

Nepal Basic and Primary Education Programme II

Textbook Provision Experiments

Monitoring of Preparation Activities

21 May – 2 June 2000

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The monitoring visit to Nepal was made between 21 May and 2 June and continued the work of December 1999 and February 2000. It was concerned both with the preparation activities in the nine experimental districts where new systems will be tested and the three districts where the functioning of the JEMC Coupon system will be evaluated and the upgrading of JEMC both to produce durable textbooks for the Re-use experiment and for overall quality and efficiency improvements. The consultant worked closely with the General Manager of the Experimental Distribution Management Group (which has the day to day responsibility for the implementation of the distribution experiments) and with the General Manager, JEMC. In addition, the General Manager EDMG and the consultant discussed roles and responsibilities with Sajha which will distribute the textbooks in all of the experimental districts. The General Manager and the consultant visited two of the experimental districts, Chitwan (Bulk distribution experiment) and Kavre (Re-use experiment).

The consultant had a combined wrap-up meeting and meeting of the Advisory and Monitoring Committee on 1 June 2000. At this meeting, the consultant circulated two documents: "The distribution of textbooks in the experiments" which summarised the distribution systems and actions required (Appendix 1) and "Tenders for the supply and distribution of storage cupboards and racks in the Re-use experiment districts" which gave the number of Lots in each of the three experiment districts along with the number of large cupboards, small cupboards and large racks in each Lot (Appendix 2). For the list of 12 experimental districts broken down by textbook provision system, see Appendix 1.

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
LPO	Local Purchase Order
PAT	Programme Advisory Team
RC	Resource Centre

The document “Manual on Textbook Provision Experiments”, as revised in February 2000, is the final agreed version of the plan for the implementation of the textbook distribution experiments. The following assessment of progress is therefore related to the timetable and list of activities in that document.

2.1 Staff and Training for the Experiments

The four experiment managers, selected in February 2000, the General Manager EMDG and the Production and Distribution Manager from the Primary Publishing Cell received three days training, 6-8 March 2000, at the Staff College. The General Manager reports that the training was appropriate and adequate.

A secretary/computer operator has been hired. He is now working at a computer in the Primary Publishing Cell. His main responsibility during the period of the consultancy was to produce the statistics on schools and enrolments in the clusters in the three Re-use districts so that the number of storage cupboards could be calculated. In the 12 experimental districts the DEOs chose Field co-ordinators and Field workers. The Field co-ordinators are on a four-month contract, as are the Field workers. Some of the DEOs took several weeks to choose their Field co-ordinator and workers and this has consequently led to a slippage of about three weeks in the timetable.

The Field co-ordinators are retired secondary school teachers or supervisors (seven supervisors and five retired teachers). They came to Sano Thimi for three days of training (27-29 April 2000). The training was delivered by the General Manager, experiment managers, the Chairman of the EDMG and the Director General DoE. Three days of training was judged to be adequate (not the four days as in the plan). The General Manager EDMG devised the training package for the Field co-ordinators.

The total number of Field workers contracted is 89. The criteria for selecting them included (a) retired lower secondary school teacher/intermediate level primary school teacher (because there were not enough retired lower secondary school teachers in the mountainous districts), (b) in-service teacher (lower secondary/primary), with the permission of the head teacher, (c) pass at intermediate level. The training package was developed by the General Manager EDMG. The Field worker training for three days is taking place in the districts, some of it later than planned. (For example, in Mustang the training is from 31 May-2 June, in Jhapa 16-19 May, whereas in Lamjung and in Darchula the training was completed in early May.) Although there is space in the timetable for slippages, in Mustang the Field workers started work in the field after a short briefing by the Field co-ordinator and will only receive their training a few weeks later.

Apart from some of the Field worker training coming after fieldwork has begun and a slippage in the timetable which is not important, the process of selecting and training staff has been well conducted.

2.2 Preparation and Distribution of Management and Publicity Documents and Other Items

Some of the documents were identical and some similar for each of the four textbook provision systems, while the publicity materials varied according to the system being tested. In addition, a school rubber stamp and stamp pad were being provided. All of the documents and other items have been prepared and all those which were scheduled to be distributed to the districts have been distributed to the districts. The following items are now in the districts:

Experiment Data Form
Daily Attendance Form
Local Purchase Order
Textbook Receipt Book

June Exam Results Form
School Receipt for Textbooks Collected
School Textbooks Stock/Class Student Allocation Book
Parent/Guardian Agreement Register
Information Brochures (three different kinds: LPO/Bulk/Re-use)
Posters (two types – see Appendix 4)
School rubber stamps and pads

The "Resource Centre memo to DEO about textbooks received from Sajha" was not yet printed. It is in hand and will be given to the Sajha HQ to pass to the Sajha Regional offices for the Re-use and Bulk distribution experimental districts.

Some changes were made to the wording of the documents which improved them.

In addition, for the LPO experiment, the action to be taken once the Sajha sales agent/retailer has supplied the required textbooks to the schools has been changed in the plan. The sales agent/retailer will submit the LPO to Sajha (not to the DEO), because the sales agent/retailer gets the books on credit from Sajha. The DEO will then pay Sajha for the books.

2.3 Enrolment Data

Getting accurate enrolment data has always been a fundamental problem to textbook provision. The experiments call for three stages of data collection – DEO records, experimental data forms filled in by the schools between March and May 2000, and the June school exam results. Each acts as a check and refinement of the previous set of data and provides information for the printing of the textbooks, while the distribution to schools will depend upon the third stage of data collection.

2.4 School Visits and Publicity

Each school should be visited twice by the Field workers (except for the JEMC Coupon experiment districts which will only be visited once). At this point in the preparation it is not possible to provide information on the degree of achievement of the school visits. Judging by the visit of the General Manager EDMG and the consultant to two experiment districts (Chitwan and Kavre), it seems to be the case that there will be variations by district. In some districts all of the schools have been visited at least once, while in other districts some schools have not been visited even once.

A tool for monitoring progress in making school visits was needed in Chitwan district. The General Manager and consultant therefore devised a very simple tool for the Field Co-ordinator to use. Other districts will also probably need this tool (see Recommendations).

As a backup to the school visits, the programme for the publicity campaign is also important. All the District Meetings have taken place and the programme of publicity meetings is currently underway. Unfortunately, a monitoring tool was not provided to the Field Co-ordinators with the result that those publicity committee meetings which took place in the Resource Centres after the normal business of the Centre were not necessarily attended by the head teachers – some left the meeting early. Similarly, it was found in Chitwan district that the DEO had not attended the publicity meeting and was therefore unaware that Sajha was going to deliver the textbooks to the Resource Centres for collection by schools.

2.5 Special Activities for Re-use Experiment

Some of the upgrading of JEMC is relevant to the experiment on Re-use of durable textbooks and progress on that is covered in 2.6 below.

The Advisory and Monitoring Committee, which supervises all activities relating to the textbook provision experiments, agreed that the storage cupboards for the durable textbooks to be used in the following school year should be purchased through district tenders for both supply and delivery to Resource Centres. Appendix 2 lists the school clusters to be included in the lots for each district tender and the total numbers of large and small cupboards and large racks in each lot. In the same meeting (1 June 2000) the Advisory and Monitoring Committee was asked to prepare a tender document so that the DEOs in each of the three Re-use districts can launch the tenders.

The PAT Office worked out the number of cupboards and racks needed based on the enrolment statistics which had been gathered. In addition, each Resource Centre and each DEO's office will receive one large cupboard; the RCs will also receive two large racks each (because they will keep safe the durable textbooks needed to replace lost and damaged textbooks during the following year and these books will still be in shrink wrapping from JEMC). The cupboards will be used to store textbooks that have been removed from their shrink wrapping in the Resource Centres.

The PAT Office is making and delivering prototypes of the large cupboard and the small cupboard to the DEOs in the three district (Jhapa, Kavre, Darchula) in early June 2000. These are necessary for potential bidders to examine for the district tenders for the supply and delivery of storage cupboards. The PAT Office advised that it would not be necessary to make a prototype of the large rack.

The school rubber stamp for the Re-use districts is different from the other stamps as it has to contain information on the date that the book was given to the student, the name of the student and the condition of the book on its return. In this way, when the book is re-used in the following years, all of this information will be entered for the next user and it will be possible to trace the gradual (it is hoped) deterioration in the condition of the textbook on its return to the school each year.

2.6 Upgrading of JEMC

JEMC has received the raw materials in good order and on time; the laminating film has still to be delivered as its specification depended upon the brand of laminating equipment that was being bought through a separate tender. The electronic pre-press equipment has all been received with the exception of the imagesetter. This has now been ordered. The latest information on the binding equipment is that it will arrive in Calcutta on 28 June and in Kathmandu in mid-July. There will then follow two weeks training and the binding of the durable textbooks will take another four weeks. The paper testing equipment has been received.

Technical assistance to JEMC has been provided to:

- Train a bid evaluation committee for the procurement of raw materials
- Introduce quality control systems
- Introduce production management and control system
- Plan the layout for the new durable binding equipment
- Train a group of staff on the new paper testing equipment
- Introduce a costing and estimating system
- Train a group of staff on the electronic pre-press equipment

The impact of the technical assistance and training in JEMC cannot yet be evaluated. However, from discussions with the General Manager of JEMC, JEMC has not introduced the quality control system because they want to focus on the manufacture of the ordinary as well as the durable textbooks for the coming school year. The General Manager has suggested follow-up work on quality control in September 2000.

The deadlines for the timetable for the receipt of the various raw materials, equipment, training and technical assistance was based on the deadline for the manufacture and delivery to Resource Centres of durable textbooks for the Re-use experiment. Schools will open in mid-July, although it will be several weeks before enrolment is complete and the schools collect their textbooks. Nevertheless, the deadline for despatch of durable textbooks to the district which is furthest and most difficult to reach, Darchula, is 15 June 2000.

2.7 Printing of Durable Textbooks

At this point, JEMC cannot give assurances about the number of durable textbooks that they will be able to manufacture from the paper and other raw materials supplied. The technical assistance provided in 1999 estimated that 840,000 copies could be produced, allowing 33.3% wastage (all forms of paper wastage from receipt in the warehouse through printing, folding, binding and despatch).

In order to build in more safety, it was assumed that 800,000 copies could be printed from the text paper supplied, that 70,000 copies for each grade 1 title would be sufficient because the experiment will only provide textbooks to the number of grade 1 students who sit for the June 2000 examination. (This means that under-age grade 1 children will not receive the durable textbooks and that the number of correct-aged grade 1 students in July 2000 will approximate to the number who sat the examination at the end of the 1999-2000 school year.) The base print runs per title were calculated from the enrolment data for the three Re-use experimental districts and they were then increased to use up the available text paper. This gives the following base print runs per title and increased print runs per title for JEMC to manufacture:

GRADE	BASE PRINT RUN PER TITLE	INCREASED PRINT RUN PER TITLE FOR JEMC
1	70,000 (69,532)	70,000
2	35,000 (34,988)	44,100
3	30,500 (30,214)	38,400
4	28,500 (28,123)	35,900
5	25,500 (25,168)	32,100

(Actual enrolments in brackets. Print runs rounded up to the nearest multiple of 500. Increased print runs use up all the "durable" paper and provide a stock of replacement textbooks for subsequent school years.)

JEMC was asked to start the printing of the durable textbooks with the grade 2 titles and then to finish with the grade 1 titles in order to ensure that there are replacement copies of the textbooks for grades 2-5. JEMC started the printing on 31 May 2000 with the grade 2 titles, as requested.

However, the binding of the durable textbooks will be delayed because of the delivery schedule for the equipment (see 2.6 above). Durable textbooks will not be available until late August. The General Manager JEMC suggested that the textbooks for Darchula might be bound by a private company in Kathmandu (Ojaswee Printing and General Supplier Co-operative Society) in order to start their delivery as soon as possible, since the books must go by road into India to reach Darchula. JEMC was asked to investigate the company further, to examine its equipment and get samples of its binding work. On the basis of this investigation, the PAT Office would then be asked to make a decision.

JEMC's schedule for printing the durable textbooks is attached as Appendix 3.

2.8 Textbook Distribution Arrangements

Special distribution arrangements are needed for the Re-use and the Bulk distribution experiment districts, whereas the arrangements for school year 1999-2000 (Sajha), with some small adjustments,

are suitable for the other two experiments (Local Purchase Order and JEMC Coupon). Appendix 1 summarises the distribution systems needed.

JEMC and Sajha must agree a special contract to pay for the delivery of textbooks to the Resource Centres in the Re-use and Bulk distribution experiment districts. This should be based on actual costs and not be calculated as a percentage of the textbook cost, as is the normal practice. The contract will also require Sajha agents to spend 8-15 days, depending on the district (see Appendix 1) in each Resource Centre in order to distribute the textbooks to the schools which come to collect them.

It was agreed with the PAT Office that if the delivery and distribution requirements for the Re-use and the Bulk distribution experiment districts incur costs greater than the normal distribution costs, the Project will pay the difference. The PAT Office must therefore receive a detailed cost breakdown of the distribution budget for these six experiment districts and must approve the special contract between JEMC and Sajha.

At the meeting on 1 June 2000, the Advisory and Monitoring Committee agreed to create three sub-centres for bulk distribution of textbooks in Chitwan district in addition to the Resource Centres. The DEO foresaw problems if the distribution was done exclusively from the Resource Centres because the school mapping had not been done in an entirely satisfactory manner, with the result that some Resource Centres in some of the other 5 Re-use and Bulk distribution districts are at the edge of the school cluster area or in a hilly area while the schools are on the plain. It is possible that there are other Resource Centres in some of the other 5 Re-use and Bulk distribution districts which are not ideally situated and some sensible adjustment to the distribution arrangements will be necessary.

3 ISSUES AND RECOMMENDATIONS

Overall, good progress has been made in the preparation for the introduction of the textbook provision experiments. An excellent job has been at the centre by the General Manager EDMG who has taken control of all of the programme of activities (except for the upgrading of JEMC, which is not his responsibility).

3.1 Need for Field Monitoring

Because of the field visits made to Chitwan and Kavre it became clear that the General Manager EDMG should visit all the Re-use and Bulk distribution districts and as many of the LPO districts as possible in order to monitor the state of preparation and to take appropriate action in the field as necessary. Preparation was going very well in Kavre district, but not well in Chitwan and the General Manager should make a return visit to Chitwan.

This recommendation was accepted by the Advisory and Monitoring Committee. The PAT Office agreed to give the General Manager access to a vehicle for certain of the districts, whereas for others (e.g., Darchula) he will take a plane.

3.2 Quality Control at JEMC

The technical assistance visit to monitor JEMC's quality control systems was postponed at JEMC's request as systems had not yet been introduced. It is highly likely that the 2-week quality control consultancy which will now take place in September 2000 will have to run through conclusions and recommendations already made and agreed, compile a straightforward checklist and quality monitoring schedule and train appropriate staff to implement the system. In implementing the system, the JEMC managers will have to conduct on the job training where necessary.

To facilitate the introduction of quality control systems and to give an example of how it is used elsewhere, it is recommended that Danida should consider a special printing study visit for JEMC's senior managers (maximum about 6 people) to Singapore, where there are excellent printing houses.

For the Project, the monitoring visit which is planned for October to check not only on quality control but also on production management should be postponed until November 2000 at the earliest.

3.3 Appointment of an Evaluation Group

The terms of reference and evaluation requirements for the evaluation of the textbook provision experiments were revised in February 2000. An evaluation group should be chosen by July 2000 and contracted so that work can start in August 2000. The evaluation group will be working for almost two years, with a final report to be delivered by the end of July 2002. However, it is important for the evaluation group to start its programme of interviews of the various interest groups starting in August 2000 so that people can remember their experiences under the various experiments.

The next visit of the monitoring consultant is intended to concentrate on the evaluation group in September 2000.

3.4 Re-use of Workbooks

After the monitoring visit had been completed, the PAT Office raised a problem on the re-use of textbooks which had been designed to be consumable workbooks. Since this is an experiment on the re-use of durable textbooks, rather than the introduction of a universal new system, there is a choice of two responses. The recommended action is to instruct teachers in the experiment districts to tell the students not to write in their textbooks, but to copy the exercises into their exercise books. Failing that, it is possible for pencilled answers to be rubbed out since the text paper is strong. Either of these

should be possible because in the publicity campaign for the Re-use experiment districts there is provision for "training meetings" in the Resource Centres for head teachers and teachers. Head teachers and teachers are required to sign an attendance register to make sure that all schools receive the training in how to manage the durable textbooks stock and how to use the stock control documents. Therefore, in addition to this programme, instruction on not writing in the textbook-workbooks (mostly for grade 1) can also be given.

It was also recommended that if JEMC has not yet started printing the covers of the textbook-workbooks, then it would be possible to have the instruction in Nepalese on the front cover "Experiment book – do not write the answers in this book. Write answers in your exercise book."

THE DISTRIBUTION OF TEXTBOOKS IN THE EXPERIMENTS

For some of the experiments, special actions are necessary to distribute the textbooks to the schools. (These are described in the *Manual on the Textbook Provision Experiments*.) The working relations among CDC, JEMC, Sajha, some DEOs and the DANIDA PAT Office will be slightly changed. The following table shows the systems for the distribution of the **experiment** textbooks and the special actions which are required.

<u>Experiment</u>	<u>Districts</u>	<u>Distribution system</u>	<u>Actions required</u>
1. LPO (Local Purchase Order)	Kailali Lamjung Jumla	Similar to current system, <u>except:</u> (i) Sajha uses LPO form not JEMC Coupon (ii) DEO pays Sajha	CDC sends money to pay Sajha to the DEOs in the experiment districts. DEO needs money by 15 July 2000.
2. Re-use	Jhapa Kavre Darchula	Sajha delivers durable textbooks to the Resource Centres in the experiment districts. Sajha agents distribute textbooks for 8 days (Jhapa) or 15 days (Kavre and Darchula) to schools which come to collect them from the Resource Centres.	Special contract between JEMC and Sajha to cover (i) delivery to RCs, (ii) 8-15 days' work per RC to distribute textbooks. DANIDA PAT Office to approve contract. DANIDA PAT Office pays to JEMC the difference between the usual distribution cost (based on 20% of ordinary textbook cost) and the increased distribution cost, if any. CDC pays the usual distribution cost to JEMC.
3. Bulk	Chitwan Surkhet Mustang	Sajha delivers ordinary textbooks to the Resource Centres in the experiment districts. Sajha agents distribute textbooks for 8 days (Chitwan) or 15 days (Surkhet and Mustang) to schools which come to collect them from the Resource Centres.	Special contract between JEMC and Sajha to cover (i) delivery to RCs, (ii) 8-15 days' work per RC to distribute textbooks. DANIDA PAT Office to approve contract. DANIDA PAT Office pays to JEMC the difference between the usual distribution cost (based on 20% of ordinary textbook cost) and the increased distribution cost, if any. CDC pays the usual distribution cost to JEMC.
4. JEMC Coupon	Parsa Kathmandu Taplejung	Current system – no change	-

APPENDIX 2

TENDERS FOR THE SUPPLY AND DISTRIBUTION OF STORAGE CUPBOARDS AND RACKS IN THE RE-USE EXPERIMENT DISTRICTS

Resource Centres in each lot and numbers of cupboards and racks in each lot

			Number of cupboards		Number Of large racks
			large	small	
DARCHULA TENDER	Lot 1	7 clusters: Gokule, Dethala, Dhulighada, Padpada, Lambagar, Khandeswori, Shipti	47	58	
		7 RCs	7		14
		TOTALS	54	58	14
	Lot 2	7 clusters: Tribhuwan Pasi, Auku, Dadakot, Rithachapata, Gangagaun, Mad, Datta	47	47	
		7 RCs	7		14
		TOTALS	54	47	14
	Lot 3	7 clusters: Khalanga, Dhap, Korkauthali, Hikila, Huti, Sunsera, Khar	52	45	
		7 RCs	7		14
		DEO	1		
TOTALS	60	45	14		
JHAPA TENDER	Lot 1	3 clusters: Damak, Lakhanpur, Topgachhi	82	22	
		3 RCs	3		6
		TOTALS	85	22	6
	Lot 2	3 clusters: Gauradaha, Gaurijanga, Khagurghachi	52	23	
		3 RCs	3		6
		TOTALS	55	23	6
	Lot 3	3 clusters: Bagundhara, Dudhe, Taghandubba	73	29	
		3 RCs	3		6
		TOTALS	76	29	6
	Lot 4	3 clusters: Durgapur, Ghailaduwa, Rajgad	69	21	
		3 RCs	3		6
		TOTALS	72	21	6
Lot 5	3 clusters: Anarmani, Sanischare, Budhabare	103	25		
	3 RCs	3		6	
	TOTALS	106	25	6	
Lot 6	3 clusters: Dhajjan, Kankanbhita, Bahandungi	76	21		
	3 RCs	3		6	
	TOTALS	79	21	6	
Lot 7	4 clusters: Bhadrapur, Haldiwari, Prithivinagar, Pathariya	101	45		
	4 RCs	4		8	
	DEO	1			
TOTALS	106	45	8		
KAVRE TENDER	Lot 1	5 clusters: Mahendra, Chaitanya Banepa, Chandeswori, Purna Sanjivini, Gangadevi	54	37	
		5 RCs	5		10
		DEO	1		
	TOTALS	60	37	10	
	Lot 2	5 clusters: Indra, Sharada, Parbati, Saraswoti, Shree Ram	64	42	
		5 RCs	5		10
		TOTALS	69	42	10
	Lot 3	4 clusters: Aajad, Bhagawati, Bhumeswor, Panchakanya	83	38	
		4 RCs	4		8
TOTALS		87	38	8	

Lot 4	2 clusters: Mangaljan Janabijaya, Pokra 2 RCs TOTALS	26 2 28	14 14	4 4
Lot 5	8 clusters: Nagdevi, Shree Krishna, Janakalyan, Bal Jyoti, Janak, Gokule, Janabikash, Bhairabeswori 8 RCs TOTALS	81 8 89	61 61	16 16
Lot 6	5 clusters: Prakash, Prabha, Khandadevi, Bagdevi, Bhume Sthan 5 RCs TOTALS	63 5 68	45 45	10 10
Lot 7	3 clusters: Jaisethok Chandeni, Dedithumka, Tapeswor 3 RCs TOTALS	38 3 41	25 25	6 6

APPENDIX 3

APPENDIX 4