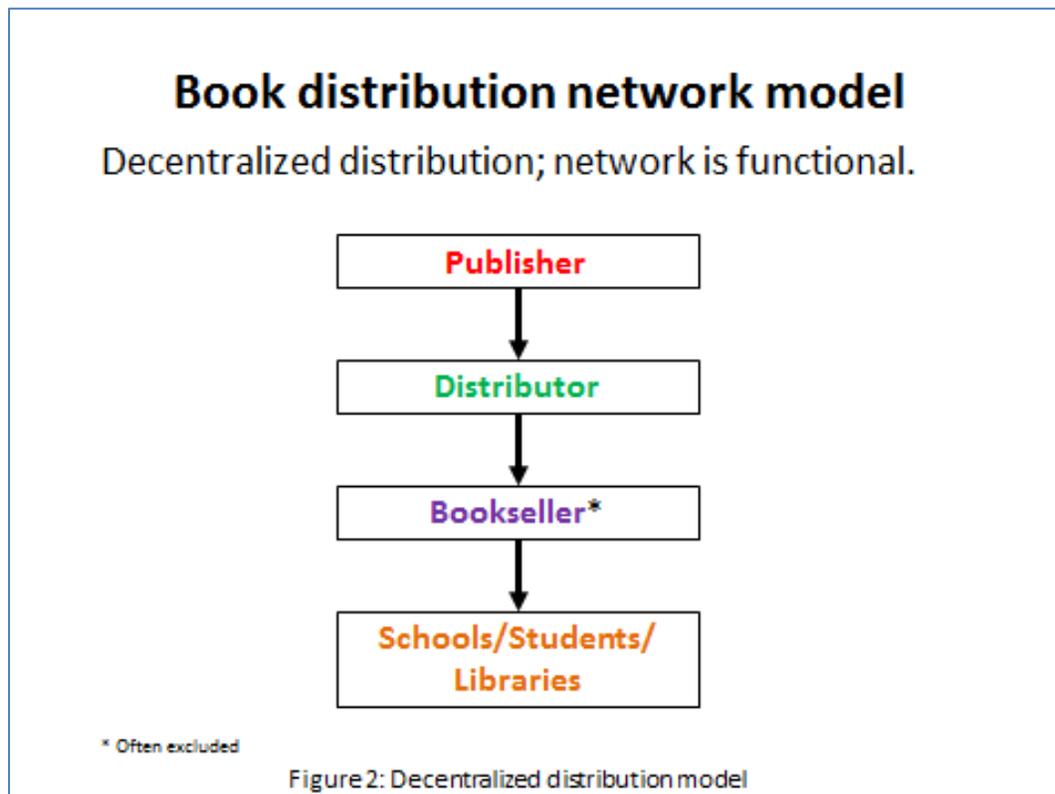
Slide 8



³⁷ (World Bank 2008)

Centralized distribution (as shown in Figure 1) is often the preferred choice of governments that may either not understand the role of distributors/booksellers or simply think they create an expensive layer (or middleman) in book provision. This practice has been shown to be generally bureaucratic, inefficient and prone to delays, leakage and corruption. However, it can work well in a small country.

Slide 9



Book distribution network model

Generally, distribution is often most effective when it is decentralized, as shown in Figure 2. However, this works best where the necessary infrastructure—distributors, booksellers, sales agents—exist and function well. This is the situation where the publishing industry is vibrant. In practice, the decentralized system more often than not excludes booksellers, whose networks have been decimated in developing countries. In countries like Ghana, Namibia or Rwanda either distributors or publishers are responsible for distributing textbooks.

Slide 10

Centralized vs. Decentralized Distribution

| | Centralized | Decentralized |
|-------------------------------|--|---|
| Point of delivery | One central point, often far removed from the users/students. | Multiple delivery points: schools or districts, nearer the students/users . |
| Responsibility for deliveries | Government is sometimes both implementer and supervisor. | Industry/suppliers /contractors deliver. Government is supervisor. |
| Capacity | Inadequate in many instances. | Depends on industry. Where vibrant industry exists, capacity is usually no problem. |
| Timeliness of delivery | Poor; no consequence for non-delivery, lateness or shortfall. | More assured if tied to payment on delivery. |
| Bureaucracy | High. No in-built incentive to deliver books to students. | Very low; private sector business is profit oriented and speed is essential. |
| Monitoring/Verification | Weak; shortfall may not be readily reported. | Enhanced if tied to payment of suppliers. |
| Cost | Masked, because cost of using Government employees, equipment, trucks, etc. usually not factored in. | Seemingly higher than centralized as handling and transportation costs are factored in. |
| Payment | Processing can be faster, since delivery is verified at one point. | Processing may be slow due to multiple points of delivery verification. |
| Leakage | Multiple points, difficult to detect. | Fewer opportunities; easier to trace (publisher, printer, distributor, bookseller). However, delayed payment for past deliveries may encourage leakage. |

When centralized distribution is compared to the decentralized method, the latter potentially offers more benefits in terms of efficiency and effectiveness. Most developing countries now employ some form of decentralized distribution. The World Bank study of 19 African countries referenced earlier provided detailed information on how book distribution has fared since the move to involve the private sector. (World Bank, 2008; see Resources.)

Slide 11

Distributing digital content

While many low income countries still focus book acquisition and distribution on printed books, in recent times curricula content available digitally is changing the way books are distributed. As an alternative to traditional distribution methods, published digital curricula content is made available for download onto digital devices such as the Kindle or Nook, or via computers and mobile phones. This method of distribution is still being piloted in many regions, and it has the potential to reduce the costs of books and make a wide variety of educational material easily accessible to students and teachers. In planning for book distribution, it is advisable to consider

the possibility of using this method. See Resources for *Worldreader* article on pilots in Ghana and Kenya.

Slide 12

Planning for Successful Book Distribution

First steps

- Identify *all* roles and responsibilities:
 - Who will do what? Will government exercise oversight only or be sole implementer?
- Communication:
 - Who will be contact person(s) at Ministry HQ and in districts (and schools)?

Planning for Successful Book Distribution

A book distribution strategy involves much more than trucking boxes of books. Within countries, distribution problems are often institutional. The basic issue is that one must understand the country context. Where the infrastructure exists, the challenge might be a matter of incentives and governance, not simply a matter of money to pay service providers. The first steps for planning include:

- **Identification of all the players:** Decide who will or should be involved. Then clearly define and establish *all* roles and responsibilities—who will do what? For example, will government exercise oversight or be the implementer? Will the Ministry deliver books to schools or will the private industry undertake the task?
- **Communication:** Who will be project coordinator/contact person(s) at Ministry headquarters and in the districts (and schools)? Who will be the focal point for official communication on the project? How easy will it be to communicate with them? This is important for suppliers and other officials for questions, clarifications, and for verifying deliveries and payments.

Slide 13

Planning for Successful Book Distribution (2)

Nine factors to consider:

1. School mapping data.
2. Geographical information on target schools.
3. Weather conditions.



After identifying those to be involved in book distribution and defining their roles, we will detail nine (9) factors that guide planning for such a task:

1. **School mapping:** Is existing data accurate and up-to-date? Where is the information located? Is there a system to collect data on the number of schools, students and teachers per district? If no system exists or data is outdated, how would you proceed to estimate quantities needed? Consider increase in enrollment since last data available. *See Nigeria school mapping using Google maps/satellite technology.*
2. **Geographical information:** Where are target schools located—urban, rural or semi-rural areas? In a textbook project in Mozambique, distribution was difficult because of poor roads. Contractors subsequently abandoned delivery because schools were inaccessible.³⁸
3. **Weather conditions:** Will delivery take place during rainy, hot, or humid season? In Rwanda, for example, books were transported in open trucks without covering. When it rained, the books were destroyed

³⁸ (World Bank 2008, 12)

Slide 14

Planning for Successful Book Distribution (3)

4. Packaging:
 - Specifications, Loss reduction, Tracking, Delivery verification.
5. Warehousing:
 - Size, Accessibility, Security, Internal configuration, Temperature.

4. **Packaging:** How will this be done to avoid damage or mis-delivery, and facilitate tracking? Packaging is more effective if it is pre-dispatched, that is, if the boxes are labeled as per their final destination, be it the school, or the local education office. Color coded boxes may be used in cases where handlers may not be literate? An example of color coding for this purpose may be red marking for science, blue for mathematics, green for biology, etc. How will packing (number of copies per box) be done for easy handling? In rural areas, for example, teachers often ask students to carry boxes into classrooms for distribution. This should factor into deciding on weight of individual boxes.
5. **Warehousing:** Are warehouses accessible by truck, secure, dry (no moisture or leaky roofs), and rodent-free? Is storage space adequate and configured for storing cartons of books? For soft-cover/paperback books, stacking boxes on each other more than 4 boxes-high will cause books to bend out of shape and ruin the soft covers used on textbooks.

Slide 15

Planning for Successful Book Distribution (4)

6. Transportation:
 - Infrastructure, costs, road conditions, travel times to destination.
7. Freight forwarders:
 - Where can these be found?
 - What is capacity (trucks and equipment), experience, workforce skills?
 - How will books be handled – manually or??.

6. **Transportation:** How is transportation infrastructure in areas where books will be delivered? How much will it cost? What are the road conditions at the time deliveries will be made? What are estimated travel times from publisher or warehouse to destination?

7. **Freight forwarders:** In practically every country, there are people or companies that run trucks. The following questions will help to determine whether they can handle the task of delivering books as required. What is their capacity? Do they have experience in moving books? What packing equipment do they use? Manual handling, for example, increases risk of damage to cardboard boxes containing books. Do their trucks have waterproof or other protective covering for books? This is important, depending on the state of roads and the weather during distribution time.

Slide16

Planning for Successful Book Distribution (5)

8. Tracking system:
 - Delivery verification, Reporting.
9. Payment:
 - Schedule, Verification/Audit

8. **Tracking system:** How will delivery and payment be verified? Could innovative methods be used such as text messaging, which has worked in the health sector, be employed for this purpose? Rwanda and Namibia are in the first stages of a comprehensive e-ordering system based at local education offices, which seems to be working quite well.
9. **Payment:** How soon after delivery will final payment be effected? This should be part of the contract signed with distributors or those who will deliver books as required. Remember that delays in payment on one project could lead to higher pricing, corruption, and leakage in future.

Slide 17

“A book is of no value unless it gets into the hands of a child.” Roel de Haas

The Distributor

Once a book is printed, it needs to go to the targeted audience. The printer delivers the books to the distributor or wholesaler and on to bookseller to make the books available to the end user—readers, or in the case of textbooks, students. Distributors are generally wholesalers who transport finished books from the printer or publishers to the market. It is important to factor distribution costs into any book acquisition or provision strategy.

Slide 18

The role of booksellers

Distributors are generally wholesalers who transport finished books from the printer or publishers to the market. Booksellers are intermediaries, often the direct or final link between the distributor and the customer/reader, the target audience. They often rely on the advice and promotional efforts of book distributors regarding which titles to buy. Distributors and booksellers would know best which titles are selling well and which books will sell well in various localities. Booksellers promote books from different publishers and thereby encourage competition for better quality material.

Slide 19

Role of Booksellers (2)

Booksellers are a critical link in the book chain who:

- Make books more accessible;
- Assist to develop a reading culture;
- Provide important market feedback for quality improvement.

Publishers or distributors sell printed books at a discount to booksellers, who then retail the books to parents, students or schools. Booksellers are a critical link in the book chain who support learning and development of a reading culture by:

- Making books more accessible; they are often located close to the schools and students, and can carry books from several publishers at the same time.
- Carrying supplementary readers and other useful learning material; and
- Providing important market feedback for quality improvement. For example, user comments about missing book pages and factual errors are reported to the publisher via the bookseller. This can lead to publication of a revised edition of the book. Booksellers also provide valuable feedback on design/format and pricing.

Slide 20

Role of Booksellers (3)

In low income countries, booksellers face constraints. They generally:

- Lack professional training.
- Have low business capital.
- Are viewed as middlemen
- Operate more as stationery stores/kiosks.



As a result:

- They are often cut out of book provision programs.

A study of 19 African countries (World Bank, 2008) found only South Africa, Botswana, Lesotho, Kenya, Cote d'Ivoire, and perhaps Nigeria as those that have bookselling capacity capable of providing genuinely national coverage.³⁹ In many low income countries, booksellers face serious constraints:

- They generally lack professional training. No one requires booksellers to have a professional qualification before they commence trading. The average education level for booksellers in Burkina Faso for instance is 4th grade.
- Booksellers in these countries tend to have low business capital. Most are small businesses, vulnerable to payment delays.
- They are also viewed as meddlesome middlemen who increase the cost of books. Booksellers typically enjoy discounts ranging between 20-30 percent of the retail price. Government and donor officials frequently refer to this as “extra costs” they could save by doing without booksellers. This is only partially true, because someone has to bear the cost of distribution, getting the books from publisher/printer to students.

³⁹ (World Bank 2008, xx)

- Low income country booksellers operate more as stationery stores/kiosks. This is especially so in areas where people focus on feeding their families and have less disposable income for books. “The viability of educational bookselling, particularly in rural areas, can sometimes be threatened by pavement booksellers, briefcase booksellers, and pirates. However, pavement booksellers concentrating on secondhand books (as opposed to illegal pirate editions) provide a valuable service in making low cost textbooks more widely available to students who would otherwise have to do without them.”⁴⁰

As a result of these constraints, booksellers are often excluded from book provision programs.

All the same, a number of determined efforts in Uganda, Kenya, Malawi, Zambia, and Tanzania have redeveloped primary and secondary textbook distribution strategies that consciously seek to support private sector educational bookselling on a national basis. In most countries in 2006 this process of network redevelopment is still only partial and most countries suffer from serious geographic gaps in private sector textbook distribution.⁴¹

Slide 21

Role of Booksellers (4)

BUT, should we continue to design book provision programs without booksellers?

- Consider their role in providing other reading material.

If strengthened, booksellers can:

- Introduce efficiency in distribution;
- Be effective service providers to support learning, strategic partner to foster reading culture.

But, should we continue to design book provision programs without booksellers?

Such a stance is understandable, if book acquisition and distribution is centralized. The World Bank study referenced earlier confirmed this point: “The re-development of national bookselling networks is hindered by continued state intervention in some countries and by underfinancing with associated credit and stock-holding problems in others.”⁴²

⁴⁰ *Ibid.*

⁴¹ (World Bank 2008)

⁴² *Ibid.*

Where a decentralized system operates, we need to consider the role of booksellers in providing other reading and learning material that the educational system may not provide. We must also point out that any agency contracted to deliver books to schools will incur some expense, even if they deliver “for free”; someone *always* pays for distribution. Where booksellers exist, therefore, it makes sense to involve them in distribution, because of the benefits they bring to the book chain. If strengthened, booksellers can:

- Introduce efficiency in book distribution efforts. A solution could consist in having booksellers in the capital, for example, “tutor/link to” rural booksellers, as happened in Uganda.
- Be effective service providers to support learning and to foster a reading culture.

Remember, booksellers can be strategic partners for literacy development, sustainability of a national book industry, and to foster a reading culture.

Slide 22

Common problems in book distribution

- **Leakage:** Often the result of artificial or deliberate bottlenecks.
- **Improper storage:** Leading to damage or theft.
- **Poor packaging:** Weak cartons break with manual handling.
- **Non-delivery or short-delivery:** Mislabeling or transportation difficulties.

In addition to the problems listed on the slide, many low income countries have poor road infrastructure. With book distribution usually occurring during the rainy season—since school reopening is linked with the advent of the dry season—it is not surprising that books do not arrive in schools before the school year starts.

Slide 23

When books go astray: Dealing with leakage

Leakage occurs in all distribution networks—the degree of leakage varies widely from one country to another, and between the regions of a country. It must be dealt with in order to improve the efficiency and effectiveness of a book distribution program. Leakage (loss) can also result from negligence (poor packaging and documentation), short- or over-supply, and theft. In the interface between printing and distribution, printers can collude with private distributors to divert and sell books that are supposed to be for free. Leakage feeds on poor, unpredictable, uneven distribution. Leakage is difficult to control as long as students do not have books and demand exists.

Leakage control can be enhanced by:

- **Technical expertise:** There is no substitute for having a coordinator who understands the industry and distribution in particular. Investing in the right human capital can reap huge savings benefits and assure quality and efficiency during project implementation.
- **Institutional attitude and regulation:** What sanctions do those responsible for short-supply face, for example? If people can go unpunished for fraudulent practices and theft, others will be encouraged to join in the practice.
- **Coded packaging:** This could be as simple as using colors or numbers to indicate destinations of packages. In some areas, colors have been used instead of barcodes and numbers, because of the illiterate or semi-literate drivers/handlers involved in packing and delivery.
- **Community involvement:** This has proved most effective in tracking along the distribution process and verification of delivery. In Pakistan, mobile phones have been used to do this for pharmaceutical drugs. In South Africa, this is being successfully used to track textbooks down to the classroom level through mobile technology. See the Philippines Check My School initiative (www.checkmyschool.org) for a full description of a community-led initiative that gained official (national) recognition. During its operating years, Textbook Count, a precursor of Check My School, tracked millions of textbooks. It managed to reduce the price of textbooks by 40 percent, to improve the accuracy of textbook deliveries, and to shorten the Department of Education's procurement cycle from 24 to 12 months.⁴³

⁴³ See Check My School (www.checkmyschool.org); and siteresources.worldbank.org/INTFIDFOR/Resources/.../1cEAP-PR.pdf.

- **Flooding the market with books:** It has been argued that the more books are available, the less likely leakage will occur. Crouch (2011) offers two recommendations: “First, governments need to make sure there is plenty of supply, which will greatly reduce the incentive to be a ‘book scalper.’ That is, make sure that there are as many books (or even a bit more) as would be desired at the free price; ‘flood the market’ so as to spoil the market for the scalpers, is how some government officials put it. Second, governments need to examine their own processes to make sure that no officials are diverting books towards merchants at the wholesale level (even regionally), so as to create artificial scarcities.”⁴⁴
- **Working with local and international anti-corruption agencies:** Sometimes, books, including those embossed with official markings for a particular country are stolen and diverted to pavement booksellers and markets or smuggled across borders to fetch higher prices in a neighboring country. Vigilance and cooperation between customs, border and other law enforcement officials can assist to curb the practice.

Slide 24

Financing book distribution

Often not costed adequately, if government distributes.

To ensure successful book distribution:

- Estimate **all** potential costs: warehousing, repackaging, freight, etc.; and
- Factor **all** estimated costs into overall project budget.

If the private sector undertakes distribution, they factor this expenditure into their overall costs. If government is responsible, this is often not costed. To ensure successful book distribution, it is necessary to estimate *all* potential costs, including warehousing, repackaging (if centralized), and freight; and to factor *all* estimated costs into the overall project budget, especially when seeking donor funds. If distribution is underfunded, the resulting service provided will suffer.

⁴⁴ (Crouch 2011)

Slide 25

Summary

In this module, we:

- Established that distribution is the stage where a book provision project is likely to fall apart.
- Discussed various distribution methods;
- Outlined steps to design a successful distribution strategy and nine factors integral to this process; and
- Identified problems encountered in book distribution.

Module 8 will consider book distribution where a bookselling network is weak or non-existent.

Slide 26

Exercise

1. Read the civil engagement case study on Check My School (CMS), established 2011 in the Philippines: <https://wbi.worldbank.org/wbi/Data/wbi/wbicms/files/drupal-acquia/wbi/CaseStudy-CheckMySchool.pdf>. The driving idea behind the initiative “assumes that community-driven data validation and easy access to data via the internet will enable government officials and citizens to highlight issues of concern in the education sector and identify potential solutions” (p.3). CMS builds on the work of predecessor initiatives such as G-Watch (Government Watch) and Textbook Count Project a component of G-Watch in the Philippines (p.6).
2. Country ABC has had difficulty delivering books to schools due to poorly designed road systems, lack of warehouses to store books and poor book freight and delivery systems. The country has recently learned about the CMS initiative in the Philippines and is seeking your advice on how to use the model to enable the country to build a better book distribution system.
 - a. What would you recommend to the government of ABC as important factors to facilitate the success of this initiative?
 - b. How would you go about organizing citizen engagement in this project? Who would you recruit and train for this effort and why? What kind of data would you have citizen engagement groups collect?

- c. Recommend problem-solving strategies for current delivery problems that ABC can use to ensure that books are delivered to schools?

Slide 27

Resources

1. allAfrica.com (March 2011). Mozambique: Illegal Sale of School Books Continues. <http://allafrica.com/stories/201103150208.html>
2. Books for All: Rwanda's Innovative Textbook Distribution Program: <http://www.globalpartnership.org/stories-2/rwanda-s-innovative-textbook-distribution-program/>
3. Check My School: <http://wbi.worldbank.org/wbi/stories/check-my-school-not-just-website>
4. Crouch, Luis (2011). Disappearing books: Greed or Policy mistakes or both? <http://www.educationforallblog.org/fr/issues/aid-effectiveness/disappearing-books-greed-or-policy-mistakes-or-both>
5. Education Books Market Study (Uganda): <http://nabotu.or.ug/wp-content/uploads/Book-Market-survey-report.pdf>
6. Textbooks and School Library Provision in Secondary Education in Sub-Saharan Africa (2008). World Bank: <http://elibrary.worldbank.org/doi/pdf/10.1596/978-0-8213-7344-6>
7. World Reader: <http://www.worldreader.org/>

Distribution Strategies

Module 8: Alternative Book Distribution Channels

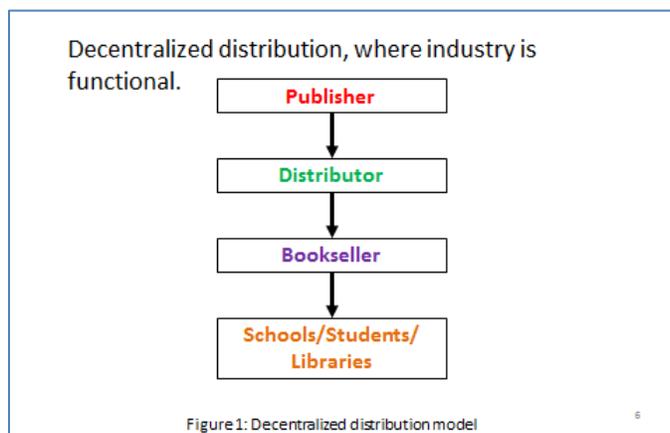
Slide 5

Learning Objectives

In this module, we will:

- Present 3 options to consider when planning a book delivery project where distributors or booksellers are not available;
- Discuss methods for improving book distribution; and
- Explore how to partner with CSOs to eliminate distribution problems such as late- or non-delivery and leakage of books.

Slide 6

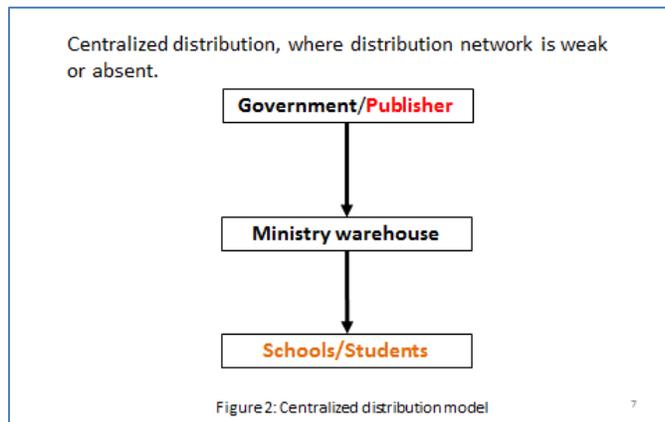


Book distribution network models

Decentralized distribution

As discussed in Modules 1 and 7, distribution is often most effective when it is decentralized, as shown in above illustration. However, this works where the necessary infrastructure—distributors, booksellers, sales agents—exists and functions well. This is the situation where the book chain is vibrant. What options can be used when a distribution network is weak or non-existent?

Slide 7



Centralized distribution

Again, as we saw in Module 7, centralized distribution (as shown above) can work well in a very small country. It is also often the preferred choice of governments that may either not understand the role of distributors/booksellers or simply think they create an expensive layer (or middleman) in book provision. Sometimes centralized distribution also takes place where the book industry's distribution network is weak or absent. Generally, this practice has been shown to be generally bureaucratic, inefficient and prone to delays, leakage and corruption. Where state facilities are used the basic infrastructure is often in poor condition. In Ghana, Ministry of Education-owned regional and district stores are often in poor condition and are often not weatherproof or secure. Book losses can be an issue and there are delays in the supply chain caused by lack of funds to transport books to schools at district level.⁴⁵ This is how one study summarized the state of affairs that existed in countries that used centralized distribution:

“State control over textbook distribution frequently destroyed or seriously damaged the existing private sector book wholesalers and retailers while not providing a reasonable alternative textbook service to schools. This is perhaps the most tragic aspect of the state domination of textbook distribution in Africa over the past 40 years.”⁴⁶

⁴⁵ (World Bank 2008, 55)

⁴⁶ (Read 2001)

Slide 8

What if bookselling infrastructure is weak?

Three (3) options:

1. Deliver books directly to schools.
2. Explore using other distribution channels:
 - Private sector distributors specializing in other goods;
 - Parent-Teacher Associations;
 - Civil society organizations and NGOs.
3. Take steps to create a nationwide distribution network (medium-long term measure).

What if a country's bookselling infrastructure is weak?

Instead of using a state-controlled, centralized system of distribution, here are three options. Two these are short-term solutions, and one is better suited for the medium- to long-term.

For the short term, the project can be designed to:

Deliver books directly to schools: This may be done by the publisher, printer or sales agent (usually acting on behalf of a publisher).

- **Explore using other distribution channels:** This could involve:
 - Private sector distributors specializing in other goods, such as soft drinks;
 - Parent-Teacher Associations, which may designate some of their members to collect books on behalf of target schools;
 - Civil society organizations that may already be working in the area. For example, organizations which provide boreholes and relief items often have vehicles that can carry books safely to the communities where they operate.

For the medium to long-term:

- **Initiate steps to create a nationwide distribution network:** This will take perhaps years to mature, but the investment in planning with the private sector to achieve this is worth it in the long term.

We will now discuss each option in detail.

Slide 9

What if bookselling infrastructure is weak? (2)

1. Plan to have books delivered directly to schools (or as close as possible).

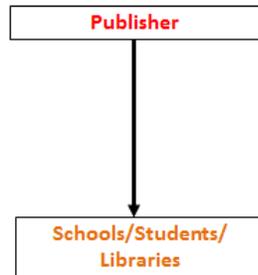


Figure 3: Direct delivery model

5

Delivering books directly to schools

Here, the plan is to have books delivered directly to schools or as close as possible (See Figure above). This can be written into the contracts of suppliers—publishers, printers or distributors/sales agents—when tenders are awarded. If this option is chosen, remember to factor in appropriate costs and time needed when planning overall budget and schedule for the book provision project. This system has worked very well in countries like Mongolia or Armenia. In Malawi or in Namibia, it works through a two-tier bidding system: (i) Publishing; (ii) Distribution. The fact that the final destination is the school itself is key to success. As noted earlier, this is often the preferred system in most national and international competitive tenders. Module 9 examines the issue of procurement and how it influences distribution.

Slide 10

What if bookselling infrastructure is weak? (3)

2. Consider using semi-decentralized distribution.

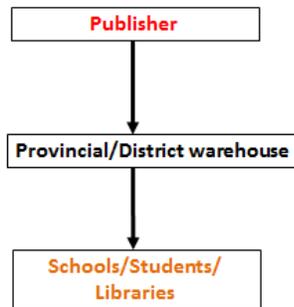


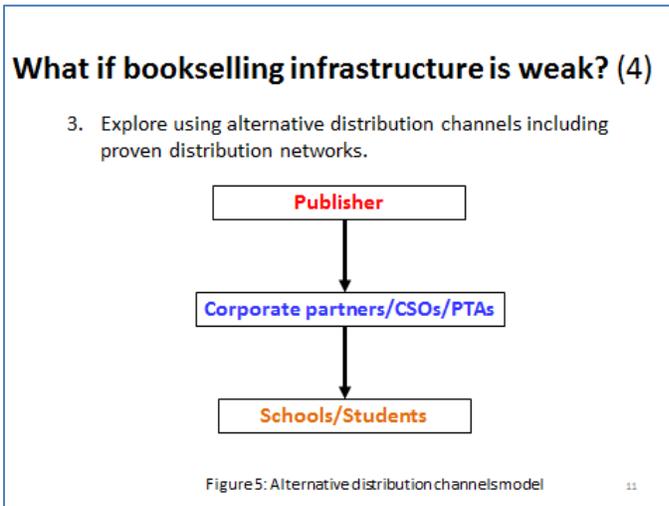
Figure 4: Semi-decentralized distribution model

10

Today, many countries use a **hybrid system of semi-decentralized distribution** (See Figure 4). In this system, books are delivered to provincial or district warehouses, and from there to the schools or libraries where books will be used. Arrangements are made with groups such as PTAs, Community and Alumni Associations to collect books on behalf of their respective schools.

We must caution that running a textbook warehouse needs a modicum of professionalism in terms of stock keeping, physical storage, security, etc. None of this happens when the warehouse is away from checks and balances. In low income countries—already short of financing and skilled human resource—regional warehouses are costly and complicated to set up. Also, while local schools from a regional capital might have fewer constraints to collecting their books, those from remote areas often have more difficulty.

Slide 11



Another short-term option is to explore using other proven distribution channels. This allows you to be creative, keeping your goal in mind—to get the books to students and teachers where and when needed. Here are some ideas:

- **Contact and negotiate with private sector distributors specializing in other goods:** For example, in some countries, companies with nationwide distribution networks such as Coca-Cola and Guinness that produce soft drinks targeting students have assisted when approached. In the Philippines, for example, to improve the delivery of textbooks to far-flung villages, Textbook Count collaborated Coca-Cola and used its distribution vehicles for transportation of books (See www.checkmyschool.org). Apart from such networks, are there companies in your country that have a provincial or regional distribution network that you can negotiate with? Caution: Ensure that books receive the attention they deserve—timely delivery, security, etc.—since they’re not the core business of such a company.
- **Involve Parent-Teacher Associations (PTAs).** They can transport books as well as monitor deliveries. Due to distances that may be involved, tasking PTAs to do this might be more effective if deliveries are from say, district or provincial levels to schools.
- **Partner with CSOs working on literacy projects in mother-tongue and minority languages.** Quite often, these organizations already work closely with the Ministry of Education, and they can be approached to help to deliver and/or track deliveries to schools, especially in the remote rural areas where they already work. In difficult humanitarian situations, organizations such as UNICEF (Madagascar, Afghanistan) or UN (Timor Leste) have undertaken part or all of the textbook distribution effort.

Slide 12

What if bookselling infrastructure is weak? (5)

4. For the medium to long term, take steps to help to create a nationwide distribution network, involving the private sector.
 - Find out why the book distribution network is weak or non-existent.
 - What incentives can be offered to get people into this line of work?
 - Identify and address constraints to developing a network.

Creating a national distribution/bookselling network

For the medium- to long term, take steps to help to create a nationwide distribution/bookselling network, involving the private sector.

- Find out why the distribution network is weak or non-existent. If an existing one collapsed, what caused it? Can it be revived? What will it take?
- What incentives can be offered to get people into book distribution? You may want to contract interested parties distribute to remote areas. Another incentive might be to include promoting bookselling as a key objective in a national book (or textbook) policy.
- Identify and address constraints to developing a national distribution network.⁴⁷ These could be:
 - Human resources: Recruiting, training, managing, and retaining qualified staff; and
 - Finance: This may include improving payment systems and speed of payments to suppliers.

⁴⁷ See (World Bank 2008, 54-57)

Slide 13

How can we improve distribution?

We will discuss five (5) ways to remedy weak distribution:

1. Plan effectively for book provision.
2. Strengthen existing distribution channels.
3. Establish (or improve) tracking and payment system.
4. Engage Communities and CSOs to monitor book distribution projects.
5. Develop corporate partnerships.

How can we improve textbook distribution?

There are situations where one does not have much opportunity to explore “new” options such as those we have just considered. We will therefore discuss five ways to remedy weak distribution. These are: plan effectively for book provision; strengthen existing distribution channels; establish (or improve) tracking and payment system; engage Communities and CSOs to transport books and monitor book distribution projects; and develop corporate partnerships.

Slide 14

How can we improve distribution? (2)

- 1. Plan effectively for book provision.** Create a realistic schedule for production and delivery of books to students. This means to:
 - Liaise with curriculum colleagues about changes prior to publishing.
 - Decide point(s) of delivery in collaboration with stakeholders.
 - Factor delivery time into overall schedule for book provision. If books will be sourced internationally, include time for shipping and clearing.

1. Plan for effective and efficient book provision

The planning phase provides the foundation for a project’s success or failure.

- **First, create a realistic schedule for production and delivery of books** to students. For example, you may use the beginning of the school year (or better, a week or two before) as the latest target date for books to be available in schools, then
- **Liaise with curriculum colleagues and consider the effect any curriculum changes would have on revisions to texts.** This should really be done prior to publishing stage; once we have arrived at distribution stage, it's already too late.
- **Decide point(s) of delivery in collaboration with stakeholders: teachers, community associations, PTAs.**
- **Factor delivery time into schedule.** For example, if books will be sourced internationally, does schedule include adequate time for shipping and clearing?

There are many cases where tenders are issued for books to be produced and delivered in 3 months (90 days), with inadequate attention given to the logistics of delivery to schools. The result is a rushed book project prone to poor quality and other deficiencies, particularly in the distribution phase.

Slide 15

How can we improve distribution? (3)

2. Strengthen existing distribution channels by:

- Creating a role for distributors and/or booksellers.
- Training booksellers
- Ensuring timely payments.

2. Strengthen existing distribution channels

We can do this by:

- **Creating a role for distributors and/or booksellers.** Since textbooks constitute the major portion of the book trade, this can provide business opportunities. To ensure that they effectively play their part, the project could include a capacity building component that will offer training to booksellers. Key aspects would be (i) to understand their role in book

provision in the short and long term, and (ii) to develop proficiency in documentation procedures.

- **Ensuring timely payments.** Distribution is a financially heavy exercise, and some governments are careless at disbursing money at the right time. Many booksellers are small businesses with little capital. Payment delays cripple them, and make it very difficult for them to stock other reading material.

Slide 16

How can we improve distribution? (4)

3. Establish tracking and payment systems.

- What needs to be in place to verify that all books have been delivered to respective schools? Persons? Reporting methods?
- Link final payment to confirmation of delivery of books as contracted.
- Sanctions: What will be consequences for delays or non-delivery?

A good tracking system will ensure that books do not leak into the illegal market.

An efficient payment system discourages corruption.

3. Establish tracking and payment systems

Where these already exist, consider ways to effectively implement or improve. We have already mentioned that delays in payment cripple the capacity of booksellers and distributors to fulfill the book needs of schools and effectively service the entire book market. Think through the following:

- What needs to be in place to verify that all books have been delivered to respective schools? Persons to carry out the exercise? Reporting methods?
- Link final payment to confirmation of delivery of books as contracted. Inform all concerned—especially officials responsible—about when payment should/would be effected.
- Sanctions: What will be consequences for delays or non-delivery? This needs to be clearly stated and understood by all involved.

A good tracking system will ensure that books do not leak into the illegal market. An efficient payment system is a deterrent to corruption.

Slide 17

How can we improve distribution? (5)

4. Develop corporate partnerships. Constructive engagement leads to cooperative relationships.

- Advantages:
 - Ready nationwide network;
 - Piggy-back on established infrastructure
- Disadvantages:
 - Books could be treated with less urgency and priority (secondary to company's products);
 - Arrangement may crowd out involvement of smaller local organizations.

4. Develop mutually beneficial corporate partnerships

Where transportation is lacking, explore and negotiate collaboration with companies that operate a functioning nationwide distribution network. Coca-Cola and Guinness have been mentioned as possibilities, but a country may have other networks that can effectively do the job. Consider this a “think-outside-the box” opportunity. Creative and constructive engagement can lead to a cooperative relationship with government. For example, the organization identified may assist with distribution to areas that are usually difficult to reach.

Such a partnership is not a panacea to distribution problems, and should be regarded as an interim measure, rather than a permanent solution. We should also point out that there are strong *pros* and *cons* to this idea.

Advantages:

- Ready and tested nationwide network—albeit for another product;
- Piggy-back on infrastructure in place for documentation and tracking.

Disadvantages:

- Books could be treated with less urgency and priority—secondary to the company's products;
- The arrangement with a large company may crowd out the involvement of smaller ones that are closer to the target schools.

Slide 18

How can we improve distribution? (6)

5. Involve (train, equip) and empower CSOs to monitor book distribution projects:

- Along the distribution channel (warehouse, truckers, point of delivery, school), and
- To demand from district education heads and headteachers that promised books be made available in schools.

See Philippines case study: Check My School in Resources.
<https://wbi.worldbank.org/wbi/.../CaseStudy-CheckMySchool.pdf>

5. Involve (train, equip) and empower CSOs to monitor book distribution projects⁴⁸

- Along the distribution channel—warehouse, truckers, point of delivery, school.
- To demand from district education heads and head teachers that promised books be made available in schools.

Slide 19

Other Book Distribution Strategies: Role of Libraries

- Book provision projects may consider procuring copies of textbooks for use in libraries, particularly in cases where the book-sharing ratio is high. If sharing becomes a problem, students can find the same books in libraries.
- Community and school libraries are also a good place to house e-books in addition to print books for students to use.
- Students who are unable to afford to buy books can find copies in libraries.

The Role of Libraries

In some instances, there just are not enough books to go round the school system. Book provision projects may therefore consider procuring copies of textbooks for use in libraries, particularly in cases where the book-sharing ratio is high. For study outside the classroom, students can find the same books in libraries. In countries where textbooks are sold, students who are unable to afford to buy books can find copies in libraries.

⁴⁸ See Philippines case study: Check My School (Boy Scouts tracking textbooks to schools) in Resources.
<https://wbi.worldbank.org/wbi/.../CaseStudy-CheckMySchool.pdf>

One problem, though, is that school libraries tend to operate only during school hours, and students would still have limited access to textbooks. Community libraries try to fill this gap. Together with school libraries they can also house e-books and information and communication technology to access other learning material in addition to print books.

Slide 20

Other Book Distribution Strategies: Role of Civil Society Organizations/Parents' Associations

- They can ensure effective book distribution by:
 - Organizing transportation of books from Ministry offices or publishing houses and warehouses to schools.
 - Monitoring and verifying book distribution and payment.
 - Helping to eliminate piracy.
- School management committees can monitor textbook distribution. (See “Check My School” case study in Resources.)

The Role of Civil Society Organizations/Parent-Teacher Associations

Communities and civil society organizations can assist with book distribution by:

Organizing transportation of books from Ministry offices or publishing houses and warehouses to schools;

- Monitoring and verifying book distribution and payment;
- Helping to eliminate piracy. Here they ensure that only authorized books are purchased and distributed.

School management committees represent a successfully tested means to involve civil participation in monitoring textbook distribution. See the “Check My School” case study in Resources.

Slide 21

Summary

In this module, we:

- Considered different options for planning a book delivery project in a country where distributors or booksellers are not available or the existing network is weak and, therefore, cannot deliver books efficiently as needed;
- Explored ideas for improving weak book distribution; and
- Discussed how to partner with CSOs to eliminate distribution problems.

Slide 22

Exercise

- Assume that you have been asked to prepare a textbook distribution plan for a large country VWY, with 100 bookstores of which 80 percent are located in the capital city. If the annual 4-month long rainy season causes countrywide flooding of roads, what issues would you need to tackle to ensure successful delivery of books to schools in rural areas? Which distribution method(s) would you recommend and why?
- Is there an existing successful innovative program in your country for distributing drugs or other item nationwide? Study/Review it to see if there are any principles or lessons you can apply to improve book distribution.

Slide 23

Resources

1. Check My School project: <http://wbi.worldbank.org/wbi/document/case-study-check-my-school> and <https://wbi.worldbank.org/wbi/.../CaseStudy-CheckMySchool.pdf>
2. Read, Tony, Carmelle Denning, and Vincent Bontoux (Eds.) 2001. Upgrading Book Distribution in Africa. Paris: ADEA Working Group on Books and Learning Materials.
3. Library on a Donkey: www.youtube.com/watch?v=eQMh8_TD2dl and <http://www.ru.ac.za/corylibrary/latestnews/name,36947,en.html>
4. The Book Bus: www.thebookbus.org

Policy and Practice

Module 9: Procurement Methods⁴⁹

Slide 5

Learning Objectives

In this module, we will:

- Learn how textbooks are procured using various procurement methods in Section 1; and
- Discuss misprocurement and the factors that lead to it in Section 2.

Slide 6

Introduction

The goal of textbook procurement is to acquire quality books and quantities needed, at affordable prices. To avoid misprocurement an understanding of procurement methods and related requirements is necessary. The World Bank's procurement guidelines are used throughout this module. These are often adopted by other multilateral development agencies.

Slide 7

SECTION 1

Procurement Methods for Textbook Acquisition

⁴⁹ Credit: The content of this module draws heavily from "Procurement of Textbooks under World Bank Operations (October 2012)" a presentation by Alaleh Motamedi, World Bank Senior Procurement Specialist, at "Getting Books to the Kids," a community of practice workshop of the Global Partnership for Education, Washington, D.C., October 12, 2012.

Slide 8

| World Bank Lending Instruments & Textbook Procurement | |
|--|--|
| Investment Lending | <ul style="list-style-type: none">• For goods, works, and services• Predefined specific project• Long-term focus (5 to 10 years)• Bank Procurement and Consultant Guidelines apply• Procurement & implementation schedule defined• Disbursement against actual payment for Goods, Works, Services funded by the Bank.• 75-85% of all Bank lending• World Bank projects finance textbooks directly. |
| Development Policy Lending | <ul style="list-style-type: none">• Support country's policy and institutional reforms in a sector or the economy as a whole.• Short-term Focus (1 To 3 Years)• The Bank's Procurement And Consultant Guidelines Do Not Apply• Provide Quick-disbursing Financing• 15 - 25% Of All Bank Lending• World Bank does not deal with procurement; Government does that with its own means and rules. |
| Program for Results Lending | <ul style="list-style-type: none">• Facilitates leveraging by financing a small part of a large government program• Use of country institutions to enhance partnerships• The Bank's Procurement and Consultant Guidelines do not apply• Disbursements linked to results or performance indicators• Government does procurement with its own means and rules and, if successful, it gets reimbursed. |

Here's a summary of the main lending instruments used by the World Bank. The Instrument used to finance textbooks is Investment Lending. Borrowers must use the Bank's Standard Bidding Documents (SBD) and Procurement Guidelines (*See Resources*). Textbook-related expenses are classified under procurement of goods and services, but also include consultants.

Slide 9

| World Bank Lending for Textbooks |
|--|
| <p>The World Bank Instrument used to finance textbooks is Investment Lending. Loans must follow the Bank's Procurement and Consultant Guidelines (<i>See Resources</i>).</p> <ol style="list-style-type: none">1. Selection and Employment of Consultants<ul style="list-style-type: none">– for intellectual type of services; outputs difficult to measure.2. Procurement of Goods, Works, and Non-Consultant Services<ul style="list-style-type: none">– for projects with measurable physical output, such as textbooks. <p>Early and regular collaboration between Procurement and Education specialists/Project Coordinators enables focus on solutions.</p> |

The World Bank Instrument used to finance textbooks is **Investment Lending**. Loans funded using this and other lending instruments must follow the Bank’s Procurement and Consultant Guidelines (*See Resources*). The two guidelines used cover:

1. **Selection and Employment of Consultants** for intellectual services, with outputs that are difficult to quantify;

2. **Procurement of Goods, Works, and Non-Consultant Services** to be used for projects with a measureable physical output such as textbooks.

Early and regular collaboration between Procurement and Education specialists/Project Coordinators is crucial to enable all parties to design a plan that focuses on solutions—addresses potential problems solutions.

Slide 10

Procurement Methods

- It is important to match the goods and services to be procured to the appropriate procurement method.
- The procurement methods used for textbooks and reading materials are:

| | |
|-----------------------------------|------------------------------|
| International Competitive Bidding | National Competitive Bidding |
| Direct Contracting | Shopping |
| Framework/Long-term Agreements | |

10

Procurement

Methods

When planning for procurement it is important to identify the *type of services* and *goods that will be procured* and to match them to the appropriate procurement method.

For textbook projects, examples of services include manuscript development, publishing and distribution services. An example of goods is books acquired “off-the shelf,” that is, books that are already available in the market. The major procurement methods for textbooks and reading materials are:

- International Competitive Bidding (ICB)
- National Competitive Bidding (NCB)

- Direct contracting
- Shopping
- Framework/Long-term Agreements

Slide 11

Procurement Methods (2)

International Competitive Bidding (ICB)



- ICB - most commonly used method of procuring textbooks, when a national industry does not have the capacity to respond to the bidding process.
- ICB requires international competition. Main features are:
 - Must be advertised internationally.
 - Tender must be in an international language recognized by the Bank: French, English and Spanish.
 - Currency of payment is internationally agreed.

International Competitive Bidding (ICB)

This is the most popular method of procuring, used when the national industry does not have the capacity to respond to the bidding process. As a result, ICB is usually won by large foreign publishing houses or printers. ICB requires international competition, and its main features are:

- Advertisement is internationally done.
- Tender must be in an international language recognized by the Bank – French, English and Spanish.
- Currency of payment is internationally agreed.
- Must use the Standard Bidding documents prepared by the World Bank.

Not surprisingly then, most ICB tenders are won by large foreign publishing houses or printers.

Slide 12

Procurement Methods (3)

National Competitive Bidding (NCB)

NCB is used when foreign bidders are not expected to be interested because:

- Overall contract value is small
- Low volume of books will be procured
- Books available locally at prices lower than international; for example, local language books.

Main features include:

- Focus on local competition. May allow foreign bidders on same terms as nationals.
- National advertisement.
- Tender documents may use the national language.
- Payment in national currency.

National Competitive Bidding (NCB)

This applies the competitive bidding procedure of the Borrowing country as reviewed and modified to assure compliance with basic principles of procurement.

It has proved useful when:

- Overall contract value is small.
- Low volume of books is to be procured; foreign bidders are not expected to be interested in a bid due to its size.
- Books to be procured are available locally at prices that are lower than international market prices as, for example, with local language books.

NCB is sometimes used for political reasons—within the ceilings allowed by the Bank—when, for example, a government does not want its textbooks to be published by any foreign entity. For project managers, NCB is a good middle term between State publishing and some kind of public-private partnership. Many countries are using NCB to provide books, and often involve national tender boards (NTBs) and other related national procurement bodies in evaluation. Ghana, Kenya, and Tanzania provide good examples of countries that have successfully used NCB.

Main features are:

- Focus on local publishers and printing houses;
- Foreign bidders may be allowed on terms that apply to national bidders;
- National advertisement;
- Tender documents use the national language;

- Payment in national currency;
- Prices may be quoted for total cost at destination, incl. all taxes & duties;
- Effective and independent protest mechanism.

Slide 13

Procurement Methods (4)

Direct Contracting



- Involves no competition, because type of goods to be procured are available from one supplier.
- Appropriate when:
 - There is no advantage to competition or an extension of services or goods of similar nature.
 - Availability of goods and services is proprietary, limited to one manufacturer or supplier.
 - Compatibility with existing equipment.
 - Goods from a particular source essential to achieve the required performance/functional guarantee of an equipment/facility.
 - Procurement is from a specific UN Agency.
- Commissioning a textbook can fall under this method.
- The contract award information must be advertised for transparency reasons.

Direct Contracting

Direct contracting does not involve competition. It is therefore appropriate when there is no advantage to competition or an extension of services or goods of similar nature. For example, this can be used in ordering additional textbooks, provided that there is no advantage through further competition, and the original contract was awarded through acceptable procedures. It is also appropriate when availability of goods and services are proprietary in nature, limited to one source. Other situations when it is appropriate to use Direct Contracting include:

- Compatibility with existing equipment;
- Exceptional circumstances; for example, natural disasters or emergency declared by the Borrower and recognized by the Bank.
- Goods available from a particular source/supplier are essential to achieve the required performance/functional guarantee of an equipment or facility;
- Procurement from a specific UN Agency.

The contract award information for direct contracting must be advertised for transparency reasons.

Slide 14

Procurement Methods (5) Shopping



- Involves comparing price quotations from three or more suppliers.
- Appropriate for procuring:
 - Limited quantities of readily available off-the-shelf goods such as existing books from publishers or bookstores;
 - Low volume purchases, for example, library books.

Shopping

Shopping involves comparing price quotations from three or more suppliers, contractors or service providers.

It is appropriate for procuring:

- Limited quantities of readily available off-the-shelf goods such as readily available books;
- Low volume purchases, for example, library books.

This method carries high risk for fraud and corruption, because suppliers can collude to fix prices.

Slide 15

Procurement Methods (6) Framework/Long-term Agreements



- Long-term agreement: Contract made with a contractor or supplier for specific goods and services for a specific period.
- Appropriate for:
 - Goods procured off-the-shelf: for example, published books;
 - Simple non-consulting services: editing, printing.
- Main features:
 - Open to international competition;
 - The request for proposals sent to small, selected group;
 - Prices pre-agreed or determined at procurement stage through competition or revision;
 - Duration: 3 years max.

Framework/Long-term Agreements

These are made with a contractor or supplier, which set terms and conditions under which specific procurements can be made throughout the term of the agreement. It is an alternative to shopping or NCB and open to both local and international competition. Prices can be:

- Pre-agreed, or determined at procurement stage through competition or revision. In this case a request for proposals is sent out to a small selected group.

Framework agreements are appropriate for:

- Goods procured off-the-shelf, and for simple non-consulting services such as editing or printing.

The circumstance, justification for usage and approach, model and procedures, and terms of contracts must be acceptable to the Bank. Generally, such agreements last for a maximum of three years.

Slide 16

Eligibility to Bid for Bank Projects

Who can bid for textbook projects?

- Firms & individuals from all Bank member countries having the essential capabilities and no conflict of interest.
- Firms and individuals not debarred by Bank or other IFIs. *See list in Resources.*
- The following scenarios constitute conflict of interest:
 - Conflicting assignments.
 - More than one bid from same bidder or member of a joint venture.
 - Business and family relationship between persons working on bid.

Eligibility to Bid for Bank Projects

Firms and individuals from a Bank member country having the essential capabilities required to fulfill a contract and not having any conflict of interest are eligible to bid for Bank-financed projects. For textbooks, a supplier's capacity is assessed during the bidding process.

The following scenarios constitute conflict of interest:

- **Conflicting assignments:** For example, firm A is subsidiary of Firm AB. Firm A wrote the technical specifications for the bid, and firm AB subsequently decides to participate in the bid.
- **Multiple bids from same bidder or member of a joint venture:** Firm B submits more than one bid for the same tender. For example, a local publisher submits a bid while at the same time in a joint venture with a multinational company bidding for the same tender.
- **Business and family relationship between persons working on bid:** For example, when a firm bidding on a textbook project belongs to the wife of the Minister of Education.

Slide 17

Bid Evaluation¹

- Committee of experts evaluates and rates bids using specified criteria.
 1. Quality Evaluation Factors include:
 - Conformity to curriculum
 - Content (pedagogy)
 - Presentation and design (physical quality of books)
 2. Cost Evaluation Factors include:
 - Pricing (cost of books, delivery charges)
 3. Delivery schedule.
- Contract awarded to the **lowest evaluated bid**, not necessarily the bid with the lowest prices.

¹Detailed discussion in Module 12.

Bid Evaluation⁵⁰

Committees of experts are constituted to evaluate bids for textbook and learning material projects. Evaluations are based on Quality and Cost.

- **Quality Evaluation Factors** include:
 - Conformity to curriculum;
 - Content (pedagogy);
 - Presentation, illustrations, and design.
- **Cost Evaluation Factors:**

⁵⁰ See Module 12 for detailed discussion.

- Pricing—cost of books and distribution/delivery charges. Pricing is also influenced by the physical quality of the books.

Contracts are awarded to the **lowest evaluated bid**, not necessarily the bid with the lowest prices. This usually involves a Quality/Price mix. The procurement documents state whether the Bank will conduct a prior review of contract before it is awarded or a post review.

Slide 18

Develop a Procurement Plan

A Borrower presents a procurement plan to the Bank before commencing procurement process.

A procurement plan*:

- Defines the procurement strategy of a project and details:
 - What goods will be procured, Source, When, At what cost, and
 - Which procurement method will be used.
- Is a legal document that forms part of the financing agreement with the Bank. Non-compliance can lead to misprocurement.

** See Resources for a sample procurement plan*

18

Develop a Procurement Plan

A procurement plan describes the products and services to be obtained and details the necessary steps towards obtaining them. The plan also specifies the potential sources, documentation required, selection criteria, and the time frame for the delivery of the items procured. It also includes the appeal procedure, should any bidder have genuine concerns about the fairness of the process and the award decision.

Outlining the needs of the project and how the supplies will be procured allow for adequate budget and proper planning. A good procurement plan ensures optimum value for money outcomes.

Slide 19

SECTION 2

Misprocurement and Related Issues

Slide 20

Misprocurement



Four scenarios:

1. Contract award deviates from the Financing Agreement and Procurement Plan;
2. The Borrower attempts to delay or reject qualified bid or to prevent award to the bidder otherwise determined as successful;
3. Borrower's representative or recipient of a loan engages in fraud and corruption;
4. Contract is modified after the Bank has issued a "no objection" approval.

There are three situations in which the World Bank can declare misprocurement and cancel the portion of the loan allocated to misprocured Goods/Works/Services. *Include concrete cases of mis-procurement as examples.*

1. The contract award deviates from the Financing Agreement and Procurement Plan, which points to the importance of ensuring that the procurement plan is accurate.
2. The Borrower makes moves to delay or reject a qualified bid or in order to prevent award to the bidder otherwise determined as successful. For example, a borrower may delay awarding a contract in the hope that the most qualified company will become frustrated and withdraw their bid to enable a favored company will rise to the top and be awarded the contract.
3. A Borrower's representative or recipient of a loan engages in fraud and corruption.

For the World Bank and the Caribbean Development Bank (CBD), misprocurement may still be declared even after a contract is awarded if it found to have been modified after the Bank has issued a "no objection" approval. The CBD procurement guidelines state, "Even once the contract is awarded after obtaining a no objection from CDB, CDB may still declare misprocurement and apply in full, its policies and remedies regardless of whether or not the financing has been fully disbursed, if it concludes that the no-objection was issued on the basis of incomplete, inaccurate, or misleading information furnished by the Recipient or that the

terms and conditions of the contract had been substantially modified without CDB's no-objection."⁵¹

Common Examples of Misprocurement⁵²

- Procurement of goods, works or services from non-eligible countries;
- Using the wrong funding sources to pay for goods, works or services;
- Missteps in the process of advanced contracting for goods, works or services prior to approval of retroactive financing;
- Award of a contract, the terms and conditions of which have been substantially modified without having first received CDB's no-objection to the modifications.

To avoid misprocurement in textbook procurement projects, it is important to have early and regular collaboration between procurement specialists, education specialists, and project coordinators during the design and implementation phases.

Slide 21

**Procurement Process
Red Flags**



Red flags: Signs that indicate the possibility of fraud and corruption, requiring closer attention. Examples include:

- Procurement strategy inconsistent with market situations.
- Bid launching during a period when most people are not accessible, e.g. during holiday period.
- Bid packaging that favors certain suppliers.
- Inadequate technical specifications.
- No quality control or inspection of goods.
- Multiple change orders or amendments.

Procurement Process Red Flags

The red flags described below do not necessarily mean that something is definitely going wrong. But these signs might actually indicate the possibility of fraud and corruption, requiring closer attention. Examples of red flags include:

⁵¹ (Misprocurement on CBD-Financed Projects n.d.)

⁵² Credit: Caribbean Development Bank. See <http://www.caribank.org/projects/procurement/misprocurement>, accessed December 18, 2013.

- **Procurement strategy inconsistent with market situations:** For example, procuring publishing services using National Competitive Bidding when it is known that the local publishing market lacks capacity to respond to the call for bids.
- **Bid launching during a period when most people are on vacation,** say over the Christmas and New Year holidays.
- **Bid packaging that favors certain suppliers:** For example, providing inadequate technical specifications such as vague indication of quality of paper or requiring paper quality with a high GSM, or rejecting a bid based on requirements that do not affect the functionality.
- **Inadequate technical specifications:** For example, vague indication of quality of paper or of printing, allowing for low quality paper or requiring too high quality cover.
- **No quality control or inspection of goods:** Here, there is a lack of inspection procedures, minimum acceptable quality or inspection documentation. This could be a method to facilitate substandard books or to channel them to the illegal market.
- **Multiple change orders or amendments:** In this case, low value change orders occur under the radar screen to pay kickbacks; there may be undue modification of contractual terms such as a \$100,000 purchase order going up to \$1.4 million; or substantial extension of contract scope and time.

Slide 22

**Procurement Process
Red Flags (2)**



- Unusual Bid patterns.
- Inadequate copyright arrangements, including modification after bid submission/contract signature.
- Inadequate transportation/distribution requirements.
- Loose or too stringent qualification criteria.
- Poor quality textbooks.

- **Unusual Bid patterns:** These are collusive schemes. For example, prices aligned or same bidders bidding in an irrational way in similar processes or bidders omitting obvious documents which will lead to their disqualification, paving the way for another to win.

- **Suspicious bidders:** For example, suspicious phone numbers or address—incomplete, only PO Box, in residential areas, etc.
- **Inadequate copyright arrangements:** For example, copyright to non-authors who facilitated award decision to certain Bidder or modification of copyright arrangements after bid submission/contract signature.
- **Inadequate transportation/distribution requirements:** For example, requiring availability of storage facilities across the country as a condition to bid; lack of clarity about roles and responsibilities for transportation/distribution; or absence of requirements for adequate storage/transportation.
- **Loose or too stringent qualification criteria:** To allow certain bidders to win or to reject otherwise qualified bidders.
- **Poor quality textbooks:** May be an indication of wrongdoing.

Slide 23

**Procurement Process
Red Flags (3)**



- Bidders lacking qualifications and offering a wide variety of goods (brokers).
- Inflated agent fees.
- Subcontracting of almost 100% of the contract to another firm.
- Complaints. This is the best source of information on fraud and corruption.

Other types of red flags are:

- **Bidders lacking qualifications and offering a wide variety of goods** that they come across as brokers.
- **Inflated agent fees:** For example, middlemen or broker imposed to bidders or recruited by bidders to facilitate bribery and kickbacks.
- **Subcontracting almost 100 percent of the awarded contract to another firm:** For example an international publisher subcontracts all of the tender won to a local publisher who did

not qualify to participate or win, and the international publisher in effect charges high prices for low quality or delayed delivery.

- **Complaints:** These may come from other bidders, the media or whistleblowers. Complaints are the best source of information on fraud and corruption.

We will discuss Fraud, Corruption, and other sanctionable practices in Module 10.

Slide 24

Summary

In this module, we:

- Described different procurement methods and when it is appropriate to use them; and
- Detailed potential issues including red flags which undermine the integrity of the process and could lead to misprocurement.

Slide 25

Exercises

1. You have been commissioned to recommend solutions to textbook procurement in Country Z, a fragile state that was formed after a 10-year civil war with Country Y. The new republic Z has just revised its education sector plans. The country faces many challenges particularly in procurement of textbooks to support the implementation of the newly-developed curriculum for core subjects in primary and secondary school. In order to reduce the costs of book production, the country has decided to adapt secondary books from those found in neighboring countries. The country also intends to procure mother tongue books for its early grade readers and teacher guides as well.
 - Detail the types of learning material that you think need to be procured and recommend a procurement method for each, with supporting reasons. Note that the country does not have book production capacity due to the many years of civil war.
2. Zee Books, a publisher in Zamunda, received 20% advance payment for publishing 400,000 textbooks for Zamunda's secondary school system. The \$2 million contract was funded by a World Bank education loan to Zamunda. More than 8 months later, Zee Books has not received the final payment from Zamunda, despite having completed publishing, printing and distribution of books in the 120-day timeframe as stipulated by the contract signed with

Zamunda's Education Ministry. As a small local business with limited capital, Zee Books now faces imminent collapse. Since repeated payment requests have not yielded results, Zee Books has therefore decided to contact the World Bank to claim the overdue payment.

- What response is the World Bank likely to provide to Zee Books? Consider the relationship that the World Bank has with the Borrower and the nature of contractual agreements as stated in the Standard Bidding Document, when formulating your answer to this question.

Slide 27

Resources

1. Sample procurement plan:
<http://documents.worldbank.org/query?sortBy=date&pageSize=20&docType=739941>
2. World Bank Standard Bidding Document:
<http://siteresources.worldbank.org/INTPROCUREMENT/Resources/Textbooks-05-04-ev1.pdf>
3. World Bank Finance Procurement Guidelines:
<http://siteresources.worldbank.org/PROCUREMENT/Resources/pm7-3-01.pdf>
4. World Bank Guidelines for Procurement under IBRD Loans and IDA Credits:
<http://siteresources.worldbank.org/INTPROCUREMENT/Resources/ProcGuid-10-06-RevMay10-ev2.pdf>
5. World Bank Procurement website:
<http://web.worldbank.org/WBSITE/EXTERNAL/PROJECTS/PROCUREMENT/0,,pagePK:84271~theSitePK:84266,00.html>
6. World Bank Listing of Ineligible Firms & Individuals:
<http://web.worldbank.org/external/default/main?contentMDK=64069844&menuPK=116730&pagePK=64148989&piPK=64148984&querycontentMDK=64069700&theSitePK=84266>

Policy and Practice

Module 10: Fraud and Corruption in Textbook Procurement

Slide 5

Learning Objectives

In this module, we will:

- Identify what constitutes fraud, corruption and other sanctionable practices in textbook procurement;
- Understand how the World Bank deals with fraudulent and corrupt practices; and
- Discuss ideas to mitigate such practices during the preparation and implementation phases of projects.

Slide 6

Why so much corruption in textbook provision programs?

- Greed & temptation fueled by huge sums of money involved—millions of dollars per project—compared to low per capita incomes.
- Several stakeholders: all vying for attention and business.
- For some publishers, winning a textbook contract means survival (Textbooks constitute 90%+ of the book market in some developing countries¹).
- Opportunities arise in the multiple steps and individuals/firms involved in book provision from preparation through implementation phases.

¹Michael Trucano (2012): "Textbook policies in an increasingly digital age."

“Corruption is the abuse of entrusted power for private gain. It hurts everyone who depends on the integrity of people in a position of authority.”⁵³

Why the corruption in textbook provision programs?

Textbook provision programs are particularly vulnerable to fraud and corruption for several reasons. First, there are huge sums of money involved. A typical project runs into millions of dollars. In low income countries, the temptation to divert some of this funding into private pockets is heightened. Second, the several stakeholders along the book chain all vie for

⁵³ Transparency International: www.transparency.org

attention and money, especially in centralized acquisitions. This opens up avenues for officials administering the project to demand or be offered bribes and other favors. Third, textbook sales constitute about 90 percent of the local book market in some low income countries; for many publishers winning a textbook contract means survival.⁵⁴

Fourth, multiple points for evaluation and monitoring present opportunities for fraud and corruption. Examples are manuscript evaluation, book selection, bid evaluation, delivery channels and verification. Where there are few officials involved in such a large scale project, the pressure of work can lead to collusion with suppliers to allow falsification of documents and fraudulent transactions.

Corruption can also be situational, usually in textbook procurement, where there are few producers or sellers—two or three publishers can agree on pricing—and only one buyer, the ministry, where the principal officials can be “approached.”

Rather than assume a textbook procurement project will be free of corruption, it is better to plan to mitigate the occurrence. Failure to do so will undermine the integrity of the process, and may lead to undesirable results.

In this module, we will base our discussion on the efforts of the World Bank—one of the largest funders of education projects—in combating fraud, corruption and other sanctionable practices.

Slide 7

Fraud and Corruption

Five sanctionable practices encountered in procurement¹:

1. **Corrupt Practices:** Bribes, kickbacks, excessive gifts, travel, “loans”, and soliciting or providing sexual favors.
2. **Fraudulent Practices:** False invoice, forgery, product substitution, and failure to disclose debarment status.
3. **Collusive Practices:** Bid rotation, price alignment, agreement to pay bribes, and agreement to withdraw bids.

¹ Agreed upon by leading multilateral development banks (See list in Resources).

⁵⁴ (Trucano 2012)

We now define the five sanctionable practices encountered in procurement.⁵⁵

1. **Corrupt Practice:** This is offering, giving, receiving or soliciting, directly or indirectly, of anything of value to improperly influence the actions of another party. Examples of this practice include offering and receiving of bribes, kickbacks, excessive gifts, travel, “loans”, and soliciting or providing sexual favors. In 2010, the World Bank declared Macmillan Ltd., a U.K. publisher, ineligible to be awarded Bank-financed contracts for a period of six years in the wake of the company’s admission of bribery payments relating to a Trust Fund-supported education project in Southern Sudan.⁵⁶
2. **Fraudulent Practice:** This is any act of omission, including a misrepresentation or attempts to mislead a party in order to obtain a financial benefit or to avoid an obligation. Examples of fraudulent practices include false invoice, forgery, product substitution, false statement in curriculum vitae, and failure to disclose debarment status. See an example from Russia at <http://go.worldbank.org/ZOJO86H570> .
3. **Collusive Practice:** An arrangement between two or more parties designed to achieve an improper purpose, including to influence improperly the actions of another party. Examples of collusive practices are bid rotation, price alignment, agreement to pay bribes, and agreement to withdraw bids. For an example from Indonesia, see <http://go.worldbank.org/V8DNONW9M0>; and for an example from Timor-Leste, see <http://go.worldbank.org/ZY28KSWAX0> .

⁵⁵ The African Development Bank Group, Asian Development Bank, European Bank for Reconstruction and Development, European Investment Bank Group, International Monetary Fund, Inter-American Development Bank Group and World Bank Group signed the [Uniform Framework for Preventing and Combating Fraud and Corruption](#) in September 2006. The Uniform Framework laid the foundation for a consistent and harmonized approach to fight corruption in the activities and operations of the leading international financial institutions.

⁵⁶ See official press release: <http://go.worldbank.org/8214RMIQ70> (accessed December 23, 2013). The company was released from debarment in April 2013 following what Bank’s conclusion that Macmillan had satisfactorily fulfilled its release conditions, including the adoption and implementation of a Corporate Compliance Program. The Bank’s emphasis on corporate compliance programs aims to ensure that companies foster and maintain higher integrity standards. See http://siteresources.worldbank.org/INTDOII/Resources/Macmillan_Lotti_Released_From_Debarment_04_29_13.pdf.

Slide 8

Fraud and Corruption (2)

4. Coercive Practices: Threatening a person or family members in order to change contract award decision.
5. Obstructive practices: Destroying original bids, invoices, modifying evaluation reports, etc.

It is wiser to plan to mitigate corruption in a project than to think it may not occur.

4. **Coercive Practice:** This is impairing or harming, or threatening to impair or harm, directly or indirectly, any party or the property of the party to influence improperly the actions of a party. Examples are rejecting renewal of employee contract who question authority or practices, and threatening a person or family members in order to change contract award decision.
5. **Obstructive practice:** This involves
 - Deliberately destroying, falsifying, altering or concealing of evidence material to the investigation or making false statements to investigators in order to materially impede a Bank investigation into allegations of a corrupt, fraudulent, coercive or collusive practice; and/or threatening, harassing or intimidating any party to prevent it from disclosing its knowledge of matters relevant to the investigation or from pursuing the investigation; or
 - Acts intended to materially impede the exercise of the Bank's inspection and audit rights. Some examples of obstructive practices include destroying original bids, invoices, modifying evaluation reports, etc.

Slide 9

Dealing with Fraud & Corruption

- Understand & publicize what constitutes corruption: the first step in fighting wrong practices.
- Know who is involved:
 - Government officials, beneficiaries of any loan, bidders, contractors, and subcontractors.
- Recognize signs that indicate improper or unacceptable behavior.
- Identify mechanisms for fighting corruption.
 - “Locking” evaluators away in a secluded location, incommunicado.

Dealing with Sanctionable Practices

How can we deal with fraud, corruption and other practices that bedevil book provision projects? According to Transparency International (www.transparency.org), the global civil society organization leading the fight against corruption, “understanding corruption is the first step in fighting corruption.”

Fraud and corruption apply to a wide range of parties, from the personnel of the borrower to the beneficiaries of any loan, which could be a school, or even students. It also includes bidders, contractors, their personal agents, and subcontractors. In some cases, the practices involve very senior and powerful officials in government or the private sector. Dealing with fraud and corruption is not the preserve of a development agency, the donor community or a government; it is the responsibility of *all* who are interested in book provision—getting the right books in the hands of students.

Slide 10

Dealing with Fraud & Corruption (2) The World Bank’s Response

The Bank can exercise several options:

- Reject the proposal to award a contract.
- Declare misprocurement and provide a notice of such action to the government.
- Sanction the firm or individual.
- Cancel portion of loan allocated to the contract.

So, how does the World Bank Group deal with cases of improper procurement practices? Everybody involved with the contract is subject to World Bank Group fraud and corruption provisions. The Bank will:

- Reject the proposal to award a contract;
- Declare misprocurement and provide a notice of misprocurement to the government. (See Module 9 for further details);
- Sanction the organization or individual responsible. This includes debarment. Public debarment, which carries with it both financial and reputational risks, is considered a major deterrent to wrongdoing. Entities debarred by one multilateral development bank may be sanctioned for the same misconduct by four other development banks. Participating banks are the African Development Bank Group, the Asian Development Bank, the European Bank for Reconstruction and Development, the Inter-American Development Bank Group, and the World Bank Group. In July 2012, for example, the World Bank debarred two wholly-owned subsidiaries of Oxford University Press (OUP), namely: Oxford University Press East Africa Limited (OUPEA) and Oxford University Press Tanzania Limited (OUPT) - for a period of three years following OUP's acknowledgment of misconduct by its two subsidiaries in relation to two Bank-financed education projects in East Africa.⁵⁷
- Cancel portion of loan allocated to the contract. Bank policy empowers such cancellation if the borrowing country fails to take appropriate and timely action on any fraud and corruption by the Borrower's representative or a beneficiary.

Slide 11

Dealing with Fraud & Corruption (3) The World Bank's Response (contd.)

- Temporary Suspension and Cross-debarment
 - Suspend (debar) offending organization or individual temporarily or permanently from working or bidding on projects.
 - cross-debarment of offending individual or organization by multilateral development banks.

⁵⁷ See <http://www.worldbank.org/en/news/press-release/2012/07/03/world-bank-sanctions-oxford-university-press-corrupt-practices-impacting-education-projects-east-africa>. The Global Corruption Report: Education (pages 37-38) also tackles the issue of corruption in international procurement of textbooks: http://www.transparency.org/whatwedo/pub/global_corruption_report_education.

Temporary Suspension and Cross-debarment:

The Integrity Vice Presidency (INT) of the World Bank Group investigates cases of fraud and corruption. When an organization is found to be involved in fraud or corrupt practices they are issued a sanction. The INT website has a comprehensive list of organizations that have been sanctioned by the bank. (See Resources for the current list.)

Under such sanctions, the Bank may:

- Suspend (debar) offending organization or individual temporarily or permanently.
- Ensure cross-debarment of offending organization among multi-lateral development banks.

The five leading Multilateral Development Banks—African Development Bank, Asian Development Bank, European Bank for Reconstruction and Development, Inter-American Development Bank, and the World Bank—have an agreement that if one bank debars a company, cross-debarment by the other banks will follow.⁵⁸

Slide 12

Dealing with Fraud & Corruption (4) In-Country Interventions

Some proven methods for fighting corruption:

- Demonstrate openness and transparency in the procurement process – e.g. using e-procurement.
- Provide training for procurement staff on expectations, mitigating corruption risk.
- Involve civil society in monitoring delivery of books.
- Improve supervision.
- Establish effective reporting/feedback system.

The main goal of textbook procurement is to ensure that the supplier offering the lowest bid, which conforms to all bid requirements, is awarded the contract.⁵⁹ But because of corruption this is not always the case. We have also described the potential for fraud, corruption and other sanctionable practices in textbook production and distribution. Therefore, to encourage clean procurement, countries need to establish systems to discourage fraud and corruption. Here are some proven methods for fighting corruption:

⁵⁸ See Agreement for Mutual Enforcement of Debarment Decisions:

<http://siteresources.worldbank.org/NEWS/Resources/AgreementForMutualEnforcementofDebarmentDecisions.pdf> (accessed December 19, 2013).

⁵⁹ (Standard Bidding Documents 2013)

- **Political commitment:** Ensure that there is political commitment to enact and enforce laws for clean procurement in order to gain confidence of the public, private sector, and donors.
- **Openness and transparency:** Ensure that the entire procurement process is open and transparent. Publicize information surrounding projects—objectives, funding, beneficiaries, target completion dates. Keeping information secret leads to opportunities for corruption, but opening up to public scrutiny increases accountability and reduces corruption. The Bank’s approach to mitigating governance and corruption risks at the sector and project levels rests on the “TAP” principles: transparency, accountability, and participation. Transparency implies openness, and is the foundation upon which both accountability and participation are built. Accountability has both internal and external dimensions: internal accountability implies integrity, efficiency, and effectiveness in the use of public resources; external accountability reflects the extent to which a government is responsive to citizens’ needs and aspirations.⁶⁰ Also, establishing e-procurement allows tenders to be submitted electronically and tracking by both the bidder and purchaser.
- **Training:** Ensure that procurement staff are trained at all levels to ensure and understand what is required and expected from them. Examine country’s procurement capacity and take appropriate measures to strengthen it if it is found lacking. The World Bank Institute has online courses on procurement.
- **Involve civil society:** Participation (or inclusion) is important on principle and in practical terms: the involvement of civil society in every stage of development (including the design and implementation of Bank-financed projects) can improve development outcomes and reduce fraud and corruption. For openness to provide real results on the ground there needs to be a mechanism in place to engage citizens. In the Philippines, this has been used successfully to track textbook supply to schools. (See www.checkmyschool.org).
- **Law enforcement:** It is necessary to have in place and to enforce laws governing conduct of business and of procurement, in particular. Political commitment is also important in investigating, prosecuting, and implementing punishment for corrupt companies and public officials.
- **Whistleblower protection:** Establish a fraud and corruption reporting system for suspected fraud and corruption. It is equally important to provide protection for whistleblowers and their families, as powerful political and business personalities are sometimes involved in sanctionable practices.

⁶⁰ (World Bank 2012)

Slide 13

Dealing with Fraud & Corruption (5) The Case of Fragile and Conflict-Affected States

Fragile and Conflict-Affected States (FCS) pose added challenges, because key institutions may not exist or may not function as expected. Therefore:

- Understand the country context
- Improve the assessment of risks
- Expand the options for risk mitigation
- Strengthen project supervision & implementation support.

Fighting Corruption in Fragile and Conflict-affected States

While an understanding of country context is important for working in any country, it is absolutely critical in Fragile and Conflict-affected States (FCS). These countries are not the norm those involved in tenders are used to: while their political structures vary, and while some governments may be politically powerful, governance is notoriously weak and public sector institutions are dysfunctional; corruption is often rampant, and development outcomes are uniformly poor. Both civil society and the private sector are likely to be severely underdeveloped, and, in conflict-affected states, the security situation may involve substantial risk and uncertainty. Donor support needs to reflect those realities and be informed by the political factors underpinning them.⁶¹

The key elements for dealing with governance and anticorruption in World Bank projects are:

- Understand the country context—what works and what does not. In addition, check if a similar project has been carried out under the prevalent conditions and review results for pertinent lessons;
- Improve the assessment of risks;
- Expand the options for risk mitigation; and
- Strengthen project supervision and implementation support.

⁶¹ (World Bank 2012)

Slide 14

Dealing with Fraud & Corruption (6) The Case of Fragile and Conflict-Affected States

Prospects for success in dealing with fraud and corruption are enhanced when:

- “Smart Project design” lays the foundation.
- Donor community speaks with one voice, takes hard line on corruption.
- Trade-offs balance speed, risks, and results.
- Relationships are developed with potential allies to fight corruption.

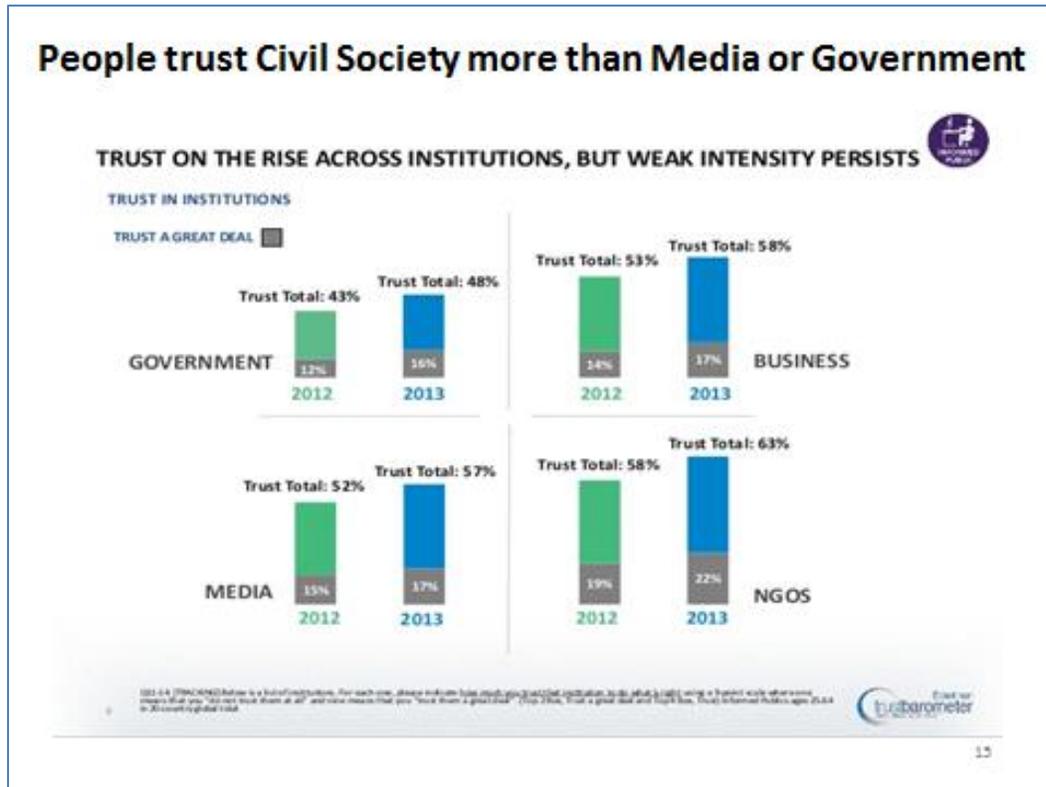
The prospects for success in dealing with governance and corruption in FCS are greatly enhanced when the following actions take place. Using Smart Project Design is a good practice approach to incorporating governance and corruption risks and mitigation measures in the design of Bank-financed projects.⁶² It has six key elements, each of which is relevant for Task Team Leaders or Project Coordinators working in FCS:

- Pursue sector-level governance and corruption issues through both project and non-project activities;
- In project design, focus on the binding constraints to achieving desired development outcomes, and mitigate governance and corruption risks through the principles of Transparency, Accountability, and Participation (TAP);
- Strengthen internal accountability using supply-side tools and approaches;
- Strengthen external accountability through constructive engagement with civil society;
- Build effective project oversight mechanisms into the project at the design stage;
- Develop a communications program to reinforce the project’s focus on governance and corruption risks.

The Donor Community must also speak with one voice and to take a hard line on corruption issues. Consider also what trade-offs may be required. It is important at this stage to be realistic and ask: What success can this project achieve in terms of reducing corruption, while having to deliver on a project in a situation where systems and institutions may not function as expected? Plan for both short- and long-term. Finally, build alliances. Seek out and develop relationships with potential allies--individual as well as institutional.

⁶² (World Bank 2012)

Slide 15



Civil Society Organizations

Latest research (shown above) indicates that people trust nongovernmental organizations (NGOs) more than media or government. It is therefore vital to involve civil society in anti-corruption efforts.⁶³ The following case study from the Philippines demonstrates how to do so successfully.

⁶³ Source: 2013 Edelman Trust Barometer; <http://www.scribd.com/doc/121501475/Executive-Summary-2013-Edelman-Trust-Barometer> (accessed March 18, 2013).

Slide 16

**Philippines Textbook Count:
A Success Story***

How the project was designed:

- Components were mapped.
 - Schools (location)
 - Books (titles to be delivered to schools)
 - Delivery methods: trucks, etc.
- Goals were set.
 - Ensure all books are delivered to schools.
- Stakeholders' participation was enlisted and clearly defined.
 - Recruitment of boy scout.
 - Tasks defined and assigned to Boy Scouts
- Mechanisms for coordination, reporting, and evaluation were put in place.

Watch short video at <http://gwatchdeped.wordpress.com/textbook-count/>

*<http://siteresources.worldbank.org/INT/FIDFOR/Resources/4659186-1206285405516/1cEAP-PR.pdf> 16

To conclude this module, we will now detail a civil society initiative from the Philippines that sought to ensure that schools received textbooks supplied by the Department of Education. You can now watch a short video (3 minutes) of the Textbook Count Story at <http://gwatchdeped.wordpress.com/textbook-count/>, after which you can read about the factors that contributed to the success of the initiative.⁶⁴

Slide 17

Philippines Textbook Count (3)

How the project was executed:

- Civil society partners were organized: Boys Scouts, school management committees etc.
- Briefing-orientations provided: to division supply officers, suppliers, and CSO provincial coordinators.
- MOE provided documents such as supply invoices to:
 - Department of Education divisions, high schools, and district offices from the MOE and
 - CSO provincial coordinators and volunteers.
- Joint (CSO and MOE) dissemination of mass media advertisements.

⁶⁴ Source: <http://siteresources.worldbank.org/INT/FIDFOR/Resources/4659186-1206285405516/1cEAP-PR.pdf> (accessed July 8, 2013).

How the project was executed

Effective preparation is key to the successful take-off of any venture. Based on the premise that community-based initiatives are the most effective ways of transmitting the measure of transparency and social accountability, preparations centered around the following:

- **Organizing civil society partners**—Boys Scouts, school management committees;
- **Briefing-orientations** were given to division supply officers, suppliers, and CSO provincial coordinators.
- Department of Education (DepEd) sent **relevant documents** to its divisions, high schools, and district offices as well as CSO provincial coordinators and volunteers.
- CSO and DepEd sponsored **joint media outreach**—print and radio advertisements.

Slide 18

Philippines Textbook Count (4)

Accomplishments:

- Prices of textbooks: reduced by 50%.
- Quality of textbooks: significantly improved.
- Department of Education completed procurement process in half the time it took before.
- Delivery errors: reduced by 95%.

Accomplishments

So, what did this initiative achieve?

- Prices of textbooks were reduced by 50% by using International Competitive Bidding procedure of the World Bank.
- Quality of materials significantly improved.
- Department of Education completed procurement process from bidding to delivery in 12 months (previous performance was 24 months).
- Delivery errors were reduced to as low as 5% on average; this means 95% efficiency!

Slide 19

Philippines Textbook Count (5)

Lessons Learned:

- Simple monitoring tools by CSO work effectively and can influence government's policies and programs.
- CSO engagement with government agency facilitates positive actions on the findings and recommendations.
- Citizens' involvement in public management prevents corruption and improves people's access to basic services.

Lessons learned included:

- Simple monitoring tools work effectively and can influence government's policies and programs.
- Constructive engagement with agency facilitates positive actions on the findings and recommendations.
- Citizens' involvement in public management prevents corruption and improves people's access to basic services.

Other developing countries such as Romania and Moldova⁶⁵ are replicating the Philippines' example for their own situation. Already in Indonesia the focus is more on SMSs (texting) and mobile phones rather than a website due to the difference in internet penetration.⁶⁶

Slide 20

Summary

In this module, we:

- Defined fraud and corruption in textbook procurement;
- Described the methods that the World Bank uses to deal with sanctionable practices; and
- We examined a case study from the Philippines that shows how government can effectively partner with civil society to check corruption in textbook production and delivery to schools.

⁶⁵ Moldova Check My School initiative: <http://afla.md/institutions/all/>

⁶⁶ (Check My School – Not Just a Website 2012)

Slide 21

Exercise

Company Tanzama is under contract to publish and distribute textbooks for Country ABC under an Asian Development Bank funded project. It is discovered that Tanzama has been debarred because of collusive practices in another country.

- What happens to the contract between Tanzama and Country ABC? Is the contract declared null and void due to the debarment of Tanzama in another country? What options does Country ABC have now that Tanzama has been debarred, in terms of future book supplies under contract?

Slides 22-23

Resources

1. The Challenge of Poor Governance and Corruption. Rose-Ackerman, S (2004).
http://www.copenhagenconsensus.com/Files/Filer/CC/Papers/Governance_and_Corruption_300404_%280.7MB_version%29.pdf
2. Soreide, T. (2002). Corruption in Public Procurement. Causes, Consequences and Cures.
<http://bora.cmi.no/dspace/bitstream/10202/185/1/R%202002-1.pdf>
3. "Check My School" and the Power of Openness in Development. See full article at <http://blogs.worldbank.org/publicsphere/check-my-school-and-power-openness-development>). See also www.checkmyschool.org.
4. Textbook Count video: <http://gwatchdepd.wordpress.com/textbook-count/>
5. Standard Bidding Documents (Revised March 2013).
<http://siteresources.worldbank.org/INTPROCUREMENT/Resources/Goods-EN-02April13-v3.pdf> and Standard Bidding Documents for Textbooks and Learning Materials (May 2004):
<http://go.worldbank.org/ZKA02BYXB0>
6. Dealing with Governance and Anticorruption (GAC) Issues in Project Lending: The Special Case of Fragile and Conflict-Affected States (2012). World Bank.
7. Global Corruption Report: Education (pages 37-38).
http://www.transparency.org/whatwedo/pub/global_corruption_report_education

8. Sanctions relating to textbook projects:

- Macmillan Ltd: <http://go.worldbank.org/8214RMIQ70>
- Oxford University Press (OUP): <http://www.worldbank.org/en/news/press-release/2012/07/03/world-bank-sanctions-oxford-university-press-corrupt-practices-impacting-education-projects-east-africa>
- Indonesian publishers (26): <http://go.worldbank.org/V8DNONW9M0>

9. Cross-debarment: <http://go.worldbank.org/B699B73Q00>. See also www.worldbank.org/integrity.

10. World Bank – List of Debarred companies:

<http://web.worldbank.org/external/default/main?theSitePK=84266&contentMDK=64069844&menuPK=116730&pagePK=64148989&piPK=64148984>

Policy and Practice

Module 11: National Book Policy—the Why and the How

Slide 5

Learning Objectives

In this module we will:

- Define book policy and discuss its relevance to textbooks and learning materials provision;
- Identify components to include when formulating a national book policy, and
- Explore how to bring stakeholders together and build support for a national book policy.

Slide 6

National Book Policy: Definition

- “... A **legal instrument** adopted by the national government and **binding upon all parties** concerned ... **to govern all activities in the book sector** and **to guide the actions of all players** involved” (Newton, 1999).¹
 - The backing of the highest national authority is essential since it is not only a question of the allocation of sufficient resources but of giving status to a book policy to ensure that it will be implemented. ²

¹ In Educational Publishing in Global Perspective (World Bank, 1999); Sosale Shobhana, Ed.
² Askerud, P. (UNESCO, 1997).

National Book Policy: Definition

A national book policy can be defined as “a legal instrument adopted by the national government and binding upon all parties concerned that recognizes the strategic importance of the publishing industry and provides a comprehensive framework—with stated objectives and specific political, economic, fiscal, and legal measure—to govern all activities in the book sector and to guide the actions of all players involved.”⁶⁷

⁶⁷ (Newton 1998)

The backing of government, the highest national authority, is essential since it is not only a question of the allocation of sufficient resources but of giving status to a book policy to ensure that it will be implemented.⁶⁸ Government backing, perhaps championed by a senior public figure, ensures that a national book policy is recognized nationwide—as operative official policy—and also accepted as such in practice by stakeholders. The absence of official backing will hamper tackling issues such as combating piracy, improving access to finance, and generating private sector support for community library development and literacy initiatives.

Slide 7

Why does a country need a book policy?

- Policy guides practice for designing and funding book provision projects.
- Without the establishment of a suitable policy, textbook projects will have only limited impact and no real change will be made.³

³ Askerud, P. (1997).

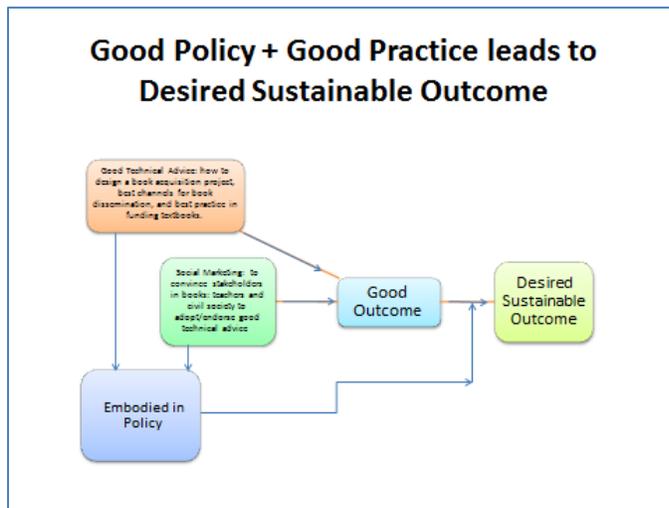
Why does a country need a book policy?

Policy guides practice. Book provision projects sometimes fail because of the lack of clear policies. A national policy framework increases the probability of success of book projects/programs. Without the establishment of a suitable policy, textbook projects will have only limited impact and no real change will be made.⁶⁹

⁶⁸ (Askerud 1997)

⁶⁹ *Ibid.*

Slide 8



Good Policy combined with Good Practice leads to Desired Sustainable Outcome. Governments can receive useful technical advice on best practices for designing and funding book provision projects. Governments can also negotiate the buy-in of good practices by politicians, teachers, industry stakeholders, and civil society organizations. But, unless these good practices are embodied in a national book policy framework, there is increased risk that textbook provision will not be successful and sustainable.

The point here is that in order to obtain desired sustainable outcomes, good technical advice and the social marketing around it that encourages stakeholder buy-in must be embodied in approved operational policy. Failure to do so results in successive officials (at senior and lower levels) bringing their subjective ideas or sometimes parochial interests to bear on far-reaching decisions affecting book provision.

Slide 9

Why does a country need a book policy? (2)

- “A well-conceived, comprehensive and legally sound policy has proved to be the single most efficient and effective way to stimulate and further national book development and publishing.”⁴

⁴ Garzón, A. (1997).

A national book policy defines the role that the book industry plays in textbook development. “A well-conceived, comprehensive and legally sound policy has proved to be the single most efficient and effective way to stimulate and further national book development and publishing.”⁷⁰

Since books support literacy and learning, book development is tied to a country’s developmental goals. Therefore, a country would need to define the role that the book industry will play in accomplishing these development goals, and the methods that will enable the industry to fulfill that role effectively. A book policy should therefore address issues such as combating piracy, improving access to finance, and raising professional standards in the industry. It may also include guidelines on imported books that insist on relevance and avert dumping. Additionally, the policy can provide incentives to encourage book exports.

⁷⁰ (Garzón 1997)

Slide 10

Why does a country need a national book policy?

A national book policy clarifies the roles and responsibilities of different stakeholders and agencies, and harmonizes their activities. As stated in Module 2 (Publishing), there are many stakeholders involved in book production and dissemination. Ideally, all these stakeholders should work together towards a common goal. For example, the goals of publishers might conflict with those of booksellers. A book policy will help harmonize the stakeholders' agendas to enable all to work toward the goals set by the policy.

A national book policy also facilitates donor and NGO interventions by articulating the role expected of them in support of book provision projects. With millions of dollars spent annually on books as part of education projects—from bilateral donor funds to the imports of donated books—it is important that a country should have a policy framework for dealing with these, as these inputs have strong impact on educational outcomes.

The World Bank, for example, supports textbook provision policies that place priority on “literacy and numeracy”, that reduce or “eliminate cost to students at the level of primary education, provide a need-based, targeted subsidy at higher grades of general education.”⁷¹

A national book policy that includes goals similar to these, will enhance efforts to attract funding from the Bank.

Slide 11

Why does a country need a book policy? (4)

- To promote a reading culture in support of literacy and continuous learning.



⁷¹ (World Bank 2002)

A national book policy aids in promoting a reading culture in support of literacy and continuous learning. Textbooks enhance teaching and learning in the classroom. Supplementary readers are key to successful literacy programs. Together, they strengthen education outcomes and lifelong learning. Without a policy, there will be no standards governing what is produced and disseminated. Given that supplementary readers and mother-tongue books often have a small market, a policy would detail the support and incentives available to those who venture into this field.

Slide 12

Components of a National Book Policy

A national book policy articulate plans regarding:

- Languages;
- Framework for book creation towards a sustainable book industry;
- Access to books and reading promotion;
- Legal frameworks – regulatory measures regarding censorship, tax and enforcement of book policy, etc.;
- Training (human resources) – such as authors and editors;
- Financing;
- Roles for public and private institutions;
- Process for monitoring implementation and progress towards goals.

Credit: Adapted from Askerud, P. (1997).

Components of a National Book Policy

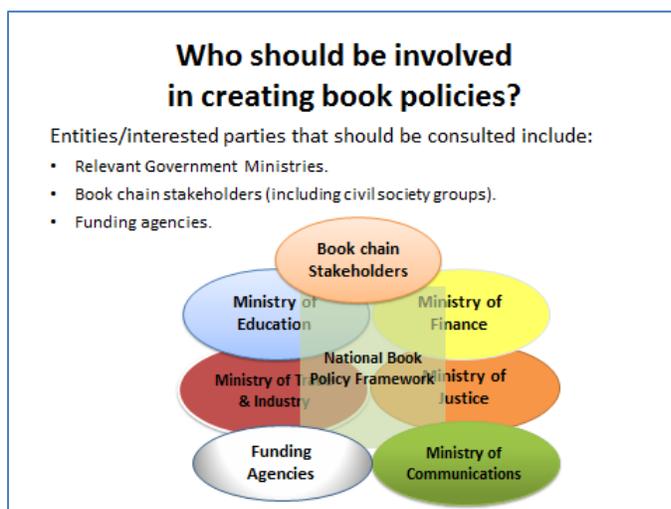
A national book policy:

- Articulates the use of language(s) such as mother tongue in books and other reading material. Are teachers trained for this task? Which languages are too small and therefore not cost effective for producing books and other learning material?
- Identifies the country's book needs, for example, provision of specialized materials and materials for minority groups, and state intentions in this regard. It provides a statement on material available (e.g. newspapers, books, magazines) and in which languages. This information is usually derived from research;
- Provides the framework for the creation, production, and distribution and promotion of books for all categories of society. This refers (i) to creation of an **enabling economic environment**: loan portfolio programs for the book sector (publishing, printing, distribution,

bookselling); cost sharing; and cost recovery details; and (ii) legislation covering issues such as censorship, taxation of raw materials and industry inputs; finished books, copyright protection, and other rights of book stakeholders;

- Ensures access to books by all segments of the population—books should be available and affordable;
- Promotes the reading habit and the eradication of illiteracy—through the use of supplementary readers and libraries;
- Addresses constraints such as lack of human resources or access to finance which impede the development of endogenous authorship and publishing, especially in national languages;
- States the agreed roles for public and private institutions participating in book provision. For example, what role will publishers, printers, distributors and booksellers play in book development? What provision will be made for public and community libraries? Which ministry or government agency will lead or coordinate efforts?
- Indicates how and who will monitor implementation and report on progress.

Slide 13

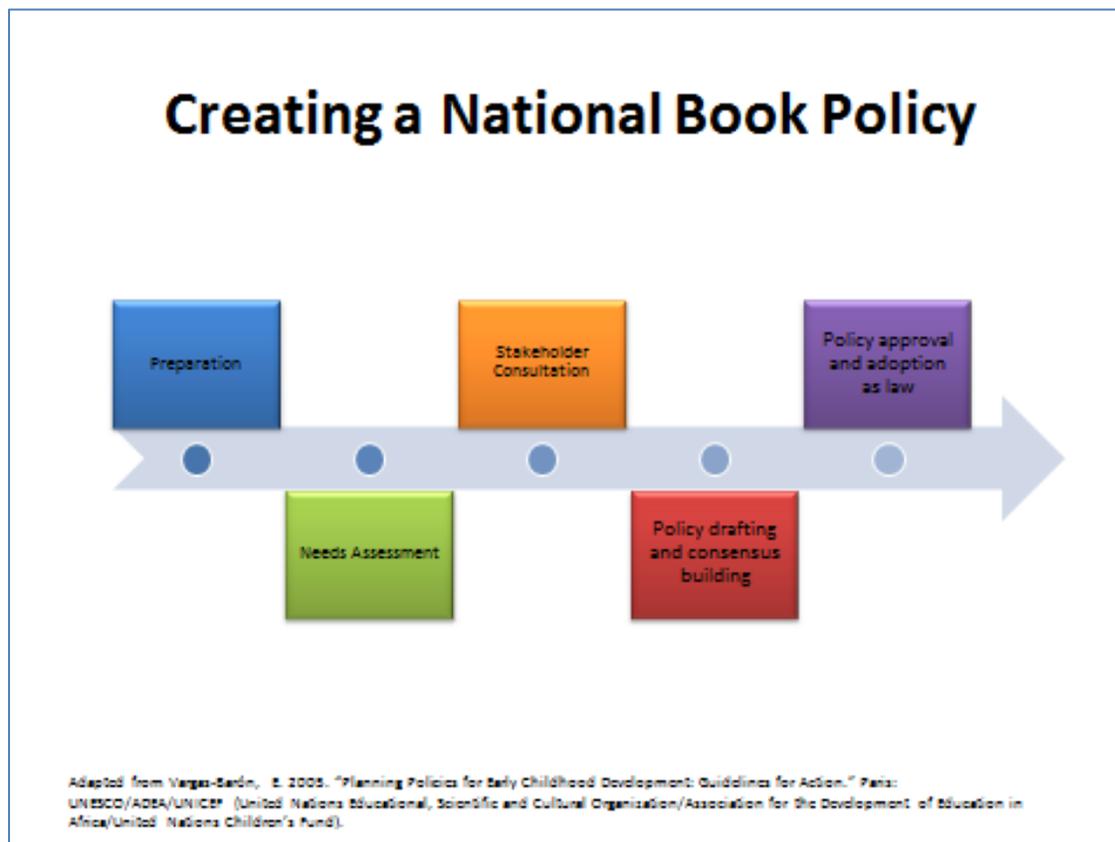


Who should be involved in creating book policies?

The book can be viewed as an educational tool, a cultural item, and/or an economic product. Therefore, in order to have shared ownership of the policy, the process should involve consultations with as wide a community as possible. Since the stakeholders have varied interests, the process could be a prolonged one, calling for patience and perseverance. Key partners are:

- **Ministries** responsible for Education, Finance, Trade, Industry, Justice, Communications and Culture;
- **Book producers and users:** Publishers, printers, distributors, users (teachers, parents and school children), professional associations;
- **Funding agencies:** NGOs and potential donors/development partners, bankers, investors. Donors/development partners usually play a catalytic role, for example, funding consultant(s) to facilitate the process and/or to assist with drafting.

Slide 14



Creating a National Book Policy

The process of developing a policy framework consists of five phases:⁷²

1. The first phase is **Preparation**. Though often overlooked, this phase is vital to ensure that the following phases run smoothly. During this phase, leaders and key stakeholders are identified and engaged. The process of creating a book policy begins with the identification of the objectives of the policy.
2. This leads to the second phase, an **Assessment** of the state of the book industry to find out areas that will result in the achievement of the goal and areas that might work against it.
3. Assessment leads to the third phase, **Consultations**. This would involve requesting input from book chain stakeholders; public officials in ministries such as education, culture, economics and justice (law); Civil Society; and the Donor Community on methods to achieve the objectives of the book policy. This could easily be the most protracted phase because of the varied interests represented by stakeholders. It calls for patience, persistence, and skillful negotiations to come to a agree on the issues the policy should cover.
4. The policy is then **drafted** (Phase 4), which calls for more consensus building as the clauses in the policy are finalized. Usually, a team constituted by the stakeholders prepares a draft for discussion. The draft may be shaped into a legal document such as a parliamentary bill, for which legal expertise would be required.

During drafting and in Phase 5, **policy approval**, are two stages where a draft policy can get stuck. The process for final policy approval varies by country and is in the hands of government. At this point, having champions in government is crucial in rallying support within government (cabinet) and the legislature as well as from stakeholders to get the policy approved into law.

⁷² This model is adapted from Vargas-Barón, E. 2005. "Planning Policies for Early Childhood Development: Guidelines for Action." Paris: UNESCO/ADEA/UNICEF (United Nations Educational, Scientific and Cultural Organization/Association for the Development of Education in Africa/United Nations Children's Fund).

Slide 15

Implementing a National Book Policy

- Who takes the lead?
 - The oversight committee (e.g. National Books Councils) composed of interested parties.
 - Example from the Philippines:
http://nbdb.gov.ph/index.php?option=com_content&task=view&id=16&Itemid=32
- Regular assessment of the objectives and goals of national book policy.
 - Institutionalize successes and build on them;
 - Remedy failures.

Implementing a National Book Policy

What happens after a policy becomes law? It must be pointed out that having an excellent policy does not guarantee success; it has to be implemented. In several countries, a national book council, usually attached to a ministry such as education or culture, is created and tasked to implement the policy. Members of the council represent public and private sectors as well as civil society. Click on the link provided [here](#) to see the composition of the Philippines National Book Development Board. A book council's effectiveness in implementing the policy depends on political and legal backing, cooperation among the different interest groups, and enforcement of sanctions.

Regular review of the health of the book industry is necessary to ensure that structures put in place are working as planned. Where necessary, changes are carried out as for example, if new priorities emerge regarding use of mother-tongue literature. A national book policy should therefore be implemented as a **working document** that evolves to meet a country's changing needs.

Implementation should include monitoring and reporting on progress. This should lead to regular reviews to enable stakeholders to address pertinent issues and remedy problems that arise.

Slide 16

Textbook (Educational Book) Policy

- Textbook policies can be found in various forms:
 - Education policies, e.g. Cambodia;
 - National book policies, e.g. Tanzania;
 - Textbook policies, e.g. Namibia.
- Textbook policies should address issues such as below, but in reality not all covered:
 - Multiple Book vs. Single book policies;
 - Book-sharing ratio for classrooms;
 - Financing;
 - Taxes and exemptions;
 - Government and private sector roles.

Educational Book (Textbook) Policy

The current situation is that many low income countries do not have a national book policy, but they may have one on textbooks or one covering educational books (textbooks and supplementary readers). As noted in module 10, in many low income countries, more than 90% of the book trade is made of educational books, so, usually, textbook policy operates as book policy. The educational books or textbooks policy should therefore align with other policies such as those dealing with education in general, and use of mother-tongue in teaching.

There is no standard format for articulating textbook policy—some are really comprehensive like Namibia's; some are just a couple of clauses like Cambodia's; some remain "forever" (for years) in draft form, like Tanzania's. The key point is that all of them recognize the importance of providing high quality books and educational/learning material for schools. See the Resources section for copies of the documents mentioned here.

A textbook policy addresses issues such as:

- The respective roles of the government and the private sector in textbooks and reading material provision;
- Multiple Book vs. Single book choice;
- Student-to-book ratio for classrooms;⁷³
- Financing arrangements; and
- Taxes and exemptions on inputs or finished books.⁷⁴

⁷³ See Cambodia's Education Strategic Plan 2009-2103 (pages 58-59): <http://www.moeys.gov.kh/en/policies-and-strategies/73-policies/89-2012-08-22-08-22-12.html> (accessed December 20, 2013).

⁷⁴ In December 2013, Ghana's Parliament passed a bill to exempt raw materials used for the printing of text and exercise books from import duties: <http://graphic.com.gh/news/politics/14294-parliament-passes-bill-to-support-printing-of-text-books-others.html>.

Slide 17

Summary

In this module, we

- Defined national book policy and its importance to textbook and learning materials provision;
- Identified components that *should be* included when designing a national book policy, and
- Discussed how to engage stakeholders to draft a national book policy.

Slide 18

Exercise

1. The country called Amarula has revised its education sector plans to include a plan to increase literacy and learning at all levels of education. In order to do this, the country needs to ensure that there is plenty of reading material available in the country. A newly-elected government has decided to develop a national book policy to support this objective. You have been contracted to help Amarula begin the process of developing this book policy. How would you advise Amarula to proceed? Consider the role of stakeholder consultation and process of developing book policies in your discussion. Consider also issues that a book policy should address, for example, student-to-book ratios and single vs. multiple book options.
2. In the absence of a national book policy, what would you, as a Project Manager (or Task Team Leader), advise a Minister of Education about creating the enabling environment for sustainable book provision?

Slide 19

Resources

1. Askerud, Pernille. (1997). A guide to Sustainable Book Provision. Paris: UNESCO Publishing.
2. "Building a Learning Nation" (2008). Republic of Namibia Textbook Policy.
http://www.mcanamibia.org/files/files/PDFs/namibia_national_textbook_policy.pdf
3. Cambodia Education Strategic Plan 2009-2103 (page 58-59).

4. Garzon, Alvaro. (2005). National Book Policy. A guide for users in the field. Paris: UNESCO Publishing.
5. Gyamerah, Emmanuel Adu. "Parliament passes bill to support printing of text books, others." *Daily Graphic*, December 17, 2013: <http://graphic.com.gh/news/politics/14294-parliament-passes-bill-to-support-printing-of-text-books-others.html>
6. Sosale, Shobhana (Ed.). (1999). Educational Publishing in Global Perspective: Capacity Building and Trends. Washington, D.C.: The World Bank. <http://elibrary.worldbank.org/doi/pdf/10.1596/0-8213-4254-1>
7. Tanzania National Book Development Policy (Draft, 2007). <http://www.bamvita.or.tz/docs/BookPolicy.pdf>
8. Textbooks and School Library Provision in Secondary Education in Sub-Saharan Africa (2008). World Bank. <http://elibrary.worldbank.org/content/book/9780821373446>
9. Trucano, Michael (2012). Textbook policies in an increasingly digital age. <http://blogs.worldbank.org/edutech/textbooks>

Policy and Practice

Module 12: The Textbook Specialist in Action: What a Program manager/Task Team Leader Needs to Know

Slide 5

Learning Objectives

In this module, we will:

- Introduce key documents that task team leaders (TTLs/project managers) should be familiar with in the preparation of textbook projects;
- Discuss key questions to consider at different stages of the life-cycle of a textbook project; and
- Detail requirements for preparation & evaluation of bids.

Slide 6

Basic Documents for Book Project Preparation

The TTL's basic documents:

- World Bank Operational Guidelines for Textbooks and Reading Materials (under revision);
- Standard Bidding Document for Textbooks (SBD);
- SBD User's Guide;
- Procurement Technical Note on Textbooks;
- Procurement Guidance Note –specific to textbooks (coming soon).

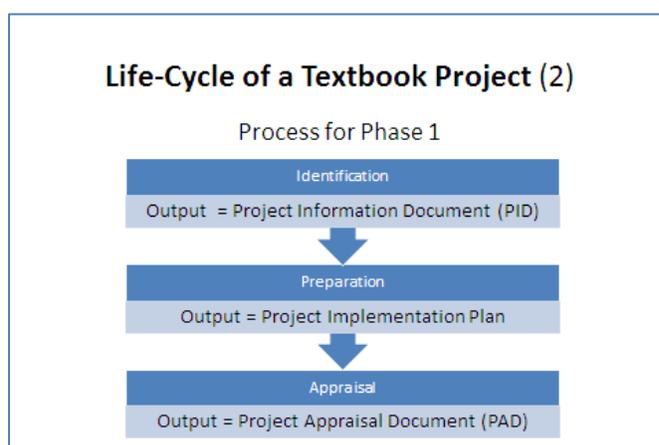
Basic Documents for Book Project Preparation

Imagine that you have been made the TTL/Project Manager on a project with a textbook component. What is the first thing you need to do? First you need to get familiar with the basic documents you need before leaving for the field. These documents contain policies and guidelines that are important for anyone working on a textbook project:

- **World Bank Operational Guidelines for Textbook and Reading Materials:** Currently under revision,⁷⁵ this document is the basis of what the Bank understands when it finances a textbook project or component. It states the role that textbooks play—they support classroom instruction. It also states that the Bank supports open competition, equity in textbooks provision, and decision making at the lowest level.
- **Standard Bidding Document for Textbooks (SBD):** Borrowers with textbook provision component have to use this document. Interested parties prepare bids according to guidelines in this document. Failure to do so invalidates the bid.
- **SBD User’s Guide:** This includes the bidding documents and carries annotations of what should and should not be in bid documents.
- **Procurement Technical Note on Textbooks:** This has all the background information of what the publisher and printer do.

Procurement Guidance Note (specific to textbooks): This is under preparation.

Slide 7



Life-Cycle of a Textbook Project

Textbook provision is often a component of a larger education sector project. The life cycle of a textbook project consists of the following phases, which correspond to that of a typical bank project:

⁷⁵ As of December 2013, this was being revised.

Phase 1: Identification, Preparation and Appraisal

Phase 2: Implementation

Phase 3: Monitoring

Phase 4: Completion, Evaluation and Audit.

For our purpose, we will concentrate on Phase 1 of the project life-cycle, and detail processes for its three stages: Identification, Preparation and Appraisal. The process for Phase 1 of a textbook provision project has three stages.

Step 1 is project identification, and the output for is the **Project Information Document (PID)**, which contains proposed objectives of the project.

Step 2: The output of activities under preparation is a **Project Implementation Plan** which details the activities to undertake in various components of the project. The implementation phase begins after the Bank's Board has approved the loan.

Step 3's output is a **Project Appraisal Document (PAD)**, which is a comprehensive summary of benchmarks and results targeted for the project that form the basis for review by the World Bank Board.

Slide 8

**Preparing a Textbook Project:
Stage One: Project Identification.**

Questions to ask at this stage include*:

1. Country context: Does a national book or textbook policy exist? What is the language of instruction and for textbooks?
2. Manuscript development: Will the government write new textbooks or buy off-the-shelf?
3. Publishing & Printing capacity: Can/Should project support local industry?
4. Will project support Single or Multiple book choice?
5. What is the target Student-to-book ratio?
6. Which procurement method will be appropriate?
7. Who will distribute the books? Where will books be delivered—to central warehouse, district or to school?

*Note: Most of these options will rely upon a 3-4 week survey of the current textbook situation in the country.

Preparing a Textbook Project: Project Identification.

At this stage, steps are taken to determine whether the proposed project is suitable for Bank financing. As a Project Manager, what should do when you arrive in the country for the first

time? Your focus should be on understanding the issues in the country and the context in which one would have to address them. One learns quickly by observing and asking questions relating to the following pertinent aspects of book provision.

1. **Get the lay of the land:** Get a general understanding of the political, social and economic context in which the project will be carried out. What are the major languages in the country and the language of instruction? Understanding the country context is key to designing a project that will respond effectively to the country's needs.
2. **Manuscript development:** Identify who will write the manuscripts – Will it be government (agency) or private industry? Sometimes the government will insist on writing textbooks for subjects such as civics and culture. They may, for example, want to ensure that students get content that teaches national aspirations and family values. In cases such as these, the government will likely be seeking funding for printing only. If government originates content, will there be a system to evaluate those books to ensure that content is of high quality? Is there a third way between State publishing and public-private partnership with publishing bids? Focus is on what will work best for the country's situation.
3. **Publishing capacity:** Are there publishers in the country that can be used by the project? Are there printers? Can local capacity handle the requirements of the project? Why or why not? What are the reasons for any capacity constraints? Borrowers expect benefits for their local industries to come out of their loans. But we sometimes have to explain to our borrowers the reality that, in order for books to reach schools on time, they would need to contract externally, particularly if the local industry is not well developed or simply lacks capacity to undertake the scope of the project. Per the current World Bank Operational Guidelines, for example, projects can make provision for supporting or creating a national publishing industry.
4. **Single or Multiple book choice:** Does the country have a policy on how many textbooks will be approved per subject per grade level? Again, what is feasible?
5. **Student-to-book ratio:** How many students will share a book? Other than workbooks, some sharing may be considered if resources are tight.
6. **Procurement Method:** Will the project use centralized or decentralized procurement? The general trend is that more and more countries use decentralization.

7. **Distribution and Delivery point(s):** Where are the target schools? Where will books be delivered – to district education offices or school level? What method will ensure optimal results? Who will deliver books to the schools—government or private sector? Are there freight forwarders (truckers)? Are there bookstores? How many? How large or small? What’s the scope of their operations—do they cover the entire country or only urban areas? What distribution networks (including warehousing) exist for books and other goods? How will delivery be verified? If distribution and delivery issues are not carefully worked out, they will increase cost of books as well as possibly create shortages.

The underlying issue is, does the Project aim to merely patch up the existing system or does it want to thoroughly review and improve or reform it? Answers here depend on many factors including financial volume, reform-readiness of the government, timeframe, curriculum situation, and textbook policy. Determining what to focus on usually relies on a survey—about 3-4 weeks—of the current textbook situation in the country, undertaken by experts/consultants.

During the Identification stage, the Government and the Bank agree on a project concept to guide preparation. Many of the decisions made during the Identification stage will profoundly affect the design, and ultimately the likelihood for successful implementation of the proposed project.

Slide 9

Preparing a Textbook Project: Stage Two: Formal Project Preparation

Does the project:

- Align with overall project development objectives?
- Conform to country’s textbook policy and the World Bank’s Operational Guidelines on Textbooks and Learning Materials?
- Support the country’s education strategy?

Preparing a Textbook Project: Formal Project Preparation

After identification comes formal project preparation, which calls for three points to be considered:

The Project Manager must ensure that the textbook component links directly to the achievement of the education project's development objectives. The project document will be internally reviewed, and if the textbook component is seen as an outlier that has nothing to do with the overall project, then your project will have a difficult time getting approved. This is also the time to check if plans for the textbook component conform to the country's textbook policy, if one exists. There does not need to be a formal book policy in place, but the World Bank's Operational Guidelines on Textbooks and Learning Materials require that the borrower clearly articulates plans for future provision of textbooks. What measures are needed to create the right environment for development or sustainable provision of textbooks?

The textbook component should also directly support the country's education strategy, particularly in relation to curriculum, teacher training, and student assessment. The project preparation stage is the time to review the curriculum and identify issues that need attention. Frequently countries will say they have a curriculum, and that all they need is money to print the books. But this is not always the case. For example, upon review, a Project Manager might identify that the curriculum for Mathematics is incomplete. This should open up a new dialogue as to whether curriculum development should be part of project before discussion on textbooks can take place. Other questions to ask regarding curriculum are: Is there sufficient support for teacher training? What plans are needed to train teachers to use any new material effectively? Similarly, will books provided adequately cover the curriculum?

To find answers to some of these questions, the Bank provides policy and project advice along with financial assistance. The Client country conducts studies and prepares the final project documentation.

Slide 10

Preparing a Textbook Project: Stage Two: Formal project preparation (2)

What questions should the team leader ask?

- **Setting physical targets:**
 - What will be covered or produced by the project—
Subjects, Textbooks, Teacher's Guides?
- **Implementation arrangements:**
 - Who will help to draw up a plan of action?
 - What will responsibilities will be needed to fulfill the project?

Other tasks during project preparation include:

Setting physical targets

Here, detail what will be covered or produced by the textbook component. Textbooks only? Will there be teacher's guides? What subjects will be covered? For each book, establish quantities that would be provided.

Should the need arise for trade-offs due to resource constraints, guiding questions include: What is the priority of the government? Some governments have priority in core subjects like languages, mathematics and science. Others might include social studies. This has to be figured into the dialogue, because in the end you will have to calculate a financing package that fits with the larger education project package that to be delivered. Also this is where the borrower state's own contribution and what books this contribution will cover such as civics and culture?

Implementation arrangements

This involves identifying some specific roles and responsibilities: Who will do what when the project gets underway? Will all personnel be found locally or will the project need to contract external consultants? Which government agency will execute the project? Who will be overall project manager in the country? Who will be responsible for reporting on agreed indicators to the sector minister and the Bank every quarter?

Slide 11

**Preparing a Textbook Project:
Stage Three: Appraisal**

During this stage:

- The Bank assesses the economic, technical, financial, environmental, and social aspects of the project.
 - For printing, include paper sustainability (FSC certification: <https://ic.fsc.org/certification.4.htm>).
- The Project Appraisal Document is finalized for submission to the Bank's Board.

Preparing a Textbook Project: Appraisal

Once formal project preparation is done, we move on to appraisal. During Appraisal, the Bank assesses the economic, technical, financial, environmental, and social aspects of the project. The Project Appraisal Document (PAD) that results indicates (i) technical, institutional,

economic, environmental and financial aspects and (ii) alternative methods for achieving objectives. The PAD provides a comprehensive summary of envisaged activities, the estimated implementation schedule, procurement plan, benchmarks and results targeted, and any conditionality for review by the World Bank Board. This document also presents any potential risks as well as necessary safeguards.

Slide 12

Preparing a Textbook Project: Stage Three: Appraisal

During this stage:

- The Bank assesses the economic, technical, financial, environmental, and social aspects of the project.
 - For printing, include paper sustainability (FSC certification: <https://ic.fsc.org/certification.4.htm>).
- The Project Appraisal Document is finalized for submission to the Bank's Board.

The Procurement Plan

We have already fully discussed procurement plans in Module 9. Each borrowing country is required to present a procurement plan to the Bank prior to engaging in procurement activities. A procurement plan defines what the project will procure, when, estimated cost and the method of procurement.⁷⁶ Procurement of goods such as textbooks is done in packages and in sub-packages, called lots. Each lot lists items required to be procured.

Publishers have their specialties. So, as Project Manager, you might want to package the textbooks to attract the type of publishers that can best deliver. For example, if the country would like to acquire science books for higher grades, the procurement plan has to package the science books together in order to attract bids from publishers specializing in science. Each package should have estimated costs and proposed method of procurement such as International Competitive Bidding (ICB), National Competitive Bidding (NCB) or Shopping. The procurement plan should include a time schedule detailing all procurement activities from beginning to end of the project.

At this stage, it is important to work with procurement experts to ensure compliance with guidelines.

⁷⁶ Module 9 deals with Procurement methods and discusses the procurement plan in detail.

Slide 13

Know your Standard Bidding Documents: Schedule of Requirements¹

- The Schedule of Requirements:
 - Prepared by the government (called “the purchaser”) and included in the bidding documents;
 - Provides information regarding goods and services to be supplied, to enable bidders to prepare their bids efficiently.²

¹The Schedule covered in Slides 13-17 applies to printing/publishing bids.

²See World Bank Standard Bidding Documents.

Know your Standard Bidding Documents: Schedule of Requirements

Once the procurement plan is approved, bidding can proceed. One of the most important documents that a Project Manager should become very familiar with is the Standard Bidding Documents (SBD) and, particularly, its Schedule of Requirements. The schedule of requirements is meant to provide appropriate information regarding the goods and services to be supplied, in order to enable bidders to prepare their bids efficiently.

Slide 14

Know Your Standard Bidding Documents: Schedule of Requirements (2)

Key aspects of the Schedule of Requirements:

1. The list of books to be procured and the number of pages per book.
2. Quantities of print copies & packaging.
3. Delivery requirements and responsibilities.

What are key aspects of the schedule of requirements that a Project Manager should pay attention to?

1. **The list of books to be procured and the number of pages per book:** We learned in Module 2 that publishers count pages by factors of 16. This is done in order to reduce paper and machine time wastage as books printed using other factors require off-press collation.

2. **Quantities of Print copies & Packaging:** Large scale printers count the number of printed copies of books in thousands, which makes it easier to count totals. The dimensions of a book determine how many can be packed into one box. It is helpful to consider this and round up figures where necessary to facilitate packaging. For example, if the number of printed copies (print run) specified in the schedule of requirements for Grade One English book is 150,632 and one average sized box will hold 60 copies, this should raise a red flag since that means one box would hold only 32 copies of the books. It would be better to specify 151,000 copies as the total print run. This will result in 2,515 boxes holding 60 copies each, leaving 10 copies as “inspection copies.”
3. **Delivery locations and responsibility for receipt and reporting:** modules 7 and 8 tackle issues involved in distribution, particularly how to ensure that books arrive where they are needed and in a timely manner. Documentary evidence that books have been received as allocated should be mandatory before payment to publishers or distributors.

Slide 15

Know your Standard Bidding Documents: Schedule of Requirements (3)

Technical details* listed in the Schedule of Requirements:

1. Paper:
 - Basis Weight
 - Brightness
 - Cover stock (opacity).

* It is advisable to use consultancy services for this.

A Project Manager also needs to pay attention to the following technical details listed in the Schedule of Requirements:

1. **Paper:** Basis Weight: This is the density of printing paper, expressed in grams per square meter (gsm). Brightness: In many rural areas of developing countries, there is no electricity. When classrooms are dark, children have to bring book pages close to their eyes to read. Printing on bright paper is needed for such situations.

Cover stock (Opacity): Opacity is the measure that will or not allow light to pass through. This is important for early grade readers to ensure they are not distracted by print on the other side of the page.

Slide 16

Know your Standard Bidding Documents: Schedule of Requirements (4)

2. Packaging:

- Materials used should withstand weather and transportation. (picture of box crossing river)
- Color coding boxes facilitates efficient delivery. (picture of boxes with color coding)
- Dimensions and weight should be appropriate for ease of manual handling during dissemination. (picture of boys carrying boxes with books)

2. **Packaging:** The borrower (Client country) needs to specify the type of packaging needed in order to ensure that books arrive at their destinations in excellent condition. Materials used should withstand weather and transportation. Sturdy packaging ensures that books will not be damaged in transit. Textbooks should be wrapped and bundled well, because in some areas books have to be transported across rivers and lakes and paper cartons could get wet and damage the books.

Color coding boxes facilitates efficient delivery. Quite often, people that are working on delivery of packages may not be literate. Color-coding boxes of books takes care of the problem. For example, Math books will be in boxes with red coloring, boxes with brown color could be science and green for social studies.

Dimensions and weight should be appropriate for ease of manual handling during dissemination. In many rural areas boxes of books are carried by students, teachers or volunteers from warehouse or district education offices to schools.

Slide 17

Know your Standard Bidding Documents: Schedule of Requirements (5)

3. Security:

- Schools in conflict afflicted countries and rural areas lack doors or cabinets Teachers take books home for safe-keeping.



Kids inside the remains of their class room, Al Awamreh, North Kordofan.
Photo: Selahaideen Nadir / World Bank

17

3. **Security** is another important consideration. Schools in conflict afflicted countries have poor security for storing books, as illustrated in the photo from North Kordofan, Sudan. Many rural schools also lack doors or cabinets to secure books. At the end of the year or sometimes even daily, teachers take books home for safe-keeping.

Slide 18

Know your Standard Bidding Documents Bid Evaluation: Criteria for Quality

Here are 7 scoring categories relevant to books:

1. Conformity to the curriculum (5-10 points);
2. Content (10-40);
3. Level of language (5-10);
4. Pedagogical Method (10-40);
5. Teacher support (teacher guide) (5-10);
6. Presentation and design (5-10);
7. Illustration (5-10).

Bid Evaluation: Criteria for Quality

The Sector Ministry has the choice of using the template provided in the Standard Bidding Documents or creating their own instrument to evaluate bids. The following bid evaluation instrument is found in the Standard Bidding Documents. For evaluating Quality, there are seven categories relevant to books with ratings (scores) based on a point system of 1-40:

- Conformity to the curriculum (5-10 points)
- Content (10-40)
- Level of language (5-10)
- Pedagogical Method (10-40)
- Teacher support (teacher guide) (5-10)
- Presentation and design (5-10)
- Illustration (5-10).

Slide 19

Know your Standard Bidding Documents Bid Evaluation: Criteria for Cost

- Overall Bid price: Factor in
 - Discounts and domestic preference, if applicable;
 - Freight;
 - Insurance;
 - Tariffs; etc.

Bid Evaluation: Criteria for Cost

The evaluation criteria for Cost examine the build-up of the overall bid price. This should factor in discounts and domestic preference, if applicable; Freight, insurance, tariffs, etc. This covers all incidentals that will be paid to get the books to destinations specified in the project. For information on two examples of bid evaluation, see the document titled XXXX in Resources.

Slide 20

Summary

In this module, we:

- Identified the documents a task team leader needs to consult in preparing a textbook project;
- Detailed questions that a task team leader needs to consider at various stages of project preparation; and
- Discussed the requirements for designing the textbook provision component of a project.

Slide 21

Exercise

In 2008, Siam revised its Education policy to shift the language of education from French to English. The Ministry of Education (EduMin) announced a policy decision to change textbook development from French to English for grades 4 to secondary school to support this initiative. In the same year, a large textbook development tender was issued for core language books in English for Grades 4 through secondary school, and local Kinyarwanda language for Grades 1-3. The last time that Siam procured textbooks, there were long delays in bid review due to a number of issues such as lack of experienced bid managers and reviewers, the evaluation methodology and instrument used also did not meet international standards. Additionally, there were delays in the awarding of contract and distribution of books.

You have been asked to help EduMin to put measures in place that will ensure successful bid evaluation this time. What ideas would you provide to the Ministry on reforms that should be put in place prior to beginning the review process?

Slide 22

Resources

1. Bontoux, Vincent. "Textbook Chain Issues In Lower Income Countries: Timor-Leste and Burundi – Case studies":
http://www.globalpartnership.org/media/textbooks/day3/GPE_Textbook_Workshop_Bontoux_PresentationOctober_2012.pdf
2. De Guzmán, Alfonso. "So you're thinking about a textbook component for your project! What a task team leader needs to know for project preparation and implementation (but were afraid to ask)":
<http://www.globalpartnership.org/media/textbooks/day2/What%20a%20Task%20Team%20Leader%20Needs%20to%20Know%20-%20Alfonso%20DeGuzman.pdf>
3. World Bank Operational Guidelines for Textbook and Reading Materials:
http://imagebank.worldbank.org/servlet/WDSContentServer/IW3P/IB/2002/09/06/000094946_02082804004785/Rendered/PDF/multi0page.pdf
4. For information on World Bank Guidelines for Procurement of Textbooks and Reading Materials see <http://go.worldbank.org/DLRZ49RFP0>

References

- Abadzi, Helen. *How to "Cure" Illiteracy?* February 28, 2013.
<https://www.educationforallblog.org/issues/literacy-issues/how-to-cure-illiteracy> (accessed December 13, 2013).
- Askerud, Pernille. *A Guide to Sustainable Book Provision*. Paris: UNESCO, 1997.
- Bernard, J. "Can Textbooks really promote peace and global citizenship? Some lessons, examples, and possible new directions." In *Education Above All: Education for Global Citizenship*, 74-87. Paris: UNESCO, 2012.
- Bgoya, Walter. "Development Dialogue." *Dag Hammarskjöld Foundation*. 1997.
<http://www.dhf.uu.se/publications/development-dialogue/the-future-of-indigenous-publishing-in-africa/> (accessed December 10, 2013).
- Blumberg, Rae L. *Gender bias in textbooks: a hidden obstacle on the road to gender equality in education*. Paris: UNESCO, 2007.
- Bontoux, Vincent. "Textbook Chain Issues In Lower Income Countries: Timor-Leste and Burundi – Case studies ." *Textbook and Educational Materials - Community of Practice Workshop 2012; Global Partnership for Education*. October 17-19, 2012.
http://www.globalpartnership.org/media/textbooks/day3/GPE_Textbook_Workshop_Bontoux_PresentationOctober_2012.pdf (accessed December 23, 2013).
- Books for All: Rwanda's Innovative Textbook Distribution Program*. n.d.
<http://www.globalpartnership.org/stories-2/rwanda-s-innovative-textbook-distribution-program/> (accessed December 13, 2013).
- Braslavsky, C. and Katya Halil. *Textbooks and Quality Learning for All: Some Lessons Learned from International Experiences*. Paris: UNESCO Publishing, 2006.
- Brickhill, Paul, Christopher Chirwa and Bengt Lindahl. *Changing Public Private Partnerships in the African Book Sector*. London: ADEA/Department for International Development, 2006.
- "Check My School – Not Just a Website." *The World Bank Institute*. May 15, 2012.
<http://wbi.worldbank.org/wbi/stories/check-my-school-not-just-website> (accessed July 8, 2013).
- Clark, G. and Angus Phillips. *Inside Book Publishing*. London: Routledge, 2008.
- Crouch, L. "Disappearing books: Greed or policy mistakes or both?" *Education for All Blog*. April 12, 2011. <https://www.educationforallblog.org/issues/aid-effectiveness/disappearing-books-greed-or-policy-mistakes-or-both> (accessed December 14, 2013).

- De Guzmán, Alfonso. "So you're thinking about a textbook component for your project! What a task team leader needs to know for project preparation and implementation (but were afraid to ask)." *Textbook and Educational Materials - Community of Practice Workshop 2012 - Global partnership for Education*. October 17-19, 2012.
<http://www.globalpartnership.org/media/textbooks/day2/What%20a%20Task%20Team%20Leader%20Needs%20to%20Know%20-%20Alfonso%20DeGuzman.pdf> (accessed December 23, 2013).
- DeJongh, Maggie. "Books costs across the book chain." *Textbook and Educational Materials - Community of Practice Workshop 2012 Global Partnership for Education*. October 17-19, 2012.
<http://www.globalpartnership.org/media/textbooks/day1/Books%20Costs%20Across%20the%20Book%20Chain%20-%20Maggie%20DeJongh.pdf> (accessed December 23, 2013).
- Devas, N. "The Challenges of Decentralization." *IVGlobal Forum on Fighting Corruption*. June 7-10, 2005.
<http://www.cgu.gov.br/ivforumglobal/pdf/nickdevas-2.pdf> (accessed December 10, 2013).
- DFID Guidance Note: Learning and teaching materials: policy and practice for provision*. London, n.d.
- "Education Strategic Plan 2009-2013." *Ministry of Education, Youth and Sport (Cambodia)*. September 2010. <http://www.moeys.gov.kh/en/policies-and-strategies/73-policies/89-2012-08-22-08-22-12.html> (accessed December 20, 2013).
- Evans, M. D. R., Jonathan Kelley, Joanna Sikora and Donald Treiman. "Family scholarly culture and educational success: Books and schooling in 27 nations." *Research in Social Stratification and Mobility*, 2010: doi:10.1016/j.rssm.2010.01.002.
- Fredriksen, Birger. "Textbook Cost and Financing Issues in Sub-Saharan Africa." *Textbook and Educational Materials - Community of Practice Workshop 2012; Global Partnership for Education*. October 17-19, 2012.
http://www.globalpartnership.org/media/textbooks/day3/GPE_Textbook_Workshop_Fredriksen_PresentationOctober_2012.pdf (accessed December 23, 2013).
- Garzón, Alvaro. *National book policy: A guide to users in the field*. Paris: UNESCO Publishing, 1997.
- "Global Corruption Report: Education ." *Transparency International*. October 1, 2013.
http://www.transparency.org/whatwedo/pub/global_corruption_report_education (accessed December 19, 2013).
- Gyamerah, Emmanuel Adu. "Parliament passes bill to support printing of text books, others." *Daily Graphic*, December 17, 2013.
- "iRead Ghana Study: Final Evaluation Report." *Worldreader*. 2012.
<http://www.worldreader.org/uploads/Worldreader%20ILC%20USAID%20iREAD%20Final%20Report%20Jan-2012.pdf> (accessed December 11, 2013).

- Jacobs, Tom. "Home Libraries Provide Huge Educational Advantage." *Pacific Standard*. April 8, 2010. <http://www.psmag.com/culture-society/home-libraries-provide-huge-educational-advantage-14212/> (accessed May 14, 2013).
- Kira, E. and Godfry Bukagile. "Perceptions of Education Stakeholders on the Implications of Textbook Liberalization Policy in Tanzania." *Journal of Education and Practice*. Vol.4, No.1, 2013: 136.
- Learning for a Future: Refugee Education in Developing Countries*. Geneva: UNHCR, 2001.
- Majgaard, K. and Alain Mingat. *Education in Sub-Saharan Africa: a comparative analysis* . Washington, DC: World Bank, 2012.
- Misprocurement on CBD-Financed Projects*. n.d. <http://www.caribank.org/projects/procurement/misprocurement> (accessed December 18, 2013).
- Motamedi, Alaleh. "Bank Procurement Policies and Principles Applicable to Textbooks (Part 1 and 2)." *Textbook and Educational Materials - Community of Practice Workshop 2012; Global Partnership for Education*. October 17-19, 2012. <http://www.globalpartnership.org/media/textbooks/day2/Bank%20Procurement%20Policies%20and%20Principles%20Applicable%20to%20Textbooks.%20%20Part%201%20and%202-%20Alaleh%20Motamedia.pdf> (accessed December 23, 2013).
- Newton, Diana. "National Policies for the Book Sector." In *Educational Publishing in Global Perspective: Capacity Building and Trends*, by Shobhana Sosale (Ed), 13-18. Washington, DC: World Bank, 1998.
- Read, Tony, Carmelle Denning, and Vincent Bontoux (Eds.). *Upgrading Book Distribution in Africa*. Paris: ADEA, 2001.
- Sow, Aliou. "Textbooks Provision." *Textbook and Educational Materials - Community of Practice Workshop 2012; Global Partnership for Education*. October 17-19, 2012. <http://www.globalpartnership.org/media/textbooks/day2/Textbooks%20Provision%20-%20Aliou%20Sow.pdf> (accessed December 23, 2013).
- Standard Bidding Documents*. Washington, DC, March 2013.
- The Campus Guide to Copyright Compliance*. n.d. <http://www.copyright.com/Services/copyrightoncampus/basics/law.html> (accessed December 13, 2013).
- Trucano, Michael. "Textbook policies in an increasingly digital age." *EduTech*. May 14, 2012. <http://blogs.worldbank.org/edutech/edutech/textbooks> (accessed December 11, 2013).
- Walter, Scott. "Textbook and Educational Materials - Community of Practice Workshop 2012." *Global Partnership for Education*. October 18, 2012.

<http://www.globalpartnership.org/media/textbooks/day2/Reading%20Material%20Presentation%20-%20Scott%20Walter.pdf> (accessed December 11, 2013).

What is Intellectual property? n.d. <http://www.wipo.int/about-ip/en/index.html> (accessed December 13, 2013).

World Bank. *Dealing with Governance and Anticorruption (GAC) Issues in Project Lending: The Special Case of Fragile and Conflict-Affected States*. Washington, DC: World Bank, 2012.

World Bank. *Operational Guidelines for Textbooks and Reading Materials*. Washington, DC, July 2002.

—. "Procurement." *2004 SBD Textbooks*. December 1, 2004. <http://go.worldbank.org/ZKA02BYXB0> (accessed December 19, 2013).

World Bank. *Project Performance Assessment Report: Mozambique*. June 17, 2008.

—. *Textbooks and School Library Provision in Secondary Education in Sub-Saharan Africa*. Washington, DC: World Bank, 2008.

World Intellectual Property Organization (WIPO). *Managing Intellectual Property in the Book Publishing Industry. A business-oriented information booklet*. Geneva:
http://www.wipo.int/export/sites/www/freepublications/en/copyright/868/wipo_pub_868.pdf,
n.d.

Zell, Hans M. *Print vs. electronic, and the 'digital revolution' in Africa*. January 28 , 2013 (last accessed December 23, 2013).