



AFRICA REGION HUMAN DEVELOPMENT  
WORKING PAPERS SERIES

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June 2002

# World Bank support for provision of textbooks in Sub-Saharan Africa 1985-2000

### PRESERVING THE LIFE OF MY SCHOOL BOOKS

I cover my book

I clean my book

I wash my hands before touching my book

I sit up straight when I read

I turn the pages with care

I put my book back on shelf carefully

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**Africa Region Human Development  
Working Paper Series**

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**World Bank Support  
for Provision of Textbooks  
in Sub-Saharan Africa  
1985–2000**

Africa Region  
The World Bank

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Human Development Sector  
Africa Region  
The World Bank

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**Cover consists of a poster produced under a World Bank–financed education project in Madagascar.**

**Cover design by Tomoko Hirata.**

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## Foreword

**T**he key role textbooks and other written training materials play in enhancing the quality of education is universally recognized. This role is especially important in Sub-Saharan Africa where there generally is a severe shortage of reading materials. To help countries establish systems that can ensure reliable provision of textbooks has, therefore, been an important element of the World Bank's support for education development in Africa during the past two decades. Other development agencies and African governments have made similar investments. And, yet, at the start of the twenty-first century, the majority of the pupils in many countries still lack the benefit of this valuable learning tool.

The main purpose of this report is to explore why this is so and to identify the challenges that need to be overcome to ensure that every student has adequate access to good quality textbooks. To achieve this rapidly is crucial to improving the quality of education and, more generally, to attaining the goal of good quality basic education for all by 2015. The report is based on a desk review of eighty-nine World Bank-financed education projects with textbooks components under implementation during the period 1985–2000 in forty Sub-Saharan African countries. It is the first operational review of World Bank support for textbook provision in the Africa Region since 1985.

The report identifies problems and good practices at all stages of textbook provision, from authorship to classroom use. It also recognizes that considerable improvements were made during the review period in key areas such as manuscript development, edit-

ing, production, distribution, and procurement. These improvements were achieved generally by outsourcing these services to the private sector through competitive bidding. There were also advances in other areas. For example, there is greater availability of textbooks in national languages for primary education; this will help enhance learning outcomes. There is also more competition in textbook provision through liberalization and multiple choice. This holds the promise of innovation and lower prices where textbooks are published commercially.

Despite these advances, however, more progress is urgently needed in several areas. Three deserve special mention. First, attempts to establish sustainable financing of textbook provision through various types of cost recovery schemes have generally failed. Apart from the problems often experienced in the management of textbook "revolving funds," the costs of textbooks—even when heavily subsidized—are beyond the budgets of too many poor families. In most cases, therefore, a sustainable solution is likely to require that governments make adequate provision in their education budgets for this essential input in the same way they do for the financing of teacher salaries. Free provision of textbooks is justified, given their crucial role in the learning process and the fairly limited share of the education budget needed to make textbooks available to all pupils. Second, many countries need to improve their distribution systems to ensure that the textbooks they procure get down to the school level in a timely and secure manner. Third, teachers must be trained in the effective use of textbooks. Train-

ing is also needed for school directors and teachers in the care of textbooks and the maintenance of textbook stocks.

The Africa Region of the World Bank will use the findings of this report to help countries address the issues they face in establishing sustainable systems of textbook provision. As part of this strategy, the re-

port will be the subject of workshops in Africa to disseminate the findings. It will also help guide Bank staff in their policy dialogue with countries on policies and investments in this important sector.

The preparation of the report has been supported by the Norwegian Education Trust Fund.

Birger Fredriksen  
Senior Education Advisor  
Africa Region, The World Bank

Ian Montagne, publishing consultant, conducted the review, under the supervision of Sakhevar Diop, World Bank textbook specialist. Peer reviewers were Adriaan Verspoor, Peter Russell Mook, Alfonso F. de Guzman, and Robert S. Prouty. Comments were received from Birger Fredriksen, Rosemary Bellew, Linda K. English, and Shobhana Sosalé (World Bank), Masako Sauliere (UNESCO), and Carew Treffgarne (ADEA Working Group on Books and Learning Materials). Moussoukoro Soukoule provided research and administrative assistance. Pamela S. Cubberly edited and laid out the report.

# Executive Summary

Despite more than a quarter century of effort and the investment of tens of millions of dollars, many African students lack adequate access to textbooks. Where textbooks have been produced, they are not always available to students in sufficient numbers. This report is based on a desk review of eighty-nine World Bank-financed education projects approved or already under way between 1985 and 2000 in forty countries of Sub-Saharan Africa. It is the first such review since a global World Bank study completed in 1985.

## World Bank Policies

World Bank policies and procedures were modified in five key areas during the review period:

- In 1985 Bank staff worked under a view, then common, that a centralized, state-dominated system was the most desirable mode of textbook provision. Subsequently, public sector provision in many countries proved inefficient and ineffective. By 2000 the Bank had concluded that private sector initiatives and competition were indispensable to textbook provision.
- Procedures for quality evaluation were incorporated in competitive bidding for publishing services and finished textbooks.
- Appreciation grew for the role of domestic private publishing industries in textbook provision. A new operational policy recognized the value of local acquisition with the caveat that educational benefits so gained must clearly outweigh any higher costs.

- Attempts were made to recover the cost of textbooks and to establish revolving funds for replenishing the stock, but with only limited success. Even subsidized sales prices or rental fees proved too expensive for poor and disadvantaged families. By the end of the 1990s, a clear trend emerged toward encouraging governments to provide free textbooks to all primary school pupils.
- Increased attention was paid to improving the use of textbooks in the classroom. During the second half of the review period, credits that involve new textbooks normally provided for accompanying teacher's guides. Many projects also included teacher training in the use of textbooks.

## Significant Developments in the Review Period

*Procurement.* Few African states now depend entirely on state or parastatal agencies to produce textbooks. In more than half the projects reviewed, the state retained the initial responsibility for developing textbooks, but procured publishing services from the private sector through competitive bidding, nationally or internationally. Services included writing, editing, illustration, design, production, and delivery. This public-private interrelationship secures the efficiency of the competitive private sector, while ensuring ultimate public control. It engages the private sector in even the smallest market by removing the element of entrepreneurial risk.

In the balance of projects, the books procured (many of them for libraries) originated in the private sector. In countries adopting general policies of economic liberalization, textbook procurement has completely shifted to the private sector.

Any move from state to private provision is likely to increase the perceived cost of textbooks. Commercial publishers must recover all costs from sales, whereas governments often budget only for the direct cost of manufacturing. Savings from the transition will occur only if overhead and other costs previously incurred in public textbook provision are removed.

*Cost recovery and affordability.* In fifty of the eighty-nine projects, governments tried to recover all or part of the costs of textbook provision through sales or rental fees. Revenue was put into a revolving fund to be used to replenish textbook stocks. Even a small rental fee, however, proved too great for many families to pay. Several attempts at cost recovery failed through mismanagement or government failure to allocate funds to compensate for subsidies. Other attempts were abandoned as too unwieldy or inequitable. A number of countries reverted to lending textbooks to primary students without charge to encourage access to education. Recent programs also provide for free loans.

*Decentralization.* Decentralization has proved desirable in countries where decisions made at the center take time to effect and do not always meet needs at the institutional or district level. Decentralization also accords with the democratic principle that all stakeholders should be involved in a function so important to the community. The change is complex, requiring careful planning and gradual phasing.

*Multiple choice.* Multiple choice in textbooks has been implemented in a few countries and planned in others. Competition in texts implies the use of commercial publishers and encourages them to improve their products. It also allows teachers or district-level officials to choose the books best suited to their students' needs and experiences. But multiple choice also fragments the market and reduces economies of scale. Its benefits depend on decentralization of selection to the local or district level. It requires training in text-

book evaluation for teachers who are used to having one authorized textbook per subject-grade.

*Mother tongue instruction.* Evidence from several countries suggests that mother tongue instruction leads to higher performance and fewer dropouts, especially among poor and ethnic minority children. In the 1990s there was increased interest in teaching in the mother tongue in the earliest primary grades with the metropolitan language of the former colonizing power phased in only later. In countries with more than one local language, mother tongue instruction could complicate educational management and compound the difficulties of textbook provision, increasing the unit cost of materials as national press runs are fragmented and exacerbating the logistical problems of distribution. Despite these difficulties, it was felt that the Bank and other donors should help countries understand fully the benefits of using local languages for instruction and encourage them to formulate and implement appropriate language policies.

*Time frames.* Textbook provision will benefit from the trend toward sectoral investment programs with ten-year horizons. The development of a new or revised textbook typically takes three years, yet many textbook components have been tied to a time-consuming initial process of curriculum revision in a project that lasts only four or five years.

*Involvement of local stakeholders.* Several recent Bank projects have incorporated elements of local management in education, using community organizations or parent-teacher associations. Textbooks have been seen as one of the easier components in which to implement the policy. With increased responsibility, communities are expected to become more active in caring for and maintaining their instructional resources and ensuring their proper use. Local oversight and involvement are seen as effective methods to control abuses; stakeholder involvement, however, has failed when seen as less than meaningful.

*Local publishing industries.* Policies of decentralization, multiple choice, mother tongue instruction, and support for literacy outside the classroom are creating new opportunities for domestic publishers in the textbook market. Textbook revenue, in turn, makes it pos-

sible for local publishers to develop supplementary reading material and other books that will help develop reading habits and reinforce literacy. Bank projects have financed training in authorship and publishing skills, and those courses have been increasingly opened to the private sector without charge. The Bank has also taken some steps to relieve the difficulty African publishers face in raising capital.

### Use in Schools

Many textbooks do not reach their intended schools. Some are damaged or lost in transit or are diverted to other schools or the open market. In the past, others were not delivered for lack of public resources; delivery costs now are likely to be included in the credit and entrusted to private transporters.

Books that do reach the schools may not be fully used. Teachers may fear the books will be lost or damaged if they are turned over to students. Other teachers who have never taught with textbooks and were themselves taught without books are intimidated by them.

Teacher training in the use of textbooks has been included in many education credits. The training has not always been fully implemented. Training is also needed for teachers in the care of books. School and ministry of education (MOE) officials need training and detailed procedures in maintaining textbook stocks.

### Government Capacity and Willingness

In more than one project, the MOE proved incapable of fulfilling all the demands placed on it by an over-ambitious design. The problem was particularly acute in small countries with a small corps of over-committed civil servants. Some countries have failed to meet financial commitments made under agreements with the International Development Agency (IDA) to replace stocks financed by the Bank and other donors.

Project implementation also suffered from frequent changes in government and in project staff. Difficulties began in the design of some projects through a failure to involve local stakeholders adequately in planning.

Several positive trends at the national and international level should help ease these constraints. At the national level, there is better understanding of

the respective roles and comparative advantages of the public and private sectors in the various stages of textbook development, production, and distribution. At the international level, debt reduction should relieve some of the fiscal stringency brought about by low commodity prices and severely constrained government budgets. In addition, the current positive international climate favoring education is likely to lead to increased external financial support for education in Africa.

### Recommendations for Bank Action

#### To improve the quality of textbooks:

- Encourage state agencies responsible for developing textbooks to use authors carefully chosen from the private sector, reward them appropriately, and support them with adequate training in written communication.
- Monitor the quality of textbooks provided with IDA funding more closely than in the past. Before contracts for printing of new books are signed, conduct spot audits of textbooks selected in the course of bid evaluation. Before textbooks are reprinted, commission field studies of the appropriateness of academic and social content, language, and length.
- In bid evaluation, allot at least 40 percent of the weighting to the quality of content.
- Expand its support for supplementary reading materials as an adjunct to textbooks.
- Prepare one or more standard sets of criteria for evaluating textbooks, incorporating best practices from all regions. These basic documents could be adapted to meet the borrower's conditions and requirements.

#### To improve equity of access for all to good quality primary education:

- Ensure that adequate numbers of textbooks are provided without charge at the primary level.
- Provide a mechanism for equity of access to textbooks at the secondary level. Selective assistance should be favored over subsidized rental fees or sale prices. Include commitments to maintain equity of access in credit agreements and monitor borrower's performance regularly.

**To ensure better use of textbooks:**

- Give the highest possible priority to teacher training in the use of textbooks. Audit the borrower's performance in this respect annually and take steps to improve it if necessary.
- Provide special training in selection before multiple choice in textbooks is introduced. Annotated lists of authorized learning materials would be of particular help to decisionmakers who cannot inspect the books themselves.
- Prepare guidelines to facilitate training of MOE and private sector staff in textbook provision. The guidelines would be available to borrowers to translate and adapt to local conditions. Subjects could include the development, selection, storage, and care of textbooks.
- Provide adequately for delivery to remote schools that the private sector cannot reach economically.
- When textbooks are sold through commercial channels, provide means to serve rural areas where no bookshops exist.
- Ensure that adequate storage space for textbooks exists at all necessary administrative levels, down to the school level. The improvement of existing facilities could be a subject for cooperation with other donors and civil society organizations (CSOs).
- Continue efforts to instill good practices in book storage and maintenance. Stock keepers, teachers, and students should be provided with detailed instructions and trained in the care and management of books to preserve stock and ensure its efficient use.
- Include computerized stock control and training in its use in future projects to achieve economies in textbook provision.
- Finance the design or adaptation of a standard computer program for stock control and management of textbook provision.

**To improve the sustainability of textbook provision:**

- Include in the credit a borrower's commitment to fund replenishment of textbooks, normally under a dedicated budget line. Performance should be audited annually, with satisfactory performance a condition for any future education credits.

- In the design of textbook components, address the roles, responsibilities, and concerns of all players in the book chain that stretches from the MOE to the individual student. Evaluate the capacity and capability of every link. At every stage, provide adequately for monitoring and response.
- Urge governments to preserve any intellectual property rights in textbooks that they own. Make public retention of copyright in textbooks developed by public agencies with IDA financing an explicit condition in credit agreements.
- Encourage borrowers to share expertise and achieve economies of scale through the cooperative development and production of textbooks, and seek ways to support such cooperation.
- Conduct workshops on the use of digital technology in producing subregional co-editions.
- Encourage governments to pool efforts in the preparation of local language textbooks when languages cross jurisdictional borders.
- Increase internal Bank expertise in textbook provision and management.
- Involve a textbook specialist in the design of every education project that includes provision of printed teaching-learning materials.

**To improve contributions to the development of the local private publishing sector:**

- In Bank support for capacity building in textbook provision, draw increasingly on African expertise and African examples of best practice.
- Encourage domestic industry by improving African publishers' access to capital. Possible strategies include modified guidelines for domestic preference, concessionary loans, and a guaranteed loan scheme.
- Ensure that bidding documents for procuring textbooks are as short, simple, and inexpensive as possible.
- Support training in international procurement.
- Test standard bidding documents for effectiveness and efficiency before they are implemented, using a representative sample of local and transnational publishers and printers.

# I

## Introduction

**N**ext to a good teacher, a good textbook is the most effective medium of instruction. When teachers are underqualified, underpaid, and undermotivated, the textbook and its accompanying teacher's manual are especially important. That situation is far too common in Sub-Saharan Africa.

The provision of textbooks has been linked loosely to improved student attendance and directly to improved student performance. In classrooms without adequate textbooks, time is wasted, while teachers dictate lessons and write information and exercises on the blackboard for students to copy into their notebooks. In classrooms without up-to-date textbooks, teachers and pupils alike are slaves to obsolete knowledge and methodology. For many young people on a book-starved continent, textbooks are the only introduction to literacy. As a result, the provision of textbooks has been prominent in most of the World Bank's education credits and loans to Sub-Saharan Africa, at times amounting to one-quarter or more of the total disbursement.

Yet textbooks have never fit easily into the Bank's program, because they:

- Last only a few years and must then be replenished
- Are normally procured in a few large lots, but even during the life of a project, should be recognized by the borrower as an annual recurring expense
- Are described as quality inputs, whose assessment is largely subjective, yet they must fit into

a bid evaluation procedure designed to be objective

- Are treated as commodities, yet their value consists largely of services delivered
- Involve intellectual property rights that may complicate the exercise of competitive bidding
- Have meaningful value only as part of a process that stretches from the author to the classroom teacher and student, every part of which requires attention in project design
- Are less obvious and expensive than civil works and less innovative than policy restructuring. As a result, they may be lumped in with vehicles, equipment, and other materials in project budgets.

In addition, despite more than a quarter century of effort by the Bank and the investment of tens of millions of dollars during that time, many students in Sub-Saharan Africa still lack adequate access to textbooks. Where textbooks have been produced, they are not always available to the students.

These are the issues that this report addresses. It is based on a desk review of eighty-nine Bank-financed educational projects approved or already under way between 1985 and 2000 in forty countries of Sub-Saharan Africa. The review was carried out between March and June 2001.

### Context

Sub-Saharan Africa contains some of the world's poorest countries. They remain largely rural, and

large numbers of their people scratch a living from subsistence farming. Poverty rates in the countryside may exceed 80 percent. The region's economies depend heavily on commodities, for which world prices have been low. Mismanagement, war and civil unrest, floods, drought, and desertification have variously plagued these countries. Structural adjustment policies have led indirectly to a reallocation of land and labor away from commercial agriculture, affecting economic behavior, family patterns, social identities, and cultural norms. With the decline in economic importance of agriculture, considerable migration has taken place; men have lost much of their status as providers, and more women have become wage earners, largely as domestic servants. These fundamental shifts increase the demands on governments to promote the development of human capital and equip their people to work in the new environment by fostering literacy, numeracy, knowledge of the national language, and various occupational skills (Bryceson 2001).

The period studied coincided with a major shift in Bank priorities from post-primary to primary education, following a 1987 document, *Education Policies for Sub-Saharan Africa: Adjustment, Revitalization, and Expansion*. That study was prepared because school enrollments in Sub-Saharan Africa were stagnating and educational services were deteriorating—developments that impeded efforts to solve the region's economic and social problems. A downward spiral of economic erosion threatened the considerable advances in education that had been made since independence.

The report's recommendations covered broad improvements in efficiency, financing, curricula, and social equity. Several of its strongest comments referred to textbooks:

In the countries where educational standards have deteriorated most, the choice between expansion and quality is no longer an either-or choice. Without some basic revitalizing inputs, particularly textbooks and instructional materials, almost no learning can be expected to occur (p. xiv).

The safest investment in educational quality in most countries is to make sure that there are

enough books and supplies. These materials are effective in raising test scores and, almost invariably, have been underfunded relative to teachers' salaries. This is also an area where external aid has a comparative advantage. (p. xiv)

Evidence points strongly toward the provision of instructional materials, textbooks especially, as being the most cost-effective way of increasing the quality of education. The scarcity of learning materials in the classroom is the most serious impediment to educational effectiveness in Africa. (p. 50)

Given that many primary school teachers in Africa have less formal education and teacher training than is usually the case in more developed regions of the world, the use of teachers' guides and other materials designed to assist low-qualified teachers in the organization of classroom activities could prove to be especially cost-effective in the African context. (p. 50)

## The Review

This review was initially to cover approximately thirty-five representative projects that incorporated textbooks and learning materials. In making the selection, however, it became evident that a sample of that size could not represent the diversity of reality. The countries ranged from tiny Comoros to giant Nigeria, the educational levels from primary to tertiary, the learning materials from reading primers to university-level scientific and reference works, the structures from state dominance to free-market competition, the implementation from purchase of existing books in a metropolitan language to the development of entirely new works in local languages.

A search was made of documents in the Bank's electronic data bases for projects that (a) were within the African region, (b) had been approved or were under way between 1985 and 2000, and (c) involved provision of significant numbers of textbooks or other teaching-learning materials. Some additional projects were identified from staff documents. Appendix 1 lists eighty-nine projects that met the three criteria. Several more projects involved small numbers of textbooks, but were not included.

Overall, education projects accounted for one-tenth of all credits approved for Sub-Saharan Africa. Almost three-quarters of the education projects included provision of textbooks, teacher's guides, or other teaching-learning materials (see table 1.1). This proportion reflected a considerable increase in attention to textbook provision. The last review of this kind, completed in 1985 by Barbara Searle, covered fiscal 1965–83. During that period only 18 percent of education projects worldwide had textbook components, although the proportion was increasing—from only 6 percent before 1974 to 32 percent in fiscal 1978–83.

The increased attention to primary education after 1987 was not reflected in textbook provision, which was always strongly biased toward the basic levels (see table 1.2).

All, but eight of the countries in the Africa region have had projects involving textbooks since 1985; the exceptions were Congo, Eritrea, Gabon, Liberia, Namibia, Seychelles, South Africa, and Zimbabwe.

Although every project was reviewed at least briefly, special attention was paid to those in seventeen broadly representative countries (see table 1.3).

Textbooks were invariably only part of a broader program of educational improvement and usually a relatively small part of the total cost. In a few projects they accounted for one-quarter or more of the total expenditure. More often they accounted for less than 10 percent of the total and frequently for less than half that (see appendix 1).

Chapter 2 considers the major issues involved in provision of textbooks and related materials. Chapter 3 reviews World Bank policy related to textbook provision during the review period. Chapters 4 to 7 review experience in textbook development, procurement, distribution, and cost recovery. Chapter 8 examines other issues, chapter 9 lists major lessons learned, and chapter 10 recommends strategies that appear to be implementable. Appendix 2 summarizes the roles of the public and private sectors and efforts for cost recovery are summarized for each project.

**Table 1.1**  
**IDA Credits in Sub-Saharan Africa**

Year	Number of IDA Credits in SSA	Education Credits in SSA	Credits with Textbook Components	Percent Credits with Textbook Components
1985	66	4	2	50
1986	61	5	3	60
1987	68	6	6	100
1988	69	8	7	88
1989	69	4	5	125
1990	67	9	9	100
1991	67	7	7	100
1992	67	8	6	75
1993	72	13	7	54
1994	57	7	2	29
1995	74	6	6	100
1996	53	6	3	50
1997	47	4	3	75
1998	57	7	5	71
1999	55	7	4	57
2000	66	9	4	44
<i>Total</i>	<i>1,015</i>	<i>110</i>	<i>79</i>	<i>72</i>

\* Includes Emergency Flood Reconstruction Project in Sudan.

**Table 1.2**  
**World Bank–Financed Education Projects with Textbook Components in Africa**

	1965–83 <sup>a</sup>		1985–2000 <sup>b</sup>	
	Number of Projects	Percent	Number of Projects	Percent
Primary only	16	67	49	55
Primary and secondary	5	21	23	26
Primary and tertiary	–	–	1	1
Secondary only	1	4	5	6
Secondary and tertiary	–	–	3	3
Tertiary only	1	4	6	7
All levels	1	4	2	2
<i>Total</i>	<i>24</i>	<i>100</i>	<i>89</i>	<i>100</i>

a. This period represents the period covered by Searle (1985).

b. This period represents the period covered by this report.

**Table 1.3**  
**Characteristics of Focus Countries**

Country	Location			International Language				Population (millions)			
	West	Southern		English	French	Luso- phone	Other	<5	5–10	10–20	>20
		Central	and East								
Angola			X			X					X
Burkina Faso	X				X						X
Burundi		X			X				X		
Cape Verde	X					X		X			
Côte d'Ivoire	X				X					X	
Ethiopia			X				X				X
The Gambia	X			X				X			
Guinea	X				X				X		
Guinea Bissau	X					X		X			
Lesotho			X	X				X			
Madagascar			X		X					X	
Malawi			X	X						X	
Nigeria	X			X							X
Rwanda		X			X				X		
Senegal	X				X					X	
Tanzania			X	X							X
Zambia			X	X					X		
<i>Totals</i>	<i>8</i>	<i>2</i>	<i>7</i>	<i>6</i>	<i>7</i>	<i>3</i>	<i>1</i>	<i>4</i>	<i>4</i>	<i>6</i>	<i>3</i>

### Author's Note

This report has all the limitations of a desk review based on documents that were readily available and without field visits. The documents were in some cases inconsistent. In general, as another observer has pointed out (Jones 1992, p. 88), the documents frequently reflect the optimism and enthusiasms of their authors. At the same time, they show the all-too-human trait of singling out failure more readily than success. The examples that follow may make the same error, although balance has been sought. It is a sad fact that there are more ways for

things to go wrong than right; failures are included only to illustrate the many pitfalls that can lie in the path of task managers.

It has been possible in the time available to follow up only on the major trails the research has uncovered. The review concentrates on textbooks, although, in general, it is safe to assume that funding for newly developed textbooks also included funding for the accompanying teacher's guide. The initials MOE have been used generically for all ministries concerned with education, although the official name may be different.





## Issues in Textbook Provision

▲  
■ A textbook is a mediated communication between its author and an individual student reader. To the extent that the communication is ineffective, the textbook will fail in its purpose. The success of the communication, in turn, depends on the effectiveness of the mediation. This basic relationship may be overlooked in a process that is concerned practically with the provision of physical quantities of textbooks along with quantities of chalk, blackboards, slates, exercise books, and other commodity “quality inputs.”

Mediation consists of services—editorial direction, design, production supervision, and distribution. Essential concurrent activities are teacher training and the raising of community awareness on the value of textbooks. The costs of mediation can be substantial, but may not be apparent. If the publisher is the state, many costs will be buried in departmental salary budgets. In private sector publishing, most are usually included in overhead.

In the finished product, moreover, mediation is invisible. Even a skilled reader can rarely identify the extent to which good editing has improved the author’s writing, good design has enhanced the communication of the author’s intent or saved money in the book’s production, or good training has increased a textbook’s use. Failures in any of these areas may be all too obvious: texts that are incomplete, inaccurate, or unsuited to local needs, books that are too costly, or volumes languishing in storage.

A number of issues must be addressed in planning textbook provision. This chapter discusses them in general.

### Authorship

The ideal textbook author is an expert in the subject, familiar with and supportive of the curriculum, experienced in teaching at the appropriate grade levels, and skilled in writing that will interest and motivate students. Such paragons are scarce anywhere. As a result, the writing of instructional materials in the North has become a team effort, especially in the complex task of writing an integrated series of textbooks and teacher’s guides spanning several grades in a subject.

Writing in Sub-Saharan Africa is likely to be more solitary, but is growing increasingly professional. Transnational publishers commonly use African nationals to write or adapt textbooks. Ministries are looking outside their own ranks. In the past, many textbooks were written by subject specialists in the same national agency that was responsible for developing the curriculum. This was an incestuous relationship that did nothing to ensure that the authors had recent classroom experience or were familiar with life beyond the urban elite. In recent years, several MOEs have been commissioning private authors, often retired teachers, to undertake the work of writing new texts or adapting existing ones. The transition has been facilitated by training for authors (and for illustrators, designers, and editors) under projects financed by the Bank and other agencies.

The training of local authors is essential because a good textbook reflects the experience of the students using it and the cultural sensitivities of their community. Even “neutral” subjects such as mathematics and science may be country specific. In Angola, a

new government insisted on revising primary mathematics books, because existing ones had too socialist a bias—for example, a child going to the *maison du peuple*, rather than a retail shop to buy eggs for the family meal. Experiments in science books must use materials that are readily available, and examples should be within the students' experience.

For countries that want to obtain new textbooks quickly, but cannot find anything suitable that is already published, the fastest route is usually to adapt existing books under an agreement with the publisher of the original edition. Adaptation may only involve changing examples to reflect the local context and modifying content to fit national curricula. The basic structure is already in place, and large parts of the text and many illustrations may be usable with only minor changes. The original books have already been tested in use and may have been improved accordingly.

### Gender Sensitivity

Most projects that incorporate curriculum revision include efforts to remove gender bias from teaching and textbooks. Bank-recommended criteria for textbook evaluation also include gender and cultural sensitivity. Nevertheless, unconscious gender biases linger.

### Language of Instruction

Education in most Sub-Saharan African countries has historically been provided in the language of the former colonizing power. To learn basic skills such as reading and arithmetic, students first had to learn English, French, Portuguese, or Spanish. A performance audit in Comoros in 1997 found considerable evidence that with this approach most educational resources were spent on teaching French to both students and teachers. Moreover, the audit team added, "The vast majority of students will live and work in Comoros. They will have little need for French, but much need for the basic information they fail to acquire in the classroom."

A more succinct analysis appeared in the appraisal for a project in Guinea-Bissau, where all teaching was in Portuguese, although only 11 percent of the population spoke the language:

A child with no understanding of Portuguese is taught by a poorly trained teacher unable to communicate effectively in the language of instruction.

Evidence from several countries suggests that mother tongue instruction leads to better performance and lower repetition and dropout rates, especially among poor and ethnic minority children. In Mali, bilingual teaching coincided with higher attendance and higher scores in all subjects, including mastery of French, especially for girls and disadvantaged (or minority language) children. Taught in their mother tongue, students grasp concepts more readily, and when the time comes, they learn the second language and its labels for the embedded concepts more quickly. Teachers ill equipped to teach in the metropolitan language of the former colonizing power also function more effectively.

Much of the evidence from pilot tests in mother tongue instruction is said to be tentative and derived from questionable methodology (World Bank 2001a: 37). Nevertheless, in the 1990s, interest increased in using the pupils' mother tongue in the earliest primary grades and only then phasing in the metropolitan language.

The change is not without problems. Linguists have identified more than 1,250 languages used in Sub-Saharan Africa, but only nine that are spoken by more than 10 million people as a first or second language (World Bank 1987: 53). Most language groups are much smaller. Little printed material exists in most of the vernacular languages.

Bilingual education requires time and resources to develop new instructional and learning materials in the mother tongue. It may meet opposition from some parents, especially in the elite, who associate it with second-class education. A European language is necessary in most Sub-Saharan African countries for secondary education and, later, for tertiary education and for success in business or government. Adequate provision for the transition to the second language of instruction is necessary.

In countries that use several languages of instruction—Zambia has seven, Ethiopia nineteen—the difficulties compound. If only some national languages are chosen for instruction, children speaking other languages may be marginalized. In urban areas es-

pecially, the metropolitan language may have to be used at all levels because of the diversity of students who have migrated from different linguistic areas of the country.

A multiplicity of languages reduces the mobility of the teaching staff and increases the work of syllabus writing, manuscript preparation, and teacher training. It also compounds the difficulties of textbook provision, increases the unit cost of materials as national press runs are fragmented, and exacerbates the logistical problems of distribution.

A return to the metropolitan language has its own hazards. Guinea adopted mother tongue instruction in all primary schools when it achieved independence in 1958, but failed to prepare students adequately for the transition to French in upper levels. When in 1984 a new regime launched educational reforms, including a return to French for primary-level teaching, two generations of teachers lacked the fluency in French they needed under the new system.

The additional costs of mother tongue instruction must be measured against savings through gains in educational efficiency. Experience in the River State of Nigeria, however, demonstrates that, if there is a will, it is possible for a jurisdiction to produce textbooks in several languages spoken by relatively small numbers of students (World Bank 1987: 55).

### Evaluation

Although either the public or the private sector may carry out other functions of textbook provision, evaluation of textbooks for use in the schools must be public. The state has a responsibility to ensure that all the books bought with public money or recommended by the schools for purchase by parents meet minimum standards in content. The process of appraisal and authorization should not only be thorough and objective, but demonstratively so. This requires:

- A governing board, preferably with some members from outside the MOE
- A set of uniform standards
- A corps of trained evaluators representative of different areas of the country
- Open invitations to publishers to submit manuscripts

- Procedures that guarantee confidentiality for the names of evaluators
- Full and rapid reporting to publishers
- Strict adherence to stated guidelines and the recommendations of the evaluators

The process of evaluation within ministries is not always so rigorous. The Bank has not normally been involved in evaluation, unless pedagogic quality is a criterion in the procurement process.

### Intellectual Property Rights

A textbook is intellectual property and, as such, is subject to national legislation and international agreements. The copyright in a textbook—that is, the exclusive legal right to publish that book—has value that should be protected. Under most legislation, copyright automatically belongs to the creator, in this case, the author; however, when the author is paid to write as part of his or her job, copyright normally belongs to the employer. This is the case when an MOE or one of its agencies (a curriculum development center or national pedagogical institute) has its employees write instructional materials or commissions private authors to do so for a fee.

Many Sub-Saharan nations have opted to prepare the manuscripts of their textbooks within their MOE or one of its agencies and to contract out other publishing functions. The contracted functions may include some or all of editing, design, illustration, manufacture, and delivery. The agreements, as approved by the Bank, provide only for procurement of services. The copyright in the material remains with the government of the country, which legally remains the publisher of the textbook.

In many such agreements, the contractor is also required to turn over to the government the films it used in making printing plates. Unlike the retention of copyright, the provision for transfer of film is only a convenience. It makes it possible for the government to purchase reprinting without going through the filmmaking stage.

The distinction between the government as publisher and a private sector company contracted to supply publishing services to the government is not always recognized. In Bank reports, contractors are sometimes described as publishers. The distinction is critical.

A government may, for financial or other reasons, decide to share publishing rights in a textbook with a commercial publisher. Alternatively, the government may retain copyright, but grant a commercial publisher exclusive rights to publish or reprint a textbook. Such rights may be limited to a set number of years or be in perpetuity; they may be restricted to the country of origin or extend beyond its borders; they may provide for lump sum or royalty payments to the originating agency.

In any such sharing or granting of exclusive rights, however, the government loses its freedom of action in the future. Without its partner's agreement, it cannot open competitive bidding for any reprinting or revision of the work. A commercial publisher anxious to secure its own position may withhold that agreement. Without competitive bidding, the government may have difficulty in securing the Bank's nonobjection to future purchases at a price that is above the threshold for direct contracting.

Here the Bank's policies may seem to conflict with normal business practice. The public retention of copyright may be seen as discouraging commercial publishers from competing for textbook provision. These concerns ignore the true purpose of copyright, which is not to create a monopoly, but to ensure that creators receive an appropriate reward for their work. Publishers normally seek to obtain the copyright in a textbook so that they can amortize over several printings the substantial initial investment in editorial development, illustration, design, typesetting, pretesting, and film. They can obtain the same assurance by securing exclusive rights of publication during the life of the book without any transfer of copyright. During the past three decades, books have increasingly appeared in the author's copyright and not the publisher's.

Under competitive bidding for publishing services, when the state holds copyright, bidders will seek to recoup all the initial costs from the printing that is the subject of the tender. As a result, the unit price will be higher than it might be if bidders could hope to spread the costs over several printings. The unit price of reprints, however, should be correspondingly lower—a benefit to governments who must fund the cost of replenishment. Over several printings, the differences should theoretically balance out.

Where copyright lodges need not be an issue in what is essentially a contractual relationship.

### **Editorial Supervision**

Because it is so important that textbooks are accurate and suited to their young readers, they require unusually careful editing.

Editors ensure that a manuscript adheres to curriculum and other departmental guidelines and that the methodology, language, and content are appropriate for the intended students. They examine manuscripts for social content, including gender issues, effective use of illustrations, and probable number of printed pages.

They are concerned that the manuscript is complete and consistent within itself, the language clear, and the presentation easy to understand. They check that facts are accurate, text and illustrations agree, spelling and grammar are correct, and nothing is likely to offend. This skilled fine combing may uncover a missing "not" or a misplaced decimal point, either of which can totally change the author's meaning.

Before printing, the textbook may be field tested. Page proof copies are sent to teachers to try out in the classroom. Field trials not infrequently demonstrate that what was clear to an adult may puzzle a youngster. Additional revision is then necessary.

### **Design**

Effective design assists communication between author and readers; errors in design impede it. Errors may include a page that is too large or a book too thick for small hands, a typeface that is too difficult to read or too small for beginning readers, or a line too long for easy scanning.

Paper should receive careful consideration. The color should be bright enough for easy reading, even in classrooms without electricity in the rainy season. Paper and binding must be strong enough to endure youthful handling over several years.

Good design is not only aesthetic; it is economical and cost-effective. Ill-considered design can add substantially to the cost of production.

### **Manufacture**

Printing and publishing are commonly taken to be the same, but the former is no more than a subset of

the latter. Printing, paper, and binding are, however, by far the most costly components of textbook provision and the ones most accommodating to competitive bidding. In some early projects, provision of printing equipment to a state or parastatal facility was seen as the key to ensuring provision of textbooks in the schools.

Few book publishers today own their own printing plants. The expense of modern presses has led to concentration in the industry, and publishers often arrange printing in cities and countries other than their own.

Book printing is specialized work, different in its requirements from printing newspapers, magazines, or commercial products. Bookbinding also requires substantial investment and skills. Few book printers and fewer binderies in Sub-Saharan Africa can meet the schedules and standards required for textbooks. Much equipment is old or ill maintained for lack of local service expertise.

Paper is the most expensive item in book manufacture in Sub-Saharan Africa, typically representing 45 to 70 percent of the total cost (in contrast to about 30 percent in the North). The price of paper is notoriously volatile and set by the largest producers and consumers in the North. Some African countries have developed their own papermaking capacity, but rarely can produce the quality suitable for textbooks.

### Distribution

The delivery of state-owned books from a central warehouse to individual schools requires an organizational structure, adequate infrastructure, and sufficient money. Efficient allocation also requires recent and accurate information about present and future enrollments by school, grade, and subject and about present textbook stocks. These requisites are not always present, and many books that are produced do not reach a school.

Textbooks in large numbers are bulky and heavy to transport; they can be easily damaged through careless handling, exposure to water, and incursions of rodents, insects, mold, and human thieves. Their storage—centrally, in intermediate depots at regional and district offices, and in the schools—requires secure quarters and trained personnel.

In urban areas, delivery of books to the schools may be relatively easy. To reach the rural schools of

most countries, books must be carried long distances on dirt roads, sometimes made impassable by weather or low maintenance, in trucks that may be in little better condition. Many schools are miles from the nearest point that a truck can reach. A study team that visited 363 schools in Guinea found that fifty-two (one in seven) could be reached only by all-terrain vehicles and six could be reached only on foot (AED 1998: 44).

Civil conflict impedes distribution in several countries. In island nations, distribution depends on the schedules and capacities of ferries and cargo ships. In some West African countries, the academic year is geared to Northern schedules and books must be delivered during the rainy season to be in the schools before term starts in September.

In countries where telephones and mail are unreliable, school data tend to be incomplete, sometimes false, more often outdated, and pitted with errors that are compounded in collation at several steps up the ladder to the central office.

Textbooks that are sold through retail outlets meet additional obstacles, principally the scarcity of bookshops outside urban centers.

### Availability and Use

Most governments and most educators would like to provide every student with a complete set of schoolbooks in every subject. A textbook-to-pupil ratio of 1:1 in core subjects is a common target, although not always achieved. The ratio is physically and financially difficult for governments to maintain and may be unnecessarily expensive in some grades and subjects. An often-quoted experiment in the Philippines suggests that when schoolbooks are the property of the school and not taken home, only a marginal difference exists between ratios of 1:1 and 1:2. Some experts have suggested that a ratio of 1:3 should be regarded as satisfactory (Brunswic and Hajjar 1992: 19).

During the review period, projects in Sub-Saharan Africa recognized that a minimum set of textbooks for the primary levels constituted books in two subjects for the first two grades and in three subjects for higher grades, in a textbook-to-pupil ratio of 1:2.

The provision of textbooks is ineffective if the books are not used or not used well. In schools that have had no textbooks for years, teachers are accus-

tomed to doing without. They may hesitate to use the new resources or may not know how to use them effectively. The provision of textbooks is incomplete unless there is provision for teacher training in their use.

### Recurring Costs

Books have short lives. A textbook that is used with care rarely lasts more than three to five years. Textbooks that are imperfectly bound or subject to hard use do not last that long. Where children carry them home each day over hilly paths; in seasons of heavy rain, to homes without shelves, books fall apart. The alternative is to keep books tightly under the control of the school or not to use them at all. In any event, all textbooks eventually become obsolete as the curriculum is revised.

Annual provision, therefore, must be made to replace lost or damaged copies. Copies also must be available annually to meet increases in enrollment—the result not only of population growth, but also other Bank-assisted improvements in the education system.

The continual need for book replenishment is normally recognized in the textbook subcomponent of education credits. The number of books procured is usually sufficient to achieve the target textbook-to-pupil ratio for current enrollments and provide for additional needs during the life of the project. Economies of scale make such an approach desirable, if not essential for most African borrowers.

Books are most often procured in one or two lots. The magnitude of such a purchase—amounting often to several million dollars—may obscure the fact that the provision of textbooks is a recurring, rather than a capital, expense. If textbook provision is to be sustained, the borrowing government must begin providing for replacement as soon as the initial distribution of books is complete. It may do so by budgeting annual allocations to a dedicated textbook fund or by sharing the burden with students' families through sale or some form of loan or rental scheme.

### Cost Recovery

Financially pressed governments have been seeking to share some or all of the cost of textbook provision with parents and communities. Various strategies have been used, ranging from (a) outright delegation

to the private sector for sale to parents at full cost recovery to (b) government purchase of books for rental to students at subsidized rates.

Cost recovery raises issues of affordability and equity. Many poor families in rural areas lack the cash for textbook rental fees and withdraw their children, especially girls, from school; thus, an urban elite that could afford to pay the full cost of the books gains much of the benefit of subsidization. Cost recovery schemes may also suffer from delinquent payments, inadequate allowance for loss and damage, mismanagement, and outright theft.

Cost recovery is seen as an avenue toward sustainability, but whether it can succeed in poor countries and whether it is desirable or even necessary are issues that are still being debated. In most countries, textbooks are an almost insignificant fraction of the annual budget for recurring expenses in education. For example, a survey of 166 government schools in Ethiopia found that, in 1994–95, salaries accounted for 91.3 percent of running costs and instructional materials of all kinds for only 2.2 percent (KUAWAB 1996, 30).

### Market Size

The initial costs of a textbook are substantial. They include manuscript development; fees or salaries for authors, illustrators, and editors; typesetting; pretesting and subsequent revision; and filmmaking, plate making, and preprint press preparation. As a result, the unit price falls as the print run grows and significant economies of scale can be achieved in large orders.

Of the forty countries represented in this survey, however, five have populations of less than 1 million, and thirteen have populations of less than 5 million. Only seven have populations greater than 20 million (see table 2.1).

The achievement of quality in textbooks is just as difficult and expensive in small countries as it is in large; however, the pool of professional expertise is smaller and the unit cost of production will inevitably be higher unless especially cost-effective solutions can be found.

Even in countries with a mid-sized population, the trend toward mother tongue instruction in early primary grades is fragmenting the largest requirement for textbooks and reducing print runs accord-

**Table 2.1**  
**Estimated Population, July 2000**  
*(millions)*

Sao Tome and Principe	0.2	Niger	10.0
Cape Verde	0.4	Senegal	10.0
Djibouti	0.5	Angola	10.1
Equatorial Guinea	0.5	Malawi	10.4
Comoros	0.6	Mali	10.7
Swaziland	1.0	Burkina Faso	12.0
Mauritius	1.2	Cameroon	15.4
Guinea Bissau	1.3	Madagascar	15.5
Gambia	1.4	Côte d'Ivoire	16.0
Botswana	1.6	Mozambique	19.1
Lesotho	2.1	Ghana	19.5
Mauritania	2.7		
Central African Republic	3.5	Uganda	23.3
		Kenya	30.3
		Sudan	35.1
Togo	5.0	Tanzania	35.3
Sierra Leone	5.2	Congo (Zaire)	52.0
Burundi	6.1	Ethiopia	64.1
Benin	6.4	Nigeria	123.1
Rwanda	7.2		
Somalia	7.3		
Guinea	7.5		
Chad	8.4		
Zambia	9.6		

Source: CIA World Factbook 2000.

ingly. In all countries, the price of secondary-level textbooks is higher than that of primary-level ones, not only because the subjects are more complex, but also because smaller numbers of students are enrolled.

Where private sector publishers are expected to develop manuscripts to national curricula and conditions, market size again is a factor. Commercial publishers are more ready to make the necessary investment in textbooks for large primary-level markets than small ones and for books in core subjects than in marginal ones. Where dropout rates are high, they will be more interested in books for early primary grades than for later ones.

## Training

Short-term training, through workshops and study tours, can teach the principles of evaluation, writing, editing, illustration, design, and other publishing skills. To master them, however, takes continuous practice under supervision. Several transnational companies have carried out this function in their African branches, training local staff who might then go on to other publishers or start their own houses. Some agencies have also provided continuous technical assistance: notably the Deutsche Gesellschaft für Technische Zusammenarbeit, the Swedish International Development Cooperation Agency, which calls itself "Sida," and, in lusophone countries, the Gulbenkian Foundation.

Within civil services, it is often difficult to build a well-trained publishing staff. Personnel may be appointed without consideration of previous qualifications. Trained staff may be transferred to other departments in routine rotation or seduced away by better pay to the private sector. Governments change, and ministerial directive may disrupt or civil war destroy policies and a functioning team.

## Public or Private Provision

Any or all of the publishing functions may be carried out by either the state or the private sector. Table 2.2 on the next page shows some of the possible combinations in increasing degree of liberalization (on a scale of 1 to 6, from the least to the most liberalized). In recent years, several countries have liberalized their procurement practices. Some have moved from total state monopoly to entirely private provision.

Division of responsibilities is not always clear cut. Even where an MOE is the major purchaser, some copies may be sold through the retail market. In some countries, textbooks produced by a state agency are distributed entirely or substantially by sale through commercial channels, such as wholesalers and small vendors.

In the Bank's last major review of textbook assistance, published in 1985, Barbara Searle identified twenty variations in provision among forty-eight projects in twenty-five countries worldwide (Searle 1985: 9). During the following fifteen years, all the variations occurred in Sub-Saharan Africa. Experience suggests that none of the permutations is per-

**Table 2.2**  
**Possible Mixes of Public and Private Sector Roles in Textbook Provision**

Country	1	2	3	4	5	6
Manuscript development	X	X	X	X	X	0
Publishing	X	X	X	0	0	0
Printing/Binding	X	0	0	0	0	0
Distribution	X	X	0	X	0	0

X = Public sector O = Private sector.

fect and what is best for one country may be unsuitable for another.

Where state institutions have written, produced, and distributed a single textbook for each subject-grade, the system generally has been found to be inefficient and ineffective (e.g., Askerud 1997: 57; Bgoya and others 1997: 21). Sida found that, in the programs it supported, "by and large government publishing has not functioned well. State-aided companies are frequently hampered by inefficient bureaucracy, unawareness of real costs, or lack of motivation on the part of the staff" (Sida 1996: 15).

Hidden subsidies have masked true costs. Civil servants—often well versed in educational theory, but unskilled in printing and publishing techniques—made decisions that might be pedagogically appropriate, but unnecessarily costly. Books were produced in uneconomical page sizes and wasteful designs. Distribution systems failed, because of inadequate funding for transportation from regional warehouses to the schools. Functions were sometimes scattered among different departments or units with little coordination. Personnel were poorly motivated to meet schedules or save money. Staff development and promotion followed civil service procedures, often blind to publishing professionalism. Decisions reflected economic or political priorities, rather than sound publishing. Funding was principally by an annual legislative grant, making forward planning difficult, if not impossible. The contents of textbooks often reflected the values and policies of the government that controlled the purse strings and appointments.

The private sector, it is argued, being profit motivated, is leaner and more efficient. Entrepreneurs who are risking their own money or their shareholders'

are more likely to be concerned about achieving economies and making use of professional skills than civil servants who have no personal stake in textbook provision. Of course, many civil servants are just as dedicated and professional, but even they may be overcome by the inertia of large bureaucracies.

Private sector publishing, it is also argued, is biased toward cost recovery and, hence, sustainability. Because the private sector sells textbooks, it has funds to reinvest in the next year's sales. It also has a powerful motivation—the need for financial turnover—to make that reinvestment. Books that are available this year, therefore, are likely to be available next year if this year's sales potential is realized.

Reality is slightly less rosy. The private sector must recover the full cost of providing textbooks and make a profit. Its costs include overhead expenses, including the cost of money. These costs are often buried in departmental budgets when the state is the publisher. MOEs commonly treat the cost of textbooks as only the direct cost of manufacture, plus perhaps some of the costs of distribution.

A survey of twenty-one Sub-Saharan African publishers in twelve countries found that, on average, the retail price of commercially published textbooks was three times the cost of manufacture (see table 2.3 on the next page).

The cost of privately published textbooks can come as a shock to an MOE that has been budgeting for the cost of textbooks as only the cost of manufacture. The figures in table 2.3 on the next page suggest that, at the very least, publishing overheads and profit will add 50 percent to the direct cost of manufacture. The unit cost can suddenly jump two times or more if multiple choice exists and publishers must pay au-

**Table 2.3**  
**Cost Structure of an Average**  
**African Textbook**  
 (percent)

RETAIL PRICE	100
Discount to booksellers	23
Payment to authors	11
Production costs (raw materials, prepress work, printing, and binding)	32
Marketing costs (promotion and selling)	9
Distribution costs	9
Publishing overheads and profit (personnel, management, finance, and profit)	16

Source: Bgoya and others (1997: 74).

thors and marketing costs. Appropriations rarely increase accordingly.

Commercial firms are likely to concentrate their sales efforts in the wealthier urban areas, where the market is largest and easiest to reach, to the detriment of rural and marginalized areas of the country. Good evidence also exists that, when the private sector has a monopoly in textbook provision, it may find little reason to trim prices or improve the quality of its products. This has occurred in Malawi and, even with state regulation of prices, in Côte d'Ivoire.

### The State's Role in Textbook Provision

The state has the final responsibility for the timely and adequate provision of textbooks in any publicly funded educational system. It decides what textbooks will be used, how they will be published, and how their cost will be paid. At a minimum, it may be expected to:

- Prepare clear and detailed curriculum guidelines
- Make them available for development of textbooks
- Establish an objective process of evaluation and authorization of textbooks
- Determine channels for financing and distribution
- Set minimum physical standards of production

- Perform the same functions with respect to teacher's guides and other instructional materials
- Train teachers in the use and care of textbooks and instructional materials
- Protect intellectual property rights through appropriate legislation.

Governments may also be expected to coordinate departmental policies affecting textbooks. This is not always the case. Ministries of finance or industry may impose high tariffs on imported paper and other raw materials, printing equipment, and replacement parts, to the detriment of local printers and publishers. At the same time, finished textbooks are allowed to enter free of duty under the Florence Agreement (the UNESCO-sponsored Agreement on the Importation of Educational, Scientific, and Cultural Materials). The ministry of finance may regulate the availability of foreign currency; the ministry of agriculture may have some say in the importation of raw materials; and the ministry of culture may set language policies and regulate publishing and printing. When no coordination exists among ministries in policy or regulation, the cost of providing schoolbooks generally rises.

### Decentralization

Until recently, education in most Sub-Saharan African nations has been managed centrally through a national MOE. In countries with poor facilities for communication, decisions made at the center take a long time to effect and are not always based on needs perceived at the institutional or district level. Brickhill and Priestley found in 1993 that, in southern Africa, "as a general principle, the further the decisionmaking process is from the actual user of the material, the less efficiently the funds are used." O'Connor (1999: 117) agreed that textbook provision seemed more effective when selection was at the lowest possible rung of the education system.

A few countries, including Nigeria and Ghana, have for a number of years decentralized some responsibilities in educational administration. Other states have recently devolved responsibility to regions, districts, individual schools, or local bodies.

### The Role of Local Stakeholders

In the 1990s the belief grew that all stakeholders in education should be involved in a function so important to the community—that the wishes of teachers, parents, students, parent-teacher groups, and non-governmental organizations (NGOs) should be heard and that some of these groups might be involved in decisionmaking. In its ultimate expression, responsibility would lodge in the schools; they should be able to decide for themselves how to use substantial portions of their allotted resources, often with the advice or management of committees of teachers, parents, and/or students.

With increased responsibility, it was argued, more pragmatically, that communities would become more active in caring for and maintaining their instructional resources and ensuring their proper use. Moreover, social demand for education increased when communities were encouraged to manage schools themselves. The inverse was also recognized. In Central African Republic, an estimated 30 percent of textbooks produced under a Bank credit was lost during and after political disturbances in the 1990s. Bank staff said that the basic reason for the loss was that “parents do not consider schools, teaching equipment, and school materials to be their responsibility.”<sup>1</sup>

### Multiple Choice in Textbooks

The quality of a textbook determines how well it meets the needs of its users, and a good quality textbook in a single-textbook system is probably better than several competing textbooks of poor quality. Many educators and publishers argue, however, that a multi-textbook system is inherently preferable because competition encourages publishers to innovate and to improve their textbooks and teacher’s guides.

Multiple choice also makes it possible for teachers, head teachers, or district-level officials to choose the books best suited to their students’ needs and experiences. Where only one textbook is available in a subject-level, it has too often in the past incorporated urban activities and contexts that are unfamiliar to students in rural communities. With multiple choice, books can be tailored to satisfy cultural and ethnic diversity.

Another argument for multiple choice is that a single textbook produces “a mass of people desolately uniform, indoctrinated by the official history, phi-

losophy, science, grammar, chemistry, biology, and even the official calligraphy” (de Bedout 1999: 41).

Multiple choice in textbooks fragments the market and reduces economies of scale. Competition may moderate any consequent increases in price. Still, multiple choice is most likely to be practical only in countries with large school populations. Some Bank officials feel that the choice in any subject-level should be restricted, perhaps to three titles. Such a policy could, however, replace monopoly with oligopoly and militate against additional innovation and competition.

The benefits of multiple choice require selection at the local or district level, where the needs, capacities, and experience of students are best known. It also requires significant preparation of teachers in the use of the books and in their selection.

It must also be recognized that multiple choice opens the door to unofficial incentives in selection. In the Philippines, corruption was thoroughly documented (Chua 1999) following the end of a state monopoly in textbook provision. After two years of open competition among local publishers and decentralized choice, a new government reverted to central procurement, this time using stringent procedures and international competitive bidding.

### National and International Provision

Large transnational companies owned and domiciled in Europe have historically provided textbooks to the countries of Sub-Saharan Africa. They have several advantages: access to capital, years of experience in developing textbooks to international standards, and expertise in developing new textbooks with local authors and in adapting existing textbooks to the requirements and conditions of a specific African country. They enjoy established contacts within ministries and retail networks and can provide books quickly and at internationally competitive prices. They can also offer quick economical solutions to immediate problems of textbook scarcity.

On the other hand, their expertise and interest are apt to be most focused on the lucrative core subjects of the primary grades. In upper grades they may offer textbooks only in internationally “neutral” subjects such as science and mathematics. They may lack the capacity to develop and edit books in the local languages that are increasingly coming into use in early primary-level instruction. They may be insen-

sitive to or unaware of local customs or beliefs. Most crucially, they are unlikely to invest their financial and human resources in publishing outside the profitable textbook market.

Local publishers lack capital, and in most Sub-Saharan African countries, publishing skills are limited or nonexistent. In some countries, a previously thriving book trade has been devastated by the imposition of a state monopoly in textbook publishing—sometimes with help from international credits. Local publishers have only a small share of the textbook market, which accounts for 75 percent of publishing revenue in Sub-Saharan Africa (Makotsi 1998: 1); as a result, they have little ability to publish other works.

The significance of this situation extends beyond the classroom. With the financial underpinning of a significant and stable textbook market, local publishers can venture into areas that foreign-owned publishers generally ignore. They can engage continually and in depth in works of local fiction and poetry and in the works of nonfiction that define a country's understanding of its history, society, economy, ecology, and culture. These are books that help to develop a sense of national identity and self-awareness. They can be written especially for children and young adults, who then have books to read that speak of local experience, in place of cheap imports from Europe and India that now are commonly available. The distinguished novelist Chinua Achebe has dismissed those imports as “poisons wrapped in between beautiful covers.” Locally published books help to reinforce, during and after schooling, the literacy in which so much effort and financing have been invested.

African nations have shown a strong preference for national publishing of textbooks, especially at the primary level. The minister of education of Zimbabwe made this point forcefully in the opening address at a conference on textbook provision and library development held in 1991:

It would be a tragedy for Africa, African publishing, and African education if the new emphasis by donors on publishing will ultimately benefit only well-established publishers in [the North]. Clearly, African publishers have a key part to play in enhancing educational quality in Africa.

Later, she said that the underdevelopment of the book industry can be seen as a cause, as well as an outcome, of educational underdevelopment. African nations more recently voiced their aspirations for “cultural stewardship” at a conference cosponsored by the Bank in Florence in October 1999 (Nyambura 1999).

Not every country in Sub-Saharan Africa has the population or the resources to support a publishing industry. Only two or three were thought in 1991 to have a domestic market large enough to support a book industry, even in primary-level textbooks (British Council 1992: 21). Many, however, have educational systems large enough to support private sector textbook publishing, usually with some initial external support. Advances in desktop publishing have made it possible for even small companies to develop textbooks to the final stages before printing.

Local publishers need not be locally owned, so long as they are staffed by natives of the country and originate books locally. Macmillan Kenya, for example, has a local managing director and a fully local staff, publishes what is appropriate for Kenya without interference from a head office, trades with other African countries, and retains all profits for new projects in Kenya (Johnstone 1999: 102; Muita 1999: 152–3). Is it a local or foreign publisher? Macmillan Kenya is an exception, however. Most branch offices are little more than sales agencies that generate few economic benefits for their host country.

### **Publishers' Access to Capital**

Textbook publishing is a capital-intensive operation. It typically takes three years for the entire process—identifying authors, planning and writing the textbook and accompanying teacher's guide, editing, pre-testing in classrooms, printing, binding, and delivering the final product to the schools. With luck, it may take less time, but more often it takes longer. During this time, staff and office expenses must be met, paper and other materials bought, and printers paid. Although hard-pressed governments have been able to fund textbook development with the assistance of external aid, commercial publishers have difficulty finding the necessary capital in countries where textbook provision has been privatized.

Banks anywhere are reluctant to lend money to entrepreneurs in what they see as a high-risk, low-profit industry. A publisher's principal asset, stock in the warehouse, is rarely accepted as security: paper ceases to be collateral the moment it is printed. Interest rates on loans that can be secured are punitive, as high as 40 percent per year. Governments in turn are slow to pay for textbooks, sometimes taking a year or more to meet obligations. Booksellers are also slow in paying for books sold to them on credit.

Private sector publishers, especially small ones, are thus caught between two "hard rocks," unresponsive lenders and nonpaying customers. The scarcity of capital may be the single biggest obstacle to the growth of domestic African publishing industries.

### **The Totality of the Book Chain**

Instructional and learning materials cannot be considered independently, but only as part of a process involving many players and policy issues. A schoolbook is part of a continuum that begins with the student's needs, as defined by a curriculum institute, and ends with the student's use, inside or outside the classroom. In between are the many steps previously discussed.

Failures in planning and coordination will adversely affect the provision of textbooks and learning materials. External support will be meaningful only if it is rooted in detailed strategic plans, not on general policy statements.

### **Government Capacity and Political Will**

World Bank staff members, to judge by project completion reports, are eternal optimists who are far too frequently disappointed in the implementation of their programs. Many of the problems they identify relate to local capacity to manage overly ambitious project designs or seemingly complex procedures. Projects have also suffered from recurrent changes in ministers or in governments, civil unrest and other conflict, and natural disasters.

Ultimately, however, the adequate provision of textbooks and learning materials is a matter of national political priorities and political will. Richard Jolly, special adviser to the administrator of the United Nations Development Program, has spoken

of his excitement at visiting a primary school in Costa Rica:

I [went] with President Arias, to see in practice the pledge he had made to provide computers to half of all primary schools . . . I marvelled at this practical example of bringing the frontiers of education to primary students and adults throughout Costa Rica within four years.

But how can you afford it I asked? His reply—if you don't spend money on a military, you have enough in hand to afford good education for all. This is the challenge for every country—and a practical example of how saving money on the military bills can produce much of the finance required (Jolly 1996).

The International Commission on Education for the 21st Century (1996: 165) recommended that, as a rule of thumb, not less than 6 percent of gross national product should be devoted to education. It believed that all need not come from government—that it is not only justifiable, but desirable to raise money from private sources to ease the pressure on national budgets. Private funding can come from a variety of sources, including fees, although the ability of families and students to pay varies from country to country. But, the commission emphasized, recourse to private funding cannot release states from their financial responsibilities, especially toward the most severely disadvantaged ethnic minorities or the inhabitants of remote regions. The Finance Advisory Committee of the Organization of African Unity Conference of African Ministers of Education has also recommended that member states allocate a minimum of 25 percent of their budgets and 6 percent of gross domestic product to education, that a minimum of 50 percent of education budgets should be allocated to primary education, and that the proportion of education budgets allocated to learning materials should be increased to 14 percent (KUAWAB 1996: 30).

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Education Rehabilitation and Development Project (Cr 1863-CAR).



## World Bank Policies

In its early ventures into textbook provision, the World Bank focused on capital investment in products, rather than capacity building in publishing. The achievement, measured in numbers of books provided to schools, was substantial. Under the three largest projects alone, in Ethiopia, Indonesia, and the Philippines, more than 350 million books were printed. Worldwide, between 1973 and 1985, forty-eight projects financed some aspect of book provision. A majority of the projects supported state activity in textbooks. Many simply provided printing equipment and raw materials. These were learning years, and by the end of the period, several shortcomings had been identified (Searle 1985: 2):

- Failing to establish a capacity for continuous supply of books
- Providing support for only a small part of the textbook provision system, usually printing, thereby overloading the capacity of other parts of the system, for example, distribution or teacher training
- Giving inadequate attention to the quality and appropriateness of the books provided
- Underestimating the difficulties associated with procurement of paper or books, for which standard bank procurement procedures are often inappropriate
- Underestimating the difficulties associated with book distribution, which is hampered particularly by poor information flow between the periphery and the center
- Inadequately providing the necessary institutional arrangements so that the many parts of the book provision system are adequately coordinated.

Since 1985 those shortcomings have been addressed by various practices and policies.

Until 1991 the Bank depended entirely on outside consultants for expertise in textbook provision. That year, it hired a full-time textbook specialist, an African with experience in both publishing and international development. He has since assisted in the design and implementation of projects in many African countries.

A trial set of standard bidding documents especially for textbook procurement was issued in 1994. Those documents addressed Searle's concern about quality and appropriateness. They included a merit point system that judged each bidder on its qualifications and capacity and each submission on its presentation, compliance with the borrower's educational objectives, and price. The standard documents proved unsatisfactory, however. Bidding documents since then have been prepared for individual projects. A new set of procedures and bidding documents is currently being drafted.

In March 2001, after considerable review, an eleven-page Operational Policy on Textbooks and Reading Materials was approved and adopted by the Education Sector Board. Its principles are:

- Adherence to legal and other measures for protecting copyright and other intellectual property rights
- Articulation of agreed roles of the public and private sectors in the development, production, and equitable distribution of textbooks and reading materials
- Maintenance of transparent and competitive processes in the selection or purchase of books for educational use or for contracting publishing or printing services
- Commitment to long-term financing of book development and provision
- Assurance that cost will not be an obstacle for poor students' access to textbooks and reading materials.

The strategies employed in various textbook projects and the extent of their success will be examined in following chapters. This one reviews some of the most important underlying policy issues.

### Procurement

The guidelines in *Procurement under IBRD Loans and IDA Credits* (World Bank 1999) require orders above a certain value to be procured through international competitive bidding (ICB). This is probably the most publicly controversial aspect of textbook provision.

Proponents argue that ICB ensures that nations get the best value for the money they borrow from the Bank. It encourages them to benefit from international standards and expertise in textbook development.

Critics complain that ICB favors foreign publishers over local ones and supports continuing cultural colonialism. They argue that national publishers are forced into a "Catch-22" cycle. They cannot compete effectively for textbook contracts against the expertise and capital of large transnational publishers, but to get the necessary capital or expertise, they need the financial underpinning of textbook contracts.

There are exceptions. Local publishers in both Nigeria (which has a long-established publishing industry) and Mali (which does not) have won competitions for textbooks under World Bank projects against foreign-owned firms. The African Publishers Network (APNET) has, nevertheless, estimated that, in book procurement programs supported by World

Bank lending, for every book purchased from local publishers, fifty books are bought from foreign-based ones (Nwankwo 1999: 142).

In addition, the president of the African Publishers Network has argued that the savings obtained by buying overseas may be illusory.

A book purchase made on the basis of a one-off cost import is not a good bargain when we consider: the opportunity cost of jobs lost to the economy, since the book was not produced locally; the cost of discouraged innovative trading, which would have resulted from higher turnover and increased profitability; the cost of capacity not built; and the cost of lost spillover benefits, which in turn would have invigorated the textbook industry. As a result, these books are not cheap (Nwankwo 1999: 141).

Whatever its flaws, the system of procurement, mainly through ICB, has provided or is providing more than 350 million textbooks for Sub-Saharan Africa through the projects reviewed. This is no mean feat on a continent that has been described as suffering a book famine. The policy has also proved flexible enough to accommodate the transition in many Sub-Saharan African countries during the 1990s from centralized state dominance in textbook provision toward liberalization, decentralization, and multiple choice.

### Liberalization

In her operational review of textbook projects in 1985, Barbara Searle remarked (p. 36) that the most difficult decision facing governments seeking to improve book provision is whether to publish books or purchase them, either locally or abroad. The Bank's current state of knowledge regarding tradeoffs between the two strategies, she concluded, was inadequate, and she recommended additional study of the question.

Eight pages earlier, she had concluded that the most straightforward way to coordinate all the constituent activities of book provision was through a single agency that housed textbook development, production, and distribution under one roof and one manager. In its most extreme form, the printing itself

was carried out within the MOE or in another state or parastatal agency.

At the time, most countries in Sub-Saharan Africa procured their textbooks centrally, buying a single title for each subject-level, and in most, the state acted as both publisher and distributor. This strategy seems still to have been considered desirable, if not inevitable, in a volume published for the Bank six years later (Lockheed and Verspoor 1991: 128):

Developing sustainable capacity for creating, testing, producing, and distributing student learning materials—as well as teacher guides and in-service training materials—requires a significant commitment of the central ministry's resources. Experience in Bangladesh, China, Ethiopia, and the Philippines suggests that textbook agencies, whether autonomous or divisions of the (national or federal) education ministry, are essential to establishing and sustaining a program of materials development . . . Even small countries, where publishing industries are relatively weak, because the market for textbooks is small, may have to set up a clearly defined unit for developing instructional materials; carrying out the design, development, and testing necessary to achieve high quality; and managing the storage and distribution of materials.

Zimbabwe and Nigeria were among the few African nations that permitted multiple choice in an open market in which schools chose the texts they would use from a list of government-approved titles (Rathgeber 1992: 87–88, British Council 1992: 8).

The Bank has since gradually adopted a new position, enunciated in paragraph 18 of its Operational Policy on Textbooks and Reading Materials adopted in 2001.

Private sector initiative and competitive processes for the development, production, and delivery of textbooks and reading materials are indispensable components of sustainable book provision systems. Where this state has not yet been achieved, transitional measures may be put in place, for options to purchase (usually

from private sector) or to produce (usually as a government publisher) . . . Where the government requires textbooks to be produced or distributed by a state monopoly or a parastatal agency, the cost of compliance with such a requirement should be calculated. A thorough financial analysis of the agency should be made, as the agency may not be operating economically. The issue should be raised as a serious constraint to Bank support. Cost-effective pragmatism, rather than political dogmatism, and movement away from uneconomical public enterprises toward more efficient contracting with the private sector should be in evidence for Bank financing to be offered . . .

Today, several countries have liberalized their procurement practices. The state there has withdrawn, partially or totally, from textbook provision.

### Support of Local Book Industries

The Bank's policy on procurement is to achieve the best value for money, whether books are obtained nationally or internationally. Its guiding principles, however, include an interest, as a development institution, in encouraging the development of domestic industries (World Bank 1999: 2). The 1987 policy document on education in Sub-Saharan Africa more concretely recommended that:

An objective common to all African countries should be to develop national skills to adapt and edit materials. For most countries, in addition, enhanced capacity to write and publish such materials is a feasible short-term objective. (p. 50)

In practice, most of the textbooks the Bank has funded have come from overseas. Like several bilateral donor agencies that support domestic publishing in Sub-Saharan Africa, the Bank has been anxious to provide good quality books immediately without waiting the years it takes to develop an effective and broadly based indigenous publishing industry.

The Bank does not, of course, set policies unilaterally. Nwankwo (1996: 26) recognized that education credits are negotiated with a national government. It is the borrower who selects consultants and

implements procurement. Few governments fully understand or are sympathetic to the role of indigenous publishers. Ministers of education have generally been eager for the votes that come with the promise of free books in the coming year (Newton in Sosale 1999: 158).

The importance of local publishing industries is recognized in the Bank's new Operational Policy on Textbooks and Reading Materials (paragraph 19), but with the caveat that benefits from local procurement should outweigh any increase in price:

In primary and secondary education, concern for the appropriateness of reading materials for students is usually expressed in terms of degree of local content, favoring locally developed materials, or a percentage of the curriculum, which can be determined at the district or school level. Further, developing local publishing capacity provides reading materials to audiences beyond those of the school system, reinforcing the reading habit. If books will be acquired only from local publishers, the educational benefit derived from such local acquisition should clearly be shown to outweigh the possibly higher prices, which represent the extra cost of protecting local industry. The benefit should also outweigh the loss of opportunity to benefit from the new materials and innovative teaching approaches offered by international textbooks, especially those in subjects that "travel" well, such as science or mathematics . . . Appraisal must establish that, publishing origin notwithstanding, the appropriate material in terms of content and physical manufacture will be acquired at the least cost to the individual student or to the government.

The Bank's procurement guidelines allow a margin of preference to domestic suppliers in the evaluation of bids under ICB. In the case of textbooks, the allowance recognizes that local publishers may have to pay duty on imported raw materials, while competitive imported books enter duty free under the Florence Agreement. This domestic preference is limited, however, to the value of duties and other import charges that a local manufacturer has to pay to produce the books concerned, up to a maximum of 15

percent of the bid price. It does no more, at best, than level the playing field.

To qualify for domestic preference, a supplier must be able to attribute more than 30 percent of the bid price to the cost of labor, raw materials, and components from within the country. But paper, cover board, film, plates, ink, and binding adhesives must be imported in most Sub-Saharan African countries, whereas labor is relatively inexpensive. Paper alone often exceeds 50 percent of the manufacturing cost and in some cases may be as high as 80 percent (Bgoya and others 1997: 62 and 74).

Publishers dependent on imported paper are hard pressed, therefore, to qualify for domestic preference. In countries where paper is manufactured locally, it often does not meet the Bank's technical specifications for weight, brightness, or durability or is more expensive than paper available to bidders outside the country because of protective tariffs.

The Bank has recently extended the margin of preference to all suppliers within an economic region if the borrowing government agrees. This could have significant implications for countries with publishing industries. For example, Nigeria, which is adopting French as a second language, could be treated as a domestic supplier in an international competition to supply textbooks to Sénégal and Nigeria's other francophone neighbors.

The Bank has also taken some steps to recognize the capital-intensive nature of publishing and the difficulty publishers in Sub-Saharan Africa have in raising capital. Contracts for textbook provision generally provide for an advance payment of 30 percent of the bid price, rather than the 10 percent normally granted. On one occasion, in Mali, the Bank has accepted a guaranteed credit from a printer in place of the cash performance security normally required from a successful bidder. On another occasion, in Nigeria, when considerable amounts of paper were required and paper was globally in short supply, the Bank agreed to start the publishing schedule only from the date that paper was delivered to the printer.

The Bank's Office of the Publisher recently opened an African Publishing Initiative that marries the Bank's own publishing activities with local publishers. To date it has concluded agreements for copublication of Bank publications in Sénégal and Mali and arranged a publication grant for health-related books in Uganda. It plans to license rights to

publish Bank titles of special African interest in several other countries (Akporji 2000).

A viable publishing industry requires people with professional skills, adequate investment capital, effective distribution systems, and a market large enough to pay for the books it produces. African publishing generally is deficient in all four areas. To play a greater role in textbook provision, African publishers require short- and medium-term nurturing. Bank projects have financed training in authorship and in the various professional skills of publishing. In recent years, that training has been more and more opened to the private sector without charge.

### Current Policy Initiatives

In 1997 the Bank introduced the Learning and Innovation Loan, designed to provide structured support for small, time-sensitive projects. Learning and Innovation Loans involved up to US\$5 million for consultant services, small works, goods, and equipment in a two- to four-year period. They were intended to pilot promising development initiatives or test locally based models before large-scale interventions. They provided for intensive monitoring and evaluation. Special attention was to be given to the borrower's capacity and the local stakeholders' response. Approval was vested in the Bank's regional vice-presidents to speed decisions, and the target for preparation was only three months.

The Bank simultaneously began extending the length and breadth of education projects through a strategy known as the "sectorwide approach" (SWAP). The approach is characterized by a well-defined, government-led partnership with key external partners, close and continual coordination among donors, consultation with local stakeholders, and capacity building in government institutions that will implement programs.

The typical SWAP looks ahead 10 to 15 years in a comprehensive policy framework. It defines strategies for the medium term (about five years) and translates these strategies into programs of specific interventions in the near term (two to three years). SWAPs

in education are under way in Ethiopia, The Gambia, Mozambique, and Zambia (World Bank 2001b).

Early this year a new document (World Bank 2001a) predicted that without a major leap in education at the national level, Africa will not achieve the target of universal primary education by 2015 and that the shortfall will be as great as 55 million children. To achieve the target, the authors argue, will not only take money, but adequate responses from national governments involving bold, sectorwide frameworks for reform and strategic priorities that are country specific to meet the diversity of the African context.

The authors recommend, more concretely, that governments move to:

- Explore alternatives to existing service delivery approaches that are currently based on assumptions that are inappropriate in much of Africa
- Move planning and resource allocation in many cases from central ministries to local offices and community organizations
- Allocate adequate resources to nonsalary items
- Share responsibility for financing and providing schooling strategically among governments, private providers, and NGOs

They also recommend that governments commit themselves to:

- A relentless pursuit of quality
- An unwavering commitment to equity
- A willingness to make tough choices to ensure financial sustainability
- An up-front emphasis on institution strengthening, including providing effective incentives, reasonable rules, efficient organizational structures, and competent staff.

These recommendations may all be applied to textbook provision and may be expected to inform the design of projects that involve textbooks and other learning-instructional materials in the future.



## IV

# Project Design and Implementation: Textbook Development

Textbook development comprises conception, writing, editing, design, illustration, pretesting, and evaluation of a new textbook, the accompanying teacher's guide, and related instructional materials recognized all the steps before manufacture. These processes determine whether a future book adheres to the curriculum, is complete and accurate, is appropriate for the intended readers, and is likely to stimulate students to greater learning.

Textbooks are country-sensitive national responsibilities. Bank interventions in this area have principally been of three kinds:

- Providing technical assistance in training authors, editors, designers, illustrators, and evaluators
- In competitive bidding, ensuring that all qualified submissions meet an established standard of quality, and ranking those that qualify in order of merit
- In countries that allow multiple choice in textbooks, ensuring that all books supported by IDA funding meet established standards of quality.

Manuscript development frequently, but not always, follows Bank-assisted curriculum revision. There has been a trend in revision to reduce the number of subjects taught and to reduce the amount of material to be covered. These changes are intended to improve teaching quality. They have the additional effect of reducing textbook costs.

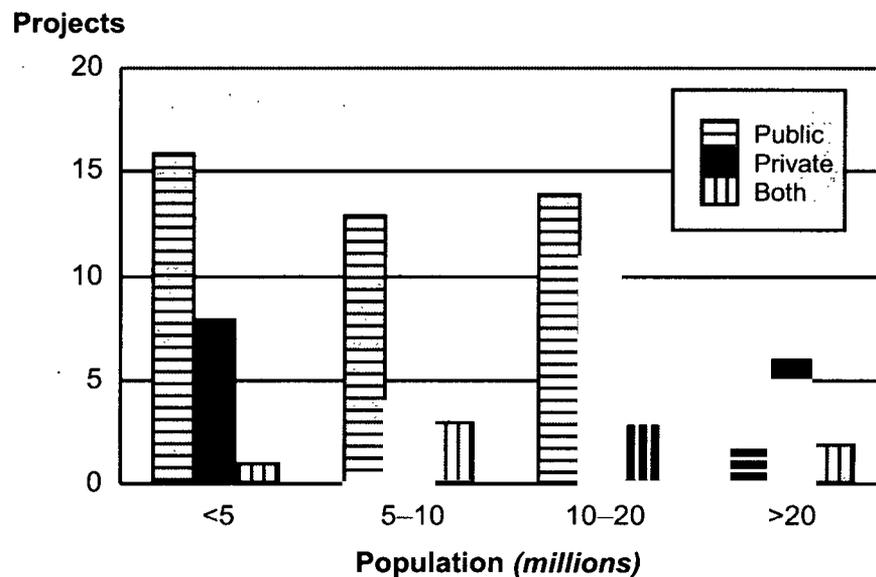
### Manuscript Preparation

In forty-five of the eighty-nine projects identified, responsibility for authorship was lodged entirely in the MOE or one of its agencies (usually a curriculum development center or national institute of pedagogy). Several of these ministries or agencies commissioned authors in the private sector to write the textbooks prepared under their aegis. In twenty-nine projects, books were procured entirely from private sector publishers, who commissioned the authors of their textbooks. In nine, an MOE developed some textbooks in-house and purchased others from the private sector. In six projects, the textbook component was never implemented or it was impossible to determine responsibility for authorship.

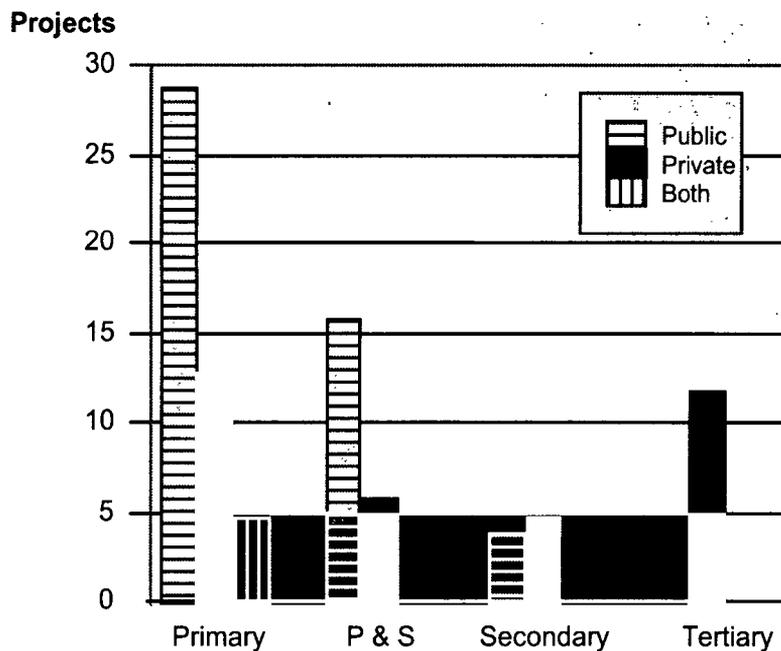
As might be expected, private sector publishers were more prominent in countries with larger populations, which because of their size promise a better return on investment in manuscript development and marketing (see figure 4.1). Private publishers were also more active than ministries in projects at the tertiary level and marginally more active at the secondary level, reflecting the more specialized and "neutral" nature of some textbooks at the upper levels (see figure 4.2). Tertiary provision was almost entirely for library replenishment, almost always with imported books. (The number of projects in figure 4.2 is more than eighty-nine, because several projects assisted the provision of books at more than one level.)

State-run manuscript development was hampered in some countries by scarcity of qualified staff, competing pressures on resources, resistance to

**Figure 4.1**  
**Responsibility for Development, by Population**



**Fig. 4.2 Responsibility for Development, by Level**



Note: Responsibility is not the same as authorship. Increasingly during the review period, public sector agencies commissioned textbooks from private sector authors.

change, and/or the complexity of the task. On several occasions, local capacity was overestimated during appraisal.

Achievements against such odds could still be remarkable, as in The Gambia, one of Africa's smallest states. The project benefited from four elements in its design: (a) the MOE formed teams of teachers, inspectors, and trainers to revise the curriculum during the summer of 1990 and thereafter write new textbooks or adapt existing ones, (b) team members were paid a fee for attending meetings and writing in their spare time, (c) an MOE printing unit contracted outside the country for editing, design, and printing that was beyond its capacity, and (d) training was provided to authors and printing unit staff. Fewer books were revised than originally envisioned, yet some 500,000 revised textbooks were produced and delivered to the schools by the autumn of 1995.<sup>1</sup>

In a number of other instances of public sector development throughout the review period, work fell far behind schedule. For example:

- Almost nine years after the start of a project in Benin, only twelve of thirty-six planned manuscripts had been given to the printer and only four had been delivered to the schools. Delays were blamed in part on negotiations for cofunding and in part on ministry officials who preferred to work with established French publishers.<sup>2</sup>
- In Niger, it took the national pedagogic institute about five years to deliver the first new textbook under a project, because staff first had to be trained. The institute's capacity had been overestimated at appraisal.<sup>3</sup>
- In Angola, staff were trained in textbook development under an IDA credit and successfully retained, yet, curriculum reform and new teaching materials lagged behind schedule. The MOE suggested that one reason for the delay was that the education project did not top up salaries of staff performing their regular duties. Salaries had been topped up under a concurrent project in another sector.<sup>4</sup>

In many countries, editors, designers, and production staff were trained in desktop composition. The training did not always recognize the continuing difficulties in fully exploiting the potential of this new tech-

nology. Many staff members, once trained, were attracted by higher salaries in the private sector.

Several ministries have commissioned private authors to write textbooks for them. The authors are often retired teachers or teachers writing on their own time, perhaps during a vacation period. In many countries, they are chosen by competition on the basis of sample texts they have drafted. The authors are usually paid a flat fee for their work. A system of royalties based on sales revenue, as in commercial publishing, would be too complex to administer.

In Burkina Faso, manuscript development was originally assigned to writing teams from the pedagogical institute. When little was achieved, the MOE contracted with private authors selected on the basis of submitted sample work. In this manner, forty-four textbooks and teacher's guides were developed and put on the market. The use of private authors was credited with reducing the average writing time from 12 to 6 months.<sup>5</sup>

The cost of textbook development can be inordinately high for countries with small populations and limited resources. That appears to have been the case in Comoros, a cluster of islands in the Mozambique Channel. After several years of trying to develop books locally, the country decided to buy textbooks in core subjects that had been developed elsewhere for francophone Africa, using ICB.<sup>6</sup>

Sao Tome e Principe, like The Gambia, has been more successful in meeting the challenge of size. With a population of only 200,000, it is the smallest country in the region and recognizes that having its own textbooks will always be expensive. But, because it is part of the relatively small and scattered Portuguese-speaking African community, it believes that imported books will either be unsuited to local teaching needs or expensive in design and production.

Two elements contributed to the success of Sao Tome e Principe. First, it minimized printing costs by simplifying technical specifications for locally developed books. Second, the Gulbenkian Foundation provided technical assistance in manuscript development and in identifying competitive international printers. IDA financed printing and distribution to some 22,000 primary students, who had been virtually without textbooks.<sup>7</sup>

Even the best-run state operation is politically vulnerable. In Sierra Leone, Bank credit created an effective publishing capacity in the Textbook Taskforce, a department of the MOE. Staff were trained locally and overseas in editing, design, and production and were heavily involved in pilot testing, evaluation, and distribution of textbooks.<sup>8</sup> By 1990 they were acting as local editors for books that were printed overseas and were developing their own supplementary materials and teacher's guides (Buchan and others 1991: 113). In the next year, the continuing civil war broke out. Most of the institutional investment and expertise has been lost.

### Language of Instruction

The transition to mother tongue instruction has not been smooth. In Mali, for example, bilingual education was introduced in some 300 widely dispersed schools in 1994. The approach was ad hoc, however, and the quality of textbooks poor. There was considerable resistance to mother tongue instruction among rural peasants, who saw it as second-rate education keeping them from better-paying jobs and higher education. It was resisted also by more educated parents, who complained that it lacked good mathematics and reading programs. A current IDA project has been designed specifically to develop better quality textbooks for this *pédagogie convergente* and to assess the program's educational and financial sustainability.<sup>9</sup>

Considerable preparation is required as well as new textbooks. Teachers may have to be taught to work in languages in which little has been printed. The first step in piloting instruction in two local languages in Mozambique was to identify experienced, qualified teachers who were native speakers of each language, but they were unfamiliar with its written form and then had to be trained in reading and writing it.<sup>10</sup>

In urban centers, mother tongue instruction may be impractical. Zambia has seven national languages. They are relatively separate geographically, but all are represented in the capital Lusaka. No matter what policy is introduced, English as a lingua franca will have to continue as the language of instruction in Lusaka.

The choice of language of instruction is ultimately political as well as pedagogic. Madagascar abandoned its national language for instruction in favor

of French, in spite of pedagogic arguments to the contrary and its trade connections with anglophone East Africa. The government of Mali, where 80 percent of the population speaks Bambara, is willing to accept the cost of publishing in print runs of only a few hundred copies for the smaller linguistic groups, lest national unity be endangered.

Political decisions may, however, be tempered by finances. In Ethiopia, nineteen languages are used in classrooms. Because educational administration has been decentralized, each region produces its own textbooks, adapting curricula and syllabi that have been drafted centrally. Regions planned to write a textbook in the main language used within their borders, then translate that book into other locally used languages. As a result, a textbook in Amharic might be different in each region. During negotiations for a current project, Bank officers pointed out the technical and financial implications of duplicated effort, not to mention the loss of economies of scale.<sup>11</sup> Some regional educational offices are now studying alternatives. These include finding linguistic links that would allow them to pool resources in common teaching materials.

### Evaluation

Only a small fraction of project reports mentioned procedures for evaluating the contents of textbooks provided under the credit. A few countries used the same state agency that created the manuscripts to evaluate them. In others, among them Lesotho and Malawi, a state agency commissioned private authors and evaluated their work for use. In Mauritania, a separate committee approved manuscripts prepared by the national pedagogical institute, but only after a full year of pretesting in classrooms. Mozambique is using a similar separation of responsibilities. Under a project in Comoros, selection of books was delegated to a foreign consultant.

Some projects have specifically included training in evaluation. The training was not always carried out on schedule.

- In Benin, staff in three divisions of the MOE were to be trained in evaluation under a credit approved in 1994, but by the mid-term review in 1998, no training had been organized. Outside evaluators were secured through advertisement.

Four MOE staff finally received training one year before the credit's scheduled closing.<sup>12</sup>

- In Sénégal, the Bank was to finance 18 months of technical assistance in setting book specifications, evaluating bids, and evaluating textbooks. The only training actually given was in procurement and distribution. Sénégal still has no adequate capacity in textbook evaluation. The failure of this aspect of the project is not mentioned in the implementation completion report, which focused on problems in cost recovery and distribution.<sup>13</sup>

Evaluation of content is essentially subjective, but Bank staff have helped borrowers devise various ways to apply quantitative measures. Extracts from one such checklist appear in box 4.1 on the next page; the complete checklist contains seventy-nine questions, with explanatory passages and room for comments.<sup>14</sup> Forms of this kind are used in bid evaluation. They are also used in establishing prequalification in countries that have opted for multiple choice in textbooks. Not even the best-devised form, however, can preclude human fallibility, either in the appointment of evaluators or in their commission of their function.

An intensive USAID-funded study of schools in Ghana (Harris and others 1997) illustrates how difficult it is, even with evaluation, to produce textbooks that will meet the needs of all children in a large nation. The textbooks used in the schools contained stories and examples relevant to Ghanaian life, and the pictures showed scenes typical of different parts of the country. Teachers felt that the everyday situations encouraged reading and understanding. Not all agreed that the textbooks were suited for their class. Some said the children in their school were slower or less prepared than the intended readers. Others, especially those from rural schools, felt the vocabulary was too difficult and that concepts outside the children's experience (for example, electricity) should have been left until later. Several complained that the passages were too long or that topics should be broken up to sustain interest. The teachers who found the level of difficulty appropriate for their students tended to come from urban schools. Some had had special training and were more able to adapt instruction to meet the needs of fast and slow readers. Few teachers were likely to complete more than half the

English textbook before the end of the school year. On average, classes in rural schools were at unit 9 when their counterparts in urban schools were at unit 18.

### Intellectual Property Rights

Chapter 2 discussed the risk arising when governments share or transfer their intellectual rights in textbooks. The situation has occurred only occasionally, but has always caused difficulties. More often, but still infrequently, the printer balks at returning the film.

- In Niger, the government shared copyright in textbooks it had developed with three commercial publishers. When it came time to reprint under a Bank-financed project, the government asked for rights to be returned to the MOE. Two agreed. The third refused, and in the subjects held by that publisher, the MOE developed new titles.<sup>15</sup>
- In Togo, the MOE granted rights to textbooks produced under one project.<sup>16</sup> Later, it tried to regain those rights to procure through ICB under a follow-up project. The publishers refused. The government lost its investment and bought books off the shelf.
- In Malawi, the government gave the local branch of a transnational publisher exclusive worldwide publishing rights for English and mathematics textbooks developed by the Malawi Institute of Education (MIE). The agreement ran for ten years with possible renewal and without provision for termination. It included "incentives": two to three training courses per year in the United Kingdom for employees of the MOE and MIE at the company's expense, plus one-eighth of the capital of the branch and a seat on the board of directors to the MOE and MIE free of charge. Following complaints from other Malawian publishers, the Bank investigated the situation. MOE and MIE officials agreed to negotiate an end to the agreement.<sup>17</sup>

### Summary of Best Practices

#### Manuscript preparation:

- Manuscripts are written by private authors and not by MOE staff as part of their official duties.<sup>18</sup>

**Box 4.1****Nigeria: Sample Criteria in a Checklist for Evaluating Primary Textbooks**

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This instrument is a checklist made up of six major categories of criteria. Under each, rate the following statements. On a five-point scale, use 1 as the lowest and 5 as the highest rating.

**A. PRODUCTION, DESIGN, AND ILLUSTRATION**

1. The cover design arouses interest.
2. The layout of texts and illustrations arouses interest and is clear.
3. The print is easy to read at the stage for which it is intended in terms of size of type and spacing between the lines.
4. The sophistication of the illustrations matches the sophistication of the text.
5. The illustrations positively contribute to the learning process.
6. The illustrations positively contribute to the development of desirable attitudes.
7. The book is supplemented by appropriate teachers' guides.

**B. SUBSTANCE**

1. The substance of the book is up to date and in keeping with the National Curriculum.
2. The substance is correct and relevant.
3. The subject matter is broken down into units that are manageable by the pupils.
4. The precision of the definitions is of the level of the course.
5. The material is free of comments and pictorial materials that may be offensive in a multicultural/multireligious society.
6. The materials treat historical and cultural aspects of ethnic groups within the society in a fashion that promotes mutual respect among the pupils and teachers.

**C. TOPICS**

1. The topics are appropriate to the interests of the pupils.
2. The topics fit the specific objectives of the course.
3. The topics follow the topics of the previous class and flow into the topics of the following class.
4. The topics are suitable for pupils of the given age range.

**D. LANGUAGE**

1. Vocabulary is presented in a fashion that brings out the meaning.
2. Figurative language used is within the pupils' understanding.
3. The vocabulary used is within the vocabulary range appropriate to the class intended.
4. The material is presented in manageable units of length.

**E. METHODS**

1. The methods employed in the book motivate pupils to learn.
2. Concepts are introduced at a pace appropriate to the pupils.
3. Concepts are reinforced at frequent intervals by appropriate activities.
4. The sequencing of the material is appropriate to the subject.
5. The methods treat teachers and pupils as fellow inquirers.
6. The methods involve the use of environmental resources and of resource persons in the home and community.
7. The methods lie within the capabilities of the teachers.

**F. EVALUATION**

1. Evaluation procedures are an integral part of the course.
  2. The procedures enable the teacher to identify areas of the subject that need review.
  3. The procedures enable the teacher to identify pupils who need individual attention.
  4. The methods lie within the capabilities of the teachers.
-

- Teams of authors are used to obtain separate expertise in the curriculum, the subject, effective teaching, and effective writing.<sup>19</sup>
- Authors are selected on the basis of submitted samples of work, using criteria similar to those that will be used in evaluating final manuscripts during bid submission or prequalification.<sup>20</sup>
- Authors are trained through workshops in the skills of textbook preparation, including use of examples, illustrations, and exercises.<sup>21</sup>
- Authors are paid a reasonable fee on completion of a manuscript.<sup>22</sup>
- Technical specifications—including page size, number of pages, number of illustrations, and use of color—are designed to minimize printing costs.<sup>23</sup>

#### Language of instruction:

- When necessary, teachers are given special training in reading and writing local languages for which little printed material has been available.<sup>24</sup>
- Governments are encouraged to pool efforts to achieve economies of scale when local languages cross jurisdictional borders.<sup>25</sup>

#### Evaluation:

- Evaluation of textbooks is carried out by a body independent of the agency creating them.<sup>26</sup>
- Bank-supported projects provide for training in evaluation.<sup>27</sup>
- Evaluation is made objective by using multiple criteria under several headings. Major criteria include completeness, appropriateness, organization, and presentation of the material; methodologies employed; gender and social content;

accuracy; and completeness and presentation of the accompanying teacher's guide.<sup>28</sup>

<sup>1</sup> Second Education Sector Project (Cr 2142-GM).

<sup>2</sup> Second Education Credit (Cr 1246-BEN).

<sup>3</sup> Primary Education Development Project (Cr 1740-NIR).

<sup>4</sup> First Education Project (Cr 2375-ANG).

<sup>5</sup> Fourth Education Project (Cr 1598-BUR).

<sup>6</sup> Second Education Project (Cr 1751-COM).

<sup>7</sup> First Multisector Project (Cr 2038-STP).

<sup>8</sup> Third Education Project (Cr 1353).

<sup>9</sup> Improving Learning in Primary Schools (Cr 3318-MLI).

<sup>10</sup> Second Education Project (Cr2200-MOZ).

<sup>11</sup> Education Sector Development Program (Cr 3077-ET).

<sup>12</sup> Education Development Project (Cr 2613-BEN).

<sup>13</sup> Second Human Resources Development Project (Cr 2473-SE).

<sup>14</sup> Primary Education Project (Cr 2191-UNI), National Primary Education Commission Checklist of criteria for evaluating primary education.

<sup>15</sup> Basic Education Sector Project (Cr 2618-NIR).

<sup>16</sup> Education Rehabilitation Project (Cr 2752-TO).

<sup>17</sup> Second Education Sector Credit (Cr 2083-MA1).

<sup>18</sup> For example, Burkina Faso: Fourth Education Project (Cr 1598-BUR).

<sup>19</sup> For example, The Gambia: Second Education Sector Project (2152-GM).

<sup>20</sup> For example, Burkina Faso: Fourth Education Project (Cr 1598-BUR).

<sup>21</sup> For example, The Gambia: Second Education Sector Project (2152-GM).

<sup>22</sup> For example, The Gambia: Second Education Sector Project (2152-GM).

<sup>23</sup> For example, Sao Tome e Principe: First Multisector Project (Cr2038-STP).

<sup>24</sup> For example, Mozambique: Second Education Project (Cr 2200-MOZ).

<sup>25</sup> For example, Ethiopia: Education Sector Development Program (Cr 3077-ET).

<sup>26</sup> For example, Mauritania: Education Restructuring Project (Cr 1943-MAU).

<sup>27</sup> For example, Sénégal: Second Human Resources Development Project (Cr 2473-SE).

<sup>28</sup> For example, Nigeria: Primary Education Project (Cr 2191-UNI); Philippines, Third Elementary Education Project (Cr 4108).



# V

## Project Design and Implementation: Procurement

textbooks may be manufactured entirely by an MOE or by a parastatal printing or publishing agency. Most often, however, they now are procured by governments from the private sector, either by buying publishing services or by purchasing finished textbooks originated by commercial firms.

The procedures for procurement described in this chapter were used broadly in Sub-Saharan Africa during the review period. They have proved effective and may be considered best practices.

Issues in procurement are treated in much greater detail in a "Technical Note on Procurement of Textbooks and Readings Materials" that was being prepared by Bank staff while this review was under way. In some details, it differs from the practices described below. Two other documents have also been drafted to complement the "Operational Policy on Textbooks and Reading Materials: a Standard Bidding Document for Textbooks and Reading Materials" and a "User's Guide" to the bidding document.

### Textbook Production by State Agencies

Since 1985 only a few projects have funded the supply of printing equipment to MOEs. In Burundi, notably, a series of IDA credits successfully supported the long-term development of a public-sector academic print shop, in which Burundi nationals filled senior positions. After the ethnic violence of 1994, in which much educational equipment was destroyed, the print shop was able with emergency aid to restore the standard ratio of one textbook for every two pupils.

Experience has proved, however, that public sector manufacture has often been inefficient. State-

owned printing was used in only sixteen of the eighty-nine projects in this review, and all but five of those were approved before 1990.

During the 1980s, public agencies received free paper for the production of textbooks—sometimes through an IDA credit, but more commonly as a gift from paper-producing countries in the North. This policy too has come under question as a short-term solution that distorts the market in the long term.

In Ethiopia, the Educational Materials Production and Distribution Agency (EMPDA), a state agency, was the sole provider of textbooks. Because it was tax exempt and the sole administrator of donated paper, its books could be sold below open market prices. Nevertheless, regional education offices complained that its books were expensive and often late. Considerable paper wastage was found in EMPDA's printing plant. The government has decided to turn EMPDA into a commercial enterprise exposed to competitive bidding.

IDA textbook projects no longer involve ink, paper, and printing equipment. For some years now, the Bank has not dealt with raw materials. It may finance the purchase of small printing equipment for the production of trial editions and confidential documents, but for textbooks, it finances services.

### Procurement of Publishing Services

Most countries in the survey that entrust the writing of textbooks to a state agency now subcontract some or all of the subsequent publishing functions to commercial houses that have the necessary expertise and capacity. That is to say, the state retains the decision of what to publish—the most crucial decision in pub-

lishing—but delegates any or all of editing, design, illustration, manufacture, and distribution.

Such agreements must follow the guidelines mandated in the Bank's *Procurement under IBRD Loans and IDA Credits*, most recently revised in 1999. Its general considerations are:

- Economy and efficiency
- Openness to all eligible bidders
- Encouragement of domestic industry
- Transparency.

In addition to the regulations in that document, requirements may be added for textbook provision that reflect the special nature of textbooks as opposed, say, to other learning materials, such as chalk and exercise books.

The procedure that follows provides a comprehensive framework for appraisal of a bidder's capacity to supply the services required and a benchmark against which to judge performance against promise. This procedure, designed by borrowers with help from the Bank's textbook specialist, has been followed in many projects in Sub-Saharan Africa during the 1990s.

#### **Bid submission**

Bids are invited, usually through international advertisement. As part of the bid documents, prospective bidders receive sample lessons from a draft manuscript that has been prepared in or under the aegis of the borrower's MOE. Bidders are asked to demonstrate concretely how they will improve these samples and how they will produce them for classroom use. There is nothing unusual in the request for improvement. Every manuscript can benefit from editorial and other interventions, major or minor, by publishing professionals.

Bidders are required to furnish the following as part of their bids:

- Sample lessons given to them, edited, illustrated, designed, typeset, and printed as they would appear and on the same paper as in the final textbook.
- Parallel sample lessons in the teacher's guide, prepared to the same level of completion. The textbook and teacher's guide are indivisible.

- Dummies (prototypes) of the finished textbook and the teacher's guide. These are full-scale copies using blank paper, but otherwise similar to the final books in the number of pages, thickness, type of paper, and quality of binding proposed. Dummies must carry the title of the book and be stamped and signed by the submitting publisher to avoid error or fraud. (These dummies will later provide a convenient standard for even relatively untrained inspectors to judge whether the finished books deviate in paper and binding.)
- Full tables of contents for the textbook and teacher's guide.
- Names and experience of any series editor and the editors, proofreaders, and other persons to be involved in providing publishing services.
- Evidence of the bidder's experience and qualifications, for example, previous contracts fulfilled, samples of books already produced, and the postal and e-mail addresses and phone and fax numbers of clients so that references can be checked.
- The means that would be used to ship documents (including edited and revised manuscripts, illustrations, design proposals, layouts, and several stages of proof) between the MOE and the bidder, if successful, and the cost of such shipments (to be included in the bid).
- A proposed schedule through to completion, including times allowed for the MOE to review materials.
- Evidence of financial capacity (e.g., annual turnover and number of years in business).
- A list of all documents submitted. The borrower is urged to notify a bidder immediately if anything is missing, rather than rejecting the bid later.

The bids are evaluated, using a weighted system that incorporates quality with price (see box 5.1). The weight given to quality may vary, but at present is typically 40 percent for pedagogic merit, as in the example, and 60 percent for price.

#### **Monitoring performance**

As for all contracts, the Bank reviews procurement procedures, documents, bid evaluations, award recommendations, and the contract to ensure that the process is carried out in accordance with agreed procedures.

### **Box 5.1 Evaluating Bids for Both Quality and Cost**

The following system has been used in several projects with textbook components to evaluate jointly the quality of the books and their prices:

- The pedagogic merit of a textbook or teacher's guide is judged under a number of criteria, examples of which appear in box 4.1. Each criterion constitutes a fraction of a submission's score out of 100.
- The bidding documents stipulate a threshold, often sixty out of 100, which bidders must exceed to be considered further. Any publisher that does not meet the threshold is eliminated. All others are considered pedagogically acceptable.
- The top publisher is given 40 merit points for quality. All other publishers that exceed the threshold are given merit points by prorating their score to the winning publisher's score. For example, if the top publisher scores 70 and the second publisher scores 65, the top publisher gets 40 merit points and the second gets  $(65/70) \times 40 = 37.1$  merit points.
- Prices in the bids are ranked in the same manner; the lowest bidder receives 60 points and others are prorated accordingly.
- The bidder with the highest number of merit points is deemed the winner.

Once the supplier has completed any revision, editing, illustration, and design called for in a contract for publishing services, the revised manuscript is evaluated by a panel of subject specialists that includes active teachers. Another set of questions is used—this time, ones that can be answered with a yes or no. Any concept or detail that is evaluated negatively must be revised before final approval. The MOE checks again at the final proof stage before printing.

Sample copies of the finished printed books are inspected before delivery is accepted, to ensure that they meet the technical specifications for paper, print-

ing, and binding that were included in the bid. The MOE usually has another 12 months, under a post-delivery warranty, to identify and collect flawed copies for credit or replacement. The publisher is allowed a small tolerance, perhaps 3 percent, for unacceptable copies before restitution is required.

### **Procurement Off the Shelf**

Many textbooks procured with IDA assistance are bought off the shelf. That is, they already exist and are available on the market, developed by publishers who own the publishing rights and usually the copyright. The publishers may be locally owned, either independently or as branches of transnational companies, or they may be foreign based. The books may have been produced for an international market or adapted from existing books specifically for the borrower's market. Procurement, as for publishing services, follows the Bank's published guidelines, adapted to meet the special nature of the product.

Off-the-shelf procurement may be used in countries of any size, but is particularly appropriate, on the one hand, for countries that are too small or too poor to support domestic textbook development and, on the other, for large countries that can support their own commercial publishing industry. Off the shelf procurement is also common for textbooks in "neutral" subjects and for library materials, especially at the secondary and tertiary levels.

### **Library books and periodical subscriptions**

Orders for library books normally consist of a large number of titles, each required in small quantities. The books are preselected, either by the MOE, if the same basic library is to be installed in many schools, or by local experts, if the books are destined for a tertiary institution. The books are normally in copyright and available only from their publishers.

The standard procedure is to lump the books required in one indivisible package and invite bids for its supply, usually internationally. On occasion, two or more packages may be created. Bidders may be booksellers, consolidators, or publishers who have distribution services and authorization to supply books they do not themselves publish.

Bid evaluation is not concerned with quality. Library books are a classic procurement application.

Periodicals, typically scientific or other specialized publications, are also procured in indivisible packages. The suppliers are limited to a few large subscription agencies that operate internationally. Journals require special attention. They are paid for annually in advance of delivery and must be renewed annually. Deliveries must be monitored by the recipients and missing issues claimed. The growth in the number of online journals may eventually ease this problem.

Library books have been bought for secondary schools and occasionally primary schools in a number of countries, including Botswana, Comoros, Ethiopia, Ghana, Malawi, Mauritania, Mozambique, Nigeria, Tanzania, Uganda, and Zambia. Several projects have financed library acquisitions for teacher training colleges. Education credits have supported libraries, the heart and soul of any academic campus, at universities and polytechnic institutions in Burkina Faso, Cameroon, Central African Republic, Congo (then Zaire), Ethiopia, Ghana, Kenya, Mauritius, Mozambique, Sénégal, and Tanzania.

#### **Textbooks, teacher's guides, and other instructional materials**

Textbooks and the accompanying teacher's guides are tendered together in indivisible packages. Requirements are advertised locally and internationally.

Up to the early 1990s, publishers and books were prequalified to ensure that they met a threshold in standards. They were then selected on the basis of the price bid. There was little recognition that some prequalified books might be pedagogically superior to others and that the best value might require a trade-off between cost and quality.

When a single textbook is procured nationally for each subject-grade, it is now common for quality and price to be evaluated together in the manner described for procurement of publishing services. The weighting may vary. In an early example in Sierra Leone<sup>2</sup> (Searle 1985: 30), academic merit was given high priority. Only 20 merit points out of 100 were given to production quality and cost. The remaining 80 merit points were divided roughly equally among conformity to curriculum, pedagogic suitability, presentation and design, and local content. At the other extreme, in Chad in the mid-1990s, academic merit received only 20 percent of the total weight and price received 80 percent.<sup>3</sup> Academic merit now generally

receives 40 percent, as in the example in box 5.2 on the next page. In some projects, a publisher may win extra points by using authors from the borrower's country.

Submissions normally include, among others:

- Copies of the books to be supplied.
- A dummy copy made with the same paper, number of pages, and binding that will be used on books to be supplied. (This requirement is essential, because the publisher's existing edition may not meet the borrower's minimum technical specifications or may exceed them.) Dummies must have the title of the book and be stamped and signed by the submitting publisher to avoid error or fraud.
- Bid security of at least 2 percent of the amount of the bid. (The qualification "at least" is inserted so that the amount of the bid cannot be deduced from the size of the security. A single fixed amount for all bidders is more desirable because it gives nothing away.)
- Evidence of copyright ownership or authorization from the copyright owner to resell the books
- A list of similar contracts previously fulfilled, with the postal and e-mail addresses and phone and fax numbers of clients, so that references can be checked.
- A list of textbooks and teacher's guides previously published.
- A copy of the cover as modified to meet the borrower's specifications.
- A schedule of delivery for finished books.

The Bank will occasionally intervene if it believes wrong decisions have been made. In Chad, in 1996, for example, the Bank refused to approve certain reading and science textbooks that had been selected, because they were considered too difficult for the intended students.<sup>4</sup>

#### **Procurement with decentralized multiple choice in textbooks**

Some countries that are decentralizing educational management allow districts or schools to choose the textbooks most suited to their needs from an authorized list. These countries normally prequalify both publishers and textbooks.

## Box 5.2

### Benin: Selection through Weighted Evaluation

In 1996 the MOE of Benin invited bids through ICB for the supply of primary-level textbooks. The invitation was divided into three lots. The project provided technical assistance in preparing bid documents and bid evaluation.<sup>4</sup>

Lot 2 (comprising 338,260 textbooks in mathematics with teachers' guides) attracted six bidders. Only five were deemed acceptable. The lowest bidder received 60 points, and the other bidders were prorated accordingly. Teams made up of carefully selected former teachers, inspectors, and curriculum experts, all of whom had had at least ten years' experience and had been retired at least seven years, evaluated the books. The publisher of the textbook and teacher's guide they considered best was given 40 points, and the other submissions were prorated accordingly. The results for Lot 2 were:

	Pedagogic merit points	Financial points	Total points
Publisher A	31.85	60.00	91.85
Publisher B	32.13	40.66	72.79
Publisher C	29.43	52.55	71.98
Publisher D	40.00	26.01	66.01
Publisher E: option 1	34.18	35.44	69.62
Publisher E: option 2	34.76	24.52	59.28

Publisher A, which had the lowest bid, was deemed the winner, even though it had the second lowest ranking for pedagogic merit. Publisher D, which was considered to have produced the best books, was only the fourth in overall ranking. This may seem an unwarranted bias toward price over quality, but the details behind the summary table illustrate the trade-offs that can occur in attempting to balance the two.

In the technical evaluation for pedagogic merit, publisher D received 88.09 points out of 100, and publisher A received 70.15. Publisher D received 40 merit points, and publisher A received  $(70.15/88.09) \times 40 = 31.85$  merit points. Publisher A offered the textbooks and teacher's guides for CFA 136.8 million, whereas publisher D asked CFA 315.6 million. Publisher A received 60 merit points, whereas publisher D received only  $(136.8/315.6) \times 60 = 26.01$  merit points.

Publisher D's price was roughly 2.3 times higher than publisher A's. On the other hand, the difference between D's points for pedagogic merit and A's was only about 25 percent. The ministry concluded, through this weighted approach, that the gross savings were greater than the increase in quality that could be obtained from publisher D.

Publisher D lost out, because its price was so high. Had its price been the same as publisher C's, it would have had a total of 92.55 points and been deemed the winner.

<sup>4</sup> Education Development Project (Third Education Project) (Cr 2613-BEN).

Recent experience in Zambia illustrates one possible procedure. With Bank assistance, the government developed a two-tiered procedure for evaluation, assessing both the capabilities of applicants and the suitability of their submissions.<sup>5</sup> The tender documents provided detailed criteria.

Sixteen publishing houses applied for prequalification and submitted textbooks for approval. A committee assessed the applicants under five criteria:

- Experience in executing large tenders for the supply of educational materials
- Financial capability
- Ownership of or access to equipment to produce the required number of textbooks
- Any history of litigation that would disqualify them
- In the case of joint venture companies, the qualifications of all parties including their commercial orientation.

Each member of the committee made an individual evaluation. The committee then met to discuss those findings and reach a pass-fail group decision.

At the same time, three-person committees in each subject assessed the pedagogic quality of the books submitted. Members again made individual assessments and submitted total scores for each submission. Each committee then discussed individual scores, particularly any extreme variations in them. The final score for each textbook was the arithmetic average of the scores of the three evaluators.

Textbooks with scores of 75 percent or higher were considered approved for school use. They and their publishers were eligible to participate in tenders for supply of textbooks to the MOE. Books scoring between 50 and 74 percent could be submitted in future tenders, but only after being revised and re-evaluated. Textbooks scoring less than 50 percent were considered ineligible for future tender.

Eight publishers had textbooks approved; however, only five were accepted as applicants—four of them transnational publishers, three of them with local branches, and one Kenyan owned.

### Flexibility in Procurement

The development credit agreement reached for each project between the Bank and a borrowing government establishes a value in U.S. dollars, above which procurement must be carried out by ICB. The procedures under ICB are designed to provide all eligible prospective bidders within member countries of the Bank with timely and adequate notification of a borrower's requirements and an equal opportunity to bid for the required goods and works.

Below the threshold for ICB, contracts may be let in several ways. Their use is decided on a case-by-case basis, if they can be proved better in that context than ICB. These alternative options include:

- Limited international bidding is essentially ICB, but by direct invitation without open advertisement. It is used principally when contract values are small and only a limited number of potential suppliers exists.
- National competitive bidding is for purely domestic purchase. It may be the most efficient method of procurement when the contract is of

small value, delivery is widespread over time or space, the materials required are specialized, or the materials are available locally at prices below the international market.

- Shopping, either nationally or internationally, involves securing price quotations from at least three competitive suppliers. It is used to buy items of small value.
- Direct contracting from a single source without competition is acceptable (a) if an existing contract procured under Bank guidelines is being extended and there is no evidence that an advantage could be gained through competition, (b) when it is desirable to standardize equipment or obtain spare parts from the original supplier, or (c) when the required equipment is proprietary and available from only one source.

In procuring textbooks and other instructional-learning materials, any one of these methods of procurement may be used, especially when small quantities are needed or when a local language is used for instruction. Several methods may sometimes be combined:

- A relatively small project in Ghana included library books for 140 senior secondary schools being built with community support. In view of the limited number of books to be procured, it was decided to contract directly with the publishers in the expectation that higher discounts could be negotiated than could be secured through an agent.<sup>6</sup>
- The small lusophone nation of Sao Tome e Principe divided procurement of new textbooks into two stages. Preprinting services (design, typesetting, and filmmaking) required close coordination of suppliers, authors, and production staff, so they were procured through local shopping in Portugal. Printing, binding, and shipping were procured by inviting bids from printers in a number of countries (limited international bidding).<sup>7</sup>
- In other small countries, including Comoros and Djibouti, textbook requirements have been bundled together in an indivisible package for procurement, in the same way that library books are procured elsewhere.

- In the large and ethnically diverse Republic of Ethiopia, ICB is being used to procure library books and printing jobs large enough to attract international competition. Limited international bidding may be used for special printing and publishing packages worth less than US\$200,000. Most contracts, however, will be less than US\$100,000, because of regional decentralization in publishing and the number of languages in which textbooks are being published. Those contracts will probably be awarded through national competitive bidding, although foreign bidders will be allowed to make offers. Procurement from EMPDA (the former state monopoly publisher of textbooks) or other suppliers on a sole source basis may be required for regions or zones where demand cannot be satisfied by any competitive means. In addition, some small print runs may be performed in-house in regions that have their own printing facilities.<sup>8</sup>

Bank employees must occasionally exercise considerable flexibility or ingenuity to meet both the Bank's guidelines and a borrowing government's needs or wishes:

- Under a credit agreement with Nigeria, the MOE was expected to procure a single textbook in each subject-grade from the lowest qualified bidder through ICB.<sup>9</sup> The government, however, refused to accept a single book for the entire country. By 1997, five years after approval, the project was far behind schedule and the Bank granted an extension of two years; thus, textbook procurement faced considerable time pressure in addition to the impasse over selection.

As a first step, the Bank agreed to limited competitive bidding for the procurement of series of textbooks in each subject. The requirement for textbooks in each subject was then broken into five very unequal lots (for example, for a hypothetical total of 1 million copies, lots of 350,000, 250,000, 150,000, 130,000, and 120,000 copies). Selected publishers were invited to bid on all five lots in each subject. The largest lot was evaluated first, and the deemed winner was excluded from all other lots in that subject. The second largest was evaluated next, and its deemed winner

excluded from additional rounds. In this way, five publishers were identified in each subject, but the largest quantity always went to the lowest bidder. The books were then centrally allocated to each state. The solution was not perfect, but it provided books to schools throughout Africa's largest country in the short time available for implementation.

#### **Monitoring performance**

Sample copies of books are checked on delivery for conformity with technical specifications. Shipments have occasionally been rejected, because the printer used a different paper than specified or because of faulty binding.

#### **Reprinting**

During the life of a project, textbooks may have to be reprinted to meet the needs of increasing enrollments and to replace lost or damaged copies. Some projects also involve initial large reprintings of existing textbooks, possibly as an interim measure, while the curriculum is being revised.

In either case, the books involved have already been approved and no additional evaluation of content is required. Nor is any change needed in the contents, except perhaps for simple correction of errors or omissions.

Procurement of reprinting requires little that is special in procedures. Printers must demonstrate that they are capable of meeting the terms of the contract by submitting a dummy, samples of their work, lists of their equipment and qualifications of their employees, and photographs of their printing plant. On occasion, the MOE may send a staff member to inspect the bidder's premises. Bids are evaluated on physical quality of the submitted materials and price. The qualified printer with the lowest bid is deemed successful.

#### **Economies of Scale**

The unit cost of manufacture for a book is a function of the one-time (fixed) costs (development, editing, design, illustration, typesetting, layout, and film and plate making) and the variable costs (paper, printing, and binding). As the quantity printed increases, the unit cost decreases. There are no hard and fast rules of thumb, but in general, economies of scale are

achieved in new books at print runs of 50,000 copies, so long as this quantity can be used within two to three years. In reprinting, economies of scale are achieved more rapidly.

It has been suggested that simple rules of thumb would help task managers build budgets and evaluate bid documents. But textbooks are not homogeneous.

The cost of manufacture varies with the number of copies printed, the number of pages in each book, the size of the page, the complexity of the typesetting, the extent and nature of illustration, the number of colors printed, the size and speed of the press, and the productivity of the printing staff. To these variables must be added volatility in the price of paper, fluctuating exchange rates, and the difference between first printing (in which most one-time costs are absorbed) and reprinting. Distribution costs also vary greatly, depending on the size and geography of the country and the conditions under which distribution is undertaken.

An average cost for a textbook would, therefore, be misleading, whether it is for a single country or for the region. At worst, it would be a Procrustean bed, in which task managers who sought to achieve the average would sacrifice either economy or quality.

### Concerns

Governments have complained about the complexity of the Bank's procurement procedures and about delays caused by them. Ghana's MOE reported that a combination of Bank and local tendering procedures under one project could delay awards for 8 to 12 months. As a result, successful bidders would only have 3 to 4 months to print textbooks before the start of the school year. As a result, books often arrived long after classes had begun.<sup>10</sup>

The complexity can be intimidating to publishers. For example, it took 191 pages to provide information to potential bidders for textbooks in French study for the primary schools of Madagascar.<sup>11</sup> This amount of information may be unavoidable in a legal document that must cover all contingencies, but the consequences must also be recognized.

At a World Bank seminar devoted to textbook provision held in Washington in 1997, one senior staff member described the underlying problems in text-

book procurement as a shortage of qualified staff and less-than-perfect implementation of guidelines. Another remarked that procurement "sometimes works and sometimes does not" (Sosale 1999: 145, 206).

The Bank's procurement rules [he continued] are complicated, and maybe we in the Bank should try to move away from having international competitive bidding as the presumptive approach in textbook projects. Although Bank-wide it may still be necessary to use international competitive bidding, we ought to use it while looking for an appropriate national or local competitive bidding or other sorts of specifically supply-side or demand-side-financed options. There is no virtue in utilizing scarce resources to train people to learn the extraordinarily complex rules and regulations, if we can attain the objectives of educating large numbers in an easier fashion with less transaction costs.

The cost of the bidding documents and their preparation has proved to be a barrier to the participation of publishers, especially smaller publishers with shallow pockets. Publishers in Zambia complained that, with the Bank's concurrence, the cost of bidding documents had been increased to US\$75 under the project previously mentioned.

In another instance, an unidentified West African distributor found it impossible to participate in a World Bank project that involved four textbooks and teacher's guides for the following reasons. To submit a bid, it had to find CFA 50,000 (then about US\$100) to acquire the tender documents, a bank guarantee of 2.5 percent of the value of the tender, and a staff housing tax clearance equal to 1.5 percent of the salary of each member of its staff. If successful, it would have had to provide CFA 9.8 million (about US\$20,000), about 5 percent of the value of the contract, in guarantees. The company would also have had to demonstrate that it had been financially healthy for some years and had assets worth at least four times the value of the contract sum. The government would advance 30 percent of the contract price, but only subject to a bank's guarantee. The requirements in this case, coming from both the government and the Bank, effectively doubled the guarantees nor-

ally required by the Bank (Bgoya and others 1997: 86–87).

Nonetheless, the system has had exceptional successes. In Cape Verde, for example, IDA was to finance the development and testing of new titles in Portuguese and mathematics and the printing of 430,000 copies of the new books, enough to achieve a textbook-to-pupil ratio of 1:1. In the end, thanks to savings through the use of local design and editing and ICB for printing, the project was able to fund new textbooks in science as well and a total printing of 700,000 copies.<sup>12</sup> In Uganda, through cost-effective physical specifications and ICB, 3.5 million textbooks (6 percent more than the target) were procured and distributed for US\$5.22 million (33 percent below the cost estimated at appraisal).<sup>13</sup>

### Summary of Best Practices

- Publishing services and finished books are procured through competitive bidding.
- Bids are evaluated for quality of content as well as price, using a weighted system of merit points.<sup>14</sup>
- Library books and periodicals are procured as indivisible packages, consolidated by wholesalers, publishers, or subscription agencies.<sup>15</sup>
- International competitive bidding is required if the contract value is higher than established

thresholds, but procurement officers are sensitive to the value of flexibility when the values fall below the relevant threshold.<sup>16</sup>

- Details of best practices are described in detail throughout the chapter.

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<sup>1</sup> First Education Project (Cr 679-BU), Third Education Project (Cr 1358-BU), Fourth Education Project (Cr 1881-BU), and Emergency Assistance Project (Cr 2668-BU).

<sup>2</sup> Third Education Credit (Cr 1353).

<sup>3</sup> Basic Education Credit (Cr 2501-CD).

<sup>4</sup> Basic Education Project (Cr 2501-CD).

<sup>5</sup> Basic Education Subsector Investment Program Support Project (Cr 3190-ZA).

<sup>6</sup> Community Secondary Schools Construction Project (Cr 2278-GH).

<sup>7</sup> Multisector Project (Cr 2038-STP).

<sup>8</sup> Education Sector Development Program (Cr 3077-ET).

<sup>9</sup> Primary Education Project (Cr 2191-NG).

<sup>10</sup> Health and Education Rehabilitation Project (Cr 1653-GH).

<sup>11</sup> Education Sector Development Project (Cr 3046-MAG).

<sup>12</sup> Primary Education Upgrading Project (Cr 1853-CV).

<sup>13</sup> Fourth Education Project (Cr 1965-UG).

<sup>14</sup> For example, Benin: Education Development Project (Third Education Project) (Cr 2613-BEN).

<sup>15</sup> For example, Sénégal: Higher Education Project (Cr 2872-SE).

<sup>16</sup> For example, Ghana: Community Secondary Schools Construction Project (Cr 2278-GH); Sao Tome e Principe, Multisector Project (Cr 2038-STP); Ethiopia, Education Sector Development Program (Cr 3077-ET).



# VI

## Project Design and Implementation: Distribution and Use

Once textbooks and teacher's guides are produced, two challenges arise: first, getting them safely to their intended users, overcoming both geographic and human obstacles, and, second, encouraging their use. The latter often requires extra training for teachers and changes in the instructional culture.

### Quantities Involved

The desperate need for textbooks has been established in one appraisal report after another. Reported textbook-to-pupil ratios range anywhere from 1:5 to 1:10 or worse. Schoolchildren in tiny Sao Tome e Principe had no textbooks in the late 1980s. Across Zambia in 1993, schools had only one textbook in English for every five pupils, one in mathematics for every eight, and one in social science for every twenty. In the same year in Uganda, the ratio averaged 1:6, despite two previous infusions of textbooks under IDA credits. Acute shortages were most often caused by financial austerity, inadequate management, or logistical impediments. In Angola and Sierra Leone, books were destroyed in civil wars; in Burundi and Rwanda, in genocidal conflict; and in Mozambique, in floods.

Most projects have tried to raise the textbook-to-pupil ratio to one book in core subjects for every one or two pupils, especially in the early primary grades. To achieve such ratios in countries starved of learning materials requires large quantities of new books. At the primary level, project designs frequently call for procurement of more than 500,000 copies; quantities can range much higher. In Mozambique, for ex-

ample, 43 million textbooks and 375,000 teacher's manuals are to be distributed under a credit approved in 1999.<sup>1</sup>

Enrollments in secondary schools are much lower than in the primary grades, but the number of textbooks required can still be in the hundreds of thousands and, occasionally, in the millions, as in Ethiopia. Even library support can involve sizeable procurements. In Ghana, libraries of 1,000 books each were funded for 140 senior secondary schools being built with community support during the early and mid-1990s.<sup>2</sup> Under a separate and concurrent agreement, assistance was given for the purchase of 76,000 books for Ghana's tertiary level libraries.<sup>3</sup>

### Distribution by the State

Throughout the 1980s, most countries surveyed used agencies of the state to distribute textbooks. For many the agency was the MOE, typically shipping from a central warehouse to a network of regional and/or district education offices, from where the books were expected to flow to the schools. In those countries IDA-funded projects often assisted in the building of warehouses and purchase of delivery vehicles. In Botswana, distribution was carried out satisfactorily through the ministry of local government and lands and its district councils. Cape Verde has depended on parastatals to distribute textbooks throughout its islands.

### Failures in delivery

State-run distribution systems encountered problems. Most often, the distribution chain broke down at the regional or district education office, the point from which books were to be delivered to individual schools. The offices tended to be inadequately staffed or funded, or both. Their storage facilities were often makeshift and their employees untrained in book management. Because textbooks could be sold, leakages occurred. Problems arose throughout most of the review period: the earliest of the five projects cited below was closed in 1985; the most recent, in 1998.

- The Malawi Book Service delivered textbooks to the country's three regional education offices. Because the regional offices lacked adequate storage space, books had to be held in offices and corridors before being delivered to district offices. The regional offices also lacked expertise and resources for distribution. Books typically waited a month for transport. The Malawi Book Service had warehouses in the same three regional centers and was already delivering consumables to the district education offices; it could also have carried the books. During the 1990s the project implementation unit took over transport to the district offices.<sup>4</sup>
- In Mauritania, the national pedagogical institute, which was responsible for distribution, could not reach the entire country with its small fleet of trucks. All but sixteen of its sales points were located in Nouakchott, the capital. Delivery was eventually entrusted to the private sector.<sup>5</sup>
- In Swaziland, distribution was about half a year behind schedule in some regions, because of a shortage of staff. The ministry tried to resolve this problem in 1987 by hiring one Junior Certificate holder in each regional education office.<sup>6</sup>
- In Zambia, procurement of textbooks through competitive bidding under a newly liberalized regime was highly successful. But the district education offices, intended as the hubs for distribution, lacked storage facilities, vehicles, and budgets. Quantities of books remained undelivered at the end of the project.<sup>7</sup>
- Entire containers of textbooks shipped to Chad during the early 1990s were diverted to other countries. Books were also removed from con-

tainers before reaching the schools. Delivery receipts were never signed, were forged, or were left in schools. Books destined for schools were sold in the open market, and vendors implicated staff members at all levels of the education administration.<sup>8</sup>

From time to time, shipments of imported books have been held up on the docks by bureaucratic delays. This happened during emergency replenishment in Angola. In Malawi, books donated by the Canadian government were held up at customs for 18 months.

### A successful delivery strategy

In contrast, state distribution was considered very successful in Uganda during the mid-1980s. The project was designed to rehabilitate and equip some 5,500 selected institutions at all levels after the overthrow of Idi Amin. The plan was simple and the necessary infrastructure had been built. Learning materials bought under a Bank credit were consolidated in the Netherlands, where they were packed and labelled by school and consolidated in containers by district. The containers were shipped via Mombasa direct to the districts without transit through Kampala. Some 99 percent of materials shipped in this way reached the district offices. There, they were unpacked under the supervision of staff of the project implementation unit, which also supervised distribution to the schools.

The books were initially to be transported from district offices by school trucks; the district paid for fuel. In the end, however, they were often carried to the schools on bicycles owned by teachers and parents or on children's heads. The project implementation unit tried to keep the public informed by radio when large quantities of materials were arriving in an area. Parent-teacher associations were actively involved in receiving the books. Each school was required to return delivery notes promptly to the district office, which sent them to the project implementation unit. There, records were kept carefully by school and district. The Completion Mission reported that some 99 percent of the learning materials and other supplies reached the end users.<sup>9</sup>

### Failures in storage

Public storage was often inadequate. At the MOE's central warehouse in Guinea, for example, textbooks had arrived in cartons that were too large for easy handling. They were exposed to theft, dust, humidity, and vermin. No system existed for inventory control. Books were piled up six cartons high without any system of order by subject or level, so that they had to be shifted frequently, damaging the packing. They were shipped to schools in poor quality cartons without adequate protection from weather. As a result, many books were lost in transit, especially during the rainy season (AED 1998: 44–45).

Projects built or expanded state-owned warehouses in Benin, Burkina Faso, Ethiopia, The Gambia, Mauritania, and Sierra Leone. In Mauritania, for example, the Bank financed the improvement of a central warehouse, shelving for regional storage facilities, and purchase of 2,800 containers to be used both in transporting books to the schools and for storage in the schools.<sup>10</sup>

### Training and computerized management

Several projects provided for training of MOE staff in inventory management and the proper care and storage of books. Current projects in Burkina Faso, Chad, Madagascar, Malawi, Mali, and Sao Tome e Principe provide for the establishment of computerized management systems to track the procurement and distribution of textbooks and other learning materials. With computerized stock tracking, it is possible to know exactly the number of books in each school and when they need to be replaced.

### Private Sector Distribution

Dissatisfied with public distribution systems, many governments turned to the private sector. Comoros was the first in Sub-Saharan Africa to use private transport successfully.<sup>11</sup> Benin was next. More than 830,000 textbooks and teacher's guides were distributed to primary and secondary schools for the beginning of the 1998–99 school year, using a transport company selected by national competitive bidding. A textbook committee in each community attested to their safe delivery and was responsible for their maintenance. The successful transporter received an advance payment of 30 percent of the bid price, but was paid the balance only on presentation of delivery receipts signed by school directors or local textbook committees.<sup>12</sup>

Figure 6.1 illustrates the extent of the change to private distribution. Private distributors were barely considered in projects approved before 1990. In contrast, more than half the projects approved during the following decade used private sector transporters, solely or in combination with the state.

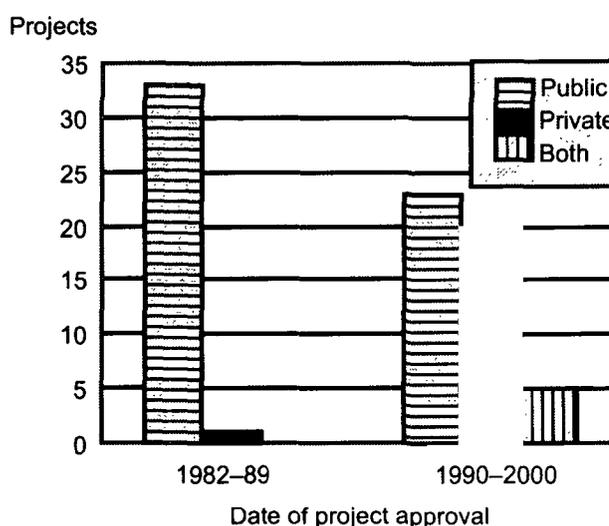
Burkina Faso settled on a public-private partnership for distribution after a state program for delivery bogged down in the inspectorate offices. The government contracted with the booksellers' association and Faso Yaar, a parastatal distributor of essential goods, to sell books nationwide. Commercial shops stocked books in the two principal cities, Ougadougou and Bobo Dialasso. Faso Yaar was responsible for selling books in the rest of the country except in the most remote areas. Those continued to be served by inspectorates.<sup>13</sup>

By the end of the review period, competitively selected local private-sector transport was the favored method of distribution.

### Use of suppliers in distribution

Under some projects, responsibility for delivery was lodged with the suppliers as part of the procurement process. In Mali, for example, printers and publishers selected by ICB under a current project will not only produce textbooks, but also deliver them to the district inspectorate offices. Communities will be responsible for picking the books up at the district offices

**Figure 6.1**  
**Distribution by Sector**



and for their storage and safekeeping.<sup>14</sup> Delivery of primary-level textbooks in Togo was also integrated in the book purchase contract.<sup>15</sup> Under a current project in Zambia, the suppliers are to distribute the textbooks to most schools, but the MOE will be responsible for reaching remote schools that need few textbooks.<sup>16</sup>

The same strategy was used in Nigeria after it became clear, during an initial shipment of about 11 million books in 1998, that domestic transporters lacked the capacity to reach the schools. In two following procurement tenders, suppliers were required to deliver books to the local government education authorities, who, along with zonal education offices, were provided with vehicles to carry the books to the schools.<sup>17</sup>

#### **Failures in private sector distribution**

Private sector distribution was not without occasional problems. Distribution was halted in Malawi in 1997, because of delays in government payments to the transport companies.<sup>18</sup> As a result, schools lacked textbooks, while government warehouses were full. In the next education project, the Bank undertook to finance distribution. Slow government payments also delayed shipments in Nigeria. There, the Bank extended the terms of the credit to cover distribution.

Government reliance on retail marketing of textbooks proved disappointing in more than one instance. Booksellers refused to venture into poor and remote areas, where they could not expect to sell enough books to ensure a profit.

- In Sénégal, textbooks procured by the MOE were sold to parents at a heavily subsidized price. Distribution was entrusted principally to retailers, who received a discount of 10 to 35 percent on the wholesale price, depending on the number of regions they covered and the number of points of sale they operated. The discount schedule, however, contained no incentive to serve remote areas, and in those areas, inspectors and school directors were given responsibility for selling books. Some retailers collected their discount without delivering books to distant locations. It is suspected that the books were instead diverted to the open market in the bigger communities in a controlled way so as to drive up prices. In poorer, remote areas, the primary school

inspectors were in the end given responsibility for selling books to the parents.<sup>19</sup>

Administration of delivery systems could also prove difficult to control:

- Guinea used private transport companies to deliver books to urban schools and to the principal centers of rural subprefectures. Local committees of parents, teachers, and civil society organizations were responsible for the textbooks on arrival and should have signed for their delivery. In many cases, however, truckers arrived without notice and required immediate acknowledgement of delivery, even at night, so that they could continue on their way. Sometimes, only teachers were present when the books arrived and signed for receipt of the books, perhaps without verifying the quantity delivered. In other cases, the subprefect or subprefectural educational officer was the sole signatory. Quantities of books that were duly signed for never reached the schools.<sup>20</sup>

A recent study in Zambia found that, in the case of some textbooks, less than 9 percent of copies procured actually reached the schools (Silanda 2001). The study period preceded the current Bank education credit, under which suppliers are responsible for delivery to all but remote schools.

#### **Distribution through Civil Society Organizations**

In a few countries where both the public and private sectors were incapable of delivering project-funded textbooks, civil society organizations filled the breach.

During the 1980s, textbook distribution in Zaire was delayed for lack of counterpart funds. About 80 percent of the country's primary schools were affiliated with and supported by churches—Catholic, Protestant, and Kimbanguist—and in the end, textbooks were distributed through their channels. An evaluation of this approach found that 95 percent of the textbooks reached their destination.<sup>21</sup>

In Angola, an elaborate distribution program was devised during the 1990s, enlisting the support of NGOs, church groups, some U.N. agencies involved in the distribution of humanitarian aid, the Social Action Fund, and two parastatals that were normally responsible for the work. Not all provinces could be

reached as security deteriorated in 1998–99, but through this informal network some 1,225,000 IDA-funded textbooks reached the schools.<sup>22</sup>

### Storage in the Schools

Most schools built with IDA funding during the 1990s provide for book storage. The storerooms are typically a full or half classroom in size with access only through the school director's office. They are equipped with simple shelving, often of boards and bricks. Some classrooms are equipped with cupboards to store books in daily use. In a few projects, metal chests were provided, but on occasion these were found converted to uses other than the storage of books.

In Uganda, the provision of steel book lockers in the schools, combined with teacher training in the care and use of books and good physical specifications for paper and binding, resulted in longer book life. Instead of lasting three years on average, as expected, books remained in use for five to seven years.<sup>23</sup> (Some of the prolonged life might also be attributed to underuse.)

Failures also occurred. In Guinea, storage space was included in the design of new schools, but the space allowed was often so inadequate that the director or teachers had to keep books in their homes. Fewer than one classroom in four had a book storage cupboard. The standard school design called for the cupboards to be located along an exterior wall, where they would be more exposed to weather than if they were moved to the inside wall. In most classrooms the pupils' desks did not have space to store books (AED 1998: 45–47).

### School Management of Textbooks

The Bank has assisted MOEs in preparing guidelines for management of textbooks owned by the state and rented or lent free of charge to students.

The guidelines call for the books to be clearly identified on the cover as public property and not for sale. The cover color and/or design should be different from any commercial edition of the same textbook that may be available on the open market.

Schools are usually responsible for managing the book stocks assigned to them. A typical management guide contains the following instructions, all of which may be considered best practices:<sup>24</sup>

- When books arrive at the school, the head teacher should immediately verify the quantity before signing to acknowledge receipt. Counting copies should be carried out publicly to ensure accountability.
- The name of the school and the date of receipt should be written on the inside cover of each copy. This information will help determine when books have served their life span and may also help recover a book that has been lost or stolen.
- Each copy should be given a unique serial number.
- When a student is issued a book, the serial number should be recorded in the classroom register. The same book must be returned at the end of the year.
- Teacher's guides and textbooks should be recorded in the same manner.
- Students should write their names inside the cover of the books they receive.
- Although the head teacher has overall responsibility for textbook management, class teachers look after day-to-day administration. They issue textbooks to students, keep records, collect books, check for damage, and count and store books at the end of the school year. (If students are not allowed to take books home, the teacher collects, checks, and stores books each day.)
- Students, parents, and community leaders should be sensitized to the importance of textbooks and the need to treat them with care.
- Books should be covered with durable paper or plastic to prolong their life.
- All books should be inspected for damage at least once each term. A record of book condition should be maintained, using terms such as "good," "fair," "poor," and "unusable."
- All books must be collected at the end of the year, along with the records for each class, for safe-keeping and subsequent stock taking.
- Students are responsible for replacing lost or damaged copies if they are found to be negligent.
- Head teachers are responsible for collecting rental fees and paying them into the bank.

### Use in the Schools

A Bank staff member visiting schools in Uganda found many textbooks in the classroom in mint condition. This was not an uncommon experience in Sub-Saharan Africa or, for that matter, in other countries where IDA or its sister regional banks have funded textbooks.

Teachers may be reluctant to use textbooks for several reasons. The reasons most often expressed are: fear that the books will not be replaced if they get worn out, fear that the books might be lost or damaged, and fear that the teacher will have to pay for any books that are lost or damaged.

Observers have suggested two other reasons. The first is that teachers are slow to give up the teaching style they have followed in the absence of textbooks, which may be the style by which they themselves learned. Even with textbooks available, they continue to teach by writing lessons and exercises on the chalkboard and leading oral recitations of the material. The second reason is that some teachers, including those least qualified, feel threatened by textbooks, especially new ones that employ different content or methods. Some evidence exists (cited in Psacharopoulos and Woodhall 1985: 221) that less experienced teachers, who might be expected to benefit most from carefully prepared textbooks, are less likely to use them than their more experienced colleagues.

On a visit to a rural primary school in Burkina Faso in 2000, an audit mission found the teachers to be present, knowledgeable, and interested, but with the textbooks stacked on their desks. The teachers explained that they were not using the books, because the students might tear them up.<sup>25</sup> In Chad, a Bank mission visiting schools during a mid-term project review in 1997 also found that books bought under an IDA project were not being used. A manual on the management and maintenance of books, planned for more than a year, had not yet been distributed. Both Bank staff and their local counterparts became convinced that there was no point in distributing textbooks without an accompanying program of decentralized training and supervision in their care and use.<sup>26</sup>

A study in Ghana (Harris and others 1997) identified head teachers as the key to textbook use and care. When they encouraged teachers and issued clear and specific guidelines, the books were more likely to be used. As teachers grew more comfortable with them, their use increased. Children had access to textbooks

during English lessons about 45 percent of the time (up from 18 percent in the previous year) and used them about 30 percent of the time during English instruction (up from 15 percent). The chalkboard continued to be prominent.

### Teacher Training in Textbook Use

Several projects have provided funding for training teachers in the effective use, care, and maintenance of new textbooks that were being produced under the credit. Among them were projects in Chad, Comoros, Equatorial Guinea, The Gambia, Guinea-Bissau, Mauritania, Niger, Somalia, Togo, and Zambia.

Success in these endeavors does not appear in project completion reports, but this may be in part because attention to this activity has increased since the mid-1990s and many of the projects are still current. Evidence does exist, however, of disappointments:

- The textbooks produced under a credit in the Central African Republic lacked teacher's guides.<sup>27</sup>
- In Mauritania, IDA financed about ten days of in-service training for 4,000 teachers and 140 inspectors. Field visits subsequently indicated that the sessions had too many participants, were mainly intended to pass on information, and at times were conducted by trainers with little more understanding of the subject than the trainees.<sup>28</sup>
- In Zambia, orientation seminars in the use of textbooks were provided for selected teachers, but the lessons learned were not passed on to their colleagues.<sup>29</sup>
- In Comoros, a series of teacher training courses concentrated on improving ability in French and mathematics and gave little attention to classroom management or the use of textbooks imported with Bank financing. Teachers who took the courses were still found to be spending a great deal of time writing on the board, dictating word by word, and working with one student, leaving the others without work. The authors of the project completion report concluded, "One lesson to be learnt from the textbook-teacher's guide subcomponent is that this type of activity calls for enormous dynamism and organizing power, which is frequently underestimated at appraisal."<sup>30</sup>

- In Uganda teacher training has, to some extent at least, been taken up by the private sector. The government has introduced a system of local choice among several approved textbooks produced by commercial firms. Publishers, as part of their marketing effort, have been offering teacher orientation seminars in the use of their books. There is little in reports about the fate of some hundreds of thousands of books and journals procured for libraries, primarily at secondary and tertiary institutions. Only the disappointments are singled out.
  - In Zaire, more than 55,000 books, plus laboratory equipment and other teaching materials, were delivered to thirteen tertiary institutions in early 1991. As a result of the growing disaffection of officials in that country, however, books and materials still remained unpacked when the completion report was written more than three years later.<sup>31</sup>
  - In Ghana, library books were delivered to 1,000 secondary schools that had been built with community and IDA support. At project close, the cartons in some schools were still not unpacked for lack of shelves, tables, and chairs. Community use of the new school libraries—an outcome anticipated in the project design—occurred only rarely.<sup>32</sup>
- Adequate storage space, equipped with shelving, is provided where needed throughout the distribution process to protect books against weather, water, vermin, insects, and theft.<sup>37</sup>
  - Wooden or metal book containers purchased under the credit are used for transport and for storage in the schools.<sup>38</sup>
  - Textbook management information systems are established in the MOEs for tracking needs, procurements, deliveries, and inventories. Installation is accompanied by training for MOE staff at all appropriate levels.<sup>39</sup>
  - The local community is involved in delivery to the schools. Community representatives are present when books are unpacked and counted.<sup>40</sup>
  - If local transporters cannot carry out distribution, parastatals have in some countries proved more efficient than ministries. Elsewhere, the project implementation unit has been made responsible for administering delivery. Civil society organizations have delivered textbooks in countries where both public and private sectors were unable to do so.<sup>41</sup>

## Summary of Best Practices

### Distribution

- Distribution is financed through the credit, removing dependence on allocations from recurrent government budgets.<sup>33</sup>
  1. Distribution is carried out by private transporters selected through competitive bidding that includes evaluation of the bidders' capacity.<sup>34</sup>
  2. Advance payments to transporters are limited to about 30 percent of the total cost; the balance is paid only on presentation of delivery receipts signed by school directors or local textbook committees.<sup>35</sup>
- Learning materials are consolidated to reduce loss and damage in transport. Books are packaged and

### Storage in the schools

- Each school has a secure room with shelves that is large enough to store the school's supply of textbooks when they are not in use.<sup>42</sup>
- Classrooms have storage cupboards or containers for books in daily use, located suitably for protection from weather and other hazards.<sup>43</sup>
- Student desks have space for storing books and other learning materials.
- Students are taught to protect the books with covers of durable paper or other materials.

### School management of textbooks<sup>44</sup>

- Copies procured by the state are clearly marked on the cover as public property and not for sale. They are easily distinguished from any commercial edition of the same textbook.
- The head teacher and/or a local textbook committee verify deliveries immediately.

- Each book received is marked with the name of the school, date of receipt, and a unique serial number.
- Classroom teachers record the name of the student receiving each textbook and ensure its return at the end of the day or term.
- Teachers, students, and the local community are sensitized to the value of textbooks and the need for care in their use.
- Teachers are given detailed manuals for the management of textbooks.
- Students are responsible for any copies lost or damaged beyond use.

### Use in the schools

Teacher training in the use of textbooks is incorporated in the credit agreement.<sup>45</sup>

<sup>1</sup> Education Sector Strategic Program (Cr 3172-MOZ).

<sup>2</sup> Community Secondary Schools Construction Project (Cr 2278-GH).

<sup>3</sup> Tertiary Education Project (Cr 2428-GH).

<sup>4</sup> Second Education Sector Credit (Cr 2083-MAI).

<sup>5</sup> Education Sector Restructuring Project (Cr 1943-MAU); General Education V (Cr 2706-MAU).

<sup>6</sup> Third Education Project (Loan 1792-SW).

<sup>7</sup> Education Rehabilitation Project (Cr 2429-ZA).

<sup>8</sup> Education Rehabilitation Project (Cr 1950-CD).

<sup>9</sup> Third Education Project (Cr 1329-UG).

<sup>10</sup> General Education Project (Cr 2706-MAU).

<sup>11</sup> Second Education Credit (Cr 1751-CV).

<sup>12</sup> Third Education Project (Cr 2613-BEN).

<sup>13</sup> Fourth Education Project (Cr 2244-BUR).

<sup>14</sup> Improving Learning in Primary Schools (Cr 3318-MAI).

<sup>15</sup> Education Rehabilitation Project (Cr 2752-TO).

<sup>16</sup> Basic Education Subsector Investment Program Support Project (Cr 3190-ZA).

<sup>17</sup> Primary Education Project (Cr 2191-UNI).

<sup>18</sup> Primary Education Project (Cr 2810-MAI).

<sup>19</sup> Second Human Resources Development Project (Cr 2473-SE).

<sup>20</sup> Equity and School Improvement (Cr 2719-GUI).

<sup>21</sup> Education and Technical Training Project (Cr 1519-ZR).

<sup>22</sup> First Education Project (Cr 2375-ANG).

<sup>23</sup> Fourth Education Project (Cr 1965-UG).

<sup>24</sup> The Gambia. Department of State for Education. Textbook Management Handbook.

<sup>25</sup> Fourth Education Project (Cr 2244-BUR).

<sup>26</sup> Basic Education Project—Education V (Cr 2501-CD).

<sup>27</sup> Second Education Project (Cr 1359-CA).

<sup>28</sup> Education Sector Restructuring Project (Cr 1943-MAU).

<sup>29</sup> Education Rehabilitation Project (Cr 2429-ZA).

<sup>30</sup> First Education Project (Cr 1195-COM).

<sup>31</sup> Higher Education Rationalization Project (Cr 1839-ZR).

<sup>32</sup> Community Secondary Schools Construction Project (Cr 2278-GH).

<sup>33</sup> For example, Malawi: Secondary Education Project (Cr 3051-MAI).

<sup>34</sup> For example, Benin: Third Education Project (Cr 2613-BEN).

<sup>35</sup> For example, Benin: Third Education Project (Cr 2613-BEN).

<sup>36</sup> For example, Uganda: Third Education Project (Cr 1329-UG).

<sup>37</sup> For example, Burkina Faso: Fourth Education Project (Cr 2244-BUR).

<sup>38</sup> For example, Uganda: Fourth Education Project (Cr 1965-UG).

<sup>39</sup> For example, Madagascar: Education Sector Development Project (Cr 3046-MAG).

<sup>40</sup> For example, Uganda: Third Education Project (Cr 1329-UG).

<sup>41</sup> For example, Cape Verde: Primary Education Upgrading Project (Cr 1853-CV); Uganda, Third Education Project (Cr 1329-UG); Angola, First Education Project (Cr 2735-ANG).

<sup>42</sup> For example, Togo: Education Rehabilitation Project (Cr 2752-TO).

<sup>43</sup> For example, Uganda: Fourth Education Project (Cr 1965-UG).

<sup>44</sup> For example, The Gambia: Department of State for Education. Textbook Management Handbook.

<sup>45</sup> For example, Togo: Education Rehabilitation Project (Cr 2752-TO).

## VII

# Project Design and Implementation: Cost Recovery and Affordability

Funding assistance to textbook provision classically consists of one or two large printings to meet needs that cannot be financed from the borrower's recurrent budget. After that, there may be an expectation—at least a hope, at best a commitment—that the borrowing country will maintain the stock from its own resources. Things have rarely worked out that way in Sub-Saharan Africa. In the late 1980s and the 1990s, most governments faced financial stringency as a result of low commodity prices and structural adjustment, not to speak of the devastation of natural or man-made disasters. National budgets in the social sector were hit hard, and new allocations for textbooks were swept aside, if they were even remembered.

As a result, textbook stocks designed to last three to five years gradually declined through use and loss. At the same time, enrollments increased through demographic growth and externally funded improvements to the education system. When the books were worn out or lost, or became obsolescent, another credit would be negotiated that included new schoolbooks. This hill-and-valley approach to textbook provision ran counter to prudent fiscal management and to the desire for sustainability in development.

Some countries responded by delegating total responsibility for textbook provision to the private sector, which sold its products directly to students and parents. Others retained responsibility for provision, but worked, with the Bank's encouragement, to recover some or all of the cost of textbooks from the students and their parents. Some sold the books

through public agencies, often at subsidized prices. Others reduced the cost to parents by charging only a rental fee for the use of textbooks during the school year.

Even a small rental fee, it was found, was too great for many families to pay. The charges hit the poorest families in rural areas and disadvantaged groups hardest. In general, efforts to achieve sustainability have clashed with efforts to improve access to education.

### **Cost Recovery through Sales by the Private or Public Sector**

In eighteen projects, books were sold to parents and students by either the state or commercial firms. In some cases, commercial firms sold books originated by a public agency and paid the government a fee or royalty on sales. Whether public or private, books that were sold generally proved too expensive for much of the population.

The sales strategy achieved some success in Burkina Faso, using retailers, a parastatal, and the MOE as described in chapter 6. Out of more than 1.2 million textbooks procured or published by the MOE with Bank assistance, about 70 percent had been sold at the time of the completion mission and sales were continuing. The average textbook price was CFAF 725 (US\$1.40), a 36 percent mark up over the average cost delivered to Ouagadougou. Proceeds from the sales were deposited in a textbook fund which, at the closing of the credit, had a balance of CFAF 968 million (US\$1.88 million)—about 75 percent of the total cost

of producing textbooks under the project. Only about one-third of primary-age students were enrolled in schools, however, and many parents did not send their children to school because of costs.<sup>1</sup>

#### **Subsidized sales**

In several projects, governments have chosen to subsidize the price of books to benefit poorer families. Even this is often not enough.

- A project in Togo provided primary-level textbooks in French and mathematics through state-owned bookshops at half the price prevailing in private bookstores. Nevertheless, most pupils in rural areas, where 75 percent of the people live, still could not afford the books. The cost of a full set of textbooks represented more than twice the entire average annual expense on education of a rural family.<sup>2</sup>
- Sénégal sold books at about one-third the true cost, but even so found the subsidy ineffective. In 1998 fewer than 20 percent of students owned or had access to books financed by IDA, according to a government study. The low figure was attributed to speculation by retailers, weakness in distribution, and parents' inability to pay. Only about half the parents responding to a survey in 1999 bought textbooks in French; 22 percent bought them in arithmetic, and 4 percent in social science. Under a current project, the government will lend books free of charge to primary students and rent them to secondary students.<sup>3</sup>

#### **Regulated prices**

In jurisdictions with multiple choice in textbooks, competition among commercial firms should moderate prices and encourage improved content and service. In countries with single textbooks in each subject-grade, some governments have regulated prices. Even so, in a monopoly both quality and price are likely to suffer. Reports conflict about the effectiveness of regulation in one African state:

- In Côte d'Ivoire, two publishing houses, both owned jointly by the state and a foreign publisher, have a monopoly in primary-level textbooks. Through shareholding and regulation, in-

cluding quality control, the state acts as "school protector," while committed to economic liberalism. It regulates the retail prices of textbooks, and twice has negotiated decreases. In addition to shareholder profits, it receives royalty payments.

During a World Bank seminar in 1997, Ivorian textbook prices were said to be the lowest in francophone Africa, except where prices were reduced by external subsidies. The two publishers estimated that 75 to 95 percent of Ivorian students, depending on their grade and where they lived, owned French and mathematics textbooks, although fewer own books in other disciplines. (Sosale 1999: 63–70, 89–96, 103–105).

In contrast, a World Bank appraisal mission in 1998 reported textbook-to-pupil ratios in Côte d'Ivoire of only 1:5 in urban areas and 1:10 in poorer, marginalized areas. A family's annual cost for textbooks for each child at primary school ranged from CFAF3,290 (US\$5.50) in the first grade to CFAF9,455 (US\$15.80) in the upper grade, in a country where more than a third of the population lives below the poverty line and 45 percent of the population is under 15 years of age. Bank staff report that the cost of textbooks is among the highest in francophone Africa, out of most families' reach. They also criticize the quality of the textbooks, which have not been revised for some years.

A Bank credit will provide free textbooks to schools in the poorest regions of Côte d'Ivoire for rent to students at moderate rates.<sup>4</sup> The credit was approved in 1998, but allocations for textbooks were delayed until competition had been introduced in procurement.

#### **Government commitment**

With subsidized prices, revenue from sales obviously can never equal the full cost of replacing textbooks. True sustainability can be achieved only if the government (or an external funder) makes up the difference. Implementation of such schemes has proved problematic:

- Mauritania tried to achieve sustainability in textbook provision under a credit approved in 1998. The government would sell textbooks at heavily subsidized prices and deposit the revenue in a

fund to finance reprints and the operating costs of the sales system. It would top up the fund with annual allocations. Sales recovered less than 50 percent of what the books cost to manufacture and distribute. The government, however, made no counterpart provisions for the fund during the project, in part because the amount required was not spelled out clearly and in part because the government did not understand completely the fund's objectives and operating procedures. The fund did, however, provide resources to finance replenishment that might not otherwise have been available given declining national revenue. A follow-up project retained the sales system, but with a government commitment to cover the cost of any loss or subsidies in the textbook fund.<sup>5</sup>

### Textbook Loans in Return for Rental Fees

Half the countries in the review experimented with whole or partial cost recovery by charging rental fees and depositing the revenue in a fund to be used for reprinting existing titles or procuring new editions (see table 7.1 on the next page).

The revenue from sales and rentals was normally put into a revolving fund to be used to replenish textbook stocks. The rental fee was usually set at a level that would amortize a book's cost over its expected life. In theory, the system could be self-sustaining. In practice, few systems reached that point.

Rental-loan schemes were highly recommended in a summary report of book sector studies carried out in nine African countries (Buchan and others 1991: 21). The report was published in advance of a conference on textbook provision and library development held in Manchester a few months later. The authors argued that rental was preferable to either free distribution, which governments could not finance, or sales, which many parents could not afford. Rental, however, had been tested in only one of the nine countries surveyed (Kenya, where parents in some schools contributed to a fund to buy books). In three of the nine countries, the authors did not think that rental was practical at the primary level—in Angola because of war and in Tanzania and Zambia because of poverty.

The one country where textbook rental had been highly successful, although not in the study, was

Lesotho. The operation of its textbook fund was described at the Manchester conference, which was attended by funders and ministers of education (British Council 1992: 14–15); this increased interest in the approach. Delegations from other countries, among them Burkina Faso and Burundi, visited Lesotho to study it as a model. Lesotho, however, was a special case:

- Education in Lesotho is a decentralized partnership between the government and civil society. The government holds administrative, financial, and academic control of formal education, but the churches (mainly Anglican, Evangelical, and Roman Catholic) own and operate 97 percent of the country's primary schools and 86 percent of its secondary schools. The rental system is managed by the School Supply Unit of the MOE, but is implemented principally at the parish level.

About 90 percent of what should be collected in rental fees reaches a central revolving fund. The fund always had enough money to buy textbooks, and in 1991 the government began allocating funds each year from the recurrent budget for distribution and administrative costs. By August 1993 the fund was reported to total 6.8 million Maloti (about US\$3.1 million). This was almost three times as much as was spent on curriculum and instructional materials during the entire life of the then-current project.<sup>6</sup>

At the Manchester conference, the director of the Lesotho School Supply Unit identified three problems that are, in fact, common to any rental scheme. They are:

- Inaccurate enrollment figures and projections
- Late payment of fees
- Unplanned introduction of new material or revision in the curriculum, requiring unexpected purchases of large quantities of textbooks.

Most efforts to emulate the Lesotho model were less successful. Rental schemes were abandoned after only pilot tests in Malawi, where the fee of 1 kwacha (about US\$0.38) per year, was far too low to achieve sustainability, and in Uganda, where neither

**Table 7.1**  
**World Bank Projects Incorporating Cost Recovery through Rental Fees**

Country	Project title	Number	Approved
Benin	Education Development Project	C2613	1994
Burkina Faso	Fourth Education Project	C2244	1991
	Primary Education Development Project (Education III)	C1598	1985
	Post-Primary Education Project	N007	1997
Burundi	Third Education Project	C1358	1983
	Fourth Education Credit	C1881	1988
	Emergency Assistance	C2668	1995
Cameroon	Higher Education Technical Training Project	C3110	1998
Comoros	Third Education Project	N031	1997
	Second Education Project	C1751	1987
Côte d'Ivoire	Education and Training Support Project	C3079	1998
Ethiopia	Seventh Education Project	C1873	1988
	Education Sector Development Program	C3077	1998
Gambia	Second Education Sector Project	C2142	1990
	Third Education Sector Project	C3128	1999
Ghana	Community Secondary Schools Construction Project	C2278	1991
	First Education Sector Adjustment Credit	C1744	1987
	Second Education Sector Adjustment Credit	C2140	1990
	Basic Education Sector Improvement Program	C2885	1996
Guinea	Equity and School Improvement Project	C2719	1995
	Primary Education Project	C1797	1990
Lesotho	Third Education project	C1148	1981
	Education Sector Development Project	C2287	1992
Mali	Education Sector Expenditure Program	C3449	2000
Mozambique	Second Education Project	C2200	1991
Nigeria	Primary Education Project	C2191	1991
Rwanda	Third Education Project	C1683	1986
Sao Tome e Principe	Health and Education Project	C2343	1992
Sénégal	Quality Education for All	C3333	2000
Somalia	Education Rehabilitation Project (suspended)	C2111	1990
Swaziland	Third Education Project	L1792	1980
Togo	Education Rehabilitation Project	C2752	1995

parents nor government proved able or willing to support the program adequately.

The Gambia introduced rentals in 1992. For the first three years, enough books were delivered to schools in a timely manner and about 85 percent of fees were recovered. The rental fee was subsidized, yet many rural parents were still unable or unwilling to pay it. Even so, the scheme was considered a best practice example in Africa.

Following a change of government in 1994, management of the Gambian rental system deteriorated. Bank reports identified a number of problems that afflicted the program and that, to varying degrees, afflicted similar programs elsewhere:

- Loss or theft of books by students and teachers
- Slow payment of fees
- Misappropriation of funds by teachers
- Inadequate monitoring and record keeping

- Inefficient and overordering of books
- Inadequate staffing in system management
- Insufficient training of teachers and school administrators.
- High staff mobility
- Failure to follow procedures
- Government failure to deposit funds intended to cover the cost of replenishment and increases in enrollment.

By 1997 The Gambia owed about US\$900,000 to the textbook supplier. At project end, the government decided to lend textbooks free of charge to students in grades 1 to 6 and to privatize management of textbook rentals in grades 7 to 9. For the follow-up project, the government committed to cover fully any shortfalls in the textbook fund. Problems continued. As of November 1999, only 64 percent of fees had been recovered (80 percent had been set as a performance indicator), the private fee collectors were no longer active, and the MOE had taken over the operation.<sup>7</sup>

Other problems were identified in Burkina Faso, where the government had abandoned selling textbooks and introduced rental at the Bank's insistence. Bank missions found that:

- Regulations for the scheme had been inadequately distributed
- Most of the local offices that were intended to manage it were not functioning
- There had been no public awareness program to prepare teachers, parents, and students for the change in policy
- The rental scheme was too complex for parent associations to handle
- Most of the parents found the rental fee too high
- The books were not always stamped and registered on receipt at the schools
- Students often did not take care of the books
- Books broke because of poor binding and so could not be rented over as many years as planned.

The scheme was abandoned for primary schools after the project's mid-term review.<sup>8</sup>

In Senegal, sustainability would have been difficult, given poverty and weak distribution, but was made impossible by mismanagement of the fund established to receive sales revenue. Auditors refused

to approve the fund's accounts for three successive years (1996–98). In 1998 they found that tens of millions in CFCA francs were unaccounted for, inventories could not be evaluated adequately; and books apparently had been withdrawn from stock without subsequent billing.

### **Interventions to Increase Accessibility**

Subsidies, although well intentioned, reduce the cost of textbooks for families who can afford to buy or rent them, while leaving them too expensive for a greater number of the poor or disadvantaged. In Cape Verde, the government has found a way to combine cost recovery from sales with direct assistance, using a semiautonomous organization that is supported by public and private funds:

- Cape Verde is an archipelago of small, resource-poor islands using Portuguese as a language of instruction. The MOE procures primary-level textbooks using ICB.

Between 60 and 70 percent of the textbooks are sold through retail booksellers, mainly in the two principal urban centers, by local educational authorities where no private bookshop exists, and by schools that place bulk orders directly with the MOE. The MOE charges 7 percent over cost to cover shipping expenses, and the bookshops and local authorities are limited to a 15 percent mark up beyond that.

The balance of the books are sold to the Cape Verde Institute of Social Action (ICASE), a semi-autonomous body, at cost plus 7 percent, to be lent to the poorest students without charge. ICASE has been distributing books to poor students since 1981. It depends for financing largely on private donations, especially from the large Cape Verde emigrant population in the United States, and on support from foundations and international agencies. The government also gives it money for textbook distribution.

Revenue from sales to all sources, including ICASE, is deposited in a revolving fund to be used solely for reprinting textbooks. In 1999 the IDA credit financed the appointment of a full-time fund manager. At the same time, a locally funded assistant was appointed to collect delinquent accounts. That year, the fund paid for all the text-

books required for replenishment and helped to ensure a sustainable supply of books to poor children.

The fund was originally in a private account managed by a senior MOE secretary. At the Bank's suggestion, the fund was reconstituted to require three signatures for any disbursement.

ICASE is cautious in its provision of books. At the beginning of the term, teachers urge students to buy books. After some time, the teachers talk to the parents and visit the homes of students without books to assess need. On that basis the teachers make recommendations to ICASE for support.

The system is so effective that 90 percent of primary students were reported to have textbooks. During the same IDA project, Cape Verde achieved a net primary enrollment rate of almost 99 percent—the first nation in Sub-Saharan Africa to approach universal basic education.<sup>9</sup>

### Targeted Support and Demand-Side Financing

*Priorities and Strategies for Education*, a Bank policy review issued in 1995, promised greater attention to equity in Bank-supported projects. Special attention would be paid to education for girls, disadvantaged ethnic minorities, and the poor. Projects would support household involvement in school governance, quality-enhancing mechanisms, recurrent cost financing, and demand-side financing (World Bank 1995: 15).

Patrinos and Ariasingam (1997) subsequently explored the use of demand-side financing, whereby public funds are given directly to individuals or institutions on the basis of expressed demand. The Bank has supported demand-side support programs to encourage attendance by girls that include stipends and free textbooks. Notional or actual budgets for schools to choose and buy their own textbooks are another form of demand-side financing. This type of financing has the great advantage of involving the users in choice, thereby increasing commitment. Families must choose to join a stipend program for the benefit of their daughters; schools may choose the books best suited for their pupils.

Support for textbook provision in Sub-Saharan Africa has been more systemwide than targeted, as have been subsidies to reduce textbook costs. Many

recent projects for basic education, however, emphasize improving conditions in rural communities and especially those areas most disadvantaged. A few contain targeted interventions:

- In Burkina Faso, enrollment of girls is encouraged by lending them free textbooks in areas where they constitute less than 10 percent of the school enrollment.<sup>10</sup>
- In Côte d'Ivoire, a current project identifies 116 targeted subprefectures where books will be provided to the schools free of charge and rented to students for a modest sum. Elsewhere in Côte d'Ivoire, textbooks will continue to be sold.<sup>11</sup>
- In Nigeria, special attention will be paid to 740 focus schools (twenty in each state), chosen so that the most needy populations will benefit. These schools will be provided with supplementary readers, library and reference books, steel book storage lockers, and instructional materials. Elsewhere in Nigeria, the project will continue support for primary-level core materials.<sup>12</sup>

Some education projects incorporate demand-side financing components that may improve access to textbooks for disadvantaged groups. Projects in Mozambique and Tanzania provide scholarships and bursaries for girls. One in Zambia finances bursaries for poor children.<sup>13</sup>

### Free-of-Charge Textbook Loans

Many countries have tested some form of cost recovery, but have reverted to lending textbooks to primary students without charge to encourage access to education. Examples have been given above. Some recent projects have incorporated free loans at the primary level.

- Sénégal has abandoned subsidized sales and, under a new ten-year program, will lend textbooks to primary students without charge. Books will be rented at the secondary level. Initial purchases of textbooks will be made under a three-year IDA credit approved in 2000.<sup>14</sup> Thereafter, the government will be expected to replenish most or all supplies through its recurrent budget, buying from the private sector under a developing system of multiple choice. The program

was designed following four years of economic reform and improved performance in one of the world's poorest nations. The target is to provide three books per student.

- Under another credit approved in 2000, Mali has also adopted free loans to primary-level students, with targets of two books per student in the first six grades and four books per student in grades 7 to 9. Textbooks will be rented in the three secondary-level grades. A ten-year program similar to Sénégal's, will privatize provision, consider multiple choice an option, and introduce textbooks in national languages.

When books are borrowed, some countries require parents to pay a deposit that is refunded when the books are returned at the end of the year. Sao Tome e Principe opted for a substantial deposit, which was resented when it was introduced, but was gradually accepted as long as books were available in only a few subjects. The government recognized that the deposit system would become unbearably expensive once textbooks were available in all subjects. The system also proved unexpectedly cumbersome to administer. The government decided to change to a system of users' fees that may eventually make textbook provision self-sustaining.<sup>15</sup>

A few countries have never wavered from free provision. One is relatively wealthy Botswana, which consistently allocated a major proportion (from 17 to 21 percent) of its recurrent budget to education during the first six years of the review period and has not required IDA support for textbook provision since a loan closed in 1991.<sup>16</sup> Another is Niger, one of the world's poorest countries, which has a rapidly growing population, 85 percent of it rural. The government lends books free of charge in view of the general poverty, the urgent need to improve access to books, and the positive effect expected on the enrollment of girls. Management of textbook supplies was given to local school committees of parents and teachers. But in 1997 the government was spending only the equivalent of US\$1 per student per year on instructional materials, one-fifth of the level recommended by a World Bank policy paper that year. Without a major change in fiscal allocation—unlikely given the economy of the country—provision of textbooks will have to depend on continued renewals of external aid.<sup>17</sup>

## Summary of Best Practices

- Textbooks are lent free of charge at the primary level. They may be rented at the secondary level.<sup>18</sup>
- Where cost recovery is undertaken, books are made available to students who cannot afford them through intervention by government or NGOs. Interventions may be systemwide or targeted to specific groups such as girls or rural students.<sup>19</sup>
- Parents, students, and communities are sensitized to the need for cost recovery in the secondary grades. Where prices or rental fees are subsidized, parents are told they are paying only a portion of the true cost. Support from funders or donors and the government is recognized.<sup>20</sup>

<sup>1</sup> Primary Education Development Project (Cr 1598-BUR).

<sup>2</sup> Educational Improvement Project in Togo (Cr 1568-TO).

<sup>3</sup> Second Human Resources Development Project (Cr 2473-SE); Quality Education for All (Cr 3333-SE).

<sup>4</sup> Education and Training Support Project (Cr 3079-IVC).

<sup>5</sup> Education Sector Restructuring Project (Cr 1943-MAU); General Education V (Cr 2706-MAU).

<sup>6</sup> Education Sector Development Project (Cr 2287-LSO).

<sup>7</sup> Second Education Sector Project (Cr 2142-GM); Third Education Sector Project (Cr 3128-GM).

<sup>8</sup> Fourth Education Project (Cr 2244-BUR).

<sup>9</sup> Basic Education and Training Project (Cr 2675).

<sup>10</sup> Fourth Education Project (Cr 2244-BUR).

<sup>11</sup> Education and Training Support Project (Cr 3079-IVC).

<sup>12</sup> Second Primary Education Project (Cr 3346-UNI).

<sup>13</sup> Education Sector Strategic Program (Cr 3172-MOZ); Human Resource Development Pilot; Basic Education Subsector Investment Program (Cr 3190-ZA).

<sup>14</sup> Quality Education for All Program (Cr 3333-SE).

<sup>15</sup> Health and Education Credit (Cr 2343-STP).

<sup>16</sup> Fourth Education Project (Loan 2644-BT).

<sup>17</sup> Basic Education Sector Project (Cr 2618-NIR).

<sup>18</sup> For example, Sénégal: Quality Education for All Program, Cr 3333-SE.

<sup>19</sup> For example, Cape Verde: Basic Education and Training Project (Cr 2675) and Burkina Faso, Fourth Education project (Cr 2244-BUR).

<sup>20</sup> For example, Uganda: Third Education Project (Cr 1329-UG).



# VIII

## Project Design and Implementation: Issues and Responses

The subjects discussed in the previous chapters are common to projects incorporating the provision of textbooks and learning materials. From time to time, special issues arise, stemming from policy decisions or other causes. This chapter looks at the most significant of these and how the Bank has responded.

### Short-Term or Emergency Issues

#### Learning and Innovation Loans

A Learning and Innovation Loan (LIL) has been used in Mali to develop and assess the merits of instruction in both a mother tongue and French. Early evidence suggests that students taught through the bilingual *pédagogie convergente* perform significantly better than those taught only in French. Testing of the new approach was essentially ad hoc, however, and was carried out in only about 300 schools, using textbooks of poor quality.

A three-year, US\$3.8 million LIL project will enable the government to go to scale with bilingual education in different kinds of schools and to determine in what conditions the method is applicable and affordable. It will examine means of revising, producing, and distributing improved textbooks in six national languages through private publishers. It will also test the capacity of communities to carry the books from regional offices and store them securely during school holidays.<sup>1</sup>

Lessons learned from these tests will be incorporated in a ten-year program of educational support estimated at US\$1,591 million, of which IDA will fi-

nance about 11 percent. The long-term program envisages the decentralization of textbook selection and procurement to regions, districts, and schools. The private sector will edit, produce, and distribute the books, in national languages and French. This is an ambitious and fundamental change in policy, for which experimentation under a LIL project should prove a valuable investment.

Some Bank officials have found that LILs tend to grow over time and that the costs of administration may be disproportionate to the size of the loan. They have also found that, even though approval of LILs may be swift, implementation, as in other projects, may lag.

That was the experience of a project (not a LIL) that was fast-tracked in 1996 to meet a crisis in Malawi's primary schools. The government had abolished all fees and associated costs for primary education in 1994, with the result that gross enrollment grew in a single year by 68 percent. In response, the Bank approved a four-year project to supplement an overall integrated sector credit. Subsequent reports on the project conflict in detail, but do not suggest speed. In mid-1997 distribution of textbooks and learning materials was held up because of late payments to transporters. Training of staff in the use of books was delayed because of ambiguities in the assignment of responsibility. By the spring of 2000, about US\$3 million in credit funds for textbooks and learning materials and about US\$1 million for training had been diverted to civil works, which were seriously overdrawn.<sup>2</sup>

### Conflicts and emergencies

Textbooks are destroyed in the course of natural disasters and human conflicts; the Bank has provided funding to replenish supplies. In Sudan, IDA financed the construction of forty-eight primary schools to replace buildings destroyed or severely damaged by devastating rains and floods and equipped them with textbooks and furniture.<sup>3</sup>

An education credit was under way in Rwanda when genocide erupted. Its terms were fortunately sufficiently general that, with flexibility and imagination, the funds could be used to restore access to education without additional Board approval. Education in Rwanda was further assisted under emergency credits in 1995 and 1997 and a special emergency grant in 1998. A fast-track approach was taken in 2000 with a credit that will finance the adaptation, development, production, and distribution of about 1.187 million textbooks in Kinyarwanda, French, and English.<sup>4</sup>

A first education project in Angola was approved in 1992. The civil war that had begun with independence seemed to be slowing, but refugees from the countryside were crowding urban schools. Primary-level textbooks were scarce. Most dated from the immediate post-independence period and were badly in need of revision. Even so, they were being sold on the black market for the equivalent of US\$15.00—twenty times the official price. In a country still in conflict and so pervasively mined that travel was dangerous, the project concentrated on building demonstration models in selected islands of relative peace and security.

After the peace accord of 1994, the reforms tested in the models were replicated elsewhere in Angola. Substantial undisbursed funds were transferred to new priorities during the mid-term review. This involved a giant leap—from a target of 53,000 textbooks and 6,500 library books at appraisal to the eventual procurement and distribution of more than 1.2 million textbooks.<sup>5</sup>

### Liberalization

Governments and funders have been divided in their approach to liberalization. One camp has wanted to free production as quickly as possible. The other has sought a phased development of local capacity. The first approach is intended to meet immediate needs;

it has often led to involvement, if not dominance, of the market by transnational companies with deep pockets and long-established lists that could be adapted quickly to national needs. The other approach was designed to provide for an orderly transition and to nurture indigenous publishing.

Uganda and Tanzania illustrate differences in funders' strategies and governments' commitment to change. Both also attest to the time needed to revive private sector publishing capacity that has been eviscerated by government monopoly.

- In Uganda, flourishing printing and publishing industries collapsed during the Idi Amin dictatorship, as did the ability of parents and schools to buy textbooks and instructional materials. In 1983 and 1989 the Bank approved emergency textbook purchases of books written largely by Ugandans, but imported from abroad. An additional credit, approved in 1993, was designed to revitalize the country's private sector publishing and printing.<sup>6</sup>

Under the plan, publishers submit textbooks to the MOE for evaluation and authorization. District selection committees, using budget allocations based on school enrollment, choose books that have been approved for use in the schools. Publishers compete for selection on the basis of price, presentation, support, and promotion. Book orders are consolidated at the center, and bulk prices negotiated with the publishers.

To support this major change, the project provided for a multifaceted training program for the MOE's textbook unit and the private sector. The government spent about US\$20 million on learning materials between 1993 and 1997, drawing on local currency counterpart funds from nonproject aid that USAID was providing.

Within two years a dozen publishers were participating, some locally owned and others joint ventures with international partners. The number of bookshops grew from five in Kampala to twenty-five, with more outside the capital.

The Ugandan book chain is developing, but its local base—even after more than half a decade of such activity—is still narrow. The number of local publishers is small, and sales of textbooks have not yet been matched in other kinds of books.

More than 90 percent of the primary-level textbooks are still published by British-based transnationals who have local partners that are basically only marketing agents. Most of the printing is done abroad, because local printers lack the capacity and cannot afford to build capacity without lucrative textbook jobs. Without any attempt at cost recovery, the provision of primary-level textbooks remains dependent on external funding (Tumusiime 1998a: 101–102; Tumusiime 1998b: 12–13; Tumusiime 1999: 3; Salahi 1998: 12–15; Katama 1997: 4–5).

- In mainland Tanzania, textbook provision was entirely state managed until 1991. Late that year the government announced a new policy, developed during negotiations for a Bank credit.<sup>7</sup> Its goals were to privatize the textbook industry, introduce competition, decentralize selection to the school level, and make it possible for families to buy textbooks through retail outlets. A transitional period of unspecified length was allowed. The time would depend on growing capacities within the book trade and MOE.

IDA agreed to finance new textbooks for secondary schools through ICB. The Swedish International Development Cooperation Agency (Sida) was to finance primary-level books. Planned to restrict competitive bidding to local qualified firms.

As a first step, Sida provided commercial publishers with technical assistance in management and publishing operations. Sida concurrently funded a consultancy to strengthen existing public sector management.

State-originated textbooks were initially tendered to private firms for editing, design, and production. In 1996 full responsibility for initiating and publishing was turned over to the private sector. In the same year, taxes and duties on imported printing paper were eliminated, removing the advantage enjoyed by imported books that entered duty free.

By 1997 forty-nine titles developed by the state had been tendered to the private sector and twenty-one had been delivered. Progress toward liberalization was slowed, however, by government inaction, lack of a clear official interpretation of policy, limited private sector experience

in international procurement, and distrust among the several players. Some commercial publishers and booksellers believed that the government should move faster in devolving spending power. Government approval of tenders was so slow that, in the interval, global prices of paper rose substantially, causing severe financial problems for successful publishers. Most local publishers were small and lacked capital. A Bank mission was concerned that the limited market for books and publishers' lack of access to credit could prevent full implementation of the government's stated policy (Bank reports plus Bgoya and others 1997: 26–27; Stridsman 1999: 85–86; Sida 1996; Nyambura 1998: 13).

Some governments took a middle course in liberalization, opening the door to the private sector, while retaining, at least in the short term, a dominant position for themselves:

- Kenya sought to encourage private sector distribution and reduce inefficiencies in central procurement. District offices consolidated school requests for textbooks and ordered the books from local booksellers (ADEA/UNESCO 1999).
- Mozambique retained public sector publishing of textbooks, but opened the market to private competitors. Foreign publishers may participate if they establish themselves and publish in Mozambique and if they build local knowledge through training and technology transfer. The transition from state monopoly to competition is scheduled for completion in 2004.<sup>8</sup>
- In Zambia the MOE developed new textbooks to the camera-ready proof stage and opened bidding for their printing and publication. The government also encouraged commercial publishers to issue competing books. The curriculum design center publishes an annual list of approved and recommended books. The MOE's long-term strategy will allow district education boards to choose and buy books for their own schools.<sup>9</sup>

### Decentralization

Three long-term projects approved between 1998 and 2000 incorporate major administrative restructuring

ing. They are based in Zambia, Ethiopia, and Sénégal (discussed in the next section).

In Zambia, most decisions affecting pupils and teachers were taken until recently at MOE headquarters, in consultation with provincial officers. The government has undertaken to establish an education board in each district, secondary school, and teacher training college. A pilot board was established in the Copperbelt District in 1996. Others were to be established in at least 60 percent of the districts by mid-2001. By 2005 half the district schools are expected to be buying and distributing textbooks to their schools.<sup>10</sup>

Decentralization in Ethiopia illustrates the complexities of change and key areas of necessary development. Ethiopia switched to a federal structure of administration following a change of government in 1993 and decentralized administration of public education. The federal ministry's principal role now is setting national policies and strategies and monitoring their implementation. Eleven regional educational bureaus have the major responsibility for delivering primary and secondary education.

A Bank appraisal mission in 1998 noted that the regions varied in their capacity to adapt national policies and programs.<sup>11</sup> They had made impressive progress, but much remained to be done in four areas that are critical in any decentralization:

- *Financial management and procurement.* Few regions had experience with the procedures and guidelines for financial management and procurement involving donors and on so large a scale. Staff had to be added, trained, and retained. Intensive initial training would have to be followed by periodic reinforcement.
- *Information management.* Staff, training, equipment, and logistical support had to be developed at all levels of administration. Regions would be encouraged to create capacity in data processing and analysis at lower levels, so that findings there could become immediately useful.
- *Curriculum development and textbook provision.* With decentralization, each region had the *freedom* to adapt the national curriculum to suit regional conditions. Each then had to create, adapt, buy, or translate teaching materials in each subject-grade, plus glossaries, dictionaries, creative lit-

erature, newspapers, and booklets (in Ethiopia's case, in multiple languages). This required training authors, editors, and publishing staff.

- *Examinations.* A new national organization for examinations was established in 1996. Its administrative and technical capacity required strengthening, especially in educational measurement and examination instruments. It would have to deal with regional variations in grading capacities and problems that might arise in administering examinations in different languages.

The Ethiopian project illustrates the importance of:

- Clearly defined procedures for devolved responsibilities
- Training at the lower levels in those procedures and the operations involved
- Incentives for people at those levels to adhere to reporting and other accountability guidelines
- Procedures and training in accounting for funds, stock management, secure storage, and the maintenance and repair of textbooks.

The Canadian International Development Agency (2000:11) has pointed out other concerns—that national governments maintain their own commitments to education, while devolving responsibilities, and that decentralization does not increase inequities in providing educational resources.

The government of Guinea ignored many of these issues. The findings of an evaluation team provide a catalogue of what can go wrong in a program for decentralization (AED 1998: 50–58).

- In the design of the IDA credit, existing associations of parents and friends of the schools were to be responsible for replacing damaged and lost copies of textbooks through the proceeds of a textbook rental system.<sup>12</sup> These associations had been nurtured and trained by an NGO. In implementing the project, the government vested management of textbook rental in new local committees.
- Circulars establishing the committees did not agree on their composition.

- Committees in several primary schools had not received enough information or training in textbook management before books arrived.
- Of 400 schools, prefectural offices, and prefectural education offices visited, fewer than half had projected annual needs for books and only 11 percent had prepared a budget.
- Half the staff questioned did not know who directed their operation or to whom that person was responsible. Only one in five understood the financial mechanisms that had been put in place.
- Procedures for distribution of textbooks to the schools were not always well known and procedures for receiving the books were not always followed.
- Only two in five respondents considered effective systems were in place to detect irregularities and errors.
- Procedures for maintenance, care, and security of the books were for the most part neglected for lack of adequate storage space and detailed instructions.
- No comprehensive operations manual existed.

### Multiple Choice

The benefits of multiple choice require selection at the local or district level, where the needs, capacities, and experience of students are best known. Under one project in Nigeria, textbooks were procured from several competing publishers but were allocated to schools centrally. As a result, not all schools received the books best suited for their pupils, nor were the teachers adequately trained in using them.<sup>13</sup>

Multiple choice requires significant preparation of teachers, not only in the use of the books, but also in their selection. Ministries publish lists of authorized books, but rarely if ever provide annotation (such as extracts from evaluators' reports) that could assist teachers or local officials in making selections.

In some countries, teachers inspect textbooks at book fairs, organized at the district level. In Malawi, the publishers' association held twenty-three regional fairs at which senior school staff could choose secondary-level textbooks and library books within allocated notional budgets. DANIDA, the Danish international development agency, then aggregated the

orders and the Bank financed procurement through ICB.<sup>14</sup>

In Uganda, where publishers visited schools individually, teachers tended initially to order small numbers of several competing books in order to sample their qualities. They presumably then intended to select the textbook best suited to their pupils and order it in quantity. Such a practice is effective only with the certainty of continuing support for textbook purchase.

Mali is to choose between a single text and multiple text system under a credit approved in the last days of 2000.<sup>15</sup> Sénégal has opted for multiple choice under a credit approved a few months earlier.<sup>16</sup> Both countries have just 10 million people, which has been suggested as a threshold for economic multiple choice. Both programs have ten-year horizons.

The change to multiple choice in Sénégal is part of a broader policy of privatization of textbook production and distribution, support for local publishers, introduction of national languages for instruction, free provision of textbooks in the primary grades, and attainment of universal basic education. The detailed design of the project indicates how carefully such a transition must be prepared.

- Publishers will be invited to propose textbook series based on curricula and national standards to be developed by the national pedagogical institute.
- The best books will be approved for use by a national commission established for this purpose.
- In each inspectorate, a commission will be established to choose the series to be used in its schools.
- Teachers will be trained, and parents and publishers informed.
- Bidding documents will be drafted for procuring, through open competition, two to three titles in three core subjects at each grade of the primary and middle schools.
- A small number (about 2,000 copies) of each title chosen will be bought and shipped as samples to the individual inspectorates.
- Inspectorate staff and teachers will be trained in choosing from the available series.
- Book warehouses will be built in each inspectorate.

- Book orders from the individual inspectorates will be aggregated in the capital and procured in bulk.
- A stock management system will be put in place.

All these steps are to be in place for grade 1 subjects by the end of the first phase of the program in 2003. By 2007 it is expected that the process will be complete up to grade 3. All primary grades are to be served by the end of the program in 2010. During the second and third phases, the availability and use of books will be monitored to ensure that the target ratio of three books per student is respected.

### Strengthening Local Publishing Capacity

Current projects are paying increased attention to development of local publishing capacity as part of the trend toward privatization. Earlier efforts in Uganda and Tanzania have already been described in the section on liberalization.

In Mali, a ten-year program envisages workshops that reinforce in-country capacity for drafting, illustrating, editing, and designing textbooks.<sup>17</sup> Bank-financed training of this nature has been increasingly opened to publishing staff from the private sector. The Bank has also held three regional workshops to acquaint local publishers with its procedures for procurement: in Nairobi in 1995 (anglophone), Accra in 1998 (anglophone and francophone), and Conakry in 1999 (francophone). As a result, more and more African publishers and printers have been participating in Bank-financed procurement of textbooks and are winning more and more contracts.

In Mali and Sénégal,<sup>18</sup> literacy training will encourage reading in the home—a strategy that should further assist local publishers by broadening their market at the same time that it reinforces the literacy taught in the classroom. Family members will be offered classes in reading at the same time as their children are taught it in school. Parents will be encouraged to help their children with homework. Supplementary reading materials will be made available for use at home, complementing book nooks in all classrooms.

In both countries, the literacy program will use the local language spoken at home. The Sénégal project envisages the use of national authors and development of books with locally relevant content.

Local publishers will be encouraged to publish African-centered texts reflecting local experience, with which children and their families can identify.

### Community Involvement

Local stakeholders have been assigned management roles in several recent education projects. Textbooks have been seen as one of the easier components in which this policy can be implemented.

Parents or the community have been expected to contribute directly to provision of textbooks in some projects. In others, parent-teacher associations have been given direct responsibility for the management of textbook rental plans.

In Benin, for example, the government and parent-teacher associations have shared the cost of maintaining and replenishing books.<sup>19</sup> In Burkina Faso, a committee of parents and teachers in each school was to be responsible for textbook rentals.<sup>20</sup> In Togo, a similar committee in each school, chaired by the head teacher, was to ensure the safekeeping of textbooks and use the proceeds of rentals to replace lost or damaged copies.<sup>21</sup>

Nigeria is testing a self-help program for school improvement that can include teaching-learning materials. An IDA credit will finance about US\$3,000 in each of 900 projects. Communities will initiate the projects and will have to contribute at least 20 percent of the total cost in kind, labor, or cash. The program is intended to mobilize supplementary resources at a time when total public spending for primary education in Nigeria, already far below the regional average, is shrinking in real terms. The projects are also expected to enhance accountability through community involvement. They may include small grants to teachers to enable them to buy teaching-learning materials, the completion of a community library building close to the school, and provision of supplementary readers and reference materials to the school or community library.<sup>22</sup>

In Comoros, local management of educational resources was built on a long history of community involvement in financing, managing, and operating social activities. With this basis, a new educational policy was developed in the mid-1990s in consultation with about 100 representatives of government, regional and local authorities, village notables, parents, teachers, students, private and public enterprises, and national consultants. Local communities

were given responsibilities in education. The primary beneficiaries (youth, their families, the village, and employers) were empowered through contracts involving partnership and productivity. The Bank assisted the establishment of school committees and supported their development in the poorest areas of Comoros.<sup>23</sup> The committees, among other responsibilities, collect and administer user fees for textbooks and are responsible for the distribution, storing, and use of books and other learning materials.

Local responsibility for textbook funds has not always been successful. Madagascar abandoned such a program, because of parents' limited ability to pay.<sup>24</sup> In Comoros, an audit committee pointed to the problems that could arise when parent-teacher associations were expected to open bank accounts and sign jointly in a country where few banks exist and money must be carried long distances.<sup>25</sup>

Stakeholder involvement has also failed when it was less than meaningful. In Ghana during the mid-1990s, parents were expected to be active in school management; however, some teachers resented parental "intrusion" and many parents saw their role only as providing supplementary financial support. As a result, parents felt little ownership of the schools that their children were attending. Many distrusted efforts to increase community involvement, lest it be an excuse for extracting additional financial contributions. Bank staff concluded that:

The key to successful community participation is to ensure that, having regard to distinct features, local people have a real influence over decisions that affect the quality of education their children receive. Ultimately, communities are likely to reject mechanisms that are seen as simply advisory or established to "rubber stamp" decisions taken by school or system officials.<sup>26</sup>

In contrast, an IDA-supported project in Uganda rekindled the interest of parents in school performance. The parent-teacher associations became active in the reception of educational materials from the district education offices and sometimes organized the transport of materials to the schools.<sup>27</sup>

In several countries, the arrival of textbooks has become an occasion of local celebration. The mayor, education dignitaries, and members of the parent-

teacher association welcome their delivery. The ceremony encourages community interest in the care of this physical investment in the children's education.

### **Governmental Capacity and Commitment**

In more than one project, the MOE proved incapable of fulfilling all the demands placed on it by implementation of an overambitious design. The problem was particularly acute in small countries with a small corps of civil servants, many of whom already had more than one major official responsibility in addition to civil society and personal obligations.

In Cape Verde, implementation of the current educational project was delayed for several months, because of a shortage of staff and local consultants.<sup>28</sup> In Guinea-Bissau, a project completion report concluded that:

Nationwide basic education reform is too ambitious to undertake for a country such as Guinea-Bissau. IDA overestimated the capacity of the implementing agencies and expected results far too quickly. INDE [the National Institute of Educational Development], which was a new institution, did not have the capacity to carry out the tasks it was charged with . . . nor was it able to provide leadership for the various actors in the reform.<sup>29</sup>

A special difficulty can arise when a government has to implement several development projects concurrently and is expected to identify local counterparts. Bray and Packer (1993: 137) cite an analysis of counterpart requirements in Lesotho. Sixty-five percent of the upper third of Lesotho's entire civil service—not just in the MOE—would have had to be reassigned to aid projects to meet the collective requirements of the education sector alone.

Governments have also struggled to find counterpart funds and to meet financial commitments made under agreements with IDA. Some made significant efforts. Two examples were the governments of Malawi and Mali. In the wake of greatly increased enrollments, Malawi more than doubled allocations for education in a few years, from 11 percent of the total recurrent budget in fiscal 1998–89 to about 23.8 percent in fiscal 1994–95 and 25.2 percent in fiscal 1997–98.<sup>30</sup> Mali tripled its expenditures on educational

materials and classroom maintenance between 1994 and 1996 in order to sustain the qualitative and quantitative impact of an IDA-financed project.<sup>31</sup>

Other Bank reports express disappointment, if not frustration. Three examples:

Most schools are not receiving any resources from the Government budget, despite specific line items for pedagogical materials and, at the secondary level, for specific schools . . . Allocations to primary schools were linked to visits by inspectors or "negotiations" with the Ministry's warehouse, and did not consider the number of students or teachers in the school. Execution of secondary school budgets seemed . . . more related to the ability of the headmaster to influence different levels of the "circuit de paiement" than to the needs of the school. (Central African Republic)<sup>32</sup>

Trucks were bought [for purposes including the delivery of textbooks] with credit financing, but the government has not allocated money for paying drivers or for buying fuel or for ensuring the maintenance of the vehicles. (Chad)<sup>33</sup>

Revised and approved materials . . . were not yet published at project completion . . . The Bank textbook specialist made three trips to Equatorial Guinea and provided hands-on assistance in preparing the printing procurement documents, but this did not result in concrete action . . . Related activities that depended on this second printing such as training of trainers and teachers in the use of the new materials did not take place. (Equatorial Guinea)<sup>34</sup>

Project implementation suffered from changes in government and staff. A new minister of education in Madagascar discharged the team operating the country's new and effective computerized stock management system, with the result that training had to start again.<sup>35</sup> In Burkina Faso, a well-managed textbook revolving fund was threatened by governmental complaints about the cost of replenishment, and by transfer of the account from a commercial bank to the general Treasury.<sup>36</sup> In Chad, one project had four directors and fifteen ministers of education in a single five-year period.<sup>37</sup>

The difficulty sometimes began with the design of projects through a failure to involve local stakeholders adequately in the planning. A Bank mission to Zaire in 1994 concluded that not enough consensus building had taken place in the preparation of an education project. As a result, government assurances "meant very little more than words" and many sector reform conditions were never respected.<sup>38</sup> Three more fundamental impediments to textbook provision were identified in a range of projects:

- The relative weakness of ministers of education vis-à-vis ministers of finance
- The high proportion of recurrent expenses for education that is consumed by teachers' salaries, leaving only a tiny fraction for textbooks and other learning-teaching materials
- The high priority still given in many countries to secondary and particularly higher education, the amount of money devoted to subsidizing education at those levels, and the opposition of entrenched elites to any change in the balance.

International policies of debt reduction should relieve some of the fiscal stringency brought about by low commodity prices, inflation, and severely constrained government budgets. For the first time in decades, many countries will have money to increase allocations for education. In addition, the current positive international climate favoring education is likely to lead to increased external financial support for education in Africa. It is still too early to judge the impact of these new policies, but reason for optimism exists if governments are willing to make the needed effort.

## Summary of Best Practices

### Short-term or emergency issues:

- Short-term, relatively small credits, such as Learning and Innovation Loans, are used to test new approaches in advance of long-term major credits.<sup>39</sup>
- Credits are designed with enough flexibility to permit rapid revision in response to emergencies.<sup>40</sup>

**Liberalization:**

- Programs involving liberalization include training to build national capacity in textbook development and evaluation and in publishing management and professional skills.<sup>41</sup>

**Decentralization<sup>42</sup>:**

- Clearly defined procedures are established for decentralization of textbook development and procurement.
- Local administrative units, schools, and communities are clearly informed about the goals and procedures of decentralization.
- Projects incorporate training in several areas. The most important subjects are financial management, procurement procedures, information management, curriculum development, textbook preparation, and textbook evaluation. Training in some subjects will have to be carried on at several levels of administration.

**Multiple choice<sup>43</sup>:**

- Selection is made at the local or district level, where the needs, capacities, and experience of students are best known.
- Orders are consolidated at a senior level for efficiency in accounting and to obtain benefits from bulk purchases.
- A national body is responsible for evaluating and authorizing textbooks and other learning materials for use in the schools. Its procedures are objective and transparent (see chapter 4). As required, this national body is provided with technical assistance in devising procedures and training national evaluators.
- Book fairs are an effective means of exposing teachers to authorized textbooks and learning materials. Sample copies may be made available through district or regional offices.<sup>44</sup>

**Local stakeholders:**

- Local stakeholders, down to the community and school level, are involved in textbook management. Local involvement has been found to in-

crease community sense of ownership and responsibility, enhance accountability, and in many cases improve decisionmaking.<sup>45</sup>

- Local involvement is introduced through a process of consultation and consensus.<sup>46</sup>

<sup>1</sup> Improving Learning in Primary Schools (Cr 3318-MLI).

<sup>2</sup> Primary Education Project (Cr 2810-MAI).

<sup>3</sup> Emergency Flood Reconstruction Project (Cr 2011-SU).

<sup>4</sup> Third Education Project (Cr 2227-RW) and Human Resources Development Project (Cr 3367-RW).

<sup>5</sup> First Education Project (Cr 2375-ANG).

<sup>6</sup> Primary Education and Teacher Development Project (Cr 2493-UG).

<sup>7</sup> Education Planning and Rehabilitation Project (Cr 2137-TA).

<sup>8</sup> Education Sector Strategic Program (Cr 3172-MOZ).

<sup>9</sup> Zambia Education Rehabilitation Project (Cr 2429-ZA).

<sup>10</sup> Basic Education Subsector Investment Program Support Project (Cr 3190-ZA).

<sup>11</sup> Education Sector Development Program (Cr 3077-ET).

<sup>12</sup> Equity and School Improvement Project (Cr 2719-GUI).

<sup>13</sup> Primary Education Project (Cr 2191-UNI).

<sup>14</sup> Secondary Education Project (Cr 3051-MAI).

<sup>15</sup> Education Sector Expenditure Program (Cr 3449-MLI).

<sup>16</sup> Quality Education for All Program (Cr 3333-SE).

<sup>17</sup> Education Sector Expenditure Program (Cr 3449-MLI).

<sup>18</sup> Education Sector Expenditure Program (Cr 3449-MLI); Quality Education for All Program (Cr 3333-SE).

<sup>19</sup> Education Development Project (Cr 2613-BEN).

<sup>20</sup> Post-Primary Education Project (N 007-BUR).

<sup>21</sup> Educational Improvement Project (Cr 1568-TO).

<sup>22</sup> Second Primary Education Project (Cr 3346-UNI).

<sup>23</sup> Third Education Project (N 031-COM).

<sup>24</sup> Education Sector Reinforcement Project (Cr 2094-MAG).

<sup>25</sup> Second Education Credit (Cr 1751-COM).

<sup>26</sup> SAR, Basic Education Sector Improvement Program (Cr 2885-GH).

<sup>27</sup> Third Education Project (Cr 1329-UG).

<sup>28</sup> Education and Training Consolidation and Modernization Project (Cr 3223-CV).

<sup>29</sup> Basic Education Development Project (1914-GUB).

<sup>30</sup> Second Education Sector Credit (Cr 2083-MAI).

<sup>31</sup> Education Sector Consolidation Project (Cr 2054-MLI).

<sup>32</sup> Staff memorandum, August 22, 1996.

<sup>33</sup> Basic Education Credit (Cr 2501-CD), staff memorandum, translated, May 13, 1997.

<sup>34</sup> Primary Education Project (Cr 1797-EG), ICR, June 25, 1997.

<sup>35</sup> Education Sector Development Project (Cr 3064-MAG).

<sup>36</sup> Fourth Education Project (Cr 2244-BUR).

<sup>37</sup> Education Rehabilitation Project (Cr 1950-CD).

<sup>38</sup> Higher Education Rationalization Project (Cr 1839-ZR).

<sup>39</sup> For example, Mali: Improving Learning in Primary Schools (Cr 3318-MLI).

<sup>40</sup> For example, Rwanda: Third Education Project (Cr 2227-RW).

<sup>41</sup> For example, Uganda: Primary Education and Teacher Development Project (Cr 2493-UG); Tanzania, Education Planning and Rehabilitation Project (Cr 2137-TA).

<sup>42</sup> For example, Ethiopia: Education Sector Development Program (Cr 3077-ET).

<sup>43</sup> For example, Uganda: Primary Education and Teacher Development Project (Cr 2493-UG).

<sup>44</sup> For example, Malawi: Secondary Education Project (Cr 3051-MAI).

<sup>45</sup> For example, Comoros: Third Education Project (N 031-COM);  
Mali: Improving Learning in Primary Schools (Cr 3318-MLI)

<sup>46</sup> For example, Comoros: Third Education Project (N 031-COM).

# IX

## Lessons Learned

▲ number of lessons may be derived from the experience of the projects reviewed. They concern time frames, public and private provision, privatization and prices, local stakeholders, local publishing industries, small states, and government capacity.

### Time Frames

The development of a new or revised textbook typically takes three years. A realistic schedule allows one year for identification of authors, planning, and writing; one year for editing, pretesting, revision, official evaluation, additional revision, and final approval; and one year for manufacture, shipping, and delivery. The first stage often takes longer, and so may the second, yet many textbook components have been tied to a time-consuming initial process of curriculum revision in a project that lasts only four or five years. As a result, textbook provision is sometimes still under way when the credit is closed.

The development of sustainable textbook provision takes longer than three years. If domestic publishing industries are to be involved, time may be needed to build local publishing capacity.

The traditional project period is inappropriate for textbook provision.<sup>1</sup> Successful institutional development has required sustained assistance over several projects.

In the last two years, the Bank has incorporated textbook provision in long-term sectoral investment programs, typically with ten-year horizons and close multidonor cooperation. This sector-wide approach (SWAP)<sup>2</sup> is expected to become the most important

instrument used by external agencies to support education in Sub-Saharan Africa.

**The Sectorwide Approach (SWAP) promises significant benefits for textbook provision.**

### Public and Private Provision

State-dominated textbook provision has generally proved inefficient for structural reasons. Private sector provision has been found cost-effective only when the textbook market is large enough to support competition. Elsewhere—and this may be in a majority of Sub-Saharan African countries—both public and private sectors will have to play a role in textbook provision.

The state's minimal responsibilities in textbook provision are defined in chapter 2. Some states also wish to retain responsibility for preparing the draft manuscript of textbooks that meet their curriculum and reflect the local experience and needs of their people. This creative act is the crucial role in textbook development. Thereafter, the state may procure any or all of the expert services of publishing from the private sector, either locally or internationally, through competitive bidding.

Governments are increasingly using competitive procurement for services ranging from editing to delivery of finished books.<sup>3</sup> So long as they retain control of content by selecting the authors and by strict evaluation, they can ensure that their textbooks meet the local curriculum and local needs and reflect the experiences and culture of their students.

The public-private interrelationship secures the efficiency of competitive private sector provision, while ensuring ultimate public control. It engages the private sector in even the smallest market by removing the element of entrepreneurial risk. It is not as ideal as full competition, but it promises to be the most practical when countries are small and when large countries fragment the textbook market by introducing mother tongue instruction or administrative decentralization.

**The roles of the private and public sectors in textbook provision should reflect the conditions and capacities of the country concerned. No single model is practical or desirable.**

**Through competitive procurement of publishing services, many governments are reducing overhead costs, while retaining the responsibility for writing textbooks that meet the special needs of their schools.**

### **Privatization and Prices**

Textbooks published commercially usually appear more expensive than those produced by the state. Commercial publishers must recover all costs, including overhead, from sales. Governments, in contrast, often allocate to textbooks only the direct cost of manufacturing and bury other costs in departmental budgets.

As a result, the change from public to private provision of textbooks can be a financial shock. The direct cost of the same number of textbooks procured from the private sector may be 50 percent or more what had been budgeted under public provision.<sup>4</sup> The budget for textbooks may thus become vulnerable to fiscal paring, reducing target textbook-to-pupil ratios.

Any savings from the transition will occur only if overhead and other costs previously incurred in public textbook provision are excised. This usually means reducing the establishment of the MOE or related agency, which is never easy.

If commercially produced textbooks are sold to parents, the higher price exacerbates problems that may already exist in equity and affordability.

**Governments that are considering a transition from public to private provision of textbooks must usu-**

**ally prepare for substantially higher direct costs, either to themselves or to students' families.**

### **Local Stakeholders**

The involvement of local stakeholders in the design of projects helps build consensus and ownership. If the MOE staff members who will be directly responsible for implementing projects at each level are represented in planning them, it is more likely that policies and activities will be practicable within the existing organization and proposed schedule. In some countries, local publishers, printers, and distributors have been involved.

In implementation, the devolution of responsibilities encourages innovation and participation. It facilitates consideration of the needs of minority and disadvantaged groups. It may also increase the cost-effectiveness of any intervention.

The involvement of community organizations, parents, and teachers inculcates a sense of local ownership and commitment. Parent-teacher associations and school management committees have successfully been given responsibility for managing and replenishing textbook stocks and in some cases for administering a textbook rental scheme.<sup>5</sup> Community involvement is effective, however, only if it is meaningful and is seen as such by the community.

Parent associations and other community organizations act as watchdogs to ensure that money allocated to schools is spent appropriately and in response to the community's needs. They and other civil organizations are well suited to monitor, detect, and reverse poor management or undesirable activities, because they are close to and familiar with local issues. A former senior adviser to the ministry of public works in Uganda argues that where genuine anti-corruption attempts have failed, one ingredient has invariably been missing: the involvement of civil society (Kisubi 1999: 117–19).

**The involvement of local stakeholders increases community commitment and promotes good management.**

### **Local Publishing Industries**

Chapter 2 described the long-term influence of a domestic publishing industry on continuing literacy and national identity. Bank-financed support for text-

books has infused cash into local publishing in Ghana, Nigeria, and Uganda. Bank support for liberalization and/or multiple choice will encourage the development of publishing industries in other countries, such as Ethiopia, Mali, Sénégal, and Zambia. The spread of mother tongue instruction and decentralization will make some markets less available or less attractive to transnational publishers and open significant niches for local publishers. The market for locally produced supplementary reading materials will be supported by IDA-financed provision of *coins du livre* or book nooks in schools and literacy programs at home.

**Current policies of liberalization, mother tongue instruction, and decentralization provide new markets for local private-sector publishing of textbooks. The Bank's mandate to encourage domestic industry will, therefore, become increasingly significant.**

### Small States

Nine of the forty countries in this review have populations of fewer than 1,500,000 people, and five have fewer than half that many. These small states—smaller in population than many African cities—have the same goals of access and quality as larger states, but lack an equivalent pool of human and financial resources. As a result, any large-scale education project is likely to assume a disproportionate share of total departmental activity, and senior people involved will have to juggle several concurrent responsibilities

Nevertheless, small nations are as anxious as large ones that instruction in their schools reflects their own history, society, culture, and geography. Of the nine smallest African states in the review, only three buy textbooks off the shelf.

The characteristics of small states have three consequences for textbook provision:

- Market size discourages the activities of transnational and even local commercial publishers. Textbooks will almost inevitably be provided by the state.
- Textbooks unique to small states will always be relatively expensive, although the ability of fami-

lies to pay for them will be no greater than in larger countries.

- Special care must be taken in project design not to overload the borrower's managerial capacity.

**Small states are a special case in which sustainable provision of textbooks is unlikely, public agencies will play a continuing prominent role, and reform must be carefully paced to the limited institutional capacity.**

### Government Capacity

In one project completion report after another, two lessons in project design recur. The first is that projects should not be overly complex. The second is that they must be matched to the borrowing government's financial and managerial capacity to implement them. These lessons apply to textbooks as well as to other components of education credits.

**Systems of textbook provision should be simple, focused, and compatible with the financial and managerial capacity of the borrower.**

### Government Commitment

A recent Bank study, *Aid and Reform in Africa: Lessons from Ten Case Studies* (Devarajan and others 2001) demonstrates that political leaders and civil servants in many countries are committed to and do effect change, but that reform cannot be enforced through conditions imposed by projects.

**Ultimately, the adequate provision and use of textbooks comes down to the capacity and willingness of the borrower.**

<sup>1</sup> In Niger, it took five years to produce the first textbook under a project, because staff had to be trained.

<sup>2</sup> See chapter 3, page 27.

<sup>3</sup> In Burkina Faso, writing time was significantly reduced by using private authors (see chapter 4, p. 31). Chapter 5 discusses procurement of publishing services on pp.37–39.

<sup>4</sup> Chapter 2 sets out the additional costs of private provision on p. 18.

<sup>5</sup> Chapter 8 provides examples on pp. 68–69.



# X

## Recommendations

### Improving the Quality of Textbooks

#### Authorship

Private sector publishers of learning materials have long recognized that good teachers make the best authors. Public agencies in Africa have increasingly commissioned private sector authors, frequently retired teachers or active teachers working during vacation periods. Using commissioned private authors, instead of civil servants with other responsibilities, generally results in an improved textbook, reducing writing time by as much as 50 percent.

Committed authors may be identified most successfully through advertisements inviting submissions of sample material. The samples may then be evaluated using a procedure equivalent to that used in bid evaluation (see chapter 4).

Once identified, authors commonly require training in the skills of written communication, insofar as they are different from the oral and personal skills of classroom teaching. Adequate provision should be made for rewarding authors—most easily with a one-time fee, rather than an administratively cumbersome alternative such as royalties.

**In Bank sector work, dialogue with clients, and financing, focus on the recruitment and training of authors in the private sector.**

**State agencies that are responsible for developing textbooks should be encouraged to use authors carefully chosen from the private sector, sup-**

**port them with adequate training in print communications, and reward them appropriately.**

#### Evaluation

During the review period, the Bank paid growing attention to the content of textbooks when editorial and design services were being procured competitively from the private sector. The first test in every such bid now is of the textbook's content, and submissions that do not exceed the threshold for quality are not considered further. Once that threshold is passed, slightly greater weight is given to the lowest cost than to the highest quality of content. The difference in weighting (typically 60:40 in recent African projects) does not appear to be significant in most bids.<sup>1</sup>

No equivalent procedure exists for the evaluation of content of textbooks prepared and published by state monopolies without external editorial enhancement.

In general, there is little apparent monitoring of the success in the classroom of textbooks procured with IDA support. If curriculum revision is required, the textbooks are not always available in the classroom by the time a five-year project is complete or are not there long enough to be properly evaluated in use. But such delays are not always the case, especially when all that is needed is reprinting. Yet, content is rarely mentioned in project completion reports or supervision reports and, when it is, only in the most general of terms.

**No assessment of actual textbooks has been undertaken in the course of this review. Task managers, however, have spoken during interviews about inappropriate content and questioned the quality of books in use. The Bank should monitor the quality of textbooks provided with IDA funding more closely than in the past. Before contracts for printing of new books are signed, it could usefully conduct spot audits of textbooks selected in the course of bid evaluation. Before textbooks are reprinted, it could commission field studies of the appropriateness of academic and social content, language, and length.**

**Given its importance, the quality of content should never be allotted less than 40 percent of the weighting in any bid evaluation in which it is a component.**

#### **Supplementary reading materials**

A few projects in the past have incorporated supplementary reading books.<sup>2</sup> Major current projects in Sénégal and Mali are supporting *coins du livre* ("book nooks") in the school to encourage reading both there and at home.<sup>3</sup> Little has been said in this review about this class of schoolbook, but only because there was little in the documents studied.

Supplementary materials are an important adjunct to the textbook. They encourage reading, reinforce lessons in literacy, and foster independent study in other school subjects. The projects in Sénégal and Mali should be followed closely, and their experience with *coins du livre* incorporated in other projects.

**The Bank should expand its support for supplementary reading materials as an adjunct to textbooks.**

#### **Evaluation instruments**

The Bank has well-established standards for physical production to ensure durability, but no comparable Bank-wide standard for evaluating pedagogical effectiveness. No single document incorporates best practices in this area.

Extracts from an evaluation instrument used in Nigeria were given in chapter 4. Time could be saved in project design and quality could be improved by developing one or more standard instruments for

evaluation with the understanding that they could be adapted to meet special conditions or requirements of the borrower.

The African region has considerable experience in developing these instruments, but, in preparing a standard set of criteria, might look to other regions as well.

One useful approach was developed in consultation with the Government of the Philippines during a current project supporting primary education. Five major criteria were used: (a) coverage of the required learning competencies, (b) appropriateness of material, including gender and social content, (c) presentation and organization of material, (d) completeness and presentation of the teacher's guide, and (e) accuracy and timeliness of the information. Under each criterion, evaluation teams were asked to assess the manuscript under a number of headings. Textbooks were required to cover all major concepts and skills and 90 percent of learning competencies overall; achieve at least 75 percent in qualitative ratings of appropriateness, presentation, and the teacher's guide; and contain no more than ten major or twenty-five minor errors of concept, fact, grammar, or computation. A book that failed in any one of the criteria would not be recommended. Books either passed or failed. In this instance, no ranking was done by quality.

**One or more standard sets of criteria for evaluating textbooks should be prepared incorporating best practices from all regions. These basic documents could be adapted with the Bank's agreement to meet the borrower's conditions and requirements.**

### **Improving Equity of Access to Textbooks**

#### **Free loans of textbooks at the primary level**

Attempts to recover the cost of textbooks from their users have failed in virtually all the projects reviewed. Cost recovery pursues the goal of sustainability, but crashes against a wall of poverty. The cost of renting textbooks, much less buying them, has proved beyond the ability of large numbers of parents who would be willing to pay. Chapter 7 describes some of the failures.

Many countries that experimented with cost recovery have eventually opted for free loans of textbooks at the primary level. Major new IDA-supported programs also incorporate free provision at the primary level. This should become a general policy for IDA credits.

Books that are damaged or lost while in a student's care would have to be replaced. Parents would, therefore, have some accountability. To make this responsibility more acceptable, schools may have to educate parents in the value and care of books.

**To achieve access for all to primary education, the Bank should ensure that adequate numbers of textbooks are provided without charge at the primary level.**

#### **Equity of access at the secondary level**

Many governments currently collect rental fees from secondary school students in order to recover at least part of the cost of textbooks. In other countries, secondary-level textbooks are sold.

Free loans of secondary-level textbooks should be a long-term goal. To achieve equity of access in the meantime, some mechanism must be set in place to assist academically qualified students who cannot afford to pay their full or any share of costs.

Subsidizing the price of textbooks does not make them affordable to the poorest of the population. Nor are subsidies cost-effective if they reduce the cost of textbooks for those who can afford to pay their full share. A blanket subsidy reinforces the existing educational and economic elites.

Geographically targeted assistance, aimed at the most disadvantaged regions of a country, has been applied in some Bank-funded projects. This approach is effective, but ignores the poor elsewhere. Because most geographically targeted assistance is directed to rural areas, the urban poor are singularly ignored.

Other targeted assistance has been designed to encourage more efficient use of educational facilities and the attendance of girls. Demand-side financing has been used relatively little in Sub-Saharan Africa, but could be effective in providing stipends at the secondary level.<sup>4</sup>

A nationwide form of assistance based on need has been employed in several countries. Under such schemes, parents who can afford to pay do so and

help is given to those who cannot. Guinea, for example, has waived rental fees for the neediest students, who are identified by the local school community. Civil society organizations may be enlisted to support government efforts, as in Cape Verde.<sup>5</sup>

Any of these mechanisms will require an annual allocation in the education budget sufficient to maintain equitable access to secondary school textbooks at a level determined by government policy. Such assistance should be incorporated in the design of projects, and a commitment included in the agreement for a credit.

**Project designs should include a mechanism to provide equity of access to textbooks at the secondary level. Selective assistance should be favored over subsidized rental fees or sale prices. Commitments to maintain equity of access should be incorporated in credit agreements and the borrower's performance monitored regularly.**

### **Ensuring Better Use of Textbooks**

#### **Teacher training**

Ample evidence exists that books that reach the classroom are often not used. The possible reasons are many: the teachers themselves were taught without textbooks or are untrained in the use of textbooks or are threatened by the knowledge in textbooks, or fear the books, if used, might be damaged. Whatever the reason, the investment in time and money up to that point is lost.

Projects that provide textbooks normally include training in their use. Implementation is the responsibility of the borrower and has appeared to be beyond the capacity or concern of many ministries.<sup>6</sup>

**Project design should give the highest possible priority to teacher training in the use of textbooks. The borrower's performance in this respect should be audited annually.**

The introduction of multiple choice in textbooks requires additional training—not just in the use of textbooks, but in their selection. It is critical that decisionmakers—whether district officers, head teachers, or individual teachers—have this training be-

fore they are asked to make choices that may lock their schools into a particular set of learning materials for years to come.

In countries with multiple choice, the MOE normally publishes a list of learning materials authorized for use in the schools. Teachers who do not have the opportunity to inspect the books for themselves would find annotated lists useful. Notes, based on the evaluators' reports, could in particular indicate the qualities that would best suit the needs of students in a specific district or circumstance.

**Special training in selection must be offered before multiple choice in textbooks is introduced.**

**Annotated lists of authorized learning materials would be of particular help to decisionmakers who cannot inspect the books themselves.**

#### **Training documents**

The Bank has a number of concerns related to textbooks and learning materials on which it advises borrowing governments. It provides technical support during supervision missions and by e-mail, teleconferences, and videoconferences. Implementation, however, remains the borrower's responsibility.

Both efficiency and quality could be improved if the Bank were to draw on best practices in various areas and synthesize them in sets of standard documents. Borrowing governments could then adapt these documents for training MOE employees and private suppliers of services. They should include:

- Guidelines for authors, illustrators, and designers of textbooks for Sub-Saharan African schools, with special emphasis on primary grades
- Guidelines for choosing the best textbook for a particular school or class to help head teachers and teachers in countries where multiple choice exists at the local level
- Guidelines and procedures for the secure transport and storage of books and the management of book stocks (for distributors and for stock keepers at central, regional, and district levels)
- Guidelines for the management of book stocks in the schools (for head teachers and teachers)
- Guidelines and procedures for teachers on the care and repair of textbooks .

Documents written for these purposes would have to be clear, easy to read, and comprehensive. A delicate balance must be maintained. As one Bank team remarked, overemphasis on conservation of books and supplies can lead to nonuse.

Governments would not be required to use such documents and could adapt and translate them as required by local conditions, but the availability of the documents would save time and often improve quality. It would also increase the likelihood that training—at least to the extent of distributing the guidelines—would occur.

**Published guidelines would facilitate training of MOE and private sector staff in textbook provision. The guidelines would be available to borrowers to translate and adapt to local conditions. Subjects could include the development, selection, storage, and care of textbooks.**

#### **Distribution**

Private transporters can readily deliver to secondary schools and many primary schools. For books to reach widely scattered, small primary schools often requires personal efforts by teachers, parents, or community organizations.

Where textbooks are sold, dependence on private sector booksellers is practical only in urban areas.<sup>7</sup> Burkina Faso has successfully used booksellers where practical and a parastatal distributor elsewhere. Church organizations and CSOs have also proved valuable channels for distribution, especially in areas of conflict.

**Adequate provision should be made for delivery by public means to remote schools that the private sector cannot reach economically.**

**When textbooks are sold through commercial channels, provision should be made to serve rural areas where no bookshops exist.**

#### **Stock management**

Adequate book storage, secure from water, fire, insects, animals, mold, and theft, is essential at all distribution points, from the MOE's central warehouse (if one is used) to the local school. Warehouses should

be equipped with shelves, which may be simply bricks and boards at the local level.

Standard plans for Bank-financed new schools provide for secure storage space, often off the head teacher's office, and for book storage cupboards in classrooms. Civil society organizations could be encouraged to build storage space in existing schools.

Stock keepers need to be trained in the care of books. Teachers and pupils also need to be trained in their care, protection, and simple repair. Although such training is often incorporated in project budgets, it is not always fully implemented. Failure in this respect can vitiate investments.

The person responsible for books in each school and/or individual teachers must be given detailed procedures for stamping and registering each copy of each textbook lent to a student.

**The Bank should ensure that adequate storage space for textbooks exists at all necessary administrative levels, down to the school. The improvement of existing facilities could be a subject for cooperation with other donors and CSOs.**

**The Bank should continue its efforts to instill good practices in book storage and maintenance. Stock keepers, teachers, and students must be provided with detailed instructions and trained in the care and management of books to preserve stock and ensure its efficient use.**

#### Management information systems

Information technology can increase the efficiency of textbook provision and distribution by reducing over- or under-ordering and inappropriate allocations to schools. The Bank has financed computerized stock management systems under some projects and should do so more frequently.<sup>8</sup> In addition to hardware, staff must be trained and communication systems from the school to the center improved.

The Bank could assist the implementation of national management information systems by financing the development of a computer program specifically designed to facilitate textbook provision. The general requirements of such a system are common, but the program should allow simple adaptations to meet special national requirements. The program could be offered to borrowers at no or little cost.

**Computerized stock control and training in its use should be incorporated in future projects to achieve economies in textbook provision.**

**The Bank could finance the design or adaptation of a standard computer program for use in stock control and management of textbook provision.**

#### Improving the Sustainability of Textbook Provision

##### Borrowers' commitment

The initial purchase of textbooks will normally be funded by a credit. Thereafter, borrowers may be expected to fund all or a substantial portion of the costs of textbook replenishment through annual allocations from the recurrent budget. Only in this way, can they escape a cycle of repeated borrowing for textbooks. This approach is envisaged in the current project in Sénégal, for example.

Given external factors such as global recession and low commodity prices, it may be difficult for some borrowers to meet their obligation in this respect. Textbooks constitute only a small fraction of the total education budget in any country, however, and should not be allowed to be squeezed out by other recurrent costs.

**Credits should include the borrower's commitment to fund the replenishment of textbooks, normally under a dedicated budget line. Performance should be audited annually, with satisfactory performance a condition for any future education credits.**

##### The book chain

The provision of textbooks is more complex than the provision of most commodities. It may involve:

- Interrelationships among the public and private sectors, bilateral donor agencies, civil society organizations, and the Bank.
- Interrelationships among ministries that may have conflicting policies
- Functional relationships among curriculum developers, authors and illustrators, publishing professionals, manufacturers, transporters, stock keepers, teachers, and pupils

- Procedures for evaluation of quality, cost-benefit analysis, and monitoring
- Protection of both intellectual and physical property rights
- Training in management and use.

The Bank has paid increasing attention to the multifaceted characteristic of textbooks. Textbook provision nevertheless has faltered or foundered from failures associated with virtually every one of the areas listed.

**In the design of textbook components, the Bank should agree with the borrower as to the roles, responsibilities, and concerns of all players in the book chain that stretches from the central ministry to the individual student. The capacity and capability of every link should be evaluated. Adequate provision should be made at every stage for monitoring and response.**

#### Intellectual property rights

In most jurisdictions of the world, and under international agreement, the copyright in a manuscript belongs to the author. The principal exception occurs when the author writes the manuscript as part of his or her employment or under a fee-for-service contract. Copyright legislation is national and varies from country to country, but most African states have modelled theirs on those of their former colonizing power, and the foregoing applies.

As a result, MOEs and other public agencies that use their own employees or commissioned authors to develop textbooks normally own the copyright in the resulting manuscript. Securing publishing services for a fee, including editorial improvement, does not vitiate that right.

Intellectual property rights have value and should be protected. Sharing rights with a commercial publisher or transferring them outright, as has happened occasionally, restricts the government's options for the future. It may preclude any competitive tendering for further provision of that particular textbook and thus bar it effectively from IDA-financed support.

**Governments should be informed of the value inherent in intellectual property rights and urged to**

**preserve any they own. Public retention of copyright in any textbooks developed by public agencies with IDA financing should be made an explicit condition in credit agreements.**

#### Subregional textbook development

National governments can share expertise and reduce the costs of textbook development and production by preparing textbooks cooperatively in subjects that are relatively culturally neutral, such as mathematics and science.

CONFEMEN (Conférence des Ministres de l'Éducation Nationale des pays ayant en commun l'usage du français) developed a unified mathematics program for francophone countries in the mid-1990s, but few countries decided to adopt it. Efforts were made to establish a cooperative system of textbook development, production, and distribution in Benin, Niger, and Togo, using national expertise and strengths. In Ethiopia, regional authorities are studying cooperation in development of textbooks in common mother tongues.

Such efforts should be encouraged to achieve economies of scale. Additional opportunities for subregional private sector cooperation could develop within the recently established East African Book Development Association, which is designed to promote a reading culture in Kenya, Uganda, and Tanzania and to encourage cross-border trade in books (Makotsi 2001).

African countries might look even beyond their region. The small Pacific island state of Vanuatu found that texts used in Mali were well suited for its own purposes and adapted them accordingly.

**Borrowers should be encouraged to share expertise and achieve economies of scale through cooperative development and production of textbooks. The Bank should seek ways to support such cooperation.**

Subregional cooperation in textbook production has become much easier and economical as a result of advances in digital technology. This potential has been dramatically exploited in the South Pacific, where small island states—Samoa, Tokelau, Niue, and the Cook Islands—use teaching-learning resources in their own languages that have been developed in New

Zealand by the MOE and the parastatal Learning Media. This is a two-way North-South partnership, because about one-third of New Zealand's children are Polynesian; to develop materials for them, the New Zealand ministry has worked with its counterparts in half a dozen island states.

Learning Media produces sets of full-color short books or readers, a format well suited to multilingual publication, in place of formal textbooks. By printing the same book in several languages, with only the text plate changed for each edition, print runs can be relatively long and unit costs proportionately low. A full-color book in a local language costs no more than a poorly illustrated book in black and white might cost elsewhere in the region, yet the system is so efficient that, even though only 6,000 Tokelauans live in the world, a new full-color book is produced in Tokelauan about every eight weeks (Montagnes 2000).

**Subregional cooperation should be encouraged by workshops on the use of digital technology in producing co-editions.**

**Language of Instruction**

The introduction of mother tongue instruction will inevitably increase the costs of textbook development and the unit cost of production. In Ethiopia, some regional educational offices are investigating possible savings that can be achieved by pooling efforts with neighboring regions with which they have linguistic links. The Bank should encourage such efforts, not only within countries, but internationally where local languages cross national borders.

**In the preparation of local language textbooks, governments should be encouraged to pool efforts to achieve economies of scale when languages cross jurisdictional borders.**

**Bank expertise**

The effective and efficient provision of textbooks and learning materials requires a broad range of specialized knowledge. Detailed expertise is needed in:

- The Bank's procurement guidelines and procedures, with an understanding of the potential for flexibility

- Pedagogical objectives in textbook design and how they may be achieved
- All aspects of publishing and printing, including the optimum physical qualities and specifications for paper, printing, and binding
- Evaluation of the contents and physical qualities of learning materials
- Intellectual property rights and other aspects of publishing law
- The conditions of publishing in countries negotiating for credits.

The Africa Region currently has only one textbook specialist. It has in the past depended heavily for advice on external consultants.

Bank staff are not required to seek the advice of the textbook specialist in designing projects that include his field of expertise, although to an outsider that may seem a reasonable policy. He might also be expected to review project designs prepared by outside consultants.

Textbooks and learning materials constitute the second largest component of many education credits, exceeded only by civil works; on occasion, they are the largest. The growing involvement of the private sector and the introduction of local choice are increasing the complexity of textbook provision, making expert Bank input all the more essential. Continuing expert advice is also desirable, given the frequency with which task managers and other key Bank personnel change during the life of projects. Prudence suggests that the Africa Region hire at least one more qualified textbook specialist and possibly more, not only to meet a desirable increase in requests for advice, but as a backup and succession strategy.

**The Bank should increase its internal expertise in textbook provision and management.**

**It should involve a textbook specialist in the design of every education project that includes the provision of printed teaching-learning materials.**

**Improving Contributions to the Development of the Local Private Publishing Sector**

**Training**

The Bank can draw on a growing pool of African expertise in its support for capacity building in text-

book provision. Training, thus, can be based increasingly on African experience and designed to meet African conditions. Foreign consultants bring expertise, but may be unaware of or insensitive to African needs, culture, capacity, and expectations.

The Bank can study further cooperation with the African Publishing Institute, the training wing of the continent-wide, trilingual African Publishers Network (APNET). It has already worked with these bodies in organizing workshops. The institute runs national and regional workshops in English and French in a variety of subjects, including publishing management, copyright, electronic publishing, editing, design, and marketing. In 2001 it initiated certificate courses in publishing in collaboration with three African universities (Moi University in Kenya, Kwame Nkrumah University in Ghana, and the University of Buea in Cameroon) that were already running degree courses in publishing (APNET 2001).

The Bank could also expand its support for intra-African study visits in which representatives of one country examine successful textbook programs elsewhere. Such visits facilitate the sharing of experience and help to accelerate and improve the implementation of textbook programs. Useful visits might be made to:

- Burkina Faso to study its use of commissioned private authors to write publicly published textbooks and its use of private sector transport for distribution
- Madagascar to study its distribution and computerized management systems for textbook provision
- Cape Verde to study its success in pairing cost recovery with free provision of textbooks to needy students through the semiautonomous body ICASE.

All three examples are recognized best practices, which might be further studied and published to make their strategies more generally available.

**In its support for capacity building in textbook provision, the Bank should draw increasingly on African expertise and African examples of best practice.**

### **Access to capital**

Access to capital remains a major problem for African publishers. The industry requires long-term investment in development and manufacture, but its inventory has little value as collateral. Any loans that can be secured are likely to be at rates as high as 40 percent per year. The cost of money is further increased by slow payments from government departments and private booksellers.

The Bank has shown flexibility in relieving private sector publishers' lack of capital. The problem is so severe that additional steps should be taken.

- In Mali, the Bank accepted a guaranteed credit from a printer in place of the cash performance security normally required. This practice might be extended more generally.
- Contracts for textbook provision generally provide for an advance payment of 30 percent of the bid price rather than the normal 10 percent. At a conference on Bank bidding procedures held in Ghana in 1998, West African publishers asked that the advance payment be increased to as much as 50 percent. The advance should never be greater than the cost of manufacture, lest books be printed simply for the profit immediately available. Advance payments—with adequate safeguards against abuse of the process—might prudently be increased to more than 30 percent of the bid price depending on local conditions and prices, especially to help finance the substantial cost of paper and reduce the cost of money.
- The Bank could review its guidelines for domestic preference in ICB, especially the requirement that local labor and materials constitute at least 30 percent of the bid price. When the global price of paper is particularly high, as happens periodically, this threshold is unattainable for printers and publishers in Sub-Saharan Africa. For this special case, some flexibility might be introduced.
- Special concessions might be negotiated with the small loans branch of the International Monetary Fund to assist African publishers.
- The Bank could explore the establishment of a guaranteed loan fund, similar to one started in Kenya by the Dag Hammarskjöld Foundation. With support from the Ford Foundation of

US\$300,000, the foundation arranged with local banks to guarantee credit extended to local publishers in a normal way. Eleven applications for loans were accepted under the scheme. Only three publishers failed to repay their loans and had to be rescued by the guarantor. The scheme was significant in assisting the indigenization of Heinemann Kenya, which became, as East African Educational Publishers Limited, one of the strongest publishing houses on the continent. The project showed that small publishers who are able to gain access to commercial credit and who manage their finances carefully can succeed, even with interest rates as high as 30 to 40 percent (Priestley 1993: 216; Davies 1997: 86–89). A similar, provincially funded scheme initiated in Ontario in the 1970s was fundamental to the future success of the Canadian book publishing industry.

**The Bank should implement its mandate to encourage domestic industry by improving African publishers' access to capital. Possible strategies include modified guidelines for domestic preference, concessionary loans, and a guaranteed loan scheme.**

#### **Bidding documents**

Textbooks do not fit easily into the Bank's normal bidding procedures, because of the qualitative judgments that must be made and intellectual property rights that must be assured. A trial set of standard bidding documents especially for textbook procurement was issued in 1994, but proved unsatisfactory. Bidding documents have since then been prepared for individual projects. A new set of procedures and bidding documents was being drafted as this was written.

Publishers have complained about the complexity and length of current bidding documents, the cost of obtaining them, and the cost in time of completing them. Bidding documents are legally binding and must be complete. The Bank should recognize, however, that complex and expensive documents favor large transnational publishers who are experienced in Bank procedures over smaller local publishers who may only now be entering the procurement process.

**Bidding documents for the procurement of textbooks should be as short, simple, and inexpensive as possible.**

**The Bank should support training in international procurement.**

**Before implementation, standard bidding documents should be tested for effectiveness and efficiency in consultation with a representative sample of local and transnational publishers and printers.**

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<sup>1</sup> Chapter 4, p. 32.

<sup>2</sup> For example, Third Education Projects in Uganda (Cr 1329) and Sierra Leone (Cr 1353).

<sup>3</sup> Quality Education for All (Cr 3333) and Education Sector Expenditure Program (Cr 3449).

<sup>4</sup> Examples are provided in chapter 7, pp. 60–61.

<sup>5</sup> Chapter 7 describes Cape Verde's innovative approach, pp. 57.

<sup>6</sup> See chapter 6, pp. 52.

<sup>7</sup> Chapter 6, p. 50.

<sup>8</sup> For example, Madagascar: Education Sector Development Project (Cr 3046-MAG).



# XI

## Conclusion

During the past 16 years of the twentieth century, the Bank refined its procedures for the provision of textbooks in Sub-Saharan Africa. The mechanisms of provision moved from the public to the private sector. State monopolies in textbook production gave way to competitive procurement of publishing services, bringing to the educational enterprise expertise and economies honed in commercial practice.

In the closing years of the century, innovative programs moved beyond physical provision to three broader goals:

- *Equity of access to textbooks.* Attempts during the 1990s to recover the costs of textbooks from users failed, because any charge, no matter how subsidized or amortized, proved to be beyond the ability or willingness of so many families to pay. New programs incorporate free loans of books at the primary level. In secondary schools, rental fees will still be charged and some form of assistance will be needed for disadvantaged students.
- *Encouragement of literacy, at home as well as in the classroom, using community first languages.* This initiative follows widespread introduction of national languages for early primary instruction. The increased attention to reading materials and language should provide opportunities for local publishing industries, thus, fulfilling one of the Bank's underlying mandates.

- *Introduction of choice in textbooks at the local level.* A single national textbook will be replaced by competition, and schools will be able to choose the learning materials best suited to their needs.

These three goals are not without their challenges. To maintain free loans, governments will be expected to replenish supplies through recurrent budgets. This may prove difficult in times of fiscal austerity and low commodity prices. The use of national languages for instruction will complicate the provision of textbooks in countries with many language groups and, by fragmenting the market, it will increase costs. Multiple choice will require objective and transparent procedures for selection and, equally important, informed and trained local decisionmakers.

Two larger challenges remain, one at either end of the textbook chain that stretches from the author to the classroom.

The first is continued improvement in the content of textbooks provided with IDA credits. This will require increased attention to quality throughout the life of a project. It may involve additional training of authors, editors, illustrators, and designers. It should involve field studies of the effectiveness of textbooks in the schools. Attention to quality, in short, should be a continuous process that not only monitors, but also effects change. This will be much more possible as project horizons are extended to encompass ten-year programs.

The final remaining challenge is to promote the greater use of textbooks in the classroom. Thousands, perhaps hundreds of thousands, of African teachers were taught without textbooks and have been teaching without them. Considerable evidence exists that many are not using the books that have been given them. They must be persuaded that the textbook is a friend and not a threatening stranger. They must be

taught how to use it effectively. Teacher training in the use of textbooks has been included in many projects, but implementation has been limited or ineffective. To reach every teacher receiving textbooks is an enormous task. Even to reach every head teacher, the key to good practice in any individual school, will be daunting. Yet, if books lie unused, the investment in them is lost. The challenge must be met.

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### World Bank Staff Interviewed

Rosemary T. Bellew, Sector Manager  
 Sakhevar Diop, Senior Education Specialist  
 Linda K. English, Senior Operations Officer  
 Birgir Fredriksen, Sector Director Human Development  
 Donald B. Hamilton, Senior Education Planner  
 Bruce N. Jones, Senior Economist  
 Young Hoy Kimaro, Senior Economist  
 Peter N. Ngomba, Country Program Coordinator  
 Eileen Nkwanga, retired  
 Robert S. Prouty, Lead Education Specialist  
 Alexandria Valerio, Education Specialist  
 Daniel Viens, Senior Education Specialist



# Appendixes

## Appendix 1 Projects in Sub-Saharan Africa with Significant Textbook Components

Country	Title	No.	Appro- val	Close	Target Level <sup>a</sup>	No. of books (x 000) <sup>b</sup>		Value (US\$ x 000) <sup>c</sup>		
						Planned	Actual	Total Credit	Instructional Materials	
Angola	First Education Credit	C2375	1992	1999	P/S	60	1,225	27,100	730	3%
Benin	Second Education Project	C1246	1982	1989	P/LS	470	26	(12,200)	(494)	4%
Benin	Education Development Project (Third Education Project)	C2613	1994	2001	P/LS	750	n/a	18,100	4,040	22%
Botswana	Third Education Project	C2057	1981	1987	P	200	716	20,000	450	2%
Botswana	Fourth Education Project	L2644	1986	1991	P/LS			26,000	(1,100)	4%
Burkina Faso	Primary Education Development Project (Education III)	C1598	1985	1994	P	800	1,705	21,600	(1,400)	6%
Burkina Faso	Fourth Education Project	C2244	1991	1998	P/S	1,400	4,560	24,000	(4,900)	20%
Burkina Faso	Post-Primary Education Project	N007	1997	2002	S/T	1,040	n/a	26,000	(7,300)	28%
Burundi	Third Education Project	C1358	1983	1988	P			15,800	(<9,000)	<57%
Burundi	Fourth Education Credit	C1881	1988		P/S	2,250		31,500		
Burundi	Emergency Assistance	C2668	1995	1996	P/S			14,600	(3,960)	27%
Cameroon	Higher Education Technical Training Project	C3110	1998	2002	T			4,860	<160	3%
Cape Verde	Primary Education Upgrading	C1853	1988	1995	P	440	730	4,200	(1,039)	25%
Cape Verde	Basic Education and Training Project	C2675	1995	2000	P	378	935	11,500	684	6%
Cape Verde	Education and Training Consolidation and Modernization Project	C3223	1999	2003	P	510		6,000	<390	<7%
CAR	Second Education Project	C1359	1983	1989	P			11,000	<830	<7%
CAR	Education Rehabilitation and Development Project	C1863	1988	1995	P/T	430	670	18,000	1,300	7%
Chad	Education Rehabilitation Project	C1950	1989	1994	P	600	522	22,000	2,000	4%
Chad	Basic Education Project: Education V	C2501	1993	2001	P	790	n/a	19,300	3,600	19%
Comoros	First Education Project	C1195	1982	1988	P	59	73	6,500	310	5%
Comoros	Second Education Project	C1751	1987	1994	P		60	7,900		
Comoros	Third Education Project	N031	1997	2003	P		n/a	7,000	(650)	9%
Congo (Zaire)	Education & Technical Assistance and Training Project	C1519	1985	1991	S	200	189	9,000	483 <sup>d</sup>	5%
Congo (Zaire)	Higher Education Rationalization Project	C1839	1988	1993	T	50	55	11,000	1,100	10%
Congo (Zaire)	Education Sector Rehabilitation Project	C2213	1991	1996	P	1,435	0	21,000	4,700	22%

a. P = primary; LS = lower (or junior) secondary; S = secondary; SS = senior secondary; T = tertiary. In all cases, level shown or its equivalent.

b. Textbooks, teachers' guides, library and reference book. Quantities rounded to nearest 1,000.

c. At credit agreement. Values in parentheses are from appraisal. Where values are shown as less than a stated amount (e.g., <1,200), textbooks have been lumped in with other components such as supplies, equipment, and vehicles; the value shown is the total for that budget line. Values rounded to nearest 1,000.

d. Actual.

## Appendix 1 Projects in Sub-Saharan Africa with Significant Textbook Components (continued)

Country	Title	No.	Appro- val	Close	Target Level <sup>a</sup>	No. of books (x 000) <sup>b</sup>		Value (US\$ x 000) <sup>c</sup>		
						Planned	Actual	Total Credit	Instructional Materials	
Cote d'Ivoire	Education and Training Support Project	C3079	1998	2002	P/LS		n/a	53,300	2,300	4%
Djibouti	Manpower and Education Project	C2080	1990	1995	P	15	15	5,800	<590	<10%
Equatorial Guinea	Primary Education Project	C1797	1987	1997	P	470	200	5,100	<760	15%
Ethiopia	Seventh Education Project	C1873	1988	1998	P/S/T			70,000	2,630 <sup>d</sup>	4%
Ethiopia	Education Sector Development Program	C3077	1998	2003	P/S	56,100	n/a	100,000		
Gambia	Second Education Sector Project	C2142	1990	1998	P/S	500	500	14,600	460	3%
Gambia	Third Education Sector Project	C3128	1999	2003	P	1,400	n/a	20,000	600	3%
Ghana	Health & Education Rehabilitation Project	C1653	1986	1991	P/S/T	3,000	6,000	15,000	4,290 <sup>d</sup>	29%
Ghana	First Education Sector Adjustment Credit	C1744	1987	1991	P/LS			34,500		
Ghana	Second Education Sector Adjustment Credit	C2140	1990	1994	LS/SS			50,000	12,000 <sup>d</sup>	24%
Ghana	Community Secondary Schools Construction Project	C2278	1991	1995	SS	140	194	14,700	690	5%
Ghana	Tertiary Education Project	C2428	1993	1998	T	77	77	45,000	2,700	6%
Ghana	Basic Education Sector Improvement Project	C2885	1996	2001	P/JSS		n/a	50,000	<5,680	<11%
Guinea	Second Education Project	C1341	1983	1990	P	1,218	450	11,000	<5,300	<48%
Guinea	Primary Education Project	C1797	1990	1994	P					
Guinea	Equity and School Improvement Project	C2719	1995	2001	LS	572	n/a	42,500	6,100	14%
Guinea-Bissau	Basic Education Development Project	C1914	1988	1995	P			4,300	<810	<19%
Guinea-Bissau	Basic Education Support Project	C2960	1997	2002	P		n/a	14,300	980	7%
Kenya	Universities Investment Project	C2309	1992	1999	T			55,000	6,300	11%
Lesotho	Third Education project	C1148	1981	1987	P	1,900	2,500	13,100	1,860 <sup>d</sup>	14%
Lesotho	Education Sector Development Project	C2287	1992	1999	P/JS			25,200	<1,050	<4%
Madagascar	Education Sector Reinforcement Project	C2094	1990	1998	P/LS		3,200	39,000	(<16,600)	<42%
Madagascar	Environment Program	C2125	1991	1997	P			26,000	(<3,300)	12%
Madagascar	Education Sector Development Project	C3046	1998	2003	P	7,500	n/a		9,800	
Malawi	Third Education Project	C0910	1979	1985	P	2,200	2,700	14,500	(3,370)	23%
Malawi	Education Sector Credit	C1767	1987	1993	P	2,000	0	27,000		
Malawi	Second Education Sector Credit	C2083	1990	1998	P/S		7,400	36,900	5,450	15%
Malawi	Primary Education Project	C2810	1996	2000	P	4,000	n/a	22,500	3,300	15%
Malawi	Secondary Education Project	C3051	1998	2003	SS	1,100	n/a	48,200	<10,000	<21%
Mali	Education Sector Consolidation Project	C2054	1989	1995	P	1,100	450	26,000	5,700	4%
Mali	Improving Learning in Primary Schools	C3318	2000	2003	P	112	n/a	3,800	(<1,030)	<27%
Mali	Education Sector Expenditure Program	C3449	2000	2004	P		n/a	45,000		
Mauritania	Education Sector Restructuring Project	C1943	1989	1995	P/S	410	350	18,200	(20)	>1%
Mauritania	General Education V Project	C2706	1995	2001	P/S	1,240	n/a	35,000	2,500	7%

a. P = primary; LS = lower (or junior) secondary; S = secondary; SS = senior secondary; T = tertiary. In all cases, level shown or its equivalent.

b. Textbooks, teachers' guides, library and reference book. Quantities rounded to nearest 1,000.

c. At credit agreement. Values in parentheses are from appraisal. Where values are shown as less than a stated amount (e.g., <1,200), textbooks have been lumped in with other components such as supplies, equipment, and vehicles; the value shown is the total for that budget line. Values rounded to nearest 1,000.

d. Actual.

**Appendix 1 Projects in Sub-Saharan Africa with Significant Textbook Components (continued)**

Country	Title	No.	Appro- val	Close	Target Level <sup>a</sup>	No. of books (x 000) <sup>b</sup>		Value (US\$ x 000) <sup>c</sup>		
						Planned	Actual	Total Credit	Instructional Materials	
Mauritius	Education Sector Development Project	L3578	1993	1998	P/S	71	11	20,000	<900	<5%
Mauritius	Higher and Technical Education Project	L3859	1995	1998	T	12	4	16,000	1,500	9%
Mozambique	Second Education Project	C2200	1991	1998	P		4,300	53,700	<7,700	14%
Mozambique	Capacity Building: Human Resources Development Project	C2436	1993	2001	SS/T		n/a	48,600	<1,400	<3%
Mozambique	Education Sector Strategic Project	C3172	1999	2004	P	43,000	n/a	71,000	<9,000	<12%
Niger	Primary Education Development Project	C1740	1987	1995	P	1,000	1,050	18,400	(2,600)	14%
Niger	Basic Education Sector Project	C2618	1994	2001	P	2,830	n/a	41,400	3,400	8%
Nigeria	Primary Education Project	C2191	1991	2000	P	98,000	88,000	120,000	65,100	54%
Nigeria	Second Primary Education Project	C3346	2000	2004	P		n/a	55,000	(8,370)	15%
Rwanda	Third Education Project	C1683	1986	1993	P	1,500	1,530	15,600	(800)	5%
Rwanda	First Education Sector Project	C2227	1991	1999	P		450	23,300	(<2,510)	<11%
Rwanda	Human Resources Development	C3367	2000	2006	P	1,180	n/a	35,000	(<7,160)	<20%
Sao Tome e Principe	Multisector Project	C2038	1989	1996	P/S	200	204	5,000	(780)	16%
Sao Tome e Principe	Health and Education Project	C2343	1992	2001	P/S	400	n/a	9,000	360	4%
Sénégal	Primary Education Development Project	C1735	1987	1994	P	1,000	1,130	12,000		
Sénégal	Second Human Resources Development	C2473	1993	1999	P	1,492	2,754	40,000	(5,700)	14%
Sénégal	Higher Education Project	C2872	1996	2002	T	93,500	n/a	26,500	2,300	9%
Sénégal	Quality Education for All	C3333	2000	2003	P/LS		n/a	50,000	(<7,400)	15%
Sierra Leone	Third Education Project	C1353	1983	1995	P	0	878	20,000	2,140	11%
Somalia	Education Rehabilitation Project	C2111	1990	1995	P	1,700	0	26,100	<4,450	17%
Sudan	Emergency Flood Reconstruction Project	C2011	1989	1993	P			75,000	200	>1%
Swaziland	Third Education Project	L1792	1980	1985	P	1,180	1,750	10,100		
Tanzania	Education Planning and Rehabilitation Project	C2137	1990	1997	S/T		>1,000	38,300	2,720	7%
Togo	Educational Improvement Project	C1568	1985	1992	P	874		12,400	(1,620)	13%
Togo	Education Rehabilitation Project	C2752	1995	2001	P/LS	2,870	n/a	36,600	(10,800)	30%
Uganda	Third Education Project	C1329	1983	1988	P/S			32,000	10,000	31%
Uganda	Fourth Education Project	C1965	1989	1994	P	3,330	3,530	22,000	6,000	27%
Uganda	Primary Education & Teacher Development Project	C2493	1993	2001	P		n/a	52,600	1,530	3%
Zambia	Education Rehabilitation Project	C2429	1993	1998	P	2,800	2,320	32,000	6,200	19%
Zambia	Basic Education Subsector Investment Program Support Project	C3190	1999	2002	P	10,000	n/a	40,000	3,500	9%

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c. At credit agreement. Values in parentheses are from appraisal. Where values are shown as less than a stated amount (e.g., <1,200), textbooks have been lumped in with other components such as supplies, equipment, and vehicles; the value shown is the total for that budget line. Values rounded to nearest 1,000.

d. Actual.

## Appendix 2 Characteristics of Textbook Provision

Country	Title	No.	Approval	Target level <sup>a</sup>	Development <sup>b,c</sup>		Authorship <sup>c</sup>		Production		Distribution		Cost recovery/sharing <sup>d</sup>			
					Public	Private	Public	Private	Public	Private	Public	Private	Lent Free	Sold	Rental/ User Fee	
Angola	First Education Credit	C2375	1992	P/S	x			x		x		x	NGO	x	x	
Benin	Second Education Project	C1246	1982	P/LS	x			x		x		x			x	
Benin	Education Development Project (Third Education Project)	C2613	1994	P/LS		x			x				x	P		S
Botswana	Third Education Project	C2057	1981	P	x			x		x			x	x		
Botswana	Fourth Education Project	L2644	1986	P/LS	x			x		x		x		x		
Burkina Faso	Primary Education Development Project (Education III)	C1598	1985	P	x			x		x		x		(x)	x	(x)
Burkina Faso	Fourth Education Project	C2244	1991	P/S	x				x		x	x		(x)	x	(x)
Burkina Faso	Post-Primary Education Project	N007	1997	S/T		x			x		x					x
Burundi	Third Education Project	C1358	1983	P	x			x		x		x				x
Burundi	Fourth Education Credit	C1881	1988	P/S	x			x		x		x				x
Burundi	Emergency Assistance	C2668	1995	P/S	x			x		x		x				x
Cameroon	Higher-Education Technical Training Project	C3110	1998	T					x				x			x
Cape Verde	Primary Education Upgrading	C1853	1988	P	x			x		x		x				x
Cape Verde	Basic Education and Training Project	C2675	1995	P	x <sup>r</sup>					x		x	x	x	x	
Cape Verde	Education and Training Consolidation and Modernization Project	C3223	1999	P	x <sup>r</sup>					x		x	x	x	x	
CAR	Second Education Project	C1359	1983	P	x	x		(x)	x		x	x		x		
CAR	Education Rehabilitation and Development Project	C1863	1988	P/T		x		(x)	x		x	x		x		
Chad	Education Rehabilitation Project	C1950	1989	P	x			x		x		x		x		
Chad	Basic Education Project: Education V	C2501	1993	P		x			x				x			
Comoros	First Education Project	C1195	1982	P	x			x		x		x		x		

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b. In many projects, some books were produced in the private sector and others were published commercially. OS = off the shelf; r/p = reprint; Adapt = adaptation.

c. Parentheses indicate public-sector use of private authors.

d. Under some projects, books may be sold at one level and rented or free at others. Parentheses indicate a pilot project or restricted application.

r. Reprint.

o. Off the shelf purchase.

## Appendix 2 Characteristics of Textbook Provision (continued)

Country	Title	No.	Appro- val	Target level <sup>a</sup>	Development <sup>b, c</sup>		Authorship <sup>c</sup>		Production		Distribution		Cost recovery/ sharing <sup>d</sup>		
					Public	Private	Public	Private	Public	Private	Public	Private	Lent Free	Sold	Rental/ User Fee
Comoros	Second Education Project	C1751	1987	P		x <sup>o</sup>		x		x		x			x
Comoros	Third Education Project	N031	1997	P		x <sup>o</sup>		x		x			x		x
Congo (Zaire)	Education & Technical Assis- tance and Training Project	C1519	1985	S		?		?		?		x		?	
Congo (Zaire)	Higher Education Rational- ization Project	C1839	1988	T		x		x		x		x		x	
Congo (Zaire)	Education Sector Rehabili- tation Project (suspended)	C2213	1991	P											
Cote d'Ivoire	Education and Training Support Project	C3079	1998	P/LS		x <sup>o</sup>		x		x		x		x	(x)
Djibouti	Manpower and Education Project	C2080	1990	P		x <sup>o</sup>		x		x		x		x	
Equatorial Guinea	Primary Education Project	C1797	1987	P	x			x		x		x		x	
Ethiopia	Seventh Education Project	C1873	1988	P/S/T	x	x		x	(x)	x	x	x		(x)	x
Ethiopia	Education Sector Development Program	C3077	1998	P/S	x			x	(x)	x	x	?			?
Gambia	Second Education Sector Project	C2142	1990	P/S		x		x		x		x			x
Gambia	Third Education Sector Project	C3128	1999	P	x <sup>r</sup>					x		x		P	LS
Ghana	Health & Education Rehabili- tation Project	C1653	1986	P/S/T	x	x		x	x		x	x		x	
Ghana	First Education Sector Adjustment Credit	C1744	1987	P/LS								x			x
Ghana	Second Education Sector Adjustment Credit	C2140	1990	LS/SS	x			x			x	x			x
Ghana	Community Secondary Schools Construction Project	C2278	1991	SS		x <sup>o</sup>		x		x		x			x
Ghana	Tertiary Education Project	C2428	1993	T		x <sup>o</sup>		x		x		x		x	

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o. Off the shelf purchase.

**Appendix 2 Characteristics of Textbook Provision (continued)**

Country	Title	No.	Appro- val	Target level <sup>a</sup>	Development <sup>b, c</sup>		Authorship <sup>c</sup>		Production		Distribution		Cost recovery/ sharing <sup>d</sup>		
					Public	Private	Public	Private	Public	Private	Public	Private	Lent Free	Sold	Rental/ User Fee
Ghana	Basic Education Sector Improvement Program	C2885	1996	P/JSS	x		x		x	x		P		LS	
Guinea	Second Education Project	C1341	1983	P	x	x	x	x	x	x			x		
Guinea	Primary Education Project	C1797	1990	P	x		x		x	x				x	
Guinea	Equity and School Improvement Project	C2719	1995	LS	x			x	x		x			x	
Guinea Bissau	Basic Education Development Project	C1914	1988	P	x		x		x		x	x			
Guinea Bissau	Basic Education Support Project	C2960	1997	P	x		x		x		x	x			
Kenya	Universities Investment Project	C2309	1992	T		x <sup>o</sup>		x	x		x	x			
Lesotho	Third Education project	C1148	1981	P	x		x		x	x				x	
Lesotho	Education Sector Development Project	C2287	1992	P/JS	x		x		x	x				x	
Madagascar	Education Sector Reinforcement Project	C2094	1990	P/LS	x		x		x		x	x			
Madagascar	Environment Program (not implemented)	C2125	1991	P											
Madagascar	Education Sector Development Project	C3046	1998	P		x	x		x		x	x			
Malawi	Third Education Oproject	C0910	1979	P		x	x		x	x		x			
Malawi	Education Sector Credit	C1767	1987	P		x	x		x	x		x			
Malawi	Second Education Sector Credit	C2083	1990	P/S	x		x		x	x		x			
Malawi	Primary Education Project	C2810	1996	P					x		x	x			
Malawi	Secondary Education Project	C3051	1998	SS		x <sup>o</sup>	x		x		x	x			
Mali	Education Sector Consolidation Project	C2054	1989	P	x		x		x		x		x		
Mali	Improving Learning in Primary Schools	C3318	2000	P	x		x		x		x	x			

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o. Off the shelf purchase.

## Appendix 2 Characteristics of Textbook Provision (continued)

Country	Title	No.	Appro- val	Target level <sup>a</sup>	Development <sup>b, c</sup>		Authorship <sup>c</sup>		Production		Distribution		Cost recovery/ sharing <sup>d</sup>		
					Public	Private	Public	Private	Public	Private	Public	Private	Lent Free	Sold	Rental/ User Fee
Mali	Education Sector Expenditure Program	C3449	2000	P	x			x		x		x	P		S
Mauritania	Education Sector Restructuring Project	C1943	1989	P/S	x			x		x	x			x	
Mauritania	General Education V Project	C2706	1995	P/S	x			x		x	x		(x)	x	
Mauritius	Education Sector Development Project	L3578	1993	P/S		x		x		x	x		x		
Mauritius	Higher and Technical Education Project	L3859	1995	T		x <sup>o</sup>		x		x	x		x		
Mozambique	Second Education Project	C2200	1991	P	x			x		x	x		x		(x)
Mozambique	Capacity Building: Human Resources Development Project	C2436	1993	SS/T	(x)	x		x		x	x			x	
Mozambique	Education Sector Strategic Project	C3172	1999	P	x			x		x	x			x	
Niger	Primary Education Development Project	C1740	1987	P	x			x		x	x		x		
Niger	Basic Education Sector Project	C2618	1994	P	x			(x)		x		x	x		
Nigeria	Primary Education Project	C2191	1991	P		x <sup>o</sup>		x		x	x	x			x
Nigeria	Second Primary Education Project	C3346	2000	P		x <sup>o</sup>		x		x	x		x		
Rwanda	Third Education Project	C1683	1986	P	x			x		x		x			x
Rwanda	First Education Sector Project	C2227	1991	P	x			x		x		x		x	
Rwanda	Human Resources Development	C3367	2000	P		x		(x)		x		x	x		
Sao Tome & Principe	Multisector Project	C2038	1989	P/S	x			x		x	x				x
Sao Tome & Principe	Health and Education Project	C2343	1992	P/S	x <sup>r</sup>					x	x				x

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## Appendix 2 Characteristics of Textbook Provision (continued)

Country	Title	No.	Appro- val	Target level <sup>a</sup>	Development <sup>b, c</sup>		Authorship <sup>c</sup>		Production		Distribution		Cost recovery/ sharing <sup>d</sup>		
					Public	Private	Public	Private	Public	Private	Public	Private	Lent Free	Sold	Rental/ User Fee
Sénégal	Primary Education Development Project	C1735	1987	P	x		x			x	x		x		
Sénégal	Second Human Resources Development Project: Education V	C2473	1993	P	x	x		x		x		x		x	
Sénégal	Higher Education Project	C2872	1996	T		x <sup>o</sup>		x		x		x		x	
Sénégal	Quality Education for All	C3333	2000	P/LS		x		x		x		x		P	S
Sierra Leone	Third Education Project	C1353	1983	P	x		x			x	x		x		
Somalia	Education Rehabilitation Project (suspended)	C2111	1990	P	x		x			x	x		x		(x)
Sudan	Emergency Flood Reconstruction Project	C2011	1989	P					x		?		?		
Swaziland	Third Education Project	L1792	1980	P	x		x			x	x				x
Tanzania	Education Planning and Rehabilitation Project	C2137	1990	S/T	x	x	x	x		x	x	x	x		
Togo	Educational Improvement Project	C1568	1985	P	x		x			x	x			x	
Togo	Education Rehabilitation Project	C2752	1995	P/LS		x <sup>o</sup>		x		x	x		P		S
Uganda	Third Education Project	C1329	1983	P/S	x		x		x		x		x		
Uganda	Fourth Education Project	C1965	1989	P		x		x		x	x		x	(x)	
Uganda	Primary Education & Teacher Development Project	C2493	1993	P		x		x		x		x		x	
Zambia	Education Rehabilitation Project	C2429	1993	P	x	x	x	x	x	x	x	x	x		
Zambia	Basic Education Subsector Investment Program Support Project	C3190	1999	P	x	x	x	x		x	x	x	x		

a. P = primary; LS = lower (or junior) secondary; S = secondary; SS = senior secondary; T = tertiary. In all cases, level shown or its equivalent.

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## THE WORLD BANK

1818 H Street, N.W.  
Washington, D.C. 20433, U.S.A.

Telephone: 202 477 1234  
Facsimile: 202 477 6391  
Internet: [www.worldbank.org](http://www.worldbank.org)  
E-mail: [afhdseries@worldbank.org](mailto:afhdseries@worldbank.org)

The key role textbooks and other written training materials play in enhancing the quality of education is universally recognized. This role is especially important in Sub-Saharan Africa (SSA) where there generally is a severe shortage of reading materials. To help countries establish systems that can ensure reliable provision of textbooks has, therefore, been an important element of the World Bank's support for education development in Africa over the last two decades. Other development agencies and African Governments have made similar investments. And yet, at the start of the twenty-first century, in many countries, the majority of the pupils still lack the benefit of this valuable learning tool.

The main purpose of this report is to explore why this is so, and to identify the challenges that need to be overcome to ensure that every student has adequate access to good quality textbooks. To achieve this rapidly is crucial to improving the quality of education and, more generally, to attaining the goal of good quality basic education for all by 2015. The report is based on a desk review of 89 World Bank-financed education projects with textbooks components under implementation during the period 1985-2000 in 40 SSA countries.