

Improving Educational Quality (IEQ) Project

**ANALYSIS OF TEXTBOOK DISTRIBUTION
AND MANAGEMENT IN THE REPUBLIC OF GUINEA**

IEQ undertaken by:

American Institutes for Research

in collaboration with

The Academy for Educational Development

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We hope the results of this study will benefit all Guinean children. We would thus be greatly rewarded.

The Study Team

Improving Educational Quality (IEQ II) Project

Academy for Educational Development

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ACRONYMS AND ABBREVIATIONS

ACCT	Agence de coopération culturelle et technique/ Cultural and Technical Cooperation Agency
ACDI	Agence canadienne de développement international/ Canadian International Development Agency
ACGP	Administration et contrôle des grands projets/ Administration and Control of Big Projects
ADB	African Development Bank/ Banque africaine de développement
ADRA	Adventist Development and Relief Agency/Agence adventiste pour le développement et l'assistance
AED	Academy for Educational Development
AF	Agence de la Francophonie (ACCT)
APÉAÉ	Association des parents d'élèves et amis de l'école/ Association of Parents' Pupils, and Friends of the School
b/s	books per student/ livres par élève
BACC	Bureau d'appui à la coopération canadienne/ Canadian Cooperation Assistance Bureau
BICIGUI	Banque internationale pour le commerce et l'industrie de Guinée/ International Bank for Commerce and Industry in Guinea
CÉCI	Centre canadien d'étude et de coopération internationale/Canadian Center for Study and International Cooperation
CONÉBAT	Coordination nationale pour l'éducation de base pour tous/ National Coordination of Basic Education for All
DAAF	Direction des affaires administratives et financières/ Division of Administrative and Financial Affairs
DCÉ	Direction communale de l'éducation/ Communal Direction of Education
DNEÉ	Direction nationale de l'enseignement élémentaire/ National Directorate of Elementary Education
DNES	Direction nationale de l'enseignement secondaire/ National Directorate of Secondary Education
DPÉ	Direction préfectorale de l'éducation/ Prefectoral Direction of Education
DPRD	Division des publications et des ressources documentaires/ Division of

Documentary Publications and Resources

DPSP	Délégué pédagogique sous-préfectoral/ Sub-prefectoral Pedagogical Delegate
EDC	Education Development Center
ÉNI	École normale des instituteurs/ Teacher Training School
EU	European Union/ Union européenne
FAC	Fonds d'aide à la coopération/ Support Funds for Cooperation
FAWE	Forum of African Women Educationists/ Forum des éducatrices africaines
FIDA	Fonds international de développement agricole/ International Fund for Agricultural Development
GDP	Gross Domestic Product/Produit intérieur brut
GFr	Guinean Francs/ Francs guinéens
GNP	Gross National Product/Produit national brut
GTZ	German Development Organization/ Agence allemande de développement
IDS	Institute of Human Development Studies/ Institut d'études sur le développement humain
IEQ	Improving Educational Quality/ Améliorer la qualité de l'enseignement
IHD	Indicator of Human Development/ Indice de développement humain
INRAP	Institut national de recherche et d'action pédagogique/ National Institute of Research and Pedagogic Action
IPN	Institut pédagogique national/ National Pedagogic Institute
IRÉ	Inspection régionale de l'éducation/ Regional Inspectorate of Education
MÉN	Ministère de l'Éducation nationale/ National Ministry of Education
MÉNRS	Ministère de l'Éducation nationale et de la Recherche scientifique/ Ministry of National Education and Scientific Research
MEPU	Ministère de l'Enseignement pré-universitaire/ Ministry of Pre-Universitary Education
MEPU-FP	Ministère de l'Enseignement pré-universitaire et de la Formation professionnelle / Ministry of Pre-University Education and Vocational Training
MPC	Ministère du Plan et de la Coopération/ Ministry of Planning and Cooperation
NAFA	École de seconde chance/ School for Non Enrollees and Drop Outs

NFQÉ	Niveaux fondamentaux de qualité et d'équité/ Fundamental Quality and Equity Levels
NGO	Non-governmental organization/ Organisation non-gouvernementale
OCED	Organisation canadienne pour l'éducation au service du développement/ Canadian Organization for Development of Education
OPEC	Organization of Petroleum Exporting Countries/ Organisation des pays exportateurs de pétrole
PASÉ	Programme d'ajustement sectoriel de l'éducation/Education Sectorial Adjustment Program
PRSE	Projet de réforme du secteur de l'éducation/ Education Sector Reform Project
SAÉC	Société africaine d'édition et de communication/ African Company for Publishing Communication
SÉEPU-FP	Secrétariat d'état à l'Enseignement pré-universitaire et à la Formation professionnelle/ National Secretary for Pre-University and Professional Training
SNIES	Service national des infrastructures et des équipement scolaires/ National Service for School Construction and Equipment
SODIL	Société de distribution des livres/ Book Distribution Society
SOFEG	Société de formation en éducation et de gestion/ Training and Management Company
SOGUIDIP	Société guinéenne de distribution de presse/ Guinean Society for Distribution of Newspapers and Magazines
SO3	Strategic Objective No.3/ Objectif stratégique no 3
SSP	Service statistique et planification/ Statistics and Planning Service
UNESCO	United Nations Educational, Scientific and Cultural Organization/Organisation des Nations Unies pour l'éducation, la science et la culture.
UNICEF	United Nations Children's Fund/ Fonds des Nations Unies pour l'enfance
US	United States of America/ États-Unis d'Amérique
USAID	United States Agency for International Development/ Agence des États-Unis pour le développement international
WB	World Bank/ Banque mondiale

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INTRODUCTION

The Education team *United States Agency for International Development/Guinea* (USAID) seeks to strengthen Guinea's human resources by improving basic education, quantitatively as well as qualitatively. It is universally recognized that the textbook remains one of the principal aids for improving educational quality. Since 1990, several sponsors have financed book production and acquisition in Guinea. Many problems have occurred in distributing these books and in the general management of everything surrounding this matter of textbooks. To improve the present situation, it is necessary to assess textbook distribution and management since 1990 and to explore avenues that would allow the intended objectives to be reached.

Thus, a mandate was entrusted to the *Academy for Educational Development* (AED) as part of the *Improving Educational Quality II* (IEQ II) project by the *Ministry of Pre-University Education* (MEPU) and USAID. This mandate, whose reference framework is detailed in Appendix 1, consisted of studying the following questions:

What were the practices and policies for acquiring and distributing textbooks since 1990?

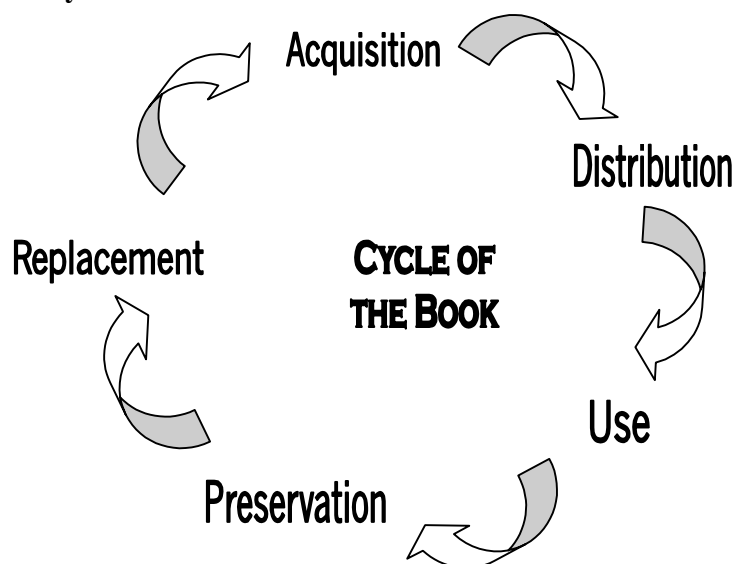
What were the different strategies, how were they implemented and with what results?

What roles did the different participants play, at different levels, in providing for the supply, distribution and management of textbooks?

What are the current and future implications for providing for availability, accessibility and use of textbooks in Guinean schools?

Circuit of the Book in Education

Table 0.1 Cycle of the Book in Education



The circuit of the book in an academic network can be summarized in five large stages. Each of

these stages can be carried out in different ways according to the objectives sought by the Government and the ministries involved and according to accepted choices, generally in conformity with a coherent national policy with the objectives of a country's different ministries. The purpose of the circuit is to allow children equitable, long-term access to books.

Methodology

IEQ II assists USAID's missions and host countries in their educational reform efforts. To achieve this, IEQ II uses, among other things, information gathered to develop a national consensus on reform priorities. In an interactive framework, IEQ II's approach is as follows:

- evaluate the situation,
- analyze the results,
- follow up on these discoveries.

Within this framework, and to fulfill its mandate to analyze textbook management, the AED team chose a process for examining the principles and standards of professional practice regarding the evaluation of the administrative process of generally-accepted sound management principles. This process is comprised of four stages: operation planning, operation organization, examination and analysis of the situation, and editing the report. At the end of the study and in accordance with IEQ II's approach, a one-day symposium was organized; invited were all of the direct and indirect participants from the public and private, national and international sectors concerned with some aspect of textbooks. The goal of this meeting was to present the information gathered, to develop a national consensus on certain priorities, and to develop the basis for setting up an effective textbook management system.

OPERATION PLANNING

Planning the team's operation included preparatory work in three phases: defining the context and preliminary conditions; assessing the risks; and establishing the extent of the mandate. Planning progressed from the signing of the contract in April up until 8 May 1998.

The first phase initially consisted of understanding the context of the period aimed at by the study, but also the context in which the study was supposed to take place: background review; the type and nature of organizations involved; structures; work relations; pressures; textbook as product; the book market; the international book industry in francophone Africa; the socio-economic situation; the political environment; room to maneuver; values conveyed; and management style. The first chapter of the report describes the essentials of the context in three points: the socio-economic and political context; the educational context; and the textbook context.

The second phase of planning consisted of being very conscious of the risks that could follow from the mandate. Constant teamwork from 11 May and frequent exchanges allowed for a brief analysis of future impacts of the operation on the Ministry, diverse offices and departments, financial partners, employees, suppliers and regulatory bodies. This reflection focused and better objectivized several interviews, particularly with MEPU personnel.

The third phase of planning the study involved determining the extent of the study. During the first week at Conakry, the team re-analyzed the mandate's reference framework and, with the mandate, specified the expectations. This stage allowed the work to be focused and delimited. Thus, the mission concentrated its information gathering and analysis exclusively on elementary schools and middle schools of the first cycle of the secondary year of the educational public sector. Thus no comparison with private sector schools will be found in this report, nor any data on the textbook situation in the second cycle of the secondary year. The team agreed to establish the administrative process of book distribution and management at the book management committee level in the schools of each *Prefectoral Direction of Education* (DPÉ) and each *Regional Inspectorate of Education* (IRÉ). The existence of this process was also established at the MEPU central level in the offices and departments involved. The process established included planning, organization, administration, process monitoring, process coordination and internal monitoring. Simultaneously, the mission verified if, in a general manner, the six principles of sound management were respected: transparency, continuity, efficiency, equilibrium, equity and abnegation.

OPERATION ORGANIZATION

Beginning with the relevant documents that prepared its offer of services, AED began to analyze the organizational structure necessary for operation (personnel and budget); the team that was formed prepared aids after choosing methods and an outline of the analysis; finally, the team began to prepare the organization and logistics for operation. Operation organization began in Washington in April and was completed in Conakry on 11 May.

PERSONNEL

AED formed a team of five specialists, all of whom have educational sector experience in Guinea with different qualifications. Two Guinean experts, Pierre Joseph Kamano and Boubacar Bayero Diallo, and two foreign experts, Denis Lacasse and James Toliver, were involved during the nine weeks that the study lasted. A fifth foreign expert, Luc Gilbert, joined the team during the last two weeks to assist it in analyzing and finalizing the report and to prepare and facilitate the symposium. Among these persons, two specialists on the Guinean textbook issue should be identified: Pierre Kamano, having already directed the Division of Textbooks; and Denis Lacasse, on his fourth mission to Guinea for textbook questions. Mr. Lacasse also acted as head of the mission. In addition to this field team, Joseph DeStefano, as senior researcher of the IEQ II project, prepared this project, recruited team members, ensured technical supervision from Washington and guided the team's efforts in Guinea. Additional personnel of twelve data collectors, all Guinean, assisted the study's responsible parties for four weeks. Three Guinean computer operators worked from 8 to 27 June on compilation, data capture and preparation of the main tables.

AIDS

During the first week in Conakry, the team finalized its operating aids and chose the questions for its questionnaires. Two questionnaires were prepared: the first was addressed to schools and consisted of making a quantitative summary of books and a summary of the conditions for

conserving and protecting books in the schools (see Appendix 3, *School Inventory Form*). The second questionnaire allowed for the collection of the necessary data for analyzing the administrative process of textbook management and distribution. This questionnaire directed the exchanges with all the people who were interviewed, from management committee members in the schools up to directors of departments and offices in different ministries and in private sector companies (see Appendix 4, *Questionnaire for Analyzing the Administrative Process of Textbook Distribution in Guinea*).

PREPARATION

The last phase of organization consisted of finalizing the organizational and operational logistics details; the allocation of resources; the division of tasks and responsibilities; and the establishment of repayment schedules. Guinea's four natural geographic zones served to divide up the visits to the country's schools. Each of the four consultants directed a team of four people to completely cover the DPÉs of the assigned zone. In each prefecture, the objective was to visit two middle schools, three urban elementary schools, three semi-urban elementary schools (near cities or on the main roads), and three rural elementary schools including isolated schools or those that are difficult to access.

Besides the dates mentioned above, the calendar was as follows:

11-31 May:	visits in the field
01-13 June:	meetings with the ministries and organizations affected
02-15 June:	compilation, capture, preparation of tables, editing
11 June:	report on work up to this point
15 June:	first draft
16-23 June:	editing, preliminary version of report
21 June-1 July:	symposium preparation
23 June:	file preliminary version of report
24 June-4 July:	edit final version of report
26 June:	meet with USAID and MEPU, commentary
2 July:	symposium
6 July:	file report, consultants depart.

EXAMINATION AND ANALYSIS OF THE SITUATION

The examination of the situation consisted of gathering as many facts as possible from existing documents and direct interviews.

The bibliography, located at the end of this report, establishes the quantity of documents consulted. The mission researched policy and procedure manuals; descriptions of tasks and posts; budgets by function; departments and activities related to books; agreements with book and services providers; annual reports; notes from department and ministry circulars; communications to teachers, students and parents; strategy plans; and register minutes.

As for the meetings, if those interviewed in the ministries, NGOs, international organizations and private companies are added to the 1469 persons interviewed in the school system, more than

1500 persons were consulted as part of this study (see Appendix 2, *Persons Interviewed*).

The dossiers were then organized so as to structure the information and begin analysis.

EDITING THE REPORT

The team shared the work of editing the report after finishing the plan on 1 June. A first draft was produced and then discussed parallel to work on the analysis, compilation and final meetings that followed. The preliminary version of the report presenting a first diagnostic report was filed on 26 June for validation and commentary. Following commentary, the team began to develop the recommendations and conclusions and to edit the final version of the report.

THE SYMPOSIUM

The symposium was part of the IEQ II/AED methodology. It allowed the study's research results to be presented to all of the participants who are concerned about textbooks in Guinea in various capacities. This presentation is the first phase in appropriating this data. Next, from these facts, hypotheses on recommendations were developed by the participants, from each one's point of view and reflecting his or her concerns. In a second session, sharing ideas produced a consensus on three priorities for each of the stages in the textbook management administrative process in Guinea. There was also a consensus on the necessity of having a national book policy. At the end of this report is an appendix, *The Symposium*, which presents a complete report of this day.

The Report

The report is divided into seven chapters. The first chapter presents the Guinean context so that the evolution of book problems will be well understood. Chapter two gives an account of book acquisitions since 1990 and shows the administrative process in use each time books were introduced into the educational system. Chapter three reports on the textbook situation in the 363 schools visited as determined by the data gathered at the time of the visits between 11 and 31 May 1998. Chapter four summarizes the quality of the textbook management administrative process at the central level. In chapter five, the principal strengths and weaknesses reported in chapters two, three and four are emphasized. Projections for acts in progress regarding textbooks are explained in chapter six. Finally, chapter seven presents a principal recommendation: the urgency of developing a national book policy. Other recommendations, qualified as *separate pieces*, are also suggested and will allow decisionmakers to improve the short-term textbook management situation in different stages of the book cycle in the educational system.

N.B. Because the name of the ministries concerned with teaching and education have often changed since 1990, the word *Ministry* will be used in this report to refer to the current ministry concerned and will thus designate the ministry responsible for elementary and secondary education.

1. THE GUINEAN CONTEXT

An objective analysis of textbook distribution and management in Guinea assumes that the overall context in which they are developed, especially the educational context, will be taken into account. The Guinean educational system is closely tied to the country's socio-political and economic history. During the past 40 years, the latter has experienced more or less spectacular and profound mutations which are expressed at the educational level as numerous reforms in the system. The academic administration acts regarding academic publishing and access to books have thus very often evolved according to extraneous influences. This chapter presents a brief overview of Guinea's socio-political and economic history and, in particular, of the evolution of its educational context.

1.1 The Socio-Political and Economic Context

An independent state since 1958, the Republic of Guinea is a West African country with immense agricultural, hydraulic and mining (bauxite, diamonds, iron, gold, etc.) potentialities. Its gross national product (GNP) per capita doubled (UNICEF/GUINEA, 1997) in a decade, rising from US\$300 in 1985 to US\$575 in 1995. It has a population of 7,164,893 inhabitants, of whom 3,668,673 are women (MPC, 1997) and has a demographic growth rate of 2.8% (BM, 1996).

Overall, Guinea is one of the least advanced countries and has been under structural adjustment since 1985. It is currently among the countries with one of the least advanced indicators of human development (IHD) (168th out of 174 countries, in UNICEF/GUINEA, 1997). More than 40% of the population (UNICEF/GUINEA, 1997) lives below the poverty level; 13% of these in extreme poverty. Life expectancy is short: 50.6 years; 52 years for women. Infant mortality (113 per 1000) and illiteracy (76%) (WB, 1996) are high.

The program of economic and financial reform which was set up as part of the structural adjustment is centered around instituting better administrative management. Its objective is to create an environment favorable to developing the private sector and to progressively reducing state intervention in commercial enterprises. This program resulted in a complete transition from a state-controlled economy (from 1958 to 1985) to a market economy (WB, 1996). It also allowed administration reform; the number of government employees was reduced from 95,000 to 52,000, and an annual growth rate of 4% for the gross domestic product (GDP) was reached.

Nevertheless, a fall in the price of mining products, particularly that of bauxite (the main export), and a weakness in collecting taxes (despite recent registered results) greatly weakened macro-economic equilibria.

The 1984 change in political regime was at the root of significant political changes, including the institution of a multiparty system; the adoption by referendum of fundamental law; the organization of presidential elections and multiparty legislatures; the setting up of republican institutions, and the institution of a private printed press.

1.2 Educational Context

1.2.1 FROM INDEPENDENCE TO 1989

With independence, Guinea adopted an educational policy based on a system of mass education, promotion of national culture, and use of native languages in education. These languages, used as teaching vehicles, allowed the primary cycle and part of the secondary cycle to be covered in 1984. Production and distribution of academic materials, particularly textbooks, were thus ensured by the State.

During the 1970s, the development of the educational system slowed down principally due to the recession, fiscal difficulties in the public sector, and a decline in the quality of teaching: (i) a lot of instructors did not have adequate training; (ii) classrooms were not large enough to accommodate all school-age students; and (iii) academic materials and other academic aids were virtually inexistent (WB, 1996).

It is estimated that, during this period, the unit cost of a primary school student was only 0.2 dollar (in IDS-MEPU/FP, 1996). The deterioration of the educational system was such that the enrollment rate in primary schools went from 33 % in 1979-1980 to 27 % in 1982-1983 (IDS-MEPU/FP, 1996).

The army's seizure of power on 3 April 1984 marked an important stage in the history of Guinea's educational system because it marks a rupture on all levels. Two national educational conferences held at Conakry in May-June 1984 and in April 1985 improved the educational system's reform process and allowed for the adoption of important measures, including: (i) the reintroduction of French as the language of instruction on all study levels in all orders of education and, at the same time, the abandonment of national languages (eight) in elementary education and in the first cycle of secondary; and (ii) the improvement of the quality of the educational system due to the academic materials furnished and the education of instructors.

In September 1989, Guinea adopted a new educational policy that defined qualitative and quantitative objectives to be reached between now and the year 2000. Academic material, and especially books, were placed at the center of the reform efforts. It stipulated that:

Insufficient academic means must be corrected immediately. Thus, monies for operations must be increased from GFr 150 per student to close to GFr 1000 without delay. Particular attention will be paid to textbooks : the ministry of education must ensure that textbooks are available and are reasonably priced for families (MEN, 1989).

It is important to note that in 1990 the ratio of books/student in Guinean primary schools was on average 1/7, all disciplines combined (INRAP, 1996a). This illustrates, in part, the lack of textbooks acquired, but also the level of teaching quality.

1.2.2 FROM PASÉ I TO PASÉ II.

The year 1990 marks the beginning of the application of an adjustment policy in the educational sector that will end in the year 2000. It is within this framework that the *Education Sectorial Adjustment Programs* known as PASÉ I and PASÉ II were developed.

The principal objectives of PASÉ I (1990-1993) were essentially to: (i) restructure educational administration and improve the sector's management capacities; (ii) better train educational personnel; (iii) increase the percentage of children in full-time education; and (iv) furnish textbooks to students.

Several sponsors contributed to implementing PASÉ I. The most important are USAID (US\$28 million, or nearly 50% of the program's total financing), the World Bank (US\$20 million) and the Coopération française by means of the *Support Funds for Cooperation* (US\$9 million), or an overall investment of US\$57 million in three years (IDS-MEPU/FP).

During this period, three principal measures were set up: (i) increasing the portion of the national budget allocated to elementary education; (ii) redeploying nearly 1800 instructors who were in offices into elementary schools; and (iii) constructing and equipping nearly 3000 new classrooms.

This allowed elementary education class size (the principal objective) to increase substantially. The gross percentage of children in full-time education increased from 28% (in 1989) to 50.5% in 1997 (SSP, 1997a).

Nevertheless, setting up the measures described above had little impact on equity in the educational system (genders, regions, rural and urban areas).

The growth of academic class sizes did not lead to an improvement in pass rates or equalization in the proportion of girls and boys in classes. Between 1990 and 1997, the gross percentage of girls in full-time education increased from 19.6 to 35.5% against 31.8% to 66% for boys (SSP, 1997a and SSP, 1997b). It must be said that certain textbooks contain sexist stereotypes unfavorable to girls. But corrections in this regard are currently being studied (or are being carried out) by the National Institute of Research and Pedagogic Action (INRAP). This being said, educational programs and overall means (including textbooks) constitute one of the main ways to eliminate this inequality.

Superposed on this inequality between the sexes is an interregional inequality. Conakry has a gross percentage of children in full-time education of 79.7%, compared to that of other regions in the country which vary from 36.8% to 54.5% (SSP, 1997a). Inequality between the sexes is greater in certain regions than in others.

It is further noted that in private education, the gap between the sexes is less pronounced. Thus, at the level of national averages, for the year 1996-1997, the gross percentage of girls in full-time education rose to 35.2% in public schools and 42.7% in private schools (SSP, 1997a).

Finally, the percentage of children in full-time education is numerically less significant in rural

areas than in urban areas. For example, from 1992 to 1994, urban schools and rural schools follow evolution curves inverse to each other, or a continued increase for urban schools and a continued decrease for rural schools (MEPU/FP/SSP-UNESCO-UNICEF, 1994). Taking into account the preceding data, it can be assumed that the gross percentages of girls in full-time education in rural areas could even decline.

In addition to these problems regarding equity, examination results and pass rates reveal that the effectiveness of education decreased during PASÉ I. Entry examination pass rates for the 7th grade decreased from 1990-1991 to 1996-1997 (EDC, 1997).

To reduce these inequalities while continuing to increase the percentage of children in full-time education and to improve educational quality, the Guinean government published *a letter on educational policy* in 1995. According to the PASÉ's technical secretariat, the Ministry is currently pursuing educational reforms, particularly under PASÉ II, which has financial support from sponsors: the World Bank (US\$42.5 million), USAID (US\$20 million), and the Coopération française (US\$2 million). Among other things, the reforms in progress aim to increase access to education for girls and for children in rural areas, and to increase the gross percentage of children in full-time education to 53% in the year 2000 (EDC, 1997). In this regard, it is anticipated that: the system will be qualified by means of research-action; personnel training will be provided; textbooks will be distributed; academic health will improve; private education will be promoted; the participation of the *Association of Parents' Pupils, and Friends of the School (APÉAÉ)* will be reinforced; the circulation of information will be improved; and the administration of national education will be restructured.

This ministry restructuring has already been completed. There are currently three education ministries: the *Ministry of Pre-University Education* which is responsible for elementary education and general secondary education, the *Ministry of Technical Education and Vocational Training* responsible for technical secondary education and vocational training, and the *Ministry of Higher Education and Scientific Research*, under whose responsibility the country's institutions of higher learning and research centers are placed.

Nevertheless, staff appropriation in these new structures is not complete at all levels of the administration, which necessarily limits personnel efficiency.

In the action domains at the fundamental levels of educational quality, there is an entire series of programs currently being carried out and operations whose organization will soon begin (EDC, 1997):

(i) the French Support Funds for Cooperation through its program "Reinforcement of the Guinean Educational System" has undertaken an entire scope of activities, including financing the revision of primary programs;

(ii) the World Bank is financing and/or supporting, among other programs, the development and experimentation of instruments for measuring learning within primary and secondary schools with a national evaluation system of student learning in Guinean schools; the purchase, production and distribution of textbooks to primary school students; significant assistance to

MEPU's planning efforts (equipment, preparation and production of annual statistics, etc.). Moreover, "the World Bank is also the principal sponsor of the *Basic Education for All Program*, currently preparing for the period 2000 to 2010, which includes 18 components covering all areas of formal and informal education" (EDC, 1997);

(iii) GTZ is organizing a teachers' education program for primary schools in the Labé region;

(iv) UNICEF is financing the NAFA centers, second chance schools (organization, purchase, production, distribution of textbooks);

(v) ACIDI is supporting technical and vocational training, particularly through a large-scale reform project that affects the principal components of the educational sector (implemented by CRC-SOGEMA, a Canadian consulting firm);

(vi) the European Union is making multiple contributions to education, particularly the purchase and distribution of textbooks for primary education; and

(vii) USAID, UNICEF, the World Bank, UNESCO and FAWE have also offered support to the Committee for Equity of Academic Administration, specifically in the area of its research-action activities (causes of access and academic retention inequality between girls and boys). USAID's contribution to PASÉ II principally concerns three distinct areas: management, quality and equity.

Other sponsors, like ADB and OPEC, are assisting in school construction and book purchasing within Education Project III's framework. Currently, there is no coordination between these and PASÉ II's partners.

For the short and long terms, the Guinean government's orientation and strategy for developing its educational system are directly supported by the NFQÉ program. In the recent document, "Guinée 2010," it indicates that its educational objectives are: (i) a continuing increase in school enrollment ratios and the literacy program; (ii) attendance ratios above current levels; (iii) better teaching and instruction; and (iv) more equitable access to education.

1 . 2 . 3 THE CONTEXT OF THE STUDY

Since 1990, the educational development program in the Republic of Guinea has emphasized improving the system's management and quality of teaching. To respond to the objective of improving quality, one of the major components of the program for reforming the educational system focused on putting the appropriate academic aids, particularly textbooks, at the disposal of students and teachers. In PASÉ I (1990-1993), the textbook component initiated textbook distribution acts acquired as part of the second Educational Project financed by the World Bank, at the same time as endogenous conception and textbook acquisition acts were being pursued.

Improving the educational quality registered in PASÉ II (1994-2000) allowed for reinforcement of activities favoring textbooks that were begun during PASÉ I. The acts include elements of endogenous acquisition, conception and production, as well as elements of the distribution and

management of textbooks and other written aids. In addition to the concern about improving educational quality, equity remains a major concern for reforming the system under PASÉ I and PASÉ II. The concern about equity is expressed through the efforts at improving students' access to textbooks.

During PASÉ's two phases, the private sector and the NGOs were partners in textbook acts. Certain NGOs, like Aide et Action and Plan Guinée, became involved at the textbook distribution level in schools, as well as in their management by the communities and the schools. *World Education* is in the process of developing management instruments as well as approaches to teaching APÉAÉ members in the Mamou and Dalaba prefectures. This last NGO collaborated in developing models for statutes as well as interior rules for certifying APÉAÉs. Management instruments have been translated into national languages for the training implemented by local leaders and local NGOs.

In addition to the various acquisitions of textbooks, it is useful to note the studies and research conducted to improve the quality of the distribution network, increase students' accessibility to textbooks, and improve the contents' academic quality, as well as the training conducted on management and use of textbooks. In November 1990, to respond to the urgent demand to distribute warehouse stocks, the National Pedagogic Institute conducted a seminar on the study of Guinea's textbook distribution network aimed at decentralized structures of education. In 1991, to support the Ministry's efforts, the NGO *Canadian Organization for Development of Education* (OCED) financed a study on textbook distribution in Guinea. The goal of this study was to help IPN plan and organize the distribution of 400,000 textbooks in stock since 1989 in the Ministry's warehouses (OCED, 1991).

During 1994, several studies were developed due to the interest created by past acts and the expectations of students, teachers and the parents of students. In February 1994, USAID conducted a partial technical evaluation of acts undertaken since 1990 in elementary education (USAID, 1994). The evaluation included a facet on textbooks in order to determine the state of the situation, as well as the needs in the sector. In the same year (1994), the Ministry published, in collaboration with the Canadian company SOFEG, a report on the study of the book industry in Guinea (SOFEG, 1994). The national company SOGUIDIP published its study on the project of creating a book distribution and circulation network in Guinea (SOGUIDIP, 1994).

In 1996, the Ministry, in collaboration with *Coopération française*, conducted a study on the use of approved textbooks in the Republic of Guinea's schools which aimed to review the situation and to assess the state of textbooks, with the intention of possible decisionmaking (INRAP, 1996). In May 1997, the book summit was held at Conakry. This meeting, at which the Guinea's book sector participants and partners gathered, was intended to be a meeting to coordinate national book policy (INRAP, 1997). In November 1997, the NFQÉ project conducted an analysis of Guinea's basic education situation with aspects relating to textbooks (NFQÉ, 1997).

2. TEXTBOOKS ACQUIRED AND DISTRIBUTED SINCE 1990

The numerous contributions of textbooks and other reference books could be mentioned without making it the subject of a detailed analysis. Among these contributions, it is suitable to mention the gift of ACCT (now the Agence de la Francophonie) of the book *"The Scribe and the Griot"*; the *"African Visual Dictionary,"* produced and distributed with the financial and logistical assistance of ACDI for a total of four million Canadian dollars for the four countries involved in the project (Senegal, Mali, Guinea, Burkina Faso); as well as the manuals produced and distributed by the national service of literacy for more than 513 million Guinean francs (between 1991 and 1997) with the help of UNICEF, Aide et action, and the International Fund for Agricultural Development (FIDA), and brochures of official programs for the elementary level printed and distributed with the support of USAID.

From 1989 to 1998, numerous investments in the textbook sector, mainly foreign, have allowed for acquisition or production and distribution of significant quantities of textbooks, as well as the development of teaching actions for instructors. The textbooks introduced in the Guinean educational system from 1989 to 1998 were divided into three periods corresponding to the three modes of distribution used by the Ministry during this period.

2.1 The Period from 1990 to 1993

2.1.1 TEXTBOOK ACQUISITIONS FROM 1990 TO 1993

TEXTBOOKS ACQUIRED AS PART OF THE SECOND EDUCATIONAL PROJECT FINANCED BY THE WORLD BANK

In examining the contributions of textbooks during PASÉ I and II, it is important to understand the relationship between the second Educational Project and PASÉ I, as well as the contributions of the second Project that were managed by PASÉ I. In 1989, while the PASÉ I agreements were being negotiated, the second Educational Project was reaching its conclusion. Previous delays in the project's execution meant that significant funds were not used, particularly for the textbook component of the second Project. Instead of extending the project, the government and sponsors decided to harmonize the approach to reforming the educational sector with that of macro-economic reform. In this context, the second project was closed and the remaining amounts were redirected to studies and other preparatory activities of PASÉ I.

The textbook component of the second project, which had experienced delays in its execution, underwent an internal reorganization. The plan was to have seventeen titles locally conceived and then printed abroad. In 1989, three titles had been produced and the project was thus oriented towards buying textbooks abroad. It had acquired four titles, while three were conceived locally and printed in Belgium. The following table gives the quantities acquired as part of the second Educational Project.

Table 2.1 Textbooks Acquired in 1989 and 1990

Title	Level	Quantity	Total Value in \$US	Year Acquired	Year Distributed	Unit Price
3 rd Grade Arithmetic	3 rd	58,239	181,160	1989	1992	GFr 500
3 rd Grade History	3 rd	59,874	82,000	1989	1992	GFr 600
3 rd Grade Observational Sciences	3 rd	59,714	135,580	1989	1992	GFr 550
CP1 Arithmetic	1 st	90,000	211,300	1990	1992	GFr 1,500
CP2 French, Collection École et Développement	2 nd	60,000	106,800	1990	1992	GFr 1,500
CP2 Arithmetic	2 nd	60,000	158,560	1990	1992	GFr 1,500
CE1 French, Collection École et Développement	3 rd	60,000	178,800	1990	1992	GFr 1,500
Total		447,827	1,054,200			

The seven titles distributed during the 1991-1992 school year in the country's elementary schools were financed within the second Educational Project framework financed by the World Bank. The requests for proposals departments emphasized the printing of three locally-conceived textbooks and acquiring the other four titles. The companies were retained following an international request for proposals coordinated by the former administration of educational projects (now the National Service for School Construction and Equipment, SNIES).

Supported by the presence of a long-term consultant, the process was properly planned, executed and managed during the different stages of the production and acquisition processes. Operations for the receipt, shipping and distribution of the textbooks had considerable gaps, because distributing the books acquired in 1989 did not really begin until 1992, despite attempts in 1990 and 1991.

TEXTBOOKS ACQUIRED WITH THE SUPPORT OF THE COOPÉRATION FRANÇAISE

Following the textbook conception projects conducted by IPN during the second Educational Project, IPN's French language section conducted the conceiving and testing of a reading language textbook for the 1st grade class of elementary education. In 1992, under PASÉ I, the Ministry asked the Coopération française to finance the editing and printing of the 1st grade Language-Reading textbook. The textbook thus conceived had to be edited by IPN and printed abroad. However, it so happened that the editorial work retained by the request for proposals took over the editorial aspect as well as the printing of the textbook.

Table 2.2 Textbooks Acquired and Distributed in 1992 and 1993 with the Support of the Coopération française

Title	Level	Quantities	Total Value in \$US	Year Acquired	Year Distributed	Unit Price
1 st Grade Language-Reading	1 st	120,000		1992	1993	GFr 300
1st Grade Language-Reading Guide	1 st	2,000		1992	1993	0
3 rd Grade Arithmetic	3 rd	60,000		1992	1993	GFr 550
3 rd Grade Civic Instruction	3 rd	30,000	120,000	1993	1995	GFr 1,500
Total		212,000				

This textbook represents the first one to be locally conceived and produced along with its teacher's guide. In addition to producing the 1st Grade Language-Reading Book, the Coopération française financed the reprinting of 60,000 copies of the 3rd grade arithmetic textbook edited by IPN. The printing contract contained a clause that had been executed and that was relative to the company's visit by IPN teams during the production activities. This visit took place at the company to allow for development of proficiencies within the Ministry.

Parallel to this, the Coopération française negotiated a contract with a private editor, SAÉC, for conceiving, editing, printing and distributing a civic instruction textbook for the 3rd grade of elementary school. The contract, for a total of GFr 120,000,000, was managed by PASÉ's Technical Secretariat and the Coopération française. The SAÉC conceived the textbook and had 30,000 copies printed in France. Problems arose when the textbook was introduced in the schools.

The Ministry and the structures responsible for manuscript evaluation were not consulted during the conception and editing stages. The evaluation of the printed textbook led the Ministry to ask for changes when the 30,000 copies had already been printed and shipped to Conakry. The SAÉC had to begin manual corrections on the book before providing it to private distributors for sale. The result was that coordination between the different contributors was not ensured and, moreover, the operation was not controlled. At the level of control, it was not possible to follow up on the reinvestment of funds issued for the sale of the book to make sure the book sector was conforming to the contract signed with the private editor.

2.1.2 APPROACHES TO TEXTBOOK DISTRIBUTION FROM 1990 TO 1993

From 1990 to 1993, two distribution approaches were implemented by the Ministry.

DISTRIBUTION - SALE OF TEXTBOOKS BY LIBRAPORT NOUVELLE

In December 1990, the Ministry signed a contract with a private distributor, Libraport Nouvelle, which was recently privatized and was responsible for distributing textbooks and other academic

documents. This company had a bookstore network in most of the country's cities. After privatization, the branches in the prefectures were rebought by the company's former employees, who set up their own businesses. The independent bookstore network was thus constructed as a private company with national representation that signed the distribution contract with the Ministry.

The contract between the Ministry and the private company included distribution throughout the national territory and selling arithmetic, observational science and history textbooks for the 3rd grade at the approved prices. The Ministry granted a discount to the company for each book sold, with unsold books remaining the Ministry's property. The distributor's discount was GFr 210 on the arithmetic book sold at GFr 600; GFr 193 on the observational science book sold at GFr 550; and GFr 175 on the history book sold at GFr 500.

The private distributor used its branch network in the areas around Conakry (Coyah, Dubreka, Fria, Forecariah). It was agreed that the books would never go any farther as a 60-day delay was anticipated in the contract for sending the books throughout the country. The private distributor's inability to serve all the prefectures led the Ministry to break the contract.

Moreover, the conception of the services contract between the National Secretary for Pre-University and Professional Training (*SÉEPU-FP*) and Libraport Nouvelle contained significant gaps. The contract between the Ministry and Libraport Nouvelle provided for no repayment schedules for the private company. Without repayment schedules, the company did not have sufficient constraints to pay the Ministry. Without documents on this operation, it was impossible to quantify the textbooks sold and the amounts spent and due by Libraport Nouvelle. Another gap in the contract had to do with the private company's insurance and the possibility of making demands to a bank in case the company refused or was unable to pay. Moreover, the contract reveals that no security had been asked of the company for executing the contract.

The private company's problems with executing the contract, added to its insolvency and the Ministry's difficulties in managing and monitoring the contract's execution by the private sector, led the Ministry to look for another approach to distributing textbooks that had already been in storage for more than a year.

DISTRIBUTION - SALE OF TEXTBOOKS BY THE MINISTRY AND DECENTRALIZED EDUCATIONAL STRUCTURES

After breaking its contract with Libraport Nouvelle, the Ministry decided to ensure textbook distribution by using its own structures: the IRÉs, DPÉs/DCÉs, DPSPs and the school administrations. The Ministry entrusted the IPN with planning the operation and logistical management, while financial management was entrusted to the DAAF. The IPN proceeded with packaging the textbooks by prefecture and shipping the packages to the DPÉs. Each DPÉ/DCÉ had to ensure that the textbooks were redistributed between the prefecture's different schools and that packages were shipped to each school.

To verify package shipments, the IPN created and sent delivery forms and textbook receipts that had to be signed by the school's principal and copies sent back to the DPÉ/DCÉ and to the IPN.

Shipping procedures were thus performed and the IPN was able to determine the number of textbooks received by each DPÉ/DCÉ and by each school. It was proven that the textbooks had been sent to the country's schools as attested by the centralized acknowledgements of receipt at the DPÉ/DCÉ and IPN levels.

The school principals were responsible for ensuring textbook sales, collecting money and ensuring that the funds were sent to the DPÉ/DCÉ. The DPÉs/DCÉs were responsible for monitoring the process in their area's schools. The DPÉs/DCÉs were responsible for monitoring the funds collected by each school, the books sold and the quantities of the remaining textbooks. In turn, the DPÉs/DCÉs were in charge of making sure the monies were sent to the IRÉs, as well as the information gathered at the level of different schools. The IRÉs were responsible for ensuring operations monitoring in their jurisdiction's prefectures and for sending information and monies to the central level.

To ensure textbook distribution, the IPN had asked the schools and the DPÉs/DCÉs to report class sizes by level. A form created for this purpose was sent to the different decentralized structures. The forms were sent back to the IPN within 1 month and they allowed the statistical data for this period to be completed. The data thus obtained allowed quantities of textbooks to be sent relative to the schools' class sizes.

2.1.3 MANAGEMENT OF THE TEXTBOOK DISTRIBUTION PROCESS FROM 1990 TO 1993

The two approaches to textbook distribution that were used by the Ministry between 1990 and 1993 were based on the sale of textbooks to students. For the first time, private structures with very little structure were used. These private structures hardly ensured efficient textbook distribution and the Ministry's planning structures had not ensured sufficient planning of the operation. The result was that textbooks did not get to the schools and funds allocated for book sales were not recovered by the Ministry. This first experience did not attain the desired results for quality and equity, because the result was a loss of books and money.

The second time, educational structures were used to ensure the distribution and sale of textbooks. This last mode of distribution has certainly allowed textbooks to arrive at schools. However, the fact that textbooks were sold limited the number of children with access to the textbook. In this regard, the determination that significant sums of money could not be recouped either at the level of the schools or the level of the DPÉs and IRÉs must be added. It was impossible to quantify the results of this operation. This second experiment had the same consequences as the first one. Losses of textbooks and money were recorded, while children's access to textbooks was limited.

ELEMENTS OF THE MINISTRY'S POLICY FROM 1990 TO 1993 REGARDING TEXTBOOKS

In the Ministry's educational policy document (September 1989), it is mentioned that "the Ministry is working to make the appropriate textbooks available at affordable prices to students and parents." This information seems to mean that these textbooks will be sold or else a contribution asked of parents. Without administration texts, a multitude of interpretations is possible. In the private textbook sector, between 1990 and 1993, it was impossible to identify the Ministry's policy elements regarding textbook distribution. Changing from one approach to

another without preliminary studies is an indication of the absence of a policy and of rational elements on which a change in approach would be based. The motivation for changes would be based on the desire to take the textbooks out of the warehouses and to get them into students' hands, in response to concerns expressed by certain sponsors. The result is that the absence of a textbook sector policy leads to changes that are not planned and are not based on any rigorous analysis.

TEXTS RELATING TO TEXTBOOK DISTRIBUTION

The only text relating to Libraport Nouvelle's distribution is the contract between the SEEPU and Libraport Nouvelle signed in December 1990. The gaps relating to this text were emphasized above. The gaps in this text, as well as the absence of other texts for monitoring, furthered the lack of follow-up to the operation and the company's nonpayment of amounts due. There is no text relating to the monitoring process for verifying the quantities of textbooks sold and the amounts recouped.

At the time the Ministry distributed and sold textbooks, texts explaining the procedure had been produced following a study conducted by the *OCED* (*OCED*, 1991) at the Ministry's request. The documents produced relate to operation planning as well as to the procedure for recouping funds from textbook sales.

PLANNING

The planning of textbook activities conducted between 1990 and 1993 was not always implemented. Conceiving and editing the seventeen titles had been planned as part of the second Educational Project. The result was that only three titles were produced while the project was reoriented towards buying textbooks abroad. The other textbooks introduced into the system during this period were conceived and edited locally, which naturally augmented previous acquisitions. It needs to be determined that these last productions were integrated into a national endowment method of elementary education for textbooks. The production of the 1st grade Language-Reading book responded to a desire to progressively endow the textbook system according to the priorities expressed by the Ministry.

If it is possible to determine the planning elements at the level of different segments of the process (acquisition, distribution, use), it is impossible to observe a plan that takes responsibility for all of the elements of the process, which led to the books being stored in the Ministry's warehouses for over a year before being distributed. Textbook purchases, as well as productions during the period 1990-1993, had planning elements that had no objective other than having textbooks in the Ministry's warehouses.

The distribution of textbooks conducted by Libraport was not planned. It was performed in response to the demands of the moment. However, after this first attempt, the 1992 distribution by the Ministry's structures was supported by a study conducted by *OCED* at the request of IPN. The study's report and the resulting planning documents allowed IPN to clarify the procedure for carrying out the operation and to anticipate the different activities of the process.

ORGANIZATION

The organization for textbook acquisition and production during this period was able to take charge of the program's different activities. The DAAF was prepared, in collaboration with the IPN, to negotiate the contracts and to follow up on the entire procedure. As confirmed during the interviews, this was due to the DAAF's abilities and the coordination of the Ministry's and the sponsors' structures.

The distribution conducted by Libraport Nouvelle was not based on effective organization. The company's reorganization made the structure precarious and unqualified to take charge of an extensive distribution operation. However, the approach used by the Ministry was based on a branch structure present throughout the country. The decentralized educational structures were able to take charge of distribution operations, as was proven, but this was not their role. Organizing book shipment to the schools was satisfactory, even if problems arose regarding collecting and recovering funds. Significant sums of money were lost and were never able to be recovered and reinvested.

DIRECTION

Direction of the acquisition and production operations was taken over by the DAAF, while implementation at the conception, distribution and use level was ensured by the IPN. This clarity in the mandates of the different structures allowed abilities and allocations to be determined without conflict, as well as accountability of the structures. Regarding implementation, it was possible to track investments in the textbooks.

COORDINATION

The existence of authorities for coordinating the Ministry's and the sponsors' structures (pilot committee and follow-up committee) ensured an overall coordination of the different contributors in education. Coordination problems arose regarding specific actions. This was the case in the lack of coordination between the DAAF, the National Directorate of Elementary Education and the IPN on textbook distribution and sale (MEPU-FP, 1993). The lack of coordination had negative effects on monitoring and recovering funds. The National Directorate of Elementary Education was not involved in the process and the DAAF did not have all of the IPN's information for collecting funds, despite satisfactory implementation of acts for shipping books.

MONITORING

Once the process began, it was difficult, and often impossible, to ensure it was monitored; witness the difficulties in collecting funds due to the lack of coordination between the IPN and the DAAF. Despite written procedures for internal monitoring, implementation of monitoring was not done. It was also difficult to know how many books remained after a certain period of sale in the schools. There was no recovery of accounts of the number of textbooks sent to ensure that the numbers sent had been received, which means that the internal monitoring process was not ensured. Insufficient quantitative data on the operation as a whole made it difficult to assess the impact of the operation on the textbook sector and indicates a lack of monitoring the entire process.

Insufficient monitoring caused considerable losses of books and money. They prevented actions undertaken during this period from being measured. The following table summarizes the situation of the administrative process from 1990 to 1993 regarding textbook management and distribution in Guinea.

Table 2.3 Textbook Management Administrative Process

	Existence of		Existence of Documents	
	Yes	No	Yes	No
Ministry of Education Strategy		+		+
Texts Relating to Distribution	+		+	
Planning	+		+	
Organization	+		+	
Administration	+		+	
Process Monitoring		+	+	
Coordination	+		+	
Internal Monitoring		+		+

Table 3 indicates that the Ministry had no explicit, written strategy for textbooks at this time, even though structured acts had been conducted. It was determined that, to distribute textbooks acquired during the second Educational Project, and later during PASÉ I, the Ministry planned distribution operations that were based on decentralized educational structures with administration ensured by the IPN. However, monitoring was not ensured at all, prompting confusion and enormous losses. Delays in executing the 4th component of PASÉ I and the problems encountered up until then began to better focus the contributors' attention on the textbook issue and the necessity of better-structured interventions.

2.2 The Period from 1994 to 1996 : Distribution - Sale by the Private Sector.

The publication of the study report on the book industry in Guinea (MEPU-FP et SOFEG, 1994) allowed new light to be shed on the book problem. The study's goal was to provide a thorough description of the book industry and to propose scenarios for establishing a national book policy. The three strategic options proposed were: (i) maintaining the state monopoly on textbooks; (ii) progressively disengaging the book sector from the state; and (iii) setting up incentives for developing a national book sector.

2.2.1 TEXTBOOK ACQUISITIONS FROM 1994 TO 1996

The illumination provided by the study's results influenced certain Ministry decisions relating to textbook distribution. Following publication of the study's results, the Ministry oriented itself towards a progressive disengagement from production and distribution in favor of the emergence of a national book industry (MEPU-FP and private distributors, 1994). The report's proposals on the book industry and the numerous management problems that appeared during previous

distributions led the MEPU-FP to sign a distribution protocol at the beginning of 1994 with two local private companies, followed by a more specific contract with the IPN. The sponsors involved in the book industry at this time were the Coopération française and USAID. Signing the protocol with the private sector allowed numerous other acts furthering the national book industry to be organized.

TEXTBOOK ACQUISITIONS DURING THE 1994-1995 SCHOOL YEAR

The Ministry, with the support of USAID, conducted the editorial project focusing on the second Language Reading textbook for the 2nd grade as well as its teacher's guide, for a total of 80,000 student textbooks and 2,500 teacher's guides. During the same period, the Coopération française financed the reprinting of the 1st grade Language Reading textbook and its guide as well as the acquisition of other French and arithmetic textbooks for elementary education, for a total of 500,000 student textbooks and 12,000 teacher's guides. The ACCT (Agence de la Francophonie) had given a set of 31,500 *Horizons of Africa* books to the Ministry intended for 5th and 6th grade students. This book, which did not have a teacher's guide, was helped out by a grant from the Agence de la Francophonie to the IPN for producing the guide and instructing teachers on how to use the book. When the textbook was being introduced into the schools, IPN's educational team prepared the guide in collaboration with the teachers.

The protocol signed between the MEPU-FP and the private distributors stipulated, among other things, that they had to become more involved in taking responsibility for supplying the book industry by importing certain textbooks at their own cost. This is how the company SOGUIDIP imported and distributed, at its own cost, the CM1 and CM2 arithmetic textbooks, and the CM observational sciences textbooks, all accompanied by their teacher's guides. In addition to importing these textbooks, SOGUIDIP financed the reprinting and distribution of the 3rd grade arithmetic, 3rd grade history and 3rd grade science books. Likewise, the company MA BOUGIE financed the purchase of 25,000 *Horizons of Africa* books to complete the stock provided by the Agence de la Francophonie. The following table summarizes all of the textbooks introduced into the educational system by the Ministry with sponsors' grants and by the private sector during the 1994-1995 school year.

In addition to the textbook distribution performed between 1994 and 1995, there were also distributions of reference books and other documents intended for teachers and/or students. These distributions were subsidized by organizations such as UNICEF on the occasion of its support for literacy and NAFA centers; and the ACDI as part of its production and circulation of the *African Visual Dictionary*.

TEXTBOOK ACQUISITIONS DURING THE 1995-1996 SCHOOL YEAR

The European Community financed the reprinting of the IPN's textbooks as well as the acquisition of textbooks on the official list. The stocks thus acquired were ceded back by the Ministry to private distributors to be sold at approved prices. The following table summarizes the textbooks acquired and distributed during the 1995-1996 school year.

Table 2.4 Textbooks Acquired and Distributed in 1994-1995

Title	Level	Quantity	Total Amount in \$US	Financing	Price in GFr
1 st Grade Language B Reading	1 st	100,000	nd	FAC	1500
1 st Grade Language B Reading Teacher's Guide	1 st	3,000	19,500	FAC	0
1 st Grade Writing Notebook	1 st	74,550	nd	FAC	1000
CP1-CP2 My New Mathematics Book. Teacher's Guide	1 st and 2 nd	3,000	nd	FAC	0
CP1 My New Mathematics Book	1 st	80,000	nd	FAC	2000
2 nd Grade Language-Reading Guide	2 nd	3,000	19,500	USAID	0
2 nd Language-Reading	2 nd	90,000	32,000	USAID	1500
CP2 My New Mathematics Book	2 nd	80,000	nd	FAC	2000
CE1 Africa My Africa	3 rd	60,000	nd	FAC	3000
4 th Grade Arithmetic	4 th	60,000	nd	FAC	2000
3 rd Grade History	3 rd	25,000		SOGUIDIP	500
3 rd Grade Observational Sciences	3 rd	60,000	nd	FAC	550
3 rd Grade Observational Sciences	3 rd	25,000	250,000	SOGUIDIP	550
CE2 Africa My Africa	4 th	60,000	nd	FAC	3000
CM Horizon of Africa	5 th and 6 th	56,500	nd	FAC	3000
CM1 My New Mathematics Book	5 th	40,000		SOGUIDIP	2500
CM Natural Sciences	6 th	25,000		SOGUIDIP	2500
CM2 My New Mathematics Book	6 th	40,000		SOGUIDIP	2500
TOTAL BOOKS		885,050	321,000		

TEXTBOOK ACQUISITIONS DURING THE 1996-1997 SCHOOL YEAR

During the 1996-1997 school year, the private sector continued its textbook distribution-sale operations, while the Ministry began new acquisitions that would later be distributed using local transportation companies; management of stocks would take place at the school level. The European Union financed supplementary reprintings and acquisitions in limited quantities to respond to students' demands.

Table 2.5 Textbooks Acquired and Distributed in 1995 and 1996

1 st Grade Language-Reading	1 st	20,000	32,000	EU
1 st Grade Writing Notebook	1 st	10,000	15,000	EU
2 nd Grade Language-Reading	2 nd	40,000	104,000	EU
CM Horizon of Africa	5 th /6 th	30,000	180,000	EU
CM1 My New Mathematics Book	5 th	15,000	72,000	EU
CM Natural Sciences	5 th and 6 th	20,000	100,000	EU
CM2 My New Mathematics Book	6 th	15,000	72,000	EU
1 st Grade Language-Reading	1 st	15,000	60,000	EU
2 nd Grade Language-Reading	2 nd	5,000	22,000	EU
TOTAL		170,000	657,000	

Table 2.6 Quantities of Textbooks Acquired in 1996-1997 and Sold by the Private Sector

Title	Level	Quantity	Total Amount in \$US	Financing Source	Sale Price in GFr
CE1 Africa My Africa	2 nd	20,000	100,000	EU	3000
3 rd Grade History	1 st	7,500	42,750	EU	1000
3 rd Grade Observational Sciences	3 rd	7,500	25,250	EU	1500
CE2 Africa My Africa	4 th	4,000	20,000	EU	3000
CM Horizon of Africa	5/6 th	10,000	60,000	EU	3000
CM Horizon of Africa	5/6 th	100,000	nd	AF	3000
CM1 My New Mathematics Book	5 th	5,000	31,050	EU	2500
CM2 My New Mathematics Book	6 th	5,000	31,050	EU	2500
TOTAL		159,000	310,100		

The 10,000 copies of the *Horizons of Africa* textbook acquired with the European Union's support proved to be insufficient for the demand. To resolve this problem, the Agence de la Francophonie concluded an agreement with the African Company for Publishing and Communication (SAEC) for the acquisition and distribution-sale of approximately 100,000 copies of the *Horizons of Africa* textbook.

The Agence de la Francophonie was responsible for acquiring stocks as well as for shipping them to the port of Conakry. The SAEC ensured the book's distribution-sale, whose price was fixed at GFr 3,000. For this operation, it received a 55% discount on books sold, with the remaining of the total going back to the Agence de la Francophonie. In certain cases, the SAEC used the services of SOGUIDIP for the Maritime Guinea and Upper Guinea zones. As the study continued, the Agence de la Francophonie was still evaluating the operation, so we do not have totals for this distribution-sale. However, we learned through several representatives that certain copies of the *Horizons of Africa* book were found beyond the borders, in other countries of the sub-region.

2.2.2 DISTRIBUTION AND SALE OF TEXTBOOKS BY THE PRIVATE SECTOR BETWEEN 1994 AND 1996

From 1994 to 1996, the Ministry placed greater emphasis on the approach to textbook sales by the private sector. However, sponsors like UNICEF and ACDI used an approach based on educational structures. The operations of these financial organizations consisted of using the Ministry's structures for performing the distribution of documents produced as part of their projects. Financing was granted to structures like the national directorate for literacy or CONÉBAT to produce and distribute educational documents. They ensured production in quantities monitored by the structure and it distributed these documents using decentralized educational structures. The sponsor generally limited itself to receiving administrative documents of execution as the monitoring element.

This type of operation, although generally well-planned, could be difficult to monitor at the level of execution. It is difficult to assess the quantities actually produced and distributed by the central structure that ensures monitoring at the same time. It is desirable to dissociate the execution function from the monitoring function so as to ensure proper execution of all the activities. In this example, it is difficult, indeed impossible, to ensure that the planned activities were performed and that the allotted quantities were sent and received by the users.

By using the educational administrative structures, the sponsors guaranteed the double use of resources by paying twice for civil servants' working time, whose mandate was not that of distribution. Also, this practice could make it seem that non-professionals could ensure distribution. It is easy to determine that such an approach distracts the administration away from its real work of educational management, and towards logistical operations. Even more, this type of operation affects the implementation of the Ministry's strategy for distributing educational material.

In 1994-1995, the Ministry signed a protocol and a contract with the private sector for textbook distribution. Using educational structures to ensure distribution naturally affects the private sector's work and appears in a negative way at the level of collaboration between the Ministry's decentralized structures and the private sector (SODIL, 1995). The use of other distribution approaches represents a failure to increase the volume of operations and consequently a slowing down in the private sector's capacity to consolidate its position and the Ministry's inability to disengage itself from the textbook sector.

The protocol signed between the MEPU-FP and the private distributors gave a clear indication from the Ministry as to its desire to progressively withdraw from textbook distribution. This contract was for two years, renewable (1994-1995 and 1995-1996) and consisted of a document on implementing the protocol on specific acts. The two-year validity of the signed document allowed the private distributors to continue distribution-sale operations for the 1995-1996 school year.

The Ministry had acquired textbooks with funds made available by sponsors. These textbooks had been ceded back to the two private distributors according to educational class size in the zones to be served. The textbooks were given to companies that were supposed to sell them at approved prices throughout the national territory. To do this, the private companies opened up sale points in all the prefectures and trained agents for managing and selling textbooks in the prefectures. To ensure textbook distribution, the private companies received a 35% discount on textbooks sold that had been acquired by the Ministry.

In addition to textbooks acquired by the Ministry, the private companies had to acquire textbooks at their own cost that they had to sell at prices fixed by agreement with the Ministry. This is how SOGUIDIP and Ma Bougie imported more than GFr 250 million worth of textbooks. The textbooks were thus shipped to all of the country's prefectures and, very often, to a lot of the schools. It would seem that revenue of more than a billion Guinean francs were recorded on textbook sales.

It was impossible to obtain precise information on these sales because the Ministry's structures did not follow up on the operation. The private companies had an interest in an ineffective follow-up so that they would not have to pay the totals due, on the one hand and, on the other, the Ministry's structures are not able to ensure follow-up and coordination of operations. It would seem that the private distributors owe sums of money to the Ministry. It was impossible to calculate exactly the number of unsold stocks as well as the totals due. The questions posed now relate to subsequent payments made by the companies, because it appears that the private enterprises paid GFr 120 million to the Ministry; what is the state of the unsold stocks that are still the Ministry's property and that are in the private distributors' possession?

The question of INRAP's and DAAF's role relating to the follow-up of the operations should be raised to find out who should ensure the follow-up of sales and recovery of funds and unsold stocks. This is particularly important after a new distribution approach is introduced. It would be desirable to ensure a follow-up of this operation with the goal being to assess the sales and to see what the payments to be made are.

It is evident that textbook distribution and sale by private industry furthered the emergence of a national distribution network. The approach also allowed the private sector to become interested in taking responsibility for acquisitions so as to limit investments by the state and by sponsors. State support over a longer period of time would certainly have liberalized the textbook industry and limited operation by the state and sponsors to acts promoting equity. Promoting equity could be achieved by using subsidies to disadvantaged areas or to families, or even by setting up a school library with a limited number of textbooks. Studies could be undertaken to identify new

approaches.

It needs to be emphasized that, even if the private sector had attained appreciable results in two years, its approach has its limits as to the availability of textbooks for students in isolated areas and the ability of certain families to pay for books. Equity and access to textbooks are, at least in the private sector's structuring, forgotten for the benefit of the sector's consolidation.

2.2.3 OPERATIONS OF NGOS IN THE TEXTBOOK SECTOR

The operation of NGOs, particularly Aide et action, was very important in setting up community participation approaches for textbook financing and management at the school level. Aide et action assisted in acquiring and circulating textbooks in the Fria and Télémélé prefectures. Their approach consisted of buying textbooks from distributors in Conakry and transporting them to the schools. The schools were supposed to set up a functional association of students' parents and be trained in management by the NGO. The books delivered to the school were managed by APÉAÉ and each student had to pay a third of the book's total price annually, so as to recover the funds spent after three years. This approach made parents aware of book issues, the APÉAÉ's management training and the reinforcement of community structures.

2.2.4 MANAGING THE TEXTBOOK DISTRIBUTION PROCESS

From 1994 to 1996, textbook distribution used the private sector and the sale of books to families. The textbooks were subsidized by the Ministry, which wanted to disengage itself from the sector and put into place a national private sector. The management and limited organizational capacity of the Ministry's structures, added to the unplanned changes in the distribution strategy, prevented a lasting operation of the process.

ELEMENTS OF THE MINISTRY'S POLICY FROM 1994 TO 1996 REGARDING TEXTBOOKS

The draft theory as well as the contract are the documents that define the Ministry's positions regarding textbook distribution. The Ministry, in announcing its disengagement from the textbook distribution sector as well as its intention to support the emergence of a national private sector, clarified its positions in this regard. These positions could possibly serve as elements for a book policy. Moreover, these Ministry positions allowed private distributors to obtain the support of the Coopération française in the form of a loan that helped to buy communication material and rolling stock to ensure contact with the open branches in the country's interior and in different prefectures.

TEXTS RELATING TO TEXTBOOK DISTRIBUTION

The protocol of understanding between the MEPU-FP and the private distributors, as well as the other documents on implementation that followed from it, are the documents on which textbook distribution is based. The private sector developed documents on planning, training and management. These documents were certainly useful in implementing activities.

PLANNING

The general planning of the process was ensured jointly by the IPN, the National Directorate of Elementary Education, PASÉ's Technical Secretariat, the Ministry's Cabinet and private

distributors. The division of tasks and responsibilities among the Ministry and the companies was established, as well as a repayment schedule for carrying out activities. The planning

documents covered all activities regarding the operation, including acquisition, distribution and training teachers to use the textbooks.

Planning the distribution operations for each of the areas was ensured by the private companies with approval to be obtained from the Ministry before beginning operations. An activity planning manual for each company, which included training branch personnel, was developed. A manual for executing distribution operations made it possible for different companies and the Ministry to exercise control over the activities.

ORGANIZATION

Private companies ensured the setting up of an organization to take responsibility for different activities. They set up a network of branches in the prefectures in order to be closer to schools and the students. The branches were responsible for ensuring contact with rural schools. During the two years of the distribution-sale, it was difficult, in certain cases, to serve the rural schools. However, the companies offered a discount to schools that came to the points of sale to buy supplies.

ADMINISTRATION

Administering the implementation of activities was ensured jointly by the private sector and by the Ministry's structures. The mandates were divided in a clear manner that avoided ambiguities and conflicts during execution. The distribution companies ensured the administration of field operations, while the Ministry had to ensure monitoring of the proper execution of the entire process. The problems noted relate to how the Ministry executed its monitoring tasks. As was already mentioned, the monitoring activities were not performed and gaps still exist in recovering the Ministry's monies and textbook stocks that belong to it.

COORDINATION

Meetings on a bimonthly basis or at the request of one of the two parties (Ministry or companies) ensured an external coordination of operations. The accounts of the meetings and the reports presented attest to the collaboration and cooperation between the different partners for the operations' success. The private distributors spent an initial amount of GFr 120 million following the first year of distribution. It appears that these amounts were reinvested in training teachers on how to use the textbooks.

Aspects relating to the coordination of all the textbook distribution operations, as well as to monitoring implementation to follow through on the industry, was lacking. The Ministry and the private companies had periodic meetings to settle questions about performing activities. However, coordinating the Ministry's structures, particularly the DAAF and the IPN, was not done as it was supposed to be. It is this gap that continues to have consequences for collecting funds and finalizing the operation.

The lack of coordination is also evident in the follow-up of the Ministry's activities in the textbook sector. The use of several distribution approaches by the sponsors was possible because of the lack of coordination or insufficient circulation of information. ACDI used Ministry

structures to ensure the circulation of the *African Visual Dictionary*, while UNICEF used CONÉBAT to produce and distribute manuals intended for NAFA centers. Previously, FAC and the World Bank had done as much. Combining the structures for monitoring and for production led to a lack of transparency that did not allow for effective work. Very often the monitoring procedures were not explicitly expressed and rarely were they written. Moreover, we saw no legal text authorizing the Ministry or one of its departments to receive revenue directly. Nor did any procedure seem to indicate the reallocation of these revenues. The sponsors, by using public services whose role is not to settle their distribution or material production problems, ended up supporting the public sector in activities that normally were supposed to revert to the private sector.

MONITORING

Implementing the process as well as internal monitoring were ensured by the private sector following the management textbook developed by the distributors and ratified by the Ministry. It was possible, due to monthly monitoring of the network, to detect management problems and to provide solutions. The process of implementing distribution was explicitly described and communicated to all of the contributors so as to limit possible misunderstanding and confusion about the allocations of the participants. Internal monitoring and communication established for within the organization as well as for its external partners allowed for good internal coordination of operations. Monitoring the process was lacking because the Ministry structures responsible for ensuring it did not comply, despite the existence of monitoring procedures for activities.

The administrative process that the Education Ministry used during 1994-1996 for textbook distribution and management is summarized in the following table.

Table 2.7 Textbook Distribution and Management Administrative Process for 1994-1996

	Existence of		Existence of Documents	
	Yes	No	Yes	No
Ministry of Education Strategy	+		+	
Texts Relating to Distribution	+		+	
Planning	+		+	
Organization	+		+	
Administration	+		+	
Process Monitoring		+	+	
Coordination		+	+	
Internal Monitoring	+		+	

Table 7 indicates that the different stages of the management process were planned, even if they were not all conducted. Problems appeared in external monitoring throughout the process and in coordinating the Ministry structures responsible for executing the activities.

During the 1995-1996 school year, another approach to distribution was defined during the negotiations for the credit agreement between the government and the World Bank. This new

approach, which will be described later, was by its nature contradictory to the idea of the Ministry's disengagement from the distribution sector. The private distributors saw the protocol and contract unilaterally broken and without prior consultation, which discouraged private initiatives in the matter. It is useful to emphasize that the idea of a new distribution approach was advanced and adopted without the first one being evaluated and without examining if it was a good idea to change it. It would have been desirable to evaluate the first approach and then to have meetings to examine if changes were desirable and what direction to take.

2.3 1997 and 1998 : Textbook Rental by Management Committees

In 1996, the PASÉ II credit agreement with the World Bank came into effect and the Ministry began acquiring textbooks for the first cycle of secondary. These textbooks were distributed using local carriers and stocks were managed at the schools by management committees created for this purpose. From 1996 to 1998, textbook acquisitions were financed by two sources, the World Bank and the African Development Bank. The acquisitions carried out by these two financing sources also had different procedures for negotiating contracts. The textbooks financed by the World Bank's credit agreement were acquired following an international invitation to tender, while those financed by the African Development Bank were acquired following a direct agreement between the Ministry and the sponsor.

2.3.1 TEXTBOOK ACQUISITIONS FROM 1997 TO 1998

TEXTBOOK ACQUISITIONS UNDER WORLD BANK FINANCING

The textbooks acquired in this way are for the first cycle of secondary and cover the fundamental disciplines which are French, mathematics, natural sciences (biology) and physical sciences (physics and chemistry). These textbooks were acquired following an international request for proposals managed jointly by PASÉ's technical secretariat, INRAP and the Administration and Control of Big Projects (ACGP). Two requests for proposals were issued. The first related to textbook acquisitions and the second to shipping textbooks from the Ministry's warehouses to schools or prefectures. The records of the requests for proposals were examined by the World Bank and received a notice of non-objection before they were published. The textbooks thus acquired are indicated in the following table.

TEXTBOOK ACQUISITIONS UNDER AFRICAN DEVELOPMENT BANK FINANCING

a. Supplementary Acquisitions For the First Cycle of Secondary

In addition to the textbooks purchased for secondary with funds issued on World Bank credit, the Ministry bought similar titles in mathematics, French and physical sciences on FAD credit from the African Development Bank. The first batch of textbooks purchased on FAD credit

supplemented those acquired previously. While the textbooks acquired on World Bank credit were done so by an international request for proposals, those acquired on FAD credit were done

so following a direct agreement between the Ministry and the supplier. The quantities of textbooks acquired on FAD credit are presented in Table 2.9.

Table 2.8 Textbooks Acquired Under the Credit Agreement with the World Bank and Distributed in 1996 and 1997

Title	Level	Quantity	Total
French 7 th , Le manguier	7 th	39,830	
French 8 th , Le manguier	8 th	32,350	
French 9 th , Le manguier	9 th	27,361	
French 10 th , Le manguier	10 th	24,903	
Mathematics 7 th Grade	7 th	39,830	
Mathematics 8 th Grade	8 th	32,350	
Mathematics 9 th Grade	9 th	27,361	
Mathematics 10 th Grade	10 th	24,903	
Physical Sciences 6 th	7 th	39,830	
Physical Sciences 5 th	8 th	32,350	
Physical Sciences 4 th	9 th	27,361	
Physical Sciences 3 rd	10 th	24,903	
Natural Sciences 7 th	7 th	39,830	
Natural Sciences 8 th	8 th	32,350	
Natural Sciences 9 th	9 th	27,361	
Natural Sciences 10 th	10 th	24,903	
TOTAL		497,776	

Table 2.9 Textbooks for the First Cycle of Secondary Acquired on FAD Credit

Title	Level	Quantity	Total in FF
French 7 th , Le manguier	7 th	2000	57900
French 8 th , Le manguier	8 th	1500	43425
French 9 th , Le manguier	9 th	1500	44925
French 10 th , Le manguier	10 th	7000	209650
Mathematics 7 th Grade	7 th	2000	42040
Mathematics 8 th Grade	8 th	1500	31530
Mathematics 9 th Grade	9 th	1500	31530
Mathematics 10 th Grade	10 th	7000	147140
Physical Sciences 6 th	7 th	2000	64520
Physical Sciences 5 th	8 th	1500	51165
Physical Sciences 4 th	9 th	1500	55710
Physical Sciences 3 rd	10 th	7000	291480
Total		36000	107015

b. Textbook Acquisitions for Elementary Education

In addition to acquiring supplementary books for middle school, FAD credits allowed a batch of

textbooks for elementary education to be purchased, for French and civic instruction, as well as history and geography textbooks for middle school. As with the first contract, the second, under the African Development Bank credit agreement, was done by direct agreement between the Ministry and the supplier. The following table gives an overview of the quantities of textbooks in this batch

Table 2.10 Textbooks Acquired Under the Credit Agreement with FAD and Distributed During the 1997-1998 School Year

Title	Level	Quantity	Total in FF	Unit Price in FF
French 1 st Grade, Le flamboyant	1 st	140,000	2,730,000	19.5
French 2 nd Grade, Le flamboyant	2 nd	130,000	2,567,500	19.75
French 3 rd Grade, Le flamboyant	3 rd	120,000	2,400,000	20
French 4 th Grade, Le flamboyant	4 th	110,000	2,249,500	20.45
French 5 th Grade, Le flamboyant	5 th	90,000	1,867,500	20.75
French 6 th Grade, Le flamboyant	6 th	84,960	1,780,750	20.95
History/Geography 7 th	7 th	58,000	1,966,200	
History/Geography 8 th	8 th	47,000	1,668,500	
History/Geography 9 th	9 th	40,000	1,660,000	
History/Geography 10 th	10 th	37,000	1,720,500	
Civic Instruction 3 rd & 4 th Grade	3/4 th	320,000	6,368,000	19.9
Civic Instruction 5 th & 6 th Grade	5/6 th	250,000	5,250,000	21
Total		1,426,960	32,228,450	

It is appropriate to remark that on FAD credit, transactions totaling FFr33,299,860 were passed by direct agreement between the Ministry and the suppliers.

2.3.2 SHIPMENT OF TEXTBOOKS BY THE PRIVATE SECTOR AND RENTAL OF TEXTBOOKS

During the 1995-1996 school year, credit agreements with the World Bank and the African Development Bank were implemented. Fulfilling the textbook component in these two projects allowed acquisition of significant quantities of textbooks for both elementary education and middle school. These textbook acquisitions reoriented the Ministry's textbook strategy that had been developed up until then. From the distribution-sale ensured by the private sector, the Ministry moved on to distribution using private carriers to ship stocks and management of stocks in the schools by a management committee created for this purpose (Circular No. 0490/MENRS/CAB/97).

The Ministry signed contracts with foreign suppliers who had the textbooks shipped to the Ministry's warehouses in Conakry. As followed the receipt of ordered stocks, the Ministry moved on to other contracts for shipping textbooks to urban schools and main places in the sub-prefectures. Textbook management committees composed of students' parents, teachers and members of civil society were supposed to receive the textbooks at the school. In numerous instances, it was the teachers who received the textbooks, sometimes without verifying the

quantities received. In other cases, it was the sub-prefects or the DPSPs who received the textbooks and who alone signed four times on the invoice for receipt of the textbooks.

It should be noted that quantities of textbooks did not arrive at their destinations, even if invoices were signed by the addressees in some cases (particularly in Middle Guinea). The carriers arrived at the schools without informing the DPÉ and asked the school principals to receive the textbooks at night so that they could continue. The DPÉ's lack of supervision in receiving textbooks was a result of insufficient communication between the Ministry and the DPÉs. The latter were not informed of the textbook delivery program and when the carrier arrived to see the DPÉ, managers accompanied the carrier and helped to monitor deliveries.

As yet, there has been no evaluation of the shipping and delivery of textbooks done by the Ministry. However, monitoring is urgent, especially when one knows that only 1 DPÉ in eight in Middle Guinea knows the quantities of textbooks delivered to its schools. It is impossible in these conditions to ask the DPÉ to monitor textbook management in the schools. There is also the concern about schools in an incomplete cycle that received textbooks which could be unusable in the next three or four years if a redistribution at the DPÉ level is not done. Urgent measures must be taken so that the DPÉs know the exact quantities of textbooks received at the schools, as well as the need for internal redistribution to be performed.

The distribution problems noted also relate to the quality of the statistical information that was used. Textbook orders carried out in 1996 based on 1995-1996 statistics led to acquiring textbooks that were not delivered until 1997. The SSP sent data to INRAP that was hardly reliable which resulted in insufficient quantities of textbooks being shipped or for inadequate levels in the case of schools in incomplete cycles. The absence of planning and of credible estimates led to difficult consequences for managing in the field. Textbook distribution for middle schools was completed while distribution at the elementary level continues.

In both cases, the management committees did not receive instruction in management or even appropriate information on the process of renting and managing funds. To this day, the amounts to be paid in case of loss have not been sent, nor has it been indicated where to obtain the textbook because it was mentioned that, in case of loss, the textbook has to be replaced. However, the only stocks of these books in Guinea are the property of the MEPU. Currently, making people aware of the preservation and care of textbooks has negative effects in the field. In numerous instances, parents refrain from renting books to avoid losing them. When they agree to pay GFr 1,000, they keep control of the book without letting the child have access to it and then turn it in intact at the end of the year. In these conditions, the objective of access to books is not reached, despite the books being nearby.

The mission noted that, in certain secondary schools, school administration prevented students from taking examinations at the end of the year because they had lost a book. Already parents were asking themselves: why rent books if their children were being prevented from graduating to the next class? It would be better for them not to have books and to possibly be able to take examinations at the end of the year. They are more likely to be successful without books than with books that prevent them from sitting for examinations. It is urgent that heightening awareness and information on textbook management be centralized so as to put the objective of

book access and equity in the forefront. Currently, the type of information and the constraints of the distribution/rental system impedes accessibility to textbooks and their use by students. Improving teaching quality and equity also suffer. Correcting this can be done rapidly and results easily obtained by acts that are sustained, well-planned and meticulously conducted.

2.3.3 NGO OPERATIONS

During 1997-1998, NGOs were active in reinforcing community structures. They were involved in consolidating the APÉAÉs' structures and their legalization, as well as in training members in management. Four NGOs were particularly active in the field: *Plan international Guinée* in some of Guinea's forest prefectures, *Save the Children* in Upper Guinea, *World Education* in Middle Guinea and *Aide et action* in Lower Guinea.

Aide et action was especially involved in collecting textbook monies via community management over a three-year period. The communities had begun following the strategy. However, the introduction of the textbook rental system at GFr 1,000 compromised the chances for pursuing this act. It would have been desirable to implement consultation mechanisms between the contributors so that the sponsors could take into account the NGOs' field experiences.

World Education's experience allowed, for the first time, the APÉAÉs (of Mamou) to be provided with statutes and internal regulations for their operations. This NGO was involved in instructing APÉAÉ members in the national language. It would be desirable to use the experiences of all of these organizations to reinforce the training of management committees that the Ministry is currently developing. The advantage is in the practical approach developed by the NGOs and in the fact that a routine and trust have been established between the communities and the NGOs.

2.3.4 MANAGEMENT OF THE TEXTBOOK DISTRIBUTION PROCESS IN 1997 AND 1998

The approach used during this last period is based on the possibility of setting up a fund for repairing and replacing textbooks by school. With a total of GFr 1,000 per child per year and taking into account the costs for opening accounts and possibly additional needs, this amount can in no way serve to replace stocks. Thus the Ministry's and sponsors' operations need to be considered in a period of three to five years corresponding to the length of the textbook's life. Strategic choices are essential: are the Ministry and its sponsors willing to continue indefinitely financing the textbook sector? If not, it is imperative to research other approaches for collecting funds, as successfully considered by *Aide et action*. Failing this, one could consider private companies taking charge of the sector and progressive disengagement by the State.

ELEMENTS OF THE MINISTRY'S POLICY IN 1997 AND 1998 REGARDING TEXTBOOKS AND TEXTS RELATING TO DISTRIBUTION

The existence of official texts about the Ministry's approach in the textbook sector could not be established until the 1st circular directing the creation of committees for managing and renting books at the school level (see Appendix 12). The text requests the opening of an account at the level of each Regional Inspectorate of Education to pay by banker's order the amounts collected

in the schools. This instruction is contradictory to the management process for funds from textbook rental which is described in the management textbook used during the training of management committee members. The training document for textbook management published by INRAP in April 1998 describes a process for opening an individual account for each school.

In 1997 and 1998, three circulars were published regarding the management committees. The first one (No 0490/MENSR/CAB/97) concerned the management committee for middle schools, the second one (No 026/MEPU/CAB/98) related to the management committee for elementary education establishments, and the third one (No 087/MEPU/CAB/98) was a reminder of the instructions for management committees. The composition of the management committee contained in the last circular is harmonized for the middle school and elementary levels. To avoid possible confusion about setting up management committees, it would be desirable to clarify the cancellation of previous instructions on the composition of committees.

PLANNING

Planning and organizing elements exist, as evidenced by the documents on textbook acquisition and management committees. However, aspects on implementation, coordination and monitoring are lacking as can be inferred from the confusion about management committee structure and procedures for following up on monies collected.

The examination of acquisitions planned by credit agreements testifies to the existence of certain planning elements. However, the differences observed in acquisition procedures, as well as the titles acquired on the two credits, reveal a lack of coordination in the textbook sector's activities. The purchase of supplementary stocks of certain titles would be due to insufficient planning that would not have taken into account projections of class size.

ORGANIZATION

The organizational structure set up to take responsibility for activities on textbooks is localized in several areas. INRAP affirms its mandate on the aspects of conceiving, editing, producing, distributing and instructing teachers about utilization even though the charter does not clarify it at all. None of the aspects cited appear in INRAP's charter. SNIES provides management of ADB credits and, as such, conducts the transactions on the textbooks acquired with these credits. PASÉ's technical secretariat manages the World Bank funds and, as such, coordinates the transactions of textbooks acquired with these credits. The DAAF, which is the national structure appointed for negotiating contracts, is only slightly involved in the procedure. Under these conditions, it is easy to see a lack of coordination and poor use of resources.

ADMINISTRATION

The situation regarding the administration of operations reflects the organizational problems posed to the MEPU. The responsibility for negotiating contracts and for managing requests for proposals are at different levels. There is competition between structures that should be complementary. Confusion is conveyed by the incompetence of the system's management structures and by the difficulty of taking concerted and planned act. It is this state of affairs that has allowed contracts to be signed by direct agreement between the supplier and the Ministry on batches of textbooks that cost more than FFr32 million, contrary to all of the relevant legal texts

that specify the necessity of obtaining the president of the republic's signature for transactions of this amount. The necessity of coordinating contributors and operations is crucial for lasting activities in the textbook sector. Responsibility is incumbent upon all of the actors: sponsors, the public sector and the national private sector.

COORDINATION

Regarding the lack of coordination and operations administration in the book sector, it should be noted that INRAP's fundamental texts do not provide for a textbook distribution structure. The only allocation for distribution that devolves to INRAP has to do with circulation of educational documents for instructors and other Ministry employees, which is likely to result in a lack of coordination of textbook distribution and management activities, as well as activities regarding internal monitoring and the entire process. Also, the lack of consistency in textbook acquisition procedures reflects the lack of coordination of operations.

MONITORING

It is difficult to consider effective monitoring in a situation lacking coordination and operations administration. The success of activities demands, whatever the company, a restructuring of the structures involved as well as a definition of the roles and mandates of the contributors. The gaps mentioned necessitate the implementation of aids that promote coordination and complementarity of acts. A national book policy is likely to offer this possibility.

Table 2.11 summarizes the situation of the Ministry's textbook administration process distribution and management during 1997-1998.

It is useful to note that in the absence of an explicit sector policy, the changes in the Ministry's strategies were implemented at the same time that financing sources changed. One is entitled to assume that other changes could occur as soon as the present financing sources change. This state of affairs leads to the assumption that the changes are not planned. One could assume that these changes are rooted in an inability to manage the current approach due to a lack of explicit procedures and coordination of contributors in the textbook sector. The large quantities of textbooks whose introduction is planned, as well as the significant numbers to be managed, necessitate a precise textbook policy that is accepted by everyone, as well as structures and mechanisms for implementing this policy.

From 1990 to 1998, three approaches were used for distributing textbooks. The first used the Ministry's structures for distributing textbooks to be sold to students. This approach allowed textbooks to arrive at the schools, but not all students could buy the books. Significant losses of textbooks and money were recorded. The textbooks that are the property of families are gradually withdrawn from the academic circuit.

The second approach used the private sector to supply grants for textbooks acquired by the Ministry and to sell the textbooks to families. The approach furthered the emergence of a national private sector for distribution, to transport the textbooks to all of the prefectures, and to further the spirit of parents' investment in their children's education. It had limited results on equity and access to textbooks. However, this approach should be evaluated to better appraise its

Table 2.11 Textbook Distribution and Management Administrative Process for 1997-1998

	Existence of		Existence of Documents	
	Yes	No	Yes	No
Ministry of Education Strategy	+		+	
Texts Relating to Distribution	+		+	
Planning	+		+	
Organization	+		+	
Administration		+		+
Process Monitoring		+	+	
Coordination		+	+	
Internal Monitoring		+	+	

impact on education and on the book sector. It has been used since 1982 in Ivory Coast and gives noticeable results regarding access.

The third approach is to use a network of carriers to ship books to prefectures and schools and a management committee to organize book rental to schools. This approach also allows shipping books to schools. However, current experiences do not allow results to be obtained regarding equity and access to books. This model is used in Burkina Faso where it seems to have noticeable results due to the organization set up to support distribution efforts.

2.4 The Ministry's Budget Regarding Textbooks

Examining the educational budget from 1991 to 1997 reveals that a budgetary line for textbooks did not exist. Items for expenditures that could have been useful for certain activities in the textbook sector, such as activities for instructing teachers, are treated under the rubric "Various Unforeseen Expenses" (Chapter 38, article 3831 of the Ministry's budget).

From 1991 to 1997, it was impossible to identify a financial contribution from the state's budget for the textbook sector, which indicates that all of the investments and other expenses made were from external sources consisting of gifts or loans. Under these conditions, the Ministry would do better to entrust investment to the private sector and disengage itself completely.

2.5 Summary of Approved Textbooks Introduced in the Educational System from 1989 to 1998

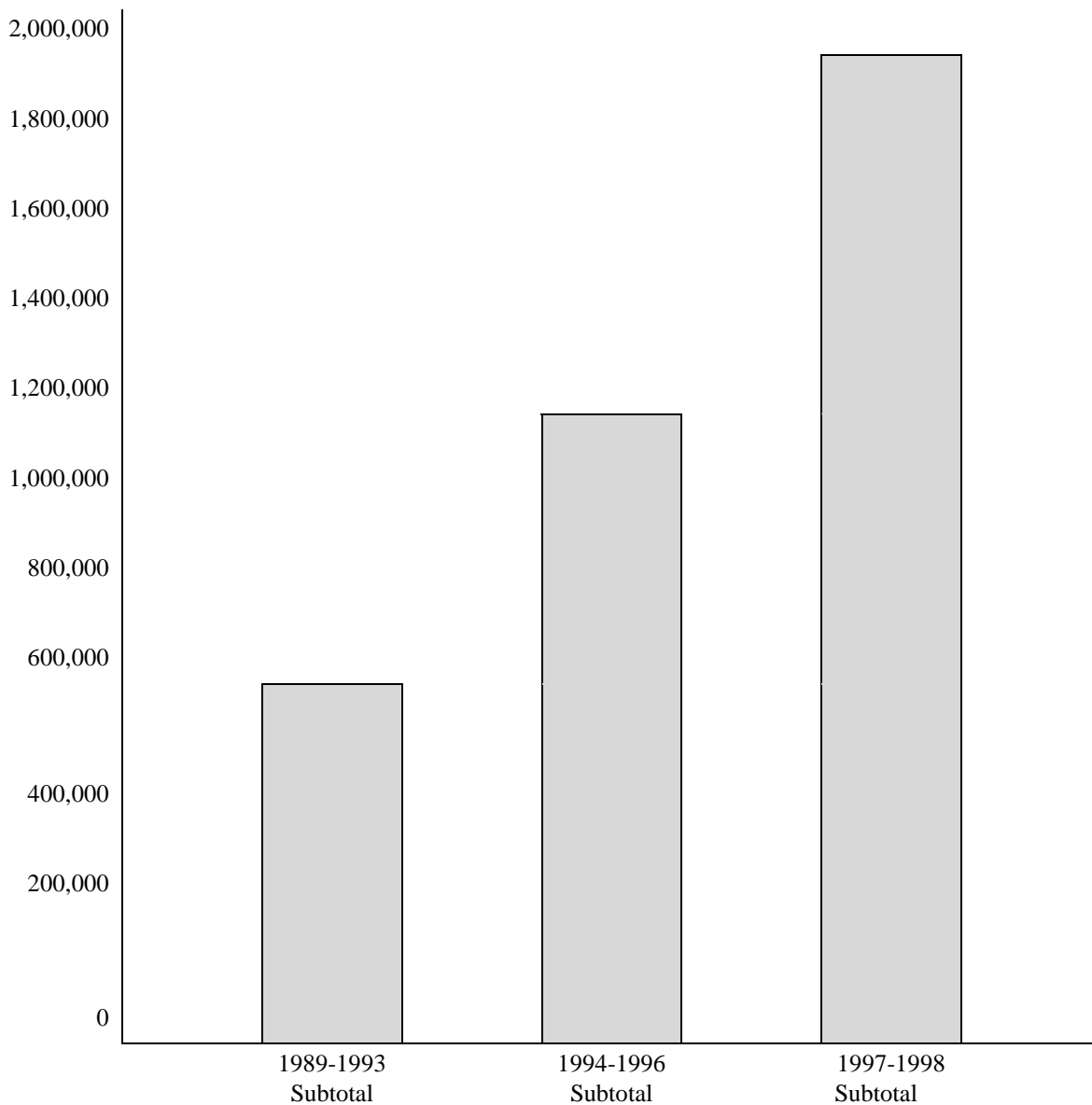
The following table summarizes all of the approved textbooks introduced into Guinea's educational system from 1989 to 1998.

Table 2.12 Summary of Textbooks Donated from 1989 to 1998

List of Textbooks by Year of Acquisition									
MINISTRY CODE					TITLE	ACQUISITION			SPONSOR
						YEAR	QUANTITY	VALUE	
E	03	01	01	E	3rd Grade Arithmetic	1989	58,239	181,160	WB
E	03	02	01	E	3rd Grade History	1989	59,874	82,000	WB
E	03	04	01	E	3rd Grade Observational Sciences	1989	59,714	135,580	WB
E	01	01	01	E	CP1 Arithmetic	1990	90,000	211,300	WB
E	02	00	01	E	CP2 French. School and	1990	60,000	106,800	WB
E	02	01	01	E	CP2 Arithmetic	1990	60,000	158,560	WB
E	03	00	01	E	CE1 French, School and	1990	60,000	178,800	WB
E	01	00	01	E	1st Grade Language B Reading	1992	120,000	nd	FAC
E	01	00	01	G	1st Grade Language B Reading	1992	2,000	nd	FAC
E	03	01	01	E	3rd Grade Arithmetic	1992	60,000	nd	FAC
E	03	05	01	E	3rd Grade Civic Instruction	1993	30,000	120,000	FAC
E	01	00	01	E	1st Grade Language B Reading	1994	100,000	nd	FAC
E	01	00	01	G	1st Grade Language-Reading.	1994	3,000	19,500	FAC
E	01	00	02	E	1st Grade Writing Notebook	1994	74,550	nd	FAC
E	01	01	02	G	CP1-CP2 My New Mathematics	1994	3,000	nd	FAC
E	01	01	03	E	CP1 My New Mathematics Book	1994	80,000	nd	FAC
E	02	00	01	G	2nd Grade Language-Reading Guide	1994	3,000	19,500	USAID
E	02	00	02	E	2nd Grade Language-Reading	1994	90,000	32,000	USAID
E	02	01	02	E	CP2 My New Mathematics Book	1994	80,000	nd	FAC
E	03	00	02	E	CE1 Africa My Africa	1994	60,000	nd	FAC
E	04	01	01	E	4th Grade Arithmetic	1994	60,000	nd	FAC
E	03	02	01	E	3rd Grade History	1994	25,000		SOGUIDIP
E	03	04	01	E	3rd Grade Observational Sciences	1994	60,000	nd	FAC
E	03	04	01	E	3rd Grade Observational Sciences	1994	25,000	250,000	SOGUIDIP
E	04	00	02	E	CE2 Africa My Africa	1994	60,000	nd	FAC
E	05	00	01	E	CM Horizon of Africa	1994	56,500	nd	FAC
E	05	01	01	E	CM1 My New Mathematics Book	1994	40,000		SOGUIDIP
E	05	04	01	E	CM Natural Sciences	1994	25,000		SOGUIDIP
E	06	01	01	E	CM2 My New Mathematics Book	1994	40,000		SOGUIDIP
E	01	00	01	E	1st Grade Language-Reading	1995	20,000	32,000	EU
E	01	00	02	E	1st Grade Writing Notebook	1995	10,000	15,000	EU
E	02	00	02	E	2nd Grade Language-Reading	1995	40,000	104,000	EU
E	05	00	01	E	CM Horizon of Africa	1995	30,000	180,000	EU
E	05	01	01	E	CM1 My New Mathematics Book	1995	15,000	72,000	EU
E	05	04	01	E	CM Natural Sciences	1995	20,000	100,000	EU
E	06	01	01	E	CM2 My New Mathematics Book	1995	15,000	72,000	EU
E	01	00	01	E	1st Grade Language-Reading	1996	15,000	60,000	EU
E	02	00	02	E	2nd Grade Language-Reading	1996	5,000	22,000	EU
E	03	00	02	E	CE1 Africa My Africa	1996	20,000	100,000	EU
E	03	02	01	E	3rd Grade History	1996	7,500	42,750	EU
E	03	04	01	E	3rd Grade Observational Sciences	1996	7,500	25,250	EU
E	04	00	02	E	CE2 Africa My Africa	1996	4,000	20,000	EU
E	05	00	01	E	CM Horizon of Africa	1996	10,000	60,000	EU
E	05	00	01	E	CM Horizon of Africa	1997	100,000	nd	AF

E	05	01	01	E	CM1 My New Mathematics Book	1997	5,000	31,050	EU
E	06	01	01	E	CM2 My New Mathematics Book	1997	5,000	31,050	EU
S	07	00	01	E	Livre unique de franHais 7e.	1997	39,830	547,230	WB
S	07	00	01	E	Livre unique de franHais 7e.	1997	2,000	11,580	ADB
S	07	01	01	E	7th Grade Mathematics	1997	39,830		WB
S	07	01	01	E	7th Grade Mathematics	1997	2,000	8,408	ADB
S	07	04	01	E	7th Grade Natural Sciences	1997	39,830	310,728	WB
S	07	07	01	E	6th Grade Physical Sciences	1997	39,830		WB
S	07	07	01	E	6th Grade Physical Sciences	1997	2,000	12,904	ADB
S	08	00	01	E	8th Grade Unique French Book.	1997	32,350		WB
S	08	00	01	E	8th Grade Unique French Book.	1997	1,500	8,685	ADB
S	08	01	01	E	8th Grade Mathematics	1997	32,350	673,522	WB
S	08	01	01	E	8th Grade Mathematics	1997	1,500	6,306	ADB
S	08	04	01	E	8th Grade Natural Sciences	1997	32,350		WB
S	08	07	01	E	5th Grade Physical Sciences	1997	32,350		WB
S	08	07	01	E	5th Grade Physical Sciences	1997	1,500	10,233	ADB
S	09	00	01	E	9th Grade French Book. Collection le	1997	27,361		WB
S	09	00	01	E	9th Grade French Book. Collection le	1997	1,500	8,985	ADB
S	09	01	01	E	9th Grade Mathematics	1997	27,361		WB
S	09	01	01	E	9th Grade Mathematics	1997	1,500	6,306	ADB
S	09	04	01	E	9th Grade Natural Sciences	1997	27,361		WB
S	09	07	01	E	4th Grade Physical Sciences	1997	27,361		WB
S	09	07	01	E	4th Grade Physical Sciences	1997	1,500	11,142	ADB
S	10	00	01	E	10th Grade Unique French Book.	1997	24,903		WB
S	10	00	01	E	10th Grade Unique French Book.	1997	7,000	41,930	ADB
S	10	01	01	E	10th Grade Mathematics	1997	24,903		WB
S	10	01	01	E	10th Grade Mathematics	1997	7,000	29,428	ADB
S	10	04	01	E	10th Grade Natural Sciences	1997	24,903		WB
S	10	07	01	E	3rd Grade Physical Sciences	1997	24,903		WB
S	10	07	01	E	3rd Grade Physical Sciences	1997	7,000	58,296	ADB
E	01	00	03	E	1st Grade Language Reading, Coll.	1998	140,000	546,000	ADB
E	02	00	03	E	2nd Grade Language reading, Le	1998	130,000	513,500	ADB
E	03	00	03	E	CE1 Unique French Book. Le	1998	120,000	480,000	ADB
E	03	05	01	E	3rd and 4th Grade Civic Instruction	1998	320,000	1,273,600	ADB
E	04	00	03	E	CE2 Unique French Book. Le	1998	110,000	449,900	ADB
E	05	00	02	E	CM1 Unique French Book. Le	1998	90,000	373,500	ADB
E	05	05	01	E	5th and 6th Grade Civic Instruction	1998	250,000	1,050,000	ADB
E	06	00	01	E	CM2 Unique French Book. Le	1998	84,960	356,150	ADB
S	07	08	01	E	7th Grade History/Geography	1998	58,000	393,240	ADB
S	08	08	01	E	8th Grade History/Geography	1998	47,000	333,700	ADB
S	09	08	01	E	9th Grade History/Geography	1998	40,000	332,000	ADB
S	10	08	01	E	10th Grade History/Geography	1998	37,000	344,100	ADB
					<i>TOTAL</i>		<i>3,834,613</i>	<i>10,653,673</i>	

**Graph 2.1: Summary of Textbook Contributions
1990-1998**

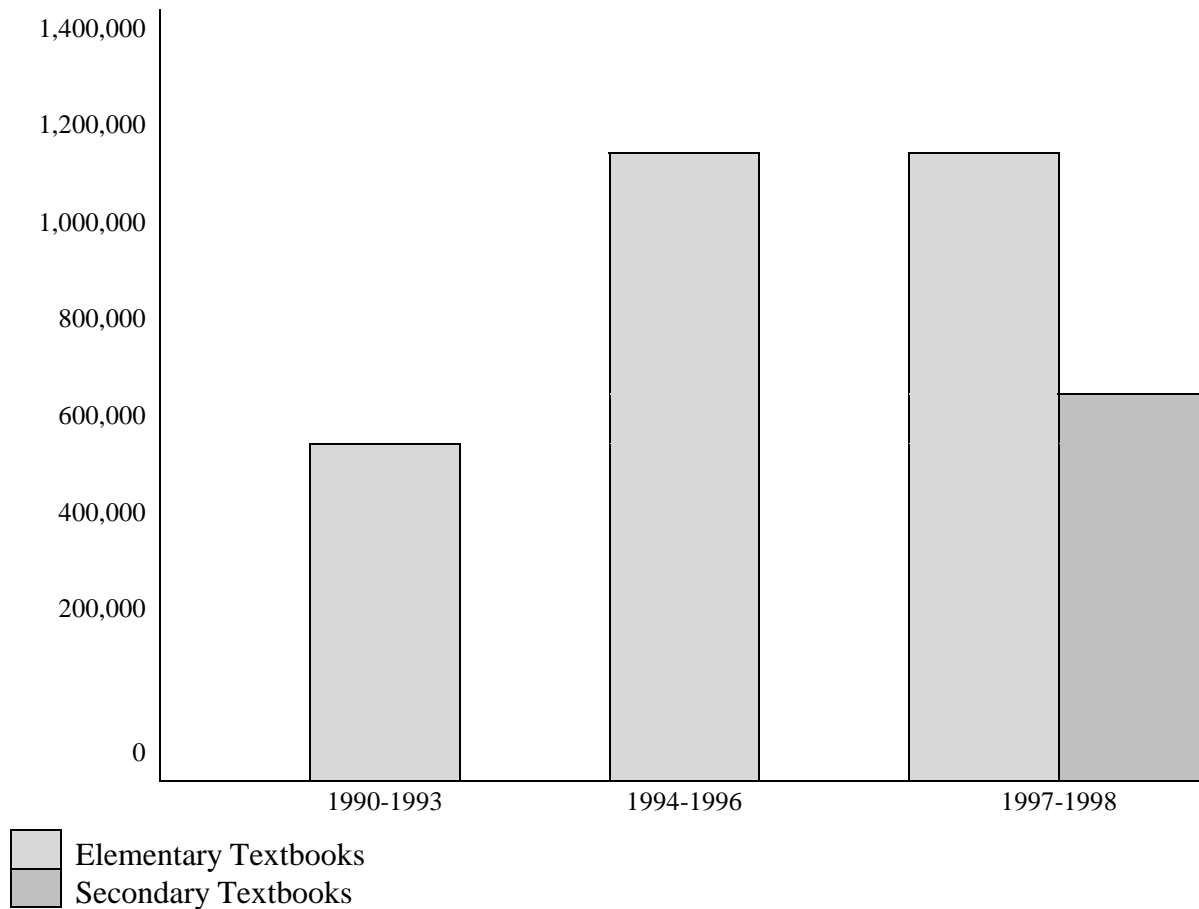


The result is that nearly 4 million textbooks intended for elementary education students and for students in the first semester of secondary education were distributed between 1990 and 1998. These contributions of textbooks are estimated at nearly US\$15 million, or a contribution of nearly US\$2 million per year. This contribution should be considered as very substantial for a population of less than 750,000 students.

Between 1990 and 1993, 630,000 textbooks were contributed for elementary education students through financing by the World Bank and by the Coopération française. From 1994 to 1996, a total of 1,250,000 textbooks intended for elementary education students were contributed.

During the third period studied, from 1997 to 1998, nearly 2 million books per student were introduced for elementary education and middle school. Of the 2 million books recently introduced, approximately 700,000 textbooks are intended for the first cycle of secondary and the 1,300,000 other copies for elementary education. Up until now, there have been no contributions of textbooks for high school.

Graph 2.2: Textbook Contributions by Educational Level



Contributions of textbooks are not made each year in a sustained and continual manner. Periods of scarcity were observed during the 1990-1998 period. Nearly 50% of approved textbooks were introduced between 1990 and 1996, with the remaining 50% introduced during 1997 and 1998. The tendency currently being observed regarding investment in textbooks should be encouraged and supported. However, major changes are necessary to ensure that the structures for conceiving, producing, distributing and monitoring play their roles effectively. It is at this price that viable and durable activities can be considered in the book sector. In such planning, it would be desirable to consider proper acts for furthering the emergence of a national sector capable of taking responsibility and whose objectives would be compatible with those of improving quality and equity sought by the Ministry.

3. THE SITUATION IN THE SCHOOLS VISITED

The data contained in this chapter have been collected directly by the MEPU/USAID research team using a sample of 9.1% of the public elementary schools and 28.6% of the public secondary schools of Guinea. The visits to the schools took place between May 11 and May 31 of 1998 and covered all the Regional Inspectorate of Education.

Table 3.1 *Visits to the Schools* provides a chart of these proceedings, including the breakdown of schools by type of establishment and by the IRÉ.

Table 3.1 Visits to the Schools

IRÉ	Schools Visited	Persons inter-viewed	Class Sizes	TYPE OF ESTABLISHMENT			
				High School	Urban Elementary	Semi-Urban Elementary	Rural Elementary
DCE Dixinn	9	21	9,555	1	8	0	0
Boke	49	245	22,931	10	15	14	10
Faranah	41	137	16,784	8	12	11	10
Kankan	58	148	19,732	11	15	15	17
Kindia	36	111	14,007	8	13	7	8
Labé	62	336	18,982	14	16	9	6
Mamou	39	244	16,676	9	15	9	6
N'Zerekore	69	227	27,295	11	19	18	21
Totals	363	1,469	146,032	72	113	83	95
Statistics for 1996-1997*	3,448**		700,283**	252**		3,196	
% covered by the Study	10.52%		21.04%	28.57%		9.11%	

* Source : SSP, 1997b and 1998

** Including High Schools

With the intent of presenting the current situation of the textbook administration system in the schools of the formal education sector, the data collected during these on-site visits have been regrouped and analyzed using the following six subheadings: (i) The accessibility of the schools; (ii) textbook preservation; (iii) textbook management committees; (iv) the textbook rental system; (v) the participation of NGOs; (vi) textbook inventory in the schools.

3.1 THE ACCESSIBILITY OF THE SCHOOLS VISITED

Travel times and the means of access to the schools when the textbooks were delivered were important variables to consider. Table 3.2 "The accessibility of the schools visited" identifies, for each IRÉ: the average distance between the various schools visited and the direction prefectorial de l'éducation (DPÉ); the average time as percentage of an hour to travel that distance; the surface of the road; and the means of access used by a distributor/transporter.

Although the averages presented in the table do not show large variations in travel times and distances between the schools and the PDE, it should be considered that only the IRÉ of Labé presented great difficulties for textbook delivery to the schools. The study has demonstrated that

Table 3.2 The Accessibility of the Schools Visited

IRÉ	Number of Schools	Average distance from the DPÉ in km	Average travel time as part of an hour	Paved road	Access through		
					<i>Any vehicle</i>	<i>All-terrain vehicle</i>	<i>On foot</i>
DCE Dixinn	9	2.0	0.5	8	8	0	1
Boke	49	20.9	0.5	20	46	3	0
Faranah	41	17.9	0.4	20	37	4	0
Kankan	58	22.7	0.6	9	49	9	0
Kindia	36	11.2	0.3	22	31	5	0
Labé	62	14.1	0.9	8	38	24	0
Mamou	39	14.2	0.5	15	34	5	0
N'Kerekore	69	25.8	0.7	14	62	2	5

the physical accessibility of the schools does not constitute an impassible barrier for textbook distribution as long as certain hard-to-access schools have textbooks available. This is the case for eight (8) schools of the IRÉ of Labé who had delivery routes from the IRÉ which could not be crossed completely by vehicle (impassible sections varying from a hundred meters to two or three kilometers long) and whose textbooks have been counted, whether in stock or in the possession of the students.

3.2 Textbook Preservation

The conditions in which a textbook is kept and handled has direct bearing on its useful life expectancy and its cycle of replacement. An effective system of textbook administration and distribution should establish and maintain measures to protect the books against the following seven primary hazards: bad weather, insects, worms, theft, fires, humidity and negligence. In that regard, this study is interested in the textbook transportation conditions from the central distribution center to the outerlying structures. The study has also analyzed the condition of the infrastructures and means of storage and how students transported their books between school and residence, within the DPÉ's and the schools visited. Four variables have been examined: school warehouses, the classroom storage unit, school furniture and the students' bookbags.

Generally speaking, the study has found that books received on the central level are often packed in cartons which are too heavy. Inside the central distribution centers, they are exposed to theft, dust, humidity and worms, and cartons are often found stacked as many as six high. There is no one true system of textbook inventory and classification by subject and grade level, and this increases the amount of handling each carton receives and contributes to the premature disintegration of the protective packing materials. When the textbooks are delivered to the schools, they are packed in cartons of poor quality without sufficient protection against bad weather. This has often caused damage and loss of books before their delivery to the schools, notably if the delivery takes place during the rainy season.

At the DPÉ level and at the schools, the study was sorry to find few conditions which were

favorable to textbooks: school warehouses and storage units were poorly designed or insufficient; school desks did not have a place for students to put their books; there was a lack of security measures for the protection against theft (guards/soldiers, doors and windows which were poorly fitting and/or without locks); students and parents were poorly educated on how to care for and protect the textbooks. In this regard, the study estimates that less than 50% of the students and parents have benefited even from general instruction on the importance of taking care of textbooks and how to care for them.

3.2.1 THE SCHOOL INFRASTRUCTURES

The MEPU has not yet announced and adopted the official standards for school construction. The NSSCE, the official organization notably in charge of the development of plans for the construction, furnishing and purchasing of schools is proposing “typical plans,” or models of school construction. These models include the construction of storage rooms, usually next to the director’s office. They do not take into account the diverse climates which exist in different regions of the country. Only specifications for the construction of urban or rural schools have been taken into account.

Recently constructed schools, although built by different NGOs, provide for a storage room. However, there is no longer a plan to add storage rooms to schools which were not included in the beginning.

Table 3.3 The Infrastructure of the Schools Visited

IRÉ	# of Schools	WITH STORAGE UNIT			% with Storage Unit
		<i>Concrete</i>	<i>Adobe</i>	<i>Total</i>	
DCE Dixinn	9	9	0	9	100
Boke	49	45	0	45	91.84
Faranah	41	27	0	27	65.85
Kankan	58	50	1	51	87.93
Kindia	36	23	1	24	66.67
Labé	62	53	5	58	93.55
Mamou	39	36	2	38	97.44
N’Kerekore	69	12	14	26	37.68
Totals	363	255	23	269	76.58%

As specified in Table 3.3, the majority of the schools visited did have storage rooms. Nevertheless, the lack of storage space is so serious in certain areas that, in many schools, the directors or the teachers keep the textbooks in their residences, which, in most cases, is a substitution of inferior storage conditions. This is particularly true in N’Zerekore, where, as Table 3.3 indicates, the study counted only 12 storage rooms made of concrete and 14 made of wood among of the 69 schools visited.

3.2.2 STORAGE UNITS IN THE CLASSROOMS

Of those visited, less than one class in four had the use of a textbook storage unit. As indicated in Table 3.4 below, of those 2,468 classrooms visited, only 605 had a storage unit, be it made of concrete, metal or wood. This number is surprising, considering that during the course of PASÉ I, a large number of storage units had been distributed to Guinean schools.

Table 3.4 Storage Units in the Classrooms Visited

IRÉ	# of Schools	# of Classrooms	Storage Units				% of classrooms with storage units
			<i>Concrete</i>	<i>Metal</i>	<i>Wood</i>	<i>Total</i>	
DCE Dixinn	9	95	0	0	1	1	1.05
Boke	49	381	12	2	25	39	10.24
Faranah	41	262	19	0	18	37	14.12
Kankan	58	332	25	3	12	40	12.05
Kindia	36	228	7	0	11	18	7.89
Labé	62	383	12	17	130	159	41.51
Mamou	39	322	9	132	136	277	86.02
N'Kerekore	69	465	10	0	25	35	7.53
Totals	363	2,488	94	154	358	605	24.55%

The construction model of the SNIES schools (the typical plan) requests that authorities include storage units made of Beton concrete in the internal infrastructure of the classrooms. The model suggests that storage units always be located against one of the exterior walls of the classrooms, where the units are even more exposed to inclement weather. The research team feels that concrete storage closets constructed on the interior walls between the classrooms would provide better protection against humidity. One proposition for a typical plan for the construction of storage units like these is illustrated in Figure 1 which follows.

Storage units incorporated into the dividing walls would eliminate the need to move the storage units in each school and guarantee permanent storage space for textbooks.

3.2.3 SCHOOL FURNITURE

The presence of a storage compartment integrated into the students' desks would prolong the life of the students' books. Unfortunately, as is indicated in Table 3.5, in the very large majority of the schools visited, the desks have no such compartment, and the students put their books right on the floor. In at least one school recently constructed, the desks most recently delivered were built without compartments.

Figure 1 Proposed Plan for Construction of Classroom Storage Units

[Please see original document for this diagram.]

Finally, although the typical plan for the construction of SNIES desks does recommend the inclusion of an integrated storage compartment, the research team has established that in at least one case of a recently constructed school with new furniture, otherwise well built, the desks did

not have a single compartment. Here again, the lack of official standards is a serious menace for the durability of textbooks.

Table 3.5 School Furniture in the Schools Visited

IRÉ	# of Schools	Majority of desks have storage compartment		# of schools where the majority of desks have a storage compartment
		<i>Yes</i>	<i>No</i>	
DCE Dixinn	9	2	7	22.22
Boke	49	13	36	26.53
Faranah	41	11	30	26.83
Kankan	58	16	42	27.59
Kindia	36	5	31	13.89
Labé	62	12	50	19.35
Mamou	39	13	26	33.33
N'Zerekore	69	31	38	44.93
Totals	363	103	260	28.37%

3.2.4 STUDENTS' BOOKBAGS

The use of a bookbag, be it made of a durable material or simply light plastic, helps lengthen the useful life of a textbook by protecting it from the elements during its transport between school and residence. Prolonging the useful life of a textbook means making the best use of the money spent on its purchase, since each year added to its life contributes significantly towards reducing the cost of its replacement.

Table 3.6 Students' Bookbags in the Schools Visited

IRÉ	# of Schools	Schools where most students have a bookbag		% of schools where most students have a bookbag
		<i>Yes</i>	<i>No</i>	
DCE Dixinn	9	9	0	100
Boke	49	45	4	91.84
Faranah	41	22	19	53.66
Kankan	58	38	20	65.52
Kindia	36	26	10	72.22
Labé	62	53	9	85.48
Mamou	39	35	4	89.74
N'Zerekore	69	56	13	81.16
Totals	363	284	79	78.24%

As indicated in Table 3.6, student use of bookbags is widespread in a majority of the schools. In more than three quarters of the schools visited, the majority of the students carry their books in a

bookbag. In every case, the study has considered any container which can provide protection for textbooks a bookbag, whether it's a leather bookbag or a simple plastic bag. The proportion of durable and more rigid bookbags used by the students is not so important. There will be a better time in the future to encourage the use of more protective and weather-resistant bookbags for textbook transport.

3.3 Textbook Management Committees

3.3.1 THE EXISTENCE OF COMMITTEES

Textbook management committees in the schools were created following the publication, between April 1997 and February 1998, of three Ministerial circulars (see Appendix 12). These circulars set down the chain of command and the procedures for setting up management committees, but they presented differing instructions regarding the composition of the committees themselves. In some places, these three circulars instructed that textbook rental fees received from the students should be deposited into a restricted account opened by the IRÉ. Payment receipts released by the IRÉ will be established in the name of each establishment.

Through visits to the schools the research team was able to verify the existence of textbook management committees. In every case, the team was asked about the relevance of such an autonomous entity. On the one hand, the multiplication of entities in and around the school often has as direct consequences the redundancy of efforts and the creation of conflicts of competency where, in the best of cases, problems of coordination and, in the mid-term, the demobilization of the middle. On the other hand, the administration of textbooks is an activity which can be advantageously entrusted to an existing entity, such as the APÉAÉ.

Textbook management committee members in secondary schools received training on how textbook management committees function. These members, theoretically active, work at the core of textbook management committees which are not entirely ready for them. It is too soon to evaluate how well these committees fulfill the role to which they were assigned. Nevertheless, it should be noted that, at this point, the majority of the committees do not serve any noticeable purpose in the reception, preservation, security, utilization or maintenance of textbooks. In addition, these committees seem limited in their actions by administrative procedures regarding textbooks which follow an established school administrative system, except in actions pertaining to the recent textbook deliveries.

3.3.2 TEXTBOOK MANAGEMENT BY THE COMMITTEES

The analysis of textbook management by the committees is based on the major stages of the administrative process which have been introduced at the beginning of this report. In this section, examples of elements to consider are presented for each of the stages of the administrative process.

PLANNING

Examples of elements to be considered: The definition of objectives. The evaluation of the nature of the possible problems in the future (the risks). The identification of strategies. The establishment of payment due dates, liabilities and costs.

The staff at several of the elementary schools visited had not received any training and had not been sufficiently informed about correctly orienting and organizing the textbook management committee members in view of the best and most effective official textbook system. Likewise, the school directors who should have served as counselors to the management committee members were not capable of sufficiently training the committee members so that they could, in turn, educate the students and the parents about the advantages of an organized textbook system. As a consequence, many parents of elementary students refused to rent textbooks for fear of having to recoup the cost of the book in case of loss or damage. The fact that the cost of the textbooks had not been clearly established has naturally reinforced this fear. In addition, in certain schools visited, a student's book rental fees were more likely to be GFr1,000 per book instead of that same amount for all his books together. It falls on the MEPU to put out clear directives on the total rental fees per student for all the books needed, and the MEPU must also dictate what the parents should pay in cases of loss or damage by the student of a book he obtained through the school rental system.

The production of written documentation of the policies and procedures is an essential component of the whole administrative system. With regard to the planning, the written

Table 3.7 The Planning by the Textbook Management Committees in the Schools Visited

ELEMENTS TO BE CONSIDERED	Y	N	%Y	Supporting Documentation		
				Y	N	%Y
Existence of planning process	134	266	33.5	55	345	13.75
Definition of objectives	64	335	16.0	36	364	9.0
Evaluation of the nature of eventual problems (risks)	69	331	17.25	31	369	7.75
Identification of strategies	73	315	18.25	30	358	7.5
Deadlines, responsibilities and costs	31	369	7.75	12	388	3.0
Size of the committee and the nature of the work to be done	44	356	11.0	16	384	4.0
Some questions	Y	N	%Y	Supporting Documentation		
				Y	N	%Y
1. Do projections exist for textbook quantities to be distributed annually?	187	213	46.75	132	268	33.0
2. Are a plan and budget prepared for this purpose?	43	357	10.75	14	386	3.5
3. Who participates in preparing the written plan?				33	367	8.25
4. At which stage of the planning process are people involved?						
Consultation/Documentation	121	279	30.25	35	365	8.75
Research of scenario	94	306	23.5	28	372	7.0
Decision-making for the chosen scenario	91	309	22.75	29	371	7.25
5. On which precise elements (arguments) does your planning rest? For example : Prevision for school clientele (SSP)				91	309	22.75

documentation should include the definition of the objectives, the evaluation of possible risks, the identification of strategies, the establishment of a schedule, the assignment of tasks and the estimate of costs, as well as the demands of and nature of the tasks to be completed.

The facts obtained regarding the schools visited are presented in Table 3.7. We have found, with a few rare exceptions taken, a near absence of documented policies in all the schools visited. The only element with any kind of effective and documented planning was the projected quantities of textbooks needed for distribution annually.

THE ORGANIZATION

Examples of elements to be considered: the appropriation of material, financial and human resources. The assignment of tasks and responsibilities. The establishment of realistic deadlines. Constant vigilance. Detailed expectations.

In the elementary schools, the problems encountered while organizing administrative boards were due largely in part to a combination of factors: the absence of clear, coherent planning; the lack of information on the nature, jurisdictions and operations of an administrative structure for textbooks; the lack of motivation in the students and the communities to start administrative boards because they have not received the textbooks.

The situation of the textbook management committees in secondary schools is different than that of the committees in elementary schools. This is notably true with regard to the lack of motivation, which appeared less of a problem when the team met with the textbook management committee members, since all the high schools visited had already received their textbooks. In addition, the staff and the committees in the secondary schools were helped in their administration and distribution of textbooks by the Conakry Seminar in April of 1998, though some parts of the seminar did not conform to the instructions given in the three MEPU circulars pertaining to the composition of textbook management committees.

The educational seminar on the administration of textbooks effectively addressed the issue of the composition and roles of the committee members. It also covered textbook codification for the sake of the secondary school directors. The establishment of a codification system remains to be seen, since prior studies (notably that of OCED, 1990) recommended that textbook codification be handled at the central level and that a much more simple identification process be applied in the schools at the time textbooks are received.

The Conakry seminar also addressed the distribution of textbooks in Guinea, the commercial distribution system, the new mechanisms for textbook distribution, and the administration of textbooks at the school level, including instructions for the rental system, the system of collection and compatibility of funds obtained through rental and their deposit in different financial institutions (Bicigui, Credit Rural, Credit Mutuel and others). However, instructions communicated to the seminar participants on the allocation of funds obtained through the textbook rental system were in direct contradiction to those contained in the three MEPU circulars. The latter specified that funds should be allocated to restricted accounts opened by the Inspecteur Regional de l'Éducation in each of the administrative regions.

This instruction, although announced by the staff in the central office of the Ministry, has not yet reached the elementary school staff and their textbook management committee members. This should happen after the present textbook distribution. The need for clear and detailed instructions for the organization of textbook management committees is more urgent in elementary schools than in secondary schools, since textbook management committees are already functional in the high schools. The majority of the committees created in the elementary schools visited had met just once, when the committee was first assembled. They are waiting for the arrival of the textbooks to meet again.

As indicated in Table 3.8, the number of activities tied to the organization of a textbook distribution and administration system is greater than the amount related to the planning. According to the data collected during the interviews with the textbook management committee members of the schools visited, the assignment of tasks and responsibilities at the core of the textbook management committee is clear for more than half of the contributors. The teachers seem to have the best grasp of the organization of textbook distribution. Otherwise, it is obvious that the organizational activities are profoundly unrealistic, which suggests a weak level of suitability of the structures and mechanisms of the established management by the contributors. Just as in the planning stage, the documentary policies elemental to the organization of a textbook management system are clearly insufficient for the schools to set up for themselves an administrative system for quality management.

Table 3.8 The Organization by the Textbook Management Committees of the Schools Visited

ELEMENTS TO BE CONSIDERED	Y	N	%Y	Supporting Documentation		
				Y	N	%Y
Adequacy and justified appropriation of human, material and financial resources	179	221	44.75	101	299	25.25
Division of tasks and responsibilities	257	143	64.25	133	267	33.25
Realistic deadlines	51	349	12.75	13	387	3.25
Constant vigilance	167	233	41.75	39	361	9.75
Protection against the unpredicted	137	263	34.25	79	321	19.75
Some questions	Y	N	%Y	Supporting Documentation		
				Y	N	%Y
1. How are textbook distribution and management organized in your school?				128	272	32.0
2. Has the organizational plan been communicated to these people?						
To the administration?	256	144	64.0	113	287	28.25
To the teachers?	280	120	70.0	109	291	27.25
To the parents?	256	144	64.0	80	320	20.0
Others (please describe)	133	267	33.25	25	375	6.25
3. What do you do in the textbook distribution and management process?				145	255	36.25
4. Is there a resource inventory system for textbook distribution and management to be organized?	178	222	44.5	111	289	27.75

Despite general good intentions at all levels of the educational community, it is evident that the MEPU's efforts to establish a functional textbook management system were slowed first by an almost non-existent planning stage, then by faltering organization, on top of which was added a lack of logistical means (telephone, radio, means of dispersion, etc.) to communicate information adequately on how the textbook rental system was to function.

These problems of administration bring up doubts about the current capacity of the staff and administrators of the MEPU to complete the planning and the organization necessary for the establishment of a coordinated administrative infrastructure, requisite for the installation of a real management system for textbook distribution in the schools and the target communities.

A final question must be asked about the role of the textbook administrative committees with regard to the APÉAÉ already established. The idea of a textbook management committee was communicated during the Textbook Summit organized by the INRAP in May of 1997. It should be asked why the Summit decided to confer on a new community organization tasks which had could have been done perfectly well by the APÉAÉ, when the APÉAÉ members themselves could take part in the establishment of the committees. It should also be noted that currently there is an NGO involved in training the APÉAÉ (World Education) in Dalaba and Mamou. This NGO is developing the skills of the APÉAÉ in order for them to handle activities which are now given to the textbook management committees.

OPERATIONS MANAGEMENT

Examples of elements to be considered: the definition of the decision-making process for completing the planned objectives. The search for even distribution of limited resources.

The instructions for the operations management for textbook management originate in the central administration of the MEPU. These seem confusing and contradictory. Decisions have been made at the central level concerning, notably, the recruitment of distributors and the selection of textbooks. At the local level, the management committees have played a central role in the administrative process and the distribution of textbooks, but since, in many schools, the committees are not functional, the research team has sometimes had to direct their interview questions to the members of the DPÉ and the directors of the educational establishments.

Table 3.9 demonstrates that in nearly half of the 400 schools and the DP/DCE, it is believed that there is a well-defined decision-making process governing actions taken to achieve the objectives stated in the textbook distribution and management system. The same proportion of respondents judged that the chains of command inside the system are clear, and that the established structure favors decision-making, job coordination and efficient communication at the middle level. If these results lead to the conclusion that the established management system has a relatively better structure than that of the planning and organizing activities, one must question the operational implications of a situation where, in fact, one out of two people doesn't know who is in charge or to whom he must answer for his actions. In addition, the near absence of written documentation in the decision-making process just doubles the risk of conflict or dysfunction within the textbook management committees.

OPERATIONS MANAGEMENT AND THE CONCEPT OF PRUDENT MANAGEMENT

Examples of elements to be considered: the adoption of measures to evaluate the consequences of actions taken for operations and distribution. The search for balance between risk and prudent management. Allowance for the need to regroup and consult.

The concept of prudent management applied to an administrative system of textbook management takes for granted, among other things, that steps are identified and taken in order to evaluate the consequences of different decisions and actions on the distribution process. The

Table 3.9 Operations Management by the Textbook Management Committees of the Schools Visited

ELEMENTS TO BE CONSIDERED	Y	N	%Y	Supporting Documentation		
				Y	N	%Y
Decision-making process governing all actions to be taken to complete the desired objectives	195	205	48.75	54	346	13.5
Coherent working up of resources	187	213	46.75	46	354	11.5
Research of the balance of means in spite of the imperfect character or limits of available resources	200	200	50.0	22	378	5.5
SOME QUESTIONS	Y	N	%Y	Supporting Documentation		
				Y	N	%Y
1. Do your textbook distribution and management methods allow you to assess realistically your needs and to meet your desired objectives?	159	241	39.75	38	362	9.5
2. Does the established structure favor decision-making, a coordinated effort and communication (cohesion of the group)?	233	167	58.25	52	348	13.0
3. Does the structure of your organization lead to a subordinate not having a superior to whom he should answer?	196	204	49.0	47	353	11.75
4. Does the decision-making process you use generally involve a risk evaluation for each important decision?	210	190	52.5	45	355	11.25
5. Is the decision-making process well-defined?	224	176	56.0	49	351	12.25

decision-makers must be allowed to regroup and consult on the matter as needed in order to evaluate properly the risks tied to their decisions. Table 3.10 indicates that for the vast majority of respondents, the textbook management committee was a consultative group providing recourse to the decision-makers. According to the facts, there was not one structure which allowed the inclusion of the school staff in the textbook selection process. Textbooks are distributed to the schools without them having up-to-date information on what is available. As much at the DPÉ level as at the school level, the traditional consensus method is used, even though some managers are reluctant to delegate their authority and some school administrators

do not freely share the information coming from the MEPU.

The minutes of their meetings are rarely taken down in writing, and the circulation of information between the DPÉs and the schools is non-functional, which is largely caused by the logistical constraints previously stated. Just like the other components of the administrative process of textbook management, little importance is given to the documentary practices. Finally, the week level of concern shown by the respondents faced with the consequences of the distribution operations leaves one to suppose that the decision process depends maybe: (i) on improvisation, meaning with a lack of proper knowledge regarding methods and procedures for estimating the consequences of decisions made on the distribution system; (ii) on the retention of information in the middle of the hierarchy; (iii) on considerations other than those allowing all the students to have access to textbooks.

Table 3.10 The Concept of Prudent Management Within the Textbook Management Committees of the Schools Visited

ELEMENTS TO BE CONSIDERED	Y	N	%Y	Supporting Documentation		
				Y	N	%Y
Measures taken to evaluate the consequences of actions taken for distribution operations	217	183	54.25	89	311	22.25
Fair balance between risk and prudent management	128	272	32.0	33	367	8.25
Allowance for regrouping and consulting	208	202	52.0	35	365	8.75
SOME QUESTIONS	Y	N	%Y	Supporting Documentation		
				Y	N	%Y
1. Is there an administrative council or a management committee who is consulted to study the foundations and consequences of important decisions?	283	117	70.75	146	254	36.5
2. Do you call external advisors in to study potential risks?	191	209	47.75	31	369	7.75
3. If not, what resources or intermediaries do you consult?				23	377	5.75
4. Is there sufficient documentation detailing all pertinent elements and the consequences relative to decisions having a significant impact on the distribution system?	86	314	21.5	58	342	14.5
5. How do you take the necessary recourse for a decision in order to evaluate the events?				36	364	9.0

MONITORING THE MANAGEMENT SYSTEM

Examples of elements in to be considered: The definition of general policies for monitoring the management process. The establishment of mechanisms for monitoring and revising the management

process according to a performance evaluation and an examination of the modes of operation. The application of procedures, such as: reception of books, financial arrangements, preservation, personnel.

Just as the central administration thinks it should play a pivotal role in the supervision of the textbook management system, the DPÉs should be able to provide assistance for the instruction and orientation of the school staff and the management committees. However, many prefectorial directors of education consider their involvement further down in the system as very peripheral. In addition, many of the DPÉs interviewed complained of not being informed in advance of the delivery of the textbooks to the schools in their own prefectures.

The report of the Textbook Summit of 1997 and the documentation of the Conakry Seminar defined the role of the textbook management committees as follows:

The textbook management committee's mission is to ensure the judicious use of textbooks and to ensure textbook preservation, repair and replacement. It should also collect, manage and utilize funds generated through textbook rentals. Equally, it should oversee the preparation, presentation and execution of the budget.

Regarding the schools' reception of the textbooks, the documentation of the Textbook Seminar held at Conakry in 1998 stipulates that:

The reception of textbooks by the schools will be executed by the textbook management committees and the Association of Parents, Pupils and Friends of the School (APÉAÉ), in collaboration with the wise men and local authorities as well as union representatives and political parties. (Y) At the time of a general assembly meeting, the textbook management committee should inform the community of the total number of textbooks received, by subject and grade level.

It is not astonishing to find that (Table 3.11) a majority of the respondents thought the procedures for the reception of textbooks were clear and well-documented. It is furthermore the only element of monitoring in the administrative process which seems to be understood by the majority of the mid-level administrators. The weakest element in the monitoring process is found in the area of finances, where only two out of ten people understand the established procedures.

THE COORDINATION OF ACTIVITIES

Examples of elements to be considered: The orchestration of efforts and the utilization of the organization's resources in order to achieve the planned objectives. Coordination with the activities of external organizations (periodic meetings, departmental memos, working as a team)

Though more than half of the respondents thought that the coordination efforts between the different mid-level administrators of the distribution level are great, the proportion of the respondents able to identify the significant decrease of these efforts and the documentation which would come to support such coordination of efforts is practically nil. Table 3.12 also reveals that coordination between the textbook management committees and external administrators on the

middle level is very weak.

According to the respondents, regularly scheduled meetings between the subordinate offices and the administration would be their preferred method of coordination. They also favored consultations, which would best allow an efficient utilization of the organization's resources in achieving the goals planned in the textbook administrative and distribution system.

Table 3.11 Monitoring the Administrative Process by the Textbook Management Committees Visited

ELEMENTS TO BE CONSIDERED	Y	N	%Y	Supporting Documentation		
				Y	N	%Y
Existence of monitoring tools for revision, in the management process	215	185	53.75	147	253	36.75
Evaluation mechanism for comparison with the expected results	77	323	19.25	29	371	7.25
Examination procedure, for the return to the planning exercise and to recommendations	66	334	16.5	18	382	4.5
Some questions	Y	N	%Y	Supporting Documentation		
				Y	N	%Y
1. Do general monitoring policies exist for the management process of distribution functions?	190	210	47.5	162	238	40.5
TEXTBOOK RECEPTION	259	141	64.75	225	175	56.25
Record of receipt	159	241	39.75	129	271	32.25
Mention of deviation (shipped/received)	131	269	32.75	102	298	25.5
Annual compilation	62	338	15.5	46	354	11.5
FINANCES	90	310	22.5	68	332	17.0
Record of funds received	79	321	19.75	59	341	14.75
Deposit records	104	296	26.0	31	369	7.75
TEXTBOOK CONSERVATION	150	250	37.75	57	343	14.25
Quality and cleanliness of the warehouse storage unit)	55	345	3.75	17	383	4.25
Textbook maintenance and repair	115	285	28.75	40	360	10.0
STAFF	181	219	45.25	79	321	19.75
Monitoring of staff	153	247	38.25	62	338	15.5
Security, theft	170	230	42.5	81	319	20.25
TEXTBOOK UTILIZATION	151	249	37.75	88	312	22.0
Loans						

Table 3.12 The Coordination of the Administrative Process by the Textbook Management Committees Visited

ELEMENTS TO BE CONSIDERED	<i>Y</i>	<i>N</i>	<i>%Y</i>	Supporting Documentation		
				<i>Y</i>	<i>N</i>	<i>%Y</i>
Actions taken to coordinate the elements, in order to synchronize efforts and the utilization of the organization's resources, to achieve the desired objectives	162	238	40.5	47	353	11.75
Administrative act which is manifested in the interior of each elements of the administrative process	128	272	32.0	57	343	14.25
SOME QUESTIONS	<i>Y</i>	<i>N</i>	<i>%Y</i>	Supporting Documentation		
				<i>Y</i>	<i>N</i>	<i>%Y</i>
1. Is there a coordination effort for the intervention of different members of the process of distribution management in the interior of the organization?	221	179	55.25	37	363	9.25
2. Is there coordination with the activities of external organizations?	147	253	36.75	40	360	10.0
3. In what way is this link ensured?						
Periodical meetings with the different intermediaries of the administrative process	158	242	39.5	98	302	24.5
Departmental memos or periodical memos	147	253	36.75	107	293	26.75
Fostering teamwork	151	249	37.75	40	360	10.0

INTERNAL MONITORING

Examples of elements to be considered: The application of principles and standards of healthy administration. Measures, procedures and systems which ensure the protection of resources and the endowment. The establishment of means to prevent and detect irregularities and errors occurring in the areas of: (i) textbook distribution to the students at the schools; (ii) warehousing; (iii) receiving; (iv) maintenance; (v) security

The procedure for textbook distribution from the central level to the schools seemed a bit unclear to the staff involved in the system. Even though a registration system existed for textbooks received in the schools, the procedure for verifying the signatures of the recipients is not respected. Since the textbook management committees are not functional in many schools, the director of the school is the one who signs the acknowledgement of receipt, and not the president of the textbook committee. The research team has also found cases where the DPSP signed the acknowledgement of delivery and took on himself the job of safeguarding the textbooks. Table 3.13 indicates how, according to the respondents, the textbook receiving procedures continue to be the most developed, even though the procedures are only written down in 29.5 percent of the

cases.

Table 3.13 Internal Monitoring by the Textbook Management Committees in the Schools Visited

ELEMENTS TO BE CONSIDERED	<i>Y</i>	<i>N</i>	<i>%Y</i>	Supporting Documentation		
				<i>Y</i>	<i>N</i>	<i>%Y</i>
The body of established measures and procedures allow directors to manage in a reasonable and prudent manner	172	228	43.0	72	328	18.0
Protection of resources and the State endowment	178	222	44.5	89	311	22.25
Respect for the principles and standards of healthy management	124	276	31.0	56	344	14.0
SOME QUESTIONS	<i>Y</i>	<i>N</i>	<i>%Y</i>	Supporting Documentation		
				<i>Y</i>	<i>N</i>	<i>%Y</i>
1. Is there a body of measures and procedures which guarantees the protection of resources and the endowment?	174	226	43.5	78	322	19.5
2. Generally, are the established means for directors to prevent and detect irregularities and errors effective?	174	226	43.5	53	347	13.25
Are there procedures at the level of textbook distribution to the students in the schools?	179	221	44.75	88	312	22.0
Are there procedures at the warehouse level?	131	269	32.75	51	349	12.75
Are there procedures at the receiving level?	202	198	50.5	118	282	29.5
Are there procedures at the maintenance level?	137	263	34.25	43	357	10.75
Are there procedures at the security level?	140	260	35.0	50	350	12.5

Textbook maintenance, preservation and security procedures are for the most part neglected, certainly because of the lack or poor quality of warehousing infrastructures, but this also occurs through the absence of written documentation specifying the nature and significance of these procedures. Therefore, although the majority of the schools keep a register of the books in inventory, these are, generally speaking, insufficient to ensure a healthy administration of the endowment. Regarding procedures designed for textbook security, the procedures simply restrict the warehouse and the borrowing of books outside the storage area, so that only the school director and the librarian (in rare cases there is a librarian) have access to the books. The use of guards in the schools is rare.

Most of the textbook management committees created in the elementary schools meet only at the time of their creation. Many of the committee members have said, during the interviews, they are waiting for the delivery of the textbooks in order to have something to discuss at their meetings. Finally, many elementary school teachers distrust the process of depositing revenues from textbook rental in financial institutions located nearer to the IRÉ than to the schools. In addition, transportation costs accrued by the community in order to set up the banking operations of these institutions is a source of discontent among the middle administrators interviewed. This procedure in no way guarantees better management of the funds.

3.4 Textbook Rental System

There is much confusion surrounding the textbook rental system. Remember that there are contradictions in the information furnished by the MEPU on the subject of the deposit in the bank of funds produced from textbook rental versus the written information distributed in April 1998 at the Conakry Seminar. Furthermore, the replacement cost of the textbooks has not been communicated to the schools and communities. Finally, many school directors question the deposit of those funds in banks closer to the IRÉ to a large extent because the textbook rental budget does not allot a sum for shipping costs, nor the procedure for the return of funds to the schools.

Many textbook management committees were established in the secondary schools before the implementation of the textbook rental system. Inversely, textbooks have been delivered to the elementary schools before the school staff received proper instruction and sufficient information on the management and distribution system. The parents in many rural communities think the cost of textbook rental, at GFr1,000 per year, is too high for their budget. Some schools have suggested that the cost of the average share be lowered. As has been mentioned earlier, in several communities, parents have refused to rent textbooks for fear their children would lose them. The penalty imposed when the parents cannot or will not pay for the loss or repair of a damaged book is to forbid the child from taking final exams (or to turn in the final thesis) for the school year. These observations bring up questions of access and fairness whose answers need to be found before the distribution of textbooks for the 1998-1999 school year.

3.5 NGO Participation

The Analysis of the Basic Education System in Guinea [literal translation of title] (NFQE, 1997) identifies the following organizations as being active in the education sector in Guinea: Plan International Guinée, Save the Children, World Education, Adventist Development and Relief Agency (ADRA), le Centre canadien pour les Etudes et la cooperation international (CECI), Aide et Action, le Groupe des Volontaires Civils and CLUSA.

In the course of the study, the research team visited several schools where Plan International Guinée was working. The team discovered that, because of poor dissemination of information, many schools in the sample confused the textbook committees of Plan Guinée with those mandated by the MEPU. The organization of the textbook committees of Plan Guinée stipulated 4 members, but the MEPU had stipulated 8. World Education, installed in Mamou, seemed to have positive effects on the reinforcement of the APÉAÉ's of the 30 educational establishments of the region. World Education's program could have been advantageously extended to the APÉAÉ's of other locations and could also have included the members of the APÉAÉ's getting involved with the textbook management committees.

NGO's participated in the construction of scholastic infrastructures and provided furniture and textbooks to several communities. Better coordination between the sponsors would allow the Guinean government to make the best use of sponsors' funds at the level of the schools themselves. Such coordination is essential for the textbook management committees to be able to take into account the textbooks provided from other sources.

3.6 Textbook Inventory in the Schools Visited

The following sections summarize the textbook situation following an exhaustive inventory of the available textbooks in 291 elementary schools and 69 secondary schools visited.

3.61. TEXTBOOKS AT THE ELEMENTARY SCHOOL LEVEL

THE COMBINED SITUATION AT THE ELEMENTARY SCHOOLS VISITED

At the elementary school teaching level, the ratio of books/student, all subjects combined, is up to .97. This means that on average every student per class has a textbook. Bearing in mind that there are between 5 and 6 textbooks per teaching level (French, mathematics, observatory science, history, geography, ethics and civic studies), it could be concluded that the objective of giving each student a textbook has been satisfied by less than 20%. Elsewhere, of the 291 elementary schools visited, the study allowed the inclusion of 208 teachers' guides, all subjects and levels combined. This situation constitutes a major strain on the adequate usage of available textbooks.

Table 3.14 The Ratio of Books/Student in the 291 Elementary Schools Combined

Title	Quantity Received		Students' Textbooks		
	<i>Teacher's Guide</i>	<i>Student Edition</i>	<i>Warehoused</i>	<i>Distributed</i>	<i>Total Available</i>
Total for Elementary School	208	88,302	84,289	19,795	104,084
Elementary School Class Sizes		107,647	107,647	107,647	107,647
Book/Student ratio for Elementary School		0.82	0.78	0.18	0.97

It is still the priority of the elementary schools to focus on the level of textbook acquisition and distribution, notably for teachers' guides in all disciplines and in mathematics, arithmetics and science textbooks for all grade levels.

FIRST GRADE

Of the 10,788 textbooks received for a class of 16,323 students in 1994, 1995 and 1998, 2,495 of them have been distributed and 10,295 are in storage in the schools. The books/student ratio, based on the available inventory and books distributed, is .78.

When one considers the total number of textbooks received versus the number in stock and those distributed, the statistics in the analysis indicate a surplus of 2,002 books for first graders during that period.

SECOND GRADE

Of the 9,901 books received for a class of 20,798 second graders in 1994 and 1998, 2,426 textbooks have actually distributed to the students and 9,473 are in storage in the schools. The books/student ratio, based on the textbooks in stock and those distributed, is .57.

Table 3.15 Textbook Inventory for First Grade in the 291 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		Teachers' Guide	Students' Edition	Warehoused	Distributed	Total avail.	Book/Student Ratio
Mathematics	1994	10	259	156	58	214	0.01
Arithmetic CP1	1990	6	428	473	384	857	0.05
Language, Reading	92-93-94-95	50	793	762	1,563	2,325	0.14
Penmanship Notebook	92-94-96		12	9	105	114	0.01
French, Le Flamboyant	1998	1	9,296	8,895	385	9,280	0.57
Total Textbooks for 1st Grade		67	10,788	10,295	2,495	12,790	
1 st Grade class size			16,323	16,323	16,323	16,323	
Book/Student Ratio in 1st Grade			0.66	0.63	0.15	0.78	

Table 3.16 Textbook Inventory for the Second Grade in the 291 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		Teachers' Guide	Students' Edition	Warehoused	Distributed	Total avail.	Book/Student Ratio
Mathematics	1994	9	187	157	63	220	0.01
Arithmetic CP2	1990	19	284	290	560	850	0.04
Language, Reading	94-95-96	20	402	385	1,143	1,798	0.09
French, Le Flamboyant	1998	2	9,028	8,641	390	9,031	0.43
Total Textbooks for 2nd Grade		50	9,901	9,473	2,426	12,036	
2 nd Grade class size			20,798	20,798	20,798	20,798	
Book/Student Ratio in 2nd Grade			0.48	0.46	0.12	0.57	

In comparing the total number of textbooks distributed and the total in stock with the number of textbooks received, the results of the analysis indicate a surplus of 2,135 textbooks designated for second graders during that period.

THIRD GRADE

Of the 11, 168 textbooks received for a class of 21,143 third graders in 1992, 1994 and 1998, 3,526 textbooks have been distributed and 10,569 are in storage in the schools. Basing the books/student ratio on the number of books available and distributed, the ratio is .67.

Table 3.17 Textbook Inventory for the Third Grade in the 291 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		Teachers' Guide	Students' Edition	Warehoused	Distributed	Total avail.	Book/Student Ratio
French, Le Flamboyant	1998	3	9,201	8,793	408	9,201	0.44
French, School and Dev.	1990	0	452	388	46	434	0.02
Arithmetic	1992	16	482	482	525	1,007	0.05
Observatory Sciences	89-94-96	9	568	454	434	888	0.04
Afrique mon Afrique	94-96	10	120	113	1,815	1,928	0.09
History	89-94-96	5	345	339	298	637	0.03
Total Textbooks for 3rd Grade		43	11,168	10,569	3,526	14,095	
3 rd Grade class size			21,143	21,143	21,143	21,143	
Book/Student Ratio in 3rd Grade			0.53	0.50	0.17	0.67	

In comparing the total number of textbooks received to the number of textbooks distributed and the number of textbooks in stock, the results indicate a surplus of 2,927 textbooks designated to third graders during that period.

THE THIRD AND FOURTH GRADES

Of the 17,809 textbooks received for a class of 39,208 third and fourth graders in 1992, 1994 and 1998, 695 textbooks have been distributed and 17,015 are in storage in the schools. The books/student ratio, based on the available inventory and the textbooks distributed, is .45.

Table 3.18 Textbook Inventory for Third and Fourth Graders in the 291 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		Teacher's Guide	Students' Edition	Warehoused	Distributed	Total avail.	Book/Student Ratio
Ethics and Civic Instruction	1998	2	17,809	17,015	695	17,710	0.45
Total Textbooks for 3rd and 4th Grade		2	17,809	17,015	695	17,710	
3 rd and 4 th Grade class size			39,208	39,208	39,208	39,208	
Book/Student Ratio in 3rd and 4th Grade		0.45	0.43	0.02	0.45		

In comparing the total number of textbooks received to the total number of textbooks distributed and the number of textbooks in stock, the results reveal that a total of 99 books are missing from the allocation of textbooks designated for third and fourth graders during that period.

FOURTH GRADE

Of the 9,347 textbooks received for a class of 18,065 fourth graders in 1992, 1994 and 1998, 1,710 textbooks have been distributed and 8,839 are still in storage in the schools. Based on the available textbooks in storage and the total number of textbooks actually distributed to the students, the books/student ratio is .59.

Table 3.19 Textbook Inventory for Fourth Graders in the 291 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		<i>Teacher's Guide</i>	<i>Students' Edition</i>	<i>Warehoused</i>	<i>Distributed</i>	<i>Total avail.</i>	<i>Book/Student Ratio</i>
Arithmetic		2	183	180	215	395	0.02
French, School and Dev.	1992	1	205	203	11	214	0.01
Afrique mon Afrique	94-96	7	120	79	1,132	1,211	0.07
French, Le Flamboyant	1998	2	8,839	8,437	352	8,789	0.49
Total Textbooks for 4th Grade		12	9,347	8,899	1,710	10,609	
4 th Grade class size			18,065	18,065	18,065	18,065	
Book/Student Ratio in 4th Grade			0.52	0.49	0.09	0.59	

In comparing the total number of textbooks received to the total number of manuals received [sic] and the total actually distributed to the students, the results of the study indicate a surplus of 1,262 textbooks designated for fourth graders during that period.

FIFTH GRADE

Of the 7,990 textbooks received for a class of 15,455 fifth graders in 1994 and 1998, 628 textbooks have been distributed and 7,608 are still in storage in the schools. Based on the available inventory in storage and the total number of textbooks distributed to the students, the books/student ratio is .53.

In comparing the total number of textbooks received by the students to the number of textbooks received [sic] and the number of textbooks distributed to the students, the results indicate a surplus of 246 textbooks designated for fifth graders during that period.

Of the 7,139 textbooks received for the sixth graders in 1994 and 1998, 577 textbooks have been distributed and 6,920 are still in storage in the schools. Based on the available inventory in storage and the total number of textbooks actually distributed to the students, the books/student ratio is .47.

In comparing the total number of textbooks received with the number of textbooks received [sic] and the number of textbooks actually distributed to the students, the study results indicate a surplus of 358 textbooks designated for sixth graders during that period.

Table 3.20 Textbook Inventory for Fifth Graders in the 291 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		<i>Teachers' Guide</i>	<i>Students' Edition</i>	<i>Ware-housed</i>	<i>Distributed</i>	<i>Total avail.</i>	<i>Book/Student Ratio</i>
Arithmetic	1994	1	249	224	218	442	0.03
French, Le Flamboyant	1998	2	7,741	7,384	410	7,794	0.50
Total Textbooks for 5TH Grade		3	7,990	7,608	628	8,236	
5 TH Grade class size			15,455	15,445	15,445	15,445	
Book/Student Ratio in 5TH Grade			0.52	0.49	0.04	0.53	

Table 3.21 Textbook Inventory for Sixth Graders in the 291 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		<i>Teachers' Guide</i>	<i>Students' Edition</i>	<i>Ware-housed</i>	<i>Distributed</i>	<i>Total avail.</i>	<i>Book/Student Ratio</i>
French, Le Flamboyant	1998	2	7,045	6,854	183	7,037	0.44
Arithmetic	94-95-97	6	94	66	394	460	0.03
Total Textbooks for 6TH Grade		8	7,139	6,920	577	7,497	
6 TH Grade class size			15,863	15,863	15,863	15,863	
Book/Student Ratio in 6TH Grade			0.45	0.44	0.04	0.47	

THE FIFTH AND SIXTH GRADES

Of the 14,160 textbooks received for a class of 31,318 fifth and sixth graders in 1994 and 1998 and, [sic] 7,738 textbooks were distributed and 13,510 are in storage in the schools. Based on the available inventory in the schools and the number of textbooks distributed, the books/student ratio is .68.

In comparing the total number of textbooks received to the number of textbooks received [sic] and the number of textbooks actually distributed to the students, the results of the study indicate a surplus of 7,088 textbooks designated for fifth and sixth graders during that period.

Table 3.22 Textbook Inventory for Fifth and Sixth Graders in the 291 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		<i>Teachers' Guide</i>	<i>Students' Edition</i>	<i>Ware-housed</i>	<i>Distributed</i>	<i>Total avail.</i>	<i>Book/ Student Ratio</i>
Observatory Sciences	94-95	6	396	552	1,248	1,800	0.06
Ethics and Civic Instruction	1998	2	13,479	12,791	634	13,425	0.43
Horizon d' Afrique	94-95-96-97	15	285	167	5,856	6,023	0.19
Total Textbooks for 5th and 6th Grade		23	14,160	13,510	7,738	21,248	
5 th and 6 th Grade class size			31,318	31,318	31,318	31,318	
Book/Student Ratio in 5th and 6th Grade			0.45	0.43	0.25	0.68	

3.6.2 TEXTBOOKS AT THE SECONDARY LEVEL, 1ST CYCLE

THE COMBINED SITUATION OF THE SECONDARY SCHOOLS VISITED

The data for three secondary schools visited have been omitted from the compilation because it was not possible to validate either the quantities in storage or the quantities distributed to the students. The total number of students used in the calculations has therefore been modified accordingly.

Table 3.23 The Books/Student Ratio in the 69 Secondary Schools Visited

TITLE	Quantity Received		Student Textbooks		
	<i>Teachers' Guide</i>	<i>Students' Edition</i>	<i>Ware-housed</i>	<i>Distributed</i>	<i>Book/ Student Ratio</i>
Total for Secondary School	1,255	175,488	108,279	63,634	171,913
Class size for Secondary School		36,438	36,438	36,438	36,438
Book/Student Ratio in Secondary School		4.82	2.97	1.75	4.72

The variations in the ratios of quantities received, textbooks in storage and textbooks delivered and available can be explained by a combination of factors, such as:

The visits to the schools took place between May 11 and 30. In several schools, the textbooks had already been turned in for summer vacation. Many students (and parents) had not paid the GFr1,000 rental fee and a large number of textbooks had not yet left storage at the schools and had not been used by the students despite their availability.

This combination of factors has, in fact, slowed access to textbooks for the experiment. However, it should be noted that at the secondary education level, first cycle (middle school), the textbook situation is much more positive than in the elementary schools, especially since 1997. Currently, the books/student ratio, all levels and subjects combined, has risen to 4.72. Since the list of official secondary school textbooks has an average of 5 titles per grade level, the likely objective is to have more than 80% of all students receiving one title per subject at their grade level. The priority for secondary schools will be centered on efforts at textbook preservation. Otherwise, the data collected on the quantities of textbooks received and data on available textbooks indicate a total of 3,575 textbooks missing from the allocation of textbooks designated for the students of the secondary schools visited.

SEVENTH GRADE

Of the 53,623 textbooks received for a class of 11,548 seventh graders in 1997, 18,748 have been distributed and 33,328 are still in storage in the schools. Based on the available inventory in storage and the total number of textbooks distributed to the students, the books/student ratio is 4.51.

Table 3.24 Textbook Inventory for Seventh Graders in the 69 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		Teachers' Guide	Students' Edition	Warehoused	Distributed	Total avail.	Book/Student Ratio
French, Le Manguier	1997	87	12,035	7,566	4,243	11,809	1.02
Mathematics	1997	77	12,195	6,999	4,740	11,739	1.02
Physical Sciences	1997	104	12,298	7,436	4,532	11,968	1.04
History/Geography	1997	1	5,311	4,116	818	4,934	0.43
Natural Sciences	1997	68	11,784	7,211	4,415	11,626	1.01
Total Textbooks for 7th Grade		337	53,623	33,328	18,748	52,076	
7 th Grade class size			11,548	11,548	11,548	11,548	
Book/Student Ratio in 7th Grade			4.64	2.89	1.62	4.51	

In comparing the total number of textbooks received with the number of textbooks in stock and the number actually distributed to the students, the results of the study indicate that a total of 1,547 textbooks are missing from the allocation designated for seventh graders during that period.

EIGHTH GRADE

Of the 45,332 textbooks received for a class of 8,925 eighth graders in 1997, 17,003 textbooks have been distributed and 27,996 are still in storage in the schools. Based on the available inventory in storage and the number of textbooks distributed to the students, the books/student ratio is 5.04.

Table 3.25 Textbook Inventory for Eighth Graders in the 69 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		<i>Teachers' Guide</i>	<i>Students' Edition</i>	<i>Warehoused</i>	<i>Distributed</i>	<i>Total avail.</i>	<i>Book/Student Ratio</i>
History/Geography	1997	6	3,596	3,116	492	3,608	0.40
Mathematics	1997	77	10,748	6,651	4,038	10,599	1.19
French, Le Manguier	1997	80	10,461	6,314	4,017	10,331	1.16
Physical Sciences	1997	91	10,020	5,543	4,397	9,940	1.11
Natural Sciences	1997	60	10,507	6,462	4,059	10,521	1.18
Total Textbooks for 8th Grade		314	45,332	27,996	17,003	44,999	
8 th Grade class size			8,925	8,925	8,925	8,925	
Book/Student Ratio in 8th Grade			5.08	3.14	1.91	5.04	

In comparing the total number of textbooks received with the number of textbooks in stock and the number distributed to the students, the results of the study indicate that a total of 333 textbooks are missing from the allocation of textbooks designated for eighth graders during that period.

NINTH GRADE

Of the 39,075 textbooks received for a class of 6,825 seventh [sic] graders in 1997, 12,820 textbooks were distributed and 25,604 are found in school storage. Based on the available inventory in storage and the total number of textbooks distributed to the students, the books/student ratio is 5.63.

Table 3.26 Textbook Inventory for Ninth Graders in the 69 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		<i>Teachers' Guide</i>	<i>Students' Edition</i>	<i>Warehoused</i>	<i>Distributed</i>	<i>Total avail.</i>	<i>Book/Student Ratio</i>
Mathematics	1997	80	8,573	5,396	2,987	8,383	1.23
Arithmetic CP1	1997	58	8,424	5,347	3,054	8,401	1.23
Language, Reading	1997	12	5,238	4,352	954	5,306	0.78
Penmanship Notebook	1997	87	8,371	5,264	3,026	8,290	1.21
French, Le Flamboyant	1997	78	8,469	5,245	2,799	8,044	1.18
Total Textbooks for 9th Grade		315	39,075	25,604	12,820	38,424	
9 th Grade class size			6,825	6,825	6,825	6,825	
Book/Student Ratio in 9th Grade			5.73	3.75	1.88	5.63	

In comparing the number of textbooks received with the number of textbooks in stock and the number distributed to the students, the results of the study indicate that a total of 651 textbooks are missing from the allocation of textbooks designated for ninth graders during that period.

TENTH GRADERS

Of the 37,458 textbooks received for a class of 9,140 tenth graders in 1997, 15,063 have been distributed and 21,351 are still in storage in the schools. Based on the available inventory in storage and the total number of textbooks distributed to the students, the books/student ratio is 3.98.

Table 3.27 Textbook Inventory for Tenth Graders in the 69 Schools Visited

TITLE	BOUGHT IN	Quantity Received		Student Textbooks			
		<i>Teachers' Guide</i>	<i>Students' Edition</i>	<i>Warehoused</i>	<i>Distributed</i>	<i>Total avail.</i>	<i>Book/Student Ratio</i>
Mathematics	1997	75	8,021	4,286	3,450	7,736	0.85
Physical Sciences	1997	89	7,817	4,078	3,655	7,733	0.85
French, Le Manguier	1997	70	8,675	4,834	3,582	8,416	0.92
Natural Sciences	1997	55	9,425	5,276	3,733	9,009	0.99
History/Geography	1997	0	3,520	2,877	643	3,520	0.39
Total Textbooks for 10th Grade		289	37,458	21,351	15,063	36,414	
10 th Grade class size			9,140	9,140	9,140	9,140	
Book/Student Ratio in 10th Grade			4.10	2.34	1.65	3.98	

In comparing the total number of books received with the number of textbooks in storage and the number distributed to the students, the results of the study indicate that a total of 1,044 textbooks are missing from the allocation of textbooks designated for tenth graders during that period.

4. THE ADMINISTRATIVE PROCESS FOR TEXTBOOK MANAGEMENT AND DISTRIBUTION AT THE CENTRAL LEVEL

The team analyzed the administrative process for textbook management and distribution at the central level. The results clearly presented several instances in which different Ministers and several private local and foreign businesses have been involved in the textbook problem, but that there are a numerous shades of gray between these diverse entities. What is the primary objective? What are the concerns of each entity? What is the nature of the problems, and what are the risks, according to different viewpoints? Where do the roles and responsibilities of each entity begin and end? Who can help establish rules of play for all, given that the entities present requests for disparate and legitimate concerns, public and private? What are the various procedures to follow, and under what circumstances should they be followed? How is the coordination of textbook-related activities ensured, and by whose request? Does all the established internal monitoring allow for the prudent and effective management of the endowment of the State of Guinea? Lastly, is the business of textbooks administered with high respect for the six generally accepted principles of healthy management, which are the following: Transparency, continuity, efficiency, balance, equity and self denial? Is this carried out through the stages of the administrative process, including: planning, organization, management, monitoring the process, coordination and internal monitoring?

Table 4.1 The Administrative Process at the Central Level

TABLE 7 THE ADMINISTRATIVE PROCESS AT THE CENTRAL LEVEL**					
The elements of management	Internal Monitoring				
	Coordination				
	Monitoring of Procedures				
	Management and Prudent Management				
	Management				
	Organization				
	Planning				
	[dark bars ‘ documentation, light bars ‘ procedures]	0% Not Satisfactory	25% Somewhat Satisfactory	50% SATISFACTORY	75% 100% VERY SATISFACTORY

** see original for bars on bar graph

Table 4.1 above will be cited frequently throughout this chapter and will be supported by secondary tables. A full argument has been provided in chapters two and three. The commentaries in this section rely largely on this argument and will support the theories of the analysis of the administrative process of textbook distribution and management.

At the MEPU, the responsibilities involved in textbook management vacillated between the expectations of two textbooks consumers, the DNEE and the DNES, and between the managers currently responsible for raising them: the DAAF, the PASÉ, the SNIES, and the INRAP, to which should be added the SSP. One of the pivotal roles is currently played by the INRAP, who has been involved for a long time in the different aspects of textbook management [spelling error in original changed the meaning; this word choice is assumed correct] and who intervenes in almost all transactions of an instructive, logistical or commercial nature related to textbooks. Another pivotal role revolves around the SNIES, who directs the activities of the Projet Education III financed by the ADB, OPEC and the Islamic Development Bank (IDB).

It is therefore mostly through the request of the MEPU that the administrative process of textbook-related activities has been analyzed.

4.1 The Planning Stage

The MEPU has established a national planning process prepared by the SSP. In its current form, this process does not have a uniform plan of action for the various departments and offices of the MEPU related to textbook management. The textbook planning activities are therefore formed internally on a project-by-project basis by each of the sponsors, and there is not a single instance in the Ministry which brings together all actions planned with and by the sponsors. The ST-PASÉ brings together some sponsors, but some are not found in this cooperation, such as the ADB.

A unified national projection of the mid-term and long-term textbook needs does not exist; it happens that the sponsors finance the activities in their sector without consulting other agencies and, in doing so, create a redundancy of efforts like with the massive purchase of textbooks (Collection le Flamboyant) in 1997 for elementary instruction in French. Financing had already been arranged through a project funded by World Bank, and despite this, the MENRS and the Minister of Finance authorized a purchase of more than thirty-two million French francs (F 32,000,000) funded by the African Development Bank (ADB). The purchase agreement was agreed upon directly, with no request for proposal and no consultation with the different offices of the Ministry and the other sponsors (MENRS, 1997b, 1997c, 1997d, 1997e and 1997f).

As mentioned in Chapter 3, the Ministry did not have a single budget line in its budget for the purchase of textbooks or for the funding of textbook management-related activities. All the budgets from 1990 until now have been checked. The research team did not see a single planning document except for those textbook acquisition, production, distribution and utilization projects which were financed by outside organizations. Regarding the conservation and improvement of textbook management at the school level, the remarkable activities the MEPU has started to achieve in this area should be highlighted: the Textbook Summit (INRAP, 1997), the creation of textbook management committees in every school in the country, (MENRS, 1997; MEPU, 1997 and 1998), an instructional seminar for textbook management committees. Nevertheless, if certain people could have explained to the members of the research team what activities are coming and how they will take place, for example, how the money accumulated from the IRÉ will be spent, they would have shown that nothing at all exists on paper and no procedure has been written. There is no planning process. In verbal planning such as this, none of the principles

of healthy management, including the following: transparency, continuity, efficiency, balance, equity and self-denial, is sure to occur, despite good intentions.

Table 4.2 Plans for Textbook Management

Elements to be considered	Y	N	Supporting Documentation	
Existence of planning process		N		N
Definition of objectives	Y		Y	
Evaluation of the nature of eventual problems (risks)		N		N
Identification of strategies	Y		Y	
Deadlines, responsibilities and costs		N		N
Size of the committee and the nature of the work to be done		N		N

If a planning process existed in the MEPU, Operation “Flamboyant” would have unraveled differently and with less outward discontentment than the research team was able to ascertain from the teachers and the parents at the grass roots level regarding everything from the money-lenders to all levels of school administration.

It is in the INRAP charter that the most documentation related to textbooks and all objectives pursuant to textbooks are found. However, nowhere in this document is the word *distribution* mentioned. The *Section édition scolaire* and the *Division des publications et des ressources documentaires (DPRD)*, which is about textbook distribution and evaluation, has no official mandate in that sense. The research team was otherwise not able to find a single evaluation of the nature of the problems to be handled as publisher or distributor either in the INRAP or elsewhere in other departments and offices. The Minister is currently applying a new strategy for increasing textbook accessibility, but this strategy, commendable as it is, does not spring from a plan and budget which have been developed by the Ministry and which will be taken over by the Ministry’s office and budget.

There are no personnel officially posted to the DPRD, with the exception of the leader of the division and the leaders of each section. Part of the work effectively executed by that division has not revealed its mandate. There is no uniform plan for textbooks at the MEPU. There are actions planned in different offices or departments, but they are still not reconciled one with another.

4.2 The Organization Stage

The assignment of human resources has not been completed in the offices of the MEPU excepting the management staff: managers, division leaders and department heads. The distribution deadlines under the responsibility of the INRAP are generally largely surpassed, which explains the large quantities of textbooks in the schools that have no relevance to the size

of the current classes. Delays accumulate from the beginning of the acquisition process. Quantities are not brought up to date. There are no documents specifying the procedures for all these activities, with the exception of circulars coming from the Cabinet. The INRAP charter makes no mention of its role in matters of textbook distribution. The School Publishing Division is primarily concerned with activities which are not even mentioned in the charter. Textbook inventory disappears from warehouses in large quantities and are found for sale on the open market, despite inscriptions on the cover page that the book is the property of the Ministry.

Table 4.3 The Organization of Textbook Management

Elements to be considered	Y	N	Supporting Documentation	
			Y	N
Adequacy and justified appropriation of human, material and financial resources		N		N
Division of tasks and responsibilities		N		N
Realistic deadlines		N		N
Constant vigilance		N		N
Protection against the unpredicted		N		N

Despite the preceding negative comments, there are also positive actions in the plan of organization. The preparations already established for the textbook management committees in the schools and the preparation of the international request for proposals are a few examples. This information is communicated in writing and on the radio.

Textbook inventory is supervised at port by the *Division des publications et des ressources documentaires*. Currently, the surplus textbooks not shipped to the schools are stored in three warehouses under the supervision of the INRAP's. Two of these warehouses are totally inappropriate. A large quantity of books deteriorate in these warehouses. The books will never be in the hands of the children. A public request for proposals for distribution has been published. The exact quantities of textbooks are given to the distributors under contract for delivery to the schools or in the sub-prefectures. How is it that professional educators are the management staff for logistical activities of national scope? There is another category of professionals for those tasks; they can be found in the distribution and transportation industry. To each his own.

It is the INRAP who is in charge of the coordination and distribution. It is there where the receiving records coming from the schools are processed and compiled. The INRAP then transfers these compiled records to the ST-PASÉ for authorization of payment to the transportation company.

Will there be any inventory of textbook distribution and management resources to organize? The research team believes so.

4.3 Operations Management

Table 4.4 Management of Textbook Administration

Elements to be considered	Y	N	Supporting Documentation	
			Y	N
Decision-making process governing all actions to be taken to complete to desired objectives		N		N
Coherent working-up of resources		N		N
Research of the balance of means in spite of the imperfect character or limits of available resources		N		N

Management methods of the MEPU regarding the operations management of textbook distribution and administration do not really allow the needs to be met and the desired objectives to be attained. The methods vary according to the demands of the projects and the money lending agencies. The Ministry does not have its own written policy, nor does it have written procedures detailing each of its operations from beginning to end.

The diversity of the structures involved does not favor decision-making, a coordinated effort and good communication. The group as a whole has no cohesion. It is structured in such a way that decisions can be made on matters of textbooks without it being coordinated by a single person. The decision-making process used does not generally involve a risk evaluation for important decisions. The team found no well-defined or written decision-making process regarding textbooks.

4.4 Operations Management and the Concept of Prudent Management

Table 4.5 The Concept of Prudent Management in Textbook Management

Elements to be considered	Y	N	Supporting Documentation	
			Y	N
Measures taken to evaluate consequences of actions taken to distribution operations	Y and	N	Y and	N
Fair balance between risk and prudent management		N		N
Existence of principles for regrouping and consulting		N		N

Since all important decisions on textbook acquisition and distribution are generally made within the framework of large projects, all pertinent official documentation exists to justify the act in itself. It is the lack of coordination between projects that allows decisions that end up redoubling other efforts. There are no measures taken to evaluate an action's consequences on textbook distribution or management. In addition to the lack of coordination, there is the fact that large-scale operations are entrusted on persons or organizations who have neither the talent nor the responsibility to handle them. Since 1990, there have been many losses of books and of funds recovery. Now that the MEPU and the sponsors have the necessary backing, they will be in a position to be able to judge the results.

4.5 Monitoring the Management Process

Table 4.6 Monitoring the Textbook Management Process

Elements to be considered	Y	N	Supporting Documentation	
			Y	N
Existence of mechanisms for monitoring and revising in the management process		N		N
Evaluation mechanism for comparison with expected results		N		N
Examination procedure for the return to the planning exercise and to the recommendations		N		N

Aside from the internal monitoring mechanisms which will be reviewed in detail later, are there general monitoring policies for the management of the administrative functions of textbooks distribution and management? Not a single policy exists in that sense at the MEPU. If it had existed, an evaluation of the system of textbook distribution and sales by private distributors could have preceded the adoption of another system. By this same token, the experimental system used by Aide et Action for the recuperation of funds in the school communities would have received an equal evaluation. This last system has the notable quality of possibly perpetuating the replenishment of textbook inventory. Without an evaluation, no one will ever know. If such an evaluation had been done, an exhaustive and detailed list of the accepted textbooks would have been found, a list such as the study started to formulate (appendix 5) and which had already been suggested in 1991 (OCED, 1991). If it had existed, there would be statistics and comparisons of the various distributions, the sales by the private sector and the textbook inventory in warehouses and schools. Since it does not exist, there are no written procedures for quality control in the publishing process, various distributions and the warehouse holdings. There is no written system either, relative to the monitoring of personnel, security, theft and crime, use of the equipment, etc.

4.6 Coordination of Activities

Table 4.7 Coordination of the Textbook Management Process

Elements to be considered	Y	N	Supporting Documentation	
			Y	N
			Y	N
Actions taken to coordinate the elements, in order to synchronize efforts and the utilization of the organization's resources, to achieve the desired objectives	Y and	N	Y and	N
Administrative action which is manifested in the interior of each element of the administrative process		N		N

There is a coordination effort to link the stages of the administration of the distributive process with textbook management. It is the role of the ST-PASÉ to coordinate activities financed by certain sponsors. Once again, the problem rests in the fact that the sponsors are not included in the coordination process and in the fact that other departments or sections serve as intermediaries and proxies for the sponsors. As long as the MEPU will tolerate this situation, there will not and cannot be efficient and sustained coordination in the administrative process for textbook distribution and management.

4.7 Internal Monitoring

Table 4.8 Internal Monitoring of Textbook Management

Elements to be considered	Y	N	Supporting Documentation	
			Y	N
			Y	N
The body of established measures and procedures allow directors to manage in a reasonable and prudent manner		N		N
Protection of resources and the State endowment		N		N
Respect for the principles and standards of healthy management		N		N

It cannot be affirmed that a collection of measures, procedures and systems exists which guarantees the protection of resources and of the endowment from the State. Generally speaking, the means established by the directors of the MEPU to predict and detect irregularities and errors have been ineffective since 1990. Few procedures have been systematically established to guarantee that the six principles will be respected: transparency, balance, equity, efficiency, continuity and self-denial. A good system of internal monitoring should be comprised of the

following elements: the adequate division of labor, an authorization policy, management procedures, a viable information system (computerized), a restricted access to valuables and other administrative controls.

In the Ministry's warehouses, no one could present us even one inventory of stock. They were nonexistent at the time of our visit. The team proceeded to try to find a specific title, recently acquired and distributed. The chosen title was a book of seventh grade French of the Collection Le Manguier.

Purchase financed by World Bank	39,830 copies
Purchase financed by the ADB	2,000 copies
Total purchase	41,830 copies
Received in the schools according to the goods received verified by the INRAP and by the ST-PASÉ:	25,170 copies
In stock in the INRAP warehouse on June 20, 1998:	2,434 copies
Subtotal schools + warehouse:	27,604 copies
Books not under any monitoring system:	14,226 copies
[sic]	

5. STRENGTHS AND WEAKNESSES

It is convenient to say, referring back to the preceding chapters, that the production, acquisition, distribution and management of textbooks in Guinea brings together many different entities: the Ministry of Education, international institutions (sponsors), NGO's, teachers, APÉAÉ's, the parents of the students, the students and private enterprises.

Since 1990, this interaction has resulted in a certain dynamic which favors the introduction of large quantities of textbooks. What constitutes a real strength is the current system of teaching, at least with regard to the situation of scarcity of textbooks prevalent in the 70's and 80's. However, it is fitting to mention that the weaknesses tied to that same introduction of textbooks exist and that they limit, to a certain degree, the qualitative growth and strong rationale for the positive effects of that effort.

It will therefore be a question of proceeding in the lines which follow the strengths and weaknesses tied to the different operations of textbook distribution and management taking place in the primary and schools (public) and the secondary public schools of the first cycle between 1990 and 1998.

More precisely, it will have to do with the examination of the primary aspects, both positive and negative, of the stages of planning, organization, management, execution and the internal monitoring of distribution operations done during this period. Although some of these strengths and weaknesses are already discussed in more detail in the preceding chapters, it appears useful to recapitulate in the present chapter.

5.1 The Planning Stage

The national education budget has been increased in all areas with the object of improving the level of learning, the qualification of the teachers and their available number so that the inequality between genders and regions could be reduced. Since 1990, more than 3.8 million books, 2 million of which were just for 1997 and 1998, have been introduced into the educational system through endowments or loans. The value of these textbooks and the cost to train the teachers on their usage rose close to US\$15 million. Therefore, it seems clear that the investment designated for textbooks is proof that, from now on, different authorities in the ministry of education and the sponsors take an interest in instruction reinforced with documentation.

However, this universally remarkable result hides weaknesses and insufficiencies linked to the planning stage:

- Despite the increase in the amount designated in the national budget for the education sector over the course of the decade, it is surprising that a specific budget entry (line item) is not allotted for textbook acquisition.
- In extrapolating the summary of the field study, it was found that there were 2.7 million textbooks in the country's schools, of which 2 million were distributed in 1998.

The absence of a textbook recycling policy for the textbooks sold to the students has caused more than 2/3 of the textbooks distributed between 1990 and 1997 to leave the system.

- It came to the attention of the researchers that, in some of the schools visited, there had been no systematic evaluation of the contents of the official textbooks in use with regard to the current teaching programs. Some secondary school teachers pointed out to the researchers the inadequacy of the content of a good part of the content [sic] of some textbooks with regard to the teaching programs currently in use. To be scientifically valid, however, this concern should be supported by an evaluative study.

- The void created by the absence of the teachers' guides for the textbooks distributed in 1997 and 1998 (the last shipment), and the lack of an endowment for teachers' guides for the Le Flamboyant and Le Manguier series are gaps in the planning stage.

Seminars on gearing down instruction (in succession) for teachers on the use of the textbooks in these series will no doubt be insufficient to achieve the stated goal, since there are no teachers' guides to accompany these short-term courses.

- From a maintenance point of view, much effort has been put into the investment in school infrastructures and the provision of furniture (storage units, bookcases, school desks), notably during the PASÉ I. But the lack of furniture construction standards and compatibility of the existing models (produced by the SNIES) considerably limits textbook preservation conditions, as well as the effectiveness of actions taken regarding optimal teaching standards.

In matters of planning, it should be mentioned again that there is no coordinated planning process in the different ministries and departments involved in textbook acquisition, distribution and management. There are few planning documents, aside from those for projects financed by sponsors. The results cited earlier were mostly obtained through plans found in sponsors' projects. "Polycephalus" planning, or planning by "putting heads together" will be discussed later.

5.2 The Organizational Stage

The staff at the central level, in most, if not all, departments involved in textbook distribution and management, is underutilized, except for management. This naturally makes the organization of textbook management and distribution activities ineffective. There are no documents which detail precise procedures to follow in order to put these theories into practice (for the different distributions) with the exception of circulars originating from the ministerial cabinet.

The acquisition and distribution deadlines are largely missed, sometimes even by a year. For example, for textbook distribution from 1990 to 1993, if the acquisition or distribution process had been generally planned, then receiving, warehousing and distribution operations had numerous gaps. This is in addition to the fact that books acquired in 1989 were not widely distributed until 1992, despite attempts in 1990 and 1991.

It should also be noted here that the INRAP, throughout its scholastic publishing division, is

currently involved in distributive operations and textbook management, which is not mentioned in Law 95/347/PRG/SGG which determined the INRAP's focus and organization (see appendix 13).

5.3 Management

There is no written documentation describing a unified course of action for attaining the desired objectives for distribution. This leads to a lack of cohesion between the various departments of the Ministry involved in textbook distribution and management. The same goes for balance of means utilized. All seems to indicate that important decisions are often made without a good evaluation of the possible consequences for distribution operations. For example, it was decided that a certain sales and distribution system would be passed up in favor of a distribution and rental system, before the first system was even evaluated. In another example, the decision to create textbook management committees was made without first analyzing how this new group would coexist with the APÉAÉ. In addition, it was decided that funds from rental fees should be deposited at the IRÉ, without taking into account the large distance between the IRÉ and the schools, which is contrary to all policies of decentralization.

5.4 Process Monitoring

If textbook acquisition procedures could be found, the research team was not able to attest to the existence of monitoring devices in the system and the means to change procedure nor a mechanism to evaluate the system in comparison with the expected results. However, evaluation and distribution activities are sometimes conducted, even if not within the system of process monitoring.

5.5 Coordination of the Process

There is no national structure coordinating all textbook acquisition, distribution and management activities. Some activities are coordinated by the PASÉ and the INRAP, while others are conjointly managed by the SNIES and the INRAP.

In addition, the roles and responsibilities of each of the departments or offices does not seem to be understood. This is mostly due to isolated actions conducted without actual consultation and without any legal structure.

It should also be noted that the sponsors cautioned the Ministry on its production and logistics activities. This is true of World Bank, USAID (for the brochures in the NFQE project), the ACDI (for the Visual African Dictionary) and UNICEF (for the manuals on NAFA centers). These organizations have produced or distributed books and other reference documents (or are expecting to do so) through the channels of the Ministry's administrative structure, not through the private sector. This naturally does not contribute to book development in the private sector. Moreover, it encourages the Ministry to be concerned with economic activities which do not interfere with its normal duties. This is in contrast to the policies of the Guinean government, which is engaged in progressively turning over all activities of textbook production to the private sector.

5.6 Internal Monitoring

There are numerous gaps in the steps and procedures which could allow managers to handle textbook management and distribution operations in a prudent and reasonable manner. These gaps leave the door open for possible embezzlement as well. The research team was able to find that on the Madina market, copies of the Flamboyant and Manguier series were sold at nearly every table selling school supplies, even though the distribution system adopted for these two series was a rental system.

In some schools, notably the rural schools, the reimbursement penalties levied against every student who lost a book were so severe (GFr25,000, while the book cost GFr2,000 to 3,000 at the Madina and Conakry markets) that some parents abstained from renting textbooks.

We should also note that there were imperfections in the packaging of the textbooks distributed in 1998. In fact, the quantities shipped to certain schools did not at all match the current class sizes (higher or lower) or the grade levels of the existing students.

In terms of evaluating the administrative process of textbook management, it seems there is a general weakness with respect to the principles and standards of healthy management during the period studied by the research team.

The Ministry flirted with a policy of progressive disengagement from textbook production and distribution, through negotiations with private distribution enterprises (Soguidip, Ma Bougie and Sodil).

The system of distribution and rental, the latest distribution system, allowed only the distribution of textbooks to the schools. Transportation was handled through private companies.

In the field, the research team was able to say that in all the schools visited, the arrival of the textbooks brought about as much enthusiasm as much from the students and teachers as from the parents of the students and the APÉAÉ.

In some prefectures, teachers have been instructed on the use of *Flamboyant*, while in others this instruction is in progress or has been planned. However, given that the teacher training departments are not granted textbooks, the students' books are used instead.

In conclusion, the absence of a planned and integrated textbook policy still weighs heavily on the perpetuity of and the application of modern methods of efficiency to all involvement in this area. This weakness did not just impede the more efficient introduction of textbooks produced abroad and designated for teaching in Guinea-it also, for lack of a better strategy, hindered the establishment of optimal pricing structures for national production. While, in the secondary schools, the objective of providing each student with a textbook was more than 80% fulfilled (since 1997), it has been less than 20% fulfilled in primary schools. And if the three approaches to distribution were equal in how well they sent the books to the schools, there is limited equity in textbook usage.

6. PROJECTIONS FOR TEXTBOOKS AND OTHER WRITTEN RESOURCES

Following the Conakry Summit in May of 1997, the INRAP published a summary report on the textbook summit (INRAP, 1997). This report contained a compilation of activities to complete in the area of didactic material, including textbooks and other written resources. The projections presented here are, for the most part, extracts of the aforesaid document and are created following interviews with representatives of the sponsors and the national directors of education.

The production and acquisition of textbooks and other written resources for the period 1998-2000 are indexed by source of funding. This has to do with the fact that the government's contributions in the textbook division is practically nonexistent (see note 2.4 of this report). The planning elements of the sector's activities essentially spring from projects of funding agencies. After the identification of the national needs as they relate to the national structure, planned activities, such as budgeting, are handled by financial agencies. This practice is likely to limit the involvement of national institutions in the process and to confine them to a simple executive role. This practice equally limits the assignment of responsibilities within the national structures.

As long as the Ministry will not get involved in the long-term planning for its own textbook needs and in the gradual assumption of expenditures related to textbooks, we cannot talk about perpetuity and the viability of the division. It will therefore be necessary to engage in unified actions to ensure a better national takeover of responsibility. However, perpetuity and viability of actions to undertake are the major objectives as much for the government as for the sponsors. It is wished that a better coordination of activities be assumed by ONE national institution responsible for the needs and for the system of textbook approval. The establishment of a national textbook policy will be likely to close the gaps with regard to both the local structures and the funding agencies.

The mechanisms for intervention by the funding agencies differs in the framework of the current phase of reformation in the Guinean educational system. These mechanisms, like the expected interventions, will be briefly described in the following section.

6.1 Projects under financing by the World Bank

The World Bank has already been involved in the acquisition of textbooks for the first cycle of secondary school. In the future, the involvement of the World Bank will be concentrated essentially at the elementary teaching level for a total of 2,362,029 textbooks, including teachers' guides for each title. It is planned that the textbooks will be written domestically by national authors and that the publishing and the printing of the students' books will be handled abroad, through an international request for proposal. The teachers' guides are supposed to be written and produced domestically through a domestic request for proposals.

The involvement of the World Bank will be handled through the technical secretariat of the PASÉ, who will supervise the execution of activities funded by credit agreement. Contrary to its mode of intervention within the framework of the PASÉ I, the World Bank credits are located

Table 6.1 Textbook Provisions Funded by the World Bank for 1998-2000

No.	Discipline	Quantities	Mode of execution
1	Arithmetic 1 st grade	247,927	Local Conception
2	Arithmetic 2 nd grade	142,746	Local Conception
3	Arithmetic 3 rd grade	120,238	Local Conception
4	Arithmetic 4 th grade	96,191	Local Conception
5	Arithmetic 5 th grade	94,412	Local Conception
6	Arithmetic 6 th grade	85,829	Local Conception
7	Sensory exercises, 1 st , 2 nd grades	390,673	Local Conception
8	French 1 st grade	247,927	Local Conception
9	French 2 nd grade	142,746	Local Conception
10	French 3 rd grade	120,238	Local Conception
11	French 4 th grade	96,191	Local Conception
12	French 5 th grade	94,412	Local Conception
13	French 6 th grade	85,829	Local Conception
14	Observatory sciences 3 rd grade	120,238	Local Conception
15	Observatory sciences 4 th grade	96,191	Local Conception
16	Observatory sciences 5 th grade	94,412	Local Conception
17	Observatory sciences 6 th grade	85,829	Local Conception
	Total	2,362,029	

outside the macroeconomic adjustment framework . The credit agreement for education will not depend on macroeconomic indicators, but it will depend on criteria specific to the educational sector.

6.2 Projects Under Funding by the African Development Bank

Table 6.2 Textbook Provisions Funded by the African Development Bank for 1998-2000

No.	Discipline	Quantity	Mode of execution
1	History-Geography 3 rd grade	106,595	Local Conception
2	History-Geography 4 th grade	42,400	Local Conception
3	History-Geography 5 th grade	34,206	Local Conception
4	History-Geography 6 th grade	33,128	Local Conception
	Total	216,329	

The contributions of the African Development Bank will be used for textbooks not purchased through the World Bank credit agreement. The credits from the African Development Bank are handled by the National Service for School Construction and Equipment. The ADB credit is used in the area of the Projet Education III financed by the ADB. It should be noted that other intermediaries, such as the Organization of Petroleum Export Countries (OPEC) and Saudi Arabian funding, use the same management mechanisms as the African Development Bank.

6.3 Projects Under Funding by USAID

The contribution from the USAID for education reforms in progress is a gift of the American Government under direct supervision (USAID, 1995). Its mode of management, such as the placement of conditions on spending, are consequently, different than if funds were obtained

from credit to be reimbursed. The involvement of the USAID in the framework of the PASÉ II is handled through the NFQE project, which is managed by an American executive agency which ensures the execution of different monetary outlays through coordination with the technical Secretariat of the PASÉ.

USAID involvement in the division of textbooks and other educational resources anticipates domestic writing, publishing and production of brochures on French, mathematics and science for elementary education, as well as posters and pamphlets for the teachers. The production is outlined in a multimedia strategy for teacher instruction and the expansion of the students' body of knowledge. The production of written documents to support radio transmissions designed for teachers and students has also been anticipated. Textbook writing will start in 1998, while textbook production, propagation and distribution will be launched in 1999.

Activities in the textbook endowment division for the next three years will be mostly concerned with writing textbooks and producing them endogenously. In total, it is anticipated that 2,578,358 textbooks and numerous brochures for elementary education will be distributed—a quantity of close to 4 million documents to be distributed to an estimated student population of 600,000 children (1996-1997). This makes a books/student ratio, for books distributed, in the neighborhood of 7:1. These facts call for a better coordination of actions, and the establishment of efficient structures which will effectively put plans into practice, just as they call for clear, precise procedures which spring from a national textbook policy of consensus. In the current state of the Ministry's structures, it is not possible to expect that this work could become the responsibility of the public sector. It is hoped that the execution of activities will once again be entrusted to the private sector and that the role of the Ministry regarding the monitoring and approval of textbook matters be reoriented.

It is useful to emphasize that the projections concern only elementary education. The two cycles of secondary education (1st and 2nd cycle) are not taken into account. Shouldn't the purchase of textbooks already provided to the first cycle of secondary school cover the second cycle? It would have been good to plan textbook acquisition to cover both primary and secondary education. This would prevent students who arrive at the end of the cycle from lapsing from their good study habits and their proper textbook usage because of a lack of books. It should also be observed that with the rental fees set at GFr1,000, a cash reserve to replenish textbook inventory cannot be accumulated. Without a source of income with which to ensure the perpetuity of textbook inventory, it would be already necessary to come up with another alternative. This justifies the need for the MEPU to have its own long-term planning (10 years) in matters of textbook needs. This planning should take into account not just class size predictions, but teachers, student-teachers, trainers, and consultants and others who are part of the MEPU.

An examination of the predictions of the need for textbooks and other educational resources reveals that the production of elementary level French, arithmetic and observatory science textbooks have been provided for through the funding of the World Bank, while pamphlets for these same subjects will be produced through the funding of the USAID. In addition, a distribution of elementary French textbooks is in progress. These textbooks will still be available in the schools for the next three or four years (1998-2001). It would be useful to proceed with a coordination of interventions in that sector, while forming a unified plan for those involved. The

plan presented brings to light the risks posed by the redundancy of efforts draining resources at the elementary level, though the Middle School and High School levels are not taken into account. These different elements will bring to light the internal operations planning problems as well as the planning problems of the outside agencies.

One other unique trait of the projections for production is the fact that the various productions are slated to be written domestically. It will be useful to know which are the local organizations (public or private) who should take responsibility of the slated textbook writing, as well as the implications of the editorial decisions to be made. Experience to date has shown that publishing done through the public sector considerably slows production, raises costs and delays distribution.

It is important to realize that every year that a textbook is late in reaching the classroom diminishes its instructional quality, increases the number of losses and redundancy of efforts, and increases in itself the cost of education. It will be more expensive to the State if students then have to repeat a year of school. The system's efficiency is affected.

It should also be noted that the effectiveness of the local private sector for textbooks has been reduced due to the problems tied to its financing or legislative matters and customs. It is wished that the aspects of the conception and writing, production and distribution of textbooks and other educational resources be entrusted to the private sector in order to minimize losses, delays and costs. The public sector will continue in the proposed areas of monitoring and product quality, as well as the proper execution of the various activities described in the program for each intermediary. The organizations in the Ministry will focus on instructional activities as well as on quality control activities and the execution of activities which support the instructional process.

7. RECOMMENDATIONS

The general situation, verified since 1990, as much in the field study as in the study of the central administration, shows various gaps and an absence of consultation and coordination between all entities directly or indirectly involved through the textbook division in Guinea. The result is that the primary objective envisioned by the Ministry, to provide each student Guinea reliable access to textbooks, has never been achieved because of obstacles which spring from, essentially, a lack of policy in the textbook division. Just as the entities involved in the textbook situation relieve the public sector as much as the private sector, as well as the different ministries, it is evident that the solution to this problem does not just revolve around the MEPU. It brings together all the intermediaries, in a cooperative and truly voluntary manner, to work synergistically where each performs its own role in its own sphere.

The desire exhibited by the national authorities and the sponsors in textbook matters is conveyed by contributions of 4 million books since 1990 representing a total of around \$US15 million. This effort was accomplished with enormous difficulties as highlighted in chapters 2, 3 and 4. In comparing the investments in textbooks to the recorded results, it was found that resources and time were wasted, a circumstance which could be avoided in the future.

Relying on the results of the study, on the recommendations issued from the symposium (see the appendix at the end of the report) and on a comparative analysis with the experiences of other countries, the research team was able to make a long list of recommendations covering all activities related to textbooks. These recommendations encompass textbook acquisition, publishing, production, distribution, utilization and protection-in fact, everything related to textbook management. The study found that, since 1991, the Ministry has needed to produce a national textbook policy (OCED, 1991; Sofeg-MEPU, 1994; INRAP, 1997). Since then, activities in this division have continued without such a policy, but with substantial losses. In order to avoid falling back into old wasteful patterns, the research team suggests attacking the problem at its root: *establish and put into practice a national textbook policy*. The list of the symposium's recommendations contained in the appendix at the end of the report can serve as elements to consider for a future policy.

For the formation of this policy, the research team recommends:

THAT the Ministry of Pre-University Education, in collaboration with the Ministry of Technical and Professional Education, the High Ministry of Education for Scientific Research and the Ministry of Communication and Culture, should demonstrate to the government that a national textbook policy should be established and put into practice;

THAT the sponsors should help the Ministry present its case to the government; this assistance could take the form of a rough-draft produced in collaboration with the Ministry and which would serve to sensitize other agencies;

THAT an inter-ministerial and mixed (public and private sectors included) technical committee be established, bringing together all participants in the textbook industry; this committee should have as its objective to draft a unified plan for a national textbook policy;

THAT the sponsors help the Ministry in its efforts to cooperate with its private partners on textbook matters; their common strategy can be integrated into the eventual rough-draft of the national textbook policy, by wider definition; in addition, this document would explain precisely many unclear stages in the textbook cycle, from its conception to its usage in the classroom to its preservation.

The research team had to examine the information available which could serve in the establishment of a national textbook policy. It should be noted that the important part of the information is available in a study published in 1994 and the present study. The research team feels that in 12 months, with proper management of the project and with sustained political intent, it is possible to produce a draft of a national textbook policy in Guinea. Subject to verification, the Agence de la Francophonie will have an aid program for the establishment of a national textbook policy for the members of the agency. Guinea is a member of the AF.

To aid with the revival and maintenance of national enthusiasm and intent, the sponsors will have a role of prime importance to play. They should, in the first stage, continue the activities in progress in the textbook sector by entrusting recurrent tasks to the private sector. In the second stage, it is hoped that all new intermediaries involved in the area of textbooks be conditioned to the preliminary production of a national textbook policy.

For the textbook orders already placed, the research team recommends:

THAT an amendment be negotiated, against future consideration, with the suppliers already retained, so they themselves can take charge of the distribution to the schools, and so that all phases of distribution be executed, with the exception of governmental departments. The ST-PASÉ or the DAAF should establish the necessary monitoring before authorizing payment. The research team found one of the current suppliers under contract. This supplier was amenable to the idea.

Lastly, the research team recommends:

THAT the report from the textbook Symposium in 1998 be broadcast and distributed to all participants and all persons and organizations invited. Some organizations who were not able to be represented at this symposium have expressed a desire to receive a report from that day;

THAT a textbook symposium be held every year on March 20, in order to continue the work of the Textbook Summit in 1997 and the Symposium 1998. This day could be emphasized through various activities.

The report from the synopsis of the Textbook Summit on May 20, 1997 (INRAP, 1997, p.11) listed eleven recommendations. The MEPU should be congratulated on having put into concrete form the first ten, nine of which concerned the composition of textbook management committees. The eleventh recommendation, to envision in the near future the drawing up of a national textbook policy, has remained unread to this day. However, this policy will simultaneously regulate numerous problems.

In addition to these priorities, the research team also drafted other recommendations which can be found below. For the most part, these recommendations seek to correct one action at a time. If the decision makers choose to concern themselves only with these recommendations, without establishing a national textbook policy, they would choose at the same time to maintain the status quo. The team has indicated, for each further recommendation:

In which stage of the administrative process of textbook management it is situated;

In which phase of the textbook cycle it should apply;

To whom it addresses.

The team also restates that the participants of the Symposium of July 2, 1998 have developed, for each stage of the administrative process of textbook management, three high-priority recommendations. According to each case, these recommendations belong with one of the phases of the textbook cycle and to one entity in particular. These recommendations can be found in the Report on the Activities of the Symposium in the appendix at the end of this document.

Management Stage	Secondary Recommendations	Cycle of the Textbook	Level of Intervention
1. Planning	THAT the annual investigation of the SSP take back, completely, ALL textbooks given to each school. Student textbooks, teachers' guides, reference books. Title by title.	1. Acquisition	MEPU
1. Planning	THAT the MEPU, in collaboration with the other ministries involved and with the sponsors, ensures that the Government be the signatory and apply the <i>Convention of Florence</i> and the <i>Protocol of Nairobi</i> regarding the free circulation of cultural goods and their input	1. Acquisition	MEPU Sponsors
1. Planning	THAT every new textbook acquisition or production must include the corresponding teachers' guides in sufficient quantities.	1. Acquisition	MEPU Sponsors
1. Planning	THAT the textbook quantities ordered be in direct proportion to the class size projections and that they are rounded up, including in the count the teachers at that level, the school directors, all the educational staff, the students and trainers in the ÉNI's as well as the libraries.	1, 2 Acquisition Distribution	MEPU Sponsors
1. Planning	THAT the tasks for distribution to the schools be included in the requests for acquisition or publishing proposals.	1,2 Acquisition Distribution	MEPU Sponsors
1. Planning	THAT all textbook activities, from the conception to the distribution to the users be the responsibility of the private sector .	1,2 Production Distribution	MEPU Sponsors
1. Planning	THAT precise packaging conditions be specified in the requests for proposals: maximum size and weight of the cartons, books sealed in plastic, boxes covered in a clear, plastic heat-protective and heat-resistant coating.	1, 2, 4 Acquisition Distribution Protection	MEPU Sponsors Suppliers
1. Planning	THAT textbook protection be taken into account when fixing standards for school construction and furnishing.	4 Protection	MEPU
1. Planning	THAT the roles and responsibilities of each member of the management committees be made clear.	4 Protection	MEPU APÉAÉ
1. Planning	THAT the possibility of using local NGO's for gearing down the training for the management committee members be considered: Aide et Action/Coastal Guinea; World Education/Middle Guinea; Save the Children/Upper Guinea; Plan Guinée/Guinean Forest Region)	4 Protection	MEPU Sponsors APÉAÉ
1. Planning	THAT the MEPU create, in its annual budget, a new budget line titled	All	MEPU

	“Textbooks” for the recurrent expenses of textbook acquisition, distribution, utilization and preservation.		
1. Planning	THAT an evaluation be conducted for each entity on the nature of problems that occur related to textbooks and concerning that entity.	All	All
1, 2 Planning Organizing	THAT the sponsors use professionals from the private sector to ensure the distribution or the production of textbooks or brochures for the completion of their projects, in lieu of going back to the public sector.	1, 2 Acquisition Distribution	Sponsors MEPU
1, 5 Planning Coordination	THAT the coordination between sponsors and the MEPU be improved in order to make best usage of the sponsors’ assistance at the level of the schools themselves.	2 Distribution	Sponsors MEPU
2 Organization	THAT the shipping companies’ textbook delivery schedules for each prefecture and sub-prefecture be announced in advance in writing and on the radio.	2 Distribution	Distributors MEPU
2 Organization	THAT hereafter the distribution system be called the Textbook Lending System with an annual payment of GFr1.000 per child.	2 Distribution	MEPU
2 Organization	THAT sample textbooks and teachers’ guides be distributed to the directors of the IRÉ’s, DCE’s, DPÉ’s and DCE’s [sic] involved.	2, 3 Distribution Utilization	MEPU Sponsors
2 Organization	THAT the role of the DPÉ in the textbook management and distribution process be specified: monitoring deliveries to the schools, repair days, annual inventories, needs for textbooks and teachers’ guides.	2, 5 Distribution Replacement	MEPU
2 Organization	THAT the list of agreed-upon books (with the exact titles) for the following school year be published every year in May, then indicating price of each book.	3 Utilization	MEPU
2 Organization	THAT funds generated from textbook rental be deposited in accounts in the name of the school’s Textbook Management Committee as close to the school as possible.	4 Protection	MEPU Schools
2 Organization	THAT an annual training session for members of the Textbook Management Committees be arranged.	4 Protection	MEPU APÉAÉ
2 Organization	THAT a school warehouse security improvement program be prepared or that warehouses be built with restricted access. Strong metal doors.	4 Protection	MEPU Sponsors
2 Organization	THAT a program be established for the construction of classroom storage units made of stone, with metal doors.	4 Protection	MEPU Sponsors
2, 3, 5, 6 Organization Management Coordination Internal Monitoring	THAT a textbook repair unit (bookbinding) be included in the initial teacher training, in the continual training and in the textbook management committee training	4 Protection	MEPU
2, 5 Organization Coordination	THAT the MEPU adjust, conduct and propose management tools and procedural models for the instruction of the textbook management committee members.	2, 3, 4 Distribution Utilization Protection	MEPU APÉAÉ
3 Management	THAT the INRAP be responsible for the research of and drawing up of pedagogy , pedagogical evaluation of the textbooks and that it participate with the DNEE and the DNES in the approval of textbooks and teachers’ guides.	3 Utilization	MEPU
3 Management	THAT clear directives are issued on the total annual fees for each student for all necessary textbooks combined.	3 Utilization	MEPU
5 Coordination	THAT the MEPU, in collaboration with other ministries and the private sector, highlight annually World Book Day, March 20 (Book fairs in the schools, writing contests, radio and television broadcasts, bookbinding workshops, sales, meetings with authors and other activities).	3, 4 Utilization Protection	MEPU Sponsors APÉAÉ
5 Coordination	THAT the MEPU impose a better coordination of the activities of the structures of the Ministry involved in matters of textbooks (INRAP, DAAF, ST-PASÉ, SNIES, SSP, DNEE, DNES)	All	MEPU

BY WAY OF CONCLUSION

Reliable access to textbooks will not be possible in Guinea without a national appropriation and good control over the various stages in the textbook cycle (Table on page 1). This appropriation happens through a national political intention, clearly affirmed and applied, to promote its development.

This political intention cannot be the act of a sole ministry, for example, the Ministry of Education or the Ministry of Culture. The Economics, Finance, Transportation, and Planning departments, as well as the Central Bank, are also involved: the textbook policy is for everyone at the very least the affair of the government of the country involved, when it does not involve a coordinated effort between different States. (AF, 997 p. 14)

Follow-up

The development of a national textbook policy is a project in itself. It requires its own human, material and financial resources. Which existing organizations and/or programs could come to the aid of this project? Who will be in charge of preparing the notes for the rough drafts and the requests for aid?

It will be interesting to plan for additional assistance for certain projects in progress, in order to mitigate the aspects and facets which have not been predicted and that the present study has revealed. How, for example, can the private sector, in an efficient and effective manner, help with the conception, publishing, production, diffusion and distribution of textbooks and brochures currently in progress?

The creation of textbook management committees in the schools is an excellent initiative of the Ministry. What remains is to consolidate the initial instruction so that these committees become truly functional. A complete program of precise training sessions could be effected. This program could include a simple and functional monitoring system with the monitoring mechanisms agreed upon by the hierarchy of the country. Who should prepare this instruction? Who is going to flesh out the programs?

Here are the three levels of involvement where the MEPU, USAID and other sponsors can decide to become involved over a short time. Solutions do exist. The study has already mentioned that the Agence de la Francophonie has an assistance program. The *Ameliorer la qualite de l'enseignement* (IEQ II) program could also bring assistance in one or the other of these aspects.

The program is vast. The situation is urgent. The Guinean children are waiting. Is everyone going to continue getting involved with one piece at a time, or will the problem be considered as a whole?

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