

**Nepal Basic and Primary Education Programme II
Textbook Provision Experiments**

**Workshop on the Best Textbook Provision System
for Nepal's Primary Schools**

17-28 October 2002

Vincent Bontoux

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1 INTRODUCTION

The visit to Nepal for the textbook provision experiments took place from 17 to 28 October 2002. The objective of the consultancy was to:

- (i) Assist in the preparation for the workshop as required
- (ii) Attend the workshop on textbook provision systems and act as a resource person as needed on international experiments on textbook provision systems
- (iii) Work with the Textbook Task Force to propose a document to submit to the MOES with recommendations on the best textbook provision systems for primary schools in Nepal and a clear plan for its implementation

The consultant worked closely with the PAT Danida Office, with members of the Textbook Task Force, with EastConsult and with the author of the report on the field study of the "Reformed reimbursement" textbook provision system. At the end of the consultancy, the consultant attended a meeting of the Advisory and Monitoring Committee on 25 October to report on progress. Annex IV reproduces the report submitted to the Committee.

Abbreviations

BPEP II	Basic and Primary Education Programme II
CDC	Curriculum Development Centre
DoE	Department of Education
DEO	District Education Office/Officer
EDMG	Experimental Distribution Management Group
JEMC	Janak Education Materials Centre
PAT	Programme Advisory Team, Danida
RC	Resource Centre
RP	Resource Person
RS	Re-usable System

2 THE WORKSHOP ON TEXTBOOK PROVISION

2.1 Preparatory work

Two meetings were held with the Textbook Task Force on the last preparations towards the Workshop. The following issues were raised at these meetings:

(i) Organisational issues

- Timetable: it was slightly modified, in order to give future participants of the working groups more time to socialise and to discuss over the issues during Tiffin break
- Group work: the Textbook Task Force felt that a more detailed framework should be provided to the Group Work participants, so that the discussion remains focused on some key issues. The consultant provided some Guidelines, which were distributed at the Workshop and are attached as Annex II. Coordinators were appointed for each of the four groups
- Donors: Finnida, Norad, DFID, World Bank, EU, Unicef were invited
- Samples: JEMC was asked to provide samples of current and re -usable textbooks, so that participants could concretely see the difference in physical specifications and resistance to handling
- Hand outs: executive summaries of the EastConsult report (in English and Nepali) and of the Reimbursement Report (in English) would be made available to participants

(ii) Discussion issues

- How to make better use of RCs so that they give better support to basic education?
- How to articulate Sajha's, VDCs' and RCs' role in the distribution process?
- How to integrate Grade 1 books into the RS process?

2.2 The Workshop

The 'Workshop on Textbook Provision Experiments' took place on 22 October 2002 in the conference room of the Blue Star hotel located in Tripurswor (Kathmandu). The hotel provided the participants with excellent facilities (spacious room, OHP, microphones, tiffins and lunch)

(i) Objectives

The main objective of the one-day workshop was to make recommendations for MOES about the best textbook provision system for Nepal's primary schools. More specifically the objectives of the workshop were:

- To consider the comparative evaluation report on the four textbook provision experiments (Bulk, Re-use, Local Purchase Order and JEMC coupon)
- To make recommendations to the MOES about the best textbook provision system for Nepal's primary schools
- To provide the Textbook Task Force with guidance to formulate and create the plan for the MOES.

(ii) Sequence of sessions

In order to attain these objectives, the workshop was roughly divided into 4 clusters of sessions:

- ❑ Cluster1: Information about the MOES policy on the free textbook provision systems - and their methodology - experimented in 12 districts
- ❑ Cluster 2: Views from the grassroots in the pilot districts in order to present the findings of the experiments
- ❑ Cluster 3: Group work to review the recommendations made by EastConsult and to spell out implementing recommendations to the MOES
- ❑ Cluster 4: Presentation, discussion and summarising of the recommendations made by the groups

The participants belonged to the following categories (for a comprehensive list, see Annex III):

- Policy makers from MOES and NPC
- Officials from the EMDS.
- Educationalists from the FOE/TU
- DEOs, RP/SS and Head Teachers from the pilot districts,
- People involved in the experiment

(iii) Presentations and debates

A summary of the presentations and debates that took place during Clusters 1 to 3 can be found in Annex III

(iv) Recommendations

The fourth plenary session, leading to recommendations, was chaired by the Joint Secretary of MOES.

Each group presented its findings, which in turn triggered a very lively discussion. However, it can be said that a consensus was reached on the following points:

1. RCs may be the place for textbook distribution throughout their “constituency” but to perform this task correctly, they should be provided with storage facilities. Each RC must receive a 5 % to 10 % surplus of books for contingency/emergency use.
2. RPs must be made responsible for the following tasks:
 - To collect up-to-date data from the schools
 - To keep up-to-date data on the students
 - To keep up-to-date data on textbook distribution and of extra books
 - To distribute textbooks with the help of RC school personnel
 - To send data about students and textbook distribution to their DEO
3. Each school must be made responsible for:
 - Providing accurate data on students to RC in time
 - Receiving books from RC
 - Distributing books to students
 - Giving used textbooks to repeaters
 - Keeping record of distributed and extra books
 - Enacting a textbook policy geared at the best possible use of books
 - Teaching students how to properly handle and use a textbook
 - Making used, well maintained, books available to students, even if they are not of the RS kind
4. SMC/VEC/VDC must be made responsible for monitoring the distribution and use of textbooks in their area.

5. Use the number of currently studying students of grade one as the basis for the number of students in grade one in the next school year. Do not admit under-age children in grade one.
6. Things that need to be considered while using the RS model of textbook distribution.
 - o How to make sure textbooks are properly used?
 - o How to cope with storage problems in schools and RCs?
 - o Who to make responsible for monitoring the proper use of textbooks?
7. Empower/give a central role to VDC/VEC in the future distribution and monitoring of textbook distribution
8. Prepare a timetable, working backwards from the start of the school session (mid-April), comprising data collection, printing, packing, distributing
9. Prepare manuals describing the roles and responsibilities of different stakeholders and disseminate them in advance.

3 FOLLOW-UP TO THE WORKSHOP: NEXT STEPS

3.1 At Task Force level

If MOES wants to correctly launch the RS model, it is too late to target 2003 as the first year. April 2004 seems more reasonable.

The Textbook Task Force favours a gradual approach: 6 new districts should shift to RS textbooks each year, starting in April 2004. That said, they do not rule out an intermediate stage starting in 2003 where districts would start using the Bulk system, which is the same *distribution* system used for RS textbooks (only the type of books - durable or ordinary - are different in the two textbook provision systems).

Problems regarding Grade 1 enrolment figures have not been properly addressed, and a way should definitely be found to improve the EMIS data collection methods.

Before embarking for good on a nationwide use of the RS system, the Textbook Task Force decided it would be wise to conduct a limited survey of 51 schools, in Kavre and Jhapa districts. This survey's objective would be to assess the actual physical state of the durable textbooks after "real time" use, and therefore find out in the field how many years these books actually last. It should be conducted early December 2002. The consultant worked with the Textbook Task Force to produce a questionnaire, attached in Annex V.

3.2 At JEMC level

The Textbook Task Force reckoned that the provision of the right kind of paper - not machine issues (printing/binding capacity) - would be the main problem in achieving the 2004 objective (importation response time for paper is one month). The Managing Director of JEMC was more optimistic, though, and thought that 6 districts could move towards the RS system in 2003; according to him, machines can be used in 24-hour mode. Moreover, the mountainous districts, which are supposed to get priority textbook procurement, have very few schools, and, due to climate conditions, are unlikely to open for the next school year before May or June:

Proposed list of Districts to be provided with RS books in 2003	Number of textbook sets (grades 1-5 combined) to be provided	Total number of books to be provided (1 set = 19 books)
Manang	833	15,827
Mustang	2049	38,931
Kalikat	16047	304,893
Jumla	12456	236,664
Humla	5351	101,669
Darchula (already part of the existing scheme, but books need to be renewed)	23534	447,146

Other problems raised by the Managing Director of JEMC include:

- a) How to integrate/differentiate workbooks into/from Primary 1 textbooks

- b) What happens with Darchula?
- c) Distribution costs

3.3 At Advisory and Monitoring Committee level

On the last day of his mission, the consultant attended a meeting of the Advisory and Monitoring Committee. All of its members had attended the Workshop and agreed with its outcome, i.e. the general consensus over RS as the most convenient and cost-effective textbook distribution system. Once the final report on the workshop is out, the Committee wants its findings to be presented by the Director General of Education to the Joint Secretary MoES, who should, in turn, take the necessary policy decisions concerning textbook procurement and present them to the donor agencies.

The issue of curriculum reform was also addressed, Danida and the consultant wanting to make sure that the phasing in of the new curriculum wouldn't interfere with that of the new textbooks. The Director CDC confirmed that the new curriculum would only start experimental work in 2003, which doesn't clash with the new textbook distribution agenda.

4. INTRODUCING THE DURABLE BOOKS SYSTEM: PROPOSAL TO DANIDA

In order to speed up the textbook reform process and to ensure it a nationwide coverage, Danida asked the consultant to work on a proposal that would meet these requirements. The proposal is attached in Annex VII.

In summary, introducing the durable books system into Nepal's primary schools:

- Would mean a 38 % reduction in textbook procurement price from the current official price (assuming the unit cost of textbooks is no greater \$1.50). And this is without taking into account two years' savings in distribution costs out of a 3 year cycle.
- If it goes all the way, by letting foreign printers play a role in it, would represent a breakthrough in Nepal's educational publishing history. In-country printing for the bulk of a developing country's textbook provision is a political decision hardly justifiable on purely economic grounds: printing is a heavy industry, now dosely linked to IT developments, thus requiring major investments to be amortised by intense use all year long and not only a few months a year. Nepal's publishing and distribution might one day evolve to a system where the CDC provides the curriculum, but private publishers publish and distribute the books, under strict control of the CDC, the MoE and donors.
- Would not make JEMC irrelevant, if printing were done abroad. For a start, an estimated 10 % annual attrition rate with RS books means that an extra 1.2m copies of pupil's books have to be printed every year to make up for lost/damaged books. And teacher's guides (0.3m copies for each 3 year cycle) could also remain JEMC's responsibility. Furthermore, the development of a real policy on supplementary reading books could provide JEMC with more, chronologically well distributed, work.
- Would mean that HMG could go on contributing to the cost of textbooks, at an annual rate ranging from US\$ 0.565m to US\$ 1.849m, because of this 10 % reprinting rate. The financing of a possible Supplementary Reading Material/school library policy could also be discussed between donors and MoES.

Annex VII also contains a provisional timetable for the introduction of a re-use system and a provisional estimate of the technical assistance that would be necessary to support its introduction.

However, as a first step, once the policy decisions have been taken by the MOES, an initial consultancy will be necessary to draw up an overall plan incorporating the Danida support (and, if at all possible, the support of other donors as a result of the Workshop of 22 October 2002). This will be needed before the drafting of the implementation plan, scheduled to begin in February 2003 according to the provisional timetable in Annex VI. This first step will need to be taken in January 2003 to ensure that the implementation - be it phased or national - begins in time for the new 2004 school year in April.

• **ANNEX I WORKSHOP AGENDA**

**NEPAL: BASIC AND PRIMARY EDUCATION PROGRAMME, PHASE II
WORKSHOP ON TEXTBOOK PROVISION EXPERIMENTS, 22 OCTOBER 2002**

Venue: Hotel Blue Star, Tripureswor, Kathmandu

Objectives

- To consider the comparative evaluation report on the four textbook provision experiments (Bulk, Re-use, Local Purchase Order, JEMC Coupon)
- In the light of the report's findings, to make recommendations to the MOES about the best textbook provision system for Nepal's primary schools
- To provide the Textbook Provision Taskforce with guidance to formulate and create the plan for the MOES

Agenda

Chairman: Joint Secretary Planning (MOES)

Time	Activity	Presenter
08.30-09.30	Breakfast & Registration	
09.30-09.50	Introduction and welcome MOES policy context on textbook provision and future national policy directions relevant to the choice of the national textbook provision system for primary schools	DG DOE
09.50-10.20	Brief description of the 4 textbook provision systems experimented in 12 districts for 2 years	Former deputy director, Educational Material Development Section, DoE
10.20-10.50	Brief description of evaluation conducted (fieldwork, focus group discussions, interviews), stages of reporting and introduction to content of final comparative evaluation report on the 4 systems and to the 11 comparative evaluation indicators	EastConsult
10.50-11.10	Tiffin	
11.10-11.40	View from the grassroots on the textbook provision systems in the districts	Headteachers, parents/guardians
11.40-12.25	Presentation of major findings from the comparative evaluation report of the 4 systems	Academic from Faculty of Education
12.25-12.40	Presentation of major findings from the study in 10 districts of the "Reformed Reimbursement" system	Academic from Faculty of Education
12.40-13.30	Lunch	
13.30-14.30	Groupwork. Discussions led by group co-ordinators (1 per group) to consider: (i) the recommendations, (ii) their feasibility, (iii) mechanisms needed for implementation	Co-ordinators: Dep. Director EMDS, 2 former Dep. Directors EMDS, Under Secretary MoES, IBD distribution specialist, EastConsult
14.30-15.00	Tiffin	
15.00-16.00	Continuing groupwork and reporting back by co-ordinators	Reporting to Academic from Faculty of Education
16.00-16.15	Summary of recommendations and changes needed for better implementation. (To be taken forward by Textbook Provision Taskforce.) Closing	
16.15-17.30	Social gathering and informal discussions	

ANNEX II

Guidelines for Group Work Discussion during the Workshop

A Briefing for the two modalities (5 mn)

Inside each group, use the presentation that was done in the morning

- Bulk Distribution System (BDS)
- Re-use (RS)

B Briefing to group work (15 mn)

- Current shortcomings of the RS system, and how to try and make them disappear:
 - How to obtain better enrolment data?
 - How to make BDS/RS more simple?
 - How to reduce the administrative burden and cost?
 - How can repeaters fit into the system?
- **Accountability issues**
 - What administrative level should be responsible for distribution?
 - District level: DEO/DEC/District Sajha agent
 - RC, VDC: RP/RC Headmaster/VEC
 - School: SMC/School Headmaster/Teacher/Students/Parents
 - Should VDCs be empowered / have a central role in RS textbook distribution? Do they have human resources, space, to do so?
- **How could the future RS textbook look like?**
 - Should textbook and exercise book be separate?
 - Feasibility of a multi-subject textbook for grades 1 to 3?
 - To be actually re-used, RS textbooks will need protection, storage, issuing systems: your suggestions

C Answering the questions asked during briefing using the Executive summary distributed in the morning (30 mn)

Facilitator assigns two groups: one working on BDS, the other on RS

D Report writing (20 mn)

E Oral presentation of the reports (40 mn)

- Group presentation (7mn each)
- Discussion (12mn in total)

F Summarising by FOE consultant

ANNEX III GROUP PARTICIPANTS

GROUP A

Facilitator: Mr Gopal Adikari

1	Representative	Sajha DG	
2	Director	DOE	Mr Neupane
3	Adviser	PAT	
4	Representative	Unicef	
5	Representative	Min. of Finance	
6	Under Secretary	CDC	Mr Harka
7	Under Secretary	CDC	Mr Adikari
8	Dep. Director	DOE	Ms Lalita
9	Chairperson	SMC KTM	
10	Headteacher	Kavre	
11	RP	Jumla	
12	DEO	Chitwan	
13	DEO	Bajhang	
14	Exp. Manager	CDC	Mr Gaire
15	Dep. Director (Physical sec)	DOE	
16	Ed. Expert	TU	Dr Min Bahadur Bista

GROUP B

Facilitator: Mr SR Bista

1	Joint Secretary	Ed. Adm MOES	
2	Director	DOE	Mr Tripathi
3	Representative	EU	
4	Representative	Norad	
5	Representative	National Planning Commission	
6	Dep. Director	DOE, R & D Section	
7	Dep. Director	DOE, Woman Development Section	
8	Chairman	SMC Lamjung	
9	Headteacher	Parsa	
10	RP	Mustang	
11	DEO	Jhapa	
12	Exp. Manager	CDC	Mr Rai
13	DEO	Parbat	
14	DEO	Ramechap	
15	Representative	Ministry of Finance	
16	Educational Expert	Tribuvan Univ.	Prof. Wag le

GROUP C

Facilitator: Mr BL Gurung

1	Regional Director	Mid Region, DOE/MOES	
2	Director	DOE	Mr Kamal Pd Lal Karna
3	Representative	ADB	
4	Representative	Danida	
5	Representative	Planning Commission	
6	Under Secretary	Planning Section MOES	
7	Deputy Director	BPEDU DOE	
8	Deputy Director	Training & Supervision Division, DOE	
9	Chairperson	SMC Chitwan	
10	Headteacher	Kailali	
11	RP	Darchula	
12	DEO	Kathmandu	
13	Experiment Manager	CDC	Mr Shakya
14	DEO	Mahottari	
15	Dep. Director	Special Education Section, DOE	
16	Education Expert	Dir. Cerid	

GROUP D

Facilitator: Ms Devina

1	Director General	DOE	
2	Regional Director	Western Region, MOES	
3	Director	CDC	Mr Awa
4	Representative	JICA	
5	Representative	World Bank	
6	Deputy Director	Non Formal Education, NFEC	
7	Deputy Director	Ed. Material Development Section	Ms Devina
8	Representative	Planning Section, DOE	
9	Chairperson	SMC Kavre	
10	Headteacher	Surkhet	
11	RP	Taplejung	
12	Experiment manager	DOE	Mr Badri
13	DEO	Bhojpur	
14	Deputy Director	Adm DEO	
15	Deputy Director	Higher Secondary Section DOE	
16	Education Expert	Tribuvan University	Dr B N. Koirala

ANNEX IV

Detailed description of the workshop's sessions

By Dr Tirtha Raj Parajuli

First session

The first session started at 9.30 A.M. Mr. Chuman Sing Basnet (the Director General of Department of Education) chaired it. He welcomed the participants from the chair and highlighted the objectives of the workshop. He spoke about His Majesty's Government policy context and commitments made on free textbook distribution for the primary schools. He also described about the need for experiments on the modalities of free textbook distribution. Then Mr. Gopal Prasad Adhikari, former deputy director of Educational Material Development Section /DOE, gave a presentation on the characteristics of the 4 textbook provision experiments. Prof. Upendra Man Malla, the team leader of the evaluation experiments from East Consult, gave his presentation. Prof. Malla briefly described about the methodology adopted in the experiments and introduced the content of final comparative evaluation report on the 4 systems and the 11 comparative evaluation indicators. Prof. Malla highlighted some of the findings and conclusions as well. There was a brief discussion after his presentation. Participants raised doubts about the feasibility of the reuse system in the context of physical condition of Nepalese primary schools as well as the home condition of poor families to protect books for longer duration. Finally, the chairman concluded the first session referring to the need for coming to a decision about the textbook distribution modality. He expressed the hope that the workshop will be helpful in coming to a conclusion about a distribution modality based on empirical evidences. The chairman thanked both the presenters and then ended the first session.

Second session

The second session was organized for soliciting views from the grassroots on the textbooks provision systems in the districts, and to present the findings of the experiments. The views from the grassroots were taken from one person from each type of experiment.

The DEO from Jhapa district spoke about his experience on the Reuse System. He opined that the system is a successful one. Under this system each school provided bags to each student to protect books. There was provision of racks in the school to store books. They developed the system of giving prizes to the students who had protected their books. The DEO suggested the need for putting 10% books in RCs as a reserve for newly admitted students, for replacement of damaged books, loss etc. In this regard participants raised questions about the cost of production of durable textbooks, about possibility of arranging racks in schools and giving bags to students in the disadvantaged districts like Darchula, Jumla, Humla etc. Regarding the cost of production of durable textbooks, the Director General of JEMC cleared the fact that it costs 80% more than the cost of production of ordinary books. He also said that the durable books are three times cheaper than the ordinary books if they last for three years.

An officer involved in the experiment considered the Bulk Distribution System as an effective system in providing books in full set and in time. Some participants

expressed the view that both RS and BDS have initiated the wrong practice of minimizing the role of private sector not only in printing but also in the distribution of books. They also viewed such practice against the principle of decentralization.

A participant from Jumla, Mr. Mahesh Devkota, expressed his experience about the LPO system of textbook distribution. According to him there was difficulty in the collection of data about students and transportation of books from district headquarters to schools. He expressed the view that difficulty can be minimized if RCs are the focal points for textbook distribution to schools. Similarly, the headmaster from Ramechhap district expressed the view that there was difficulty in delivering of textbooks in time and in full set under the JEMC coupon system. The remote area schools of the districts had more difficulty in this respect. After soliciting the views from grassroots about experiments, Dr. Tirtha Raj Parajuli presented the major findings from the comparative evaluation report of 4 systems and also findings of "Reformed Reimbursement" system. Dr. Parajuli discussed about the conclusions, issues and recommendations of the study (see summary reports presented by Dr. Parajuli for more information). The question-answer session went simultaneously during the presentation of both studies. Participants raised doubts about the conclusion reached to the use of RS as the best system. They also expressed skepticism on the proposed future strategy for free textbook distribution. The concern was about the durability of textbooks for three year in the context of school and home environment as well as the difficulty that the children face while coming to school and returning back home. The JEMC representatives expressed the view that the reimbursement system if properly employed will be the best in the present context of Nepal. Similarly, the Sajha Publication representatives expressed the view that the BDS and Re-use systems will increase the transportation and management cost at both the RC and school levels. Lastly, Mr. Jagannath Aawa, the director of CDC and the chairman of the second session, concluded the session expressing the need for coming to the conclusion about appropriate distribution system on the basis of both actual cost analysis and textbook distribution effectiveness.

Third session

The third session was devoted to the group work to consider the recommendations, their feasibility and the mechanisms needed for the implementation of recommendations made in the East Consult report. For this the participants of the workshop were divided into four groups. Two groups were requested to work on Reuse System and the other two groups were requested to work on the Bulk Distribution System. The groups were coordinated by the Deputy Director of EMDS, 2 former Deputy Directors and Under Secretary of MOES. Each group discussed about the matter and prepared a list of recommendations and the changes needed for better implementation. The matters identified during group discussion were presented in the fourth session.

Fourth session (Recommendations)

Joint Secretary of MOES Mr. Punya Prasad Newpane chaired the fourth plenary session. Each group presented their report. Wide discussion was held in each presentation. The consensus was reached on the following points:

1. RCs may be the place for textbook distribution of their area but it should be provided with storage facility. There must be 5 % to 10 % surplus books in each RCs for use in emergency.

2. The RPs must be made responsible for the following works related to textbooks distribution:
 - a. To collect up-to-date data from the schools
 - b. To keep up-to-date data of the students
 - c. To keep up-to-date data on textbook distribution and of surplus books
 - d. To distribute textbooks with the help of RC school personnel
 - e. To send data about students and textbook distribution to DEO
3. Each school must be made responsible for:
 - Providing accurate data of students to RC in time
 - Receiving books from RC
 - Distributing books to students
 - Giving used textbooks to failures or repeaters
 - Keeping record of distributed and surplus books
 - Making policies for best use of books
 - Teaching students about the proper use of textbook.
 - Using usable used books in the school even though it may be ordinary book
4. SMC/VEC/VDC must be made responsible for monitoring the distribution and use of textbooks in their area.
5. Use the number of currently studying students of grade one as the basis for the number of next school year students in grade one. Do not admit underage children in grade one.
6. Things that need to be considered while using the Reuse Model of textbook distribution.
 - How to manage exercise of the textbooks?
 - How to manage storage problem in schools and RCs?
 - Who to make responsible for monitoring the proper use of textbooks?
7. Empower/give a central role to VDC/VEC in order to distribute and monitor the textbook distribution in future.
8. Prepare an operation calendar for data collection, printing, packing, distributing and start of schools session.
9. Prepare manuals describing the roles and responsibilities of different stakeholders and disseminate it in advance.

ANNEX V

MONITORING THE ACTUAL DURABILITY OF RE-USABLE TEXTBOOKS

Background/Guidelines

- If RS is widely considered as being the most appropriate future mode of textbook distribution in Nepal, certain stakeholders are still casting some doubts on the extent to which the RS textbooks are actually durable
- In other words: will the Re-use system deliver, will these textbooks actually stand the test of intensive three year use?
- Since we are now in the third year of the experiment, it is possible to answer these questions and dissipate the doubts by sending a team of researchers to the field for a first hand assessment of the current state- and use- of these books
- A sample of 21 schools in Kavre and 30 in Jhapa (one third with good academic results, one third with medium ones, one third with bad ones) will be visited, using the following questionnaire:

Questionnaire

A ACTUAL STATE OF RE-USABLE TEXTBOOKS

1. In general, how would you assess the general state of your three-year old RS textbook stock? :

- Very good (could be used for another two years at least)
- Good (good be used for another year)
- Fair (was just enough to last for three years)
- Poor (didn't make it to the third year in good state)

2. Please assess the percentage of re -usable textbooks (out of the total re -usable stock) affected by each type of damage (headteachers should choose a random sample of 20 % of their three year old books for each level and subject)

- Damage 1: The text block separates from the cover

<i>Grade</i>	<i>Subject</i>	<i>Total number of RS books</i>	<i>Books affected by Damage 1</i>	<i>% of books affected by Damage 1</i>
Grade 2	Nepali			
	Maths Social Studies			
Grade 3	Nepali			
	Maths			
	Social Studies			
Grade 4	Nepali			
	Maths			
	Social Studies			
	English			
Grade 5	Science			
	Nepali			
	Maths			
	Social Studies			
	English			
Total for Damage 1	Science			
	Nepali			
	Maths			
	Social Studies			
	English			

- Damage 2: The complete cover has been lost.
Same table applies
- Damage 3: The inside cover of the textbook separates from the text block where it joins the first and last pages
Same table applies
- Damage 4: Sections have been detached
Same table applies
- Damage 5: The back of the spine is broken
Same table applies
- Damage 6: Pages torn
Same table applies
- Damage 7: Pages written in
Same table applies

B ARE ALL STEPS BEING TAKEN TO MAINTAIN THE BOOKS?

B1 Storage

Does the School Storage space/room.....	School	RC school
1. ...have enough space for all of the books?	YES/NO	YES/NO
2. ...have a BPEP cupboard? If yes, how many?	YES/NO	YES/NO
3. ...have a strong and secure door?	YES/NO	YES/NO
4. ...have window bars?	YES/NO	YES/NO
5. ...have weatherproof roof, walls, doors and windows?	YES/NO	YES/NO
6. ...a dust free floor of concrete, cement or boards?	YES/NO	YES/NO
7. ...have no old and/or unused stock? If yes, quantity	YES/NO	YES/NO
8. ...have sufficient shelving?	YES/NO	YES/NO
9. ...have well and clearly labeled shelves and storage areas?	YES/NO	YES/NO
10. ...have no unnecessary teaching/learning materials in store?	YES/NO	YES/NO
11. ...have exclusive use i.e. no sharing with the headteacher or teachers?	YES/NO	YES/NO

B2 Basic record systems

- Are there adequate management systems in place to issue the re-usable books to the students and monitor their whereabouts:
 - Stock inventory /Stock register?
 - Lending and return systems?
 - Special agreement between the school and each guardian?
 - Stock issue register?
 - Fines / sanctions if student doesn't return / heavily damages a book?
 - Are deposits asked to students when they borrow the books?
- Are re-usable books:
 - Stamped with school stamp?
 - Dated?
 - Registered?
 - Numbered?

B3 Student sensitisation

- Are books well covered?
 - If yes, with what material?
 - If no, why?
 - Students not told to
 - Have been told to but can't afford it
 - Have been told to but haven't done it for no reason

- Are books carried to and from school in a bag?
 - If yes, is it
 - Waterproof?
 - Big enough?
 - Easy to carry?

- Are students told to have clean hands before using the books?

- Are students told how to keep their books clean? (re-usable books have laminated covers which can be wiped clean with a slightly damp cloth)

- Are books being bent back against the spine?

C HEADTEACHER'S + TEACHERS' ASSESSMENT ON DURABILITY

How long do you think a re-usable, well looked after, textbook can last on average?

<i>Number of years</i>	<i>Headmaster</i>	<i>Teachers</i>
3		
2		
1		
More than 3: how long?		

ANNEX VI

Report to Advisory and Monitoring Committee 25 October 2002

TEXTBOOK DISTRIBUTION: DRAFT PROGRAMME FOR THE NEXT STEPS TO BE TAKEN FROM NOVEMBER 2002 ONWARDS

A Pending issues

Even if the October 22 workshop confirmed all stakeholders' preference for the RS system, BPEP cannot unilaterally launch a series of activities before some issues are resolved:

1. Actual durability of the RS textbooks. They were meant to last for 3 years. Now that the pilot is drawing to an end, it is time to assess the RS textbooks' state in the field. EastConsult will do so in 51 schools in Kavre and Jhapa, starting early November. Its report will be available at the end of November
2. Curriculum Reform. It would be unfortunate and uselessly time and money consuming to embark on a new RS textbook programme one or two years before a new curriculum is due to be implemented. The introductions of a new curriculum and of the new RS textbook should be phased in. The consultant will have contacts with CDC before his departure to assess progress in the curriculum reform procedure.
3. Official status. On 22 October, the workshop concluded on the acceptance of RS as the best modality for Nepal's textbooks. That said, this policy has yet to be officially approved by MOES before the follow-up programme can actually be launched
4. "Big bang" or progressive approach? To make the transition smoother, the nationwide introduction of the RS textbook could be spread over 3 years (if the RS textbooks are found to last for 3 years) or 4 years (if they are capable of lasting 4 years). In this case, MOES should come up with a list of districts to reach in 2004, 2005, 2006 and, if need be, 2007.
5. Six mountain districts have been selected by JEMC to be the next pilot RS districts. The names of these districts have to be officially approved - among them is Darchula, one of the current three RS pilot districts.

B Next Steps

Because of the above mentioned uncertainties, it would seem more realistic to target April 2004 as the first school year for introducing RS textbooks into Nepali schools. Moreover, it would give donors and MOES more time to organise the following preparatory activities prior to the actual distribution:

1. Planning issues

In general, a lot more training, supervision and monitoring will be necessary to introduce the new system from the top down: Kathmandu offices, regional offices of Sajha and JEMC, DEOs, RPs, Sajha agents in the districts will have to be trained into the new procedures. Since the training will be of a cascade type, the central, first stage should be thorough and accurate; therefore, technical assistance should amount to three visits between January 2003 and March 2004, followed by three monitoring visits during the first year of implementation.

2. Distribution issues

- Currently, the cost of distribution is not clearly established, even if the official rate is 18.25 % of the textbook price. A rigorous economic study should be conducted to establish all the actual distribution costs, open and hidden alike.
- Local distribution hubs should now be RCs rather than regional Sajha offices
- In the current Nepali system, having accurate enrolment data is crucial to order the actual number of books. It seems that the EMIS currently doesn't fulfil this role as effectively as it could. Technical assistance will be needed to make the EMIS provide this data as timely and accurately as possible.
- There is obviously a gap in the information chain between data collectors in the field and the EMIS. How could this gap be bridged? Could RPs be used in a more effective way? Technical assistance could help answer these questions.
- RCs' and RPs' role have recently evolved. RCs' duties should be redefined, encompassing textbook control, distribution and storage tasks, systems and training. Some training would be needed to help these key local relays perform their tasks within the distribution chain.

3. Storage issues

Storage is a crucial point for the durability of the book. Even if Danida has already funded the provision of steel cupboards to the schools in the three Re-use districts in the experiments, a thorough assessment of the current situation and needs has to be conducted, followed by decisions taken on improvements to be made: more cupboards? special storage rooms? should the initiative come from VDCs? could a schools/donors matching fund system be devised? By April 2004, no school should receive RS books without appropriate storage.

4. School management issues

RS books imply new textbook management rules: where the books used to be "disposable", they should now be used in the long run. Hence the need for:

- A Textbook Management Handbook and its Training manual
- A special cascade training devoted to the following issues: issuing systems, storage of textbooks, maintenance, basic repairs
- Subsequent monitoring visits

5. Production issues

Reusable textbooks can't be written in; but at the moment Grade 1 textbooks, as well as certain Grade 2 and 3 ones, double as workbooks. A decision will have to be made by JEMC/MOES to either print a separate workbook or to use a normal blank exercise book as a workbook.

6. Publicity issues

Such a radical change in textbook use can't go without a massive publicity campaign, aimed at every level of the book chain: PPC, JEMC, Sajha, retailers, RCs, RPs, VDCs, headteachers, teachers, parents, students.

ANNEX VII

Financing Nepal's textbook provision: a proposal to Danida

A Background

- Nepal's MOES is about to accept a major shift in its textbook policy, from "disposable" textbooks (one year's usage) to re-usable textbooks, valid for at least three years
- To give HMG some breathing space, Danida wants to use some left over funding and kick start the Re-usable System (RS) by upfront financing the entirety of the new RS textbook provision nationwide.
- Given the numbers we are looking at and the country's difficult terrain, 2003 seems much too close a deadline to start the experiment. The "big bang" should happen in April 2004

B Short description of the activity and assumptions behind the calculations

- This experiment can't limit itself to being a sheer textbook production and distribution exercise. The massive influx of 11m + textbooks, whose reusable nature will mean new demands in terms of long term care and tracking of the books, needs to be accompanied by a whole series of training sessions and special measures concerning data collection, distribution, storage, school management, alterations to make to the Grade 1 textbooks. All these measures are detailed in the "Next Steps" document handed out to the Evaluation and Monitoring Committee on 25 October, and attached to this one (Annex 3).
- Obviously, the unit price of the textbook is the crucial element. The massive quantities involved, added to the fact that the books are two-colour ones, should bring the price down to US\$ 1.50 (NRs 120). Unit prices provided in this paper are very tentative, and should not be taken for granted before a quick market survey is carried out to provide more reliable estimates.
- Conversely, JEMC's estimates are by definition cut out from reality, since this monopolistic company is living in a competition-free world. Moreover, it is not clear whether the stated distribution costs match the actual ones. Therefore, the consultant is afraid that the final costs stated by Sajha are more fictional than rooted in actual economic facts.
- Another problem to take into consideration is the current curriculum reform: if RS books are provided in April 2004, they should last until March 2007 at least. According to CDC's official timetable, new curriculum compliant textbooks should be introduced in Grade 1 in April 2006, then Grade 2 in 2007, etc. So, if everything goes according to plan, either Grade 1 children would spend one year being taught the new curriculum with old books, or - more probably - CDC will have to wait for another year to introduce the new books. Anyway, between now and April 2006, delays in the curriculum review process are very likely to happen. This is the reason why curriculum issues have been left aside in this paper
- The enrolment figures provided here date from 2000. We are looking into 2004. Demographic data is needed to project these figures 4 years ahead: the current general annual population growth is of 2.27 %, which would roughly translate into a 10 % increase in enrolment figures (and in budget) over 4 years.
- The standard response time for an international printing bid is 45 days, a period which has to be taken into consideration in the timetable leading to April 2004

C Financial models

Basic Textbook Costing Assumptions:

Item	Assumption
Number of Primary School Students	3.3 million
No of Required Textbooks per Student	3 in Gr 1, 2 & 3; 5 in Gr 4 & 5
Unit 2 colour Textbook Cost	NRs 120 ¹
Annual loss/damage rate	10% of stock per year
Allowance for teachers' copies	1 teacher's book for each subject per 40 students
Book Life	3 years
Target Book:Pupil Ratio	1:1

Total number of pupil's books needed to kick start the RS cycle:

Grade	Enrolment in State schools (2000)	Number of titles needed per grade	Number of copies needed
1	1,217,000	3	3,651,000
2	656,100	3	1,968,300
3	537,100	3	1,611,300
4	484,100	5	2,420,500
5	415,400	5	2,077,000
Total	3,309,700		11,728,100

Total number of teacher's guides needed to kick start the RS cycle:

Grade	Enrolment in State schools (A)	Number of subjects (B)	Number of copies needed: $\frac{A \times B}{40}$
1	1,217,000	3	91,275
2	656,100	3	49,207
3	537,100	3	40,282
4	484,100	5	60,512
5	415,400	5	51,925
Total	3,309,700		293,201

1) Financing all pupil's and teacher's guides on the basis of NRs 120 a copy:

$$(11,728,100 \text{ pupil's books} + 293,200 \text{ TG}) = 12,021,300 \text{ textbooks} \times \text{NRs } 120$$

$$= \text{NRs } 1,442.556\text{m}$$

$$= \text{US \$ } 18.49\text{m}$$

2) Only financing pupil's books on the basis of NRs 120 a copy:

$$11,728,100 \text{ pupil's books} \times \text{NRs } 120 =$$

$$= \text{NRs } 1,407.3\text{m}$$

$$= \text{US \$ } 18.04\text{m}$$

¹ Since it is known that JEMC doesn't have the capacity to print 12m copies of durable textbooks for one year, this printing will have to be put out to tender internationally (thus breaking one of the taboos of education in Nepal). We are now talking international prices: it is assumed that for a two colour book in such quantities a price of US\$ 1.50 would be a possible estimate

3) Assuming JEMC data is correct:

JEMC has come up with an official price for the textbooks it produces: NRs 65 for the first three years of primary, NRs 105 for Grades 4 & 5. These prices refer to the current, non-reusable, books. JEMC estimates that RS books would cost 75 % more. Needless to say that these estimates can be described as formulaic, given JEMC's non-competitive environment

Price of RS pupil's books according to JEMC data:

Grade	Current price for the set of textbooks (NRs)	RS set price (current price + 75 %)	Enrolment	Price of RS sets for all copies
1	65	114	1,217,000	138,738,000
2	65	114	656,100	74,795,400
3	65	114	537,100	61,229,400
4	105	184	484,100	89,074,400
5	105	184	415,400	76,433,600
Total			3,309,400	NRs 440.2708m = US\$ 5.644m

Price of RS teacher's guides according to JEMC data:

NRs 0.07338 m

Price of RS pupil's and teacher's guides according to JEMC data:

NRs 440.2708 + NRs 0.07338 = NRs 440.34418m

= **US\$ 5.645m**

4) Financing RS by leaving aside Grade 1 books

Grade 1 books are posing a double problem in the future RS context:

1. Current Grade 1 textbooks double as workbooks; if they were to be included into the RS scheme, the PPC would have to rewrite the textbooks to remove all the consumable workbook elements in them. This would mean extra cost and time.
2. Data collecting on primary enrolment figures in Nepal is subject to caution in general. But all reports stress that the lack of accuracy is even higher when it comes to "guessing" future Grade 1 enrolments. It is suspected that the wastage rate is quite high for this particular school level.

Since we are talking emergency measures, taking Grade 1 books out of the scheme would save a lot of money (Grade 1 pupils officially make up more than one third of total primary enrolment) and time:

Grade	Enrolment in State schools (2000)	Number of titles needed per grade	Number of copies needed	
2	656,100	3	1,968,300	3,579,600
3	537,100	3	1,611,300	
4	484,100	5	2,420,500	4,497,500
5	415,400	5	2,077,000	
Total	2,092,700		8,077,100	

Price of RS pupil's books without Grade 1:

8.0771m x US\$ 1.50 = **US \$ 12.11m**

C CONCLUSIONS

- Assuming the figure of US\$ 1.50 (NRs 120) is correct for RS textbooks, this would mean a 38 % reduction in textbook procurement price from the current official price: NRs 65 x 3 = NRs195. And this is without taking into account two years' savings in distribution costs out of a 3 year cycle
- Danida's initiative, if it goes all the way, will represent a breakthrough in Nepal's educational publishing history, by letting foreign printers play a role in it. In-country printing for the bulk of a developing country's textbook provision is a political decision hardly justifiable on purely economic grounds: printing is a heavy industry, now closely linked to IT developments, thus requiring major investments to be amortised by intense use all year long and not only a few months a year. In Mozambique, whose educational publishing situation is close to Nepal's (monopolistic state publishing and distribution, both working reasonably well and heavily funded by donors, among which Danida, SIDA, Finnida, Irishaid, DFID), all the printing is done in South Africa - even if, contrary to the Nepali situation, the above mentioned donors are not supporting Mozambique's equivalent of JEMC. Uganda (DFID led SWAP with Danida participation) and Kenya have gone from Mozambique's and Nepal's publishing and distribution situation to a system where the CDC provides the curriculum, but private publishers publish and distribute the books, under strict control of the CDC, the MoE and donors. Most of these private East African publishers outsource their printing in Asia, the Gulf or the Indian Ocean.
- To kick start RS printing abroad wouldn't make JEMC irrelevant, though. For a start, an estimated 10 % annual attrition rate with RS books means that an extra 1.2m copies of pupil's books have to be printed every year to make up for lost/damaged books. And teacher's guides (0.3m copies for each 3 year cycle) could also remain within JEMC's orbit. Furthermore, the development of a real policy on supplementary reading books could provide JEMC with more, chronologically spread out, work.
- This 10 % reprinting rate also means that HMG could go on contributing to the cost of textbooks, at an annual rate ranging from US\$ 0.565m to US\$ 1.849m according to the provisional estimates stated in this paper. The financing of a possible Supplementary Reading Material/school library policy could also be discussed between donors and MoES.

Annex 1: Tentative Timetable

Activity	Responsibility	Deadline
MoES approval of nationwide shift to RS textbooks	PS/MoES	December 02
Final agreement on funding package	MoES, MoF and Donors	January 03
Start work on detailed Implementation Plan	MoES/EDMS	February 03
Economic survey on the actual cost of distribution	MoES/Sajha	March 03
EMIS optimisation programme	MoES/EMIS	April 03
Survey on RPs and RCs role in collecting data	MoES/EMIS	April 03
Finalisation of detailed Implementation Plan	MoES/EDMS	April 03
Start work on publicity campaign	MoES/EDMS	April 03
Assessment of storage needs	MoES	May 03
Publication of a Textbook Management Handbook and Training Module incorporating changes required by Implementation Plan (IP)	EMDS	May 03
Finalisation of publicity campaign	MoES/EDMS	June 03
First cascade training session on the IP: central level	MoES/EMDS	September 03
Launch of publicity campaign	MoES/EDMS	October 03
Second cascade IP training session: training of trainers at central level	MoES/EMDS	October 03
Publication and circulation of School Management Handbook and all IP documentation to schools	EMDS	November 03
Deadline for international printing bid	MOES	November 03
3rd cascade training session: District level IP/School Management training	EMDS	Jan-Mar 04
Selected printer starts printing	Printer	January 04
Textbooks arrive in Kathmandu and distribution starts	Printer Sajha	February 04
4 th cascade training level: RC level IP/School Management training	DEOs and RPs	Feb-Mar 03
Upgrading of storage facilities	Donors/MoES	Feb-March 04
End of distribution process: 1 st wave of new RS textbooks in schools	Sajha/MOES	April 04

Annex 2: Tentative Technical Assistance Timetable

Activity	Comments	Date	Consultants involved	Nepal days	UK days	Air fares
Write detailed Implementation Plan	The plan should encompass all the components needed to successfully bring RS textbooks to schools by April 04	Feb. April 03	2 x 2 visits	4 x 14	4 x 2	4
Carry out an economic survey on the actual cost of distribution	Is the 18.25 % figure the actual one?	March 03	1	14	3	1
EMIS optimisation scheme	How to improve EMIS's data collection abilities	April 03	1	12	2	1
Survey on RPs and RCs role in collecting data	Field research	April 03	1	14	2	1
Design of publicity campaign	To sensitise all actors of the book chain to the new RS scheme	April June 03	1	14	2	1
Assessment of storage needs and recommendations for an upgrading programme	Field research	May 03	1	14	3	1
Write and Publish a Textbook Management Handbook and Training Module incorporating changes required by Implementation Plan (IP)	Working with EDMS, Sajha, Teacher Training	April-May 03	1	19	2	1
1 st Progress and Status Review		June 03	1	12	3	1
1 st cascade training session on the IP: central level	Consultant training EDMS and MoES officials	Sept. 03	1	7	3	1
Launch of publicity campaign	Should last until March 03	Oct. 03	1	7	5	1
2 nd cascade IP training session: training of trainers at central level	EDMS and MoES officials training DEOs	Oct. 03	1	7	2	1
2 nd Progress and Status Review		Nov. 03	1	12	3	1
3 rd cascade training session: District level IP/School Management training	DEOs training RPs and RCs. Consultant monitoring in some districts	Jan-Mar 04	1	10	2	1
4 th cascade training session: RC level IP/School Management training	RPs and RCs training headteachers and teachers	Feb-Mar 03	No consultant input at this grassroots stage			
Upgrading of storage facilities		Feb-March 04	1	10	2	1
3 rd Progress and Status Review		May 04	1	14	3	1