

**ADDIS ABABA UNIVERSITY**  
**SCHOOL OF GRADUATE STUDIES**

**THE MANAGEMENT OF PRIMARY SCHOOL TEXTBOOKS IN**  
**ADDIS ABABA : ISSUES, PRACTICES AND PROBLEMS**

**SETOTAW YIMAM**

**June 2001**

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**A Thesis Submitted to the School of Graduate Studies of Addis Ababa  
University in Partial Fulfillment of the Requirements for the Degree of  
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## ABBREVIATIONS AND ACRONYMS

EMPDA/E/	Educational Materials Production and Distribution Agency/Enterprise/
ESDP	Education Sector Development Program
ETEC	Ethio-Education Consultants
ETP	Education and Training Policy
GDP	Gross Domestic Product
ICDR	Institute for Curriculum Development and Research
MoE	Ministry of Education
MoE&FA	Ministry of Education and Fine Arts
PHRD	Policy and Human Resource Development
REB	Regional Education Bureaus
TGE	Transitional Government of Ethiopia /Project/
UNESCO	United Nations Education, Science and Culture Organizations
USA	United States of America
USAID	United States Agency for International Development
WEO	Woreda Education Office
ZED	Zonal Education Department

## ABSTRACT

The main purpose of this study was to undertake a systematic investigation into the problems and practices pertaining to the management of primary school textbooks in Addis Ababa City Administration and thereby to identify the strengths and weaknesses characterizing it and finally conclude by presenting recommendations.

The research methodology employed was descriptive survey. A total of 44 respondents from the REB and the six Zonal Education Departments as well as 195 principals, department heads, teachers and storekeepers drawn from 28 primary schools were used as data sources. Twelve woreda education officers were also involved. At the REB , Zone and Woreda levels, availability sampling technique was applied. The primary schools were randomly selected, making sure that they were representatives of the six zones and government, public, private, church and other types of schools.

Questionnaires, interviews, document inspections and visual spot checking were used to collect the necessary information. Results obtained were analyzed by the use of percentage, means, chi- square test , t- test and Spearman's Rank Correlation.

Following statistical analysis, results showed that there are noticeable improvements in reducing the textbook to pupil ratio as well as giving out the task of writing manuscripts to commissioned writers. However, among the many shortcomings that need timely corrective measures are the inadequacy of distribution systems, inadequate, procedure of textbook development and approval, poor physical quality of textbooks, inefficient and inaccurate information management system, and poor textbook utilization.

Recommendations for addressing these issues include, among other things, formulating a comprehensive textbook policy, guidelines and strategy; building the textbook management system with the appropriate manpower and capacity; giving particular emphasis to the institutional arrangements and quality control mechanisms; involving all stakeholders in all stages of textbook management; shifting from supply-led to demand-led system of textbook provision; involving the private sector in textbook publishing and distribution; and establishing a sense of responsibility and accountability at all levels.

# CHAPTER ONE

## INTRODUCTION

### 1.1. Background of the Study

The view that textbooks, compared with other school inputs, are effective in raising students' achievement has received empirical support from researchers. Heyneman (1978) and Altbach (1983) noted that the availability of books appears to be the single most consistently positive school factor in predicting academic achievement. Nothing has ever replaced the printed word as the key element in the educational process. As a result, textbooks are central to schooling at all levels.

Such evidences about the importance of textbooks to the educational process have encouraged more and more countries in the developing world to launch major textbook programs and to establish organizational units to handle the complex process of textbook development, production and distribution.

Ethiopia has been giving considerable emphasis on matters pertinent to the provision of textbooks for nearly 40 years (PHRD, 1996:53). In spite of this the supply of textbooks to school systems has been so inadequate that the distribution ratio at national level has been one book to five students for so many years.

In 1994, Ethiopia adopted a new Education and Training Policy and Strategy with the aim of restructuring the education system and expanding its accessibility in a form that is directly relevant to the present and future manpower requirements of the economy. To translate the statements of the Policy and Strategy into action, the Government designed the Education Sector Development Program (ESDP) with the intention of expanding educational opportunities and as such has been considered as the first step in a long range program to achieve universal primary education by the year 2015 (MoE, 1999: i).

The provision of textbooks and educational materials as well as curriculum development are one of the major components of the ESDP. Among the targets of the ESDP are raising the share of education to 4.6% of the GDP and its total expenditure to Birr 12.25 billion, out of which Birr 53.5 million is allocated for

textbooks. The national physical target set for primary education is to print 51.2 million copies in five years. The share of Addis Ababa is projected to be 4.9 million copies (MoE, 1999). This huge task will require efficient management, adequate resource allocation and restructuring of the education system as well as creating additional capacity in different areas to reach the target.

The development, production and distribution of textbooks is a very complex process involving considerable expertise and a number of steps of policy making. It requires much effort to be exerted to improve the situation of textbook provision and to operate as per the expectation of the policies.

## **1.2. Statement of the Problem**

Primary education textbook provision has been made the task of Regional Bureaus since 1994. Accordingly, Addis Ababa Education Bureau is also undertaking this responsibility under its jurisdiction since then. It may be the conviction of many people that Addis Ababa could not have a problem in the management of textbooks due to the assumed availability of manpower, infrastructures and financial resources.

It is true that Addis Ababa is in a relatively better position than other regions both in terms of having adequate facilities and manpower. Schools are easily accessible for textbook distribution. There is no heterogeneity in the medium of instruction and thus problems associated with cost of textbook provision as a result of low print runs and high production cost may not crop up as is observed in other regions. Moreover, over 85 percent of the printing establishments, and practically all the bigger ones, operating in the Country are located in Addis Ababa (ETEC, 1998:45). Despite all these comparative advantages, problems like mismatch between demand and supply of textbooks, delay in textbook distribution, low physical quality of textbooks are but a few of the repeatedly heard complaints of school administrators, teachers, students and parents.

Hence, the purpose of this research was to conduct a systematic investigation into the problems and practices pertaining to the management of primary school textbooks in Addis Ababa and identify the strengths and

weaknesses characterizing it. The study was, therefore, aimed at seeking answers to the following basic questions.

1. What are the major policies, guidelines and standards for governing the management of textbooks in Addis Ababa?
2. To what extent are textbook policies and guidelines of the region adequate enough to address the expectations of the ESDP at national level ?
3. What are the processes and procedures involved in the development and approval of textbooks? How adequate are these processes/ procedures ?
4. How are textbook needs identified and student-textbook ratios determined ?
5. How adequately are school level data integrated with the resource requirement and production schedule of textbooks ?
6. On what legal grounds are printers selected and contracted and to what extent are printing specifications set, prepared and controlled ?
7. How realistic is the estimation of cost of textbook production ?
8. How effectively is the system of distribution of textbooks arranged, organized and administered at the various levels?
9. To what level of effectiveness are textbooks utilized in schools/classrooms?

### **1.3 Significance of the Problem**

Textbook availability in the classroom can be taken as an important indicator of effectiveness of the textbook provision system. If there is a lack of textbooks in the classroom, it would mean that there is something wrong somewhere in the textbook provision chain; normally in planning, distribution, infrastructure or affordability.

There are indications of textbook shortage in schools, much more severe being in non-government schools. Often textbooks do not reach the hands of their users in time when schools open. Therefore, this study is expedient to have significant importance for the following reasons.

1. It is assumed that this study shall enable to identify the basic problems and factors which affect the planning and management of preparation, production and distribution of textbooks. Unfolding these problems and indicating practical solutions may enable to realize where the real problems of textbook provision lie, why they have come to happen, and how they should be resolved. This may ultimately develop in REB, ZED, WEO and schools as well as planners and policy makers a favorable attitude towards harmonizing and maximizing their efforts for the successful operation of textbook provision programs.
2. Being a major component in the education sector, textbook provision will also have policy implications. To improve the management and planning of textbook provision, there may be a need to consider reviewing guidelines, resource allocation, follow up, training and involving the private sector. Therefore, it is hoped that the findings of this study may attract the attention and effort of policy makers, planners, governmental organizations, teachers, parents and others who have stake in schools to design a refined system that enhances the provision of textbooks.
3. Moreover, to the best knowledge of this researcher, there has been no in-depth research undertaken in the region on the management of textbooks in a comprehensive manner. Therefore, this study is assumed to contribute its share to the existing literature.
4. Although there are regional variations in many aspects, the lessons to be drawn from Addis Ababa may serve for other regions with regards to the management of textbooks.
5. Most importantly, it is assumed that this study may provoke issues and encourage researchers to study the problem in a wider scope and depth in the economies, politics and other aspects of textbooks.

#### **1.4 Delimitation of the Study**

One reason for delimiting the study to primary level was because the Education and Training Policy, the Strategy as well as the ESDP give priority to

expanding primary education by providing the necessary educational inputs in order to increase enrollment and the participation rate. Another reason was that REBs are fully responsible for the preparation, production and distribution of primary level textbooks as per the devolution of power and the decentralization process.

The study focuses on the provision of textbooks to governmental and non-governmental primary schools only. International community schools were excluded for they follow their own curricula and textbooks.

Although the concept of textbooks provision may include the content and quality of the books, this study was strictly delimited to the managerial aspect of textbooks provision system only.

### **1.5. Limitations of the Study**

One serious limitation of the study was the difficulty of getting the necessary statistical data at REB, Zone and school level. In some, the information was non-existent and in others, the data was not available in an organized manner. Thus, getting the organized and compiled data required longer time than anticipated.

Another limitation was the time constraint on the side of the researcher. Although the understanding was that the sponsoring institution, i.e. Ministry of Education, will give release to undertake the research; getting permission to go out to collect data from the field as well as to write the thesis with full concentration was not possible. Therefore, even though the researcher somehow managed to bring the research to an end, it has to be mentioned that this was a challenge.

### **1.6. Definition of Terms**

Following are key terms and phrases as used in the context of this research.

Government school : a school fully run by the Government as per Proclamation No. 260/1984; in this case schools run by the Addis Ababa City Administration.

Lower primary : the first cycle of primary education offering basic education for grades 1-4 (MoE,1994:14-15).

Management : a distinct process consisting of planning, organizing, actuating, and controlling the work of others, performed to determine and accomplish objectives (Good, 1973:348).

Management of textbooks : the process which includes the planning, organizing, leading and controlling activities regarding all aspects of the provision of textbooks.

Non-governmental schools : Schools other than government and public schools, which are owned by private investors, religious organizations, missionaries or philanthropic organizations and which do not get textbooks for free.

Primary Education : basic and general education provided for a duration of eight years from grades 1 to 8 (MoE,1994:14)

Primary school : a school which has grades 1- 8 divided into two cycles of 1-4 (lower primary) and 5-8 (upper primary).

Public school: in the Ethiopian context, is a school owned by the public in accordance with Article 3(1) of the Public Ownership of Private School Proclamation No. 54/1975 and including such schools established by the people thereafter (MoE,1984).

Textbook : a book dealing with a definite subject of study, systematically arranged, intended for use at a specified level of instruction, and used as a principal source of study material for a given course (Good, 1973: 605; ADEA, 2001: 248).

Upper primary : the second cycle of primary education offering general education for grades 5-8 (MoE,1994:14-15).

## **1.7. Methods and Procedures**

The research methodology employed was basically descriptive survey. Attempt was made to examine and describe the major problems encountering the system of textbook management in Addis Ababa. Data collection procedures were

designed in such a way that they provide in-depth description of the current practices of textbook provision. Thus, in this section, methods and procedures of sampling, data collection and analysis used in this study are discussed.

### 1.7.1 Data Sources

Relevant data to the study were solicited from both primary and secondary sources.

a) There were two groups of primary sources of data. The first group comprised of regional, zonal and woreda officials, planners, experts, curriculum developers and inspectors. These were preferred to be the subject of this study because the responsibility of managing textbook affairs is bestowed upon these offices and staff. Moreover their responses could be regarded as reliable descriptive information about what is happening in the region as a whole.

The second group involved school directors, department heads, teachers and storekeepers who are expected to be the sources of demand-data and the end receivers to issue textbooks to students and make use of them in the classroom.

Involving these two groups was believed to be indispensable because it would enable the researcher to visualize the complete chain of activities and responsibilities in the process of textbook management.

The City Administration of Addis Ababa is divided into six administrative zones and twenty eight woredas. According to the data obtained from the REB, there were 246 primary schools in the city in the year 2000/2001. Out of which 64 were government, 37 were mission/church/mosque/voluntary organizations, 33 were private and 112 were public schools. The total number of students enrolled in the primary schools were 362,921.

Data were collected from the Regional Bureau and the six Zonal Education Departments. Out of the 28 woredas, six randomly selected woreda education offices (one from each zone) were included.

At the regional, zone and woreda levels, purposive sampling technique was applied. Thus, heads and experts of the relevant departments and divisions of the

Regional Bureau and the Zone Education Departments who are directly involved in textbook aspects i.e. Curriculum and Research, Educational Programs, Educational Materials and Support, Planning, and Inspection staff were subjects of study. This would make the number of estimated subjects 57 (15 from REB, 30 from the six zones, and 12 from the six woredas). Out of the 246 primary schools, 28 schools (11.4 per cent) were randomly selected to be included in the study. These 28 schools were drawn proportionally from the six zones and included government, private and other non- government schools.

At school level, purposive sampling technique was applied. Principals and or assistants, department heads, teachers and storekeepers were involved because these are the prime sources of information about demand for, supply, utilization and overall quality of textbooks at school level. A total of 210 study subjects were identified from this group.

Therefore representatives of the two groups of the study population were drawn from the REB, the six ZEDs, six woredas and 28 primary schools. As a result, this made the total number of subjects 267. Thus the sources of data are believed to be sufficient both in coverage and representation for they contained all the appropriate subjects at regional, zonal and woreda level and over eleven per cent of the primary schools in Addis Ababa.

b) Policy documents, activity and financial plans and reports, contractual agreements, delivery and receiving vouchers were also consulted as secondary sources of data.

### **1.7.2 Instruments for Data Collection**

Questionnaire, interview questions and observation checklist were the instruments employed for collecting data pertinent to the objectives of the research.

1. To obtain descriptive information about the management of textbooks, two different sets of survey questionnaires were developed based on the literature reviewed and in view of the basic questions of the research. Both questionnaires had three sections. The first section was designed to collect factual data which would allow a profile of respondents to be established.

These personal data included age, sex, years of service, current position held, and academic qualification. Section two contained items based on the basic research questions regarding the management of textbooks. The third section allowed for further individual comments and suggestions from respondents (Refer to Appendix-A). The first set of questionnaire was distributed among 45 study subjects from the REB and Zone Offices and the other set for 210 school-level subjects involved in the study. The questionnaires include both close-end and open-end items, the former outnumbering the latter. They were translated from English to Amharic to minimize and overcome language barrier and promote better understanding of the items contained in the questionnaires.

2. Besides the questionnaire, structured interview guide was employed to heads of woreda education offices and woreda supervisors to secure adequate information and give in-depth descriptions as well as for triangulation purposes.
3. Visual spot check and count of the ratio of textbooks to students was undertaken in 100 classrooms in five primary schools using an observation check-list to secure data on the level of pupils bringing textbooks to classrooms.
4. Policy documents, activity and financial plans and reports, procurement and contractual documents, delivery and receiving vouchers, etc. of the last five years were checked and analyzed.

### **1.7.3 Procedures of Data Collection**

In the process of testing the instruments and collecting data for the final study, the following procedures were followed.

The questionnaires were initially developed in view of the basic questions of the study. But before its administration, in order to ensure appropriateness of the items contained in the questionnaires and to assure language clarity, a pretest study was carried out in two primary schools, namely Kara'alo and Yeka Terara Primary Schools on 15 individuals selected from a population similar to that from

which the research subjects were drawn. Experts on the field were also consulted for comments on the content, language and clarity of the questionnaires. After checking the responses item by item based on the comments, and undertaking a brief analysis of the pretest results, the questionnaires were reviewed and finalized by making appropriate changes.

Prior contact was made with REB, ZED and Woreda Education Offices and school principals to discuss the purpose of the study, to make the subjects feel that the study is significant and important and, as a result, to ensure willingness to participate in the study and to maximize questionnaire return. To get access to REB, Zone, Woreda and schools, the researcher obtained a letter of cooperation from the Ministry of Education. This, as well as the personal acquaintance with the personnel at the different levels had greatly facilitated matters.

For the spot-checking, and collecting the completed questionnaires from schools, two assistants were recruited. One of the assistants had diploma and the other a Teacher Training Certificate. Both were given detailed orientation on how to use the checklist. Finally each assistant, under the supervision of the investigator, conducted the observation and collected the questionnaires.

Each of the four sample classrooms from Grades 1, 3, 5, 7 and 8 in five primary schools was observed for six days for two weeks on Mondays, Wednesdays and Fridays. This makes the total classrooms observed 100, and the number of pupils checked 6665. Observing more number of classrooms with longer duration would have made the result more dependable. However, this was practically impossible because the investigator could not afford to extend the time and was forced to work within this limitation.

#### **1.7.4 Methods of Data Analysis**

Out of the 45 questionnaires distributed to REB/Zone subjects, 44 (97.78 per cent) were returned. Out of the 210 questionnaire distributed to schools, 202 (96.19 per cent) were collected. However, seven questionnaires filled in by school respondents were found to be incomplete and were therefore discarded. Thus, the analysis was based on 44 REB/Zone , 195 school and 12 Woreda respondents.

The data gathered was organized in tabular forms and in terms of the frequency or percentage of responses to each item of the questionnaire. The chi-square tests were carried out to determine the significant level of differences in the responses of REB/Zone and school respondents when there are frequencies with which to work. Spearman's Rank Correlation was computed to examine the magnitude of association between rankings by both study groups. A t-test was also employed for determining the significance level of the differences in attitude scores between the two groups of respondents. The level of significance, in all cases, was tested at  $p < .05$  to tolerate errors that may occur due to chance, as it is conventionally used in social sciences.

In cases where the Likert Scale was applied, a mean score for each statement has been computed to two significant figures by converting the categorical replies to a numerical scale, where values of 5, 4, 3, 2 and 1 were assigned for 'strongly agree', 'agree', 'undecided', 'disagree' and 'strongly disagree' respectively for statements written in such a way that agreement meant a 'favorable' attitude. For those statements where disagreement meant 'favorable' attitude, scoring was done by assigning the points in the reverse order. A similar scoring system was applied in situations where respondents were requested to rate the level of extents as very strong, strong, moderate, weak or very weak.

Moreover, information and/or opinion reported by respondents through the open ended questions, structured interview and documents were considered in data interpretation.

#### **1.7.5. Organization of the Study**

This study has four chapters. Chapter One deals with the problem and its approach which embodies background of the problem, statement of the problem, the purposes, the significance, delimitation and limitation of the study, research methodology and sampling procedure as well as definition of terms used. Chapter Two focuses on the review of related literature. The third chapter treats the presentation and analysis of the findings. The last chapter deals with the summary, conclusions and recommendations of the study.

## CHAPTER TWO

### REVIEW OF RELATED LITERATURE

#### 2.1. The Importance of Textbooks

Textbooks are given due importance because, despite rapid expansion of electronic media, the dominance of textbook has continued in the classrooms in both the developed and developing world; and especially in the latter. Moreover, it is also the most reliable indicator of what is taught in class (Altbach, 1983:315; Thomas, 1987:7).

Another reason is its accessibility and breadth of impact. Textbook is an indispensable instrument especially in schools where the teacher works under difficult conditions (UNESCO, 1979:20). In this regard as underlined by Chaube and Chaube (1993:465), "there is always the fear of a teacher going astray while imparting knowledge in the absence of a textbook".

Findings of researches by Heyneman, Farrell, and Sepulveda-Stuardo (1978:1) and Heyneman and Loxley, 1983, (cited in Lockheed and Verspoor, 1991:49); indicate that the availability of textbooks and other instructional materials has a consistently positive effect on student achievement in developing countries. Caillods (1989:155); Brunswic, Hajjar and Valerien (1991:4); World Bank (1991:17); UNESCO (1993:39); and Askerud (1997:17) also assert that whether or not pupils have textbooks is one of the criteria by which the quality of education can be judged.

TechKnowLogia (2000:43), UNDP (1989:99), Gopinathan (1989:61) and Thomas (1987:8) claim that the flexibility of textbooks enables to use them in a variety of ways and in a variety of educational contexts. Books are portable, easily handled and cheap enough to be individually owned. They are reusable and studied at the reader's own pace and convenience. Unlike other media, they require no maintenance or additional energy sources.

Textbooks carry the intrinsic values and the historical mirror in which states wish to see themselves reflected. Textbook content offers common socializing

experiences and has a vital integrative function as pointed out by Gopinathan (1987: 180) and Westbury (1985:5223).

Textbooks also serve as a means of exercising bureaucratic authority and power. In the words of Kumar (1988:453):

Textbooks are prescribed by the highest bureaucratic authority governing all schools in a state. This authority also has the power to appoint, promote, penalize, and transfer a teacher to any school. While the exercise of the powers involving appointment, promotion, and transfer takes place once in a while, the textbook is always present in the school as a symbol of bureaucratic control. It is used as a convenient yardstick to judge a teacher's speed and fluency. Apart from serving as a means through which the bureaucratic authority exercises its influence, it becomes the symbolic hub of the power structure that governs the teacher's daily routine.

Textbooks have also their own limitations. A textbook cannot present all that is known about anything. Its generality in addressing to the urban and the rural, the outstanding and the slow learner, etc. is another limitation. Deighton (1971:213) notes that: "Like aspirin and atomic energy, textbooks are capable of misuse. In the hands of poorly prepared or poorly motivated teachers, they can be treated as tracts to be memorized or can be made the sole instrument of instruction in the classroom".

## **2.2. Textbook Provision and the Need for Sound Management**

Before a printed book reaches a reader, it will have passed through four different phases as classified by Askerud (1997:43): i) manuscripts development, ii) design phase, iii) production, and iv) storage, marketing, sales and distribution. Altbach (1987: 163 ) categorized the whole process into processes of creation, of production and of distribution. Farrell and Heyneman (1989:7) went on further and included evaluating and resupplying or revising books as major activities. Similarly Searle (1985:1) enumerates the components in detail as:

specifying learning objectives; establishing curriculum content and organization; preparing; pilot testing, and editing manuscripts; designing book formats; making decisions about paper and binding quality; manufacturing or procuring books; assuring their proper use in the classroom; and replacing them as necessary.

Textbooks, like other books, have a dual nature as both educational/cultural items and economic products (Garzon, 1997:21; UNESCO,1990:5). Besides, publishing involves many complex functions. Each function is very different and each needs a different approach. The process also involves wide range of choice and participation from outside the education sector proper (UNESCO, 1993:39). To this effect, Bgoya et al (1997:10) mention that:

Time is needed for generating ideas, testing and evaluating finished textbooks in use. Production is a technical process that can be organized according to certain standards. Distribution is not only a question of physical transportation of goods, but also a logistic of flow of information, flow of goods and flow of money.

Therefore, the process of textbook provision requires a management which is not simply administrative, but which combines the inputs of pedagogy, techniques and planning. According to UNESCO (1984:31), Mbamba(1992:155) and (Altbach, 1983:316), a condition of sound management is that functions of planning, supply and provision, distribution, control of utilization, and maintenance be taken into account at the different levels of decision making. Further more; identifying the real problems, instead of the symptoms, is the key issue to effective textbook program. Management also results as a rule in the creation of specialized units and the definition of regulations and administrative procedures.

## **2.3. Main Functions in the Management of Textbooks**

The main characteristics of the management of educational materials/ textbooks is blending the economic point of view, technical aspects and pedagogy. Regarding textbooks, the main problem for the administrator is increasing the quality whilst decreasing the cost (UNESCO, 1984:27). Thus, optimum production conditions are a result of the interaction between administrative, pedagogical and technical decisions (Bgoya et al ,1997:41).

### **2.3.1. Planning Textbook Programs**

Planning book provision is "a specialist task and demands careful data collection, systematic analysis and the extrapolation of information" as stressed by Askerud (1997:24). Moreover, it has to be based on a clear and explicit statement of desired objectives. To Searle (1985:7), the objective of a textbook provision

system is to provide textbooks that are suitable and effective for both students and teachers on a timely and sustainable basis.

Financial/budgetary and economic factors involved in the implementation of textbooks need to be considered during planning. The drafting, editing and distribution of a series of volumes of books as well as the establishment of publishing and distribution houses and infrastructures require long-term investments. Regarding prioritizing of budget and fund allocation for textbooks, Burke (1978:46) has proposed three principles in what he calls the 'Burke's Laws': "a) Whatever cannot be evaluated will not be funded; b) Whatever is not productive will not be continued; and c) Whatever contributes to student achievement will be funded; and whatever does not will be reduced or eliminated".

The problem is relatively simple when the central authority alone bears the cost for education. It becomes more complicated when funding is split between several sources- federal government, regional states, district, school, specialist groups, parents, aid agencies, etc. In such situations, the harmonization should be sought by means of regulations(UNESCO,1984:39). Educational planners must , therefore, consider several and diverse aspects of book provision.

#### **2.3.1.1. Major Policy Issues in the Management of Textbooks**

The process of creation, production and distribution of textbooks involves a number of steps of policy making. It necessarily involves different decision makers and actors like political leaders, educators, publishers, printers, transportors, funding agencies, etc.( Altbach,1987:96-97). According to Bgoya et al (1997:104-105) and Searle (1985:2), the complexity of the process requires that activities must be supported by appropriate policies and procedures in order to carry out all activities in a coordinated and efficient manner.

##### **i) Language of Publication, Content and Production**

Decisions on language of instruction is determined by political/cultural, pedagogic, economic and technical criteria (Read, 1986:23). The political criteria are governmental issues and thus clear government preferences must be

recognized, discussed and agreed at the earliest possible stage. In this connection, Windham(1992:49) distinguishes two situations:

In relatively open political systems, textbook content often represents delicate compromises between groups with different ideological positions, variant religion, beliefs and practices, or distinct ethnic and tribal backgrounds. Inappropriate decisions can provoke political conflict or lead to a rejection of textbooks by some groups. In one-party states, textbook content is usually carefully shaped to reflect the prevailing ideology. In such cases, sudden political shifts or changes of regime can render obsolete a large part of a country's stock of textbooks, requiring massive and expensive rewriting and production.

The pedagogic criteria focus on the fact that learning will be most effective in a mother tongue. A World Bank Report (1988:44) discloses that "on purely pedagogical grounds, the benefits of using the mother language for instruction in the initial years of primary school now seems to be established". However Pearce (n.d:10) warns that one has to make sure that the decision is realistic, and that satisfactory manuscripts can be prepared in the required languages.

The technical criteria include the difficulty in finding suitably qualified translators (or authors) in local dialects/languages, problems of editorial quality control and schedule keeping as well as limitation on type faces where distinctive orthographies exist and lack of teachers to teach the languages.

Policies should consider economic issues too. Except where individual language groups are large enough to economically carry origination costs single language production is cheaper than multilingual production (Read,1986:23). For instance, a study in Ethiopia by ETEC (1998:14) reveals that the cost to publish one million copies in ten different languages was found to be 3,206 times greater than publishing one million copies in one language. In connection with this, Sosale (1999:9) recommends that the possible compromise for small countries could be to use mother tongue editions in lower primary grades only, reduction in design and production standards to cut costs, and acceptance of higher cost books as price of mother tongue language policy.

## ii) Financial and Cost Recovery Issues

Read (1986: 25) and Askerud (1997:70) identified three sources of funding for book provision: Free provision or Ministry of Education operational budgets, parents/pupils and mixed funding.

Purchasing power of parents is a key factor for provision of textbooks (Pearce, n.d.:9). An equally important area in systems of textbook provision is who decides how to use the available funds for textbooks. In this connection, Brickhill and Priestly (cited in Askerud,1997:71) adamantly argue that "the further the decision making process is from the actual user of the material, the less efficiently the funds are used" and propose to transfer the costs from the government to parents, to reduce government's involvement in textbooks production and, to subsidize the consumers rather than the producers.

Similarly, Stoye (1997:5) and Bgoya et al (1997:90-91) underline that producer subsidies lead to protected and non competitive market characterized by monopoly, less cost effectiveness, low quality product, absence of consumer choice and late delivery. On the other hand, consumer subsidies allow competition among producers, and are characterized by cost effectiveness, better quality product, consumer choice, and timely provision of textbooks. However, ETEC (1998:57) noted that this argument may hold true for some countries and not for others and the application depends " on the level of social and economic development, and level of book and education awareness and managerial capacity".

Mixed funding is possible and common in situations where parents purchase books at subsidized prices; where loan fee paid by parents is insufficient to pay for the books provided; and where elementary school books are provided free and secondary level books are parent purchased; etc.(Read, 1986:25).

Brunswic, Hajjar and Valerien (1991:15) argue that in a situation of shortage of available resources, the contribution from parents seems appropriate in order to ensure sustainable textbook provision. To Bgoya et al (1997:74), "cost

sharing is realistic and there is no way to avoid it especially in the developing countries".

**a) Book Rental Schemes/ Revolving Funds**

The purpose of book rental schemes is mainly to establish revolving funds for the provision of books. It is "a system whereby income generated from MoE book provision plans is held in a discrete bank account and is used to fund future books requirements and cannot be used for any other purpose" (Read, 1986 : 28).

Such a scheme requires that durable books must be printed. Proponents argue that long-lasting books reduce costs by reducing the need for distribution. This encourages the sale of second-hand books or the passing on of used books, thus reducing the overall cost of book provision. It is more economical in the long run. Annual replacement is only necessary where there is damage and increased enrollments (Atnafu, 1996:23).

Common difficulties with revolving funds, as identified by Read (1986:31), are that durable books must be printed; prices/fees are incorrectly calculated to cover costs; sales/income are over-estimated and are not sufficient to cover cost of purchase. Parental fee paying ability is over-estimated. Poor cash collection, theft, loss, damage, etc. are common. The system requires storage facilities and staff trained to handle money, manage stock and supervise programs. Misuse of revolving fund like using the funds for other than book purchase is a problem too. However, Windham (1992:49) has the following to say:

Experience with revolving funds has been mixed. Some appear to be working well; others have failed. Investigation of the conditions is warranted. However, the question of equity has to be resolved , especially in case of children whose families are so desperately poor that they cannot afford even a very modest fee.

**b) Free Textbooks**

There is a debate as to whether to supply books free to students or not. If there are subsidies the extent of subsidies for government is also a subject of controversy as noticed by Altbach (1987:101) and Bgoya et al (1997:89).

Arguments for free textbooks include that if education is free, then textbooks should be free as well. Free textbooks remove the stigma from poor children who cannot afford to buy the books. Changing the curriculum when necessary is easier. There is no financial burden on parents. Cost will be less because of volume purchases and the reuse of books from year to year. More importantly it guarantees affordability by the pupil (Tyson-Bernstein, 1989:74).

Arguments against free textbooks, as pointed out by Tyson-Bernstein (1989:74) and Askerud (1990:54), include that students do not take proper care of books because their pride of ownership is removed. The handling and distribution of books is burdensome to schools /teachers. Garzon (1997:69) also notes that in fragile economic conditions, it is often an enormous burden to government. "It has often given rise to corruption, and it restricts the freedom of teachers and parents' choice regarding the education of their children". Crabbe (1999:72), quoting findings from a survey by Djaletto (1989), has even stated that "the result of free textbooks has been that children have no reading habit or they cannot read at all and they have not learned the importance of buying books".

### **iii) Uniform Textbooks**

Some of the arguments for textbook uniformity are that education of children will not be interrupted when they move from place to place; it ensures cultural unity; weaknesses of teachers can be compensated; statewide selection is more expert than local level; and volume purchasing will reduce costs of textbooks. On the other hand arguments against uniformity include that it violates the principle of local control; the status of teachers is reduced when they are no longer in control of the tools of their trade; and no single course of study is best for all students (Tyson-Bernstein, 1989:74).

Bedout (1999:41-43) discusses about "free and compulsory textbooks" for a situation when books are given free to students and the books are compulsory and made official by governments. The author further remarks :

It represents only the official vision, the government's vision... which reflect the ideological criteria of the state, resulting in a mass of people desolately uniform, indoctrinated by the official history, philosophy, science, grammar, chemistry, biology, and even the official calligraphy.

Uniformity limits free thought and hinders analysis. ...Diversity and creativity are not promoted....puts an end to an intellectual initiative and scientific research....An official science, monopolized and directed, is the antithesis of scientific truth based on freedom of method and expression. This hinders the attainment of a world vision, the confrontation of thoughts, and the formation of citizens tolerant of different ideas.

**iv) Books Requirement Policy Issues**

**a) Textbook-to-Pupil and Teacher's Manual -to- Teacher Ratios**

Textbook-to-pupil ratios require a policy decision based on economical and pedagogical considerations. Ideally, every student should have a copy of every core textbook, but this is rarely possible and may be unnecessarily expensive, especially for poor countries (Montagnes, 1998:17). As studies indicate there is only a marginal difference between ratios of 1:1 and 1:2. Some studies even consider ratios of 1:3 TechKnowLogia (2000:43). However, according to Read (1986:31) ratios of over 1 textbook: 3 students are pedagogically very difficult because of usage problems. To this effect, Altbach (1997:172) recommends that poor countries should not simply adopt Western ideas about textbooks. They have to search for an indigenous model that will conform to fiscal realities and still provide the needed book.

The World Bank (1990:17), Lockheed and Verspoor (1991:50) and TechKnowLogia (2000:43) argue that textbooks should be accompanied by a teacher's guide. Teachers guides that are well integrated with the textbook, outline innovative ways of teaching, suggest class activities to reinforce the content and provide examples of exercises and assignments can have a positive impact on students' achievement.

Among issues that require policy decisions are the teacher's guides-to-teacher ratio for each subject and grade level and who should prepare the guides (curriculum development centers or the publishers, or the authors?). Brunswic, Hajjar, and Valerien (1991:22) are of the opinion that "the guide is more the responsibility of the curriculum development and training centers because different

countries may produce special guides for one and the same textbook especially when the book is imported".

#### **b) Replacement Rates and Textbook Life**

Production standards, environmental condition of use, and the effectiveness of storage arrangements determine replacement rates and textbook life. Textbook life will be usually shorter on a loan basis than on a student purchase basis (Read, 1986:32). It is appropriate to consider a certain per cent replacement allowance over a certain period added on to original requirements to compensate losses and accidental damages. Replacement allowances are usually much lower in parental purchase scheme because parents are frequently unwilling to buy book twice if one is lost or damaged.

#### **v) Legal Issues: Copyright and Contracts**

Copyright is a complex issue involving concepts of ownership and exploitation rights. It has an impact on how knowledge is distributed, on who controls it, and on the development of the publishing industry as a whole (Altbach, 1989:88). The existence or absence of local copyright legislation could affect contractual relationships among authors, local/ foreign publishers, ministries of education etc. International copyright law is extremely complex. In any international negotiations about textbook provision, developing nations should acquire special legal advice (Farrell and Heyneman, 1989:11).

Contracts and agreements on procurement, printing, distribution, etc. are usually less problematic. But, in all cases, whenever possible, lawyers specializing in such matters should be used (Read, 1986: 33).

#### **2.3.1.2. Statistical Data and Information: Tool in the Management of Textbooks**

Efficient provision of textbooks requires accurate and timely information. Good textbook management depends upon the systematic collection and application of the relevant information gathered. Therefore, information must be

useful for, and made available to decision makers at all levels (World Bank, 1990:29; Askerud, 1997:33). According to Chapman and Mahlick (1993:5),

Information can be used to improve educational quality in four principal ways by : i) providing data that are used directly to secure or allocate resources; ii) constraining 'bad' decisions; iii) detecting inefficient resource use; and iv) supporting mechanisms that offset the impact of resource loss.

Pupil information regarding pupil enrollment by class, by age, by sex, by smallest available administrative sub- divisions; growth rates in enrollment levels over a reasonable period with reliable predictions for future years based on past evidence, on agreed governmental assumptions about the future development of the school age population and on agreed targets are essential (Pearce, n.d.:9). School information covering numbers of schools, types (religious, public/private, main/feeder, etc.), size of school, locations (in time and in distance) as well as schools of difficult access are vital too. This information is needed to establish print runs, for distribution scheduling, transportation networks, warehouse location, school storage decision, inspection/ supervision/ management systems etc. (Bgoya et al,1997:42; Read, 1986: 34). Moreover, according to UNESCO(1984:33):

Qualitative information concerning the correspondence between textbooks and educational goals, preferences expressed by teachers and users regarding specific kinds of textbook, technological evolution and the increasingly marked trends throughout the world towards modernization of education is important too.

The management of the information system determines whether to apply demand or supply oriented book provision. According to Read (1986:35), demand inspired book provision may be effective only if information provided is accurate, fast, reliable and repeatable year after year and if the system has sufficient money to meet requirements. Otherwise, supply inspired book provision, which is based on sensible central estimates of requirements, agreed target ratios and available finance is easier to operate, manage and maintain. It does not attempt to meet actual demand but concentrates on equitable distribution of what can be realistically supplied.

With regard to problems faced in the exchange of information and data, Chapman and Boothroyd (1988:417-423) noted "seven threats to education data

quality". These include errors in reporting data; errors in transferring and summarizing data; errors due to treatment of missing data, lack of consensus about data definition; the inability to merge data sets across departments on time; errors due to low reliability and/or validity of data collection instruments; and errors introduced by the failure of information analysts to understand the assumption of their analysis programs.

By way of summary, then, planning for adequate textbook supply, involves

a) determining book needs by subject, level and school; b) establishing a production and delivery schedule based upon needs and the constraints of the various activities; c) organizing an adequate software development capacity to ensure that syllabi or courses of study are sufficiently up to date, detailed and explicit to serve as accurate guides for the preparation of manuscripts; d) ensuring an adequate production capacity so that textbooks of satisfactory quality can be produced on time and most economically with a minimum of waste; e) ensuring an efficient distribution system so that textbooks are delivered to schools on time and in good condition; f) estimating the total and annual capital and recurrent costs of the entire operation, and the unit cost per book to ensure adequate funding and annual budgeting; and g) establishing prices if the books are to be sold (UNESCO, 1980:3).

### **2.3.2. Supply and Provision : Creation, Production and Distribution of Textbooks**

Supply and provision is the second main function in the administration and management of educational materials/textbooks. It consists in ensuring the availability of the materials. The operations involved are elaboration of technical standards, selection, drawing up specifications, establishment of orders and/or tenders, mass production, distribution as well as quality control and conformity of materials delivered (UNESCO, 1984:44).

#### **2.3.2.1. Process of Textbook Creation**

##### **i) Buy or Produce : a Vital Decision**

An important decision for the management of educational materials is whether to purchase an item on the market or to undertake its production. Make or buy situations arise mostly from the desire to control the production process and cost factors (Nebiyu, n.d.:300-301). Moreover, technical know-how and capacity of

utilization factors also influence management decision to make or buy specific educational material. The easiest solution may be to import such materials. However, UNESCO (1984:50) warns that:

This may be done at the risk, of twofold dependence: economic dependence (imports increase the deficit of the balance of trade) and cultural dependence (a risk of using materials not well adopted to the needs and the socio-economic environment, because they have been designed abroad for foreign educational models).

## ii) **Alternative Methods of Textbook Development**

The time required to complete manuscript development depends on such variables as the extent of the revision of syllabi, the amount of research needed to ensure adaptation to the local needs, the availability of experienced curriculum development specialists, evaluation and revision procedures of the draft material prior to final approval (UNESCO, 1980:5).

In situations where materials are to be developed by the state, four methods of materials development are identified. One method is origination from scratch. This is the most expensive method involving original authorship, artwork, design, color separation, film making, plate making, etc. Read (1986:45) is of the opinion that "origination may be necessary in primary social studies or in local history, geography, politics, etc. where adaptation is not feasible". It would be unnecessary in subjects of more universal application like mathematics and science. Altbach (1987:171) has also the following to say:

The problems of indigenizing textbooks in science, mathematics, and other fields are more difficult- in part because there are debates about the nature of "indigenous science" and in part because the creation of new and original material is difficult. Without question, the debate about indigenization is one of the most important for Third World textbook planners and publishers.

Origination is also more likely to be needed where national or local languages are the medium of instruction or where local elements are a dominant content requirement. However, Pinter (1999:57) warns that there has to be a mechanism of selecting competent writers because in most cases, most authors of new textbooks are teachers with limited exposure to new pedagogic methods. He

stressed that "despite good intentions, many authors tend to recycle old ideas and approaches, making only cosmetic changes to the content and form of textbooks".

As outlined by Read (1987:52-54) and Bgoya et al (1997:7), textbook authors at primary level require writing ability, teaching experience and suitable pedagogic viewpoint, subject knowledge, realistic assessment of teacher competencies, equipment and resources likely to be available in the classroom, the ability to visualize and work with illustrators, ability to work within cost and full awareness of classroom situations and the overall education environment.

Continuing, the authors stated that school book editors also require excellent publishing/knowledge and experience covering particularly editorial, design and production skills; relevant education and pedagogic background; detailed knowledge and experience of target pupils, teachers and school conditions; management and administrative capacity; and good personal relationships.

The second method is adaptation of existing work. To Read (1986:45), this is a realistic option where the language of publication is the same as the original text. There will be savings on authorship, artwork origination, setting costs and film.

Special editions of existing texts may be possible as a third alternative. If a suitable text is already available, an edition can be negotiated with no content alterations but with production specifications different from the original.

A fourth method is commercial purchase of existing text. Fast supply is usually possible. It can have advantages in emergency supply or in systems where pupil population is too small to allow wide ranging book development.

### **iii) Alternative Sources of Textbooks**

There are several methods of publishing : state, commercial, parastatal or joint venture. The important objectives to keep in mind when considering which method to adopt are (i) the interests of education and (ii) producing the best possible books at the lowest possible costs " as explained by Pearce ( n.d. : 22).

State publishing is claimed to ensure local book development with lower prices because of an absence of profit requirement and economies of scale by monopolizing the market. Chaube and Chaube (1993:469-476) advocate that nationalization of textbooks, even though it has demerits, is necessary to discourage worthless publishers and authors, to provide good books at low prices, to help poor students, and to keep uniformity in books.

On the other hand, state control over content and production has adverse impact on other local book development. Lack of competition can lead to perpetuation of bad books, high cost production, poor quality production; and real costs of operation frequently hidden (Read, 1986: 48 - 49; Bgoya et al , 1999: 21). Altbach (1996:3) also argues that " poor management based on the civil service model, with a lack of accountability for results, failure to understand market forces, lack of incentives to meet demand, and related problems" leads to slow production, inadequate control of costs, and general inefficiency.

The second alternative is commercial publishing. Specially designed materials from local or foreign commercial publishers sources usually exist if there is a large enough market, availability of reliable purchase funds, and the availability of foreign exchange, especially in developing countries.

Unlike state publishing, a wide choice is available for selection in every subject area in commercial publishing. In the words of McCaffrey (1971:215) :

Competition among several firms for the same market produces better books, more frequently and more thoroughly revised. Because of the range of materials available to the schools, it is not possible for a single point of view to dominate the schools or a national curriculum to prevail. Private publishing firms, in order to succeed, will be sensitive to educational trends and produce textbooks which are responsive to the needs of society.

Brandt (1985:3) is also of the opinion that publishers invest huge sums of money in preparing new materials, and they naturally want them to be as good as possible. Like other businesses, they must attend to what customers will buy. On the other hand, Atnafu (1996:57) remarks that "theoretically it is more expensive

than state publishing, and relatively high costs in small countries where competition conditions could create uneconomical small print runs".

Bgoya et al (1997:28) remark that:

Free market structures and competition do not necessarily guarantee anything as such.... The birth of qualitative alternatives and fair prices depends on the nature of the competition. The ideal situation is that there are several equally strong publishers who can guarantee real choice of parallel titles and alternatives in prices too.

The third alternative, especially when textbook publishing skills are not available, is forming parastatals with commercial companies which do have the skills. It is normally operated on a profit basis and as a result, can be more cost effective than state publishing operations. Joint ventures between local and foreign publishing companies can also provide an injection of high level skills and can thus rapidly upgrade local industries (Read, 1986: 49).

Birhanu (2000:28) advocates for mixed pattern in which the state and the private sector work together, especially for developing countries. Brunswic, Hajjar and Valerien (1991:23) contend that it would not be easy to recommend a unique and complete intervention by the state in the production of textbooks, and even in the most centralized countries, the state is resorting more and more to para-public and private sector sub-contracting. The authors further underline that :

A totally public system is often subject to the pressure and the will of decisions by finance and education ministries. On the other hand, a totally private system, based on profitability, neglects insolvent groups and disadvantaged regions (rural areas, minorities, etc.) and often tends to re-utilize existing resources (re-publication of old, outdated textbooks, etc.). The right balance must guarantee that the supply of textbooks will not go by the wayside as soon as a budgetary constraint is encountered.

#### **2.3.2.2. Process of Textbook Production**

Book production entails two basic manufacturing processes- printing and binding. The choice of a particular manufacturer or a process requires expert decisions. Depending on the country, production takes place in private commercial

firms or in production units controlled or subsidized by the state, or international industrial firms.

In countries where no organization for the production of educational materials exist, the role of education sector is to plan its needs, prepare tenders, control the quality of products, organize their distribution and monitor their use. The role of the industrial sector, on the other hand, is to ensure that the materials are manufactured under optimum conditions, and also in many cases to ensure their distribution, in accordance with the requirements specified by the educational and other sectors concerned (UNESCO, 1984:56).

However, Altbach (1987:170) has pointed out that no consensus has been reached as to which alternative to follow; and it is likely that national variations will determine the most effective form of textbook publishing on a country-by-country basis. Hanson and Winkler, ( cited in World Bank,1990:28), similarly underline that centralization may also be more efficient for achieving scale economies or consistency in textbook production, curriculum development, monitoring, and teacher training particularly in environments with scarce financial and managerial resources.

Windham (1992:47) also proposes that one must judge in terms of the real alternatives available at a given time and place."Pedagogical and economic pragmatism should be the guide rather than any rigid ideological predisposition towards either the private or the public sector".

### **2. 3.2.3. Process of Textbook Distribution**

The investment in textbooks will be wasted unless they are actually used by teachers and pupils. As Windham (1992:44) puts it, " unless the materials reach the classroom, they cannot be effective, and unless they reach all classrooms they cannot promote equitable learning opportunities". Thus, all the efforts carried out to prepare and print textbooks should be perfected through development of administrative procedures to enable schools to have access to these materials (UNESCO, 1984:58 ).

Askerud (1997:47) and Altbach (1987:169) stress that distribution is a highly complex matter which requires careful management, trained staff and attention to detail. It involves decision concerning who should pay for books, how books can be physically transported to the users, and how the distribution process can be coordinated with educational needs. To Damiba (1990:47), the coordination depends on the system of management adopted to undertake tasks involving the prediction of requirements, relations with suppliers, stock management, the organizing of routing to users and financial management and accounting.

UNESCO (1980:7) identified four main responsibilities of an efficiently organized textbook distribution system- storage (central as well as satellite warehouses), distribution proper, transportation and control. According to Damiba (1990:47), the existence of warehouses and the date of commencement of the school year are " the sensitive points of distribution mechanism". The later view is also shared by Kebede and Tesfaye B. (1997:29).

Three possible ways of distribution are enumerated by Montagnes (cited in TechKnowLogia,2000:44). Textbooks are provided by the state free of charge or sold through commercial channels or issued through the book rental scheme.

In the state controlled distribution, the administrator who has to deal with educational materials has a role to ensure that precautions are taken in time, so that materials will be delivered even if there are difficulties in transport and communication systems; that materials are correctly packed to avoid damage in transit; and that distribution takes place as planned.

In a free economy, it is usually the manufacture's job to declare his/her goods, either directly or via the intermediary firms. The role of the administrator is to control delivery dates accepted by the manufacturer when orders are placed and, periodically, such other activities as the replacement of faulty or unsuitable products (Read,1986:63-65).

#### **i) Textbook Selection Possibilities**

Read (1986: 64-65) identified four possibilities. The first alternative is that state decides or prescribes which course will be used.

Another possibility is that state recommends or provides a list of approved courses. This method implies sale to parents as freedom of choice. Supporters of this procedure mention advantages of establishing minimum levels of quality, guaranteeing funding at state level as well as fresh books at least in few years. On the other hand, critics of this procedure argue that because the learning need of children are so diverse, choosing titles most suitable for all children at the state level is difficult. Textbooks must be chosen by the individual teacher who is best acquainted with the needs of local children (Squire, 1992:1417).

Free choice is the third possibility. In this situation, there is no state intervention. This is rare and almost unknown at the primary level in most less developed countries. Course choice is usually by school selection or by availability.

The fourth alternative is state issue. Major difference between this option and the above three alternatives is that state issued courses are distributed by the state rather than by the commercial sector and books generally remain the property of the state rather than of the parent or pupil.

## **ii) Implications of Parent Purchase and State Controlled Distribution**

In parent purchase scheme, books are owned by the parents/pupils and maintained at home rather than in school. School storage requirement is reduced. MoE distribution involvement will be greatly reduced. Distribution will either be entirely through commercial outlets or to Ministry distribution points.

Parent purchase depends upon good national coverage by sales outlets to achieve a reasonable quality of books and supplies provision. At primary level in rural areas this can be very difficult. As noted by Read (1986:65), under these circumstances, the state might have to consider direct involvement to achieve equality of opportunity and rural penetration.

Warehousing and storage facilities at different levels are major investments for state controlled distribution. Stock control and stock movement systems are needed. A distribution system capable of moving supplies from central stores to individual schools has to be installed. School management systems need to be

able to cope with the maintenance and recording of permanent supplies and loan issues to pupils. Regular supervision and inspection are needed.

Depending on the size of a country, the layers of administration ( central-regional-district-school) and the number of schools to be served, there could be a two, three or four-link system. The number of links is a function of both the size of population and the accessibility of schools. The number of links increases the complexity of the distribution operation, the cost per unit distributed and the frequency of delays (Read, 1986:66-68).

With regard to transportation, two basic options are using state owned and operated vehicle fleets and using hired commercial transport. The disadvantage of the first option is that distribution may be interrupted if government vehicles break down or are not available through use for other purposes. The disadvantage of using commercial transport is often the unavailability of a regular timely operational budget. Some commercial transporters can also be unwilling to provide services to rugged areas or at difficult seasons. Thus, considerable attention should be given to the planning of cost effective and realistic trucking routes (Read, 1986:66-68).

### **2. 3.3. Ancillary Activities**

#### **2. 3.3.1. Controlling**

Controlling involves establishing standards of performance, measuring results of work activities, deciding if they are acceptable and taking corrective measures on time if deviations are detected ( Donnely et al, 1992:8-9; Stonner and Freeman, 1992:9). Two basic control systems are operationally effective in case of textbooks. These are stock record systems (records of stock quantity and location) and movement systems ( record of all stock movements). Control systems covering re-ordering, delivery, payment, returns, damages, etc. are important too. Regular monitoring and random checking of system should supplement detailed annual audits and reports of auditors (UNESCO,1980:10).

### **2. 3.3.2. Textbook Utilization and Maintenance**

One aspect of the management and administration of instructional materials, and one which is often neglected, is their utilization(UNESCO, 1984:64). Bgoya et al (1997:42) disclosed that even if books are available, they are not always used in some countries because head teachers would like to save rarely seen books for coming years or teachers are not familiar with how to use textbooks. McInerney (1986/87 :27) further notes that :

The best curriculum material is worthless unless it is used effectively by teachers and students. Many well-conceptualized curriculums quickly attain state-of-the shelf status because they fail to attend to the realities of the classroom and the backgrounds of the teachers for whom the materials are developed.

When teaching materials are plentiful, they are generally under-used. When they are in short supply, they are over-used. The non-use or under-use of textbooks has repercussion on pupils resulting in educational problems. Over-used textbooks are not protected against early deterioration resulting from being handled by several pupils (Damiba, 1990: 48).

Maintenance is associated with upkeeping, repair, replacement and service facilities. It is one of the key roles of management. The types of maintenance activities according to Candoli et al (1984:236) are preventive, periodic, recurring, emergency maintenance, and a combination of two or more of them. The authors further noted that one of the most frequently mentioned reasons for not using textbooks, especially in developing countries, is the difficulty of ensuring its repair and maintenance and the replacement of the damaged textbooks. Thus, appropriate arrangements should also be made to ensure that simpler repairs can be made by the users themselves.

### **2. 3.3.3. Evaluation**

Following up the use of textbooks is one of the most difficult functions. Evaluation of effectiveness is far beyond the responsibility of management. But it is incumbent on the administrator to develop a set of procedures and measures which could provide relevant information concerning the conditions of use and the

reaction of users. The procedures might include the systematic organization of feedback from teachers, periodical surveys, volume of its use and reports from inspectors, cooperation with teachers' associations and specialists in various areas, the creation of specialized committees, and implementation of research projects (UNESCO, 1984:64).

The feedback from students is of a high value, too. Tyson-Bernstein (1989:86) argues that "if the book appeals to politicians, professors, administrators, or even teachers but students find it too simple, too advanced, boring, frustrating, or unclear, then the book is not a good book, regardless of what anybody else thinks".

Weber (1975:14-15) also recommends that procedures should be established to ensure that the community has the opportunity to review classroom materials before they are adopted. The procedures should also provide for orderly complaints against materials once they are in use.

Continuous contact between editors, authors and designers on one hand and the inspectors, teacher trainers, teachers and schools on the other is necessary. The feed back will enable revision and corrections and improve materials. It will also assist in the selection of recommended or prescribed texts (Read, 1986: 75-76).

Gopinathan (1989:68) describing the evaluation- revision stage as the most neglected part, remarks that "very few publishers, public or commercial, recognize the value of systematic evaluation. When books are replaced, it is usually because the curriculum has changed rather than because evaluation has indicated flaws".

#### **2.3.3.4. Information Package and Training**

In order to function satisfactorily, any system depends not only on manpower and physical inputs but also on a variety of essential information inputs. The school system is no exception. The main items of a minimum information package are textbooks. Teachers should have access not only to the textbook but to all elements of a total instruction package also because a background information, beyond the content in the textbook is required for effective teaching.

Moreover, teachers have to be trained in how to use the textbooks (Windham, 1992: 49-50; Bude, 1993:75).

Trained managers are needed in order to supply textbooks to schools. Such managers require skills in analyzing, planning, and developing an infrastructure that can reliably supply quality educational materials on a continuing basis (UNDP, 1989:101). Improving the availability of textbooks will have implications for teacher training. Pre-service and in-service training courses concentrating both on curriculum and pedagogic issues and on management of books should be offered to teachers and inspectors ( UNESCO, 1984:72-73).

Muther (1985:84-85) proposes that anyone who evaluates textbooks should have "training" regarding planning, review of the latest thinking or research, how to assess, rank and define needs, and how to evaluate textbooks. Askerud (1997:61) also underlines that staff dealing with textbook provision must be adequately trained to plan, manage, supervise and control the work.

#### **2.3.3.5. Supervision and Inspection**

The use of books in classrooms, their physical maintenance and their effective and equitable distribution to target areas can only be maintained efficiently if the supervision system is designed to cover these specific fields and if inspectors have the ability to inspect regularly. Thus effective supervision/inspection is an essential part of all books supply (Read, 1986: 75).

#### **2.3. 4. Procurement, Tendering and Evaluation**

Purchasing involves the management of material inflow, from the establishment of the sources and shipping through inventory and warehousing to the ultimate delivery at educational institution ( Mohsin, 1981:21). This requires basic managerial ability on the part of those involved in the textbook programs.

Depending on the purchasers' needs, appropriate textbooks availability, and the level of effort required to produce the final product, the most typical services procured from the simplest to the most complex are :

- (i) acquisition and reproduction of existing book;
- (ii) Printing and production services for manuscripts, either at the camera-ready-copy

stage or the film stage or including both of these processes; (iii) Adaptation and/or translation and preparation for printing of material already in existence usually owned or licensed by a potential bidder; (iv) Provision of professional editorial and publishing services; (v) Provision of the complete range of commercial publishing services from new manuscript development to layout and design and from preparation of camera-ready-copy to printing and delivery of the finished book to the purchaser. (World Bank, 1994: 4)

Moreover, there could be the procurement of raw materials if the printing house is owned by the ministry of education. In addition related services which are frequently procured include international freight consolidation services; internal distribution services; and construction of warehouses, stores, etc. (Read, 1986: 76).

Procurement planning is very important for the timely implementation of textbook programs. The process of planning seeks answers as to what, when, where to procure, who can best do the procurement, how best can the procurement be done and how long it will take. According to MoE (1998:22), attending to these issues will enable to plan the commencement and completion time of the procurement process; arrange transport, storage and other logistics; identify who can conduct the procurement and at what level; and decide on the type of procurement to be carried out.

There are five methods applied to services/goods procurement, as identified by Baum and Tolbert (1985:544-547) and World Bank (1994:9), i.e. international competitive bidding, limited international bidding, local competitive bidding, international and local shopping and direct contracting. The Ministry of Finance (1999:11) describes the methods differently as open tendering, two-stage tendering, request for proposals, restricted tendering, request for quotations, and single source procurement.

For all types of procurement that use bidding procedure the principal steps in the procurement process, in sequence in which they occur, are : (I) Preparation of tender documents; (ii) Advertising, prequalification, and issuance of tender documents; (iii) Bid preparation; (iv) Receipt and opening of bids; (v) Evaluation of

bids and recommendation and review of award; (vi) Contract finalization with winning bidder; and (viii) Contract execution (Baum and Tolbert, 1985:549).

Generally, the most relevant criteria in the evaluation of bids; which may have to be modified for specific situations; are qualifications and capacity, compliance with educational objectives, presentation and price. Depending on the type of purchase, delivery time could also be included as a separate criterion or embodied in the capacity (World Bank: 1994:19-21).

Qualifications and capacity include previous successful experience in performing similar contracts; sufficient financial capacity to be able to finance all primary activities required; sufficient staff of the right qualifications, specialties and experience; sufficient space, equipment and raw materials to undertake the contract; and availability of the full range of publishing skills and specialties required. Compliance with educational objectives include conformity to curriculum, pedagogical/ methodological suitability, support to teachers/teacher's manual, supporting pupil materials, language levels, sociological relevance, regional relevance, content and internal organization. Presentation include format, illustrations, text, headings and captions, contents list and index, and reproduction quality (World Bank: 1994:19-21).

Affordability is often a key issue. A ceiling price per textbook may be established then to make certain that the final textbook falls within budget limits. If a substantial difference exists, other measures like re-bidding based on revised specifications may be taken (World Bank, 1994:22).

However, while low price is attractive, high production quality leads to longer lasting books but at the same time will increase the prices. On the other hand, the cheapest book for the best value in production terms may not necessarily be the book most suited to the local curriculum. The balancing of these factors is a skilled professional task (UNESCO, 1984:53). In general, the more precise the specification for any procurement exercise, the easier will be the task for the evaluation.

## **2. 4. International Experiences in Textbooks Provision**

Education systems differ in the mode of production and dissemination of textbooks as well as in the expected function and the actual use of textbooks by school teachers (Kumar, 1988: 452). This may be attributed to the difference in the systems of governments, ideology, economic development and other factors.

### **2. 4.1. Textbook Provision Systems in Developed Countries**

In most countries in Western nations commercial publishers and distributors handle the development, production and distribution of textbooks. Governments are not directly involved in provision. Their role is limited to establishing policies, deciding the curriculum and the syllabi, setting standards and supervising the system (Stoye, 1997:34). However, the modes of provision are not exactly uniform.

In countries like the USA, United Kingdom, and Sweden textbooks are supplied on loan and free of charge to all students in public schools. Some states or localities may charge parents a fee for loaned books. In parochial and other private schools, parents pay for textbooks.

In the former socialist countries, textbooks were provided free of charge and produced by state publishing houses. Curriculum and textbooks were uniformly prepared by the governments. China is an exception in that students buy textbooks from schools every semester at affordable prices (Searle and Mertaugh, 1988:4).

In Japan, there is free textbook distribution. All major textbooks, used both in public and private, must meet governmental approval. Textbooks are generally published by private companies. Once on the approval list, textbooks are selected and adopted for three consecutive years (by law) by the local boards of education for public schools and private school authorities in order to assure uniformity in educational standards throughout the nation ( Kabayashi, 1988 :702).

Textbooks are required to be submitted for approval before publication in Germany. Once approved by the Ministry of Education of a state, the books then become part of an approved listing from which schools in that state may make their individual selections (Kurian,1988:451). Sweden follows a similar procedure. Each school district selects any textbook on the list approved by a textbook committee of

the ministry. The government publishes some textbooks, especially for minority purposes, that would not be profitable for private publishers.

In France and the United Kingdom, schools and individual teachers have the right to make their own selections from publishers lists without prior approval by a Ministry. However, the Ministry of Education in France influences the selection process. The list of books drawn up by teachers and inspectors in every canton is forwarded to a commission for examination and then to the ministry for approval. The Ministry publishes a list of forbidden books which neither public nor private schools may use. No unauthorized books manuscripts or pamphlets may be used in public schools (Kurian, 1988: 414; Neumann, 1989:116-123).

In the United States, two basic systems of textbook selection and adoption operate side by side: state adoption in its 22 states and so-called open territories in others. Adoption states select and approve a limited number of textbooks and from which schools in the state must make their selection. Open states have a system similar to that of the British - namely, each school district or individual school makes its own unrestricted choice from publishers' lists (Tyson-Bernstein, 1989:75; Farr and Tulley, 1985: 470).

The management of textbooks is so complex that it is not free from problems even in the most developed countries of the world. For example, Muther (1985: 79 - 80) raises the problem of the Hawthorn effect in the USA when piloting textbooks. She points out that:

Pilot teachers, believing themselves to be singled out to evaluate materials, may invest more energy and commitment in the new materials than they normally would skewing evaluation results. ... Rarely are pilots monitored with scientific accuracy ... Moreover, pilot teachers can be manipulated through in service training, etc. and teacher preferences can be manipulated by sales agents.

The same author (1985:7), discussing the corrupted practices observed in the selection of textbooks, has the following to include:

Obviously, the goal of any publisher is to stay in business; and the only way to stay in business is to sell books. ... Publishers who provide the best wine and cheese presentations, free consumable materials, or free 'pilots' and accompanying giveaways win many selection decisions.

Supporting this, Farr and Tulley (1985: 470) say that "When publishers get the chance, they use a variety of sales techniques... like taking to dinners, holding sessions at vacation resorts, and providing special favor to committee members".

## 2.4.2. Textbook Provision in Developing Countries: with Emphasis on Africa

### 2.4.2.1 Modes of Textbook Provision in Developing Countries

Brunswic and Hajjar (1992:12) and Bgoya et al (1997:38) identified three models of textbook provision in Africa: the state controlled model, the free enterprise model and mixed systems.

Many countries fall between the two extremes of private-sector publishing and state-control publishing. Division of responsibilities is not always clear cut. However, Askerud (1997:58) and Montagne (1998:16) have identified some possible combinations shown in Figure 1 (Alternative 1 being the least liberalized and 6 the most liberalized).

**Figure 1: Government/Private Sector Distribution of Responsibilities**

Function	Alternatives					
	1	2	3	4	5	6
Curriculum	0	0	0	0	0	0
Manuscript Development	0	0	0	0	x	x
Publishing	0	0	0	x	x	x
Printing and Binding	0	x	x	0	x	x
Distribution, Storage, Sale	0	0	x	0	0	x

O = Government undertaking; X = Private sector undertaking

Source : Adapted from Askerud (1997:58) and Montagne (1998:16)

The state controlled model, for example, exists in Angola, Cape Verde, Guinea Bissau, Mozambique and Tanzania. There is a "free enterprise" model in Namibia in which publishing and production is in the hands of the private sector. Countries like Kenya, Zambia and Zimbabwe use the mixed systems where state and private publishers co-exist and authoring is mainly the role of the states.

Botswana, Ghana, Malawi, Mali, Mozambique, Tanzania, Togo, Uganda and Zambia use the single textbook system, which means a government-controlled

market in the publishing of primary textbooks. There is a choice of parallel titles in each subject in Cameroon, Kenya, Nigeria and Zimbabwe. Benin, Lesotho, and Senegal give limited opportunities for alternative titles in some subjects only (Bgoya et al, 1997:39).

Preparation and printing by the private sector, delivery to schools by the MoE, and books fully subsidized by the government is found in Central African Republic, the Comoros, the Solomon Islands, Tanzania and Uganda. Preparation of some books by MOE, some by private publishers, books produced by MOE fully subsidized, others for sale is found in Brazil and Colombia. In Paraguay, books are given free to rural schools, but students in urban schools must purchase books from private publishers (Searle, 1985:10).

Some countries (e.g. Angola and Mozambique) operate a sales method but prices are highly subsidized in order to reduce the cost of families. In Lesotho students are charged a lending fee which only partially cover book costs. In Benin, books are sold at slightly above cost. In Liberia books are sold by the Government and in Haiti books are published and sold by local private publishers to students at a profit (Searle, 1985:11).

A survey by Loric (1999:67) indicates that Cameroon, Cote d'Ivoire and Gabon are using the system of textbook purchase by parents. The states do not intervene in the process of textbook supply, except for specifications geared toward disadvantaged areas of population or concerning the supply of materials to teachers and schools. Benin, Togo, Guinea and Senegal use mixed system. Burkina Faso, Central African Republic, Chad, Congo, Madagascar, Mali, Mauritania and Niger have opted for the system of free textbooks, and thus there is constant intervention of the state and a search for financing from donors because state budgets could not allow for national autonomy.

Very small and poor countries attempt to pool their resources and to adapt foreign texts to avoid the constraints imposed by smaller readership size which results in a greater cost per book. For example Senegal, Côte d'Ivoire and Togo share textbook publishing and printing costs (Windham, 1992: 46).

According to the observation of Brickhill(1997:14), despite the overwhelming evidence of the inability of state monopolies to sustain minimum book provision in many countries, there are also success stories as has happened in Mozambique, Ghana and Zambia.

As a whole, Brunswic, Hajjar and Valerien (1991:4) conclude that there are considerable differences in textbook provision systems both between industrialized and developing countries, and among developing countries themselves. The scope of these differences is such that it is difficult to compare the situations in different countries. Each country must find its own solution depending on its specific characteristics.

#### **2. 4.2.2 Characteristics and Trends in the Management of Textbooks in Developing Countries**

In most classrooms, there is severe scarcity or the total absence of textbooks ( Lockheed and Verspoor, 1991:52). Even middle income-countries such as Brazil, Uruguay and Venezuela, have failed to maintain a regular supply of textbooks over the past 15 years (Askerud, 1997:16).

The expenditure on instructional materials per pupil in 1980 had been estimated at US\$ 2.24 in sub-Saharan Africa. On average, developing countries spent US\$ 4.80 on instructional materials per pupil annually, 22 times less than developed countries (Caillods, 1989:142). Askerud (1997: 18) also pointed out that no developing country currently allocates more than one per cent of its primary education budget for the purchase of textbooks, even though an increase of only one or two per cent in most countries would ensure a textbook to pupil ratio of 1:1.

According to Askerud (1997:57) the factors that contribute to the poor involvement of the private sector publisher in textbook programs are:

insufficient demand for books, newsprint and other printed materials; people cannot afford to buy books; there is no cost-effective distribution system in place; imported paper is too expensive for efficient printing; lack of skilled publishing personnel; and the absence of opportunities to become involved in the production of learning materials - the only kind of books that have an assured market.

It is also a high risk business in which it is often difficult to make profits. Thus, Pearce(n.d :11) notes that "Entrepreneurs often prefer to invest their capital in simpler industries with quicker and more assured profits".

Distribution of textbooks is often difficult in developing countries. Schools are widely scattered and hard to reach by road. Warehousing and transportation are the most salient features of the distribution system ( Lockheed and Verspoor, 1991:57).

The cost of distribution in urban areas where access is easy and the market relatively large, is estimated to be 25 to 30 percent of the total cost of a textbook. In inaccessible areas, the percentage is as high as 200 per cent and more. Some studies indicate that it is quite possible that 50 to 60 percent of the overall cost of distribution could be spent in reaching 10 percent of the pupil population because no distribution network has been developed (Askerud ,1997: 73-74).

Crabbe (1999: 73) discusses that a new aspect of publishing called "self-publishing" has emerged. Many writers, often teachers and well-known examiners, cyclostyle their scripts for sale. Students happily purchase these texts because they found the material vital to be successful in examinations, more so it was their teachers who wrote them. This highlights the abundance of untapped writers for the educational market. The availability of competent writers has not been a problem.

According to Altbach (1997:4) and Brickhill (1997:16-21), privatization has become the slogan of the decade in many developing countries. The forces that brought it are the collapse of the Soviet Union and the ideology of state socialism, the failure of state enterprises in many countries, the dominant ideology of the World Bank and other foreign assisting agencies, and the lack of funds available from governmental sources.

Past experiences in developing countries assert that government monopolies that have prescribed, published, and distributed educational materials have been largely inefficient and ineffective in attaining the objective of supporting education for all (Sosale,1999:2;Stridsman,1999:38;Altbach,1999:6). Many of the textbook related problems stem from inadequate organization and management. Some of the important functions in textbook provision are not carried out at all.

Other functions are sometimes duplicated, or there is some overlapping. The precise duties of individuals are not sometimes well defined (Pearce, n.d: 27).

## **2.5. Practices in the Management of Textbooks in Ethiopia**

### **2. 5.1. Experiences in Textbook Provision from 1900-1974**

When modern education was introduced at the beginning of the 20<sup>th</sup> century the teachers were from Egypt, Syria, Libya, Britain, and France. There was no standardized curriculum, and instruction was the responsibility of individual school directors. The headmasters submit to the Ministry of Education their schedule and curricula which, if accepted, become the guide for instruction and teaching (Ayalew G., 1964:19). Books were imported from abroad due to the lack of skilled manpower, lack of educational publishing houses and other proper organizations for the preparation and production of educational materials to satisfy local requirements.

Education was disrupted from 1936-1941 due to the Italian Invasion. After liberation the MoE was re-established in 1942 (Ayalew S.,2000: 25). Assistance and advice were provided by Britain, which in 1944 granted the MoE&FA £ 200,000 for purchases of texts and readers to government- schools. The United States replaced Britain as the major supplier of books in the late 1940s (Paulos, 1988:377).

Among the tasks of the Inspection Department established in 1946/47 was allocation of textbooks recommended by textbook committees (Bowen, 1976:458). A curriculum committee chaired by the vice minister of education and composed of foreigners who were school directors was established in 1948. Its main task was to submit recommendations to the Board of Education for approval (ICDR, 1993:5; Tesfaye D., 1986:1).

As early as 1950, there were attempts to translate into Amharic and adapt some of the imported materials for use in the lower grades. Books on history, geography and hygiene were translated. Due to the lack of publishing houses few individuals were able to make a contribution in this respect (Tefaye B.,1986:18).

The expansion of the education system and the need for textbooks and teaching materials, forced the setting up of a small book production center for primary education in 1957, marking the beginning of textbook production under the authority of MoE (Atnafu,1996:50; Damtew, 1999:96). A Textbook Production Unit was then established within the Ministry's Division of Curriculum and Teaching materials in 1965 (PHRD,1996:53; Gebeyehu, Getachew and Tesfaye D.,1992:1). The Unit's main task was to produce, in Amharic, all the basic books necessary for elementary education. A large number of primary textbooks were translations and adaptation of books published else-where. A major contribution by the unit was that it published mathematics textbooks called "Hissab Chora" successively (Tefsaye B., 1986: 18).

It is to be noted that even in those years when the number of schools and students were few and manageable, both government and private schools faced problems in obtaining and distributing books to students. Ayalew G. (1964:20) disclosed that teachers were provided neither with textbooks nor with suggestions of specific titles for their use. Yet, he noted that "teaching was intended to secure uniformity of subject matter in schools throughout the Empire and sit for the same London School Leaving Certificate Examination".

Guidelines on sale of textbooks was adopted in 1970. Before this, there was no uniformity in the provision and the various provinces used to provide textbooks free of charge or on sale (Zewdineh,1972:3). In most cases, books were stocked in the store because of the high price, the practice of teachers giving out mimeographed handouts to students, and the low effort made to orient students to utilize the textbooks (MoE, 1982:1).

The National Conference of Ethiopian Junior and Secondary School Directors, held in 1971, voiced that in addition to the difficulty in obtaining books, there was no textbook available at all for certain subjects even as a reference for the teacher (MoE&FA, 1971:49-50).

The Conference further noted that:

Distribution of books among the schools was often unfair and there were not enough books to be distributed. Even when the books were available, they rarely arrived at the schools in time for the school's opening, because of the complex channeling and intricate bureaucracy involved in getting the books from the Head Office through the Provincial Education Officers and District Education Officers to the schools. Inefficiency of the bookstores at all levels-central, provincial, district and local level was one problem.

The rules and regulations on the book-sales by the Ministry of Finance was mentioned as harassing . Even when a foreign agency donates the books they were not easier to get, because of the endless red tape at the stores.

As early as 1964 the need of encouraging private enterprises to be involved in education on larger scale, including in the textbook sector, was recommended by Ayalew G.(1964:37). Although not materialized due to economical factors, a study was also undertaken by the Ministry as to the possibility of entrusting the sale of locally produced books to private agency to accelerate and make distribution more effective (MoE &FA, 1971:50).

According to Kebede (1986:17), there were only three institutions "functioning as publishers, although not in the free sense of the word publisher" prior to 1974. These were Oxford University Press (focusing in English textbooks), the Addis Ababa University Press (to meet the demands of higher education), and the Ministry of Education and Fine Arts.

### **2.5.2. Experiences in Textbook Provision From 1974 to 1994**

After the 1974 revolution, the urgency to meet the demand of learning materials and equipment culminated in the setting - up of Educational Materials Production and Distribution Agency/EMPDA/ in 1975/76. Among the objectives of EMPDA include planning, preparing, publishing, printing textbooks and reference materials and other educational publications such as charts, maps, wall pictures, etc. (EMPDA, 1989:4-5).

### **i) Textbook Development/Publishing**

Ethiopia is one of the African countries with poor publishing infrastructure. As Damtew (1999:96) puts it, unlike other African countries whose publishing infrastructure has been shaped by western colonial rulers, the Ethiopian publishing enterprise is basically a home-grown initiative. Moreover, low levels of literacy and purchasing power result in a weak market, while poor infrastructures make accessibility difficult and distribution costly.

Textbooks and other instructional materials were published centrally by MoE. Under this centrally controlled system, all textbook production was undertaken directly or through subcontracting by the EMPDA. The Institute for Curriculum Development and Research (ICDR) had the responsibility for writing all texts.

A study by ETEC (1998:45), indicated that the output figure from 1994/95 to 1996/97 by EMPDA was about 35 times the outputs of the three next largest publishers combined showing that EMPDA had been monopolizing the publishing activity. As to the quality of the textbooks, PHRD (1996:29) disclosed that :

Books tend to be poorly designed, with amateurish and hard-to-interpret illustrations. Due to absence of professional authors with relevant experience, very often inexperienced and unskilled teachers are commissioned to write textbooks. As a result, many teachers and head teachers view the texts as too difficult for the age range of the children for whom they are intended.

### **ii) Textbook Production/Printing**

Print planning by EMPDA was based by enrollment data obtained from the Planning Department of the MOE. It used the ratio of one textbook for two students in the main subjects and one textbook for three in other subjects. According to EMPDA (1989:13), the average physical life of textbooks for grades 1-4 and 5-12, was estimated to be 2 and 3 years respectively. The lifespan for curriculum and teachers' guide books was assumed to be five years. Books loss and damage was estimated to be 20 percent after one year and 40 percent after two years ( Denning, 1994: 8). However, ETEC (1998:30-31) estimates the wastage level of

replacement per year as not less than 30 per cent considering the rush at the end of the year to return books and the lot of cheating, especially splitting a book into halves.

EMPDA used to subcontract the print work to other printers because textbooks needed in one academic year were beyond its capacity to print (ETEC, 1998:20). For instance, from 1992/93 to 1997/98 about 30 percent of the textbooks were printed by other enterprises, subcontracted (EMPDA, n.d.:2).

### iii) Textbook Distribution/Supply

From 1982/83 until 1995/96, there was a subsidized loan and re-use system. Grades 1 and 2 used to get free loan, while grades 3-6 used to pay Birr 1, grades 7-8 Birr 1.50, and grades 9-12 Birr 2.00 as a "service charge" for one year and for the whole set of prescribed textbooks. The service charge collected was shared among schools (30%), Awraja (25%), Provincial Education Office (20%) and EMPDA (25%). The purpose was to enable them buy reference books for school libraries or use it to cover book related expenses such as transporting of textbooks. Students who could not afford to pay the service charge used to get textbooks freely. In the event of damage or loss, students were made to pay the full price of the textbooks. If they did not pay, they would not sit for examinations; or would not be issued exam results and certificates or the case would be reported to the urban dwellers and peasant associations for legal actions (MoE, 1982: 24-25).

### 2. 5.3. Textbook Provision Since 1994

In 1994 Ethiopia adopted a new Education and Training Policy and Strategy to restructure the education system and expand its accessibility. Regarding educational support inputs, the Policy (TGE,1994:27-28) envisages that due attention will be given to the supply, distribution and utilization of educational materials; a mechanism for coordinated production and distribution will be created; and popular participation in the production, distribution, utilization, upkeep, care and safety will be promoted.

The devolution of power and responsibility to regional states has introduced mother tongue as medium of instruction at primary level. This is necessitating the production of texts in many languages with their different scripts, further increasing stress on the system. Even if the same language is used in other regions, the textbooks are different (Atnafu, 1996:53). Printing primary level textbooks in different languages is not viable for the private publisher. Thus, it reduces the size of print runs and increases production costs (Stoye, 1997:8). For example, although there are variations in the extent of the books, the unit cost for Mathematics Grade 5, in Afarigna, was Birr 22.30 while in Anua and in Oromigna, it was Birr 11.70 and Birr 6.90 respectively. Unit price for Physical Education Teacher's Guides for grade 5 was Birr 63.50 in Afarigna and Birr 100.10 in Anua, Birr 9.50 in Oromigna (EMPDA, 1997). In all situations, it may be noted that the actual unit costs would have been much higher than this without the subsidy to EMPDA by the Government, SIDA and the World Bank (ETEC, 1998:20; Stridsman, 1999:35). According to Tesfaye and Mazengia (1991) (cited in ETEC, 1998:20), "a calculation in 1991 has shown that subsidized unit cost for printing 10,000 copies was Birr 1.05; for 50,000 copies was Birr 0.95 while the unsubsidized unit cost was Birr 4.20 and Birr 3.25 respectively".

As of 1995/96, in line with the New Education and Training Policy textbooks are loaned to primary and lower secondary students free of charge at the beginning of the year and are collected back at the end. If books are damaged or lost, students are made to pay the price of the textbooks (PHRD, 1996:57).

The Education Sector Development Program (ESDP), launched since 1997/98, envisages a tenfold increase in the book quantities in parallel to quality improvements. The Action Plan (MOE, 1999:18) also states:

There will be a gradual move from the present situation of textbook provision run by the public center towards private publishing and provision of textbooks in line with the principles of market economy. Major actions under ESDP which will facilitate this process include adoption of a textbook policy and strategy; development of a textbook market; replacement of producer subsidy by consumer subsidy; and development of a private publishing and printing capacity.

**TABLE 1**  
**Respondents by Sex and Qualification**

Items	Frequency of Responses			
	REB/Zone Respondents (N=44)		School Respondents (N=195)	
	N	%	N	%
i. Sex:				
a) Male	37	84.09	137	70.26
b) Female	7	15.90	49	25.13
No Response	-	-	9	4.61
Total	44	100	195	100.00
ii. Qualification				
a) T.T.I. Certificate	-	-	68	34.87
b) College diploma	3	6.82	117	60.0
c) BA/B.Sc.	34	77.27	-	-
d) MA/MSc	5	11.36	-	-
e) Other	-	-	-	-
No response	2	4.55	10	5.13
Total	44	100.0	195	100.00

Concerning their academic qualification; Table 1, Item (ii) shows that 88.63 percent of the REB/Zone respondents had first and second degree. The rest 6.82 percent had college diploma, and 4.55 percent did not respond.

Sixty percent of school respondents had college diploma. Those respondents having teacher training certificate accounted for 34.87 percent of the total. The rest 5.13 percent did not indicate their qualification. The data suggest the tendency of preferring diploma holders in staffing administrative positions and headship of departments in primary schools.

**TABLE 2**

**Respondents by Place of Work and Responsibility**

Items	Frequency of Responses			
	REB/Zone Respondents (N=44)		School Respondents (N=195)	
	N	%	N	%
i. Place of work :				
a) Regional Bureau	14	31.82	-	-
b) Zone Education Department	30	68.18	-	-
c) Government School	-	-	111	56.92
d) Public School	-	-	52	26.67
e) Private School	-	-	13	6.67
f) Church School	-	-	7	3.59
g) Philanthropic	-	-	12	6.15
Total	44	100.00	195	100.00
ii) Responsibility :				
a) Department head	1	2.27	-	-
b) Curriculum expert	7	15.91	-	-
c) Supervisor	11	25.00	-	-
d) Educational Program expert	10	22.73	-	-
e) Educational Support and Supply	11	25.00	-	-
f) Planner	4	9.09	-	-
g) Principal	-	-	13	6.67
h) Asst. principal	-	-	15	7.69
l) Department head	-	-	81	41.54
j) Unit leader	-	-	14	7.18
k) Teacher	-	-	65	33.33
l) Store keeper	-	-	7	3.59
Total	44	100.0	195	100.0

Table 2, Item (i) presents the place of work of sample respondents. Of the 44 REB/Zone respondents, 68.18 percent of them were from the REB and the rest 31.82 percent from the Zone Education Departments. Regarding school respondents, 56.92 percent of them were from government schools; while those

serving in the public, private, church and other (philanthropic) schools accounted for 26.67, 6.67, 3.59 and 6.15 percent respectively.

Concerning the responsibilities held by respondents; Table 2, Item (ii) shows that REB/Zone respondents were composed of supervisors (25.00 percent), Educational Support and Supply experts (25.00 percent), Educational Program experts (22.73 percent), curriculum experts (15.91 percent), planners (9.09 percent) and one department head.

**TABLE 3**  
**Respondents by Years of Service**

Items	Frequency of Responses			
	REB/Zone Respondents (N=44)		School Respondents (N=195)	
	N	%	N	%
<b>i. Total years of service in the education sector:</b>				
a) 1 - 5 years	-	-	21	10.77
b) 6 - 10 years	1	2.27	18	9.23
c) 11 - 15 years	2	4.55	27	13.85
d) 16 - 20 years	14	31.82	42	21.54
e) More than 20 years	27	61.36	79	40.51
No response	-	-	8	4.10
<b>Total</b>	<b>44</b>	<b>100.0</b>	<b>195</b>	<b>100.00</b>
<b>ii. Years of service at the present office/school :</b>				
a) 1 - 5 years	8	18.18	36	18.46
b) 6 - 10 years	29	65.91	62	31.79
c) 11 - 15 years	2	4.55	42	21.54
d) 16 - 20 years	-	-	27	13.85
e) More than 20 years	-	-	18	9.23
No response	5	11.36	10	5.13
<b>Total</b>	<b>44</b>	<b>100.0</b>	<b>195</b>	<b>100.00</b>

As to the school respondents, 41.54 percent of them were department heads of various subjects, 33.33 percent teachers, 14.36 percent principals or assistant, 7.18 percent unit leaders and 3.59 percent store keepers. The

As a result, EMPDA is now an autonomous enterprise and is no more under the Ministry of Education. Each region develops textbooks for the primary level. Many regions use commissioned writers (Atnafu,1996:55). Currently, there are no commercial publishers of core textbooks titles. There is a state and regional monopoly. There are no finished textbooks available for sale (Stoye, 1997:4).

The goal of the ESDP for the end of the 5 year period (2002) is a pupil: book ratio of 1:1 for science, mathematics and language subjects (MOE, 1999:24).

Regional Education Bureaus claim that textbooks are distributed to students in a 1:1 to 1:2 ratio. But, Report of Joint Review Mission (MoE,1999: 3) and Kebede and Tesfaye B. (1997: 25) disclosed that there is still late delivery and ratio of textbooks to students varies from 1:1 to 1:10.

## **CHAPTER THREE**

### **PRESENTATION AND ANALYSIS OF DATA**

This chapter deals with the presentation and analysis of the data collected from the two groups of respondents. The first part of the chapter discusses about the characteristics of respondents while the second part deals with the analysis of the findings of the study, corresponding to the basic research questions.

#### **3.1. Characteristics of the Study Population**

The questionnaires were distributed to 45 REB/Zone staff members at different responsibilities and positions and to 210 primary school principals, department heads and teachers as well as storekeepers. Out of these questionnaires, 44 (97.78 percent) from REB/Zone and 202 (96.18 percent) from school respondents were filled in and returned. However, eight questionnaires (one from REB/Zone and seven from school) were discarded because they were incomplete and inappropriately filled in. Thus, the characteristics of the two groups of respondents were examined in terms of sex, years of service, academic qualification, place of work and position based on the responses to the request for personal data in the first section of the questionnaires obtained from 44 REB/Zone and 195 school respondents. The analysis and interpretation of the data are presented following each table.

Table 1 shows sex and academic qualification of the sample population of the two groups. REB/Zone and school respondents who accounted for 84.09 percent and 70.26 percent respectively were males. Female representation in this study was only 15.90 percent for REB/Zone and 25.13 percent for schools. This indicates that the participation of females at the REB/Zonal level as well as in schools in holding higher positions of leadership could be characterized by stark gender imbalance against females.

distribution would, therefore, be regarded as unbiased since respondents were drawn from the diverse and appropriate posts.

Table 3, Item (i) indicates that 31.82 percent of the REB/Zone respondents had served in the education sector for 16 to 20 years, and 61.36 percent for more than 20 years. Only one respondent (2.27 percent) had less than 10 years of service. Out of the 195 school respondents, 62.05 percent of them had a total service of 16 years and above; while those who accounted for 21.54 percent served from 11 to 15 years. Twenty percent of them (39 respondents) served for 10 years and below; while 4.10 percent did not respond.

Existence of teachers with service year less than 10 years had been a rare case in Addis Ababa for a long time. However, this situation has changed because REB of Addis Ababa has started training its own primary level teachers and employing fresh college graduates.

It would be, therefore, possible to assume from these data that such a relatively longer years of service in the education system would help them to possess rich experience and better understanding about the various issues and problems concerning primary school textbooks.

With regard to years of service at the present post (at REB/Zone/School level), Table 3, Item (ii) reveals that the majority (70.46 percent of REB/Zone and 76.41 percent of school respondents) had served for more than six years in the office/school they work now. Thus, it could be safely concluded that respondents involved in the study had the background knowledge required to complete the questionnaires.

## **3.2. Analysis of the Findings of the Study**

### **3.2.1. Policies/ Guidelines on Textbook Issues**

Regional and zonal experts as well as school respondents were asked to identify the guidelines that exist, if any, regarding major textbook issues. For them to respond as 'yes', 'no' or 'I do not know' (DK), some nine relevant issues were

presented. The frequencies of responses for each issue received from the two groups are shown in Table 4.

**TABLE 4**  
**Existence of Policy/Guidelines on Textbooks**

Is there a guideline/ policy on the following issues ?	Frequency of Responses in Percent						$\chi^2$
	REB/Zone Respondents (N=44)			School Respondents (N=195)			
	Yes	No	DK	Yes	No	DK	
i. Textbook development	13.64	52.27	34.09	-	-		
ii. Production standards	47.73	18.18	34.09	-	-		
iii. Distribution procedures	9.09	68.18	22.73	55.91	12.31	31.79	66.89
iv. Textbooks: pupil ratio	77.27	9.09	13.64	44.10	21.03	34.87	15.76
v. Life of textbooks	72.73	11.36	15.91	22.05	18.97	58.97	43.63
vi. Replacement of damaged/lost books	15.91	65.91	18.18	29.74	18.46	51.79	41.14
vii. Role of the private sector in textbooks	18.18	38.64	43.18	-	-	-	
viii. Textbook inventory	63.64	15.91	20.45	68.72	8.20	23.08	2.24
ix. Copyright ownership	20.45	13.64	65.91	-	-	-	

As seen in Table 4, 52.27 percent of the REB and zone experts claimed that there is no guideline on textbook development while 13.64 said "yes" and the rest 34.09 percent did not know about the issue. Similarly only 47.73, 18.18 and 20.45 percent of the respondents reported that there are guidelines on production standards, the role of the private sector in textbooks and on copyright ownership respectively. On the other hand, it can be inferred from the table that for each issue under discussion, the majority (over 80 percent) responded either in the negative or do not know anything.

Regarding the items presented to both groups, the percentage of REB and zone respondents who reported on the existence of guidelines about textbook to pupil ratio, and the average life of textbooks in the affirmative were 77.27, and

72.73 respectively. On the other hand, it is only 44.10 and 22.05 percent of school respondents that claimed that there are guidelines.

It is interesting to note that regarding distribution procedures, the REB and zonal experts (about 90 percent), who were supposed to be formulators of guidelines and directives, reported either as 'no guideline' or 'do not know'; while the majority of school respondents (55.90) claimed that there are guidelines.

Concerning the replacement of damaged/lost books, 65.91 percent of REB and zonal respondents responded in the affirmative. However, although schools are expected to know the guideline (if there is any) and take measures to replace damaged/lost books, it is only 29.74 of them who said that there is a guideline; while the majority (51.79 percent) did not know its existence and 18.46 percent of them claimed that there is no guideline. The majority of the two groups (63.64 and 68.72 percent) declared that there is a guideline about textbook inventory.

A chi-square test of significance was calculated in order to test the relationship between the two groups in perceiving the existence of the guidelines. The test revealed that for 2 degrees of freedom at the .05 level of significance the critical value of  $\chi^2 = 5.99$ , and the calculated value of  $\chi^2 = 66.89$  for distribution procedures; 15.76 for textbook to pupils ratio; 43.63 for life of textbooks; 41.14 for replacement of damaged/lost books; and 2.24 for textbook inventory. All the computed values of  $\chi^2$ , except for textbook inventory, are greater than the critical value. It would then be concluded that there existed statistically significant difference between the two groups in their responses regarding the existence of guidelines/policy about the first four items mentioned above. It was also discovered from the interview with the heads and supervisors of the Woreda Education Offices that there are no guidelines to refer to and schools are functioning on their own.

### **3.2.2. Adequacy of Textbook Policies/Guidelines**

REB/Zone respondents were requested to indicate their level of agreement with the Statement, 'Absence of a comprehensive textbook policy/guidelines does not have impact on the management of textbooks'. As a result, 63.4 percent of

respondents disagreed with the statement, while only 13.6 percent expressed their disagreement. About 22.73 percent neither disagreed nor agreed. Overall, the mean score for the Item was found to be 3.59, implying that the score represents strong disagreement on the statement stated.

Respondents were also requested to indicate any problem noticed due to the non-existence of uniform guidelines from a list of seven potential problems. Table 5 reveals that a little more than half of the REB and zonal respondents reported that problems related to the selection of writers, editors and designers, the role of the private sector and REB as well as ownership of copyright had been noticed.

**TABLE 5**

**Problems Noticed due to Non-existence of Uniform Guidelines**

Problems Noticed	Frequency of Responses in Percent							$\chi^2$
	REB/Zone Respondents (N=44)			School Respondents (N=195)				
	Yes	No	DK	Yes	No	DK		
i. No uniformity in selecting writers, editors, designers	50.00	13.64	36.36	-	-	-		
ii. No uniformity on payments to writers, editors and designers	43.18	4.55	52.27	-	-	-		
iii. No clear division of role between REB and the private sector	47.73	13.64	38.64	-	-	-		
iv. No reference in case of textbook related problems	56.82	9.09	34.09	57.44	15.90	26.67	1.84	
v. Variations in the physical standards of textbooks	47.73	13.64	38.64	68.72	13.85	17.44	9.99	
vi. No training given for teachers	45.45	29.55	25.00	65.13	27.69	7.18	13.27	
vii. Copyright issues not clear	52.27	9.09	38.64	-	-	-		

It can also be observed from Table 5 that 56.82 percent of REB and zonal respondents and 57.44 percent of school respondents claimed that there are no references in case of textbook related problems. Variations in the physical standards of textbooks and the training of teachers on textbooks had been identified as problems by 47.73 and 45.45 percent of REB/Zonal respondents respectively, while the same problems were noticed by about two-thirds of school respondents.

For the three questions in common , i.e. Items (iv), (v) and (vi) , the chi-square test of significance was computed. The result showed that for 2 degrees of freedom at the .05 level of significance, the critical value of  $\chi^2 = 5.99$ ; and the calculated values of  $\chi^2$  are 1.84, 9.991 and 13.27 for Items (v), (vi), and (vii) respectively. It would then be concluded that there is no statistically valid difference between the perception of the two groups regarding the absence of guidelines to refer to in order to solve textbook related problems. On the other hand there is a statistically significant difference between the two groups about the physical standards of textbooks and the training of teachers, as the computed values of  $\chi^2$  i.e. 9.991 and 13.27 are greater than the critical value.

The Woreda officials and supervisors interviewed cited that the problem of replacing lost/damaged books could not be minimized because of lack of directives from the REB.

### **3.2.3. Textbook Development and Approval**

Questions were also posed to the two groups in order to investigate the knowledge of REB and zonal experts as well as teachers/schools as to whether they know who writes the textbooks they are distributing or using.

As observed in Table 6, Item (i), 79.55 percent of the REB and Zonal respondents expressed that textbooks are written by commissioned writers. As to school respondents, the maximum percent of those who said they know was 48.96. On the average nine percent of REB and zonal respondents and about 61.20

percent of school respondents appeared to be ignorant of who writes textbooks; although they are involved in the management of textbooks in one way or another.

A chi - square test was calculated for each choice in Item (i) of Table 6 to detect differences between the responses of the two groups. The result of the test showed that for 2 degrees of freedom at the .05 level of significance, the critical value of  $\chi^2 = 5.991$ ; and the calculated values of  $\chi^2 = 21.46$  for Item (i) a;  $\chi^2 = 57.08$  for Item (i) b;  $\chi^2 = 45.21$  for Item (i) c;  $\chi^2 = 63.96$  for Item (i) d; and  $\chi^2 = 85.25$  for Item (i)e . Thus, conclusion would be drawn that there is reliable evidence showing the existence of statistically significant difference between the two groups in their knowledge about the writers of textbooks. A majority of the school respondents do not know who wrote the books they use in their daily teaching activities.

**TABLE 6**

**Textbook Preparation and Approval**

Items	Frequency of Responses in Percent							$\chi^2$
	REB/Zone Respondents (N=44)			School Respondents (N=195)				
	Yes	No	DK	Yes	No	DK		
i. Textbooks are written currently by :								
a) REB experts	9.09	68.18	22.70	18.36	30.60	50.49	21.46	
b) Commissioned writers	79.55	9.09	11.40	20.91	22.93	56.61	57.08	
c) Private publishers	2.27	75.00	22.70	6.12	22.44	70.89	45.21	
d) a and b	11.36	70.45	18.20	24.48	12.75	62.22	63.96	
e) a, b and c	9.09	63.64	27.30	27.54	6.12	65.79	85.25	
ii. Body that approves manuscripts:								
a) REB's Curriculum Department	86.40	13.60						
b) A committee in the REB	18.20	81.80						
c) The city council	9.10	90.90						
d) I do not know	-	-						

Regional and zonal respondents were also asked to tell the supreme body that approves textbooks manuscripts. In this connection, 86.40 percent of them said that it is the REB's Curriculum Department that has this responsibility; while

18.20 percent mentioned that a specially assigned committee in the REB approves manuscripts and 9.10 percent said the City Council; as revealed in Table 6, Item (ii). The researcher however, discovered that although the Curriculum Department has an overall responsibility, the textbooks are approved either by the single subject specialist assigned in the Department for each subject or in their absence, by the editors themselves.

An assessment of the number of commissioned authors and editors assigned for each title reveals that the number of authors and editors ranges from two to four and from none to three respectively for each title in the primary. Thus, there is neither an approval committee nor a curriculum council that will enable the REB to take group decision.

Textbooks and teachers Guides were prepared based on the new Education and Training Policy adopted in 1994. It is then expected that textbook writers and editors would have been trained/oriented before they resumed writing the manuscripts. In this regard, the REB and zonal respondents were requested to respond as to whether there was a training or not, and if there was a training about the coverage and its adequacy.

Table 7 shows that 65.91 percent of the respondents reported that no training was given to writers and editors before resuming their task of writing and editing textbooks, while a minority (11.36 percent) said 'yes' and 22.73 percent did not know about it. Based on the responses of 11.36 percent of the respondents, who confirmed that training was given, the coverage as well as the adequacy of the training were examined. Accordingly, those who claimed that training was given to all and training given to few are 40 percent each. Overall, they rated the claimed training as inadequate.

**TABLE 7**

**Training Given to Textbook Writers and Editors**

Items	REB and Zone Respondents (N = 44)	
	N	%
i. Training given to writers and editors:		
a) Yes	5	11.36
b) No	29	65.91
c) I do not know	10	22.73
Total	44	100.00
ii. Coverage of training:		
a) Training given to all	2	40.00
b) Training given to few	2	40.00
c) I am not sure	-	-
d) I do not know	1	20.00
Total	5	100.00
iii. Adequacy of training given to writers and editors:		
a) More than adequate	-	-
b) Generally adequate	-	-
c) Marginally adequate	1	20.00
d) Inadequate	3	60.00
e) very inadequate	1	20.00
Total	5	100.00

REB and zone respondents were requested to rate the effectiveness of the current process and procedures of textbook writing and approval (Table 8).

**TABLE 8**

**Effectiveness of the Current Process and Procedures of Textbook Development and Approval**

Rating	REB and zone Respondents (N = 44)	
	N	%
a) More than adequate	-	-
b) Generally adequate	3	6.82
c) Marginally adequate	10	22.73
d) Inadequate	23	52.27
e) Very inadequate	8	18.18
Average Rating/ Percent	2.2	44.00

Table 8 reveals that 52.27 percent of the respondents felt that the process and procedures of the current textbook writing and approval system is inadequate. Those who reported 'generally adequate' were 6.82 percent, 'marginally adequate' 22.73 percent, and 'very inadequate' 18.18 percent. The total average rating on a five-point scale was found to be 2.2; implying that the process and procedures are inadequate as perceived by the REB and Zone respondents.

Respondents were also requested to indicate those bodies or individuals that they think should be involved in approving textbooks. Table 9 shows the results.

**TABLE 9**  
**Bodies Recommended to Approve Textbook Manuscripts**

Items	Frequency of Responses and Rank Order			
	REB/Zone Respondents (N = 44)		School Respondents (N = 195)	
	f <sub>1</sub>	r <sub>1</sub>	f <sub>2</sub>	r <sub>2</sub>
Bodies that should involve in approving manuscripts:				
a) Teachers	43 (97.73)	1	190 (97.44)	1
b) Parents	24 (54.55)	6	131 (67.18)	5
c) Colleges/universities	42 (95.45)	2	188 (96.41)	2
d) Publishers	28 (63.64)	5	127 (65.13)	6
e) Capable individuals	41 (93.18)	3	182 (93.33)	4
f) Federal MoE experts	40 (90.91)	4	184 (94.36)	3

\* Numbers in parenthesis indicate percentages; f = frequency; r = rank order

According to the response of both groups of respondents, involving teachers and colleges/universities in the process of approving textbook manuscripts were ranked first and second respectively. Capable individuals and Federal MoE experts were ranked third and fourth by REB/Zone respondents. This perception was also shared by school respondents, but the two attributes were set in reverse order in rank; i.e. fourth and third respectively. REB and zone respondents ranked the involvement of publishers fifth and of parents sixth; while the school respondents ranked them in a reverse order.

As a whole, it may be noted that the majority of the respondents of each group are of the opinion that teachers, parents, colleges/universities, publishers,

capable individuals and Federal MoE experts should be involved in approving textbook manuscripts. This would imply that respondents felt the need of establishing a well organized and structured body/committee composed of appropriate stakeholders to approve textbooks rather than depending on few editors or single subject specialists posted in the REB.

The test of Spearman's Rank - order correlation coefficient  $\rho$  (rho) was applied to test the null hypothesis that there is no relationship between the REB and zone respondents and school respondents in perceiving the bodies that have to be involved in the approval of textbook manuscripts. The test result showed that for an N of 6 at the .05 level of significance the critical value of  $\rho$  (rho) = .829; and the calculated value of  $\rho$  = .886. Hence, the null hypothesis is not accepted; and it would be concluded that there is a statistically significant relationship between the two groups of respondents in perceiving the bodies that need to be involved in approving textbook manuscripts.

#### 3.2.4. Textbook Needs Identification and Textbook to Pupil Ratios

REB/Zone respondents were requested to indicate the factors considered to quantify the number of textbooks to be printed and distributed to schools.

**TABLE 10**  
**Factors Considered to Quantify Textbooks to be Printed and Distributed**

Factors	Responses of REB and Zonal Respondents (N = 44)			
	Yes	%	No	%
i) Size of target student population	37	84.09	7	15.91
ii) Agreed pupil: textbook ratio	38	86.36	6	13.64
iii) Book life expectation	34	77.27	10	22.73
iv) Contingency for loss or damage	30	68.18	14	31.82
v) Demand data gathered from schools	31	70.45	13	29.55
vi) Annual budget allocated for printing	43	97.72	3	6.82
vii) Considering private and mission schools	21	47.73	23	52.27

It could be observed from Table 10 that the quantification of textbooks to be printed and distributed seem to be based on the size of the student population, agreed pupil: textbook ratio, expected life of textbooks, contingency for loss or damage, demand data gathered from schools and annual budget allocated for printing as asserted by about 80.68 percent of the respondents on the average.

The consideration given to private and mission schools, which account for 28.45 percent of the total number of schools in Addis Ababa and enrolling over a quarter of the total student population at primary level, seems relatively low as only 47.73 percent of the respondents responded in the affirmative.

Table 10 also indicates that the annual budget allocated is a major factor to decide the quantity of textbooks to be printed as reported by 97.72 percent of the respondents. It can be imagined then that keeping the balance between the budget allocated and the other factors is a demanding task to the REB.

Demand data gathered from schools is assumed to be an important factor to decide on the number of textbooks to be printed/reprinted and distributed. School respondents were asked about how the quantity of books required are determined; which people are consulted as sources of data and whether the schools get textbooks as per their request or not. Table 11 contains the results obtained.

Table 11, Item (i) reveals that well over 70 percent of respondents felt that the number of new students to be admitted and the number of repeaters/promoted are considered to decide the quantity of textbooks required, followed by the number of lost/damaged books (56.92 percent). Estimation for contingency and the life of textbooks are indicated by 54.87 percent of the respondents.

According to the overwhelming majority of respondents (over 85 percent), storekeepers and school directors are the main sources of data to determine textbooks required for each academic year. Less than one-third of the respondents indicated that homeroom teachers, subject teachers and department heads serve as sources of data.

**TABLE 11**  
**Process of Textbooks Data Gathering at School level**

Items	Frequency of Responses from School Respondents(N=195)			
	Yes	%	No	%
i) Basis to quantify number of textbooks required:				
a) Number of new students admitted	144	73.85	51	26.15
b) Number of repeaters/promoted	140	71.79	55	28.21
c) Number of lost/damaged books	111	56.92	84	43.08
d) Estimation for contingency	107	54.87	88	45.13
e) The average life of textbooks	101	51.79	94	48.21
ii) Sources of data to determine textbooks required for each academic year are:				
a) Homeroom teachers	38	19.49	157	80.51
b) Subject teachers	78	40.00	117	60.00
c) Department heads	69	35.38	126	64.62
d) Store keepers	179	91.79	16	8.21
e) Directors	167	85.64	28	14.36
iii) Frequency of getting textbooks as per the request :				
a) Almost always	4	2.05		
b) Very often	37	18.97		
c) Often	105	53.85		
d) Sometimes	25	12.82		
e) Never	24	12.31		
Total/ percent	195	100.0		
Average rating	2.8			

With the intention of discovering whether supply of textbooks matches with the demand, respondents were asked how often schools get textbooks as per their request. The finding , i.e. Table 11, Item (ii), reveals that schools often get textbooks (rated as 2.8 out of 5 points)

Generally, it would be concluded that the basis for quantification of textbooks at school level seems unreliable. The involvement of homeroom and subject teachers in determining the number of textbooks required is low and it is the directors and the storekeepers that play the major role. Moreover, the findings would indicate that demand and supply have not been matched. Thus it would seem that there are other factors which have more weight to serve as a basis to

decide on the number of books to be printed rather than the demand forwarded from schools.

**TABLE 12**  
**Inventory of Textbooks at School Level**

Frequency of Inventory	Frequency of Responses by School Respondents (N = 195)	
	N	%
a) Once in a year	80	41.03
b) twice in a year	2	1.03
c) Once in two years	22	11.28
d) Once in three years	-	-
e) When necessary	73	37.44
f) Do not know	18	9.23

As Table 12 reveals, 41.03 percent of the respondents reported that inventories of textbooks are undertaken once in a year. Although this is what school regulations demand, inspection of the data indicates that about 48.72 percent of respondents confirmed that inventories are taken every two years or when found necessary. Those who reported that inventories are taken twice in a year were one percent; while the rest 9.23 percent knew nothing about the issue presented. Thus, it would mean that schools do not keep up-to-date data about textbooks. Taking textbook inventory as deemed necessary is loose and unsystematic as the norm is usually taking inventory in case of identified faults, the transfer, retirement or death of storekeepers. This practice will not enable schools to forward the actual quantity of textbooks they require every year.

School respondents were requested to estimate the average life of textbooks and the percentage of books that are lost or damaged annually for various reasons with the assumption that they have the first hand information, experience and knowledge to respond to such questions reliably.

**TABLE 13**

**Estimated Average Life of Textbooks**

Items	School Respondents (N=195)			
	For Grades 1-4		For Grades 5-8	
	N	%	N	%
<b>i. Average life of textbooks</b>				
a) One year	60	30.77	10	5.13
b) two years	75	38.46	66	33.85
c) Three years	39	20.00	77	39.49
d) Four years	10	5.13	25	12.82
e) Over four years	11	5.64	17	8.72
Total	195	100.00	195	100.00
<b>ii. Estimated percentage of lost/damaged textbooks annually</b>				
a) Less than 10 percent	42	21.54	61	31.28
b) 11 - 20 percent	50	25.64	69	35.38
c) 21 - 30 percent	36	18.46	24	12.31
d) 31 percent and above	67	34.36	41	21.03
Total	195	100.00	195	100.00

Table 13, Item (i) shows that the average life of textbooks for the lower primary (grades 1-4) is estimated to be two years by 38.46 percent of the respondents, followed by one year by 30.77 percent and three years by 20.0 percent. The average life of textbooks for the upper primary (grades 5 - 8) is estimated to be three years as reported by 39.49 percent of respondents, followed by two years by 33.85 percent and four years by 12.82 percent.

The printing specification for textbooks of both levels is the same. However due to the difference in age and the care they give to textbooks, the REB's estimation is that textbooks will last for two years at the lower primary and for three years at the upper primary. It would then be concluded from the data in Table 13 that there are a considerable amount of books that would not serve for the intended number of years at both levels of primary education.

Table 13 Item (ii) shows estimated percentage of lost/damaged textbooks annually. Accordingly 34.36 percent of the respondents reported that over 30

percent of the textbooks at lower primary are lost/damaged annually. A similar percent (35.38) of respondents estimated that 11 - 20 percent of textbooks at the upper primary level are lost/damaged every year. About 21.03 percent responded that over 30 percent of the books are lost/damaged at the upper primary.

Hence it may be concluded that although the condition of textbooks at the upper primary is relatively better than the lower primary, the estimated number of textbooks lost/damaged is considerably high at both levels for it has implications on budget, distribution and above all the learning process of in-coming pupils at each grade level every year. This in turn would indicate that the printing specification of textbooks, the care taken by students, the follow up measures taken by parents and teachers/schools, etc. are to be questioned. More than anything else, pupils seem to be penalized by there being no replacement copies available.

A question was posed to REB/ Zone respondents to indicate their agreement or disagreement to the Statement: 'Data on pupil enrollment and textbook requirement is reliable and accurate'. Accordingly, 70.45 percent of the respondents disagreed to the statement while only 15.91 percent had positive attitude towards the statement. The rest 13.64 percent were undecided. The mean rating score was found to be 2.39. Therefore, it may be concluded that the level of agreement of REB/Zone respondents towards the reliability and accuracy of the data obtained from schools is low.

### **3.2.5. Integration of School Level Data with Production Schedule of Textbooks**

The management of textbooks involves coordination and exchange of information and data among the different levels (school, woreda, zone, REB) and between the various departments within the zonal and regional offices. Respondents were asked to rate the extent of coordination and exchange of information, as very strong (VS), strong (S), moderate (M), weak (W), and very weak (VW). The results are summarized in Table 14.

**TABLE 14**

**Extent of Coordination and Exchange of Information and Data on Textbooks**

Levels	Gr.	Responses in Percent (Group 1, N=44; Group 2, N=195)					Mean	t- value
		VS	S	M	W	VW		
i) Between schools and woreda	1	6.82	22.73	54.55	13.64	2.27	3.18	8.89
	2	5.64	16.41	33.33	27.69	16.92	2.66	
ii) Between Woreda and Zone	1	9.09	11.36	56.82	15.91	6.82	2.99	0.83
	2	9.74	15.90	36.41	27.69	10.26	2.86	
iii) Between Zone and REB	1	15.91		20.45	11.36	-	3.73	
iv) Among departments divisions in REB and Zone	1	6.82	6.82	50.00	34.09	2.27	2.82	

Item (i) of Table 14 reveals that the level of coordination and exchange of information and data on textbooks between schools and woreda was rated as 3.18 (63.6 percent) as judged by REB and zonal respondents; while school respondents rated it as 2.66 (53.2 percent); the latter being more dissatisfied than the former.

A t-test of significance was undertaken to determine whether there was a difference between the perception of the two groups or not. The result of the test showed that with 237 degrees of freedom at the .05 level of significance the critical value of  $t = 1.960$ ; and the calculated value of  $t = 8.89$ . Since the computed value is greater than the critical value, it would be concluded that there exists statistically significant difference between the two groups of respondents in rating the extent of coordination and exchange of data on textbook between schools and woredas.

Moreover, as indicated in Table 14 Item (ii), the extent of coordination and exchange of information and data between woreda and zone is rated as 2.99 by REB and zonal respondents and as 2.86 by school respondents. Both groups rated the level of coordination a little more than average. The t-test of significance with 237 degrees of freedom at the .05 level of significance shows that the critical value of  $t = 1.960$ ; and the calculated value of  $t = 0.831$ . Thus it could be concluded that there does not exist statistically significant difference between the two groups in

rating the extent of coordination and exchange of information and data on textbooks between woreda and zone.

Textbook related activities are diverse and undertaken by the various departments and divisions in the REB and Zonal Education Departments. As observed from Table 14 the extent of coordination and exchange of information/data on textbooks between zone and REB (Item iii) and among departments/divisions within the REB or zone (Item iv), were on the average rated as 3.73 (74.6 percent) and 2.82 (56.4 percent) respectively. This would mean that the level of exchange of information and data among the relevant departments within the REB and zone (curriculum, planning, supervision, educational programs, educational support services, etc.) is relatively low.

It was found out from the REB that a questionnaire is sent to each zone in November/December every year to gather data and information on textbook needs of schools for each title and grade level. The information on book needs from the schools collated at woreda and zonal level reach the REB the fastest by April/May. By then the print planning has already been done for the schools to which the lists of book needs refer because the annual plan has to be submitted to the City Council by March/April. To do this, the Educational Support Department; the office responsible to print and distribute textbooks; makes use of the enrollment data anticipated by the REB's Planning and Statistics Service, textbook life assumptions and previous distribution history of the REB. A conclusion may be drawn then that the information on book needs from the schools is not used for print planning, but may be later used for distribution planning.

### **3.2.6. Textbook Production**

Educational Support and Supply Department of the REB is responsible to coordinate and oversee the printing and distribution tasks. It prepares bidding documents; sets printing specifications; prepares contractual agreements; and undertakes the follow up activities.

Printing is an area of concern in textbook publishing. The specifications set for the binding, the paper quality, the cover and the color need to be followed up. Moreover, the deadline for submitting finished textbooks will determine the timely delivery of textbooks to schools. To this effect, the REB and Zone respondents, who closely follow up the task, were asked to respond to questions related to such matters. The result is summarized in Table 15.

**TABLE 15**  
**Printing Specification and Controlling**

Questions	Responses of REB/Zone Respondents (N=44)			
	Yes	No	DK	Total
i. Did printers respect the printing specification?	5 (11.36)	26 (59.09)	13 (29.55)	44 (100)
ii. Did printers meet the deadline for delivery of printed textbooks?	4 (9.09)	30 (68.18)	10 (22.73)	44(100)
iii. If 'No', what measures were taken on the printers?	-	-	-	-
a) Performance bond forfeited		6 (20.00)	24(80.00)	30 (100)
b) Not allowed to print other textbooks		11 (36.67)	19 (63.33)	30 (100)
c) Written reprimand given	7 (23.23)	5 (16.67)	18(60.00)	30 (100)

Numbers in parenthesis indicate percentages.

Inspection of Table 15 reveals that 59.09 percent of the respondents reported that printers did not respect agreed printing specifications, while 68.18 percent claimed that they did not respect deadlines. On the other hand, the percentage of respondents that confirmed that printers respected the specifications set and the deadlines fixed were 11.36 and 9.09 respectively. The rest ( about 11.5 percent) did not know about the issue.

Among those who reported that printers did not respect specifications and deadlines, the majority (over 60 percent), did not know the measures taken by the REB on such printers. The only measure mentioned by 23.33 percent of the respondents was giving written reprimands.

Therefore, it seems that the printing specification and deadlines of accomplishing the printing task are not met by printing enterprises. Moreover,

strong measures are not taken on those printers who fail to fulfill the agreement entered with the REB. This in turn will contribute to the late delivery of textbooks to schools.

### 3.2.7. Estimation of Price of Textbooks

REB /Zone respondents were asked to indicate the factors considered to determine the unit price of a textbook that is labeled at the back cover of each textbook.

**TABLE 16**

**Basis for the Estimation of the Unit Price of Textbooks**

Factors Considered	Responses of REB and Zone Respondents (N = 44)		
	Yes	No	DK
a) Cost of writing manuscripts	2 (4.55)	27 (61.36)	15 (34.09)
b) Salary of curriculum experts	-	30 (68.18)	14 (31.82)
c) Printing cost	31 (70.45)	1 (2.27)	12 (27.27)
d) Distribution cost	1 (2.27)	28 (63.64)	15 (34.09)

Numbers in parenthesis are percentages.

According to Table 16, although about one-third of the respondents did not know how prices are estimated, the majority (about 64 percent) asserted that the cost of writing manuscripts, the salary of curriculum experts and cost of distribution of textbooks are not considered in the estimation. Printing cost is the main factor that serves to determine unit price as reported by 70.45 percent of the respondents as well as the researcher's own investigation from documents and the REB. Therefore, it would be concluded that the unit price labeled at the back cover of each textbook does not indicate the actual unit cost of textbooks.

### 3.2.8. Textbook Distribution

Respondents were requested to indicate the prevalent chain of distribution of textbooks, the usual months of arrival of books at school and their distribution to pupils. Over 80 percent of the REB/Zone respondents confirmed that REB receives the textbooks from printers and delivers them to zonal departments. The schools

are then informed to get their share from the zonal stores. This implies that schools that have the required financial capacity to transport the books as well as responsible directors and school committees will likely take their share on time, while others may suffer due to lack of resources. The months of arrival of textbooks are shown in Table 17 as reported by school respondents.

**TABLE 17**  
**Months of Textbook Arrival at Schools and their Distribution to Pupils**

Months	Frequency of Responses from School Respondents (N = 44)			
	Arrival to School		Distribution to pupils	
	N	%	N	%
a) July	5	2.56	-	-
b) August	18	9.23	22	11.28
c) September	40	20.51	102	52.31
d) October	50	25.64	55	28.21
e) November and after	82	42.05	16	8.21

Schools in Addis Ababa are usually open as of September 12/13 every year after the long summer vacation. Inspection of Table 17 reveals that about 88 percent of school respondents reported that textbooks arrive at school after the academic year starts and even extends up to months after November. Available textbooks are distributed to pupils starting in August, but mostly in September according to 52.31 percent of the respondents. However, the data warrant that pupils in some schools receive textbooks in October and beyond.

Woreda officials and supervisors even confirmed that there are no definite months in which textbooks arrive to school. They expressed that textbooks are delivered throughout the year, although improvements are being observed in the last two years or so. However, it would be fair to conclude that there are situations where some three to four months pass without pupils getting the textbooks after schools open early September every year. Concerning textbook to pupil ratio, the

responses obtained from REB and Zone as well as school respondents are shown in Table 18.

**TABLE 18**  
**Textbook to Pupil Ratio as Reported by Respondents**

Textbook: Pupil Ratio	Frequency of Responses					$\chi^2$
	REB/Zone Respondents (N=44)		School Respondents (N=195)			
	N	%	N	%		
a) 1:1 for all subjects	29	65.91	52	26.67	36.10	
b) 1:2 for all subjects	8	18.18	56	28.72		
c) 1:3 for all subjects	1	2.27	29	14.87		
d) 1:4 for all subjects	6	13.64	9	4.62		
e) 1:1 in some, and greater than this for others	-	-	49	25.13		

According to Table 18, 65.91 percent of the REB and Zone respondents claimed that the textbooks: pupil ratio is 1:1 for all subjects; followed by 18.18 percent reporting a ratio of one textbook to two pupils; while 13.64 percent said that one textbook is shared by four pupils.

Responses from schools seem to be distributed among Items (a), (b) and (e) with an average percent of 26.84. There is no clear majority of response in this aspect. This would indicate that there is a great variation in the textbook to pupil ratio among schools, and in the titles of textbooks.

A chi-square ( $\chi^2$ ) test of significance between the responses of the two groups resulted in that for 4 degrees of freedom at the .05 level of significance, the critical value of  $\chi^2 = 9.49$ ; and the calculated value of  $\chi^2 = 36.10$ . Hence, since the computed value is greater than the critical value, it would be concluded that there existed a statistically significant difference between the two groups of respondents in perceiving the situation of textbook to pupil ratio. It appears that REB/Zone respondents claimed that textbook to pupil ratio is in a satisfactory situation. However, school respondents at the grassroots level stand on the contrary.

With an aim of getting exact ratios and triangulating the responses of the two groups concerning the textbook to pupil ratio, data on the number of students in each grade and school as well as number of textbooks for each subject and grade was collected from the sample schools and the ratio calculated.

Out of the 28 sample schools, 24 (85.71 percent) were able to submit a complete data on the number of usable textbooks available in the hands of pupils and in the stock. The result reveals that there is a variation in the textbook to pupil ratio in each grade level and for different titles ranging from a textbook to pupil ratio of 1 : 0.5 to a ratio of 1 : 2 and 1: greater than 2 (Append. F and G). This implies that there are shortages in some titles and surpluses in others.

An odd phenomenon discovered was that the REB had printed physical education textbooks in 39,429 copies for Grade Three; 36,000 copies for Grade Four; 30,672 copies for Grade Seven and 36,000 copies for Grade Eight in 1997/98 and 1998/99; but none of the sample schools reported that it received the textbooks.

Asked to indicate the teachers guides to teachers ratio, 68.72 percent of school respondents reported that one teacher gets one teachers' guide, while 15.89 said that one guide is shared between two subject teachers The rest 7.69 percent indicated that three subject teachers use one guide and another 7.69 percent even mentioned the use of one guide book by all teachers teaching same subject in the same grade level. This would then mean that the distribution is not even. The problem is more severe; and often teachers guides are totally non-existent in private and mission schools as discovered from the interview with woreda officials.

TABLE 19

Extent of Provision of Textbooks

Items	Frequency of Responses					t-value
	REB/Zone Respondents (N=44)		School Respondents (N=195)			
	N	%	N	%		
Extent of the current provision of textbooks as compared to the rising student enrollment is:						
a) Very adequate	4	9.08	13	6.67		
b) Generally adequate	24	54.55	101	51.79		
c) Marginally adequate	14	31.82	32	16.41		
d) Generally inadequate	2	4.54	36	18.46		
e) Very inadequate	-	-	13	6.67		
• Total average rating/Percent	3.68	73.6	3.33	66.6		3.236

Table 19 shows that 54.55 percent of REB/Zone and 51.79 percent of school respondents rated the extent of the current provision of textbooks as 'generally adequate' as compared to the rising student enrollment. Those who claimed that the extent of provision of textbooks is very adequate are 9.09 and 6.67 percent of the REB/Zone and school respondents respectively. On the other hand, 31.82 percent of the REB/Zone and 16.41 percent of school respondents rated it 'marginally adequate'. Only 4.54 percent of the REB/Zone respondents felt that the extent of provision of textbooks is generally inadequate; while 18.46 percent of school respondents reported that it is generally inadequate.

The total average rating, as per the REB/Zone respondents is 3.68 accounting to 73.6 percent. The school respondents rated the extent of provision of textbooks lower than the REB/Zone rating and equals to 3.33 (66.6 percent).

In order to test the null hypothesis that there is no difference between the two groups of respondents in rating the extent of the current provision of textbooks, a t- test of significance was undertaken. The test resulted in that for 237 degrees of freedom at the .05 level of significance the critical value of  $t = 1.960$ ; and the calculated value of  $t = 3.236$ . As the computed value is greater than the critical

value, the null hypothesis is not accepted. Thus, it would be concluded that there is evidence indicating that there exists statistically significant difference between REB/Zone and school respondents in their rating of the provision of textbooks.

### **3.2.9. Textbook Utilization in Schools**

The ultimate aim of providing pupils with textbooks is to enable them utilize the books properly in the classroom. Both groups of respondents were asked to mention the extent of students bringing textbooks to class; and if they do not usually bring textbooks to classrooms, the possible reasons.

It can be observed from Table 20 Item (i) that 54.55 percent of REB/Zone respondents and 53.85 percent of school respondents reported that pupils do not bring textbooks to classes at all; while those who confirmed that pupils bring textbooks seldom are 22.73 and 26.7 percent respectively. A negligible percent (less than six percent) of both groups of respondents claimed that pupils always bring textbooks to the classroom.

Visual spot check and count of the ratio of textbooks to pupils was undertaken in 20 sections each in Grades 1, 3, 5, 7 and 8 in five primary schools. The data obtained (Appendix H) indicated that about half of the pupils brought textbooks for Amharic, English and Mathematics. The proportion for science and social studies was below 40 percent. Grade two was higher than Grade one.

Overall, pupils bring mathematics textbooks followed by English. Girls seem more or less better than boys in bringing textbooks to class. Moreover, there is a tendency of decreasing proportion of pupils as the grade level increases. An exception was observed in Grade seven where there were many pupils with textbooks in class. This may be attributed to the fact that the shift of medium of instruction into English might have forced them to bring the textbooks in order for them to follow up lessons attentively. However, this situation changes in grade eight.

TABLE 20

Textbook Utilization in the Classroom

Items	Frequency of Responses					
	REB/Zone Respondents (N = 44)			School Respondents (N = 195)		
	N	%		N	%	
i. How often do pupils bring textbooks to class?						
a) Always	2	4.55		11	5.64	
b) Usually	7	15.91		24	13.85	
c) Seldom	10	22.73		51	26.67	
d) Never	24	54.55		105	53.85	
e) No response	1	2.27		-	-	
ii. If students do not usually or always bring textbooks, the reasons are:						
	N	%	Rank	N	%	Rank
a) They do not need them in class	1	2.27	7	12	6.15	7
b) Fear of losing them	26	59.09	1	131	67.18	1
c) The books are heavy to carry.	21	47.73	2	112	57.44	3
d) The books are too many to carry.	18	40.91	3	117	60.00	2
e) Parents forbid them to take.	8	18.18	6	30	15.38	5
f) The reluctance of teachers	9	20.45	5	15	7.69	6
g) The high unit cost of textbooks	15	34.09	4	100	51.28	4

Table 20, Item (ii) shows also that 59.09 percent of REB/Zone respondents and 67.18 percent of school respondents cited 'fear of losing textbooks' as the major reason why students do not always/usually bring textbooks to classrooms. Heaviness and the number of textbooks to be carried daily are second and third in terms of the frequency of REB/Zone respondents (47.73 and 40.91 percent respectively). On the other hand, these reasons were ranked in a reverse order by school respondents as confirmed by 57.44 and 60.0 percent respectively. The high unit price of textbooks ranked fourth by both groups. Parents forbidding pupils not to take textbooks to schools and the reluctance of teachers to urge pupils to bring textbooks were ranked as the fifth and sixth reasons by school respondents and

with the reverse order by Zone/REB respondents. Both groups shared the same perception with regard to the reason that pupils do not bring textbooks because they do not need them in class; and ranked it seventh.

Spearman's Rank-order correlation coefficient ( $\rho$ ) test of relationship showed that for an N of 7 at the .05 level of significance the critical value of  $\rho = 0.714$ ; and the calculated value of  $\rho = 0.93$ . Thus it could be concluded that there is statistical evidence showing the existence of relationship between the REB/Zone respondents and school respondents in perceiving the major reasons as to why pupils do not bring textbooks to classrooms.

An attempt was made to assess the number of titles for each grade, the unit price and the extent/size of each textbook. The findings (Appendix I) revealed that the number of pages vary from 65 to 339 for the lower primary. Only two titles, Grade One Environmental Science and Grade Two Social Studies, have pages less than 100. Grade One Amharic, Grade Three Environmental Science and Grade Four Environmental Science have 206, 317 and 339 pages respectively. The unit prices range from Birr 1.65 (Grade Two Social Studies) to Birr 13.10 (Grade 4 Environmental Science). In the upper primary, the number of pages vary from 78 (Grade Five Amharic) to 265 (Grade Seven Mathematics). The unit prices range from Birr 2.55 (Grade Five Amharic) to Birr 12.90 (Grade Eight Biology).

In general, the smaller the format the more durable the books and the more comfortable to carry. However, all textbooks except Mathematics for Grades Two to Seven, the rest were found to be of a large size i.e. A4 size ( 21 cm X 29.7 cm). Thus, it seems that textbooks at the upper primary are in a relatively better condition in terms of number of pages and unit price than the lower primary.

The extent of textbooks may also be examined considering the term of payment made to authors and editors. Authors are paid Birr 25 per page, and editors Birr 10 per page. The payment is dependent on the number of pages written and is not based on the work output. REB/Zone respondents, in the open ended question, mentioned that this would no doubt tempt some authors to increase the number of pages unnecessarily violating pedagogical principles.

Furthermore, school respondents were asked to indicate the measures taken when pupils lose/damage textbooks. The result is shown in Table 21.

**TABLE 21**

**Measures Taken When Textbooks are Lost or Damaged by Pupils**

Items	Responses from School Respondents (N=195)				
	Yes	%	No	%	Total
i. Are measures taken on pupils who lose/damage textbooks?	175	89.74	20	10.26	195
ii. If 'yes' the types of measures are:					
a) Reprimand	71	40.57	104	59.43	175
b) Replacing the textbooks in kind	98	56.00	77	44.00	175
c) Paying in cash	109	62.29	66	37.71	175
iii. In case of payment, the amount is:					
a) The actual price of the textbooks.	57	52.29	-	-	-
b) Twice the price of the book	13	11.93	-	-	-
c) Three times the price	-	-	-	-	-
d) Actual price plus 25%	12	11.01	-	-	-
e) Actual Price plus 50%	27	24.8	-	-	-

As is observed in Table 21, 89.74 percent of school respondents reported that measures are taken on pupils who lose/damage textbooks; while the rest (10.26 percent) responded in the negative. As to the types of measures taken, reprimand, replacing the textbook in kind and payment in cash were identified by 40.57, 56.00 and 62.29 percent of respondents respectively.

In case of payment, 52.29 percent of those who reported payment in cash as the measure taken confirmed that pupils pay the actual price of the textbook. This is followed by 'actual price plus 50 percent' (24.77 percent), 'twice the price of the book, (11.93 percent), and 'actual price plus 25 percent' (11.00 percent). Thus, it would be concluded that measures are taken when textbooks are lost or damaged in many situations. However, it seems there is no uniformity in the types of measure and in the amount paid by pupils who lose/damage.

It is imperative that teachers need be oriented or trained on how to use the new textbooks that are prepared based on a completely new education and training policy. In this connection, questions were posed to respondents as to whether training was given to teachers; and if 'Yes', the coverage and its adequacy.

**TABLE 22**

**Training Given to Teachers on the New Textbooks**

Items	Frequency of Responses				$\chi^2$
	REB/Zone Respondents (N=44)		School Respondents (N=195)		
	N	%	N	%	
i) Was training given to teachers?					1.15
a) Yes	25	56.82	123	63.07	
b) No	19	43.18	72	36.93	
c) I do not know	--	--	--	--	
Total	44	100.00	195	100.00	
ii) If training was given, the coverage was:					1.41
a) All teachers trained	2	8.00	10	8.13	
b) Few teachers trained	23	92.00	113	91.87	
c) I do not know					
Total	25	100.00	123	100.00	
iii) Adequacy of the training:					t-value
a) More than adequate	-	-	-	-	12.92
b) Generally adequate	3	12.00	20	16.26	
c) Marginally adequate	16	64.00	36	29.27	
d) Inadequate	5	20.00	56	45.53	
e) Very inadequate	1	4.00	11	8.94	
Total	25	100.00	123	100.00	
Average rating/ Percent	2.84	56.8	2.53	50.6	

Table 22, Item (i) indicates that training was given to teachers on the new textbooks as reported by 56.82 percent of REB/Zone respondents and 63.07 percent of school respondents. On the other hand, 43.18 percent of REB/Zone and 36.93 percent of school respondents reported that no training was given.

A chi-square test result shows that the calculated value of  $\chi^2 = 1.15$ . Since the critical value of  $\chi^2$  for one degree of freedom at the .05 level of significance equals 3.84 and is greater than the computed value, it would be concluded that there does not exist a statistically significant difference between the two groups of respondents in their observation regarding the training of teachers.

Table 22, Item (ii) shows that out of those who confirmed that training was given, 92 percent of the REB/Zone respondents and 91.87 percent of school respondents claimed that few teachers were trained. Therefore, it may be concluded that the training did not reach to all teachers; be it directly or through the cascade model of training.

A chi-square test of significance between the responses of the two groups reveals that the calculated value of  $\chi^2$  equals 1.41, and for one degree of freedom at the .05 level of significance the critical value of  $\chi^2 = 3.84$ . Therefore, it can be concluded that there is no statistically significant difference between REB/Zone and school respondents with regard to the coverage of the training since the table value is greater than the computed value.

Regarding the adequacy of the training, it can be observed from Table 22 Item (iii) that 64.00 percent of REB/Zone respondents rated it as 'marginally adequate', followed by 'inadequate' by 20.00 percent. On the other hand 45.53 percent of school respondents rated it as 'inadequate' followed by 29.27 percent rating it as 'marginally adequate'. The training was felt to be generally adequate by 12.00 and 16.26 percent and very inadequate by 4.00 and 8.94 percent of REB/Zone and school respondents respectively. The total average rating for the adequacy of the training was found to be 2.84 (56.8 percent) by REB/Zone Respondents and 2.53 (50.6 percent) by school respondents.

In order to test whether there exists a statistically significant difference between the two groups concerning their views on the adequacy of the training, a t-test was computed. The result indicates that with 146 degrees of freedom at the .05 level of significance, the critical value of  $t = 1.960$ , and the calculated value of  $t = 12.92$ . Thus, since the calculated value exceeds the table value, it could be

concluded that the null hypothesis, that there is no relationship between the two groups of respondents in rating the adequacy of the training, is rejected. Hence, there exists a statistically significant difference between REB/Zone and school respondents in rating the adequacy level of training given to teachers on the new textbooks.

As a whole, it may be inferred from the data that training on the new textbooks was given to teachers but the coverage was small and the training inadequate as confirmed by the two groups of respondents.

Both groups of respondents were also asked whether suggestions and comments as well as questions for clarification about the whole aspects of the new textbooks are gathered and sent to the REB frequently; and if yes, do they get responses. The result is shown in Table 23.

**TABLE 23**  
**Comments, Suggestions and Questions from Teachers on the New Textbooks**

Items	Frequency of Responses				$\chi^2$
	REB/Zone Respondents (N=44)		School Respondents (N=195)		
	N	%	N	%	
i) Are comments, suggestions and questions about the whole aspect of textbooks gathered and sent to Zone/REB ?					0.201
a) Yes	26	59.09	108	55.38	
b) No	18	40.91	87	44.62	
Total	44	100.00	195	100.00	
ii) If 'Yes', do schools receive responses from Zone/REB to their comments, suggestions or questions ?					0.117
a) Yes	13	50.00	50	46.30	
b) No	13	50.00	58	53.70	
Total	26	100.00	108	100.00	

A close look at Table 23, Item (i) reveals that comments, suggestions and questions about the whole aspects of the new textbooks are gathered and sent to

Zone/REB as confirmed by 59.09 and 55.38 percent of REB/Zone and school respondents respectively. The rest 40.01 and 53.70 percent responded the contrary.

Regarding Item (ii) in Table 23, almost half of both groups of respondents responded that schools do not get responses from REB or Zone; while the other half confirmed that they get responses.

A chi-square test of significance indicated that for one degree of freedom at the .05 level of significance the critical value of  $\chi^2 = 3.841$ , and the calculated values of  $\chi^2$  for Item (i) and Item (ii) are 0.201 and 0.117 respectively. Thus, it would be concluded that there is no statistically significant difference between observation of the two groups of respondents. This shows that there is not a well coordinated and systematic way of gathering comments, suggestions and questions from teachers/ schools as well as a mechanism of sending timely responses and clarifications to all schools.

### **3.2.10. Comments, Suggestions and Attitudes of Respondents towards the Overall Management of Textbooks**

Respondents were requested to indicate their attitude towards nine statements that reflect the situation of the implementation of textbook programs currently.

Table 24, Items (I) and (ii) depict that 50 percent of REB/Zone and 42.57 percent of school respondents indicated their agreement to the statement: "The contents of most of the textbooks are of good quality". One-fourth of REB/Zone respondents and 22.55 percent of school respondents agreed to the view that the physical quality of most textbooks is satisfactory; while 56.82 and 57.95 percent of the two groups respectively disagreed to this view. About 15.91 percent of REB/Zone and 19.49 percent of school respondents were undecided.

TABLE 24

Attitudes of Respondents towards the Extent of Implementation of Textbook Programs

Statement		Gr.	Responses in Percent					Mean	t-value
			SA	A	UD	D	SD		
i.	The contents of most of the textbooks are of good quality	1	13.64	36.36	40.91	9.09	-	3.55	2.06
		2	10.26	32.31	36.41	17.44	3.59	3.28	
ii.	The physical quality of most textbooks is satisfactory	1	4.55	22.73	15.91	38.64	18.18	2.57	0.52
		2	7.69	14.87	19.49	33.33	24.62	2.48	
iii.	Most Textbooks are not suitable for the age level and experience of pupils.	1	15.91	38.64	20.45	20.45	4.55	2.59	4.82
		2	47.18	40.51	2.56	8.21	1.54	1.76	
iv.	Textbook: pupil ratio is satisfactory.	1	43.18	38.64	18.18	-	-	4.25	8.12
		2	24.62	16.41	35.90	12.31	10.77	3.32	
v.	Late delivery of textbooks does not appear to be a serious problem.	1	-	9.09	13.64	40.91	36.36	4.05	-1.24
		2	2.56	3.59	6.15	44.62	43.08	4.22	
vi.	There are usually surpluses and shortage of textbooks in different schools.	1	11.36	70.45	9.09	9.09	-	3.84	-1.83
		2	34.36	42.05	19.49	2.05	2.05	4.05	
vii.	Unit cost of many of the textbooks are not high.	1	2.27	15.91	18.18	45.45	18.18	3.23	-1.23
		2	6.67	7.18	11.28	38.97	35.90	3.43	
viii.	Unavailability of reference materials is a serious problem.	1	31.82	54.55	6.82	4.55	2.27	4.09	-2.02
		2	50.26	42.56	-	7.18	-	4.36	
ix.	The planning and implementation of textbook programs is poor.	1	20.45	52.27	22.73	4.55	-	3.89	-1.84
		2	34.36	47.69	12.82	4.10	1.03	4.10	
Total		1	-	-	-	-	-	3.56	2.07
		2	-	-	-	-	-	3.44	

Some 54.55 percent of REB/Zone respondents and a large majority of school respondents (87.69 percent) supported the statement, "Most textbooks are not suitable for the age level and experience of pupils". On the other hand, one-fourth of the REB/Zone and 9.75 percent of school respondents disagreed to this view. The rest (20.45 and 2.56 percent respectively) were undecided as shown in Table 24, Item (iii).

Textbook to pupil/ratio has been found to be satisfactory according to the responses of 81.82 percent of REB/Zone respondents and 41.03 percent of school respondents. About 23.08 percent of the school respondents disagreed to this view. The rest 18.18 percent of Group 1 and 35.90 percent of Group 2 were undecided.

The majority of the respondents (77.27 and 87.70 percent of REB/Zone and school respondents respectively) disagreed to the statement: "Late delivery of textbooks does not appear to be a serious problem". Less than nine percent of the respondents of each group agreed to the statement.

Furthermore, regarding the situation of distribution of textbooks, Table 24 Item (vi) depicts that 81.81 percent of REB/Zone respondents and 76.41 percent of school respondents reported that there are usually surpluses and shortages of textbooks in different schools. This view was unaccepted to 9.09 and 4.1 percent of respondents of Groups 1 and 2 respectively. The rest (9.09 and 19.49 percent) were undecided.

The statement: "Unit cost of many of the textbooks are not high" was supported by 18.18 and 13.85 percent of REB/Zone and school respondents respectively. The majority (63.63 and 74.87 percent) disagreed to the statement. Those who were undecided were 18.18 percent from Group 1 and 11.28 percent from Group 2.

Unavailability of reference materials was regarded as a serious problem by 86.37 and 92.82 percent of REB/Zone and school respondents respectively. Similarly, a great majority (72.72 and 82.05 percent) reported that the planning and implementation of textbooks programs is poor.

A comparison was made between the responses of the two groups applying a t-test of significance for each item in Table 24. The result shows that for 237 degrees of freedom at the .05 level of significance, the critical value of  $t = 1.96$ ; and the calculated values of  $t = 0.52, -1.24, -1.83, -1.23$  and  $-1.84$  for items 2, 5, 6, 7, and 9 respectively. Thus, it could be concluded that there is no statistically significant difference between the views of the two groups regarding the physical quality, late delivery, existence of surpluses and shortages and the high unit cost of textbooks as well as the poor planning and implementation of textbook programs.

On the other hand, the results of the t-test indicate that there is a significant perceptual difference between REB/Zone and school respondents concerning the suitability of textbooks for the age level and experience of pupils ( $t = 4.82, p < .05$ ); the situation of textbook to pupil ratio ( $t = 8.12, p < .05$ ); as well as the unavailability of reference materials ( $t = -2.02, p < .05$ ). A close look at the mean scores of these items reveals that the mean values by REB/Zone respondents are greater than the values by school respondents (3.28 for Item (i), 1.76 for Item (iii), and 3.32 for Item (iv) ). The mean value by school respondents (4.36) is higher than that of the REB/Zone respondents (4.08) for Item (viii). Except for the suitability of textbooks for pupils, the other items i.e. Items (i), (iv) and (viii) have mean values above average for both groups of respondents.

The grand mean values computed for items (i) to (ix) were found to be 3.65 and 3.55 for REB/Zone and school respondents respectively. The values reveal that both groups agreed to the positive statements and showed their disagreement to the negative ones. However, as it can be seen from Table 24, the overall result of the t-test ( i.e.  $t = 2.07, p < .05$ ) asserts that the two groups significantly differ in their attitudes towards the statements made concerning the extent of implementation of textbook programs.

Respondents were requested to indicate their level of agreement or disagreement towards some eight key issues in the management of textbooks in Addis Ababa. The result is shown in Table 25.

TABLE 25

## Attitudes of REB/Zone Respondents towards Key Issues in the Management of Textbooks

Statements	Responses in Percent ( N=44)					Mean
	SA	A	UD	D	SD	
i) The necessary manpower is assigned for the management of textbooks at all levels.	5 (11.36)	5 (11.36)	6 (13.64)	21 (47.73)	7 (15.91)	2.54
ii) Relevant training was given to staff working on textbook management.	-	4 (9.09)	5 (11.36)	7 (15.91)	28 (63.64)	1.66
iii) There is a high turn over of staff working in the management of textbooks.	6 (13.64)	20 (45.45)	5 (11.36)	7 (15.91)	6 (13.64)	3.29
iv) There is duplication and overlapping of tasks among the departments/divisions working on textbooks.	8 (18.18)	11 (25.00)	6 (13.64)	11 (25.00)	8 (18.18)	3.00
v) There is sufficient budgetary provision to undertake textbook programs.	6 (13.64)	4 (9.09)	13 (29.55)	16 (36.36)	5 (11.36)	2.77
vi) There is a clearly understood authority and accountability.	12 (27.27)	8 (18.18)	10 (22.74)	5 (11.36)	9 (20.45)	3.20
vii) Supervision and monitoring with regard to the administration of textbooks is insufficient.	7 (15.91)	21 (47.73)	5 (11.36)	7 (15.91)	4 (9.09)	3.45
Average mean						2.84

\* Figures in parentheses indicate percentages

Table 25 reveals that over 63.64 percent of the REB/Zone respondents felt that the manpower necessary for the management of textbooks is not assigned at all levels. Just under 80 percent of them confirmed that training was not given to the staff working on textbook management. The mean score of the level of agreement to Item (i) is 2.54.

About 59 percent agreed that there is a high turn over of staff. Although there is no clear majority, 47.72 percent of the respondents disagreed to the view: 'There is sufficient budgetary provision to undertake textbook programs'; while only 22.73 percent agreed to the statement.

Similarly about 45.45 percent were of the opinion that there is a clearly understood authority and accountability; and 31.81 percent expressed their disagreement. The statement regarding the insufficiency of supervision and monitoring on the administration of textbooks was supported by 63.64 percent and disagreed by one-fourth of the respondents. Equal percentage of respondents (43.18) showed their agreement and disagreement about the duplication and overlapping of tasks among the departments/divisions working on textbooks.

The average mean score for the level of agreement on the seven statements was found to be 2.84. Thus, there was agreement with many of the statements. If so, it may be concluded that the availability of human resource and their training, the high turn over of staff, duplication and overlapping of tasks, budgetary allocation, unclear authority and accountability as well as insufficient supervision and monitoring are concerns to be addressed appropriately. All these are clear manifestations of existence of lack of managerial skills and inefficient textbook management.

TABLE 26

## Level of Agreement of Respondents to Selected Policy Issues

Statement	Gr.	Responses in Percent (Group 1, N=44; Group2, N=195)						Mean	t- value
		SA	A	UD	D	SD			
i. Book loan scheme with small service charge/rent can provide revenue to purchase supplementary reading materials and cover other textbook-related expenses	1	27.27	47.73	9.09	13.64	2.27	3.84	1.22	
	2	31.28	35.38	7.69	17.95	7.69	3.65		
ii. Cooperation among regions in preparing and printing textbooks of some common subjects jointly can reduce unit costs and has educational advantages in experience sharing.	1	31.82	43.18	11.36	6.82	6.82	3.86	-1.12	
	2	42.56	32.82	14.87	7.18	2.56	4.06		
iii. If there are several competing titles for the same subject, the development of the highest quality textbook will be possible through competition.	1	22.73	52.27	13.64	9.09	2.27	3.84	-0.53	
	2	28.21	51.28	7.18	10.77	2.56	3.92		
iv. Teachers are competent enough to select textbooks that are appropriate to pupils if they are given the choices.	1	15.91	47.73	20.45	9.09	6.82	3.57	-2.4	
	2	30.77	44.10	15.38	9.74	-	3.96		
v. Strengthening the involvement of the private sector will ease the burden of REB of publishing, printing and distribution.	1	31.82	47.73	11.36	2.27	6.82	3.95	1.37	
	2	23.08	37.44	30.77	7.18	1.54	3.73		
vi. State controlled distribution of textbooks is often unsatisfactory.	1	22.73	47.73	11.36	9.09	9.09	3.66	0.95	
	2	20.51	34.87	22.56	16.92	5.13	3.49		

Table 26 contains results of level of agreement of respondents to selected policy issues concerning the provision of textbooks. Thus, Item (i) in Table 26 reveals that 75 percent of REB/Zone and 66.66 percent of school respondents expressed their agreement that book loan scheme with small service charge/rent can provide revenue to purchase supplementary reading materials and cover other textbook related expenses. On the other hand, 15.91 percent of the first and 25.64 percent of the second group indicated that they disagreed to the statement. The rest, i.e. 9.09 and 7.69 percent respectively, were undecided.

It can also be observed from Table 26, Item (ii), that three in four respondents (75 percent) of both groups agreed to the statement: "Cooperation among regions in preparing and printing textbooks of some common subjects jointly can reduce unit costs and has educational advantages". Those who disagreed to this statement were less than 12 percent. On average, about 15 percent of both groups were undecided.

As it could be seen from Table 26, Item (iii), a larger proportion (75.49 percent of REB/Zone and 79.49 percent of school respondents) indicated their agreement to Statement (iii); while about 12 percent of all respondents appeared to have a negative attitude. The rest, 13.64 and 7.18 percent of Groups 1 and 2 respectively, were uncertain.

Regarding Item (iv), 63.64 percent of REB/Zone and 74.87 percent of school respondents indicated their agreement. On the other hand, on the average less than 13 percent of all respondents felt that teachers are not competent enough to select textbooks that are appropriate to pupils if they are given the choices. Those who were undecided about the statement were nearly 18 percent.

Table 26, Item (v), indicates that 79.55 percent of REB/Zone and 60.52 percent of school respondents agreed to the statement that the burden of REB of publishing, printing and distribution could be eased if the involvement of the private sector is strengthened. On the other hand, less than 10 percent of both groups of respondents expressed their disagreement about the statement; while 11.36 and 30.77 percent of groups 1 and 2 respectively were undecided.

The statement: "State controlled distribution of textbooks is often unsatisfactory" was supported by 70.46 percent of REB/Zone and 55.38 percent of school respondents. Those who were against were 18.18 and 22.05 percent respectively. The rest 11.36 and 22.56 percent were undecided.

Table 26 also depicts the results of the t-test on the opinion of the two groups concerning each item. The result shows that for 237 degrees of freedom at the .05 level of significance, the critical value of  $t = 1.96$ ; and the calculated values of  $t$  are 1.22, -1.12, -0.53, -2.4, 1.37 and 0.95 for Items (i), (ii), (iii), (iv), (v) and (vi) respectively. Thus, it could be concluded that there is not statistically significant difference between the attitudes of the two groups towards the five statements mentioned. On the other hand, there is a statistically significant difference between the mean scores of the two groups at alpha level ( $p < .05$ ) regarding Statement (iv). Thus, it seems that school respondents agreed more strongly to the view that teachers are competent enough to select textbooks that are appropriate to pupils than compared to REB/Zone respondents.

Finally respondents were asked to forward suggestions/ recommendations that they think should be seriously considered in order to improve the situation of provision of textbooks in Addis Ababa. The findings are tabulated in Table 27.

A close inspection of Table 27 reveals that improving the distribution schedule; the strength of binding, the cover and text paper quality are among the top priorities for both groups of respondents. The issue of producing textbooks of a manageable size stands fifth by both groups. Items (iii) and Item (vi) are ranked second and fourth respectively by school respondent; while REB/Zone respondents ranked them six and seventh. Similarly, those ranked third and fourth by REB/Zone respondents (Items iv and v) are seventh and sixth by school respondents. This may be due to the focus of attention as a result of the position and responsibility held by respondents. REB/Zone respondents may not examine the whole content of textbooks to discover the typographical errors and the illustrations. The need of training staff at all levels can easily be identified by the REB/Zone respondents rather than by school respondents.

**Table 27**  
**Suggestions Given by Respondents to Improve Textbook**

Suggestion	Frequency of Responses and Rank Order			
	REB/Zone Respondents (N=38)		School Respondents (N=146)	
	N	Rank	N	Rank
i) Improve distribution Schedule	32	1	121	1
ii) Improve the Strength of binding, the cover and text paper quality	30	2	108	3
iii) Give careful attention to typographical errors and illustrations	20	6	110	2
iv) Training be given to all staff working in the management of textbooks at REB, Zonal and Woreda levels	28	3	61	7
v) Avail textbooks to private and mission schools and evening students	27	4	68	6
vi) Let teachers, colleges, universities comment on manuscripts	18	7	105	4
vii) Make the size/volume of textbooks manageable	25	5	99	5

The test of spearman's Rank-order correlation coefficient  $\rho$  (rho) was applied to test the null hypothesis that there is no correlation between the ranking the suggestions made by the two groups of respondents. The test result showed that for an N of 7 at the .05 level of significance and degrees of freedom 5, the critical value of  $\rho$  (rho) = .754; the calculated value of  $\rho$  = .179. Therefore, since the calculated value is less than the critical value, the null hypothesis is accepted. Although there is a positive correlation between the two rankings, the correlation is not statistically significant.

## CHAPTER FOUR

### SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This final chapter of the thesis deals with the summary of the major findings of the study, conclusions and recommendations.

#### 4.1 Summary

The overall purpose of the study was to investigate the strengths and weaknesses of the management of primary school textbooks in Addis Ababa.

The methodology employed was descriptive survey. A total of 44 respondents from the REB and the six Zonal Education Departments as well as 195 principals, department heads, teachers and storekeepers drawn from 28 primary schools were used as data sources. The data were collected by means of questionnaires, interview, inspection of documents and observation. Results obtained were analyzed with the appropriate statistical tools, i.e. percentage, means, chi-square test, t-test and Spearman's Rank- order Correlation.

Following are the summary of findings:

##### 4.1.1. Existence of Policy/Guidelines on Textbooks

- a) Regarding the existence of policy/guidelines on textbooks related issues, 52.27 percent of REB/Zone respondents claimed that there is no guideline on textbook development. About 48 percent of them reported that there is no policy on production standards. Over 60 percent of REB/Zone respondents reported that there are policies on textbook to pupil ratio, life of textbooks, and textbook inventory; but no policy on distribution procedures and replacement of damaged or lost books. On the other hand, the percentages of school respondents that claimed the existence of policy on distribution procedures, textbook to pupil ratio, life of textbooks, replacement of damaged or lost books and textbook inventory were 55.91, 44.10, 22.05, 29.74 and 68.72. A chi-square test of significance revealed that there existed statistically significant difference between the responses of the two groups.

- b) Existence of policy on textbook development, production standards, role of the private sector in textbooks, copyright ownership was found to be the least supported. Quite a large proportion of both REB/Zone and school respondents reported either guidelines are non-existent or they are ignorant about the issue.

#### **4.1.2. Adequacy of Textbook Policies/Guidelines**

- a) About 63.4 percent of REB/Zone respondents agreed, with level of agreement 3.59, to the statement: 'Absence of a comprehensive policy or guideline has impact on the management of textbooks'.
- b) Over 50 percent of of REB/Zone respondents identified problems related to the selection of writers, editors and designers, copyright issues, the role of the private sector due to non-existence of a policy. School respondents reported that they do not have guidelines to refer to in case of textbook related problems; variations in the physical standards of textbooks and lack of training programs for teachers. The Chi-square test of significance revealed that there was no statistically valid difference between the perception of the two groups of respondents in most items.

#### **4.1.3. Textbook Development and Approval**

- a) About 79.55 percent of the REB/Zone respondents reported that textbooks are written by commissioned writers. Over sixty percent of school respondents did not know who write the textbooks they use daily. Quite a majority of REB/Zone respondents (86.40 percent) confirmed that the REB's Curriculum Department approved textbooks manuscripts. The chi-square test showed that there is a statistically significant difference between the two groups in the knowledge about the writers of textbooks. Generally, it was discovered that it is the subject specialists in the Curriculum Department of the REB or, and in their absence the editors, that approve manuscripts.
- b) About 65.91 percent of REB/Zone respondents reported that no training was given to textbook authors and editors while 11.36 claimed that there was a training. The rest 22.73 percent, did not know anything about the training.

There was no clear answer to the coverage of the training but the finding reveals that those who reported that there was a training felt that the training was inadequate (80 percent).

- c) Regarding the overall effectiveness of the current process and procedures of textbook writing and approval 52.27 percent of REB/Zone respondents felt that it is inadequate and 18.18 percent of them as very inadequate. On the other hand 22.73 percent said marginally adequate while 6.82 percent claimed that it is generally adequate. The overall average rating was found to be 2.2 (44 percent) out of a five-point scale of rating.
- d) Over 90 percent of the REB/Zone respondents as well as school respondents are of the opinion that teachers, colleges/universities, capable individuals and Federal MoE experts should be involved in the approval of manuscripts. Publishers were proposed by 63.64 and 65.13 percent of REB/Zone and school respondents respectively. About 54.55 percent of REB/Zone respondents and 67.18 percent of school respondents proposed that parents should participate. Computation of Spearman's Rank-order correlation revealed that there is a statistically significant relationship between the two groups in perceiving the bodies that need to be involved in approving textbook manuscripts.

#### **4.1.4. Textbook Needs Identification and Textbook to Pupil Ratios**

- a) According to about 80.68 percent (on average) of REB/Zone respondents, factors considered to determine the quantity of textbooks to be printed and distributed are (in order) annual budget allocated for printing, textbooks to pupil ratio, student target population, book life expectation, demand data gathered from schools and contingency for loss or damage. The consideration given to the provision of textbooks to private and mission schools is low as reported by 52.27 percent of REB/Zone respondents.
- b) Regarding how demand data is gathered at school level, a majority (over 70 percent) of school respondents cited that the number of new students admitted and number of repeaters/ promoted are considered in determining

the number of textbooks to be requested for the Woreda/Zone offices. About half of them mentioned that number of lost/damaged books, estimation for contingency and the life of textbooks are used as a basis to quantify number of textbooks to be requested from zones.

The textbook demand data is organized and determined by school principals and storekeepers as confirmed by over 85 percent of respondents. The involvement of homeroom teachers department heads and subject teachers in determining the type and quantity of textbooks needed for the schools is low as reported by 80.51, 60.62 and 60.00 percent of school respondents.

The findings also revealed that schools get textbooks often as per their request and rated the frequency as 2.8 points out of 5 (56 percent).

- c) Inventory of textbooks are taken annually at school level as reported by 41.03 percent of school respondents; while 37.44 percent claimed that inventory is taken only when found necessary. About 11.28 percent said once in two years.
- d) Textbooks are expected to last at least for two years for grades 1-4 and for three years for grades 5-8. However one third of the school respondents reported that the life of textbooks is one year at lower primary and two years at the upper primary. The rest two-thirds estimated the life as per the standard and more. Over 20 percent of the textbooks at lower primary are lost/damaged annually as estimated by 52.82 percent of schools respondents. A similar percentage of lost/damaged books was estimated by 33.34 percent of respondents for the upper primary.

#### **4.1.5. Integration of School Level Data with Production Schedule of Textbooks**

- a) The level of agreement on the extent of coordination and exchange of information and data on textbooks between schools and woreda, between woreda and zone, between zone and REB and among departments/divisions in REB and zone were rated as 3.18, 2.99, 3.73 and 2.82 out of 5 points respectively by REB/zone respondents. On the other hand, school

respondents rated the extent of coordination and exchange of information between schools and woreda as 2.66, between woreda and zone as 2.86; both ratings being less than that of the REB/Zone respondents rating. The t-test of significance revealed that there does not exist statistically significant difference between the two groups of respondents in rating the extent of coordination and exchange of information and data on textbooks between woreda and zones; but differ between schools and woredas.

- b) Information on textbook needs reach the REB by April/May. By then printing planning has already been done for the schools to which the lists of books needs refer because the annual plan has to be submitted to the City Council by March/April based on enrollment data anticipated, textbook life assumptions and previous distribution history of the REB.

#### **4.1.6. Textbook Production**

The findings reveal that printers do not respect printing specifications, and do not usually meet the deadlines for delivery of printed textbooks as confirmed by 59.09 and 68.18 percent of REB/Zone respondents. Over 60 percent these respondents did not know the measures taken by the REB on such printers who did not perform as per the contractual agreement. Written reprimand, as the only measure taken, was mentioned by 23.33 percent of respondents.

#### **4.1.7. Estimation of Price of Textbooks**

Among the cost of writing manuscripts, the salary of curriculum expert, the printing cost, and the distribution cost incurred in the development, production and distribution of textbooks, the printing cost is the main factor applied to determine the unit price of each textbook as reported by 70.45 percent of the REB/Zone respondents and as evidenced by the relevant REB departments.

#### **4.1.8. Textbook Distribution**

- a) The prevailing chain of distributing textbooks is printers to REB, REB to zones and zones to schools. Over 80 percent of REB/Zone respondents

confirmed that REB/Zonal departments do not transport the textbooks to schools. Each school takes its share from the Zonal Education Departments.

- b) About 88 percent of school respondents reported that textbooks arrive at school after the academic year starts and even extends up to November and beyond. Woreda Education officials say that there are no definite delivery time. Although there is now an improvement as compared to the previous years, textbooks are still distributed through out the year. However, textbooks that are available in the stores are distributed to pupils starting on August, but mostly in September and October as reported by 80.52 percent of respondents.
- c) About 65.91 percent of REB/Zone respondents claimed that the textbook to pupil ratio is one to one for all subjects, followed by one book shared by two pupils which makes 18.18 percent. On the other hand, the response from school respondents is distributed among textbook to pupil ratio of 1:1, 1:2 and 1:1 in some and grater than 1:1 others. The Chi-square test showed that there existed a statistically significant difference between the two groups in perceiving the situation of textbook to pupil ratios.
- d) The actual textbook to pupil ratio computed from the raw data obtained from the sample 24 primary schools (the rest 4 could not provide the researcher with a complete information) indicated that the textbook to pupil ratio varies from one grade level to the other and among subjects. As a whole it ranges from one book shared by two pupils to two/and above/ for a pupil. An exceptional case was noticed for physical education where the REB printed and distributed over 30 thousand copies for grades three, four, seven and eight but none of the 24 sample schools reported that they had the books in their schools.
- e) About 68.72 percent of school respondents reported that one teacher gets one teachers guide of the subject he/she teaches, while 15.89 said that one guide is shared between two teachers and 7.69 percent mentioned that one is shared by three or more teachers. The shortage/lack of teachers guide has

been reported a serious problem in the private and mission schools as confirmed by the school respondents and woreda officials.

- f) The level of the extent of textbooks provision was rated adequate, i.e. 3.68 (73.6 percent) by REB/Zone respondents and marginally adequate i.e. 3.33 (66.6 percent) by school respondents. The t-test of significance tells that there exists statistically significant difference between the two groups in their rating of adequacy of textbook provision.

#### 4.1.9. Textbook Utilization in Schools

- a) About 54 percent of both groups of respondents reported that pupils do not bring textbooks to classes at all; while less than six percent claimed that pupils bring textbooks to the classroom always. The reasons given by respondents were fear of losing textbooks, heaviness, the number of books to be carried and the high unit price of textbooks; the reluctance of teachers, and parents forbidding pupils not to take textbooks to schools. A negligible percent of respondents (2.27 percent of REB/Zone and 6.15 percent of school respondents) mentioned that pupils do not bring textbooks because they do not need them in class. Spearman's Rank-order correlation test showed that there exists relationship between the two groups in perceiving the major reasons as to why pupils do not usually bring textbooks to classrooms.
- b) An assessment of all textbooks at the primary level revealed that the number of pages vary from 65 to 339 at the lower primary and from 78 to 265 at the upper primary. In terms of size, all textbooks, except mathematics for grades two to seven, were found to be of a large format i.e. (21 cm x 29.7 cm). The unit prices of textbooks range from Birr 1.65 to Birr 13.10. In all cases, the textbooks at the upper primary are in a relatively better conditions in terms of size and unit price than the lower primary.
- c) Measures are taken when textbooks are lost or damaged. However, there is no uniformity in the types of measures and in the amount of fine paid by pupils who lose or damage. The payment include actual price, actual price plus 50 percent and actual price plus 25 percent.

- d) Training was given to teachers on the new textbooks as reported by 56.82 and 63.07 percent of REB/Zone and school respondents respectively. On the other hand 43.18 percent of REB/Zone and 36.93 percent of school respondents claimed that there was not training organized. A Chi-square test revealed that there does not exist statistically significant difference between the groups' responses. A large majority (over 90 percent) of those who said training was given felt that the coverage was small and marginally adequate (rated as 2.84).
- e) More than half of the respondents reported that comments, suggestions and questions are gathered from teachers and sent to REB/Zone, but schools or teachers do not receive responses from the REB or Zone. The result of the Chi-square test showed that there is no statistically significant difference between the responses of the two groups.

#### **4.1.10. Comments, Suggestions and Attitudes of Respondents towards Some Issues in the Management of Textbooks**

- i) Regarding the extent of implementation of the textbook programs;
  - a) Half of the REB/Zone respondents and 42.57 percent of school respondents agreed to the statement : 'The contents of most of the textbooks are of good quality'. About 40 percent and 36 percent respectively were undecided. About 55 percent of REB/Zone and 88 percent of school respondents were committed to the view that most textbooks are not suitable for the age level and background of pupils.
  - b) Over 80 percent of the REB/Zone respondents believed that the textbook to pupil ratio is satisfactory, while only 41.03 percent of school respondents agreed to this view. At least 75 percent of both groups of respondents displayed their disagreement to the view that late delivery of textbook does not appear to be a serious problem. Over 75 percent of both groups of respondents felt that there are usually surpluses and shortage of textbooks in different schools.

- c) The majority of respondents agreed that unit prices of many of the textbooks are high.
- d) Quite a large majority of respondents, over 86 percent, were committed to the view that unavailability of reference materials is a serious problem in schools. School respondents were more strongly committed to this view than REB/Zone respondents. Their mean rating was 4.36 as compared to the REB/Zone respondents' rating (4.09).
- e) Over 70 percent of respondents displayed their agreement to the view that the planning and implementation of textbook programs is poor.
  - ii) The majority of REB/Zone respondents (over 60 percent) felt that there is lack of trained manpower in the management of textbooks at all levels; there is a high turn over of staff; there is duplication and overlapping of tasks among the various division and departments; shortage of budget; insufficient supervision and monitoring; and unclear authority and accountability.
  - iii) Concerning some selected policy issues related to textbooks;
    - a) Over three-fourth of both groups of respondents expressed their agreement that book loan scheme with small service charge/rent can provide revenues to purchase supplementary reading materials and cover other textbook related expenses; cooperation among regions in preparing and printing text books of some common subjects jointly can reduce unit costs; if there are competing titles for the same subject, the development of the highest quality textbook will be possible through competition; strengthening the involvement of the private sector will ease the burden of REB of publishing, printing and distribution; and state controlled distribution of textbooks is often unsatisfactory.
    - b) Regarding the competence of teachers to select textbooks that are appropriate to pupils from among several choices, 63.6 percent of REB/Zone and 74.87 percent of school respondents were in favor of the statement. There was a statistically significant difference between the two groups in their

views on this statement. School respondents were more positive than REB/Zone respondents.

- c) Eight woreda officials and supervisors (66.66 percent) expressed their agreement to the book loan scheme. The rest four were against it with the reasons that it will violate the policy of free primary education and will marginalize pupils who are unable to pay the service charge.
- iv) Although the frequency for each item varies, both groups of respondents, through the open ended question, suggested that the distribution schedule, the strength of binding, the cover and text paper quality should be improved. The size of the books needs to be of a manageable volume. They forwarded also that errors in typography and illustrations should be avoided; training of staff working on textbooks require attention; mechanism be devised so that private, mission and evening students get textbooks; and teachers, colleges/ universities be involved in commenting on draft manuscripts.

## 4.2 Conclusions

The following conclusions may be drawn from the findings of the research and the review of related literature.

1. Substantial achievements have been noticed over the past five years both in terms of production and distribution of textbooks.
  - a) Textbook manuscripts are being written by commissioned writers, unlike the previous practice of the curriculum developers writing textbooks. Thousands of books have been produced. Textbooks have been prepared, printed and distributed by the REB as per the devolution of power and responsibility from the center to the regions. The textbook to pupil ratio has been reduced from 1:4 and 1:5 to 1:1 to 1:3.
  - b) The number of titles for each grade level has been reduced from a maximum of ten to a maximum of seven at the primary level.
2. The findings show that no comprehensive information system exists regarding the variables for production and distribution of textbooks. The

information flow between the REB and the schools is poor. Forward planning is inadequate and poorly performed. The supply is unpredictable and irregular and depends largely upon the availability of budget funds. The consequence of this lack of information is that provision does not meet requirements.

3. Book availability in schools is not a straightforward picture of shortages. There are also surpluses of certain titles which could be used to counter a shortage in another school. Moreover, annual loss, damage and replacement rates are high. Thus it seems that even if the REB's goal of providing textbooks in the ratio of 1:1 is to be achieved, with a recorded attrition rate as high as 40 percent, coupled with the effect of over use of textbooks, the book supply will not remain abundant in schools very long; or there will be a need of printing thousands of copies every year, which obviously is not economical.
4.
  - a) This study has demonstrated the inadequacies of the current textbook distribution system. Moreover, textbooks are not utilized in the classroom. On analysis, it is clear that the distribution process is hindered by a fundamental lack of organization. Not making sure that the textbooks actually reach the schools on time is an administrative problem, and that textbooks are not used by teachers and students is a pedagogical and administrative problem.
  - b) Provision of textbooks is associated with the creation of a literate environment. Moreover, the subject matter contained in the textbooks need to be enriched with supplementary source materials. The habit of reading, be it newspaper, novels or textbooks is expected to be inculcated in pupils by schools. However, the research revealed that the only books available in primary schools are the textbooks. Reference and reading materials are very scarce and in most situations non-existent. Therefore, it may be concluded that little may be hoped to create a literate society with a profound knowledge and a culture of reading through the use of textbooks alone.

5. Overall, it may be concluded that the research provided evidence for shortfalls in every aspect of textbook provision: inadequate procedures for textbook development; poor quality books (especially in the physical quality); inadequate distribution systems; inability to establish and maintain production schedules; and poor coordination of constituent activities and between departments/divisions.
6. In many instances staff assigned in the management of textbooks at the various levels are with the wrong profile and with no training at all. Most of the problems thus appear to stem from lack of adequate professional knowledge being applied at all stages from planning to operation. Not only has there been a lack of expertise, but there has also often been no recognition that this expertise is necessary and that it would improve results and save money.
7. Many of the problems with regard to the planning, development, production, distribution and utilization problems are not new and have been recurring again and again for the last thirty years or so, but the attempts made to improve the situations seem inadequate and slow.
8. Finally, it may be concluded that the inadequate performance of textbook design, development, production and distribution was caused, to a great extent by a lack of recognition of the need of professional skills and expertise for all aspects of book provision and by a general absence of textbook policy and management capacity.

### **4.3 Recommendations**

Based on the foregoing results and conclusions the following suggestions and possibilities are recommended.

1. A comprehensive textbook policy with clearly laid down strategies and targets should be formulated. Among the major issues that require policy are curricular issues; textbook writing, policies affecting quantities, quality, evaluation and approval, production standards, finance, teacher training,

priorities and methods for collection of data on books, research on textbooks, and legal issues (copyright).

2. a) A textbook council/committee, composed of major stakeholders (teachers, colleges/university, parents, capable individuals, research institutions, the private sector, etc.) should be established to guide the policy on the textbook development, evaluation, revision and approval.
- b) It is the belief of the researcher that, since there is a publishing capacity in Addis Ababa, it is time to shift from the long standing tradition of writing and approving textbooks by governmental bodies to the provision of textbooks in line with the principles of market economy. The task of publishing textbooks should be left to publishers. Therefore it is recommended that, in the short term, REB can provide a detailed specification of the textbooks to be produced. It will then put the specification out to tender. The REB selects, approves and buys manuscripts that comply with the curriculum and syllabi. The winner of the tender will enter into a publishing and supply contract with the REB. In the long-run, publishers will continue to be free to develop materials at their own risk and submit them to the REB. The REB may then evaluate and select a single or many titles for use in the region. In both scenarios, it is assumed that better quality textbooks will be produced through competition as evidenced in other countries.
- c) If continuing with commissioned writers is still opted for, it is recommended that emphasis be given to make sure that manuscripts are developed by a team of subject matter specialists, practicing teachers, learning specialists and graphic designers in order to tap the expertise of the various specialized fields and ensure better quality books.
- d) It needs to be kept in mind that to save money, more money often has to be spent on certain aspects of textbook schemes. Almost invariably more money is needed for research into needs and resources if sound plans are to be laid. Frequently, better remuneration is needed for authors to assure that the best of them are attracted to writing the manuscripts; same for editors, illustrators and other staff. The basis for payment should not be the

number of pages, rather the output to avoid the temptation of making the volume of textbooks unnecessarily large.

3. Success in textbook provision is characterized as having the right book in the right place at the right time and at the right price. This cannot be achieved through ad hoc arrangements and inconsistent procedures. 'Right' can only result from persistent search and research, so that the starting point is the needs of users. Therefore, there is a need to shift from supply-led system to demand-led system. This again requires a greater budget allocation to textbook supply as well as installing an efficient textbook data and information management system with the necessary staff and facility from REB down to school level.
4. Textbooks must be available to the students when school begins each year. To meet this inflexible schedule requires careful planning working backwards to set a series of deadlines. Experience of other countries shows that the whole process, from finding the authors to delivery, normally takes at least three years. There is a chance for delay at every stage and the estimate number of years may increase. In light of this, the REB should not attempt to undertake activities and accomplish all in one year for this has resulted in poor performance.
5. As long as private and mission schools as well as evening sessions in all schools are expected to follow the curriculum and textbooks prepared by the REB, the REB should include the textbook needs of such schools while determining the quantity of books to be printed. It should either provide these schools with sufficient books on sale or make the books available in the market. If this is not possible, then the REB may consider allowing schools to use any book which they think are relevant and follow the curriculum and syllabi. This of course implies the introduction of multi-title system.
6. Cheap paper and cheap binding results in books which will last for a limited period of time and have to be replaced quickly. Manufacturing more durable books could increase the total cost by 30 to 50 percent, whereas the book

can then be used for three or more years, that is to say by six to 10 students with the effect that the cost per pupil ( instead of the unit cost ) will be reduced (Brunswic, E. and Habib Hajjar, 1992:22). Durable books reduce costs by reducing the need for distribution. Moreover, this encourages the sale of second-hand books or the passing on of used books and so reduce the overall cost of book provision. Therefore,

- a) The REB needs to see that the paper selected for production and the materials of binding employed are suited to a life of physical wear which will approximate to the planned educational life at the primary level. The REB should, therefore, think of textbooks with B5/A5 size, and thread sewing binding. This is not only a potential money-saving objective but also beneficial from an educational view point.
  - b) A quality control mechanism needs to be installed, and a consistent follow up be undertaken when textbooks are printed by printing enterprises to make sure that they comply with the contractual agreement entered. Strict measures must be taken on those that do not respect specifications and meet deadlines.
7. The creation of inter-regional cooperation with the same language of instruction for the preparation and use of common educational books and reading materials should be encouraged in order to reduce units costs and share experiences. Possibilities of adapting and re-printing of supplementary materials and readers already prepared by other regions may be explored.
8. a) The study revealed that there is a need for the development of a professionally organized and managed distribution system. Therefore, rigorous training and support of officials to help improve their capacity is vitally important. The REB should recognize that human resource management and the institutionalization of training is one of the requirement of publishing. Thus, strategies must be developed and implemented on the building up of a suitable infrastructure for professional development (skills development, research, collection of information for needs assessment, and

- so on) through institutionalized training for all categories of professionals (curriculum developers, authors, illustrators, designers, typesetters, printers, teachers, booksellers and distributors, storekeepers, librarians, etc.)
- b) The task of distributing textbooks should be transferred to private distributors and the REB should limit itself to formulating policies, selecting and contracting, controlling, etc.
9. a) Inspectors and heads of schools should ensure proper and effective use of textbooks by teachers and pupils. Furthermore, book use should be part of teacher training both in pre-service and in-service programs. In particular, all teacher trainees must be given an opportunity to become fully conversant with the books which they will be using in the classrooms.
- b) The Country has not yet reached the point where textbooks are thrown away after use. Increasing the length of life of textbooks is possible by making provision for their preventive maintenance and repair. Improvements can be achieved through educating children, teachers and parents in the care and respect of books. Care has to be taken so as to assure that books are properly packed and carefully handled while transporting, loading and unloading. Suitable storage facilities should be established in schools. Furthermore, book-binding, which used to be at one time a highly regarded activity in schools, may be initiated again and textbooks be repaired at least each year.
- 10 a) Due consideration should be given to book provision, besides textbook provision, in order to create a society with profound knowledge, skill and attitude. Schools are expected also to develop the habit of reading and appreciating books and printed materials in pupils beginning at the lower grades. Therefore, the REB should consider strategies so that reference books and other reading materials appropriate to teachers as well as to the age and grade level of students are available in schools.
- b) The justification for free books still exists, but there seems to be no realistic way to avoid cost sharing. It would be unfair to assume that the whole

population in Addis Ababa is unable to contribute towards textbooks programs. Many parents could make contribution if they were convinced that reference books are needed for their children. Therefore, it is recommended that an annual book loan scheme with a minimal fee be re-installed; at the same time taking precautions so as not to marginalize disadvantaged pupils/parents. Moreover, large scale fund raising and resource mobilization mechanisms may be considered to satisfy book needs of schools.

11. Feedback from users of textbooks is the only way towards continuous improvement of the quality of textbook publishing and therefore quality of education. In this regard the REB should device a system for the smooth and timely exchange and flow of information between teachers, curriculum developers and authors.

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ተስፋዬ በፈቃዱ (1978 ዓ.ም.) "የመጽሐፍ ሕትመትና አሳታሚነት ሥራ በኢትዮጵያ" የፕብሊሽንግ ኢንዱስትሪና የመጻሕፍት ሕትመት ሥራ ሴሚናር ላይ የቀረበ፣ አዲስ አበባ (ያልታተመ)

ት.መ.ማ.ማ.ድ (ዓ.ም የሌለው) የመጻሕፍት ሕትመትና የሕትመት ዋጋ ዝርዝር

ከበደ ፍሬሰንበት (1978 ዓ.ም) "በኢትዮጵያ የመጻሕፍት ተፈላጊነት በየጊዜው እያደገ መሄድና የት.መ.ማ.ማ.ድ. በዚህ መስክ የሚኖረው ሚናና የሥራ አቅጣጫ" በኢትዮጵያ የፕብሊሽንግ ኢንዱስትሪና የመጻሕፍት ሕትመት ሥራ ሴሚናር ላይ የቀረበ፣ አዲስ አበባ (ያልታተመ)

ተስፋዬ ዱባለ (1978 ዓ.ም) "የሥርዓተ ትምህርት ጽንሰሀሳብ፣ አዘገጃጀትና ከአሳታሚ ድርጅቶች ጋር የሚኖረው ግንኙነት በኢትዮጵያ " የፕብሊሽንግ ኢንዱስትሪና የመጻሕፍት ሕትመት ሥራ ሴሚናር ላይ የቀረበ፣ አዲስ አበባ (ያልታተመ)

ትምህርት ሚኒስቴር (1983 ዓ.ም) "የመማሪያ ማስተማሪያ ማኑስክሪፕቶችና መጻሕፍት (Printed Matters) ገምጋሚ ኮሚቴ የሥራ መመሪያ" (ያልታተመ) አዲስ አበባ፣ ትምህርት ሚኒስቴር

\_\_\_\_\_ (1976) " የትምህርት ቤቶችን አመራርና አስተዳደር ለማጠናቀር የወጣ አዋጅ ቁጥር 260/ 1976" አዲስ አበባ ፣ ት.መ.ማ.ማ.ድርጅት

\_\_\_\_\_ (1974 ዓ.ም) "የመማሪያ መጻሕፍት በትውስጥ ለተማሪዎች ለመስጠት ተሻሽሎ የወጣ መመሪያ" አዲስ አበባ፣ ት.መ.ማ.ማ.ድ.

ሥርዓተ ትምህርት ዝግጅት፣ ጥናትና ምርምር ኢንስቲትዩት (1985 ዓ.ም) "የሥርዓተ ትምህርት ዝግጅት፣ ጥናትና ምርምር ኢንስቲትዩት አነሳስ፣ እድገትና የወደፊት አደረጃጀት" (ያልታተመ)

አጥናፉ ዋሴ (1988 ዓ.ም) "የአንደኛ ደረጃ የትምህርት ድጋፍ ሰጪና የንባብ መጻሕፍት ፕብሊሽንግ፣ ሕትመትና ሥርጭት ችግሮችንና የመፍትሔ ስትራቴጂዎችን የዳሰሰ አጭር ዘገባ" (ያልታተመ) በትምህርት ሚኒስቴር ከግንቦት 5-6/1988 በተካሄደው አገር አቀፍ ሴሚናር የቀረበ፣ አዲስ አበባ

ዘውድነህ ይምታቱ (እ.ኤ.አ.1972) " የመማሪያ መጻሕፍት ሽያጭና የሚያጋጥሙት ችግሮች " "ኢትዮፕያን ጆርናል ኦፍ ኤድዩኬሽን" ቅጽ 5 ፣ ቁጥር 2

**Questionnaire on Issues, Practices and Problems  
in the Management of Primary School Textbooks in Addis Ababa**

**/To be filled in at regional, zonal and school level /**

Dear respondent,

As you know, textbooks are crucial inputs to ensuring high quality instruction in schools and to raising student achievement levels. The processes involved in textbook development, printing, distribution and utilization are complex; and require sound management.

The main purpose of this questionnaire is to collect data and information on the issues, practices and problems about the management of primary school textbooks in Addis Ababa. The findings of the research and the recommendations that follow will serve as inputs for improvement in textbook management, not only in the Region but also in the nation as whole.

I would, therefore, like to kindly request you to fill in this questionnaire with objective and complete answers.

Please note that you do not need to write your name in this booklet; and the information you give in this questionnaire will be kept strictly confidential.

***THANK YOU IN ADVANCE***

Instructions :- 1. Mark an ' X ' mark in the box or boxes as appropriate or write

brief answers wherever necessary.

2. All questions refer to the management of primary school textbooks only.

## Section One: Background Information about Respondents

1. Place of work : Regional Education Bureau (REB)   
Zone Education Department (ZED)  /Zone 1 /2 / 3/ 4/ 5/ 6/  
School \_\_\_\_\_ Woreda \_\_\_\_\_
2. Academic qualification \_\_\_\_\_
3. Total years of service in the education sector \_\_\_\_\_
4. Sex : Male  Female
5. Present positions of respondents :
- 5.1. REB/Zone Respondents
- a)Curriculum Developer  b)Researcher  c)Expert  d) Supervisor   
e) Division Head  f) Planner  g) Store- keeper   
h) Other ( specify) \_\_\_\_\_
- 5.2. School respondents:
- a)Principal  b) Asst/Principal  c) Department head   
d) unit leader  e) Teacher  d) Store-keeper
- 5.3. Grade level you are teaching in : a) In grades 1-4  b) In grades 5-8

## Section Two : Main Research Questions

6. Is there a clearly defined guideline or policy on the following issues ?

	a) Yes	b) No	c)Do not know
6.1. Textbook writing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.2. Production standards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.3. Distribution procedures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.4. Textbook: student ratio	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.5. Textbook life	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.6. Replacement of damaged or lost books	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.7. Role of the private sector	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.8. Textbook inventory	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6.9. Copyright ownership	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

7. What is your attitude towards the statement: 'Absence of a comprehensive textbook policy/ guidelines does not have on the management of textbooks.' /For REB and Zone respondents only/

- a) Strongly agree     b) Agree     c) Undecided   
d) Disagree     e) Strongly agree

8. If there are no uniform guidelines or policies, then which of the following do you think have been problems noticed ? / Please check all that apply/

8.1. No uniformity in selection of textbook writers, editors, designers

- a) Yes     b) No     c) I do not know

8.2. No uniformity on payments to writers, editors, designers.

- a) Yes     b) No     c) I do not know

8.3. Role of the private publishers and the REB is not clear.

- a) Yes     b) No     c) I do not know

8.4. There are no guidelines to refer to in case of textbook related problems.

- a) Yes     b) No     c) I do not know

8.5. The physical standard of textbooks vary from subject to subject.

- a) Yes     b) No     c) I do not know

8.6. No training was given to teachers.

- a) Yes     b) No     c) I do not know

8.7. Misunderstanding on ownership of copyright between REB and writers/publishers

- a) Yes     b) No     c) I do not know

8.8. Other (specify) \_\_\_\_\_

9 Who writes manuscripts for textbooks ?

9.1. REB, using its own experts only. a) Yes  b) No  c) I do not know.

9.2. REB using commissioned writers only. a) Yes  b) No  c) I do not know.

9.3. REB using private publishers only. a) Yes  b) No  c) I do not know.

9.4 Experts and commissioned writers a) Yes  b) No  c) I do not know.

9.5. Experts, commissioned writers and publishers a) Yes  b) No  c) I do not know.

9.6. Other ( please specify) \_\_\_\_\_

10. Who approves the final manuscripts ? /For REB/Zone respondents only/

10.1. The Curriculum and Research Department a) Yes  b) No

10.2. Especially appointed committee in the REB a) Yes  b) No

10.3. The City Council a) Yes  b) No

10.4. Other (specify) \_\_\_\_\_

11. Had workshops been organized to orient textbook writers and editors before undertaking the writing and editing tasks ? /For REB and Zone respondents only/

a) Yes  b) No

12. If your answer to Question 11 is 'Yes', / For REB and Zone respondents only/

12.1. Coverage of the training was such that :

a) training given to all  b) training given to few

c) I am not sure.  d) I do not know.

12.3. Adequacy of the training given to writers and editors was :

a) More than adequate  b) Generally adequate  c) marginally

adequate  d) Inadequate  e) Very inadequate

13. How do you rate the effectiveness of the current processes and procedures involved in the development and approval of textbooks? /For REB and Zone respondents only /

a) More than adequate  b) Generally adequate  c) Marginally adequate

d) Inadequate  e) Very inadequate

14. In your opinion, who should have be involved in approving textbook manuscripts? /

Please check all that apply/

14.1. Teachers a) Yes  b) No

14.2. Parents a) Yes  b) No

14.3. Colleges/universities a) Yes  b) No

14.4. Publishers a) Yes  b) No

14.5. Competent individuals a) Yes  b) No

14.6. Curriculum experts at the Federal level a) Yes  b) No

14.7. Others ( please specify) \_\_\_\_\_

15. Which of the following are decisive in determining the quantity of textbooks to be printed and distributed ? / For REB and Zone respondents only/

15.1. The size of the target pupil population a) Yes  b) No

15.2. Agreed pupil : textbook ratio a) Yes  b) No

15.3. Booklife expectation a) Yes  b) No

15.4. Agreed contingency to cover replacement for loss or damage

a) Yes  b) No

15.5. Demand data gathered from schools a) Yes  b) No

15.6. Annual budget allocated for printing a) Yes  b) No

15.7. Considering private and mission schools a) Yes  b) No

15.8. Other (specify) \_\_\_\_\_

16. What are the factors considered by schools to quantify the number of books required when the book demand is forwarded to Woreda or Zone education offices?

/ For school respondents only /

a) Number of new students admitted to school a) Yes  b) No

b) Number of repeaters/ promoted a) Yes  b) No

c) Number of lost and damaged textbooks a) Yes  b) No

d) Considering the life of textbooks a) Yes  b) No

e) Considering some allowances for contingency situations a) Yes  b) No

f) Other (specify) \_\_\_\_\_

17. Who are the sources of data to determine the number and type of books required for each academic year at school level ? / For school respondents only/

a) Homeroom teachers a) Yes  b) No

b) Subject teachers a) Yes  b) No

c) Department heads a) Yes  b) No

d) Storekeepers a) Yes  b) No

e) Directors a) Yes  b) No

f) Others (specify) \_\_\_\_\_

18. How often did the school get the number and type of textbooks it requested for ? /For school respondents only/

- a) Almost always       b) Very often       c) Often   
d) Sometimes       e) Never

19. How frequently is textbook- inventory undertaken in the school ? /For school respondents only/

- a) Once a year       b) Twice a year       c) Once in two years   
d) Once in three years       e) When found necessary only   
f) Other (specify) \_\_\_\_\_

20. From your experience, what is the average life of textbooks? /For school respondents only/

- i) For grades 1-4 : a) 1 year  b) 2 years  c) 3 years  d) Over 3 years   
ii) For grades 5-8: a) 1 year  b) 2 years  c) 3 years  d) Over 3 years

21. From your experience, what is your estimation of damaged and lost textbooks per year? /For school respondents only/

- i) For grades 1-4 : a) Less than 10 %       b) 11-20%       c) 21-30%   
d) Over 30%   
ii) For grades 5-8: a) Less than 10 %       b) 11-20%       c) 21-30%       d) Over 30%

22. i) What is your attitude towards the statement : ' Data on pupil enrollment and textbook requirement is reliable and accurate' ?

- a) Strongly agree       b) Agree       c) Undecided   
d) Disagree       e) Strongly disagree

ii) How do you rate the coordination and exchange of information and data on textbooks among the following educational offices or institutions?

- i) Between schools and Woredas:

a) Very strong  b) Strong  c) Moderate  d) Weak  e) Very weak

ii) Between Woredas and Zones :

a) Very strong  b) Strong  c) Moderate  d) Weak  e) Very weak

23. How do you rate the coordination and exchange of information and data on textbooks among the following educational offices or institutions? / For REB/Zone Respondents only /

i) Between Zones and REB

a) Very strong  b) Strong  c) Moderate  d) Weak  e) Very weak

ii) Among departments and divisions in the REB and Zones :

a) Very strong  b) Strong  c) Moderate  d) Weak  e) Very weak

24. Do printers meet deadlines and the printing specifications set ? /For REB and Zone respondents only/

i) meet deadlines : a) Yes  b) No  c) I do not know.

ii) respect printing specifications : a) Yes  b) No  c) I do not know

25. If your answer to Question 24 is 'No', what measures have been taken on printers who do not respect the contractual agreement ?/For REB and Zone respondents only/

25.1. Performance bond was forfeited a) Yes  b) No

25.2. Not allowed to print other textbooks a) Yes  b) No

25.3. Written reprimand was given a) Yes  b) No

25.4. Other ( specify) \_\_\_\_\_

26. Which of the following are considered in estimating the unit cost of textbooks ? /For REB and Zone respondents only/

26.1. Cost of writing manuscript a) Yes  b) No  c) I do not know.

26.2. Salary of curriculum experts a) Yes  b) No  c) I do not know.

26.3. Printing cost a) Yes  b) No  c) I do not know

26.4. Distribution cost a) Yes  b) No  c) I do not know

26.5. Other (specify) \_\_\_\_\_

27. What is the chain of textbook distribution ? /For REB and Zone respondents/

27.1. Printer→REB→ZED→WEO→School a) Yes  b) No

27.2. Printer→REB→ZED→School a) Yes  b) No

27.3. Printer→ZED→School a) Yes  b) No

27.4. Printer→REB→School a) Yes  b) No

27.5. Printer→ZED→WEO→School a) Yes  b) No

27.6. Other ( Specify) \_\_\_\_\_

28. In which months do textbooks arrive at schools usually ? / For school respondents only/

a) July  b) August  c) September

d) November  e) November and after

29. When are textbooks usually distributed to pupils ? /For school respondents only/

a) July  b) August  c) September

d) November  e) November and after

30. What is the textbook : student ratio in primary schools ?

30.1. One textbook to 1 student for all subjects a) Yes  b) No

30.2. One textbook to 2 students for all subjects a) Yes  b) No

30.3. One textbook to 3 students for all subjects a) Yes  b) No

30.4. One textbook to 1 student for some subjects, but textbooks are shared in others

a) Yes  b) No

30.5. Other ( specify ) \_\_\_\_\_

31. How do you rate the current status of the provision of textbooks in terms of textbooks to pupils ratio as compared to the rising enrollment of students ?

a) Very adequate  b) Generally adequate  c) Marginally adequate

d) Generally inadequate  e) Very inadequate

32. How often do pupils bring textbooks to class ?

- a) Always  b) Usually  c) Seldom  d) Never

33. If pupils do not usually or always bring textbooks to classes, then what do you think could the reasons be?

- |   | <u>Yes</u>               | <u>No</u>                |
|---|--------------------------|--------------------------|
| a) They do not need them in class.                    | <input type="checkbox"/> | <input type="checkbox"/> |
| b) Fear of losing them                                | <input type="checkbox"/> | <input type="checkbox"/> |
| c) Due to the heaviness of the books.                 | <input type="checkbox"/> | <input type="checkbox"/> |
| d) Due to the number of textbooks they have to carry. | <input type="checkbox"/> | <input type="checkbox"/> |
| e) Parents forbid them to take to school.             | <input type="checkbox"/> | <input type="checkbox"/> |
| f) Due to the reluctance of teachers.                 | <input type="checkbox"/> | <input type="checkbox"/> |
| g) Due to the high unit price of textbooks.           | <input type="checkbox"/> | <input type="checkbox"/> |
| h) Other ( Specify) _____                             |                          |                          |

34. Are measures taken on pupils who lose /damage textbooks ? /For school respondents only/

- a) Yes  b) No

35. If your answer to Question 34 is 'Yes', /For school respondents only/

35.1. the types of measures are:

- a) Reprimand  b) Replacing the books in kind  c) Paying in cash

35.2. In case of payment, the amount is :

- a) The actual price of the textbooks  b) Twice the price of the book   
c) Three times the price  d) Actual price plus 25%  e) Actual price plus 50 %

36. Were teachers trained/ oriented on how to use the new textbooks ?

- a) Yes  b) No  c) I do not know.

37. If your answer to Question 36 is 'Yes',

37.1. How was the coverage ?

- a) All teachers were trained .  b) Few teachers were trained .

37.2. How adequate was the training for teachers to cope up with the demands of the new textbooks ?

- a) More than adequate  b) Generally adequate  c) Marginally adequate  d) Inadequate  e) Very inadequate

38. Are comments, suggestions and questions about the whole aspect of textbooks gathered from schools? a) Yes  b) No

39. If your answer to Question 38 is 'Yes', do schools receive responses from Zone/REB to their comments, suggestions or questions? a) Yes  b) No

40. What is your view on the extent of implementation of textbook programs in reference to the five year Education Sector Development Program ?

<u>Statements</u>	<u>Strongly Agree</u>	<u>Agree</u>	<u>Un-decided</u>	<u>Disagree</u>	<u>Strongly Disagree</u>
i) The contents of most of the textbooks are of good quality.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ii) The physical quality of most of textbooks is satisfactory.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iii) Most textbooks are not suitable for the age level and experience of pupils.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iv) Textbook : pupil ratio is generally satisfactory.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
v) Late delivery of textbooks does not appear to be a serious problem.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
vi) There are usually surpluses and shortages of textbooks in different schools.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
vii) Unit cost of many of the textbooks are not high.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
viii) Unavailability of reference materials is a serious problem.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ix) The planning and implementation of textbook programs is generally poor.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

41. Below you will find a number of statements representing opinions regarding textbook development, printing, distribution and utilization. Kindly check your own position on the scale indicating your agreement or disagreement on the items. /For REB and Zone respondents/

<u>Statements</u>	<u>Strongly Agree</u>	<u>Agree</u>	<u>Un- decided</u>	<u>Disagree</u>	<u>Strongly Disagree</u>
i) The necessary staff for the management of textbooks is assigned at all levels.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ii) Relevant training was given to staff working on textbook management.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iii) There is a high turn over of staff working in textbook management.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iv) There is duplication and overlapping of tasks among the departments and or divisions working on textbooks.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
v) There is sufficient budgetary provision to undertake textbook programs.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
vi) There is a clearly understood authority and accountability.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
vii) Supervision and monitoring with regards the administration of textbooks is insufficient.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

42. Kindly indicate your level of agreement or disagreement for each of the following policy statement, recommendation and opinion.

<u>Statements</u>	<u>Strongly Agree</u>	<u>Agree</u>	<u>Un- decided</u>	<u>Disagree</u>	<u>Strongly Disagree</u>
i) Book loan scheme with small service charge or rent can provide revenue to purchase reading materials and cover other textbook related expenses.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ii) Cooperation among regions in preparing, printing textbooks of some common subjects jointly can reduce unit costs and has educational advantages.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iii) If there are several competing titles for the same subject, the development of the highest quality textbook will be possible through competition	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iv) Teachers are competent enough to select textbooks that are appropriate to their pupils if they are given the choices.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
v) Strengthening the involvement of the private sector will ease the burden of REB of publishing, printing and distribution.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
vi) State controlled distribution of textbooks is often unsatisfactory.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### Section Three

43. What do you suggest by way of recommendation to improve the management of primary school textbooks in Addis Ababa ?

- a) \_\_\_\_\_
- b) \_\_\_\_\_
- c) \_\_\_\_\_
- d) \_\_\_\_\_
- e) \_\_\_\_\_
- f) \_\_\_\_\_
- g) \_\_\_\_\_

## Appendix- B

### Interview Questions to Woreda Education Officers

1. Are there clearly defined guidelines regarding textbook distribution, quantification of need, utilization, replacement procedures, etc. ? If not, what problems have you noticed due to the lack of guidelines?
2. Are storekeepers working in schools trained ? Are there enough stores in all schools ?
3. What are the main shortages of primary school textbooks by subject and grade ? What titles and grades are absolutely unavailable ? Is the shortage evenly distributed or are some schools most severely hit? What measures are taken to solve such problems ?
4. What is the consultation process between you and the Zone/Regional Education Office in determining the number of texts to be provided? When does this consultation take place ?
5. When did the textbooks arrive in the last four academic years ? Did you get what you expected ? Was it on time ?
6. How do non-government schools get textbooks ?
7. What is your opinion about the idea of re-introducing the rental loan scheme which was practiced before 1995/96 ?
8. What is your judgment/comment on the current practices of textbook development, printing, distribution, utilization and evaluation; and what do you recommend to improve the situations ?

## Appendix- C

### List of Participating Primary Schools and Woreda Education Offices

Se. No.	Name of School	Level	Type	Zone	Woreda	Questionnaire / Distributed
1.	Tesfa Kokeb	1-8	Govt.	One	4 **	8
2.	Dejazmatch Bekele Woya	1-8	Public	"	4	7
3.	Umer Semeter	1-8	Govt.	"	5	8
4.	Yekatit 23	1-8	Govt.	"	6	8
5.	Felege Yordanos	1-8	Public	Two	21	7
6.	Abune Basilioys	1-8	Govt.	"	23**	8
7.	Megdela	1-8	Govt.	"	23	8
8.	Success	1-8	Private	"	24	7
9.	Ewket Amba	1-8	Public	"	20	7
10.	Misrak Ber No. 1	1-8	Govt.	Three	17	8
11.	Selam Hitsanat	1-8	Philan.	"	28 **	7
12.	Wondyirad	1-8	Private	"	28	8
13.	Netsanet Birhan	1-8	Public	"	18	7
14.	Adey Abeba	1-8	Private	"	19	7
15.	Atse Fasil	1-8	Public	Four	9	7
16.	Entoto Amba	1-8	Govt.	"	11	8
17.	Tsehay Chora	1-8	"	"	11	8
18.	Hizbawi Serawit	1-8	"	"	12	8
19.	Kebena	1-8	"	"	13**	8
20.	Kokebe Tsibah	1-8	"	"	16	8
21.	Libe Fana	1-8	Public	"	15	7
22.	Ediget	1-8	Public	Five	8	7
23.	Kegnazmatch Andarge	1-8	Private	"	8	7
24.	Meskerem 2	1-8	Govt.	"	14**	8
25.	Kidist Selassie	1-8	Church	"	14	7
26.	Atse Tewodros	1-8	Public	Six	26	7
27.	Akaki Cherka Cherk	1-8	Govt.	"	27**	8
28.	Gelan No. 1	1-8	Govt.	"	27	8

\*\* = Woreda Education Offices included for the interview.

Govt. = Government,

Philan.= Philanthropy,

Appendix - D

Frequencies of Responses for Items in Tables 4, 5, and 6

Items	Group	Responses (Group 1, N=44; Group 2, N= 195)								
		Table 4			Table 5			Table 6		
		Yes	No	DK	Yes	No	DK	Yes	No	DK
(i)	1	6	23	15	16	6	16	4	30	10
	2							36	60	99
(ii)	1	21	8	15	19	2	23	35	4	5
	2							41	43	111
(iii)	1	4	30	10	21	6	17	1	33	10
	2	109	24	32				12	44	139
(iv)	1	34	4	6	25	4	15	5	31	8
	2	86	41	68	112	31	52	48	25	122
(v)	1	32	5	7	21	4	17	4	28	12
	2	43	37	115	134	27	34	54	12	129
(vi)	1	7	29	8	20	13	11	38	6	
	2	58	36	101	127	54	14			
(vii)	1	8	17	19	23	4	17	8	36	
	2									
(viii)	1	28	7	9				4	40	
	2	134	16	45						
(ix)	1	9	6	29						
	2									

Appendix-E

Frequencies of Responses for Items in Tables 14, 24, and 26

Items	Group	Responses (Group 1, N= 44; Group 2, N=195)														
		Table 14					Table 24					Table 26				
		VS	S	M	W	VW	SA	A	UD	D	SD	SA	A	UD	D	SD
(i)	1	3	10	24	6	1	6	16	18	4	-	12	21	4	6	1
	2	11	32	65	54	33	20	63	71	34	7	61	69	15	35	15
(ii)	1	4	5	25	7	3	2	10	7	17	8	14	19	4	3	3
	2	19	31	71	54	20	15	29	38	65	48	83	64	15	14	5
(iii)	1	7		9	5	-	7	17	9	9	2	10	23	5	4	1
	2						92	79	5	16	3	55	100	29	21	5
(iv)	1	3	3	22	-	1	19	17	8	-	-	7	21	6	4	3
	2						48	32	70	24	21	60	86	14	19	-
(v)	1						-	4	6	18	16	14	21	9	1	3
	2						5	7	12	87	84	45	73	30	14	3
(vi)	1						5	31	4	4	-	10	21	5	4	4
	2						67	82	38	4	4	40	68	60	33	10
(vii)	1						1	7	8	20	8					
	2						13	14	22	76	70					
(viii)	1						14	24	3	2	1					
	2						98	83	-	14	-					
(ix)	1						9	23	10	2	-					
	2						67	93	25	8	2					

VS = Very Strong , S = Strong , M = Moderate , W= Weak, VW = Very Weak  
 SA = Strongly Agree, A= Agree, UD = Undecided, D= Disagree, SD = Strongly Disagree

Appendix- F

**Calculated Textbook to Pupil Ratio at Lower Primary by Subject / for the Academic Year 2001**

**Number of Schools with the Specified Ratio for Each Subject (N=24)**

Grades/Ratio	Amharic		English		Maths		Social Studies		Science		Physical Education		Music		Biology		Chemistry		Physics		
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
<b>1</b>																					
0-0.5			2	8.33	2	8.33					13	54.17									
0.6-1.0	9	37.50	9	37.50	10	41.67	9	37.50	10	41.67	9	37.50									
1.1-1.5	6	25.00	9	37.50	5	20.83	3	12.50	6	25.00	2	8.33									
1.6-2.0	4	16.67	2	8.33	2	8.33	6	25.00	3	12.50											
>2.0	5	20.83	2	8.33	5	20.83	6	25.00	5	20.83											
<b>2</b>																					
0-0.5	2	8.33	1	4.17	5	20.83					15	62.50									
0.6-1.0	13	54.17	7	29.17	9	37.50	9	37.50	15	62.50	5	20.83									
1.1-1.5	4	16.67	10	41.67	3	12.50	3	12.50	6	25.00											
1.6-2.0	5	20.83	5	20.83	7	29.17	6	25.00			2	8.33									
>2.0			1	4.17			6	25.00	3	12.50	2	8.33									
<b>3</b>																					
0-0.5	1	4.17																			
0.6-1.0	9	37.50	10	41.67	8	33.33															
1.1-1.5	9	37.50	4	16.67	4	16.67															
1.6-2.0	3	12.50	8	33.33	4	16.67															
>2.0	2	8.33	2	8.33	8	33.33															
<b>4</b>																					
0-0.5	1	4.17	5	20.83	3	12.50															
0.6-1.0	11	45.83	11	45.83	9	37.50															
1.1-1.5	10	41.67	8	33.33	7	29.17															
1.6-2.0	2	8.33			5	20.83															
>2.0																					

**Appendix- G**  
**Calculated Textbook to Pupil Ratio at Upper Primary by Subject / for the Academic Year 2001**

**Number of Schools with the Specified Ratio for Each Subject (N=24)**

Grades/Ratio	Amharic		English		Maths		Social Studies		Science		Music		Biology		Chemistry		Physics		
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
<b>5</b>																			
0-0.5	2	8.33	3	12.50	1	4.17	2	8.33		0.00	18	75.00							
0.6-1.0	16	66.67	12	50.00	11	45.83	12	50.00	14	58.33	6	25.00							
1.1-1.5	5	20.83	7	29.17	11	45.83	8	33.33	8	33.33									
1.6-2.0	2	8.33																	
>2.0			2	8.33	1	4.17	2	8.33	2	8.33									
<b>6</b>																			
0-0.5	6	25.00			2	8.33			2	8.33	17	70.83							
0.6-1.0	11	45.83	16	66.67	20	83.33	12	50.00	9	37.50	5	20.83							
1.1-1.5	6	25.00	4	16.67	2	8.33	10	41.67	13	54.17	2	8.33							
1.6-2.0	1	4.17	2	8.33			2	8.33											
>2.0			2	8.33															
<b>7</b>																			
0-0.5	4	16.67	2	8.33	2	8.33	2	8.33						5	20.83		5	20.83	
0.6-1.0	12	50.00	10	41.67	16	66.67	16	66.67					9	37.50	9	37.50	17	70.83	
1.1-1.5	4	16.67	10	41.67	3	12.50	4	16.67					11	45.83	8	33.33			
1.6-2.0	2	8.33			2	8.33							2	8.33	1	4.17			
>2.0	2	8.33	2	8.33	1	4.17	2	8.33					2	8.33	1	4.17	2	8.33	
<b>8</b>																			
0-0.5	3	12.50	6	25.00	4	16.67	8	33.33					4	16.67	7	29.17	2	8.33	
0.6-1.0	14	58.33	11	45.83	7	29.17	8	33.33					9	37.50	9	37.50	5	20.83	
1.1-1.5	4	16.67	5	20.83	9	37.50	6	25.00					11	45.83	5	20.83	13	54.17	
1.6-2.0	3	12.50	2	8.33	2	8.33	2	8.33							3	12.50	2	8.33	
>2.0					2	8.33											2	8.33	

Appendix -H

Percent of Pupils with Textbooks in Class

Gr.	Subject	Enrollment			Number and Percent of Pupils Who Brought Textbooks into Class						T/P Ratio
		M	F	Both	M	%	F	%	Both	%	
1	Amharic	544	724	1268	279	51.29	426	58.84	705	55.60	0.56
	English				284	52.21	462	63.81	746	58.83	0.59
	Maths				296	54.41	463	63.95	759	59.86	0.60
	Science				158	29.04	299	41.3	457	36.04	0.36
	So.Stud.				95	17.46	316	43.65	411	32.41	0.32
3	Amharic	678	743	1421	361	53.24	419	56.39	780	54.89	0.55
	English				382	56.34	423	56.93	805	56.65	0.57
	Maths				402	59.29	446	60.03	848	59.68	0.60
	Science				135	19.91	154	20.73	289	20.34	0.20
	So.Stud.				122	17.99	138	18.57	260	18.30	0.18
5	Amharic	687	780	1467	278	40.47	382	48.97	660	44.99	0.45
	English				317	46.14	456	58.46	773	52.69	0.53
	Math				406	59.1	466	59.74	872	59.44	0.59
	Science				46	6.70	161	20.64	207	14.11	0.14
	So.Stud.				258	37.55	298	38.21	556	37.90	0.38
7	Amharic	613	735	1348	315	51.39	391	53.20	706	52.37	0.52
	English				368	60.03	454	61.77	822	60.98	0.61
	Maths				399	65.09	445	60.54	844	62.61	0.63
	So.Stud.				168	27.41	213	28.98	381	28.26	0.28
	Biology				261	42.58	337	45.85	598	44.36	0.44
	Chem.				289	47.15	378	51.43	667	49.48	0.49
	Physics				307	50.08	381	51.84	688	51.04	0.51
8	Amharic	537	624	1161	198	36.87	235	37.66	433	37.30	0.37
	English				252	46.93	276	44.23	528	45.48	0.45
	Maths				285	53.07	334	53.53	619	53.32	0.53
	So.Stud.				126	23.46	148	23.72	274	23.60	0.24
	Biology				181	33.71	198	31.73	379	32.64	0.33
	Chem.				196	36.50	263	42.15	459	39.53	0.40
	Physics				219	40.78	279	44.71	498	42.89	0.43

Gr. = Grade , So.Stud. = Social Studies, Chem. = Chemistry,

T/P Ratio = Textbook to Pupil Ratio

## Appendix -I

### Extent, Unit Prices, size and Binding Styles of Textbooks

Grade/Subject	Amharic	English	Maths	Science	So. studies	Biology	Chemistry	Physics
1 Extent	206	133	129	87	101	-	-	-
1 Unit Price	5.35	6.50	5.10	2.70	4.75	-	-	-
2 Extent	125	150	186	127	65	-	-	-
2 Unit Price	3.55	4.05	3.95	6.40	1.65	-	-	-
3 Extent	120	189	157	317	-	-	-	-
3 Unit Price	5.15	7.30	3.50	13.10	-	-	-	-
4 Extent	148	141	179	339	-	-	-	-
4 Unit Price	4.00	3.90	4.75	8.35	-	-	-	-
5 Extent	78	128	204	159	132	-	-	-
5 Unit Price	2.55	4.25	3.80	4.30	5.20	-	-	-
6 Extent	175	125	248	156	150	-	-	-
6 Unit Price	3.80	4.25	9.05	7.65	4.05	-	-	-
7 Extent	158	128	265	-	168	120	139	161
7 Unit Price	6.65	5.40	4.30	-	4.50	4.60	3.90	6.80
8 Extent	197	171	184	-	220	161	164	203
8 Unit Price	5.20	4.55	5.75	-	12.90	9.40	9.40	9.60

- Note:**
1. Book size:
    - a) All textbooks; except Mathematics for Grades 2,3,5,6 and 7 ; = A4 i.e. 21 cm X 29.7 cm
    - b) Mathematics for Grades 2,3,5,6 and 7 = B5 i.e. 17.6 cm X 25 cm
  2. Binding style:
    - a) Textbooks less than 96 pages - Wire saddle stitching
    - b) All books greater than 96 pages - Perfect Binding
  3. Paper type:
    - a) Text paper : 60 gsm, bond
    - b) Cover: 250 gsm
  4. Unit Prices are not market prices

Appendix- J

Table of Chi-square Test Results

Table	Item	df	$\chi^2$ at $\alpha = .05$	$\chi^2$ Calculated	p - value
4	iii	2	5.99	66.89	3.0E-15
	iv	2	5.99	15.76	0.00038
	v	2	5.99	43.63	3.4E-10
	vi	2	5.99	41.1	1.2E-09
5	iv	2	5.99	1.84	0.3985
	v	2	5.99	9.99	0.0068
	vi	2	5.99	13.27	0.0013
6	i-a	2	5.99	21.46	2.2E-05
	i-b	2	5.99	57.08	4.0E-13
	i-c	2	5.99	45.21	1.5E-10
	i-d	2	5.99	63.96	1.3E-14
	i-e	2	5.99	85.25	3.1E-19
18	-	4	9.49	36.10	2.8E-07
22	i	1	3.84	1.15	0.2835
	ii	1	3.84	1.41	0.2351
23	i	1	3.84	0.201	0.6539
	ii	1	3.84	0.117	0.7323

df = degrees of freedom

Appendix-K

Table of t - test Results

Table	Item	Number of Classes	Mean	Standard Deviation	t- value at $\alpha = .05$	Degrees of Freedom	t- value Calculated	2-tailed p - value																																																																																														
14	i	Gr. 1 = 44	3.18	0.83	1.960	237	8.89	1.6E-16																																																																																														
		Gr. 2 = 195	2.66	2.89						ii	Gr. 1= 44	2.99	0.95	1.960	237	0.831	4.1E-01	Gr. 2=195	2.86	0.92	19	-	Gr. 1 = 44	3.68	0.7	1.960	237	3.236	0.0026	Gr. 2= 195	3.33	1.06	22	iii	Gr 1=25	2.84	0.68	1.960	146	12.92	3E-29	Gr.2= 123	2.53	0.87	24	i	Gr.1=44	3.55	0.84	1.960	237	2.06	0.0405	Gr.2= 195	3.28	0.99	ii	Gr.1=44	2.57	1.16	1.960	237	0.52	0.4661	Gr.2= 195	2.48	1.23	iii	Gr.1=44	2.59	1.11	1.960	237	4.82	0.0000	Gr.2= 195	1.76	0.95	iv	Gr.1=44	4.25	0.68	1.960	237	8.12	0.0000	Gr.2= 195	3.32	1.23	v	Gr.1=44	4.05	0.93	1.960	237	- 1.24	0.2162	vi	Gr.1=44	3.84	0.74	1.960
	ii	Gr. 1= 44	2.99	0.95	1.960	237	0.831	4.1E-01																																																																																														
		Gr. 2=195	2.86	0.92					19	-	Gr. 1 = 44	3.68	0.7	1.960	237	3.236	0.0026	Gr. 2= 195	3.33	1.06	22	iii	Gr 1=25	2.84	0.68	1.960	146	12.92	3E-29	Gr.2= 123	2.53	0.87	24	i	Gr.1=44	3.55	0.84	1.960	237	2.06	0.0405	Gr.2= 195	3.28	0.99		ii	Gr.1=44	2.57	1.16	1.960	237	0.52	0.4661	Gr.2= 195	2.48	1.23	iii	Gr.1=44	2.59	1.11	1.960	237	4.82	0.0000	Gr.2= 195	1.76	0.95	iv	Gr.1=44	4.25	0.68	1.960	237	8.12	0.0000	Gr.2= 195	3.32	1.23	v	Gr.1=44	4.05	0.93	1.960	237	- 1.24	0.2162	vi	Gr.1=44	3.84	0.74	1.960	237	- 1.83	0.0685	Gr.2= 195	4.05	0.90					
19	-	Gr. 1 = 44	3.68	0.7	1.960	237	3.236	0.0026																																																																																														
		Gr. 2= 195	3.33	1.06					22	iii	Gr 1=25	2.84	0.68	1.960	146	12.92	3E-29	Gr.2= 123	2.53	0.87	24	i	Gr.1=44	3.55	0.84	1.960	237	2.06	0.0405	Gr.2= 195	3.28	0.99		ii	Gr.1=44	2.57	1.16	1.960	237	0.52	0.4661	Gr.2= 195	2.48	1.23		iii	Gr.1=44	2.59	1.11	1.960	237	4.82	0.0000	Gr.2= 195	1.76	0.95	iv	Gr.1=44	4.25	0.68	1.960	237	8.12	0.0000	Gr.2= 195	3.32	1.23	v	Gr.1=44	4.05	0.93	1.960	237	- 1.24	0.2162	vi	Gr.1=44	3.84	0.74	1.960	237	- 1.83	0.0685	Gr.2= 195	4.05	0.90																
22	iii	Gr 1=25	2.84	0.68	1.960	146	12.92	3E-29																																																																																														
		Gr.2= 123	2.53	0.87					24	i	Gr.1=44	3.55	0.84	1.960	237	2.06	0.0405	Gr.2= 195	3.28	0.99		ii	Gr.1=44	2.57	1.16	1.960	237	0.52	0.4661	Gr.2= 195	2.48	1.23		iii	Gr.1=44	2.59	1.11	1.960	237	4.82	0.0000	Gr.2= 195	1.76	0.95	iv	Gr.1=44	4.25	0.68	1.960	237	8.12	0.0000	Gr.2= 195	3.32	1.23	v	Gr.1=44	4.05	0.93	1.960	237	- 1.24	0.2162	vi	Gr.1=44	3.84	0.74	1.960	237	- 1.83	0.0685	Gr.2= 195	4.05	0.90																												
24	i	Gr.1=44	3.55	0.84	1.960	237	2.06	0.0405																																																																																														
		Gr.2= 195	3.28	0.99						ii	Gr.1=44	2.57	1.16	1.960	237	0.52	0.4661	Gr.2= 195	2.48	1.23		iii	Gr.1=44	2.59	1.11	1.960	237	4.82	0.0000	Gr.2= 195	1.76	0.95	iv	Gr.1=44	4.25	0.68	1.960	237	8.12	0.0000	Gr.2= 195	3.32	1.23	v	Gr.1=44	4.05	0.93	1.960	237	- 1.24	0.2162	vi	Gr.1=44	3.84	0.74	1.960	237	- 1.83	0.0685	Gr.2= 195	4.05	0.90																																								
	ii	Gr.1=44	2.57	1.16	1.960	237	0.52	0.4661																																																																																														
		Gr.2= 195	2.48	1.23						iii	Gr.1=44	2.59	1.11	1.960	237	4.82	0.0000	Gr.2= 195	1.76	0.95	iv	Gr.1=44	4.25	0.68	1.960	237	8.12	0.0000	Gr.2= 195	3.32	1.23	v	Gr.1=44	4.05	0.93	1.960	237	- 1.24	0.2162	vi	Gr.1=44	3.84	0.74	1.960	237	- 1.83	0.0685	Gr.2= 195	4.05	0.90																																																				
	iii	Gr.1=44	2.59	1.11	1.960	237	4.82	0.0000																																																																																														
		Gr.2= 195	1.76	0.95					iv	Gr.1=44	4.25	0.68	1.960	237	8.12	0.0000	Gr.2= 195	3.32	1.23	v	Gr.1=44	4.05	0.93	1.960	237	- 1.24	0.2162	vi	Gr.1=44	3.84	0.74	1.960	237	- 1.83	0.0685	Gr.2= 195	4.05	0.90																																																																
iv	Gr.1=44	4.25	0.68	1.960	237	8.12	0.0000																																																																																															
	Gr.2= 195	3.32	1.23					v	Gr.1=44	4.05	0.93	1.960	237	- 1.24	0.2162	vi	Gr.1=44	3.84	0.74	1.960	237	- 1.83	0.0685	Gr.2= 195	4.05	0.90																																																																												
v	Gr.1=44	4.05	0.93	1.960	237	- 1.24	0.2162																																																																																															
vi	Gr.1=44	3.84	0.74	1.960	237	- 1.83	0.0685																																																																																															
	Gr.2= 195	4.05	0.90																																																																																																			

Table of t-test Results (cont.)

Table	Item	Number of Classes	Mean	Standard Deviation	t- value at $\alpha = .05$	Degrees of Freedom	t- value Calculated	2-tailed p - value
24	vii	Gr.1=44	3.23	1.08	1.960	237	- 1.23	0.2199
		Gr.2= 195	3.43	1.19				
	viii	Gr.1=44	4.09	0.87	1.960	237	- 2.02	0.0445
		Gr.2= 195	4.36	0.81				
	ix	Gr.1=44	3.89	0.78	1.960	237	- 1.84	0.0670
		Gr.2= 195	4.10	0.85				
26	i	Gr. 1= 44	3.84	1.04	1.960	237	1.22	0.2237
		Gr.=195	3.65	1.29				
	ii	Gr.1=44	3.86	1.14	1.960	237	- 1.12	0.2638
		Gr.2= 195	4.06	1.04				
	iii	Gr.1=44	3.84	0.95	1.960	237	- 0.53	0.5966
		Gr.2= 195	3.92	1.00				
	iv	Gr.1=44	3.57	1.07	1.960	237	- 2.4	0.0172
		Gr.2= 195	3.96	0.92				
	v	Gr.1=44	3.95	1.07	1.960	237	1.37	0.1720
		Gr.2= 195	3.73	0.94				
	vi	Gr.1=44	3.66	1.19	1.960	237	0.95	0.3431
		Gr.2= 195	3.49	1.14				

Gr. 1 = REB and Zone respondents ; Gr.2 = School respondents

## Declaration

I, the undersigned declare that this thesis is my original work, has not been presented for a degree in any other university and that all sources of material used for the thesis have been duly acknowledged.

Name Setotaw Yimam

Signature 

Date of Submission May 31, 2001