

GLOBAL BOOK ALLIANCE



Supply Chain Analysis

Nigeria

Including the States of Adamawa, Sokoto
and Ebonyi and the Cities of Ibadan and Abuja

December 2022



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LIST OF ACRONYMS AND ABBREVIATIONS

ASC	Annual School Census
ASD	Academic Services Department
BESDA	Better Education Service Delivery for All
CEO	Chief Executive Officer
CM & MLA	Curriculum Monitoring and Monitoring of Learning Achievement
CRF	Consolidated Revenue Fund
CSO	Civil Society Organization
DEPRD	Department of Education Planning, Research and Development
DERP	Data for Education Research and Programming
ECCDE	Early Childhood Care, Development, and Education
EDC	Education Development Center
EGR	Early Grade Reading
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
EPR&D	Education Planning Research and Development
ERC	Education Resource Centre
ERMs	Essential Reading Materials
FAAC	Federal Accounts Allocation Committee
FCR	Federal Consolidated Revenue
FCT	Federal Capital Territory
FCT-UBEB	Federal Capital Territory Universal Basic Education Board
FEC	Federal Executive Council
FGD	Focus Groups Discussion
FME	Federal Ministry of Education
FME-MSP	Federal Ministry of Education Ministerial Strategic Plan
GBAIA-SCA	Global Book Alliance in Action Supply Chain Analysis
GDP	Gross Domestic Product
HT	Head Teacher
ICT	Information and Communication Technology
IM	Instructional Materials

JP	Jolly Phonics
JSS	Junior Secondary School
LCR	Learner-Classroom Ratio
LGA	Local Government Area
LGEA	Local Government Education Authority
LIE	Language of the Immediate Environment
LOI	Language of Instruction
MABS	Market Analysis Book Survey
MAFGD	Market Analysis Focus Group Discussion
MoE	Ministry of Education
MOBSE	Ministry of Basic and Secondary Education
MSP	Ministerial Strategic Plan
NBTE	National Board for Technical Education
NCE	National Council on Education
NCCE	National Commission for Colleges of Education
NCNE	National Commission for Nomadic Education
NERDC	Nigerian Educational Research and Development Council
NFLC	Non-Formal Learning Center
NMEC	National Mass Education Commission
NPA	Nigerian Publishers Association
NPA	National Personnel Audit
NPE	National Policy on Education
NEDS	Nigeria Education Data Survey
NEI Plus	Northern Education Initiative Plus
NGO	Non-Governmental Organization
NINLAN	National Institute for Nigerian Languages
NIPEP	Nigeria Partnership for Education Project
NLP	Nigeria Learning Passport
NLSS	Nigeria Living Standards Survey
NMEC	National Commission for Mass Literacy, Adult and Non-Formal Education
NRF	National Reading Framework
OOSC	Out-Of-School Children

P1, P2, P3	Primary 1, 2, and 3
PD	Procurement Department
PforR	Program-for-Results
PRS	Planning Research and Statistics
PS	Primary School
PTA	Parent Teacher Association
RANA	Reading and Numeracy Activity
RARA	Reading and Access Research Activity
RAYL	Revitalizing Adult and Youth Literacy
SAME	State Agency for Mass Education
SCA	Supply Chain Analysis
SBMC	School Based Management Committee
SENSE	Strengthening Education in Northeast Nigeria States
SOME	State Ministry of Education
SSA	Sub-Saharan Africa
SSO	School Support Officer
SUBEB	State Universal Basic Education Board
T&T	Track and Trace
TLMs	Teaching and Learning Materials
UBE	Universal Basic Education
UBEB	Universal Basic Education Board
UBEC	Universal Basic Education Commission
UBE-IF	UBE Intervention Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children’s Emergency Fund
UPE	Universal Primary Education
USAID	US Agency for International Development
WB	World Bank

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EXECUTIVE SUMMARY AND HIGH LEVEL RECOMMENDATIONS

This book supply chain analysis (SCA) for Nigeria was conducted on behalf of the Global Book Alliance (GBA) by the USAID Global Book Alliance in Action (GBAIA) project. For the purposes of the analysis, the *book supply chain* is defined as a six-phase process:

1. Planning and forecasting
2. Title development
3. Publishing and printing
4. Procurement and purchasing
5. Distribution management
6. Active use

FIGURE 0-1. THE SIX PHASES OF THE BOOK SUPPLY CHAIN.

STRENGTHENING THE ENTIRE BOOK CHAIN



Book Terminology

There are varying terms used to describe educational books. For the purposes of this report, we are using the following.

Teaching and Learning Materials (TLMs). This category includes all the types of books that are typically provided to schools, including textbooks (pupil or student books), teacher’s guides, readers, e-readers, reference books, etc.

The term **Essential Reading Materials** has many different meanings, and what may be essential at one stage of learning will be less so at another. For the purposes of this report, we use the following terms and definitions, per the United States Agency for International Development (USAID) guidance. Note that the term does NOT include textbooks and teachers’ guides.

Decodable, leveled, and supplementary readers (collectively described as essential readers) are all required elements for reading acquisition, but each plays a different role.

Decodable readers are reading materials in which all words are consistent with the letters and corresponding phonemes that the reader has been taught. These readers are sequenced in the order in which letters are taught in the school curriculum, and progressively increase in difficulty.

Leveled readers are a set of books organized by level of difficulty, based on the complexity of the words, sentences, content, and other factors.

Supplementary readers are those used for reading practice; they may not be decodable or leveled, and they do not tie directly to the school curriculum.¹

¹ Definitions are adapted from U.S. Agency for International Development, *Fiscal Year 2022 Compendium of Standards PIRS for Education Programming*, 50.

The Book Supply Chain Analysis for Nigeria focused on the supply of essential reading materials that children in primary school (Primary 1 to Primary 4) need for successful literacy. The SCA was commissioned to inform the work of the Global Book Alliance (GBA) as well as that of the Nigeria Federal Ministry of Education, USAID/Nigeria, and other key development partners in the country.

A national and international team of GBAIA researchers conducted the SCA in person and virtually, in phases from November 2021 through to September 2022. After desk research, the research team

conducted interviews, focus groups discussions, book surveys and follow-up interviews to gather information from stakeholders including federal and state ministries of the government, donors and their implementing partners, publishers, printers, distributors, primary school staff, and school communities.

Executive Summary

In Nigeria, publishers, authors, practitioners, reading and language experts, lecturers, teachers, community writers, and national and international partnership initiatives have contributed to the creation of essential reading materials (ERM) over a 50-year period of development and innovation. The Federal Government of Nigeria provides a Universal Basic Education Intervention Fund (UBE-IF) with allocations for instructional materials to supplement resources for Basic Education in the country's 36 states and Federal Capital Territory (FCT) as well as direct federal funding to states for financing education budget priorities..

However, the federal funding has been insufficient to meet Basic Education book needs in general and reading materials in particular. Federal level annual book procurements cover only 5% of student enrolment in government schools. States are expected to cover the remaining 95% from annual budgets. Federal and state monitoring reports verify book to pupil ratios ranging from 10:1 to 20:1.

Challenges in the book supply chain include: school enrolment data for book planning and forecasting that is inaccurate, unreliable and at times tainted for political considerations; bureaucracy in back-and-forth processes of book selections and procurement approvals between federal and state levels; delays in publishing and printing exacerbated by trends in printing abroad; problematic last-mile distribution with books often languishing in storage spaces and offices at state, local government and schools levels - leaving learners without books for long periods (stretching from termly to yearly delays). And despite innovations in ERM development, there is a dearth of reading materials in English and local languages of Hausa, Igbo and Yoruba in early primary. There are gaps in capacity and standardized approaches for reading materials development for the foundational literacy years. Finally, there are virtually no essential reading materials for students with disabilities.

On a positive note, Nigeria has significant capacity encompassing traditional and new technology printing presses for bulk printing to meet national, zonal and state procurement needs. Recent track-and-trace distribution interventions have provided solutions to book backlog and shortfall challenges in distribution systems. Book procurement models supported with federal funds, state budgets, partner funding and new results-based financing are enhancing state and geopolitical zone access to ERMs that have been piloted and evaluated in individual states for lessons and learning outcomes. Pre-service and in-service training courses have been developed, implemented, and scaled for teacher effective use of piloted and evaluated ERM materials in primary schools and in Non-Formal Learning Centers (NFLCs) and for teacher management and maintenance of ERMs in school and classroom libraries.

National policy and frameworks for reading materials have been informed by the 50-year legacy of literacy interventions in English and local languages. The National Policy on Education has defined language of instruction as of the immediate school environment in early primary to facilitate foundational literacy and numeracy learning in a language children understand. This is to clarify that

although it is a policy statement, the national policy is a stipulation, a provision rather than a directive. A draft National Book Policy and a National Reading Framework have been developed to define guidelines respectively for: (1) the creation, procurement and distribution of reading textbooks for use in government schools; and (2) for a standardized approach in ERM development that is aligned to the national curriculum and draws from national and international reading proficiency frameworks.

High Level Recommendations

Short Term

- That the NERDC lead the finalization/legalization of the National Book Policy, which contains guidelines on development/ procurement/ distribution standards and specifications.
- That MOE, publishers and partners collaborate in knowledge building and sharing on existing and new projects for production of accessible materials for learners with physical, cognitive, or sensory and/or multiple disabilities—reading textbooks in regular and e-form integrating graphics, images, interactive activities, audio (text reading in mother tongue) and video (sign language in mother tongue) to enrich content and learning experiences for all learners with or without disabilities.

Medium Term

- That GBA partners support NERDC and National Publishers Association capacity building and training for publisher and author design and development of ERM levelled and decodable readers in local languages that has hitherto been a niche area of donor and partner book development. This would include capacity building in the use of publicly available Bloom book writing software and shell books. In support of the GBA, the Global Book Alliance in Action (GBAIA) has produced modules that can be used for this purpose.
- That Government intentionally consider revival of state printing presses to encourage micro-publishing— using planning options to break down bulk publishing into manageable chunks for state production of books in the location. This could enable a government opportunity to improve local publishing capacity to complement improvements in bulk publishing capacity of zonal and national level printing press hubs.

Long Term

- Based on the emerging models of best practice and the lessons learned from intensive multi-state multi-year literacy programs encompassing ERM development and distribution, that government and partners consider alternative ways for pooling funds and resources for scale-up of what works. For example, consider multiple tenders for 2-3 year procurement cycles that draw from best practice and lessons from intensive literacy programs in ERM development and use. There are the opportunities for longitudinal research and evaluation of learning outcomes.

Summary of Recommendations by Book Supply Phase

GBA Recommendations: Planning and Forecasting

Short Term

- That Federal and State MoEs, with support from GBA donors and partners, coordinate and consolidate existing systems for annual school census, biennial EGRAs, and triennial personnel audits into a national school database to better inform federal and state planning and forecasting on needs and priorities for book provision
- That donors and partners, including those participating in GBA, collaborate in efforts to support UBEC and BESDA interventions to strengthen systems planning capacity for books. If donor partners can collaborate with Federal and State governments for planning and financing, publishers can plan for consistent, predictable publications.

Medium Term

- That UBEC and SUBEBs place intentional consideration into adopting local-language ERMs into UBE instructional materials funding as a way of broadening the scope of early grade reading materials to reach across states. This step will ensure that both private and public publishers develop ERMs, not just textbooks.
- That donors and partners support Federal and State MoEs to upgrade EMIS system to include indicators for book utilization and condition; to include accurate projections for enrollment, and to provide technical assistance capacity building for data analysis and timely reporting to inform state and federal planning for book needs and procurement
- That GBA partners encourage and support MoEs and publishers to carry out market research that goes beyond school enrolments and feedback on demand for core textbooks already established - to include monitoring trajectories of government and partner intensive literacy programs and essential reading materials needs to promote and sustain literacy and reading culture

Long Term

- That government and publishers consider developing an open data and information sharing system on book production and sales; if government entities of NERDC, UBEC, and National Libraries afford access to information on books approved, registered, and procured annually, and if publishers and associations share information on education book titles printed and sold for the school and general market annually, this could provide reliable data on public and private book demands and the supply of core textbooks, titles in widely spoken local languages, and titles of general interest books to better inform book planning and enhancement of the ERM supply chain in Nigeria

- That GBA and partners support national research and development institutions to investigate new trends emerging in Nigeria on e-publishing and access to ERMs on digital platforms online, offline, and via mobile devices. There is a need to understand readiness and demand for digital materials by schools, libraries, bookshops, authors, publishers, and curriculum experts with a view to enhancing public and private production of quality digital ERM resources that millions more learners can access and afford.

GBAIA Recommendations: Title Development

Short Term

- That GBA partners support FME and NERDC in dissemination of government policies on EGR, languages of instruction, and guidelines for book development for early grade ERMs in national workshops, forums, and conferences for public and private partnership discourse—such as the national book fair and the national conference for children’s books and the teaching of early grade reading in Nigeria.
- That UBEC and SUBEBs prioritize ERM in a language familiar to children and seize the opportunity to scale up Hausa/Igbo/Yoruba materials with funding interventions such as *Better Education Delivery for All* for selecting and printing EGR local-language books.
- That Government Curriculum and Linguistics Institutions (NERDC, NINLAN and others) and partners in northern states and translated for expansion through the three most widely spoken languages (Hausa, Igbo and Yoruba), and revise them for appropriation and alignment with zonal and state contexts.
- That federal, state, and local governments and Intervention agencies give priority to the development of reading books in a universal design for learning that enables learners to access materials in different formats, i.e. audio and video options for screen reader and sign language narration in local language alongside the written and braille textbooks to benefit learners with visual and hearing impairments.

Medium Term

- That the NERDC lead the finalization/legalization of the National Book Policy which contains guidelines on book development/ procurement/ distribution standards & specifications.
- That GBA partners support MOE, NERDC and UBEC to build cooperation networks of publishers, experts in education, reading, and pedagogy, NGOs, and donors to exchange knowledge and harmonize courses for developing ERMs that are aligned to curriculum and standardized approaches for developing decodable and levelled readers.

- That GBA partners support NCRRD and other national institution reading forums for publishers, authors, educationists, and experts to share, to network, and to celebrate successful works for various genres of ERM writing—education texts, supplementary, special interest, and general interest books, books formatted for special needs, and digital e-book production.

Long Term

- To ensure the availability of materials in widely spoken local languages, that the national research and development institutions of NERDC, NINLAN, AUN-AI (and others) and partners expand the creation of ERMs to include the ten network languages with orthographies², scope, and sequence recognized and developed by experts. That there is expansion over time in repeated cycles of ERM development in network languages, gradually supplementing older materials with standardized materials and harmonizing materials developed through various interventions.
- That GBA partners support MoE and NERDC in strategy for ERM in local languages development, with a focus on the need to build a cadre of experts, to involve publishers in the strategy, and to encourage publishers and authors to collaborate in developing ERM materials.

GBAIA Recommendations: Publishing and Printing

Short term

- That the Government accelerate the copyright amendments for more stringent protections against plagiarism and unauthorized reproduction of works nationally and internationally.
- That GBA partners support FME, NERDC and Higher Educational Institutions to promote awareness campaigns and development of publishing and printing courseware that encompass theory and practice and links to industry. The purpose is to address critical human capital gaps in youth skills, knowledge, and attitudes for specializing in publishing and printing courses in established and emerging fields of the industry.
- That Government at all levels should assist the publishers in fighting piracy and the perennial challenge of plagiarism and unauthorized reproduction of works selected for state book listings.
- That Government accelerate tax relief on essential materials for book production that can reduce the cost of book production, thereby reducing the economic advantages of piracy.

Medium term

- That GBA partners support NERDC and National Publishers Association (NPA) capacity building and training for publisher and author development of ERM levelled and decodable readers in local languages that has hitherto been a niche area of donor and partner book development. As presented in the title development phase, this would include capacity building in the use

2 The ten network languages include English as the official language of Nigeria, Hausa, Yoruba, and Igbo as the three languages of wider communication at national level, and Edo, Efik, Kanuri, Fulfulde, Tiv, and Ijaw, as the six languages of wider communication at zonal level.

of publicly available Bloom book writing software and shell books. In support of the GBA, the Global Book Alliance in Action (GBAIA) has produced modules that can be used for this purpose.

- That Government intentionally consider revival of state printing presses to encourage micro-publishing, using planning options to break down bulk publishing into manageable chunks for state production of books in the appropriate location and for government opportunity to improve local publishing capacity.

Long term

- That GBA partners support NERDC, UBEC and Publishers in the development of alternative materials and assistive technology—to enrich early grade reading content and learning experiences for learners with disabilities, i.e., braille and audio (text reading in mother tongue); sign language and video (sign language in mother tongue)
- In the longer-term, that the GBA partners support the Government (1) to revive the paper mills and local production of pulp, paper, and paper products, including kraft and bond papers, to decrease dependence on imports of raw materials that constitute 70% of paper production materials costs; and (2) increase job opportunities for printing from traditional SME printing shops to new high-end LE facilities covering small, medium, and larger volume printing.
- That GBA partners support government agencies of UBEC and NERDC and private sector publisher and printer associations in (1) research on local and international printing; (2) the short- and long-term benefits of each option; (3) the benefits of tax and duty exemptions on imports of printing machinery, parts and sundries such as metal plates, photographic films, bromide paper, printing inks, and chemicals; and (4) subsidizing local print industry production of books impact in reducing economic incentive of books in the marketplace that promote photocopying piracy.
- That GBA and partners support Government in the MoE to conduct more in-depth research and analysis into digital book productions and distribution—what resources are available and what is feasible in the context of Nigeria.

GBA Recommendations: Procurement and Publishing

Short term

- That the GBA partners support government work with schools and SBMCs to define a more active role in school-based book funding sourcing. This is to enable schools to address perennial gaps in book shortfalls in the wake of book procurement gaps.
- The GBA should support UBEC and NPA to provide training to key stakeholders in schools, communities, publishers, and printers, on all aspects of copyright, open access, and pirating.

Medium Term

- That the GBA donor partners should support Federal and State Ministry and UBE Procurement Departments in the following training areas: to disseminate procurement best practices for improving efficiencies and effectiveness that are responsive to needs and adhere to policy in allocation of resources; to streamline the existing hybrid procurement model of decentralized selection of books at state levels and centralized procurements at state and federal levels; and to coordinate publishing blocks for state, zonal, and national publishing volumes based on small, medium, and large publishing houses and printing press capacities. This coordinated procurement could lead to lower book costs.
- That the GBA partners support Federal and State UBE agencies on improving efficiencies and effectiveness of UBE Intervention Fund support to states with the inclusion of ERMs in the core textbook category based on lessons, best practices, and results from intensive literacy programs demonstrated in the BESDA intervention and scale-up.

Long Term

- That GBA's donor partners support pooled funding with Federal and State funds for research and development into alternative models of multi-year tenders to demonstrate the feasibility of a longer procurement cycle of 2–3 years for ERM in English and local languages. This would be **a type of Advanced Market Commitment combining public and private partner contributions**. There are the opportunities for savings in centralized bulk procurements at the federal and/or state levels. There are openings for building traction on lessons captured for improved procurement and distribution efficiencies with models such as BESDA intensive literacy programs implemented in multiple states. There are incentives to demonstrate the feasibility of 3-year procurement cycles for attaining a one-book-per-child target provision. There is scope for broader and deeper research and evaluation of learning outcomes and capturing lessons on systematic approaches for building foundational literacy.

GBA Recommendations: Distribution Management

Short Term

- That donors and partners support federal and state monitoring to improve last-mile delivery from the LGEAs to the schools. If the timely provision of school-based transport incentives is seen as a bottleneck, consider providing direct school funding, beginning in most rural areas.
- That GBA and donors coordinate and support federal and state institutionalization and use of track-and-trace (T&T) technologies piloted by FME partner interventions. The T&T system is designed to strengthen the existing distribution system by verifying the accuracy of distribution information flow in relation to titles, delivery time, quantities, condition, place, and cost of book delivery from the vendor to the state, to local government areas, and to schools.

Medium Term

- That GBA and donors support government, partners, and private sector learning from best practices emerging in procurement and distribution management, so that there is transparency and information on costs of book publishing and distribution, and on lessons inclusive of technology use for coordinating and improving efficiencies and effectiveness among federal, geopolitical zone, state, and local government book distribution channels.
- That GBA, partners, and government intentionally consider moves toward involvement of private sector publisher book distribution channels in complement with public sector book distribution channels and track and trace, toward integrating best practices for efficiencies in speed, frequency, storage, timeliness, cost, outreach, and sustainability of annual distribution cycles.

Long Term

- That GBA partners support UBEC and research and development institution(s) to conduct research on publisher, bookseller, and school channels established for improving efficiencies of bulk book distribution and storage from national to zonal to state, and from LGEA to schools levels.

GBA Recommendations: Active Use

Short term

- That the government should allocate higher budget funding to libraries to conduct school outreach programs.
- That children should be able to take books home from public libraries.
- That books in English and in local languages should be developed and carefully selected based on levels, languages, and cultural appropriateness for contexts.
- That the annual teacher professional development trainings should incorporate components for best practices in EGR, librarianship, and teaching EGR to children with special needs.
- That school management should be encouraged to allow children to take books home, and that SBMCs and PTAs should encourage parents to complement the efforts of government by providing books for student use both at home and in school.

Medium term

- That the states and LGEAs support communities to revive existing community reading centers and create additional ones that would service access to books and reading activities for children in their communities.
- That the GBA partners support Federal and State NLN and Library Services efforts to develop and stock libraries, including in classrooms, community reading rooms, education resource centers, and state libraries.

- That state governments should revitalize state printing presses and promote the participation of teachers, authors, and private publishers in the production of locally produced EGR materials textbooks, supplementary readers, and information books that are compliant, appropriate to cultural context, and that reflect community values and stories for development.

Long term

- That GBA partners back the government in long-term activities to promote reading culture and raise awareness of the importance of books. This can be accomplished by supporting, enhancing, and connecting existing structures and activities, as in book fairs and festivals, literary awards, writing competitions, activities such as community story times in community reading centers, community writing groups, and community drama and arts. The focus of these investments is to stimulate demand for books through evidence-based, long-range advocacy with government, the Read campaign, civil society, school community (SBMC, PTA), and community leader involvement. The activities, in isolation, are not proven to develop literacy skills or build a reading culture; as such, they should be used in combination with the evidence-based strategies that support regular use of books to develop literacy skills, as in the other recommendations in this section.

INTRODUCTION

This report takes as a starting point the research and evidence on the role of high-quality texts and materials in reading skills acquisition. This includes the necessity of ensuring that children have access to leveled- and language-appropriate materials, in sufficient quantity and at the appropriate time in the school year, and that teachers and parents understand and support the use of these materials for literacy acquisition.

High-quality texts and a range of reading materials are key elements required to foster reading skills acquisition for all students.³ In order to ensure that every student learns to read, not only are textbooks required but every student also must have access to essential reading materials (ERMs) in local languages. Per the United States Agency for International Development (USAID) guidance,⁴ a copy of decodable text, whether packaged together in one textbook per learner or in a set of readers, should be provided to each learner in all Grade 1 classrooms and should always be available to Grade 2 learners. For higher grades, decodables are a required part of this package only if assessment data demonstrate that children’s reading levels are so low as to indicate a need for such material. For leveled readers, when a complete set of leveled paragraphs and stories are bound together in one book, each learner should have a copy of the compilation. If materials are provided in sets of books, sets should be shared by not more than three students in a classroom. A set of leveled readers should include no less than one book per week of the school year. Supplementary readers can be provided at the classroom level. Sets should include no less than one supplementary book per week during the school year.

This SCA report identifies strengths and weaknesses in each link of the book supply chain and provides recommendations to ensure that learners can access sufficient, appropriate, high-quality reading materials to improve reading outcomes in Nigeria. The report encompasses five locales comprising the states of Sokoto in the northwest, Adamawa in the northeast, Ebonyi in the southeast, and the cities of Ibadan, a publishing hub in Oyo state in the southwest, and Abuja, the capital located within the Federal Capital Territory in central Nigeria.

3 Results for Development, *Global Book Fund Feasibility Study*.

4 U.S. Agency for International Development, *Education Reporting Guidance*.

CONTEXTUAL DRIVERS OF THE TEACHING AND LEARNING MATERIALS CHALLENGE

Educational System

Nigeria is often referred to as the “Giant of Africa,” as it is home to over 206 million people, accounting for the largest population in Africa and one of the largest youth populations in the world.⁵ The name portrays the vastness of its land, the multi-ethnic and cultural diversity of its people and languages, its abundant resources, and its position as Africa’s biggest oil exporter. Nigeria is a lower-middle-income country with the 27th largest economy in the world in terms of gross domestic product (GDP). Industry contributes 26% of its GDP, while agriculture, forestry, and fishing account for 21%. Petroleum plays a large role in national development, with oil price volatility having a major impact on the economy and on public sector support schemes inclusive of public education.⁶

The population is growing at an annual average of 2.6%, faster than the continental average. There has been an increase of 23 million school-age children over the past decade. This places pressure on the country’s available resources to provide education programs and create structures to accommodate existing, as well as expanding, populations of children and youth coming into the system.⁷ Nigeria’s mixed economy has weathered a number of recessions in the past decade, while industry and services have shown recovery and continuous expansion. However, oil—which accounts for over 80 percent of exports and half of government revenues—has exposed national growth vulnerabilities to global economic disruptions such as COVID-19 and its impact on plunging global oil prices.⁸

Nigeria is a federation consisting of the Federal Capital Territory and 36 autonomous states, which are organized into six geopolitical zones. The country operates a three-tier government system—the Federal, State, and Local Government Authorities. Each tier has varying and, in some cases, overlapping responsibilities as prescribed by the 1999 constitution.⁹ In accordance with the constitution, education is on a concurrent list giving the state autonomy for core education policy and provision, while the state can draw on support from the other tiers of government.¹⁰ As such, the responsibility for education policy is shared among Federal, State, and Local Government Authorities. So, while basic education and its financing are the responsibility of the State and Local Government Authorities,

5 World Bank Data, *Total Population Nigeria 2020*

6 Smith et al., *Ankar Living Income Reference Value: Rural Nigeria 2020*

7 FRN, *Education Sector Analysis 2021*, 22.

8 World Bank, *Nigeria-At-A-Glance*.

9 Khemani, *Fiscal Federalism and Service Delivery in Nigeria: The Role of States and Local Governments Prepared for the Nigerian PER Steering Committee*.

10 UBEC, *National Personnel Audit (NPA) Report on Public and Private Basic Education School in Nigeria*.

the universalization of basic education and its financing are a federal responsibility.¹¹ And while state and federal ministries of education hold the core policy mandate for education, the Universal Basic Education Commission (UBEC) and State Universal Education Boards (SUBEBs) administer basic (pre-primary, primary, and lower secondary) education.¹²

The Federal Ministry of Education (FME) *Ministerial Strategic Plan (2018-2022)* states that planning, management, and administration at three levels of government create a need for “synergy, understanding and vibrant and regular communication among the different levels.”¹³ It is thus important to examine the roles and responsibilities of the various government levels and their interrelatedness. At the federal level, the Federal Ministry of Education (FME) has a policy formulation and coordination mandate, including a role for provision of basic education interventions nationwide as needed, while the National Council on Education (NCE) coordinates policymaking across the various government tiers. The federal government intervenes in the provision of basic education nationwide through four agencies of the Federal Ministry of Education (FME), namely: (1) the Universal Basic Education Commission (UBEC); (2) the National Commission for Mass Literacy, Adult and Non-Formal Education (NMEC); (3) the National Commission for Nomadic Education (NCNE); and (4) the National Board for Technical Education (NBTE).¹⁴

At the state level, delivery responsibility for basic education rests with the State Ministries of Education (SMoEs) and the Universal Basic Education Boards (SUBEBs) in their various areas of jurisdiction; for mass literacy, adult, and non-formal education, with the State Agency for Mass Education (SAME); and for nomadic education, with the SMoEs, SUBEBs and Local Government Education Authorities (LGEAs).¹⁵ At the local level, the LGEAs—the local arm of SUBEBs—oversee basic education and School Based Management Committees (SBMCs), whereas Local Government Areas (LGAs) are involved in the management and financing of basic education.¹⁶ Finally, the National Agency Service Providers/ Regulatory Bodies that support the Federal and State Government provision of basic education are: the National Institute for Educational Planning and Administration (NIEPA), the National Teachers’ Institute (NTI), the Teachers’ Registration Council of Nigeria (TRCN) and the Nigerian Educational Research and Development Council (NERDC).¹⁷

There are challenges in communication and shared responsibility among the three tiers of government (federal, state, and local). Various reports have identified “dialogue between the levels [that] can be technically and logistically complex”¹⁸ where there is “inconsistent interagency and intergovernmental

11 Mai, *Appraisal Stage Program Information Document (PID): Better Education Service Delivery for All Operation Additional Financing, 2021.*

12 Outhred & Turner, *Prospective evaluation of GPE’s country-level support to education.*

13 FME, *Education for Change: A Ministerial Strategic Plan (2018-2022)*, 10.

14 FRN, *Education Sector Analysis 2021*, 42

15 FRN, *Education Sector Analysis 2021*, 42–45

16 WB, 2017. *Nigeria—Better Education Service Delivery for All Operation Project*, 2

17 FRN, *Education Sector Analysis 2021*, 48

18 Outhred & Turner, *Prospective evaluation of GPE’s country-level support to education*, 30.

coordination, inefficient resource allocation, weak management, and limited reporting on results¹⁹ despite strategic aspirations for synergies and vibrant connectedness.

The Federal Republic of Nigeria Education Sector Analysis (FRN-ESA) 2021 reports that Nigeria spent a total of N1.76 trillion on education in 2018, covering early childhood care, development, and education (ECCDE); primary, secondary, technical, and vocational training; and tertiary education provision, as well as management and administrative functions at the federal, state, and local government levels.²⁰ As a share of the country's wealth, public spending on education translated into 1.4% of GDP in 2018. This was equivalent to spending in 2017 (1.4%), and down slightly from 2016 (1.5%). While it represents stable spending for the period, the level shows "the country is underinvesting in education, which is likely to affect Nigeria's commitment to the Education 2030 agenda on inclusive and equitable quality education."²¹

The need to attain universal access to quality education has been a foremost concern of Nigerian governments since independence. In 1976, a major step toward universal access was the introduction of the Universal Primary Education (UPE) scheme. In 1999, Nigeria launched the Universal Basic Education (UBE) Program "to ensure that all children, regardless of ethnicity, religion, class, or gender, have access to quality basic education" where "access, equity, and quality" was the cardinal pursuit of the program.²²

The formal structure of education in Nigeria is based on a "6-3-3-4" system introduced in 1977 with the implementation of the new National Policy on Education. In 2011, an additional one year of preschool was recognized by the National Council on Education as part of the education structure, bringing into being the current "1-6-3-3-4" system: one pre-primary year, six years of primary, followed by three years of junior secondary education—which together comprise basic education. The basic education years are compulsory and free. After basic, there are three years of senior secondary education, which are not compulsory, and four years of tertiary education, which includes colleges, universities, and technical schools. The basic and senior secondary education is mostly assigned under the jurisdiction of the state and local governments, while the federal government is responsible for Federal Unity Colleges (that are set up to serve as model secondary schools) and for the administration of federally owned universities.²³

The structure of the formal Nigerian education system encompasses (1) early child care and development, targeting 0 to 5 years; (2) basic education, targeting 6 to 14 years (in other words, 6 years of primary education and 3 years of junior secondary education); (3) post-basic education, which is 3 years in senior secondary schools or technical colleges; and (4) tertiary education in colleges of

19 Mai, *Appraisal Stage Program Information Document (PID): Better Education Service Delivery for All Operation Additional Financing*, 44

20 FRN, *Education Sector Analysis*, 25

21 FRN, *Education Sector Analysis*, 112

22 UBEC, *National Personnel Audit (NPA) Report on Public and Private Basic Education School in Nigeria*, 25

23 FRN, NERDC, *National Policy on Education* (6th Edition)

education, monotechnics, polytechnics, and universities, which provide 4-year programs.²⁴ While the government plays a dominant role in education provision at all levels, education services are delivered at public and private institutions, and through formal and non-formal streams.²⁵

The Ministerial Strategic Plan (MSP) (2018–2022) sets out the vision of the Federal Ministry of Education “to become an economic model, delivering sound education.” The MSP is built around three result areas: “access, quality, and systems strengthening.” However, the universalization of basic education in Nigeria has proven to be challenging. The MSP notes that, with more than 12 million out-of-school children (OOSC) of the 20 million worldwide, Nigeria “has failed to achieve goals for universalizing access to primary education for all school-age children, irrespective of social class, religion, region, or ethnicity.”²⁶ The MSP identified OOSC populations as including “the *almajiri*, girls of school age (who constitute 60%), children of nomadic pastoralists and migrant fishermen, and some one million children displaced by the *Boko Haram* insurgency.”²⁷ UNESCO identifies significant differences in access between children with and without disabilities. They cite findings from the 2018/2019 Nigeria Living Standards Survey (NLSS) showing chances of primary school access for children with disabilities as 50% compared with 85% for children without disabilities.²⁸

The UBEC National Personnel Audit (NPA) report of 2018 provides statistics on learner enrolments and learner dropouts in public and private schools (among other data sets).²⁹

Table 0-1 lists primary level statistics on enrolment, dropouts, and school and classroom facilities nationally and in the three research states (Adamawa, Ebonyi and Sokoto) and two research city states (FCT-Abuja, Oyo-Ibadan) that give a picture of access, retention, and the quality of learning spaces.

Table 0-1: 2018 Primary Education Statistics—Enrolment, Dropouts, Schools, and Classrooms

	Public	Private	Total	% Private
National Enrolment	22,384,755	5,504,632	27,889,387	20%
National Dropout	341,745 (1.5%)	76,164 (1.4%)	417,909 (1.5%)	
Adamawa Enrolment	560,167	100,042	660,209	15%
Adamawa Dropout	11,400 (2.0%)	1,329 (1.3%)	12,729 (1.9%)	
Ebonyi Enrolment	323,960	96,472	420,432	23%
Ebonyi Dropout	8,284 (2.6%)	1,551 (1.6%)	9,835 (2.3%)	

24 FRN, *Education Sector Analysis: Assessing the status of education in the federation and Oyo, Adamawa and Katsina states*

25 UBEC, *National Personnel Audit (NPA) Report on Public and Private Basic Education School in Nigeria*, 9

26 FME, *Education for Change: A Ministerial Strategic Plan (2018-2022)*, 10.

27 UBEC, *National Personnel Audit (NPA) Report on Public and Private Basic Education School in Nigeria*, 9, 68, & 70

28 FRN, *Education Sector Analysis*, 25

29 UBEC, *National Personnel Audit (NPA) Report on Public and Private Basic Education School in Nigeria*.

	Public	Private	Total	% Private
Sokoto Enrolment	659,967	40,503	700,470	6%
Sokoto Dropout	8,054 (1.2%)	557 (1.4%)	8,611(1.2%)	
Oyo (Ibadan) Enrolment	1,235,676	212,101	1,447,777	15%
Oyo (Ibadan) Dropout	69,941 (5.7%)	2,363 (1.1%)	72,304 (5%)	
FCT (Abuja) Enrolment	220,073	67,804	287,877	31%
FCT (Abuja) Dropout	4,467 (2.0%)	1,186 (1.7%)	5,753 (2%)	
National Primary Schools	63,414	50,036	113,450	44%
National Classrooms	406,778	283,678	690,456	41%

The 2019 NPA report captured a national enrollment of 27,889,387 learners, with 20% of learners enrolled in private schools. In terms of keeping learners in school, the report identified national dropout rates (defined as the inability to complete a class or school cycle) in public and private schools nationally at 1.5% (i.e., 417,909 learners dropped out in 2018). **Table 0-1** shows variations in public and private provision and dropout rates in the SCA research locales, with Sokoto State (north-west) having the lowest dropout rate (1.2%) and the lowest percentage of private school enrollments (6%); Ebonyi state (south-east) having the second highest level of dropout (2.3%) and private school enrollments (23%); Adamawa State (north-east) with dropout rates just above the national average (1.9%) and private school enrollments just below the national average (15%); Oyo state (southwest) having the highest dropout rate (5%) and private school enrollments on a par with Adamawa (15%); and FCT (central) with a dropout rate just above the national average (2%) and the highest level of private school enrollments of all the research locales (31%).

The table shows a total of 113,450 national-level primary schools, of which 44% are private schools—that is, four in ten primary schools are private. Of the 690,456 national-level classrooms documented, 41% are in private schools. The report described the national learner-classroom ratio (LCR) in public schools at 55 learners to a classroom as an indication of “overcrowding.” On the other hand, the national LCR for private schools at 19 learners to a classroom was seen as an indication that class size in many private schools might be “optimal.”³⁰ This may explain a hypothesis that citizens enrolling their children in private schools in Nigeria like the idea of smaller class sizes to give their children more attention for individual learning³¹—and more access to individual books. Private education forms a significant proportion of the basic education sector in the five SCA research locales.

30 UBEC, *National Personnel Audit (NPA) Report on Public and Private Basic Education School in Nigeria*, 205.

31 FRN, *Education Sector Analysis 2021*, 111.

Yet, there are significant variations in ownership of private schools across the 37 states and FCT, where fewer than 1 in 10 schools are privately owned in Sokoto compared to 9 of 10 in Lagos. The FRN ESA 2021 report places 30% of primary private schools in rural areas, where they account for only 14% of enrollment; the remaining 70% are in urban areas where they account for 30% of students. The report describes private school teachers as generally younger than public school teachers and more likely to be female, while “40% of private school teachers have not been trained to teach, compared to only 20% in public schools.”³² The report notes, however, the lack of sufficient data to establish how many private schools are low-cost and how many are expensive, “as the schools are largely unregulated.”³³

In an article on private schools in Lagos, Baum et al. describe recent research on private schools for the poor that defined thresholds “for what constitutes a ‘low-cost’ private school.” The research clarifies that private schools “that charge less than 10% of household income for a family at the poverty line should be classified as low-cost.”³⁴ Using this definition, the authors identified 62% of primary schools in Lagos as operating at low cost. The National Bureau of Statistics recent report *2019 Poverty and Inequality in Nigeria* identifies those living below ₦137,430 (US\$329.83) per year as considered poor by national standards.³⁵ This would mean private schools charging fees up to ₦13,743 (US\$32.08) per student per annum could be considered low-cost schools (with fees less than or equal to 10% of poor family annual expenditure).³⁶

Table O-2 shows *Nigeria Education Data Survey (NEDS) 2020* findings of household spending in public and private schools. The household expenditure in public schools, totaling N12,442 for tuition fees and non-tuition-fee items, approximates the low-cost private school fees of up to N13,743 identified above. This may suggest low-cost private school fee setting based on household spending thresholds already established in public schools.

32 FRN, *Education Sector Analysis 2021*, 132

33 FRN, *Education Sector Analysis 2021*, 67–69.

34 Baum et al., *Inequality of educational opportunity: the relationship between access, affordability and quality of private schools in Lagos, Nigeria*, 466.

35 NBS, *2019 Poverty and Inequality in Nigeria: Executive Summary*.

36 Exchange rate in 2022 to convert to US dollars: ₦1 = US\$0.0024.

Table O-2: Average Household Expenditure—Public and Private Primary School Per Learner Per Annum³⁷

Public Schools		Private Schools	
Tuition fees	N5,935	Tuition fees	N26,789
Non-tuition fees		Non-tuition fees	
Textbooks	N1,521	Textbooks	N6,016
Uniforms & clothing	N2,642	Uniforms & clothing	N4,796
Instructional materials	N1,851	Instructional materials	N2,854
PTA	N493	PTA	N839
Food & beverage	N103	Food & beverage	N233
Total	N12,442	Total	N41,527

Curriculum and Language of Instruction Policy

Home to over 500 languages, Nigeria is considered to have more languages than any other African nation.³⁸ In terms of communication, English is the official language in Nigeria, and the three local languages of wider communication are Hausa (primarily spoken in the north), Yoruba (spoken in the southwest), and Igbo (spoken in the southeast).^{39,40}

In 2008, the National Education Research and Development Council (NERDC) introduced the nine-year Basic Education Curriculum (BEC). The curriculum was organized in three streams covering primary and junior secondary classes—lower (P1–P3), middle (P4–P6), and upper (JS1–JS3). The NERDC summarized the philosophy of the BEC as ensuring that every learner who completed nine years of basic education should acquire “appropriate levels of literacy, communication, and lifelong skills, such as scientific and reflective thinking, in addition to laying a foundation for lifelong learning.”⁴¹ The curriculum was revised in 2012 using an integrated approach to streamline content and reduce subjects and curriculum overload. The revised curriculum was implemented in 2014.

On teaching language as a subject for the lower basic level, the curriculum outlines one Nigerian language and English Studies—with Arabic as optional; and for the middle and upper basic levels,

37 NPC. *Nigeria Education Data Survey (NEDS) for the Evaluation of Better Education Service Delivery for All [BESDA] Operation*, 39.

38 Trudell, *Language and Education in Nigeria—A review of policy and practice*.

39 RTI International, *Survey of Children’s Reading Materials in African Languages in Eleven Countries—Nigeria Report*.

40 *Nigerian Constitution, Article 55, Section 5*.

41 Udofia, *The New Educational Curriculum in Nigeria*, 4.

one Nigerian language, English Studies and French - with Arabic as optional.⁴² On using language as a medium of instruction, the National Policy on Education (NPE) sixth edition (2014) specifies the medium of instruction in primary schools “as the language of the immediate environment for the first three years in monolingual communities,” with English taught as a subject during this period. From the fourth year, English should progressively be used as a medium of instruction “with the language of the immediate environment, French and Arabic taught as subjects.”⁴³

In her 2018 study, *Language and Education in Nigeria, A Review of Policy and Practice*, Trudell outlines how the NPE language of the immediate environment (LIE) provision plays out in classroom practice.

“The expectation of mother-tongue medium learning from primary 1 to primary 3 (P1 to P3) means that the teacher is supposed to use English-language subject textbooks for teaching, but explain them to the pupils in the LIE.”⁴⁴

It is an expectation for teachers to make use of “code switching”—as in alternating between two languages for explaining content—a strategy for which teachers have “no published help or specialized training.”⁴⁵ There is a lack of textbooks in local languages. P1 textbooks in all subjects are in English except for the Nigerian language subject. Trudell notes that even for the Nigerian language subject teaching, which is designed to cover grammar, culture, literature and language norms of its speakers, local language instructional materials “are nearly non-existent in the classroom.”⁴⁶ Lastly, reading instruction in early primary is expected to be taught under English language studies and not as a separate subject. Trudell comments that for learners who have not mastered English, “attempts at gaining proficiency at reading in English are fruitless.”⁴⁷

In the 2020 national *Early Grade Reading Assessment using the Nigerian Major Languages (Hausa, Igbo and Yoruba)*, conducted by the Curriculum Monitoring & Monitoring of Learning Achievement (CM&MLA) Unit under the Education Planning Research and Development (EPR&D) Department of the Federal Ministry of Education (FME), the findings confirmed a gap between knowledge of the National Policy on Education and teachers’ perceptions on how it should be implemented. While the policy seeks to establish the use of mother tongue or the language of the immediate community as a medium of instruction, the findings show teachers’ understanding was to teach the local language as a subject in the school.⁴⁸ The report findings acknowledge that both reasonings are correct, while they “may not address the foundation of learning sought by the policy” in the use of the LIE as a medium of instruction as well as a subject to be taught in its own right. The report’s findings showed overall poor

42 Ajobade et al., *Assessment of the Language Arts Curricula in the Nigerian Basic Education Program*.

43 Federal Republic of Nigeria, *National Policy on Education*, 11 & 12.

44 Trudell, *Language and Education in Nigeria—A review of policy and practice*, 31.

45 Ibid.

46 Ibid.

47 Ibid.

48 FME, DEPRD, *Early Grade Reading Assessment (EGRA) using the Nigerian Major Languages (English, Hausa and Yoruba)*, 30.

performance in reading subtasks, which—in an echo of Trudell’s observations—the report attributed to the absence of teaching the “concept of reading.” Key report recommendations centered on modification to the basic education and teacher education curricula to address reading instruction and local language gaps and to include “phonics, teaching of reading as a subject, and on the use of local language to teach English and Numeracy at the early grade levels.”⁴⁹

The language of instruction policy has been influenced by decades of project interventions on the use of mother tongue as medium of instruction to teach other subjects in different basic education levels. Trudell maps the projects into two groups of those implemented from the 1970s into the last quarter of the 20th century and since 2010 in the first quarter of the 21st century (**Table 0-3**).

Table 0-3: Two Periods of Mother Tongue Language of Instruction Projects Carried Out in Nigeria

1970–2000	2010–2022
<ul style="list-style-type: none"> ➤ Primary Education Improvement Project (PEIP) 1970 ➤ Six-Year Primary Project (SYPP) 1970–1976 ➤ Rivers Readers Project (RRP) 1970 ➤ Bendel State Project ➤ Obol Bilingual Education Project 1985–1991 	<ul style="list-style-type: none"> ➤ Northern Education Initiative (NEI) 2010–2014 ➤ Education Crisis Response (ECR) project, 2014–2017 ➤ Reading and Access Research Activity (RARA) 2014–2015 ➤ Reading and Numeracy Activity (RANA) 2015–2020 ➤ Northern Education Initiative Plus (NEI Plus), 2015–2020 ➤ Teacher Development Program (TDP), 2013–2018 ➤ Revitalizing Adult and Youth Literacy (RAYL) 2011–2016; 2018– Present ➤ Story Making West Africa Workshop, 2018

Trudell notes that the first five projects initiated in the 1970s emphasized a range of Nigerian languages as the languages of instruction, including Hausa, Yoruba, English, and some 30 languages in the south-south geopolitical zone. In contrast, the second eight projects, carried out almost entirely in northern states (with the exceptions of RAYL and Story Making), focused on Hausa and English. A common feature motivating both project groups was the assumption that the mother tongue language of instruction could be more effective in producing strong learning outcomes. In the interim, the language of instruction (LOI) policy was guided by national policy on education through various editions and reprints (1977, 1981, 1998, 2004, 2007, 2013, 2014) where inconsistencies in rationales and guidelines resulted in “a de facto policy environment rather than a de jure one”—essentially a fallback on English as a medium of instruction where there were challenges in clarifying LIE and in complying with parental preferences for English as the LOI.⁵⁰

49 Ibid., 31.

50 Trudell, *Language and Education in Nigeria—A review of policy and practice*, 10.

In 2020, Evans carried out a study on 11 early-grade reading assessments linked to the reading-based projects implemented since 2010.⁵¹ The study acknowledged limitations as the review was confined to projects conducted in two to four northern states, focused only on English and Hausa languages of instruction, and on reading in lower basic education classes. However, the study confirmed the potential of the local language of instruction as a critical tool for improving learning outcomes, as in the finding that *“Pupils consistently score highest on Hausa listening comprehension. Pupils perform better on assessments of their ability to understand information in texts that are read to them by teachers or enumerators than they do on any other skill. This suggests that they are able to understand the Hausa language, a critical first step to being able to understand written texts.”*⁵²

The study was commissioned as a contribution to the development of the National Reading Framework (NRF), led by the NERDC working with language and reading experts and partner stakeholders. The NRF (approved in 2022) outlines standards, learning benchmarks, and assessments aligned to national policy on education and global standards for literacy.⁵³ This would give clear direction in language of instruction and how to prepare teachers in pre-service and in-service for learning to teach early-grade reading. In his keynote address to the *2021 Annual National Conference on Children’s Books and the Teaching of Early Grade Reading in Nigeria*, Mr. Nurudeen Lawal, former CEO of the Northern Education Initiative Plus, explained how the NRF would provide guidance for teachers, head teachers, school-based management committees, teacher educators, communities, and parents on how well children are learning, centered on “the minimal standards pupils need to meet for reading skills; and the supports and commitments required to ensure that pupils meet those standards.”⁵⁴

The Scale of the Teaching and Learning Materials Challenge

A critical support identified in desk research⁵⁵ and by key informants and participants in focus group discussions is the need for children’s textbooks, teacher guides, and teaching aids—particularly in local languages where there is a dearth of materials. There is further a need to implement national policy for language of instruction of the immediate school community—a policy that appears to be generally ignored or misconstrued by schools currently. The Federal Executive Council (FEC) approved on December 1, 2022 a new National Language Policy which was developed by the NERDC and which makes mother tongue a compulsory medium of instruction from primary one to six. The Minister for Education, Honorable Mallam Adamu Adamu, disclosed that the decision was only in principle for now as it would require a lot of work to implement it.⁵⁶ The need is for essential reading materials (ERMs) in

51 Evans, *Desk review of 2011-2018 reading assessments, What we know about Nigerian Children’s Reading*

52 *ibid.*, 4.

53 ILA, *Standards for the Preparation of Literacy Professionals 2017*; WB, *The Global Proficiency Framework for Reading*, 2019.

54 Lawal, *Lead paper: Children’s Books as the Foundation for the Development of Effective Reading Skills at the Early Grade*.

55 RTI International, *Survey of Children’s Reading Materials in African Languages in Eleven Countries—Nigeria Report*.

56 Agbakwuru, “FEC approves compulsory mother tongue instruction in primary schools.” *Vanguard, News*, December 1, 2022.

the curriculum—materials designed specifically for reading instruction in languages students use and understand.⁵⁷

Essential reading materials (ERMs) for early primary have been developed since 2010 in English and the three widely spoken mother tongue languages of Hausa, Igbo, and Yoruba, primarily through government and donor partnership interventions—as outlined in **Table 0-3** in the previous section. The system for textbook production and publication combines a centralized and decentralized approach. In the centralized component, all textbooks for use in schools—both public and private—must be developed in accordance with national curriculum objectives and must be reviewed and approved for curriculum compliance by the National Education Research and Development Council (NERDC). In the decentralized component, NERDC pre-assessed books are checked by State/FCT Education Resources Centers (ERCs) for identification of textbooks appropriate for state and school contexts, and by State Book Committees with representatives from State MoE, State UBE Boards (SUBEBs), and qualified teachers to select books for state procurement book lists. The selected books are reviewed for approval by the SUBEB Chairman.

The Federal Ministry of Education through the Universal Basic Education Commission (UBEC) plays a central role in book procurement (1) for curriculum core subject areas of English, mathematics, science and technology, social studies, and other priority areas (such as ERMs); and (2) for determining book needs through a national personnel audit of school enrollment carried out in all schools every 3 to 4 years. Book procurements are funded at Federal level by a Universal Basic Education Intervention Funding (UBE-IF) designed to supplement Basic Education resources at state level—where books are financed if prioritized in state budgets (supported by direct federal funds and if available partner intervention funds). Procurements are conducted through open competitive bidding and contract awards to private publishers who meet content and technical specifications and who publish and deliver books to federal and/or state warehouses as part of the contract award.

The National Publishers Association Executive Secretary verified that only 10–15% of members respond to government procurement tenders. The majority engage in decentralized publication of textbooks for supply to the open market. The private sector focus is the curriculum core textbooks on state procurement lists. Publishers submit books to NERDC for review and approval for curriculum compliance. They identify needs through enrollment statistics gathered from government departments (annual school census) and through marketeer feedback from schools and bookshops—the two most effective outlets for needs identification and book promotion.

In both centralized and decentralized systems of procurement and publication, ERMs in English and local languages have been neglected. This is due to their non-inclusion in UBEC core textbook priorities, in state book selection priorities, and in school, bookshop and community purchase priorities. As noted in the Evans (2020) study in the previous section, the available ERMs were designed almost exclusively for early primary classes (P1-P3) and developed almost entirely in northern states. In

⁵⁷ USAID, *Reading Matters Framework*.

interviews, publishers described trends in demand for ERMs as being donor-driven and located in northern states supported by the Better Education Service Delivery for All (BESDA) intervention.

Trudell (2018) raises the concern for equity and national integration, where continued attention to education issues in the north can create disadvantage in the south.⁵⁸ These observations are driving a scale-up of literacy interventions that have evidence of improved learning outcomes and lessons—as in the northern interventions. Interviews with MoE and partner stakeholders confirm a push for widening the scope and promotion of developed ERMs to reach all 36 states and FCT. Notwithstanding the concerns, Nigeria is in a fortuitous position to widen the scope of ERM resources that have already been evaluated for curriculum compliance and have been shown to improve literacy outcomes.

To better understand the challenges of producing textbooks and instructional materials, as called for by the NRF and other established policies, it is helpful to review the history of publishing in Nigeria and consider how current conditions came to be.

58 Trudell, *Language and Education in Nigeria—A review of policy and practice*, 23.

NATIONAL PUBLISHING LANDSCAPE: HISTORICAL OVERVIEW

From the first printing press, introduced in 1846 when the missionary Rev. Thomas Hope Waddel arrived in Calabar from Jamaica, bringing with him lithographic and conventional presses for letter press printing,⁵⁹ to the rise of the indigenous publishing industry, to 21st century e-books, Nigeria has encountered both challenges and opportunities in producing reading materials to meet the needs of its population.

The mission presses were the most significant group of publishers operating in the latter half of the 19th century. Their first publications were newspapers in Yoruba and English and later books covering religious, philosophical and instructional topics for use in mission colleges training teachers and personnel.⁶⁰ The first Nigerian commercial press—Tika-Tore Printing Works, established in Lagos in 1910—marked the beginning of a commercial growth path that would lead Nigeria to have ‘the largest commercial publishing in Africa’ by the beginning of the 21st Century ‘connected with the growth in population and book needs in the country.’⁶¹

The local presses in the early 1900s published materials in a limited range of subjects focusing mainly on religion or topical issues.⁶² But it was also at this time that a flourishing self-publishing culture arose, as exemplified by the Onitsha market literature that emerged in the commercial marketplaces of Onitsha, Anambra State. Anyone could—and did—author these popular pamphlets. School teachers, journalists, clerks, farmers, and even grammar-school boys wrote, printed, and sold novelettes, political tracts, how-to advice, and more. These diverse publications, sold cheaply at the outskirts of the Onitsha market, spoke to the people’s yearning for reading material with more general-interest subject matter.⁶³

In spite of the success of this popular literature, the formal publishing houses continued to concentrate on educational materials. In 1914, the first Government Printing House was established in Lagos; by 1930, four more presses were operating in other locations, producing trade journals, white papers, and government forms, as well as textbooks for all federal institutions and government schools. To this day, Government printing presses continue in several states to provide universal access to information and student access to books. For example, the Federal Printing Press produces textbooks for all federal institutions inclusive of unity schools across the regions.⁶⁴ However, book publishing in

59 Tomomowo-Oyodele. *Impact of Indigenous Publishing on Education Development in Nigeria: A Case Study of Selected Publishers in Ibadan*.

60 Ogonna, *Stakeholders Perspectives on Book Publishing and Marketing in Nigeria*.

61 Ojeniyi cited in Nsibande, *Strategies for National Book Development in Anglophone Africa*, 4

62 Nsibande, *Strategies for national book development in Anglophone Africa: A case study of Kenya and Nigeria*.

63 Nwali, *Book Publishing in Nigeria: Problems and Prospects*, 65–70.

64 Federal Ministry of Information and Culture, Federal Government Printing Press.

Nigeria developed essentially as a private sector affair. While government agencies, State Ministries of Education, and professional associations have played an active part in developing primary and secondary school textbooks, they have generally done so in collaboration with book publishing houses and printing presses.⁶⁵ The following sections outline the evolution of the private sector domination of the market.

In the early 20th century, almost all locally published books used in schools and churches were provided by either missionary presses or the colonial government. But the expanding school system and increased demand for educational materials meant that local publishers could not keep up, and school texts began to be imported. Given that the Nigerian school curriculum at that time was similar to European curricula, this was not an issue in terms of textbook content.⁶⁶ Most textbooks that were originally developed for the British domestic market were able to be used in Nigerian schools, with in-country sales representatives supplying texts produced by the colonial publishers. By the 1950s, these sales outposts began to evolve into actual subsidiaries of the UK-based parent companies, with Nigerians operating under British management. Six UK firms dominated the textbook market during this period, namely Longman, Macmillan, Evans, Heinemann, University Press and Thomas Nelson. The local branches initially focused on adapting the UK school textbooks for distribution in Nigerian schools. Later this changed to developing textbooks specifically for the Nigerian and West African educational markets.⁶⁷

During this time, there were ongoing efforts to diminish the influence of foreign publishers and create an indigenous publishing industry. For instance, Oxford University Press set up a branch in Ibadan in 1949, and then the Ibadan University Press was established in 1950. By 1955, it was a full-fledged publishing house, ratified by the University Senate. Onibonoje Press followed in 1958,⁶⁸ with the process of localization and indigenization quickening after Nigeria's independence from British colonial rule in 1960.⁶⁹

Throughout the 1960s and 1970s, several indigenous publishing houses of note emerged, including the African Educational Press, John West Publications, Fourth Dimension, Ilesanmi Press, and the joint state publishing enterprise of the Ethiop Publishing Corporation and Northern Nigerian Publishing Corporation (NNPC), based in Zaria, Kaduna State.⁷⁰ In 1965, the Nigerian Publishers Association (NPA) was founded as a professional association whose goal was to build a viable book industry that would contribute to Nigeria's national development. The NPA has since been a rallying point bringing together traditional and new domains of book, journal, and electronic publishers in the country. The Association runs workshops, courses, and forums. In the latter, publishers can deliberate on various issues affecting the publishing industry, discuss policies that would create an enabling environment, and secure favorable trade terms both within Nigeria and overseas.⁷¹

65 Ike, *Book Publishing in Nigeria*.

66 Tomomowo-Oyodele, *Impact of Indigenous Publishing on Education Development in Nigeria*

67 Results for Development Institute & International Education Partners Ltd. *Global Book Fund Feasibility Study Final Report: Annex 3, Global Book Fund Country Study, Nigeria*, 217–232.

68 Tomomowo-Oyodele, *Impact of Indigenous Publishing on Education Development in Nigeria*

69 Ogbonna, *Stakeholders' Perspectives on Book Publishing and Marketing in Nigeria*

70 Tomomowo-Oyodele, *Impact of Indigenous Publishing on Education Development in Nigeria*.

71 Nsibandé, *Strategies for national book development in Anglophone Africa*.

As the indigenous publishing houses grew, debates arose about the reluctance of publishers to produce books outside of the “safe” market for textbooks.⁷² An estimated 90% of publisher investment would gradually be allocated to textbooks for primary and secondary education.⁷³ One exception was Literamed Publications, founded in 1969, which was one of the first Nigerian publishing houses in the field of children’s reading. Their signature series, “Lantern Books,” became a household name throughout the country with carefully graded, culturally relevant stories that appealed to young Nigerian children and encouraged them to read. Lantern Books demonstrated the potential for general interest books not primarily written and published for the school textbook market.⁷⁴

Throughout the 1970s, Government policies related to book publishing and education intersected in ways that had a profound effect on book publishing. In 1973, the Nigerian Book Development Council was established to coordinate and stimulate activities of private-sector agencies in the development of the book industry.⁷⁵ In 1976, the Government launched a Universal Basic Education (UBE) scheme to provide nine years of free and compulsory schooling to Nigerian children. The scheme was subsequently enshrined in the UBE Act of 2004. With states reporting primary school populations increasing from 400–1,000% in the first two years of the scheme, the implication for book demand was unprecedented.⁷⁶ The existence of indigenous publishing houses and the availability of foreign book imports helped cushion the effects of the explosion in demand for books. Yet the industry was “caught napping”⁷⁷ and this period marked the beginning of book scarcity cycles that would continue to challenge the industry and the education system as they expanded in tandem.

In 1977, the Government introduced industry indigenization policies. The Nigerian Enterprises Promotion Decree made it mandatory for foreign publishing enterprises to become Nigerian companies, with at least 60% equity participation in book publishing by Nigerian nationals.⁷⁸ As foreign companies divested their interests, they left behind well-established local companies with trained and experienced staff capable of running large publishing house systems from financial management to publishing, editorial, design, production, sales and marketing, and distribution.⁷⁹ In 2014, the Government revoked indigenization policies for publishing companies. There has been a new influx of multinational companies and investments in Nigeria publishing, and according to some, a renewed influence and control in the industry around six key players.⁸⁰

The Government unveiled the National Policy on Education (NPE) in 1977, introducing a 6-3-3-4 system for primary and secondary education provision. The NPE editions (1977, 1981, 1998, 2004, 2007, 2014)

72 Christopher, *Applying Marketing Concepts to Book Publishing in Nigeria*.

73 Ibid.

74 Tomomowo-Oyodele, *Impact of Indigenous Publishing on Education Development in Nigeria*.

75 Nwali, *Book Publishing in Nigeria: Problems and Prospects*.

76 Csapo, *Universal primary education in Nigeria: Its problems and implications*, 91–106.

77 Ogbonna, *Stakeholders’ Perspectives on Book Publishing and Marketing in Nigeria*.

78 Ibid.

79 Results for Development Institute & International Education Partners Ltd., *Global Book Fund Country Studies, Nigeria*.

80 Tomomowo-Oyodele, *Impact of Indigenous Publishing on Education Development in Nigeria*.

capture education sector changes and reform in critical book publishing areas of curriculum and language of instruction.⁸¹ An example discussed in the introduction was the NPE requirements for “every child to learn one of the three Nigerian languages: Hausa, Igbo and Yoruba; for the language of instructions to be the language of the immediate environment for the first three years; and for transition to English in the fourth year and language of the immediate environment taught as a subject.”⁸² The implications were for school textbook revisions to meet dual and complex requirements for local language use for instruction and as a subject for teaching. This created ongoing challenges and opportunities for the book publishing sector that was still in the throes of re-establishing indigenous and multinational networks of operation⁸³ to produce greater numbers of new and revised school texts.

Another Government initiative put into place after independence was the establishment of a pulp and paper mill industry, with the idea of making book production self-sufficient. The pulp and paper mills grew into one of the most flourishing industries during the 1970–1990 period of publishing and education system growth, with three mills (Jebba, Iwopin, and Oku Iboku) annually producing 265,000 metric tons of various types of paper to meet industry demands.⁸⁴ However, after a shutdown of the mills in 1996 due to economic downturns, and a failed privatization effort in 2006, this once-thriving industry floundered and the prospect of self-sufficient book production collapsed with it. This forced a shift back to importing paper, which had negative effects on both book affordability and availability.⁸⁵ Gradually, publishers began printing abroad; currently, over 70% of Nigerian textbooks are produced in international printing centers in India, China, and Malaysia.⁸⁶ Given the significant negative impact of these imports on foreign exchange spending and the resulting reduction in jobs, the Federal National Assembly set up an inter-agency committee in 2020 to explore options for a revival of domestic pulp and paper production. The urgent need is to reduce dependence on paper and paper product imports, valued at \$690 million in 2020 alone, and its massive impact on foreign exchange spending and compromised employment opportunities (in the region of 300,000 jobs). Stakeholders are further motivated to find solutions to revitalize the sector for a variety of reasons, including: the growing demand for packaging due to e-commerce; the locally, untapped potential of arable land and forests in Nigeria; and job creation.⁸⁷

As the publishing industry grew, there were calls for open-access books in the public interest, but there was also a need to protect the intellectual property rights of authors and creators. In 1989, the Nigerian Copyright Council (now the Nigerian Copyright Commission) was established as the main

81 Federal Republic of Nigeria, *National Policy on Education*.

82 Ibid.

83 Ogbonna, *Stakeholders’ Perspectives on Book Publishing and Marketing in Nigeria*.

84 Ike, *Book Publishing in Nigeria*.

85 Ogbonna, *Stakeholders’ Perspectives on Book Publishing and Marketing in Nigeria*.

86 Results for Development Institute & International Education Partners Ltd., *Global Book Fund Country Studies, Nigeria*.

87 Onwuamaeze, *Nigeria: Paper Industry—a Sector in Death Throes*.

regulator and enforcer of protection for intellectual property rights.⁸⁸ In the ensuing decades, the biggest challenges to the Nigerian publishing industry have been book piracy prevalence rates of 80% reported as cutting across all levels of education and exacerbated by globalization, the scarcity of original products, the high cost of book production due to the demise of the paper mills, greed/profitability, and challenges in law enforcement.⁸⁹

The latter part of the 20th century was characterized by periods of both growth and scarcity in the Nigerian book sector. The speed and frequency of policy and curricular changes created opportunities as well as disruptions in the book supply. Publishing in Nigerian languages to support the teaching of widely spoken local languages and medium of instruction requirements was particularly affected and severely restricted. The government and the industry sought to address this through a multiplicity of task forces, study groups, conferences, and commissions set up to examine the issues and make recommendations to address gaps in book production, procurement, and distribution.⁹⁰

There were persistent concerns around a poor reading culture ravaging Nigeria's education system and impeding the scope of book development in the industry.⁹¹ Yet some scholars argued to the contrary, noting that "Nigeria has a class of determined people [who] despite the acute shortage of facilities, write books, produce lightweight romances as well as literary masterpieces."⁹² In the same vein, some questioned "why and how the Onitsha market literature developed if Nigerians do not read."⁹³

In 2000, in an article on *Readers Without Books: A Nigerian Case Study*, the Head of the Library and Informatics Center, NERDC, reflected:

"It is not that people do not read. They do read. It is what they read, what is available for them to read, that is the problem. Publishers, writers, editors, as well as booksellers, must get together to do something about the situation..."

... in my opinion, there should be a national book policy which should require all publishers in Nigeria to develop not less than 30% of their resources to general-interest titles, both in English and in the local languages. It is plain that in a country such as Nigeria book publishing cannot be left to the publisher's estimate of market forces."⁹⁴

88 Edosomwan, *Protecting intellectual property rights in Nigeria: A review of the activities of the Nigerian Copyright Commission*.

89 Nkiko, *Book Piracy in Nigeria: Issues and Strategies*, 394–398.

90 Ike, *Book Publishing in Nigeria*.

91 Igwe, *An Evaluation of Bring Back the Book Initiative of the Nigerian Government*.

92 Ifeduba, *Digital Publishing Readiness in Nigeria's Print Book Market*, 429.

93 Ibid.

94 Apeji, *Readers without books: A Nigerian Case Study*

In 1988, the Nigerian Educational Research and Development Council (NERDC), in concert with other core stakeholders, initiated the development of a National Book Policy (NBP). In 1999 a draft NBP was prepared and approved by the Federal Executive Council. The NERDC has since convened High-Level Policy Book Committees to enhance the NBP draft for a broad-based implementation and the establishment of a National Book Council as an Advisory Body to NERDC. Various objectives have been defined in the intervening years, all of which aim to promote literacy and a strong culture of reading.⁹⁵

Also in 1999, the government launched Universal Basic Education (UBE) reforms to redress persistent weaknesses in the access to and quality of free education. In 2005, the Universal Basic Education Commission (UBEC) was established to regulate the UBE reforms and to disburse the new UBE Intervention Fund to supplement the resources allotted to basic education by the individual states.⁹⁶ The objective was to provide every child with books for each of the core subjects—English mathematics, science, and social studies.⁹⁷ But the UBE reforms, while groundbreaking, proved difficult to implement as many states struggled to access funds. Due to widespread shortages of textbooks in the required Nigerian languages, most primary school teachers continued to teach in English.⁹⁸ As recently as 2016, the Global Book Fund found that States and Local Government Education Areas still struggled with establishing basic textbook lists for the four core subjects, as well as with obtaining funding to pay for the books.⁹⁹

Given these challenges, joint government and partner interventions looked to explore good practice models for the development, production, and distribution of essential reading materials. Between 2018 and 2022, the UBEC and Better Education Service Delivery for All (BESDA) Program for Results (PforR) partnership intervention developed a model in 17 states for financing the selection and publication scale-up of evidence-based, quality early-grade reading materials in the three widely spoken local languages of Hausa, Igbo and Yoruba.¹⁰⁰ By 2022, 20 years of investments in pre-press technology and in printing, binding, and finishing plants enabled Nigerian publishers to meet the UBEC and BESDA bulk tenders for the publication of high-quality reading books both in English and in local languages.¹⁰¹

Also in 2022, the Federal Ministry of Education (FME) and partners launched the Nigeria Learning Passport (NLP), an online and mobile learning platform aiming to provide continuous education for up to 12 million learners by 2025. Children, youth, and teachers can access a digital curriculum providing

95 Federal Ministry of Education and Nigerian Educational Research and Development Council. *Draft National Book Policy*

96 Education Data Research and Evaluation in Nigeria (EDOREN). *The Universal Basic Education Reforms: A Review*.

97 Universal Basic Education Commission (UBEC). *Book Policy for the Procurement and Supply of Instructional Materials for the Universal Basic Education (UBE) Programme in Nigeria*.

98 EDOREN, *Universal Basic Education Reforms*.

99 Results for Development Institute & International Education Partners Ltd., *Global Book Fund Country Studies, Nigeria*.

100 UBEC. *Book Policy for the Procurement and Supply of Instructional Materials*.

101 Results for Development Institute & International Education Partners Ltd., *Global Book Fund Country Studies, Nigeria*.

learning materials in all core subjects for primary grades one to six, and all junior and senior secondary school classes.¹⁰²

The FME coordination of the NLP common digital platform for the entire school system is a new and exciting opportunity for the publishing industry. Yet digital publishing readiness will depend on additional policies for strengthening the laws regulating copyright protections and for providing an e-curriculum framework for the educational system to allay publisher reservations around continuous curriculum changes.¹⁰³

Finally, it is clear that new e-publishing models are emerging. One example is the OkadaBooks mobile app and online platform for publishing and reading books electronically.¹⁰⁴ In an echo of the Onitsha market literature of the past, the content—novels, poetry, self-help books, contemporary African comics, and children’s literature—is largely produced and shared by non-established writers. Some use the app as a way to reach readers rather than to earn money by letting the reader access their texts for free. The app has several technical features, including formats for users to upload their stories (epub), to buy e-books (airtime credits), and to protect e-books against piracy (digital management protected), among others. The comment below by an OkadaBooks manager reflects optimism for traditional and e-publishing continuity and complementarity.

“I won’t say we have replaced printed books in [any] way. [Digital and printed books] are both important in Nigeria and some people prefer one to the other. Some people love the smell of printed books and others love the fact that they can carry 200 books on [their] mobile one.”¹⁰⁵

As technological advances lead to new types of publishing, there is great optimism about the continuity and complementarity of traditional and e-publishing in producing reading materials for the Nigerian population in the 21st century.

102 UNICEF/Nigeria. *12 million Nigerian students to have increased access to education through new Learning Passport*.

103 Ifeduba, *Predictors of e-publishing adoption in environments of uncertainty*, 174–189.

104 Hållén. *Manoeuvring Through the Traffic Jam: A Conversation With Magnus Okeke About OkadaBooks and Digital Publishing in Nigeria*, 86–90.

105 *bid.*, 87

BOOK SUPPLY CHAIN ANALYSIS

Supply Chain Overview: Six Strategic Phases

The *Book Supply Chain Analysis: Nigeria* report examines the six strategic links in any book supply chain. An effective book supply chain requires accurate forecasting and planning, high-quality title development in languages and formats children can use and understand, access to those titles by publishers and printers, a functioning distribution system to deliver books, and appropriate knowledge and support to ensure use and build a population of active readers. Each phase is summarized with discussion, findings, and recommendations.

SCA PHASE 1: PLANNING AND FORECASTING

Planning and forecasting is recurring/cyclical work carried out by governments and publishers to assess need and demand for books, and to arrange for the financial and material resources to meet that demand. To do this, ministries of education (MoEs) must have timely information, not only on current enrolment but also on projected enrolment as well as realistic estimates of book wastage over time. Publishers must plan for, and be prepared to respond to, demand from ministries and schools, as well as from parents who may purchase books for their children’s reading practice. For an MoE, the collection, management, analysis, and use of data on book needs/demand and provision are integral to education planning. For the publishers, it is market research. For both, accurate and timely data collection is of key importance for a functioning book supply chain.

In Nigeria, estimating and forecasting data is primarily focused on providing textbooks, while demand for essential reading materials (ERMs) is emerging. The ERM demand is driven by what is working and by lessons learned in states where there have been government and partner Early Grade Reading (EGR) interventions. Some state governments are prioritizing ERMs from EGR successful pilots in annual education plans and budgets for scaling procurement and distribution to reach all Local Government Education Authorities (LGEAS), all schools, and every pupil. Other states are integrating ERMs adapted and adopted from EGR pilots from sister states and regions.

Planning

Estimating Demand

Federal and state planning teams described the use of the annual school census (ASC) enrolment data from State Ministry of Education (SMoE) Education Management Information System (EMIS) departments as the main source of government approved data for determining book needs. The ASC uses a unified questionnaire and manual for data to be collected by every pre-primary, primary, junior secondary, and senior secondary school in the country. The ASC provides information on student enrolment, repetitions, transfers in and out of schools, promotion, student drop out, and students with special needs, and on the number of student and teacher core textbooks and teacher guides in English, mathematics, basic science and technology and social studies provided by the government and available in the schools.¹⁰⁶

Federal and donor respondents reported ACS enrolments used for planning as always one year in arrears due to challenges in collecting real-time data. This results in the need to include a 5% addition to current data collection to take into account factors of promotion, repetition, and transfers from other Local Government Authorities (LGAs) or states. The 5% addition further must cover the impact of population growth in school-age populations.

¹⁰⁶ FME, *Manual for School Census Data Collection*.

Table 1-1 presents data from the *Nigeria Education Sector Analysis Report 2021* on eligible school-age and primary education populations for 2010–2019. While the primary education population as a percentage of the school-age population remained steady, in absolute numbers the population increased by 7.5 million over the decade. This represents a 28% increase and a compound annual growth rate of 2.4% on a par with the national population growth rate of 2.6% described in the introduction as the highest growth rate on the continent.¹⁰⁷ The challenge such growth presents is the stress on existing resources, which can result in weakening structures and initiatives. The more pressing need is for accurate data to reflect population growth as well as other school factors of promotion, transfer, and repetition in annual planning and forecasting for ERMs.

Table 1-1. Eligible School-Age and Primary Education Populations 2010–2019

Population in Millions	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
School Age (SA)	82.9	85.2	87.5	89.9	92.4	94.9	97.6	100.4	103.2	106.0
Primary Ed. (PE)	26.1	27.0	27.8	28.6	29.4	30.2	31.0	31.9	32.8	33.6
% Primary Ed.	31.5%	31.6%	31.8%	31.8%	31.8%	31.8%	31.8%	31.8%	31.8%	31.7%

“In Nigeria we use the annual school census as the government-approved data. The association with the ASC is that there are a lot of political challenges on how valid the data were. We had data validation and documentation as part of our work in system strengthening.”—Implementing Partner of Literacy Program, Interview

In federal and state interviews, stakeholders reported on general challenges identified with the ASC data collection processes across states. These included the fidelity of the data collection points—sometimes from the schools, sometimes from the Local Government Education Authorities (LGEAs). Some recounted incidents of data corruption, where entries are purposefully doctored to increase enrolment and resource allocation, resulting in problems of data validity, particularly in the paper-based phase of data collection between schools and LGEA data points. Other stakeholders remarked on the weak operational capacity at the state level of the EMIS data processing phase, with field reports on non-functional software, generator challenges, and obsolete equipment.

Interview observations are corroborated by reports on “national and state level scarcity of reliable data on the number and enrolment status of school-aged children.”¹⁰⁸ The reports concur on fidelity issues of collection processes and reporting. Some states benefit from international development partner support and have more resources “to conduct the ASC using external enumerators to compile [data]

107 FGN, *Education Sector Analysis 2021*, 32.

108 Outhred & Turner, *Prospective evaluation of GPE’s country-level support to education*, 9.

into school/LGEA/state databases,” while others have “collected the data using reports provided by the LGEA.”¹⁰⁹

A broader challenge is data consolidation into a national school database and regularizing national statistical digest publications. The recent *Nigeria Digest of Education Statistics 2019* report has signaled change. **The Director for Federal Ministry of Education Department of Education Planning, Research and Development (FME-EPRD)** described in the report preface “a tremendous improvement in data collection analysis, report, interpretation and dissemination of information.” The use of “various scientific and technological gadgets such as GPS, smartphones, tablets” have simplified data collection, analysis, and reporting “to guide policy and decision making.”¹¹⁰ The modelling of technology enhanced data collection is an emerging trend that addresses the challenges of accurate and real time data collection and is discussed in more detail in Phase 4 on Distribution Management.

In interview, an FME official emphasized other sources of Ministry data that can inform book needs assessment, including the national early grade reading assessments (EGRA) conducted in all 36 states and Federal Capital Territory (FCT). In the 2020 EGRA report, a major finding was the gap between knowledge of the National Policy on Education (NPE) guideline on local language of instruction and school community perceptions of how it should be implemented. Teachers perceived that “local language is taught as a subject in the schools” and parents perceived English as “evidence of quality teaching” and expected that their “children be taught in English, rather than to learn English as a subject in the school.”¹¹¹ It is a finding that can explain low levels of demand for ERMs in local languages by parents and schools.

A Universal Basic Education Commission (UBEC) official described another source for Ministry data in the conduct of a triennial national personnel audit, encompassing data collection visits to all schools in Nigeria, both public and private, to get their details and to set a school enrolment baseline for planning. The personnel audit was established by UBEC to address challenges in school data accuracy similar to challenges described by interviewees and desk reports in this research. The 2019 audit report refers to weak record keeping in schools, resulting in data that were “incomplete, outdated and therefore unreliable and often tainted with political considerations.”¹¹²

The *National Personnel Audit on Public and Private Basic Education Schools in Nigeria (2020)*, the *Nigeria Digest of Education Statistics (2019)*, and the *Early Grade Reading Assessment Using the Nigerian Major Languages (Hausa, Igbo and Yoruba) (2020)* are published on the Federal Ministry of Education website for dissemination to stakeholders, including relevant bodies that plan and produce books.

109 Mai, *Appraisal Stage Program Information Document (PID): Better Education Service Delivery for All Operation Additional Financing*, 41.

110 FME, *Nigeria Digest of Education Statistics*, 2019, 8.

111 FME, DEPRD, *Early Grade Reading Assessment (EGRA) Using the Nigerian Major Languages (Hausa, Igbo & Yoruba)*, 30.

112 UBEC, *2018 National Personnel Audit Report on Public and Private Education School in Nigeria*, 13.

In Sokoto, State Ministry of Education officials described ASC processes involving the use of robust EMIS equipment and working with a network of EMIS officers in all 23 local government education authorities (LGEAs). The officers conduct the ASC with school heads. Data are collected on education indicators of current student enrolment and on student flows (repetition, transfer in, transfer out, drop out). The data collections also include indicators on availability of student and teacher textbooks procured by the government for core subject areas. The officials described the use of EMIS software that integrates features for automatic analysis of data collected on indicators. Data are cleaned and validated by the EMIS team at the state level, with technical support from UNICEF and other partners on data collection, analysis, and usage.¹¹³ However, no data are collected on the lifespan and quality of the books in relation to wear-and-tear of paper, print, script, cover, and binding. It also is unclear whether data are collected on ERMs, as they are not featured under core textbooks (English, mathematics, basic science/ technology, social studies) in the ASC unified questionnaire. And while the ASC is, in principle, conducted annually, there have been challenges with funding and COVID-19–induced school closures. The last ASC conducted in the state was in 2019.

In Adamawa, SMoE officials concurred on data for textbook planning as being guided by enrolment plus performance and output data. The officials described using EMIS functions to enable them “to accurately forecast the need for ERMs.” Yet state challenges of population flux and flows from rural to urban areas make data inadequate. The SMoE team reported problems with how teachers estimate book needs for the coming year, with overestimation or underestimation yielding unreliable data. Other challenges include the lack of trained personnel to handle data analysis processes.

In Ebonyi state, MoE and SUBEB officials confirmed how they depend primarily on school census enrolment data and state book review to make decisions on book quantities and content required. The challenge the state faces on planning for book needs is insufficient finances, with less than 10% (in lieu of 80–100%) of state budgets earmarked for Ministry of Education Activities released and implemented, and less than 2% of what is released earmarked for textbooks. Lack of sufficient funding was a recurrent theme across states. Ebonyi, like the other states, has come to depend on UBEC and World Bank Better Education Service Delivery for All (BESDA) partner funding to support the supply of ERMs in lower primary classes.

Private Sector Publisher Planning

“There is no structured data or research to inform the production of books in the country. There are just no stats about what a publisher produces—no data on books produced in a year. People just produce and sell. No publisher wants to tell you their turnover—what they have sold in a year.”—*Publisher, Interview*

¹¹³ UNICEF, EU, *UNICEF improve school data collection, analysis and usage in north-east Nigeria*.

Households are having to share more of the cost of educating their children. Publisher interviewees spoke to research teams about book demand from private schools and communities as being greater than that of government and public schools for textbooks. Private schools now account for 47% of schools at primary level¹¹⁴ and 60% at secondary level in Nigeria.¹¹⁵ Yet publishers revealed that they conduct little or no market research on purchasing trends by public and private entities. While they are members of publisher, manufacturer, and printer associations, they are not inclined to share knowledge for competitive reasons, as remarked by the interviewee quoted above.

Publishers rely on their individual networks of school marketeers and school enrolment data from SMOE EMIS departments to plan and forecast options for textbook publication that will provide reasonable returns for profit and ensure survival in the business. In interviews, publishers reported challenges they see in education market trends, such as a low culture of reading among youth who are locked into social media, a low demand for supplementary general interest books by parents when they are locked into school textbook priorities, and a low demand for local language materials when they are not part of National Education Research and Development Council (NERDC) curriculum and Universal Basic Education (UBEC) core textbook priorities.

Forecasting

The FRN ESA 2021 reports that Nigeria in 2018 spent N1.76 trillion on education, representing 1.4% of the GDP which is below the average for sub-Saharan Africa of 4-to-6%. Salaries account for 90% of recurrent spending in the country's education sector, leaving only 10% for operations and the acquisition of materials that support learning, such as books, teaching aids, and other resources.¹¹⁶

The financing of public basic education in Nigeria is tied to federal revenues. States and LGEAs receive direct funds from the Federal Account Allocation Committee (FAAC) for financing state sector planning priorities and ring-fencing LGEA payment of teacher salaries. The UBEC-managed Universal Basic Education-Intervention Fund (UBE-IF) is guaranteed a 2% allocation from the Federal Consolidated Revenue (FCR) fund. Out of this fund, 15% is allocated for the provision of core textbooks (four for primary level and five for junior secondary), shared equally among states. The World Bank describes the funding model as procyclical—varying from year to year as revenues vacillate.¹¹⁷ Since 2015, funding flows have been unpredictable due to fluctuations in oil prices. This has resulted in delays and inconsistencies in fiscal transfers to UBE-IF and state funds. Funding delays and inconsistencies have created disruption in planning and forecasting book needs as other resources and recurring cost backlogs (e.g., salaries) take priority for finances.

114 FME, *Nigeria Digest of Education Statistics*, 22.

115 *Ibid.*, 44.

116 FRN, *Education Sector Analysis*.

117 Mai, *Programme Appraisal Document, Better Education Service for All Operation*.

Boosting Demand for ERMs

“Equality and equal opportunity were the rationale for BESDA to intervene in the states—giving equity of access to the literacy interventions in all states. The challenge was to bring books by NEI+, RANA, SENSE to other states. How do we get them to ensure they have them in other states—to ensure they will get materials that are relevant for basic literacy.”

—Universal Basic Education Commission Official, Interview

The World Bank Better Education Service Delivery for All (BESDA) Program for Results (PforR) is a UBEC partnership program for channeling more funds to bolster UBE funding. It operates in fourteen northern states and three southern states identified as having the greatest need in relation to out-of-school learners and literacy learning outcomes. The program was designed to incentivize and provide financial, technical, and administrative support to state systems in prioritizing, adopting, and implementing intensive early grade reading instruction, with appropriate textbooks in Mother Tongue and English. The emphasis was to adopt materials from interventions already implemented in some states and showing valuable lessons and results in literacy acquisition.

The BESDA focus is system strengthening centered on disbursement based on results, not inputs, to enhance evidence-based planning and management. The results cover the three areas of increasing equitable access, improving literacy learning outcomes, and strengthening accountability for better service delivery. The disbursement of funds for book provision is triggered by improved literacy rates in focus states that are measured annually in the Nigeria Education Data Survey.¹¹⁸ The UBEC official, quoted above, described BESDA support to states in addressing perennial challenges in forecasting book needs amid population migrations. The official reported on the use of a formula for calculating ASC previous-year enrolments plus percentage increases “to provide adequately” for school internal intake and promotion and external intake from other government areas and states.

The UBEC BESDA partnership has supported program states in planning processes to adopt and procure ERMs in English and local languages. The materials were developed through interventions in a few states and have undergone processes for curriculum and minimum standards compliance with NERDC, UBEC, and NCCE national institutions, respectively. In 2022, the partnership has supported materials selection, procurement, and distribution in the 17 BESDA focus states across six geopolitical zones, in English and local languages (Hausa in the north, Igbo in the southeast and Yoruba in the southwest).¹¹⁹

Separately, in 2022 an Early Grade Reading (EGR) pre-service package approved for NCCE minimum standards compliance, was in dissemination across 210 Colleges of Education in 36 states and FCT. The focus is to prepare student teachers to teach EGR within a “transitional bi-multilingual education” framework. The framework reflects National Policy on Education stipulations that the medium of instruction must be in the language of the immediate environment of the school in years 1–3 of

118 National Population Commission, *2020 Nigeria Education Data Survey (NEDS) for the Evaluation of Better Education Service Delivery for All (BESDA)*.

119 Yusuf, *Status Result Area 2: Status Report for 17 BESDA Focus States*.

schooling, with transition to English as the medium of instruction from the fourth year.¹²⁰ It further reflects NERDC curriculum stipulations for language coverage of five EGR skills (phonemic awareness, phonics, fluency, vocabulary, and comprehension) in foundational classes.¹²¹

Both developments in teacher education and school EGR package distributions are serving to influence and boost state planning and demand for ERMs.

GBA Findings: Planning and Forecasting—Strengths

- The annual school census, the personnel audit, and the national early grade reading assessments function as data sources to determine needs for book production.
- There is state capacity building with partner support for annual school census data collections, school record systems (digital and paper-based), data analysis, and usage.
- The Federal UBE Intervention Fund (UBE-IF) 15% allocation for instructional materials, shared equally among states, is a guaranteed funding source for book planning.
- The BESDA operation has boosted UBEC UBE-IF and has enhanced state demand for ERMs in local languages and English.

GBA Findings: Planning and Forecasting—Weaknesses

- The ASC exercise is compromised by inaccuracies, issues with fidelity of implementation, incidents of corruption, and politicization.
- No data are collected on the lifespan of books.
- There is little demand for local-language books.
- There is little or no market research on private book demand and book production among publishers.
- There is financial inadequacy to address book needs due to increasing school enrolments, leaner government revenues, and unpredictable partner support.

GBA Recommendations: Planning and Forecasting

Short Term

- That Federal and State MoEs, with support from GBA donors and partners, coordinate and consolidate existing systems for annual school census, biennial EGRAs, and triennial personnel audits into a national school database to better inform federal and state planning and forecasting on needs and priorities for book provision

¹²⁰ FRN. *National Policy on Education (6th ed.)*.

¹²¹ NERDC, *E-Curriculum: Primary 1 English language*.

That donors and partners, including those participating in GBA, collaborate in efforts to support UBEC and BESDA interventions to strengthen systems planning capacity for books. If donor partners can collaborate with Federal and State governments for planning and financing, publishers can plan for consistent, predictable publications.

Medium Term

- That UBEC and SUBEBs place intentional consideration into adopting local-language ERMs into UBE instructional materials funding as a way of broadening the scope of early grade reading materials to reach across states. This step will ensure that both private and public publishers develop ERMs, not just textbooks.
- That donors and partners support Federal and State MoEs to upgrade EMIS system to include indicators for book utilization and condition; to include accurate projections for enrollment, and to provide technical assistance and capacity building for data analysis and timely reporting to inform state and federal planning for book needs and procurement
- That GBA partners encourage and support MoEs and publishers to carry out market research that goes beyond school enrolments and feedback on demand for core textbooks already established - to include monitoring trajectories of government and partner intensive literacy programs and essential reading materials needs to promote and sustain literacy and reading culture

Long Term

- That government and publishers consider developing an open data and information sharing system on book production and sales; if government entities of NERDC, UBEC, and National Libraries afford access to information on books approved, registered, and procured annually, and if publishers and associations share information on education book titles printed and sold for the school and general market annually, this could provide reliable data on public and private book demands and the supply of core textbooks, titles in widely spoken local languages, and titles of general interest books to better inform book planning and enhancement of the ERM supply chain in Nigeria
- That GBA and partners support national research and development institutions to investigate new trends emerging in Nigeria on e-publishing and access to ERMs on digital platforms online, offline, and via mobile devices. There is a need to understand readiness and demand for digital materials by schools, libraries, bookshops, authors, publishers, and curriculum experts with a view to enhancing public and private production of quality digital ERM resources that millions more learners can access and afford.

SCA PHASE 2: TITLE DEVELOPMENT

Title development refers to the creation of texts and books intended to support the acquisition of reading skills in languages children use and understand. The process of title development begins once an author has been selected (or in some cases, a complete manuscript has been chosen for publication) and continues until the final PDFs of the book are sent to the printer. It is a process that calls on the skills of pedagogical experts, writers, editors, graphic designers, illustrators, proofreaders, page layout specialists, and others. The function of title development for Essential Reading Materials (ERMs) can be carried out by publishers—whether state or private—and, as is often the case in developing countries, by donors and Non-Governmental Organizations (NGOs) who step in to provide these materials where they do not exist.

In Nigeria, titles for essential reading materials in English and widely spoken local languages (Hausa, Igbo, and Yoruba) were developed over the past decade through interventions led by language, pedagogical, and communications experts from language institutions and universities, with the support of many NGOs and donors working in country, and with the entrepreneurship and creativity of a growing assembly of private publishers and authors.

The National Education Research and Development Council (NERDC) is responsible for book content review for alignment with national policy on education curriculum objectives, standards, and directives. The Universal Basic Education Commission (UBEC) is responsible for textbook publishing, from procurement to production and distribution.

The Writing of Essential Reading Materials

“Publications are food for the mind; good books are good food for development. For Nigeria to develop, her citizens must be reading and be encouraged to be reading.”
—Higher Education Institution Communications Expert, Interview

According to interview responses from Federal Ministry of Education (FME) stakeholders, the creation of teaching and learning materials in Nigeria has been led by private publishers and authors. In interviews, representatives of publishing houses reported specializing in the development of textbook titles for the education market in early childhood, primary, and secondary grades, with less focus on tertiary levels. They related how they work with local authors to develop materials aligned to the Nigerian Educational Research and Development Council (NERDC) curriculum. Publishers and authors write titles for submission to NERDC assessment for curriculum compliance approval and subsequently to the State Education Resource Center and Book Committee for consideration towards recommendation and selection for national and state procurement book lists. They concentrate on textbook production allied to Federal Universal Basic Education Commission (UBEC) and State Universal Education Boards (SUBEB) procurement for core subjects—English studies, mathematics, basic science and technology, and social

studies. The publishers reported some interest in the production of supplementary reading materials in fiction, such as storybooks, story series (moral and uplifting tales), traditional stories, songs, drama, and poetry, and in nonfiction informational titles or titles in new and emerging subject areas, such as information technology (IT) and reasoning skills in mathematics and science. There was little evidence in the publisher discourse, however, on production of literacy textbooks of levelled and decodable reader types. Moreover, some of the publisher descriptors of supplementary reading materials seemed more aligned to curriculum textbooks for supporting subject teaching in language (plays, poetry), science, technology, and mathematics (reasoning skills, IT) rather than general interest reading books to be used for practice and promoting a culture of reading beyond the textbook.

On title development languages. Publishers interviewed at the federal level reported textbook development to be primarily in the English language, with a small number of texts in the three most widely spoken local languages (Hausa, Igbo, and Yoruba), in French and Arabic subject areas, and in other languages—mainly for translated works of religious texts. The books are primarily produced for the teaching and learning of languages as a core subject, whether English, the three most widely spoken languages, or French and Arabic.

On English Language ERMs. UBEC stakeholders reported the development of English ERM pupil and teacher books through the *Jolly Phonics* partnership with Universal Learning Solutions (ULS), funded by Global Partnership in Education (GPE). The *Jolly Phonics* program is in a **sustainability phase scale-up** across all 36 states and Federal Capital Territory, while the ULS partner notes that “there is still a long way to go before it is truly embedded into Nigeria’s schools.”¹²²

On Local Language ERMs. the UBEC interviewees confirmed development of Hausa, Igbo, and Yoruba literacy ERM titles of levelled and decodable learner textbooks/workbooks, supplementary readers, and teacher guides through partnership **intervention pilots**, mainly in northern states such as the Northern Education Initiative Plus (NEI Plus), with USAID funding, and the Reading and Numeracy Activity (RANA), with UNICEF/DFID funding.

Table 2-1 shows English and local language programs in pilot and scale-up phases where ERM book development reflects a nascent field dominated by project interventions.

The book distribution figures are unclear, as they cater to different levels (*Jolly Phonics* to P-1; NEI Plus and RANA to P1–P3), different time frames (10-year, 5-year, and 2-year projects), and are in different phases of expansion.

Nevertheless, the Federal Ministry of Education (FME) has copyright of *Jolly Phonics* titles and Creative Commons licenses for NEI Plus and RANA titles. The Ministry is using the proprietary and open licenses for current phases of reproduction and scaling of literacy ERMs through the UBEC and World Bank Better Education Service Delivery for All (BESDA) Intensive Literacy Program (ILP).

122 *Jolly Phonics, The Jolly Phonics Project in Nigeria: Impact Report August 2010–January 2019*, 3.

Table 2-1: Project Examples—Book Development & Distribution

ERM Interventions	Language	Book Development	Book Distribution	Status
NEI Plus	Hausa, Igbo, Yoruba	Mu Karanta (Let's Read) P1–3	9,000,000	Pilot—2 states
RANA	Hausa	Littafin Karatu da Lissafi a Bayyane (Reading and Maths) P1–3	Not available	Pilot—2 states
Jolly Phonics	English	Pupil's Phonics Book P1–3	4,000,000	Scale-up—37 states

At state level, there were similar patterns of title development. In Sokoto northwestern state, authors reported writing books in Hausa (the local language) that were mostly novels, history, or religious books and not children's books. They reported not being encouraged to write in Hausa due to parental and school preference for children to learn to read in English rather than in the mother tongue they already know.

In Ebonyi southeastern state, publishers reported a vast market for early grade ERMs, while the publishers were dependent on materials for this level imported through Lagos. With exchange rates rising, book production and supplies were reported as low. SUBEB stakeholders related the introduction of *Jolly Phonics* titles, through the national UBEC ULS partner program, as a response to school community requests to support pedagogy, curriculum, and ERMs for learning to read in English. The state, like others that have limited production in early grade reading materials in English and local languages, have worked with the SMOE Education Resource Center and the BESDA program to check, identify and select ERM titles from sister states where materials have been produced, piloted, and shown impact in learning outcomes.

In Adamawa northeastern state, publishers reported engaging experts for local language materials writing and hiring freelancers for graphic design, providing on-the-job training to boost capacity. They raised concerns, however, about mobility of labor, where trained young personnel leave the industry due to low motivation.

In Ibadan, hub of the publishing industry and capital of Oyo southwestern state, booksellers reported mixed trends in sales of reading materials. One bookshop manager spoke of popular demand for international and national classic titles in English, citing the "Enid Blyton" series (stories around English themes) and the "Lantern" series (stories around Nigerian themes) as still being popular more than 50 years after their first publication. A bookshop management team reported having hundreds of books by indigenous and foreign authors in their stock. The majority of titles were in English, followed by Yoruba, French, and Igbo (with fewer in Hausa), and they were mostly for secondary and tertiary levels. The team noted issues in carrying education textbook stock for primary level. In a landscape of many authors and changing book titles on approved lists, the team perceived risks of book obsolescence leaving booksellers with unsellable books. In an interview, an official from the Nigerian Educational

Research and Development Council (NERDC) explained how book review is a continuous exercise, as it is impossible to review all titles for every level of education at one time. The challenge is exacerbated in an industry that is privately driven, where publishers must subject their books to NERDC review. This is integral to the standing policy of book compliance with the national curriculum standards that orientate the contents of what gets into the schools.

The challenges in title development for reading materials in languages that children can use and understand were reflected in national and regional evaluation and survey reports

A USAID 2016 Northern Education Initiative Baseline survey carried out in Sokoto and Bauchi states, where Hausa is the predominant mother tongue language, confirmed a lack of instructional materials in local language in the early primary 2 (P-2) level of basic education. More than 90% of the P-2 children in classrooms observed did not have a Hausa language book, while head teachers and teachers also reported they did not have adequate materials for teaching and learning Hausa. Children also reported that in the home very few learners practiced Hausa or were read to every day. Roughly half of students' homes in both states contained no reading materials besides their schoolbooks.¹²³

A USAID 2016 Survey of Children's Reading Materials in African Languages in Eleven Countries listed 364 titles identified in the Nigerian survey, spread across six local languages. The survey countries were drawn from eastern, western, central, and southern regions of sub-Saharan Africa, namely the Democratic Republic of the Congo (DRC), Ethiopia, Kenya, Malawi, Mali, Mozambique, Nigeria, Senegal, Tanzania, Uganda, and Zambia. In Nigeria, the bulk of the books encountered in African languages were in the three local languages most widely spoken of Igbo (34%), Yoruba (29%), and Hausa (25%) (total 88%). The remainder were in Fulfulde (Adamawa) (3%), Ijaw (2.5%), Fulfulde (central) (1.4%), English (12.4%), and French (1.6%). The English and French books were identified as shell books (for adaptation or translation to another language) and were not the main target in the survey. Of all the titles, 292 (80%) were textbook-related books (student reading or primer textbooks, student workbooks, and teacher manuals) and the remaining were non-textbook supplementary readers (narratives, informational materials, references, or other supplementary types such as poetry, songs, riddles, or proverbs). Nigeria had the lowest level of non-textbooks out of the 11 countries surveyed.¹²⁴

The majority of the titles were located by the survey researchers at publishers (150=41%) and bookshops (131=36%), as opposed to schools. The books were mostly aimed at upper primary- and secondary-level students. There was a lack of titles for early primary levels 1–3, in the form of children's reading textbooks, supplementary readers, and teacher guides to support national policy on education requirements for learning through the local language of the school environment.

123 USAID, *Creatives, Northern Education Initiative Plus: Early Grade Reading Baseline Assessment*.

124 USAID, *Survey of Children's Reading Materials in African Languages in Eleven Countries: Annex G. Summary of the Early Grade Reading Materials Survey in Nigeria*.

“There are a lot of things that children need to learn—from books. There are so many divides in our society that can come out of natural conversations between a parent and child—saying things about someone that categorizes them as different. Books help them to see and understand how to live in harmony; to respect differences and learn from the diversity of people.”—*Author, Interview*

In publisher and author interviews at national and state levels, several factors were identified throughout discussions that contributed to the paucity of non- textbooks in the Nigerian book market, such as novels about social development issues in the author’s quotation above. Stakeholders identified low authoring capacity for the development of children’s books, particularly for the early grades and in mother tongue languages children can understand. They described technical needs for strong editing support and for addressing the varying quality of other specialist fields of illustration and graphic design. They reported low demand for books in local languages. They spoke about parents and schools prioritizing the purchase of textbooks on the approved curriculum list, with little demand for books of general interest. And finally, they reported little or no demand for adapted book formats in braille, audio, and video formats for children with visual, hearing, and learning special needs. On the other hand, several publishers indicated willingness to offer their materials for adaptation in other formats. A few publishers described various informal supports for special needs materials production, including attending conferences, supplementary titles they have in stock with themes on inclusion, on pedagogies for teaching sign language, story series on children with physical and learning disabilities, giving permission to NGOs to use soft copies of their titles for print reproduction in Braille, and on discussion with authors to produce materials for thematic areas in special needs education.

Title Development in a Decade of Projects

One of the key challenges for ERM title development, as reported in interviews, has been the integration of early grade reading (EGR) within the English studies curriculum. There are no periods for reading as a subject and little observation of library reading programs in school timetables. ERMs, particularly in local languages, have not been well enunciated in national and state book procurement selection and publisher production. Rather, individual projects have taken the lead in developing ERMs for primary level.

Though early grade reading is a nascent field in Nigeria, there have been great efforts to improve reading skills and to develop ERMs for this area over the past decade.¹²⁵ The actual creation of EGR materials has shifted from private publishers to government institutions of the NERDC, the National Institute for Nigerian Languages (NINLAN), and the Nigerian Center for Reading Research and Development (NCRRD), working with national and international experts in donor-funded partner projects. Materials have been developed with an assembly of reading stakeholders, linguistic and reading experts, lecturers and teachers, and authors and writers. The materials produced were culturally adaptive, zonally nuanced, aligned to the early-grades curriculum, informed by research,

¹²⁵ Evans, *Desk review of 2011-2018 reading assessments, What we know about Nigerian Children’s Reading*.

created using a standards-based approach, and written in the three most widely spoken local languages of Hausa, Igbo and Yoruba and in English.

The materials responded to regulation frameworks of the NERDC book review criteria, the National Policy on Education medium of instruction requirement, and the National Reading Framework with standards adopted from the global literacy framework and illustrative examples of texts in the ten network languages of Nigeria.¹²⁶ The ten network languages include English as the official language of Nigeria, Hausa, Yoruba, and Igbo as the three languages of wider communication at national level, and Edo, Efik, Kanuri, Fulfulde, Tiv, and Ijaw, as the six languages of wider communication at zonal level—with populations of speakers for each language ranging from 2 million to 60 million.¹²⁷

126 NERDC, *National Reading Framework*.

127 USAID, RTI, *Survey of Children's Reading Materials in African Languages in Eleven Countries: Annex G. Summary of the Early Grade Reading Materials Survey in Nigeria*, 182.

Table 2-2 summarizes recent and current ERM development activities discussed by stakeholders during Federal and State interviews and focus group discussions.

Table 2-2: A Decade of ERM Projects

Organization	Activity
<p>Nigerian Educational Research and Development Council (NERDC) <i>Established 1988</i></p> <p>Nigerian Language Center (NLC)</p>	<p>The NERDC is the primary government body engaged in language policy and implementation. The NERDC and its Nigerian Language Center coordinates and approves language development efforts among Nigeria’s language communities, including orthography and curriculum development in Nigerian languages. Working alongside national institutions, communities of speakers, and various intervention projects, the NERDC has approved orthographies of up to 52 Nigerian languages from a spectrum of 526 known indigenous languages.¹²⁸</p> <p>In a group interview with NERDC officials, the following observations emerged on local languages, their use in instruction, and book development:</p> <p><i>“While there are over 500 local languages, most of them do not have orthographies. ... So the use of the three [most widely spoken] languages as languages of instruction is a far cry from the national policy, where the guideline is to use the language surrounding the environment of the school. ... The three [most widely spoken local languages] are Hausa, Igbo, and Yoruba—and these are the ones in which the materials are developed.”</i></p>
<p>National Institute for Nigerian Languages (NINLAN) <i>Established 1993</i></p> <p>PARTNERS:</p> <p>Linguistic Association of Nigeria (LAN) <i>Founded in 1980</i></p> <p>National Education Research and Development Council (NERDC) <i>Established 1988</i></p>	<p>NINLAN works in collaboration with NERDC and LAN to develop and implement the various language provisions in the National Policy on Education and the Constitution, including their applications to education, government, and public life.¹²⁹</p> <p>NINLAN conducts language- mapping orthographies for book development in the national languages. In interview, a NINLAN official and linguistics expert commented:</p> <p><i>“Members from different parts of the country are continually making (mapping) submissions and we are hoping to improve what is available at the moment. It is not released to the public—as government needs to do due diligence.”</i></p> <p>The current focus is on the ten network languages scope and sequence development by experts and partners, sourced through local language associations, to broaden the creation of early- grade materials in these languages.</p>

128 Trudell, *Language and education in Nigeria*, 12.

129 Ibid.

Organization	Activity
<p>American University of Nigeria Enabling Writers Project 2017–2018</p> <p>FUNDER: USAID</p> <p>PARTNER SUPPORT: All Children Reading: A Grand Challenge for Development and the Reading within Reach (REACH) initiative</p>	<p>The Nigerian Enabling Writers Project (EWP) workshop program was a grassroots writing and book production effort facilitated by the American University of Nigeria (AUN).¹³⁰ The workshop was a success, with the development 200 high-quality books in Hausa that supported reading instruction and with the publicly available Bloom book writing software:</p> <ul style="list-style-type: none"> ➤ 50 decodable texts—simple, single-word to short-sentence texts for the beginning reader; and ➤ 150 leveled texts—texts grouped at increasingly difficult levels for the emerging reader at four levels.¹³¹ <p>The workshop program involved partnership engagement of the Nigerian Educational Research and Development Council (NERDC), the Northern Education Initiative Plus (NEI Plus), and the Reading and Numeracy Activity (RANA).</p> <p>The workshop drew on (1) writers who had worked on other Hausa EGR material development projects (NEI Plus and RANA); (2) Hausa language teacher trainers from Colleges of Education; (3) librarians from Community Children Libraries; (4) primary school teachers who participated in the AUN/USAID Technology Enhanced Learning for All (TELA) Project; and (5) Hausa language experts (consultants for NERDC).</p> <p>The process enabled development and endorsement of new and existing ERM resources, using four guiding tools: (1) EW Hausa phonics scope and sequence (NEI Plus); (2) levelling document (NEI Plus); (3) sample texts (TELA/NEI Plus/RANA); and (4) Bloom mother tongue book production software tool from SIL International.¹³²</p> <p>In interview, an EWP official and EGR expert noted:</p> <p style="padding-left: 40px;"><i>“The EWP resources were developed under Creative Commons. They are available to whoever needs the books—to use, translate, adapt, with provision for attributions.”</i></p> <p>The workshop recommendations for scale-up were: (1) mass production of books for learner access in urban, rural, and hard-to-reach areas; (2) involvement of UBEC for production and distribution across states; and (3) partnership (NERDC, UBEC, SUBEBs) to build teacher capacity to continue to produce reading materials.</p>

130 GRN, *The Enabling Writer’s Workshop Experience in Nigeria*.

131 Malagwi, *Lessons Learned from a Structured Leveled and Decodable Book Writing Program Using Bloom: The Enabling Writers Workshop Experience in Nigeria*.

132 SIL International, *About Bloom*.

Organization	Activity
<p>The Nigerian Centre for Reading Research and Development (NCRRD) <i>Established 2017</i></p> <p>FUNDER: USAID</p> <p>PARTNER SUPPORT: Florida State University (FSU) Tallahassee, USA</p>	<p>The NCRRD was established as a collaborative project between Bayero University Kano (BUK) and Florida State University. The Centre was established to promote the teaching of effective reading skills as the foundation for learning at all levels of education in Nigeria.</p> <p>Since 2019, the NCRRD has instituted the <i>Annual National Conference on Children’s Books and the Teaching of Early Grade Reading</i> in Nigeria.</p> <p>In an interview at the third conference, on the theme of “Children’s Books as Tools for the Effective Teaching of Reading Skills in the Early Grades in Nigeria,” an NCRRD official and language expert discussed the following Centre plans to support the development of children’s books:</p> <ul style="list-style-type: none"> ➤ To train writers and publishers on children’s book development through workshops and seminars, working with the Association of Writers and Authors ➤ To create a forum for writers, publishers, teachers, and government agencies in education to come together to see the need for paying attention to the development of appropriate teaching and learning materials for children
<p>Reading and Access Research Activity (RARA), <i>2014–2015</i></p> <p>Bauchi, Jigawa, Kaduna, Kano, Katsina, and Sokoto states</p> <p>FUNDER: USAID</p> <p>PARTNER IMPLEMENTER: RTI</p>	<p>RARA was developed as a research project, with activities designed to provide stakeholders with a better understanding of effective instructional approaches in the Hausa-language context of northern Nigeria.</p> <p>The intervention included the development of materials for teaching and learning Hausa in the early grades; training teachers and supervisors to use the materials in the classroom; and training supervisors to serve as reading coaches to provide in-classroom pedagogical support to teachers.</p> <p>In interview discussions, one Development Partner recounted how</p> <p><i>“RARA had teacher guides, unlike previous materials, which had no pedagogical guides.”</i></p>

Organization	Activity
<p>The Reading and Numeracy Activity (RANA) 2015–2020</p> <p>Katsina and Zamfara states</p> <p>FUNDER: DFID and UNICEF</p> <p>PARTNER IMPLEMENTER: FHI 360</p>	<p>Building on the RARA research and materials development, the RANA project provided literacy and numeracy instruction in P1–P3 in both public schools and integrated Koranic schools, with the goal of increasing literacy outcomes for learners, and for girls in particular.¹³³</p> <p>The project activities included Hausa-language materials development in P1–P3, and teacher training. In addition, RANA developed a series of more than 50 Hausa read-aloud stories with numeracy themes, using them to teach numeracy to 50,000 students in 199 schools.</p> <p>A development partner, reported how project materials were being adapted for other states and explained the complex nature of the adaptation process:</p> <p><i>“The Kanuri Arithmetic and Reading project (is) adapting RANA Hausa materials to Kanuri—the leveling process is complex, where Kanuri and Hausa have much longer vocabulary and structure. ... The plan is to build on material resources in the space and make them more suitable for context.”</i></p>
<p>Strengthening Education in the Northeast Nigeria States (SENSE) 2019–2022</p> <p>Adamawa and Gombe States</p> <p>FUNDER: USAID</p> <p>PARTNER IMPLEMENTER: American University of Nigeria, Atiku Institute</p> <p>PARTNER SUPPORT: American Institutes for Research (AIR)</p>	<p>The Strengthening Education in the Northeast Nigeria States (SENSE) project began in 2019, with the ambitious goals of helping 200,000 children improve reading and equipping 5,000 teachers with the skills to impact education in Adamawa and Gombe states.¹³⁴</p> <p>SENSE’s approach to improving learning outcomes was developed by the American University of Nigeria, Atiku Institute (AUN-AI). The AUN in 2017/2018 was contracted by the Global Reading Network (GRN) to develop reading materials in Hausa for Hausa-speaking countries of West Africa.</p> <p>The SENSE project adopted the Hausa language, widely spoken in northern Nigeria, as the language of instruction to enable students to learn in their mother tongue, with the hope of seamless transfer of literacy skills to English. For the Nigeria context, SENSE supplied teaching and learning materials.</p> <p>In an interview, an implementing partner and linguistics expert commented on ongoing materials development in local languages in the Institute.</p> <p><i>“We also have supplementary readers in both Hausa and Fulfulde language for Early Grade Readers, which we develop as a university, without any donor funding.”</i></p>

133 DFID, UNICEF, *The Reading and Numeracy Activity (RANA)*.

134 AUN, IA, *Strengthening Education in North East Nigeria States*.

Organization	Activity
<p>National Education Initiative Plus (NEI Plus) 2015–2021</p> <p>Sokoto and Bauchi States</p> <p>FUNDER: USAID</p> <p>PARTNER IMPLEMENTER: Creatives Associates International</p> <p>PARTNER SUPPORT: Education Development Center</p>	<p>The NEI Plus project, with funding support from USAID, aimed to significantly improve reading outcomes among more than one million children in schools, as well as more than 400,000 out-of-school children in approximately 11,000 non-formal learning centers (NFLCs) in Sokoto and Bauchi states.¹³⁵</p> <p>The project’s Hausa- and English-language program was designed as a mother-tongue–based early reading program for P1–P3 (<i>Mu Karanta!</i>), with transition to English-language reading in P2 and P3 (<i>Let’s Read!</i>).</p> <p>NEI Plus collaborated with NERDC and the National Commission for Colleges of Education (NCCE) to develop a national reading framework. The project built up a cadre of 45 Master Trainers from the six regional zones. In 2021, the Intervention successfully advocated with the NCCE for the integration of early grade reading as part of the national minimum standards for pre-service education. In January 2021, sets of the project ERMs in Hausa, Igbo, and Yoruba national languages, teacher educator modules, and student- teacher workbooks were disseminated in a program of capacity building for teacher educators in all 210 colleges of education in the 36 states and FCT.</p> <p>During an interview, a development partner representative, commented on the ongoing momentum for scaling materials beyond the site of intervention:</p> <p><i>“The NEI Plus has scaled up within the states of intervention and to other states where we have not intervened. We have provided technical support indirectly, using the already trained Master Trainers in those states where we have worked, in Bauchi and Sokoto.”</i></p>

135 USAID, *Northern Education Initiative Plus: At a Glance*.

Organization	Activity
<p>Jolly Phonics <i>Initiated 2006</i> <i>36 States and FCT</i></p> <p>FUNDING UBE</p> <p>Global Partners in Education World Bank (WB) –Better Education Services for All (BESDA)</p> <p>IMPLEMENTER: UBEC</p> <p>PARTNER SUPPORT: Universal Learning Solutions (UK), Universal Learning Solutions Initiative (Nigeria)</p>	<p>Since 2012, the Jolly Phonics Project in Nigeria has been implemented under a partnership between the Universal Basic Education Commission (UBEC) and the Nigerian arm of the organization, Universal Learning Solutions (ULS) Initiative, and with funding support from the Universal Basic Education Intervention Fund for materials support and teacher training. <i>Jolly Phonics</i> is a child-centered approach to teaching English literacy through the systematic synthetic phonics method.</p> <ul style="list-style-type: none"> ➤ In 2018, UBEC and the ULS Initiative partnership received funding support from the Global Partnership for Education to scale the distribution of <i>Jolly Phonics</i> materials and teacher training to all states in Nigeria. In 2019, the teacher training program reached its final two states of Adamawa and Ebonyi.¹³⁶ ➤ The publisher of <i>Jolly Phonics</i>, Jolly Learning, donated almost 4 million pupils books to UBEC that were adapted for the Nigerian context. The publisher has contributed a license to UBEC to continue printing the pupil books, which UBEC has continued to do with UBE-IF and WB finance support through the Better Education Services for All (BESDA) program. ➤ In 2021, speaking at an event to mark the 15th anniversary of the program, the Executive Secretary of UBEC described how the introduction of <i>Jolly Phonics</i> aided the teaching of 144,000 teachers in Nigeria; 5,755 UBEC, SUBEB, and LGEA officials were trained, while millions of children were empowered to read and write across the 36 states of the federation.¹³⁷
<p>Sokoto State <i>2021–2022</i> <i>Academic Year</i></p>	<p>The Sokoto state government has adopted the use of the NEI Plus-created EGR materials across the state due to their effectiveness in improving reading outcomes; the materials are currently in use in the schools and NFLCs.</p> <ul style="list-style-type: none"> ➤ The state has committed its own resources in the procurement of the EGR materials, during and after the NEI Plus intervention. ➤ In the 2021–2022 academic year, it has committed over N800 million in the procurement of EGR materials, through Better Education Service Delivery for All (BESDA). The projected budget for the procurement of EGR materials is around N5.04 billion for the next five years.

136 Jolly Phonics, *The Jolly Phonics Project in Nigeria: Impact Report August 2010–January 2019*.

137 Afro News: Nigeria. *Jolly Phonics Program Aided Training of 144,733 Teachers in Nigeria*

Organization	Activity
<p>Ebonyi State 2021–2022 Academic Year</p>	<p>In 2021, Ebonyi State used BESDA state funds to procure ERMs in English and Igbo to facilitate language and reading learning in the early grades. The materials included <i>Jolly Phonics</i> materials developed through the UBEC-ULS partnership and Igbo “<i>Ka anyi gụọ</i>” (“<i>Let’s Read</i>”) materials developed through the NEI Plus intervention.</p> <p>During interview, a SUBEB official, made the following comments on the gradual adoption of ERMs in English and local language that were informed by results.</p> <p><i>“Before going into NEI Plus ‘Ka anyi gụọ,’ we used the Jolly Phonics materials in primary classes. Using the two materials improved the literacy levels in the state. In the [NEDs] survey¹³⁸ we saw there was improvement in literacy in the state.”</i></p>
<p>Adamawa State 2021–2022 Academic Year</p>	<p>Adamawa state has procured ERMs through BESDA state funding, covering <i>English Jolly Phonics</i> and SENSE and RANA textbooks in Hausa.</p>

Quality Assurance, Scaling, and Policy

“Early grade just got infused into the NCCE minimum standards—with the coordination of NEI Plus. The process started earlier with other partners. The content with USAID NEI Plus was more robust and comprehensive—so the decision was to bring [it] into the minimum standards and to nationally pilot the EGR standard in initial training.”

—National Commission for Colleges of Education Official, Interview

Much has been achieved in the maturation of ERMs in English and local languages projects building on previous interventions over the last decade. A pivotal milestone was the Enabling Writers (EW) Workshop facilitated by the American University of Nigeria in 2017–2018 in partnership with the Nigerian Educational Research and Development Council (NERDC), the Northern Education Initiative Plus (NEI Plus), and the Reading and Numeracy Activity (RANA). What was important was the use of materials and tools from earlier programs to develop new titles based on best practices and national and global literacy standards¹³⁹ with “quality assurance processes applied in every stage of book creation, including through a rigorous field testing process in schools.”

138 NPC, *Nigeria Education Data Survey (NEDS) for the Evaluation of Better Education Service Delivery for All [BESDA] Operation 2*.

139 USAID, UIS, FCDO, The Bill and Melinda Gates Foundation, ACER, WB, *The Global Reading Framework*.

The EW quality assurance processes included

- preparatory work with the MOE to establish letter scope and sequence and book leveling criteria reflecting the NERDC national reading curriculum;
- book drafts subjected to multiple content reviews, including for context relevance, story sequence and illustrations, gender inclusiveness, and appropriate representation of individuals with disabilities;
- field testing with teachers and students to provide feedback on the appropriateness of the books for the target group and for instructional use.

The process is described as “an evidenced-based approach”¹⁴⁰ that has contributed to subsequent reading and policy initiatives inclusive of the successful integration of robust ERM materials into the national minimum standards for primary teacher’s National Certificate in Education (NCE) and subsequent integration into coursework of 210 Colleges of Education initial training as described in the quotation above.

On policy, the multiple reading interventions described in **Table 2-2** have contributed to the development of the *2021 National Reading Framework (NRF)* that was led by the NERDC in collaboration with stakeholders and partners (USAID, UNICEF, FCDO). The NRF core is a National Evaluation Framework for Reading (NEF-R), “a blueprint that clearly outlines the reading skills that must feature in any reading curricula, textbooks, and other reading materials.”¹⁴¹ In her examination of reading-related assessments carried out since 2011 as a contribution to the NRF, Evans (2020) clarified findings that “pupils that benefit from reading interventions score higher on assessments of foundational reading skills than pupils in schools that have not benefited from such interventions” and that factors influencing the outcomes included pupils who “are having greater access to grade- and language-appropriate materials (i.e., Hausa and English reading books and textbooks); are encouraged to take their books home to practice reading; have access to reading materials in the home, someone at home who can read, read at home, and have a quiet place to read in the home.”¹⁴² The reading interventions are finding continuity in current programs such as Leveraging Education Assistance Resources in Nigeria (LEARN) to Read Activity (2022 - 2027) funded by USAID and Partnership for Learning for All in Nigerian Education (PLANE) (2021–2028), funded by FCDO.

Interviewees, however, reported continuing challenges of overlap among partner approaches in the ERM book development, with a requirement for harmonization of approaches in alignment with curriculum and policy. As such, the status of national regulatory frameworks awaiting approval or implementation is critical—inclusive of the National Book Policy (draft) and the National Reading Framework (recently approved) for defining book production standards, teachers’ standards, learner reading benchmarks, readability, and functional guidelines for ERM development.

140 Abdul, *Early grade reading materials developed for Nigerian students*.

141 NERDC. *Draft National Reading Framework*, 4.

142 Evans, *Desk review of 2011-2018 reading assessments, What we know about Nigerian Children’s Reading*.

GBA Findings: Title Development—Strengths

Creation of ERM materials

- **Book development**—Private publishers, authors, practitioners, reading and language experts, lecturers, teachers, writers, and national and international partnership initiatives (NERDC, NCRRD, NEI Plus, NINLAN, RANA, SENSE, FSU) contribute to ERM development in Nigeria.
- **Quality**—The quality of the materials development, particularly that of government-partner interventions, has matured over the past decade to standardized approaches that are culturally adaptive, have nuanced zonal differences, align to national curricula, and are informed by research.
- **Regulation frameworks**—The NERDC and UBEC book review criteria and the National Policy on Education medium-of-instruction language stipulations support the creation of quality essential reading materials in a language that children can understand.
- **The National Reading Framework (NRF)**—The development of the NRF with reading standards based on the adoption of the global literacy framework, reading benchmarks, and network language text examples, provides clear goals and guidelines for materials development.
- **Language**—The current focus on development of learner textbooks and teacher guides in local languages is a step in the right direction.
- **Copyright and licensing**—The provision of open-source materials and Creative Commons Attribution licensing for material development and adaptations makes accessibility to these materials easy, with no-cost/low-cost reproduction.
- **Capacity of writers/illustrators for EGR**—The capacity of a first cohort to develop EGR materials was built through cycles of interventions such as RANA, SENSE, NEI Plus.
- **The establishment of the Nigerian Centre for Reading Research and Development (NCRRD)** is advantageous for sustaining the development of ERM materials through the NCRRD Annual National Conference on Children’s Books and the Teaching of Early Grade Reading in Nigeria—connecting writers of cultural stories with expert linguists, early childhood pedagogists, researchers, and publicists.

GBA Findings: Title Development—Weaknesses

Book development and expertise

- A major challenge of ERM development in Nigeria is the scarcity of books and specialists for early grade reading (EGR) materials development, which has been carried out through donor and partner interventions almost exclusively.
- There is a lack of qualified writers with the knowledge and skills to develop EGR materials aligned to national curriculum and international standards

- There is an absence of will to adopt local languages in the production of reading materials
- There are limited reading titles for lower primary and younger readers in general
- There is an apparent lack of quality control by editors as perceived by authors
- There is a lack of funding and incentives for young writers to enter the field of ERM in a publishing house climate focused almost exclusively on textbooks
- The general lack of demand for ERMs is linked to market fixation on core curriculum textbooks
- Local languages are not evident in publishing for early primary reading materials. The predominant development is for local language subject materials for senior primary.
- There are limited or no materials for children with special needs.

Absence of Quality Control System

- Authors and illustrators lack the capacity to develop quality materials aligned to an EGR curriculum and a standards-based approach.
- There is a scarcity of EGR reading specialists and the institutional and professional support required for children's-book writing.
- There is confusion involving skills systems and differing pedagogical approaches in phonics teaching and learning, e.g. local language and English language phonics programs

Regulation frameworks

- The National Book Policy has been drafted, but not yet ratified.
- There are gaps in Early Grade Reading in local languages implementation under the English Language Arts curriculum and Policy on Education implementation of local language of instruction in lower grades.

EGR curriculum status

- There are challenges in relation to benchmarks and assessment; there is no comparative tool to determine whether readers have achieved desired reading skills or ability for their primary level.
- Science and social studies are taught in English, which disrupts the intention for teaching core curriculum subjects in a local language that a child knows and understands in early primary classes.
- A lack of synergy between the major government agencies NERDC and NINLAN due to different mandates. This has a negative effect on ERM development and implementation.

Copyright and licensing procedures

- International publications with proprietary rights, such as Jolly Phonics or EDC supplementary readers, cannot be copied and disseminated freely.

GBAIA Recommendations: Title Development

Short Term

- That GBA partners support FME and NERDC in dissemination of government policies on EGR, languages of instruction, and guidelines for book development for early grade ERMs in national workshops, forums, and conferences for public and private partnership discourse—such as the national book fair and the national conference for children’s books and the teaching of early grade reading in Nigeria.
- That UBEC and SUBEBs prioritize ERM in a language familiar to children and seize the opportunity to scale up Hausa/Igbo/Yoruba materials with funding interventions such as *Better Education Delivery for All* for selecting and printing EGR local-language books.
- That Government Curriculum and Linguistics Institutions (NERDC, NINLAN and others) and partners allocate time to field-test materials developed through pilot interventions in northern states and translated for expansion through the three most widely spoken languages (Hausa, Igbo and Yoruba), and revise them for appropriation and alignment with zonal and state contexts.
- That federal, state, and local governments and Intervention agencies give priority to the development of reading books in a universal design for learning that enables learners to access materials in different formats, i.e. audio and video options for screen reader and sign language narration in local language alongside the written and braille textbooks to benefit learners with visual and hearing impairments.

Medium Term

- That the NERDC lead the legalization and implementation of the National Book Policy (draft) and the National Reading Framework (approved), which include guides for a standards-based approach in early grade reader production with criteria for development of grade-level texts and examples of texts in ten network languages.
- That GBA partners support MOE, NERDC and UBEC to build cooperation networks of publishers, experts in education, reading, and pedagogy, NGOs, and donors to exchange knowledge and harmonize courses for developing ERMs that are aligned to curriculum and standardized approaches for developing decodable and levelled readers.
- That GBA partners support the NCRRD and other national institution reading forums for publishers, authors, educationists, and experts to share, to network, and to celebrate successful works for various genres of ERM writing—education texts, supplementary, special interest, and general interest books, books formatted for special needs, and digital e-book production.

Long Term

- To ensure the availability of materials in widely spoken local languages, that national research and development institutions of NERDC, NINLAN, AUN-AI (and others) and partners expand the creation of ERMs to include the ten network languages with orthographies,¹⁴³ scope, and sequence recognized and developed by experts. That there is expansion over time in repeated cycles of ERM development in network languages, gradually supplementing older materials with standardized materials and harmonizing materials developed through various interventions.
- That GBA partners support MoE and NERDC in strategy for ERM in local languages development, with a focus on the need to build a cadre of experts, to involve publishers in the strategy, and to encourage publishers and authors to collaborate in developing ERM materials.

143 The ten network languages include English as the official language of Nigeria, Hausa, Yoruba, and Igbo as the three languages of wider communication at national level, and Edo, Efik, Kanuri, Fulfulde, Tiv, and Ijaw, as the six languages of wider communication at zonal level.

SCA PHASE 3: PUBLISHING AND PRINTING

Publishing generally encompasses the contracting of authors and all the steps described in the previous section, Phase 2: Title Development (writing, editing, illustrating, graphic design, and page makeup). It also includes the ownership, licensing, and marketing of the intellectual property. In the case of a private-sector publisher, publishing is a for-profit business. The more common publishing and printing format in Nigeria is private publishing aligned to national curriculum and state book selections. The Nigerian Educational Research and Development Council creates the curriculum and assesses textbooks developed by publishers for curriculum compliance.

Printing refers to the manufacturing process, whereby the final manuscript is transformed into a printed, bound book using ink, paper, and a printing press, and then binding equipment. Sometimes private publishers have their own printing press, but more often, they contract out the printing. In the case of a state publisher, books may be printed by a state printer or tendered out to a private printer.

Publishing

Government Policy and Guidelines

“The curriculum is the guide for any author or publisher. There are set standards in what should go into curriculum books, the content, subject matter, delivery, style of presentation, the quality of materials. It is the origination in the book chain.”

—Nigerian Educational Research and Development Council Official, Interview

The development of textbooks and Essential Reading Materials (ERMs) in Nigeria is centered on the standards and guidelines described by the NERDC official in the quotation above. In an interview, the official explained how the book industry is “privately driven” by private sector publishers, authors, and printers, who take on the primary role of developing the content and supplying the books to government, schools, and bookshops. It is a context that requires robust government policy and frameworks for management and quality assurance of the book supply chain. The official elaborated on guidelines collaboratively drafted or developed by NERDC that seek to consolidate a standardized approach in guiding textbook development in the publishing industry in general, and for reading textbooks and non-textbooks development in particular.

The National Policy on Education (2014) provides stipulations on language of instruction for early primary P1–P3 classes to be the language of the immediate school environment that children can understand (Hausa, Igbo, Yoruba, English, and other official or widely spoken languages). A transition to English as the medium of instruction should be established by senior primary P4 classes.

The National Curriculum (2012) provides guidelines with embedded orientations on content, methods, activities, pedagogy, illustrations, and so on, appropriate for book development for each level of basic

education. The curriculum stipulation for language clarifies coverage of five early grade reading skills (phonemic awareness, phonics, fluency, vocabulary, and comprehension) in foundational classes.

The NERDC official acknowledged, however, that the language of instruction and language curriculum policies pose challenges in terms of their relative subjectivity to guide publishers and authors in interpretation of the orientations for textbook development. Since 2016, the NERDC has led discussions with stakeholders and international partners for a shift toward standards and benchmarks to guide teaching and learning materials (TLMs) development and quality assurance.

The Draft National Book Policy (2019) provides a national guideline on the provision and effective management of books and other relevant resources for the implementation of education at all levels. The policy provides prescriptions, requirements, and benchmarks for quality education through the provision of adequate and relevant books and other education resources. The policy outlines stipulations for the promotion and reward of local authorship of educational books and of supplementary and general reading materials, both in foreign and Nigerian languages.

The National Reading Framework (developed in 2021; approved in 2022) consists of the National Evaluation Framework for Reading (NEF-R), which is a blueprint that outlines the reading skills that must feature in any reading curricula, textbooks, and other reading materials. The NRF has set standards for the ten network languages¹⁴⁴ spoken by 60% of the population in relation to the curriculum, reading textbooks, and learner performance by grade level.

The draft National Book Policy has yet to be legislated by the National Assembly. Additionally, a national review workshop on the National Book Policy found gaps in roles and responsibilities, where the policy contains elaborate details of government stakeholder roles with “a briefer proposal” for private sector policies and their roles in the book supply chain.¹⁴⁵

On book development policy implementation, the NERDC official explained the use of existing tools that were the foundation for the new guidelines to clarify roles, responsibilities, and steps in book development. The core requirement is that publishers, whether a single publisher or several competing publishers for a tender, must follow the curriculum requirements provided by the NERDC and National Policy on Education in book development in order to (1) ensure that books are approved by NERDC for use in schools, and (2) ensure that books are subsequently checked by UBEC and State/FCT Education Resources Centers (ERCs) for identification and selection appropriate for state contexts and schools. The Director clarified that the National Publisher Association (NPA) has representation on the NERDC Governing Board, to promote dialogue and create common understanding on roles, responsibilities, and expectations. **Table 3-1** presents an overview of roles and responsibilities for development and publication of quality textbooks.

144 The ten network languages include English as the official language of Nigeria, Hausa, Yoruba, and Igbo as the three languages of wider communication at national level, and Edo, Efik, Kanuri, Fulfulde, Tiv, and Ijaw, as the six languages of wider communication at zonal level.

145 Barth, Christopher. Importance of a National Book Policy.

Table 3-1: Stakeholder Roles and Responsibilities in Developing Quality Textbooks and ERMs

Stakeholders	Roles and Responsibilities
NERDC	<ul style="list-style-type: none"> ➤ Curriculum and Policy: Coordinate curriculum, book policy, and reading framework to define guidelines for textbook and ERM development <ul style="list-style-type: none"> » Content standards of knowledge skills and attitudes pupils should develop in primary 1–6 » Performance standards/benchmarks pupils should attain in primary 1–6 » Technical specifications on book printing and binding ➤ Review publisher content for curriculum compliance
Publishers	<ul style="list-style-type: none"> ➤ Identify authors—subject teachers/ teacher educators/ experts/ university professors - to develop content aligned to the curriculum—using curriculum guidelines and following standardized approach ➤ Oversee content production and editing—drawing on subject specialists, copy edit team, experts (graphic designers, illustrators) as necessary ➤ Oversee printing processes/distribution to UBEC/SUBEB warehouses ➤ Send finalized copies to NERDC for assessment
Authors	<ul style="list-style-type: none"> ➤ Produce quality content that is aligned to curriculum guidelines and standards
NERDC UBEC State/FCT ERCs	<ul style="list-style-type: none"> ➤ NERDC Panel of experts—subject specialists: Evaluate content for compliance with curriculum standards and assessment indicators ➤ UBEC Academic Services: Check textbooks approved by NERDC; determine suitability for states based on content, language, culture ➤ ERC Committee of experts: Check NERDC-approved textbooks for selection based on suitability to state context and utilization by schools; follow up with publishers and curriculum center on selection; recommend books for 3-5 year state cycles of state procurement
Teachers and Pupils	<ul style="list-style-type: none"> ➤ Use ERM textbooks in the classroom; provide feedback of pupils’ and teachers’ opinions on book appropriateness, engagement, and use
NERDC, UBEC, SUBEB Development Partners, NGOs	<ul style="list-style-type: none"> ➤ Monitor and evaluate textbooks and ERMs with end-users; provide coaching and technical support for implementation ➤ For problems and difficulties—call publishers for book replacement, e.g., if the cover images have changed, publishers are called back; books are recalled and require re-assessment by NERDC prior to re-release

On book costs. In interviews, publishers reported a range of costs for title development. There appear to be no standard rates, as publishers commented that “price varies based on individuals.”

Table 3-2 shows costs identified in a survey completed by four publishers in one state. Writing fees are in cash payments ranging from N200,000 (US\$480) to N300,000 (US\$720) per title and/or are subsidized or paid in royalty payments of 10–25% for each book sale. The publishers identified costs for use of another author’s content or the rights to publish another author’s book ranging from N1,000,000 (US\$2,400) to N2,000,000 (US\$4,800). Publishers noted that editorial fess can be per page or a negotiated lump sum. This would appear to be the preferred payment method, as publishers reported engaging services of solicited authors from a list of experts that publishing houses work with regularly.

Table 3-2: Costs of Textbook Development—State Publisher Survey

Fees	Cost Driver	Cost Range (Naira)	Cost Range (US\$)
Writing Fee*	Per title	N200,000–N300,000 10–25% Royalty	US\$480–US\$720
Permission Fee**	Per title	N1,000,000– N2,000,000	US\$2,400–US\$4,800
Editorial Fees	Per page	N100–N300	US\$0.24–US\$0.72

*Cash and/or royalty payment

**Payment to use another publisher’s content, or payment for the rights to publish another publisher’s book

Exchange Rate: N1 = US\$0.0024

Quality Assurance

There are various levels of book development quality assurance, from NERDC assessment to UBEC check for NERDC and Procurement compliance to State MOE Education Resource Centre check for appropriateness to context to school site testing and feedback. At the Federal level, publishers, authors, book distributors, non-government organizations, donors, and implementers must submit four copies of each title to NERDC for evaluation and adoption in schools. The books are reviewed by a panel of experts and subject specialists identified by the Council.

Following evaluation, the NERDC-approved list of hard copy and e-learning textbooks are disseminated to UBEC and State Ministries. The state Ministry of Education Resource Centers can convene Book Committees with a panel of experts (representative of teachers from schools, curriculum and subject experts from the state Ministry, UBEB, College of Education) that emulate the NERDC panel. State interviewees described Committee functions to evaluate what is useful for state schools, given the rich and diverse multi-lingual/multi-cultural contexts across states and regions. The Committee is tasked to select books from the approved NERDC listing for adoption in state schools and for inclusion in the state book selection lists for procurement.

The Draft National Book Policy (2019) describes assessment criteria used by the Council panel for

effective quality control and assurance of TLMs covering textbooks, general reading books, and e-books that include pupil textbooks, teacher guides, model lessons, educational documentaries, videos, interactive and monologue activities, and other related materials. In interview, the NERDC official clarified the criteria as being centered on eight-to-ten focus areas, with key indicators rated on a scale including book design and production (cover, illustration, use of color, font size, print quality, paper weight, binding), content (description, level, topics, relevance, effectiveness), language and style, book format, methods, organization, cultural compliance, e-book navigation, and accessibility for learners with special needs, among other criteria.

The official commented that the approval of the National Book Policy and the the implementation of the National Reading Framework would bring additional emphasis on quality assurance indicators for assessment, such as indicators for focus areas of critical reading skill proficiency for each primary level; materials readability (ease of reading based on text difficulty, format, and design); and functionality of reading materials (physical characteristics of trim and size, paper weight, etc.) in response to learner needs, contextual relevance, gender equity, and cultural sensitivity.

The NERDC official discussed two developments in the pipeline for updating and improving the book review tools and processes:

- **a co-design of a new tool for book review** involving public and private stakeholders—national institutions, partner content developers, representatives from publishers, printers and book distributors, and authors—to render a national tool accepted by all as a tool for assessing books;
- **a move toward online evaluation of books** and a database of approved titles for improving efficiencies, effectiveness, and communication of materials formally approved

(See **Annex 5: NERDC Report Templates for Review of General Books and E-Books**)

Private Sector Publishing

“Textbooks and other instructional materials are indispensable tools for education and indeed for teaching and learning. They are also the vital ingredients of socio-cultural and economic development. Therefore, making them available is a great challenge.”

—National Publisher Association Official, Interview

It is difficult to quantify how many publishers, authors, printers, and bookshops are linked to publishing and supplying books and making them available in Nigerian schools and institutions, as per the comments of the NPA official quoted above. In 2000, there were an estimated 128 publishers registered in the Nigerian Publishers Association (NPA), 1,500 printing presses, and 4,000 bookshops spread throughout the country.¹⁴⁶ Today, the main publishing houses are headquartered in Ibadan and Lagos and, to a lesser extent, in Enugu and Abuja. The largest book publishers, often referred to as the “Big Six” publishers who produce textbooks, are the University Press PLC (formerly Oxford University Press

146 Shercliff, *Publishing in Nigeria: Context, Challenges and Change*.

Nigeria), Macmillan Nigeria Publishers Ltd., Evans Brothers (Nigeria Publishers) Ltd., HEBN Publishers PLC (formerly Heinemann Educational Books [Nigeria]), Spectrum Books, and Learn Africa PLC (formerly Longman Nigeria).¹⁴⁷ All are founding pioneers and permanent members of the NPA and have smaller branch offices in other states.

In a 2004 article on *Book Publishing in Nigeria*, Ike reported educational book publishing as mostly unregulated and dominated by the private sector¹⁴⁸ An estimated 90% of annual output of books published in Nigeria was in the area of textbooks for primary and secondary education. This created what the author described as “lopsidedness” in favor of primary and secondary textbooks that mitigated against the availability of “general books (including creative writing, general interest books, and books for lifelong education).”

In interviews, publishers confirmed that the vast majority of books published in Nigeria continue to be school textbooks for primary and secondary levels. This may explain the textbook publishing dominance by the “Big Six” publishing houses discussed above, as they have built up capacity and resources in content development for all education levels and subject areas. However, there are smaller and medium-sized publishers who operate in the textbook production market with strategies for tapping into the textbook market potential. **Table 3-3** maps interviews conducted for this report illustrating a range of publishers (and their teams) from small and medium-size to large enterprises (SMEs and LEs) in Ibadan and Abuja cities, and in Sokoto, Adamawa, and Ebonyi states.

147 R4D & IEP, *Global Book Fund Feasibility Study—Final Report and Annex 3, Global Book Fund Country Study, Nigeria*, 222.

148 Ike, *Book Publishing in Nigeria*, 2–4.

Table 3-3: Publisher and Author Interviewees—SMEs and LEs

Location	Publisher Types Interviewed SMEs/LEs	Small-Medium (fewer than 25 employees)	Large (more than 100 employees)	Authors
Ibadan	SME Publisher	X		Author—English and Yoruba
	LE Publisher		X	
	LE Publisher		X	Author—English and mathematics
	LE Publisher		X	
	SME Publisher	X		Author—Novels, poetry, creative arts group projects
	SME Publisher	X		
Abuja	LE Publisher		X	
	LE Publisher		X	
Adamawa	SME Publisher	X		
	SME Publisher	X		
Sokoto	LE Publisher		X	Author—Hausa
	SME Publisher	X		
Ebonyi	SME Publisher	X		

The LE publishing houses reported having staff on their payrolls ranging from 100 to as many as 375. The big houses explained their focus to be on publishing textbooks at all levels of education. They employ a range of in-house specialist staff, from editors for each subject area to illustrators, graphic designers, sales representatives, and marketeers. They contract solicited authors to produce materials for the state-selected books on the curriculum. They sometimes contract unsolicited authors who provide manuscripts that show potential for high demand, particularly in the area of supplementary reader stories for children and youth.

In a group interview, one LE publishing house team in Abuja-FCT explained how they look for “teachers and lecturers who have the knowledge and psychology of what is needed in book writing” when they write for core curriculum textbooks in English, math, science, and social studies. The publishing house sends the books produced by their authors to NERDC for assessment, feedback, and approval, after which, they said, “we publish the books—we take them out to schools and we try and sell as much as possible so the school population will go to bookshops and buy them.”

It is a book publishing and supply scenario that is replicated by the small-to-medium publisher enterprises (SMEs). The difference is in scale, where the smaller houses reported much leaner staffing arrangements, from as few as two to 20 permanent members on their payrolls. Nevertheless, the SMEs (like the Big Six) publish textbooks at all levels—nursery, primary, post-primary, and tertiary. They

described other products and services aligned to their vision for market outreach. One SME publisher team in Ibadan,, for example, spoke about their work on market research post–COVID-19 and their findings of a public appetite for books produced as cheaply as possible. The findings guided decisions on minimizing paper weight and using grayscale images to produce supplementary reading books at minimal cost for maximizing public access.¹⁴⁹ An SME team in Adamawa State talked about their review services with first-time authors. The reviewers include graphic designers, who as part of the review process coach new authors to use and make decisions on digital illustrations to support their texts. Another Adamawa SME team explained strategies for working with smaller teams and freelance “ad hoc” staff as the work comes in. The team described contracting graphic designers and illustrators from Lagos, sourced through social media WhatsApp groups, for remote work as needed for book production projects. It is a “just-in-time” mode of publishing that has attracted both praise for its agility and criticism of its risks for quality book production.

Authors

Authors reported frustration with shifts from traditional publishing, where publishing houses supported authors in the development, review, editing, publishing, and promotion of their works, to new publishing norms where authors pay publishers to review, edit, publish, and promote their books. The Sokoto author of Hausa books cited in **Table 3-3** remarked during an interview on the paucity of reading books in the educational market. She spoke of the market as “poor, especially in the local language,” where the books available are “almost none.” The Ibadan author of children’s novels spoke about how “you can hardly find any publisher to invest in authors, who will put in their resources to publish a text, who will commit themselves to remitting royalties to the authors—without knowing whether they are going to sell those books.” The author suggested that “self-publication and self-financed publication” were not solutions. The products are prone to errors “as the books are poorly edited,” given that the publisher “whom you paid to publish does not care.”

The quality of publishing products is reflected in an article by Ifeduba (2020) on errors in published textbooks in the African market. The author alerts stakeholders in the academic, education, and publishing sectors to embarrassing reports (in newspapers and social media) of extensive errors in already distributed textbooks and scholarly articles. He calls on “various stakeholders and actors (authors, content editors, copy editors, reviewers, publishers and approving authorities) and publishing firms to rise up to the discharge of their individual and collective expert, professional and social responsibilities to ensure quality control in book production and publishing processes.”¹⁵⁰

149 The “cheap book” concept is similar to the “disposable book” idea discussed by Wafawarowa in the 2022 GBA *Private Sector Book Publishing in Africa* webinar. It is a book so optimized for affordability (cheapest paper and ink) that you don’t have to think about buying it. In the Nigeria Market Analysis FGD in Sokoto State (June 2022), community participants spoke about the *Ka koyi karatu* (Learn to Read) books parents buy at N150 (US\$ 0.36) for their children—a series of books first published in 1972 and still in reproduction in Northern Nigeria at affordable prices for popular access by communities.

150 Ifeduba, *Errors in Published Textbooks: A Call for Debate, Research and Remedies*, 31.

Copyright and Piracy

In Nigeria there are well-articulated copyright laws to protect the works of writers, including the legal requirement for authors and publishers to register their work with an International Standard Book Number (ISBN) and to deposit copies for the national Library bibliography.¹⁵¹ This cooperation between publishers and the government would enable verification of the adequacy of titles in the market to meet the needs of schools for implementing EGR and language-of-instruction policies. The Federal and State Ministries of Education require an ISBN number for book selections to enter the coveted UBEC and SUBEB book lists for approved publication.

During interviews, there was consensus among FME, publishers, and donor partners and stakeholders that the primary copyright belonged to the author, with the publisher sharing or negotiating copyright buy-out for solicited works and with open license for materials produced through donor interventions. In a GBA webinar on *Private Sector Publishing in Africa*, Wafawarowa (2022) cautioned on the need to build awareness on the role of copyright to incentivize authors to produce materials and to continue to produce them into the future. Open access to books, he argued, should be treated as a funding issue rather than a copyright issue.¹⁵² The concern was to not confuse the challenges of sustaining book access with challenges for sustaining book development in the supply chain. In an article on *Book Piracy in Nigeria, Issues and Strategies*, Nkiko (2014) cautions that content must precede access—once authors and publishers are discouraged from literary production, there would be a gradual dearth of published materials and open access would become a mere slogan.¹⁵³

Another issue is the readiness of the marketplace for open-access reproduction in an environment where the book market is saturated with problems of piracy, plagiarism, and copyright violations. One publisher describes the current status of piracy in Nigeria as being at an industrial scale, explaining that “before, it was local piracy and you could figure out where books are not supposed to be, now they (the pirates) go to China, Malaysia, and India—and come back with books in huge containers; they pay no tax and flood the market with the books.”

In 2013, Enang noted that “the book publishing industry in Nigeria loses about \$200 million per annum to piracy; this could lead to the collapse of the book industry if allowed to continue at the present rate.”¹⁵⁴ Across interviews publishers concurred that the major problem threatening book production in Nigeria is piracy. It is a physical problem and an online problem. The current copyright law is being changed to include an amendment (among others) for criminal liability fines to match present-day realities.¹⁵⁵

151 Jegede & Idiaru, *Overview on Copyright Law and Copyright Registration in Nigeria*.

152 GBA, Chakava et al., *Private Sector Book Publishing in Africa*.

153 Nkiko, *Perspectives on Book Piracy in Nigeria: Issues and Strategies*, 395.

154 Enang, *Effect of Piracy on Publishing and Spread of Knowledge in Nigeria*, 7.

155 IPA, *Nigerian Copyright Reform Begins*.

Book Production for Learners with Disability

In Nigeria, Target 8 of the 2017 National Policy on Inclusive Education states that there should be adequate learning materials and assistive devices, including information and communications technology (ICT) and assistive technologies, designed to meet all learners' needs.¹⁵⁶ The Draft National Book Policy states the requirement for "the development and production of instructional materials for the education of all types of learners with special needs."¹⁵⁷

In interviews, participants commented that while there is a robust policy for inclusive education and materials provision for the disabled and vulnerable, the policy is not widely known or understood. There are schools for special education in every state, with teachers trained for special education provision. There is partnership discussion on integration of special needs into minimum standards for pre-service teacher education. However, conventional schoolteachers need training on inclusive education policy implementation in practice.

Participants also noted that early-grade reading curriculum materials developed for the various interventions in Nigeria lack materials for learners with special needs, except for characters of learners with disabilities portrayed in story illustrations and narrative. A study carried out by Aghauche et al. (2021) on alternative forms of information resources for visually impaired learners in special education centers in the southeast found no Braille textbooks in almost all the subjects taught in the schools, including core subjects like English language and mathematics. What was available in Braille was out of date. Other resources—with the exception of storybooks—were scantily available.¹⁵⁸ The findings mirror the interview respondents' observations across all groups on the lack of materials for special needs children in conventional schools. There was a further realization that materials creation in accessible formats is underdeveloped for special and conventional education.

Digital Materials

In interviews, subjects' opinions varied on the development and use of digital materials in Nigeria. In comments on the digital book market, the NPA official observed:

"We have traditional infrastructure to support the book publishing—school to school, business to business—by sales personnel. We do digital marketing now. Some publishers have their books online—Jumia¹⁵⁹ and Konga.¹⁶⁰ Using the apps for marketing and selling, customers can buy the books on the app. Some will be delivered physically to you— and there are those who can purchase online and download them to read."¹⁶¹

156 FME, *National Policy on Inclusive Education in Nigeria*.

157 FME, NERDC, *National Book Policy*, 10.

158 Aghauche et al., *Provision of Alternative Formats of Information Resources for Inclusive Library Services of Visually Impaired Primary School Pupils in Southeast Nigeria*, 1.

159 Jumia Books Nigeria. <https://www.jumia.com.ng/books-movies-music/?q=book>

160 Konga Books Nigeria, <https://www.konga.com/category/nigeria-1600>

161 Logistics—book delivery. <https://www.jumia.com.ng/sp-delivery-timelines/>

Publishers in general were hesitant about moving into digital materials. Publisher and author interview participants spoke about the lack of models, expertise, and infrastructure for digital publishing. They considered that the market is not “techy-ready” for digital e-books, given low online traffic, confinement of access to urban areas, and the risk of soft copy piracy. A 2020 study on digital publishing readiness in Nigeria confirmed this hesitancy, finding that fewer than 30% of publishers produced digital titles in textbooks for online formats (PDF, CD/DVD, EPUB, and HTML), while “the majority of the bigger and older publishers chose to market digital content to schools and governments offline, partly because of the absence of a standing policy on e-publishing.”¹⁶² A 2022 study concluded that little e-commerce takes place on publishers’ websites due to the fear of piracy; with “print editions pirated every season,” uploading content was described by one publisher as “an ingenious step toward bankruptcy.”¹⁶³

However, in FME and development partners interviews, participants commented on “a topography change” since the pandemic lockdown. FME participants discussed various Federal Government strategies in development for alternative provision. The projects include:

- Setting up smart schools and developing e-libraries, with early-grade reading materials available in e-format;
- Launch of the FME Nigeria Learning Passport for students and teachers to be able to access basic, secondary, and partner open-education resources (OER) content—including content for early literacy and mathematics;¹⁶⁴
- Construction of national and state Digital Resource Centers strategically in each state for local government area access;¹⁶⁵
- Procurement of computers and tablets for resources in three cities in each state;
- Use of radio and solar for outreach to grassroots areas where the grid is weak;
- UBEC digitization of all recommended curriculum books with BrainFriend software.¹⁶⁶
- NERDC e-curriculum for primary, junior secondary and senior secondary levels – with member access for students, teachers and administrators.¹⁶⁷

Development partners discussed a migration momentum toward digital reading online. They described projects exploring the possibility of distribution of mobile devices for access to online materials, such as the GPE project described by one participant that will provide books on phones, where children will be able to read texts and answer questions interactively via the technology.

162 Ifeduba, *Digital publishing readiness in Nigeria’s print book market*, 437.

163 Ifeduba, *Predictors of e-publishing adoption in environments of uncertainty*, 185.

164 FME, *Nigeria Learning Passport*.

165 News Focus, *UBEC Executive Secretary calls for the establishment of Digital Resource Centers*.

166 BrainFriend, *e-learning software with over 60 subjects and quality study materials*.

167 NERDC, *E-Curriculum Member Access*

There is a need for further research given the NERDC and draft National Book Policy expectations for the promotion, development, and use of e-learning and e-learning resources. As Ministries consolidate national book policies, reading frameworks, and inclusive education strategies, there are requirements to raise awareness and set expectations for publishers. A UNICEF guideline on developing Accessible Digital Textbooks (2019) suggests that MoEs need to implement “policy measures that incentivize publishers and build publishers’ capacity to produce and publish born-accessible digital textbooks” for learners with or without disabilities.¹⁶⁸

Printing

Private sector printing presses

In Nigeria, the publishing houses either have their own printing presses or they contract the printing out to presses in-country or abroad. The government institutions also have their own printing presses, which they use to print government policy documents, such as the curriculum. Once the publisher’s manuscripts are ready for printing, they enter the manufacturing stage of printing. For UBEC, tenders to private publishers and printing houses are made for core textbooks, teacher guides, and other materials produced in quantities large enough to cover country-wide distribution to 36 states and the FCT.

During interviews, the industry experts described the capital–financial, technical, and human—that the publishing and printing houses require to respond to government tender demands or to school and parent market demands for selected book list titles.

The financial capital covers the cost of essential inputs of the raw materials for print, the biggest being paper, which is 70% of production costs. The unit costs are variable depending on the size of the book, the quality of the paper, the size of the print run, and the type of equipment being used. A Director of a printing press in Ibadan, noted in an interview the financial challenges of printing in Nigeria and the trends toward printing abroad, which is undermining the local printing business and job opportunities in the market:

“This country has a vast printing capacity. It used to be a year-round business. We used to sleep in the office to be able to cover the jobs. Within the past 3–5 years, it is getting worse—they (the publishing houses) go to India to produce. They say it is because of quality. Even books of 5,000 or less print runs they print outside.

“Publishers now use that [import duty policy] to publish everything at zero duty. Paper, ink, and all other inputs—you pay heavy duty on this. In the past, [the Government] gave a law for tertiary books [to be] duty-free. School texts’ duty had not been lifted; yet the government treats all the books as tertiary texts”

168 UNICEF, *Accessible Digital Materials Using Universal Design for Learning: For Learners With and Without Disabilities*, 34.

In a communication brief entitled *Post Covid 19—Priority for Printing*, the Chartered Institute of Professional Printers for Nigeria (CIPPN) concur that it is currently cheaper to print outside Nigeria due to “loop-sided [sic] government policy” whereby paper as the major raw material for books “attracts an import duty of up to 25%—while importation of books classified as educational materials attracts 0% duty.”¹⁶⁹ The brief further raises concerns about the “disruption/delay in the supply of paper,” which has become an import dependent consumable since the demise of the three national pulp and paper mills in the 1990s. The brief notes that currently “over three million tons of paper both in finished goods and raw paper worth about a trillion Naira [are] imported into the country annually—representing a huge foreign exchange drain and pressure on the Naira.”¹⁷⁰

The technical capital relates to efficiencies and effectiveness of equipment capacity for larger quantities of book production. The interviews revealed industry capacities for “smaller chunks” to “bulk printing” that adequately respond to the needs of the vast educational market. It is a capacity that is growing, as reflected in the following observations made by stakeholders.

- The small and medium-size printing houses have older equipment that is adequate for small to medium-size print runs.
- The bigger houses have undergone a sea change in the past five years, with modern pre- and post-press equipment, computer-to-plate technology, and capacities for automatic thread sewing machines, laminating, stitching, and perfect binding.
- The presses have capacity for multiple formats of high-quality color printing of books, charts, cards, and instructional materials.
- There are new plant constructions, doubling the volume of print production, covering millions of book prints, with faster and more efficient deliveries for national level printing demands.

In an interview, the Chairman of a LE printing press related: *“The printing section is the major part of the work. A lot of publishers are going out of the country, thinking there is a lack of capacity in the [Nigerian] printers. Five years ago, we did not have a lot of capacity. Now, with new machinery, we can do large volumes with short notice.”*

Annex 6 presents a mapping of printing press companies who participated in interviews cited in **Table 3-3**. The mapping reflects capacity—from SME to LE presses—to respond to the expansive needs of the book industry in Nigeria from state to national levels. The volumes of print coverage range from small traditional press capacities for print runs of 1,000 books per week to medium, increasingly digital, press capacities (Computer to Plate Technology, or CTP) for print runs of 20,000–30,000 books per month, to large presses with multiple digital machines that have the capacity to take on 1,000,000-plus print runs, and that can produce 5,000 books and 30,000 impressions in all four colors per hour.

Yet despite growing in-country printing capacity, reports confirm interview observations on trends

169 CIPPN, *Post Covid-19—Priority for Printing*, 14.

170 *Ibid.*, 24

for printing abroad. A 2016 Global Book Fund Nigeria Study corroborates Nigeria capacity to meet the textbook and supplementary material market requirements for quality educational books. However, the study highlights publisher reports on placing 70% of their educational print requirements for textbooks in India, China, and Malaysia printing centers, where they can achieve “better prices by an average of 15%” and “more reliable delivery schedules.”¹⁷¹ A more recent 2021/2022 Partnership for Learning for All in Nigeria (PLANE) report presents findings on how local SMLE presses can “sufficiently” respond to “low demand” for educational books in Nigeria as “90% of the books for Nigeria are printed in India or China.”¹⁷²

The human capital is the upskilling for technical operation of the high-tech, sophisticated machinery that is rapidly changing the face of the industry’s print processes and the pace of bulk production.

“We send some to Lagos. The Yabba College of Technology, Lagos, offers [courses for] printing technology acquisition of skills and learning. We intend to send one or two staff abroad to learn about the direct imaging machine—how to move from a soft-copy book in the computer to conventional plates for printing books (CTP). We need to send staff abroad and get a new understanding of that machine to enhance their work and capacity.”

—Director, SME Printing Press, Ebonyi State, Interview

“Our in-house engineers are expatriate, not local. They are very expensive, but we cannot take risks with the machines. Our first line of operators are experts—they have 15–20 years’ experience in the field. Our second-line operators are all local staff, working under the first-line operators.”

—Director, LE Printing Press, Abuja

The CIPPN brief highlights the print industry in Nigeria as the second largest employer, after agriculture. The brief suggests an industry worth 600 billion Naira annually, with the capacity to employ 250,000 people.¹⁷³ The challenge identified in interviews is skills gaps for both publishing and printing. Publishing teams reported the need for well-trained editors, authors, illustrators, graphic designers, and proofreaders; printing teams commented on the need for raising technical skills of operators and engineers for working with traditional machinery and a rising tide of new digital equipment in the industry.

A larger concern that emerged was an apparent lack of awareness or commitment to the professions of publishing and printing by young people. Interview stakeholders described training as limited in the industry, with courses of writing concentrated in university post-graduate programs that are theory-based or course programs that lack a standards-based approach for essential reading material production of decodable and levelled readers, and classes in printing that are mostly confined to on-the-job apprenticeships.

171 R4D & IEP, *Annex 3, Global Book Fund Country Study, Nigeria*, 222.

172 PLANE, *Book Supply Chain Analysis Nigeria, 2021/2022*, 6.

173 Ibid.

Higher Education Institution Communications Expert spoke of a dichotomy in youth attitudes toward academic publishing and technical printing professional learning.

“Yes, we offer training, but most of the students in the mass communication class avoid specializing in publishing. If you visit Oke-Ado and Mokola area of Ibadan, where most of the printing is being done around here, the printers learn the job through apprenticeship. They want to go to school and learn more about the job, but lack funds to sponsor themselves.”

Annex 7 presents in **Table 3-4** a summary of national programs for building capacity in publishing and printing that were discussed and identified by stakeholders during Federal and State interviews. The courses range from NPA short training programs to boost human capital (editors, production staff, marketers, authors) in the industry to university courses in publishing, communication, print journalism, industrial design, to colleges of technology and polytech courses in art design and printing.

Stakeholders clarified the need for extending intervention programs for the development of early grade reading materials to include mainstream book publishers, authors, schoolteachers, and local communities, such as the American University of Nigeria “enabling writers workshop” coursework on ERM mother tongue book development presented in Phase 2 Titles Development. They identified need for TVET training courses to supplement and strengthen the ubiquitous on-the-job training in the printing industry and to address skills gaps in SMLE printing presses in transitioning from the operation of traditional to new technology equipment. This would have dual outcomes for serving the needs of the growing sophistication of the industry at home with youth cohorts with adequate and relevant skills and would also address dependence on sending staff abroad or hiring staff from abroad due to youth skills gaps for a local industry expanding in size and technological sophistication and modernization.

Government Printing Presses

“Every state had a [Government] book publishing press. A lot of [private] publishing presses closed down and moved to urban areas due to electricity. There is an opportunity for government to improve local publishing.”—Implementing Partner of Literacy Program, Interview

In the research historical overview of publishing in Nigeria, there was mention of the role and development of government printing presses to provide universal access to information and student access to books. However, it was observed that book publishing in Nigeria developed essentially as a private sector affair, where only a few government printing presses continue in states. The implementing partner quoted above describes the potential of the government printing press to plug gaps in textbook printing in the wake of private sector press closures in the states. The partner recounted the NEI Plus USAID-funded early grade reading (EGR) intervention in Sokoto and Bauchi States (2015–2021) and the Bauchi State Government successful printing of EGR materials for the academic year 2021–2022. The partner explained how the State conducted the “publishing in their own way and using their own system ... integrating their own printing press; and distributing to the schools themselves.”

In Ebonyi interview discussions with the State Printing Press Agency team confirmed government press potential to print books for children across the state. The team explained how the press was not functioning due to machine rehabilitation requirements “to conform with new trends in printing presses.” However, the opportunity lies in the Implementing partner recommendations for states to revitalize government presses to build a “micro-publishing” industry to break down bulk publishing into “manageable chunks that the state can do locally.”

GBAIA Findings: Publishing and Printing—Strengths

- Publishers work with established and experienced teachers and lecturers who have the knowledge and child psychology background to create books for core curriculum subjects in English, mathematics, science and technology, and social studies aligned to the NERDC curriculum.
- Nigeria has significant capacity for printing with both traditional and new technology printing presses that in tandem are responsive to the needs of a large educational book market of 29 million learners at primary level, covering public (24 million) and private (5 million) schools.¹⁷⁴
- Publishers and printers have the capacity to respond to government and partner procurements for educational textbooks and ERMs - based on small, medium, and large enterprise (SMLE) printing press progressive modernization /digitization - that has accelerated in the past ten years improving production volumes and efficiencies to meet bulk demand in a timely manner.
- The Nigerian Copyright Commission has well-articulated laws clarifying copyright to protect the works of writers.

GBAIA Findings: Publishing and Printing—Weaknesses

- Authors of ERM and mother tongue materials struggle in Nigeria, as there is low demand for children’s reading books in general, and in local languages in particular.
- There are tensions between printers and publishers, where 70–90% of the latter opt to print abroad for medium to large print runs to optimize profit margins, despite growing capacity available in-country.
- The demise of the indigenous paper mills has led to increased costs of raw materials, with dependence on paper imports from China, Brazil, Indonesia, and Germany.
- The tax system imposition of duty taxes and VAT on essential raw materials of paper and ink but not on printed books is crippling the printing industry, particularly the SME printing presses.
- The acuity of infrastructure power challenges in an industry requiring 24-hour power supply for bulk print runs has marginalized SME printing press survival.

¹⁷⁴ UBEC, *National Personnel Audit (NPA) Report on Public and Private Basic Education School in Nigeria*, 9, 68 & 70.

- The Nigerian Copyright Commission is insufficient to protect authors against piracy, as they lack adequate funds to pursue judicial processes.
- Training in the printing industry is inadequate, with a tendency toward on-the-job training or theory-based degree programs. There are skills gaps in high-level new machinery operations, maintenance and electronic publishing.

GBAIA Recommendations: Publishing and Printing

Short term

- That GBA partners support FME, NERDC and Higher Educational Institutions to promote awareness campaigns and development of publishing and printing courseware that encompass theory and practice and links to industry. The purpose is to address critical human capital gaps in youth skills, knowledge, and attitudes for specializing in publishing and printing courses in established and emerging fields of the industry.
- That the Government accelerate the copyright amendments for more stringent protections against plagiarism and unauthorized reproduction of works nationally and internationally.
- That Government at all levels should assist the publishers in fighting piracy and the perennial challenge of plagiarism and unauthorized reproduction of works selected for state book listings.
- That Government accelerate tax relief on essential materials for book production that can reduce the cost of book production, thereby reducing the economic advantages of piracy.

Medium term

- That GBA partners support NERDC and National Publishers Association (NPA) capacity building and training for publisher and author development of ERM levelled and decodable readers in local languages that has hitherto been a niche area of donor and partner book development. As presented in the title development phase, this would include capacity building in the use of publicly available Bloom book writing software and shell books. In support of the GBA, the Global Book Alliance in Action (GBAIA) has produced modules that can be used for this purpose.
- That Government intentionally consider revival of state printing presses to encourage micro-publishing, using planning options to break down bulk publishing into manageable chunks for state production of books in the appropriate location and for government opportunity to improve local publishing capacity.

Long term

- That GBA partners support NERDC, UBEC and Publishers in the development of alternative materials and assistive technology—to enrich early grade reading content and learning experiences for learners with disabilities, i.e., braille and audio (text reading in mother tongue); sign language and video (sign language in mother tongue)

- In the longer-term, that the GBA partners support the Government (1) to revive the paper mills and local production of pulp, paper, and paper products, including kraft and bond papers, to decrease dependence on imports of raw materials that constitute 70% of paper production materials costs; and (2) increase job opportunities for printing from traditional SME printing shops to new high-end LE facilities covering small, medium, and larger volume printing.
- That GBA partners support government agencies of UBEC and NERDC and private sector publisher and printer associations in (1) research on local and international printing; (2) the short- and long-term benefits of each option; (3) the benefits of tax and duty exemptions on imports of printing machinery, parts and sundries such as metal plates, photographic films, bromide paper, printing inks, and chemicals; and (4) subsidizing local print industry production of books impact in reducing economic incentive of books in the marketplace that promote photocopying piracy.
- That GBA and partners support the MoE to conduct more in-depth research and analysis into digital book productions and distribution—what resources are available and what is feasible in the context of Nigeria.

SCA PHASE 4: PROCUREMENT AND PURCHASING

Procurement and purchasing is the acquisition of books and texts to support reading attainment. In the education sector, the largest procurer of books is often the government, which will select vendors, establish payment terms, negotiate contracts for per-unit and print-run prices for reading materials, and pay vendors. Purchasing also may involve non-standard financing models, such as the use of Advanced Market Commitments or purchasing consortia. Individual teachers, families, and students also are book consumers and may purchase books depending on their ability to pay for them.

Procurement

Government Procurement Policy

“Every child has a book. This is the watchword that is needed to achieve the goal of literacy—so the students can practice and eventually read on their own, independently.”

—*Universal Basic Education Commission Official, Interview*

“Every child should have a book to take home.”

—*Implementation Partner of Literacy Program*

The Universal Basic Education Commission (UBEC), as the executive agency for federal government UBE policy implementation, developed a *Book Policy for the Procurement and Supply of Instructional Materials for the UBE Program* (n.d.) as a guideline to states and the Federal Capital Territory for implementing Universal Basic Education (UBE) textbooks and materials services. The UBEC book policy clarifies UBE cardinal objectives for the “inculcation of permanent literacy, numeracy and reflective thinking skills for lifelong learning” and the specific objective “to ensure that every learner is provided with instructional materials in a ratio of 1:1 every three years.”¹⁷⁵ The UBEC book procurement three-year cycle for achieving a book for every child correlates with Federal and state curriculum review, book development, evaluation, adoption, and selection cycles, as in:

- NERDC curriculum review should be carried out every 4 to 5 years as per global best practices and funding availability
- Publisher and author book evaluation by NERDC for curriculum compliance and approval

175 FME, UBEC, *Book Policy for the Procurement and Supply of Instructional Materials for the UBE Program in Nigeria*.

- State MoE Education Resource Centre (ERC) book check from approved NERDC lists
- State Book Selection Committee selection from NERDC book approved and ERC book checked listings for 3–5-year cycles of procurement.

Government procurement policy is directed by the legal stipulations of the Public Procurement Act of 2007 and by guidance contained in the *Procurement Procedures Manual for Public Procurement in Nigeria* [n.d.]. The manual recognizes that “sound public procurement policies and practices are one of the essential elements of good governance (where) good practices reduce costs and produce timely results; poor practices lead to waste and delays and are often the cause of allegations of corruption and government inefficiency.”¹⁷⁶

Government Book Funding

“The bottom line is really the funding—if the funding is right, we can do more in terms of the books and the instructional materials.”—*Universal Basic Education Commission Official*

The Federal Ministry of Education Ministerial Sector Plan (2018–2022) identifies the Federal Government as the main source of funding for supporting textbook procurement at the federal and state levels.

- **At the federal level**, UBEC receives a 2% annual allocation from the Consolidated Federal Revenue (CFR) that is ring-fenced for the UBE Intervention Fund (UBE-IF) for Basic Education. From this receipt, 15% is allocated for instructional materials to provide textbooks and resources to the states, covering, but not limited to, four primary and five secondary core textbooks, teacher core textbooks and guides, library resources, and teaching aids. The funding is divided equally among all 36 states and FCT using an allocation system determined by population and education levels.
- In an interview, the Universal Basic Education Commission Official (quoted above) described an additional 14% equality fund (educational imbalance fund), half of which is distributed equally among the 36 states and FCT for the purposes of infrastructure and textbooks. The other half (7%) goes toward disadvantaged states with large populations and low school enrollments, where funds are allocated toward building model schools (targeting specific vulnerable population groups, including girls) and supplying them with learning materials.
- A further 2% of the UBE-IF is allocated for monitoring and 2% for implementation.

Table 4-1a presents an overview of the fund allocation for instructional materials and activity, education levels, and state coverage.

176 FRN, Bureau of Public Procurement, *Procurement Procedures Manual for Public Procurement in Nigeria*, 3.

Table 4-1a: Consolidated Revenue Fund Share for Instructional Materials

Consolidated Revenue Fund (CRF)				
Fund Allocation	Share of Total CRF	Type of Activities/ Materials	Education Level Scope	Geographic Scope
Instructional Materials	15%	Core subject textbooks and other priority materials	<ul style="list-style-type: none"> ➤ 3 basic education levels—ECCE*, PS**, and JSS***, Libraries ➤ 10 curriculum levels: 1-6-3 	Equal division to all 36 states + FCT

*Early Childhood Care Development Education Pre—primary; **Primary School; ***Junior Secondary School

See **Annex 8, Tables 4-1b** and **4-1c**, for more detailed mappings of UBE-IF instructional materials allocations and how they are shared among three levels of basic education (pre-primary, primary, and junior secondary). The primary level receives the highest share (60%) of the allocations, having the largest population of students at 22.4 million.

- **At the state level**, states receive funding from the Federal Accounts Allocation Committee (FAAC) that includes funds ring-fenced for teacher salaries and paid directly to Local Government Authorities (LGAs). The rest of funding for states—administered through the State Ministries of Education (SMoEs) and LGAs—comes from federal transfers to state governments through FAAC and locally generated revenues at state and LGA levels designated for state planning priorities.
- As recounted in interviews, states further rely on donors/development partners and NGOs for funding and in-kind contributions for book procurement, particularly in new areas of essential reading materials, which is not an established part of UBEC UBE-IF core textbook or priority areas for funding.

Table 4-2 shows the breakdown of federal and state-level education funding. Notable is UBEC funding as the smallest proportion of the total funding. It confirms observations made in interviews by UBEC Academic Services and Procurement teams on the UBE-IF as purely an intervention fund to support states in book procurement. One official commented that “the state’s concurrent responsibility [is] to top up 100% book needs of students.” Notable also in the table is household funding as the largest proportion of education funding. It shows how parents are filling the breach of state funding gaps and opting to pay for private education and/or purchasing textbooks for their children in public and private schools.

Table 4-2: Sources of Funding for Education¹⁷⁷

Source of Funding	Proportion of total
Federal Government	18%
State	13%
UBEC	3%
LGEA	25%
Household	40%

Interviewees confirmed that federal and state funds are insufficient to meet the UBE target of a 1:1 book-to-learner ratio, even over three years of procurement. The following sections clarify opportunities, challenges, and issues federal and state agencies encounter in efforts to achieve the UBE target of one book per learner in each core subject.

Procurement Processes—Federal Level

During interviews, UBEC teams from the Academic Services Department (ASD) and the Procurement Department (PD) described how procurement processes are carried out to meet book needs of all 36 states and FCT.

“We bring down the 15% (instructional materials fund) into components for core books, library resources, e-learning, science kits, all sorts. It is not about quantity. We look at the needs and importance, there are so many criteria ... for example, Jolly Phonics, we normally procure them.”—UBEC Official, Group Interview

On book quantities, the ASD team explained that the first step in the procurement process is a National Personnel Audit (NPA) for baseline and planning purposes that is conducted with the planning department once every three years in all Nigerian schools.¹⁷⁸ The team related how they use the audit data to plan textbook procurement quantities for 5% of school enrolments. The strategy enables uniform division of the 15% UBE fund across states with vastly differing populations, as in “the higher the [number of] pupils in the schools, the higher the [number of] books they get.” This means that the UBE-IF intervention fund covers the needs of **5% of enrolled students annually and 15% over a three-year cycle** of book supply to schools. The states are responsible to meet book needs for the 85% of students not covered under the UBE-IF cycles of provision.

The ASD team clarified that the 5% enrolment procurement should complement books the states have in the schools, books they might have from other agencies and communities, and books that they

177 WB 2015 cited in Outhred et al., *Prospective evaluation of GPE’s country-level support to education*, 41.

178 UBEC, *National Personnel Audit (NPA) Report on Public and Private Basic Education School in Nigeria*, xvii.

procure through state plans and budgets. Asked about the book-to-student ratio in the states, the team commented that they were planning monitoring visits/checks on instructional materials in the schools, while one remarked, “I can say the ratio is 1 to 10”.

On book needs, the ASD contacts State and FCT UBEBs to select books from the assessed lists approved by the NERDC, adopted by the State/FCT Education Resource Centers (ERCs) and recommend by UBEC (as described in Phase 3, Publishing and Printing). The selection of books in each state should be made by a State Book Selection Committee consisting of representatives from State MoE, SUBEBs, and appropriately qualified teachers. The Committee selects books for ten curriculum levels of basic education, from early childhood (one level) to primary (six levels) to junior secondary (three levels). State and FCT UBEBs compile book selections with Book A and B preferences for publishers and writers. The B titles serve as alternatives should the A titles not conform with UBEC safeguard assessments for NERDC certification and for procurement legal compliance. The requests are reviewed and approved by the State Commissioner for Education and the SUBEB Executive Chair. The final approved titles are retained on state selection lists for the duration of the curriculum lifespan (3–5 years). The ASD compiles the state book selections and submits them to the PD team for processing and “possible procurement.”

On book procurement

“The challenge of finance is that the budget line is too small. The enrolment and pupils in schools are too many. No other organization intervenes in procuring books for our schools. Even state governments wait for us to give books every year. Even if we have the money for 10 years it cannot go round for all of the enrolments in all of the 36 states and FCT. So we base our budget line on enrolments, then you divide by the number of books, and the amount we have and then we can now give.”—UBEC Official, Group Interview

There is one procurement cycle every year. The PD team explained how the annual book procurements follow the laws, principles, and guidelines embedded in the 2007 Procurement Act and the Procurement Manual. However, as noted in the UBEC official, quotation above, the book procurement processes are limited by four factors summarized below.

- **Enrolment:** Annual UBEC book procurement is calculated to cover 5% of student enrolment.
 - » Over a three-year cycle, the maximum coverage is 15% of students.
 - » States are expected to cover book needs of 85% of student enrollment.
- **10 levels of books:** State procurement requests identify four to five core books in each of ten levels of basic education curriculum—pre-primary (one), primary (six), and junior secondary (three).
- **Market analysis:** Procurement carries out a book survey to verify unit costs of identified books.

- **Funds availability:** Though instruction materials funding has a guaranteed 15% of the 2% Federal Consolidated Revenue Fund (CRF) earmarked for the UBE-IF annually, the tie to revenue means that funds vary from year to year and are procyclical (moving with the cyclical condition of the economy).

In summary, the department procures books based on population enrollments, state book needs, market analysis costs, and adjustment for funds availability—which is generally unpredictable. The PD team clarified how procurement is conducted centrally in a competitive bidding process. **Table 4-3a** presents a sequence of the annual book procurement cycle processes covering steps from the book identification to bidding documentation, to technical specifications, advertisements (federal or state level), publisher bids, technical and financial evaluations, and contract awards. The PD team commented on how the cycle can vary depending on the size of the state enrolment; for example, a state with 4.5 million learners will involve longer procurement cycles compared to a state with 200 thousand learners.

Table 4-3a: Sequence of Annual Federal Book Procurement Cycle

Sequence of Book Procurement Processes
<p>Basis for Public Procurement</p> <p>Procurement Act 2007 + Procurement Manual</p>
<p>Book Identification</p> <p>NERDC textbook accreditation for use in schools</p> <p>State selection, 10 curriculum levels, Pre-primary, P1–P6 and JS1–JS3</p>
<p>Budget</p> <p>Adjustment based on state book selections, market analysis of book costs, and funds availability</p>
<p>Bidding Documents</p> <p>Standard procurement bidding documents are used, adapted to include specifications for each unique book procurement.</p>
<p>Technical Specifications</p> <p>Technical specifications are defined in consultation with experts from NERDC and UBEC (e.g., quality paper 70g minimum; laminated cover 220g minimum; binding stapled/stitched below 100 pages, sewn above 100 pages, etc.); the specifications are subject to review in line with best practices, standards, & benchmarks.</p>
<p>Advertisements</p> <p>Book procurements are advertised in national daily newspapers; interested parties respond to RFP.</p>
<p>Bid Timeline</p> <p>Publishers/Printers have 6 weeks to prepare bid submission.</p>

Sequence of Book Procurement Processes

Technical Evaluation

Bidders are scored as technically qualified based on Procurement Act documentation (company registration, tax clearance for 3 years, publishing experience, etc.).

Financial Evaluation

Bidders are scored for financial capability-based bid security from a reliable bank; they must have 10% bond capability to cover contract production and supplies.

Lowest Bid Evaluation

Bidders are given a book unit-cost ceiling. If the threshold is not met, a round table negotiation is conducted to meet the government ceiling.

An example of a unit price ceiling would be 300 naira per book for a 300,000-copy print run.

Contract

The contracting authorities are UBEC (Federal) and SUBEB (state level).

Awards

Tenders are awarded following Federal Executive approval, which is necessary due to size of procurements.

Printing*

Printing is expected to be done in Nigeria; there is no international competitive bidding. There is an expectation of adequate local content and capacity for publishing and printing.

Distribution

Distribution is part of the procurement contract. Books are delivered directly to state warehouses. Documentation of a store receipt certificate and waybill, signed by the SUBEB chairman, are required for payment.

Payments

Payment is done in tranches, depending on the contract. The request for payment requires certified delivery documentation.

*On printing, various reports indicate that publishers actually conduct between 70–90% of printing jobs abroad (India, China, Malaysia), where they can negotiate 15–30% cost savings.^{179,180}

179 R4D & IEP, *Annex 3, Global Book Fund Country Study, Nigeria*, 222.

180 PLANE, *Book Supply Chain Analysis Nigeria, 2021/2022*, 6.

On book budget, it is difficult to get information on government budgeting and expenditure on books due the fluctuating nature of funds availability, as described by stakeholders. However, the UBEC website provides information on disbursement that includes a spreadsheet on UBE intervention fund disbursement receipts and utilization for the 2015–2019 period, inclusive of receipts for instructional materials. There is specific information on receipts for the 2020 budget for instructional materials approximating **eight billion Naira** (N7,937,322,900/US\$19,096,892).¹⁸¹

The PD team explained the procurement process as being aligned to the government annual budget cycle, which ends in December. The UBE funding receipts (identified in the website disbursements) are deposited throughout the year, and the total budget for instructional materials can be ascertained only at the end of the financial year in January. The team clarified that the 2022 instructional materials funding for **three billion Naira (US\$7,227,174)** was drawn down from the 2021 budget of accumulated receipts.

On challenges, the PD team described in an interview the biggest challenge being inconsistency of funds—an inconsistency that is noted in the 2020 and 2022 budgets discussed above. One official remarked that book procurement for even 5% of enrollment may not be sufficient, as it “depends on what comes from government.” The PD team described challenges in the financial year and funding release timeline, which problematizes procurement alignment with the academic year and school re-opening.

Added to the budget misalignment, further challenges in procurement processes are caused by:

- bureaucracy in the back-and-forth processes of book selections and procurement approvals between federal and state levels,
- delays in printing abroad,
- large variances between states in book shortages,
- 2019 procurement monitoring finding of 1:20 book-to-student ratio observed in more populous states.

As the UBEC official in the quotation said, there are simply not enough books to go around. The reasons for the shortfalls are contentious between the federal and state levels, where interviewees spoke of expectations for states to “do the right thing” and provide state funding to match the UBEC funding.

In summary, government procurement at the federal level is grounded in the national personnel audit baseline defining book coverage for just 5% of state-enrolled students annually and 15% triennially. The expectation is that states will procure the 85% difference with state funding and with the support of partners. The reality lies in monitoring reports of 1:10 to 1:20 book-to-student ratios observed in classrooms. The UBE Intervention Fund is insufficient to support state needs and targets to provide a core set of textbooks for every learner.

181 UBEC. *FGN-UBE Intervention Funds Disbursements/Utilization From 2005-2019. Disbursements.*

See **Annex 9: Procurement Scenarios for Coverage of 5–100% enrollment**. Utilizing information from the interview with UBEC officials and data from the UBEC website on UBE-IF Disbursement 2005–2019, two budget scenarios (2020 and 2022) were examined for feasibility in meeting the needs of primary level learners in Nigeria, whether 100% of the learners (22.4 million) or 5% of the learners (1.12 million). Also examined was the negative impact that distributions resulting in book-to-student ratios above 1:2 to 1:3 can have on acquisition of foundation literacy skills.

See **Annex 10: Interviewee Perceptions of Government Procurement Processes**, outlining publishers’ and printers’, donors’ and implementers’, and MoE observations of what is working and where are the challenges.

Procurement Processes—State Level

“It is said that education is the responsibility of all! And provision of books is budgetary intensive. There is, therefore, a need for sensitization and higher-level advocacy to government and other organizations to continue providing the books. The state government declared a state emergency on education and has been allocating more than 20% of its annual budget to education for years.”—Team Comments, Sokoto State Ministry of Education, Group Interview

Sokoto is one of the two northern states that implemented the Northern Education Initiative Plus (NEI Plus) early grade reading (EGR) intervention. In interviews, ministry teams talked about a state priority focus on basic education as the foundation, and the provision of EGR materials with an aim of reaching a standard book-to-child ratio of 1:1 for all students.

The SMOE and SUBEB are the contracting authorities for state book procurements and, as such, spent over 800 million naira (USD\$1,927,246) on EGR materials in the 2020–2021 academic session. The main source of funds was the state budget, UBE counterpart funds, and partner funds. The EGR books procured were of good quality and varied in lifespan from learner workbooks (one-year single use) to teacher guides (three-year-plus use, depending on curriculum revisions) to supplementary readers (multi-year use in classroom and school libraries).

The state schools do not have budgets for purchasing books. They were encouraged to find sources of income for school activities through the School Based Management Committee (SBMC) development plan. In some cases where books supplied to schools were inadequate, schools photocopied books with funds from PTA, examination levies, and SBMC support. The practice risks copyright infringement and piracy (while the MoE owns the copyright of EGR materials). Nkiko (2014) observes that piracy in Nigeria is caused by book scarcity and lack of understanding of the copyright laws.¹⁸²

In the last two academic sessions, Sokoto has acquired EGR materials in English and Hausa for all 23 State Local Government Education Authorities through a collaboration model with partners, namely with Northern Education Initiative Plus (NEI Plus) in ten LGEAs, UNICEF and World Bank Nigeria

182 Nkiko, *Book Piracy in Nigeria: Issues and Strategies*.

Partnership for Education Project (NIPEP) in five LGEAs, and UBEC/Better Education Service Delivery for All (BESDA) in eight LGEAs.

In Adamawa, interviews with the MoE team clarified book procurement in the state budget with provision for annual increases due to state high interest in and prioritization of education. The 2022 education budget of N8 billion (US\$19,272,464) allocated N100 million (US\$240,905) for books representing around 1–2% of the total budget. However, the state has not achieved its planning target for “1 book:1 child.” Book ratios have ranged from 1:3 to 1:5 in overcrowded classrooms (100-plus students), mainly in urban and municipal areas. The challenge is both to secure sufficient funding to procure adequate numbers of ERMs and the availability of books in the local language of instruction.

Adamawa is one of two states that implemented the USAID/AUN Strengthening Education in Northeast Nigeria States (SENSE) program. The intervention developed Hausa reading materials *“Ina Son Karatu!”/“I Want to Read!”*. The state further received, adapted, and used materials from other state interventions (Reading and Numeracy Activity/RANA, and NEI Plus *“Mu Karanta”/“Let’s Read”*). However, the materials have proved difficult to procure for continuity and scaling of ERMs to all schools.

“We lack the publishers and customers to buy these materials. There is no way you can go and buy RANA or Mu Karanta. Nobody stocks them. You can only get them through the government source. They are the only materials for local reading.”—Implementing Partner of Literacy Program, Interview

In Adamawa, the state has acquired books with state budget, UBEC funding, and partner funding contributions. There has been a shift in priorities for book procurement as part of annual state budget planning and toward inclusion of ERMs in the planning.

In Ebonyi state, interviews with the SMOE and SUBEB teams discussed a successful procurement of EGR materials in English and Igbo local language as part of the 2021–2022 state budgeting and expenditure. The state procurement target is one child for one book. In ERMs, the state has widened procurement through partnership so as to cover all Local Government Education Authority schools with mother tongue and English reading materials.

“Before going into NEI Plus Let’s Read/Ka anyị guọ, we used the Jolly Phonics materials in early-grade reading. Using the two materials improved the literacy levels in the state.”—SUBEB and BESDA Partnership Official, Interview

The state teams described their search far and wide to locate early-grade reading materials in Igbo that would complement the EGR English *Jolly Phonics* materials already in use in the state’s 20 LGEAs and schools. The launch of the UBEC/World Bank partnership for Better Education Service Delivery for All (BESDA) made possible the identification of NEI Plus EGR materials available in three widely spoken local languages (Hausa, Igbo, and Yoruba). The state has procured through BESDA EGR *Let’s Read/Ka anyị guo* in Igbo mother tongue for seven LGEAs, where each school received 200 copies for P1–P3.

In Ebonyi, the state has pooled funding for the acquisition of EGR English Jolly Phonics (UBE fund) and EGR Igbo Ka anyị gụọ (BESDA fund) materials. This marks a shift in state book selection preference to include EGR materials in English and local language of instruction. There remain challenges in equal disbursement of books to all schools regardless of school size or needs.

In summary, Government procurement at state level is perhaps indicative of a new model emerging: a pooled funding for book procurement in primary level formal and informal literacy interventions. The materials were evaluated by NERDC, adopted by ERCs, checked by UBEC, and informed by evidence-based research and interventions carried out nationally (Jolly Phonics) and in some states (RANA, NEI+, SENSE). The materials embed standardized, systematic approaches that can be measured and that can produce results in the short, medium, and long term as interventions scale up and mature across states.

Challenges across the states lie in the inadequacy of funding, shortages of books, scarcity of local language materials and authors, and the lack of school and SBMC involvement in meaningful decision making on book selection and in book procurement that goes beyond finding resources to fill the gaps.

See **Annex 11** for more details on state procurement processes with example of Sokoto Budgeting and Expenditure for Current and Projected Book Procurement.

Purchasing

“Better Education Service Delivery for All” (BESDA)

“The first thing is fiscal federalism between the federal and the state governments—everyone has their own resources—everyone can buy their own books; it calls for more collaboration in terms of how to move things forward.”—Development Partner, Interview

A recurrent theme throughout the interviews was lack of adequate financing, while a contradictory theme was the availability of finance and the need to cohere resources between federal and state levels to make the finance work better. The Global Book Fund Feasibility study (2016) records that in many lower- and upper-middle-income countries, improving “spending efficiency” rather than “raising absolute funds” could help counter the gap in under-financing.¹⁸³

The World Bank Project Appraisal Document for *Better Education Service Delivery for All (BESDA)* describes how the operation is anchored within “the existing structure of UBEC and SUBEBs” responsible for management and implementation of the UBE program.¹⁸⁴ The rationale behind the results- and needs-based focus is to provide “a demonstration effect, or proof of concept, both for the federal and state levels, as to how the UBE program could operate more effectively and achieve desired results.”¹⁸⁵

183 RDI & Intl Education Partners, *Global Book Fund Feasibility Study*.

184 WB. *Program Appraisal Document: Better Education Service Delivery for All Operation*, 2017, 8.

185 Ibid., 14.

Interviews with MoE and UBEC federal and state stakeholders record improving and transforming procurement processes incentivized under the BESDA Program for Results (PforR) approach. UBEC teams reported on the use of BESDA funds in supporting 14 northern states and 3 southern states to procure books in Hausa, Yoruba, and Igbo languages. The transformation was in balancing supply and demand to ensure on the demand side that books got to states with greatest needs in terms of (1) out-of-school populations, and (2) relevant local language materials for addressing their basic literacy needs. On the supply side, the focus was on *improving literacy* in the same states that on the demand side were *increasing access for out-of-school students* to make sure that the two move hand-in-hand. The idea was to demonstrate the benefits of education to families so as to encourage enrollment and retention. For improving literacy, the PforR launched a roll-out of an intensive literacy program (ILP) that included English and local language textbooks, teacher guides, assessment of progress, and teacher coaching in focus states, building on ongoing interventions showing “valuable lessons and result.”¹⁸⁶

One UBEC interviewee remarked that, while there are several agencies willing to intervene, the challenge is to find out what the actual situation is and the needs are in every state.

“It is expected that by the time the BESDA program is over (2022), (the states) have insight that, if every child has a book for themselves, that it will enable literacy ... and the states will look ahead and say, ‘Why don’t we ensure that we continue with this procurement for these results’.” —UBEC Official, Interview

The question is whether the literacy and ERM procurement across focus states can be scaled up to all states—to consolidate strengthening in procurement and financing systems and achieve UBE one-book-for-every-child targets. One idea explored during interviews was to consider **a pooled funding mechanism for a 2–3-year procurement of ERM materials—a type of Advanced Market Commitment combining public and private partner contributions**. There are the opportunities for savings in centralized bulk procurements. There also are incentives to demonstrate the feasibility of one procurement cycle for 3-year coverage for attaining a one-book-per-child target provision. This would enable broader and deeper research and evaluation of learning outcomes as well as lessons for enabling literacy—lessons for all to see, whether federal, state, or partner investment stakeholders.

Table 4-4 shows BESDA ERM scaled procurement results in 4 out of 5 of the SCA research states, and compares them with the combined BESDA 17 Focus state results.¹⁸⁷ The results are drawn from a 2022 BESDA status report on Result Area 2 of the intervention for improving literacy in the 17 focus states.¹⁸⁸ The results map multiple state support for the procurement and distribution of English¹⁸⁹ and local

186 Ibid., 13.

187 The FCT was not a Focus State in the BESDA intervention.

188 Yusuf, *Status Result Area 2: Status Report for 17 BESDA Focus States*.

189 English Language Literacy Materials—*Jolly Phonics, Let’s Read*.

language¹⁹⁰ literacy materials of textbook decodable and levelled readers, teacher guides, and non-textbook supplementary readers.

The table shows the 4 BESDA SCA 2021-2022 states procurement and distribution, achieving targets of almost a million student reading textbooks in English (425,538) and local languages (533,476), of over 56,000 teacher guides in English (25,724) and local languages (30,584), and over 180,000 supplementary reading materials (181,824). The materials were distributed in 4,920 schools, reaching 705,184 pupils and 16,249 teachers for the academic session in P1–P3 classes.

Yet the table shows significant procurement and distribution shortfalls in two of the SCA states, Adamawa and Ebonyi, compared to zero shortfalls in sister states Sokoto and Oyo. The latter were likely to have been states with more mature engagement in ERM procurement and distribution scaling post-pilot interventions.

The table further illustrates a stronger performance in the 4 BESDA SCA states in lower book shortfalls compared to the combined 17 BESDA focus states. The lowest shortfall in the BESDA SCA states was for local language teacher guides (7% shortfall) and the highest for English language pupil textbooks (43% shortfall). The lowest shortfall in the combined 17 BESDA focus states was local language pupil textbooks (15% shortfall) and the highest shortfalls were English language pupil textbooks (55% shortfall) and teacher guides (57% shortfall). The shortfall totals show higher overall target achievement for local language ERMs procurement and distribution compared to English materials—perhaps signaling a higher priority for acquisition of mother tongue materials. The shortfalls also signify ongoing difficulties for states to achieve procurement and distribution targets, even with combined federal, state, and partner financial and technical support.

The challenges identified in the status report included familiar areas of slow response and inaccuracies in data submission, delays in ERM procurement, delays in training and follow-up coaching, and lagging quality assurance monitoring visits. They speak of challenges in scaling successful models, whether in planning, development, procurement, or utilization. As an NERDC official observed in an interview discussion that “entrenching best practices will take a lot of effort” where “issues of capacities are very important” in that they “need to be enhanced and built up.”

190 Local Language Literacy Materials—RANA (Hausa), KA ANYI GUO (Igbo), MU KARANTA (Hausa), IWE KIIKA (Yoruba).

Table 4-4: BESDA Procurement and Distribution—Intensive Literacy Program (ILP) 2021–2022

BESDA	SCA Focus States	Adamawa	Ebonyi	Sokoto	Oyo	Total 4 BESDA SCA States	Total 17 BESDA Focus States
ILP Coverage Schools, Enrolments, Teachers	Primary Schools ¹⁹¹	2,003	1,075	642	1,200	4,920 (19% of BESDA total)	25,994
	Enrolment P1–P3	327,330	116,255	175,975	85,624	705,184 (13% of BESDA total)	5,586,871
	Teachers P1–P3	5,460	3,302	3,623	3,864	16,249 (11% of BESDA total)	135,590
ILP Languages English & Local Languages	English Language	Jolly Phonics	Let's Read	Jolly Phonics	Jolly Phonics	Jolly Phonics, Let's Read	Jolly Phonics
	Local Languages ¹⁸⁵¹⁹²	RANA (Hausa)	KA ANYI GUO (Igbo)	MU KARANTA (Hausa)	IWE KIKA (Yoruba)		Rana, Mu Karanta, Let's Read, Ka Anyi Guo
ILP P&D Pupil Textbooks P1–P3	English Language	0	114,623	209,000	101,916	425,539	2,358,320
	Shortfall	327,330	2,883	0	0	330,213 (43% shortfall)	2,893,952 (55% shortfall)
	Local Language	216,668	114,623	209,000	107,808	533,476	4,923,715
	Shortfall	208,648	2,883	0	0	211,531 (28% shortfall)	895,154 (15% shortfall)
ILP P&D Teacher Guides P1–P3	English Language	0	7,534	10,600	7,590	25,724	60,895
	Shortfall	5,460	0	0	0	5,460 (18% shortfall)	83,531 (57% shortfall)
	Local Language	4,860	7,534	10,600	7,590	30,584	139,095
	Shortfall	2,261	0	0	0	2,261 (7% shortfall)	26,374 (16% shortfall)

191 Overview of state primary level schools and BESDA selected schools: *Adamawa*—2,003 state schools, 2,003 BESDA selected schools; *Ebonyi*—1,075 state schools, 1,075 BESDA selected schools; *Sokoto*—2,042 state schools, 642 BESDA selected schools; *Oyo*—2,454 state schools; 1,200 BESDA selected schools.

192 RANA—The Reading and Numeracy Activity (Hausa)—Funder: DFID and UNICEF; MU KARANTA (Hausa: Let's Read) and KA ANYI GUO (Igbo: Let's Read)—Funder—USAID; IWE KIKA (Yoruba, Reading Books)—Written by Department of Adult Education, Department of Yoruba, University of Ibadan. Let's Read (English); *Jolly Phonics* and GPE.

BESDA	SCA Focus States	Adamawa	Ebonyi	Sokoto	Oyo	Total 4 BESDA SCA States	Total 17 BESDA Focus States
ILP P&D Supplementary	Supplementary Reading Materials	3,000	37,824	105,000	36,000	181,824 (19% of BESDA)	1,231,326

Source: Status Report, BESDA 17 Focus States, June 2022

Open Market

“Publications are food for the mind; good books are good food for development.”
—Higher Education Institution Communications Expert, Interview

For Nigeria to develop, according to the HEI Expert quoted above, Nigerians must be reading and be encouraged to be reading. In discussion, the expert described Ibadan, the capital and most populous city of Oyo State, as the “intellectual capital” of Nigeria in terms of book publishing. Interviews with authors and publishers in Ibadan underscored perceptions of a very large educational book market, covering a school-age-to-general-population ratio of 46% - as in 95 million children and youth to the general population of 206 million. It is a “country of the young,”¹⁹³ while for publishing houses there is a big gap between numbers of potential pupils and the potential market. Publishers reported that no one has carried out a survey of book businesses in Nigeria, due to lack of funds, mistrust among critical stakeholders, and lack of political will from key institutions such as NERDC. They see the population size and school enrolment as indicative of a strong market, while they perceive purchasing power as weak and perhaps not fully tapped. Most authors and publishers produce books based on the NERDC curriculum. They see publishing in Nigeria as being tied to school texts. Publishers produce supplementary materials to support the curriculum texts. The private schools are the main consumers of published books, followed by public schools, government, and NGOs. Around 20% of publishers interviewed attested to doing UBEC and SUBEB tenders for bulk procurements, while noting that tenders were not regular. Book piracy is seen by all publishers as a major challenge in the industry, where piracy kills businesses. As publishers produce books in anticipation of market demands, piracy sales prevent publishers from selling as planned, thereby increasing their losses in the business. Some publishers reported not entering tenders so as to protect their books from piracy.

One publisher spoke of the current market as volatile, unlike 15 years ago when the supply chain was regular. It used to be publishers supplying books to booksellers who supplied to parents/students. Publishers are weary of supply chain disruption, where schools are becoming booksellers and opening their own bookshops within the schools. These developments are seen as not only affecting the publishers and booksellers, but also the students, who have limited access to books. The joy of visiting a bookshop for book varieties has been denied to them. The volatile market contributes to inflation of book prices, further limiting household capacity to purchase books for their children. **Table 4-5** maps

¹⁹³ UNICEF/Nigeria, “Situation of Women and Children in Nigeria”.

average household expenditure in government and private schools, which only nominally covers four books for one child per annum at publisher average market prices for black-and-white and color books.

Table 4-5: Open Market—Household Expenditure and Publisher Pricing

Average Household Expenditure Primary School Per Learner Per Annum			Average Publisher Selling Price Per 32-Page Book, 10,000-Copy Print Run		
	1 textbook	4 textbooks		1 textbook	4 textbooks
Public school	N380	N1,521	Black & White	N700	N2,800
Private school	N1504	N 6,016	Color	N1500	N6,000

Sources: NEDS Household Survey 2020194; GBAIA Publishers Survey Adamawa 2022195

GBA Findings: Procurement and Purchasing—Strengths

- The Government Universal Basic Education Intervention Fund (UBE-IF) supports procurement of instructional materials to supplement resources for Basic Education in the states and FCT.
- States are prioritizing book procurement and ERMs in annual planning and budgeting.
- State collaborations with funding partners are enhancing procurement of ERMs and leading to wider systematic coverage of schools across local government areas.

GBA Findings: Procurement and Purchasing—Weaknesses

- Increasing enrolments are limiting the capacity of the federal UBE Intervention Fund for instructional materials to attain the target for 1:1 provision across 36 states and FCT. The target is not feasible, even with 10 years of procurement from the fund.
- Bureaucracy in book selection and approval between federal and state levels delays and disrupts procurement alignment with the academic year.
- Essential reading materials are not included in UBE-IF core textbook categories for funding while they have been prioritized for library resource procurements and for funding pilot ERM scale up programs with partner support (GPE support for Jolly Phonics ERM and BESDA support for local language ERM scale-up from pilots).

194 FME, NPC, *Nigeria Education Data Survey (NEDS) for the Evaluation of Better Education Service Delivery for All [BESDA] Operation*, 39.

195 GBAIA, *Publishers Survey Adamawa State, Internal report*.

GBA Recommendations: Procurement and Purchasing

Short term

- That the GBA partners support government work with schools and SBMCs to define a more active role in school-based book funding sourcing. This is to enable schools to address perennial gaps in book shortfalls in the wake of book procurement gaps.
- The GBA should support UBEC and NPA provide training to key stakeholders in schools, communities, publishers, and printers, on all aspects of copyright, open access, and pirating.

Medium Term

- That the GBA donor partners should support Federal and State Ministry and UBE Procurement Departments in the following training areas: to disseminate procurement best practices for improving efficiencies and effectiveness that are responsive to needs and adhere to policy in allocation of resources; to streamline the existing hybrid procurement model of decentralized selection of books at state levels and centralized procurements at state and federal levels; and to coordinate publishing blocks for state, zonal, and national publishing volumes based on small, medium, and large publishing houses and printing press capacities. This coordinated procurement could lead to lower book costs.
- That the GBA partners support Federal and State UBE agencies on improving efficiencies and effectiveness of UBE Intervention Fund support to states with the inclusion of ERMs in the core textbook category based on lessons, best practices, and results from intensive literacy programs demonstrated in the BESDA intervention and scale-up.

Long Term

- That GBA's donor partners support pooling funds with Federal and States funds for research and development into alternative models of multi-year tenders to demonstrate the feasibility of a longer procurement cycle of 2–3 years for ERMs in English and local languages. This would be **a type of Advanced Market Commitment combining public and private partner contributions**. There are the opportunities for savings in centralized bulk procurements at the federal and/ or state levels. There are openings for building traction on lessons captured for improved procurement and distribution efficiencies with models such as BESDA intensive literacy programs implemented in multiple states. There are incentives to demonstrate the feasibility of 3-year procurement cycles for attaining a one-book-per-child target provision. There is scope for broader and deeper research and evaluation of learning outcomes and capturing lessons on systematic approaches for building foundational literacy.

SCA PHASE 5: DISTRIBUTION MANAGEMENT

Distribution management encompasses the organization, oversight, and activities involved in moving books from the point of origination to the point where learners access them, and includes packaging, inventory, warehousing, and logistics.

Even when challenges related to title development and procurement have been addressed, books may not make it to the classrooms and to the children they are intended to benefit. This can happen for a myriad of reasons, including challenging conditions of climate and geography, inadequate transportation infrastructure, unrealistic distribution budgets and timelines, corruption in the supply chain, and more.

The book distribution process is complete only when books get into the hands of the learners. It is only when learners have their own books at their disposal that they can learn to read and read to learn.

Government System—The UBEC Book Distribution Channel

The Compulsory, Free Universal Basic Education Act, 2004 (UBE Act 2004)¹⁹⁶ stipulates the role of the Universal Basic Education Commission (UBEC) to disseminate curriculum materials for basic education in Nigeria. In executing this mandate, UBEC has developed a book policy for the procurement and supply of materials for the UBE program as a guideline for the states and FCT for effective implementation of UBE textbooks and workbooks dissemination. The guideline clarifies strategy for setting up “an effective book distribution channel to ensure that books and other materials get to pupils and schools on time.”¹⁹⁷

The book policy maps the distribution channel for textbooks delivery as moving from the provider (publisher) warehouse or plant to State Universal Basic Education Board (SUBEB) warehouses, to Local Government Education Authority (LGEA) warehouses, to government public schools where books are stored (storeroom, classrooms, library) for distribution to learners (**Figure 5-1**).

Figure 5-1: The UBEC Book Distribution Channel



¹⁹⁶ FRN, Compulsory, Free, Universal Basic Education Act 2004

¹⁹⁷ UBEC, Book Policy for the Procurement and Supply of Instructional Materials for the Universal Basic Education (UBE) Program in Nigeria, 2.

The policy identifies UBEC as responsible for managing the distribution from federal to state level. SUBEBs are responsible for the state to LGEA level. Finally, the LGEAs are responsible for the last-mile delivery of books to every school in their local area. There are processes along the way for packaging, counting waybills, and verification of books at each destination.

Book distribution managed by government education institutions—and increasingly by partner interventions—are anchored in the organizational structures of the UBEC book distribution channel.

At Federal Level

The UBEC academic services and procurement teams described in interviews the book distribution cycle lasting for six weeks from tender to delivery in state capitals and taking three months for book transfer from state capitals to LGEAs and onto every school in each state. The teams clarified the following aspects on distribution processes:

- the national distribution schedule and funding are built into provider award letters
- there are book delivery points specified for each Universal Basic Education Board in the 36 States and FCT
- publishers take the books directly to the UBEB warehouse(s) in the state(s) and FCT where they won the bid
- the distribution coverage has outreach to over 600 cities across the country

Publishers and printers (providers or vendors) discussed in interviews how they deliver books to UBEC warehouses at the federal level and to SUBEB warehouses at the state level. They confirmed delivery as part of the procurement award. Upon delivery, the books are counted, verified against delivery notes, and signed off with receipts provided by state warehouse managers. Vendors must provide UBEC procurement with receipts from state warehouses to enable 100% release of payment. The publishing houses use their own vehicle fleet or hire vehicles to deliver to the state depots. Payments are made once the materials are distributed and all required documentation is completed.

At State Level

Once delivered at the state level, the responsibility of the vendor and UBEC for distribution ends. The State Ministry of Education (SMoE) and SUBEB are in charge of the distribution of materials to the LGEAs and the schools. The SUBEB distributes the books to the LGEAs, and LGEAs distribute to school offices or to head teachers who come to collect the books. The head teachers distribute to subject teachers, who then distribute to the learners.

The UBEC policy outlines a support fund for the distribution of books at state level. The support fund is determined by the size of each state and the funds available. Moreover, states are expected to complement the fund and “ensure judicious utilization of what they are meant for.”¹⁹⁸

198 UBEC, *Book Policy for the Procurement and Supply of Instructional Materials for the Universal Basic Education (UBE) Program in Nigeria*, 6.

To manage the state-level distribution processes, states are expected to set up a Book Management Committee to oversee the plan and distribution of books comprising a representative of the SUBEB Chairman, a representative of the Department of Planning Research and Statistics, and the Director-in-charge of Instructional Materials. LGEAs are encouraged to set up the same structure.

Federal Successes & Challenges

In a UBEC two-day meeting held in Kaduna in February 2019 for directors and desk officers in charge of instructional materials in the 36 SUBEBs and FCT UBEB, the representative of the UBEC executive director informed the gathering of major distribution successes. These centered on “the supply of over 120,622,776 textbooks, library resources, ECD materials, and teaching aids to public schools nationwide” between 2009 and 2016, when the UBEC/SUBEB partnership rolled out the first years of instructional materials distribution under the UBE intervention fund.

However, the meeting also was informed of various challenges, “especially in the distribution and utilization of materials provided by the Federal government.” The issues were informed by findings from the UBEC *Assessment of the Availability and Utilization of Instructional Materials in the 36 States and FCT* and the *Independent Corrupt Practices and Other Related Offenses Commission (ICPC)* reports.¹⁹⁹

The challenges presented in the workshop were reflected in focus group discussions and interviews conducted by the research team with teachers, head teachers, PTAs and SBMCs, SUBEBs, and the FCT-UBEB. Participants reported challenges primarily in the area of funding the transportation costs of state distribution.

School Challenges

A frequent challenge reported by stakeholders was the “last-mile delivery” or getting books delivered on time, in the right quantities, in the right titles, in the right condition, to schools and into the hands of the end-users—the pupils and the teacher.

“My son was in Primary 2 when he was to get books from the school. The books for Primary 2 arrived at the school when he was in Primary 4.”

—School Based Management Committee Member, FGD Participant

A particular challenge was the transport stipend for the school principal or teacher to come to the LGEA office to collect the books and transport them back to the schools. In the FCT focus groups, schools reported a lack of awareness on books for collection from LGEAs, where “whatever is given, the school collects.” While books are received in good condition, teams recounted discrepancies in book correlation with the curriculum and in the quantities supplied, which were inadequate in relation to enrollments. Teachers reported grouping pupils in their classrooms for sharing books in ratios of one book for 10 or 15 pupils.

¹⁹⁹ Iliyasu, *UBEC, assuring quality in basic schools*

SUBEB and LGEA Challenges

“I contacted the SUBEB in December 2021 to inform them that we did not have materials in the schools. They assured me that by January to March we would see some textbooks. The last distribution we received was for 2018–2019 school year.” –*Local Government Education Area Official, Interview*

In interviews, Ebonyi, Adamawa, and Sokoto teams (SMoEs, SUBEBs, and LGEAs) reported various impediments to effective book distribution that included delays in planning and processing of books distribution for alignment with the school academic year, difficult terrain to reach rural communities—particularly in the rainy season—availability of transport stipend for book distribution and collection, security concerns in some areas, and enrollment increases after data collection leading to shortages. Interviewees described disparities between urban and rural areas, with town schools located nearer the LGEAs benefiting from more books due to lack of communication and transport funds for rural schools to travel and manage book collection.

Quality Assurance

“We have Federal Education Quality Assurance (FEQA) officers [who] do visit the school to see the books are delivered. The FEQA service—department of the Ministry—has an office in every state of the country. Are the books issued to students or are they in stores or in libraries? If the FEQA office in every state carries out inspections, this can be verified.” –*Federal Ministry of Education Official, Interview*

“Academic Service monitor the availability and utilization of the books in the schools. [They] visit the SUBEB, visit the LGEA, and a percentage of the schools. [They check] are the books available, are the books still at the LGEA, the SUBEB, are they in the school—are they in the hands of the learners.” –*Universal Basic Education Commission Official, Interview*

In Federal MoE interviews, a frequent concern discussed was monitoring. As in the quotations above, there are quality assurance structures in MoE and UBEC for monitoring book distribution activities. There appear to be challenges, however, in coordinating efforts and communicating feedback by quality assurance teams at federal and state levels. Monitoring reports are shared internally, while externally reports are available upon request, leaving gaps in information flows on distribution issues, opportunities, and lessons. The challenge is articulated in reports on the “dual and overlapping mandates” between FME supervisory and UBEC implementor functions in conducting monitoring;²⁰⁰ and weak communication between state and federal actors where “improvements [that] may be seen at

200 FRN, *Education sector analysis: the Federal Republic of Nigeria: assessing the status of education in the federation and Oyo, Adamawa and Katsina States*, 54.

federal level, do not translate to improvements at the state level, and improvements in one state do not translate to changes in other states.”²⁰¹

The FME (2015) developed a National Education Quality Assurance Handbook for Basic and Secondary Education in Nigeria that utilizes “a whole school evaluation strategy”.²⁰² In the UBEC 2019 meeting in Kaduna, the SUBEB and FCT UBEB delegates were introduced to a new “quality assurance framework” for instituting “a robust, functional, comprehensive, sustainable, effective, and efficient quality assurance system at SUBEB and LGEA levels.”²⁰³ The manual and framework are comprehensive for quality assurance approaches overall, while they lack detail and more specific tools for monitoring the system nodes of book supply and distribution.

In summary, the national book distribution channel presents opportunities for utilizing a well-established structure for book distribution and challenges for monitoring nodes in the channel, creating bottlenecks. Distribution is considered in the literature to be a complex challenge that varies from country to country and, in Nigeria, from state to state. Fredriksen and Brar (2015) observe in a World Bank study that “the cost and complexity of distribution varies enormously depending on country size, topography, and road networks. ... Inevitably, the schools in distant, hard-to-reach areas suffer, as is evident from the discrepancies in the student: textbook ratios between rural and urban areas in most parts of the developing world.”²⁰⁴

Private System—The Publisher Book Distribution Channel

“In the past, you had five actors in the book supply chain— the publishers, the author, the printer, bookseller, and the end users. Each of these actors has their own specified role to play. The way it is done now—the publisher is doing the job of the printer and also of the sales/seller. The educational reps now move to schools, move to the customers, to sell the book products—which hinges on the role of the bookseller.”

—Publisher, Ibadan, Interview

During interviews, authors, publishers, and printers discussed the systems that have developed for book distribution for private sale. They range from basic use of public transport by smaller publishers to deliver books direct to purchasers (schools, bookshops) to larger publishers’ use of their own truck fleets to transport books to a network of facilities for storage and redistribution at national, geopolitical zone, and statewide levels. The larger houses have depot facilities in each of the six regions, each depot serving surrounding states. The states have offices and storage facilities serving bookshops

201 Outhred et al., *Prospective evaluation of GPE’s country-level support to education*, 30.

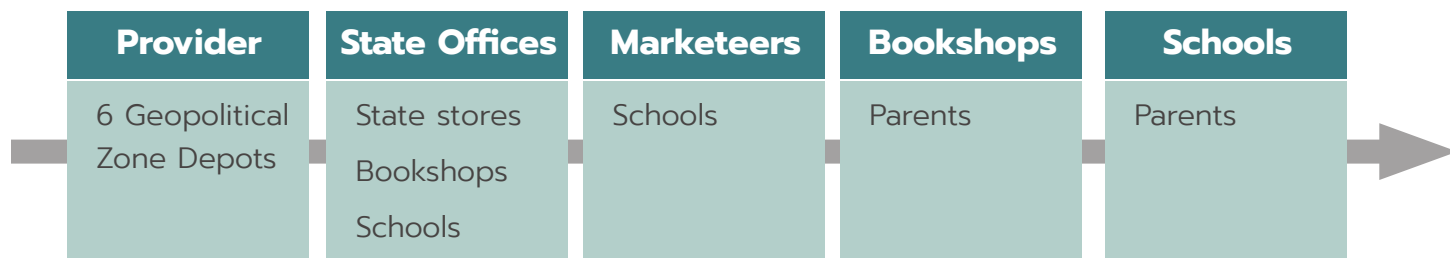
202 FME, FEQAS. *National Education Quality Assurance Handbook for Basic and Secondary Education in Nigeria*,” viii.

203 Iliyasu, *UBEC, assuring quality in basic schools*.

204 Fredriksen & Brar, *Getting Textbooks to Every Child in Sub-Saharan Africa: Strategies for Addressing the High Cost and Low Availability Problem*, 104.

and schools. Booksellers purchase books at discount from state offices. Publishing house marketeers retrieve books from state office stores to promote and sell at discount directly to schools. Schools set up bookshops to sell directly to students. Parents buy from schools or from bookshops using lists of approved textbooks provided by schools (**Figure 5-2**).

Figure 5-2: The Publisher Book Distribution Channel



There was some discord among publishers and authors on the book distribution and promotion channels that have evolved in terms of the blurring and diminishing of roles among publishers, authors, booksellers, printers, and schools, as highlighted in the quotation above. In Ebonyi, some decried a system that is crowded with middle-level for-profit marketeers and schools where “parents may no longer be able to afford books” and where “buying from booksellers” carries the risk of rejection by schools keen to maintain sales from “approved” booklists defined by the state and NERDC and to maintain their own bookseller profits.

An Abuja publisher recounted the opportunities and challenges of direct school sale processes after book publication, approval, and printing. They described the publishing house’s 50 school marketeers spread across states and moving “from school to school to get the books adopted [where] a lot of unhealthy things can go on between the buyer and the supplier.” The purchase and sales transactions were not always “as honest as they should be, [given] the books are priced with a 20% discount.” Several stakeholders reported profit margin tensions between publishers, marketeers, and schools, with providers or vendors raising selling prices and creating issues of affordability and scarcity of books, especially for rural schools and communities.

A book publisher in Ibadan commented on direct school sales as leading to the demise of bookshops. They saw direct sales “shortening the students’ access” to books, as when “parents used to take children to bookshops and you would see books to buy, math sets, rulers.” Direct sales to schools was a distortion, the publisher remarked, that “has raised the prices of books with schools [operating] for profit,” and where “parents and children have been robbed” of a wider experience for accessing multiple books and genres that a bookshop environment brings. An Ibadan bookshop interviewee described their bookshop environment experience as having “reading materials across the board . . . divided into different sections . . . , children’s books with sections for nursery, primary, and secondary . . . , a one-stop shop . . . with something to satisfy everyone.”

One partner implementer noted that the issues in the relationship between book publishers and booksellers are primarily around profit margins. The discord in price and in the publisher/bookseller/marketeer relationship is directly correlated to the scarcity of books, especially in rural communities.

The partner reported the need for “sensitization and [to] let the parents know they had a right to go and demand books.”

In a 2007 paper, Akpena reported that bookshops and schools are the two most effective outlets for book distribution in Nigeria, while the deployment of many sales representatives in the field has “contributed to the high cost of books in the Nigerian market.”²⁰⁵ Yet, he noted that bookshop outlets are unevenly distributed north and south, making it necessary for publishers “to employ aggressive distribution methods to reach customers located far away from the places of publication.”²⁰⁶

Strengthening the Distribution System—The Track and Trace Project

“The Track and Trace challenge was the need for book distribution to be efficient and timely. Various countries have different challenges. The major challenge is the disconnected supply chain—not just in education, but in other commodities in other systems. In health, we have seen the development of distribution systems for drugs, vaccinations, etcetera.”

—Implementing Partner of Literacy Program and Track and Trace, Interview

The Northern Education Initiative Plus (NEI Plus) USAID-funded supported the education ministries in Sokoto and Bauchi States (2015–2021) to develop a tracking system (also known as Track and Trace or T&T) to provide solutions that would alleviate some of the challenges in the distribution system. The implementing partner quoted above describes T&T support as introducing technology to complement and enhance existing paper-based and EMIS systems. He discussed the approach as focused on identifying data points where backlogs occur along the distribution channel from central government to SUBEB to LGEA to school levels. The reality of backlogs, he said, can be seen in “warehouses full of undelivered books—some lying in packaging 15-to-20 years old.”

He described backlogs as emanating from sometimes small gaps in planning, which nevertheless can create breakdowns in the supply chain with significant cost implications for amendment. Examples included: budgeting for local hired labor to offload books on arrival at state and LGEA warehouses—a critical juncture point for book delivery delays; the inclusion of stipends for schools to collect books from LGAs for last-mile delivery—particularly to rural and hard-to-reach remote schools; guidelines for head teachers to provide proof of enrollment when collecting books for capture in T&T and to use for next procurement planning—critical information, given data gaps due to high migration among states, out-of-school learners, and learner drop-outs that constantly disrupt procurement and distribution planning.

The State MoE and UBEB teams in Sokoto affirmed having robust book distribution and tracking systems in place, combining existing and new approaches. The teams reported having the required distribution committees at both the state and LGEA levels, comprising various stakeholders, including

²⁰⁵ Akpena, *An Assessment of Promotion And Distribution Techniques Of Book Publishers In Nigeria*, 17.

²⁰⁶ Ibid.

the SBMCs. Two tracking systems were used: the paper trail and the electronic tracking. To ensure that books got to the learners, the School Support Officers (SSOs) employed both paper trails and tablets to track the books at the school and classroom/NFLC levels. Distribution of the materials from the state to the 2,056 primary schools was typically taking from 1 to 2 weeks.

Improving the Distribution Timeline

The implementing partner (IP) explained the Sokoto distribution success in timeline efficiencies and school coverage effectiveness as being the result of a number of strategies developed in the project for improving distribution management. In the first year, a fact-finding exercise was conducted in the two T&T project states to identify how and where to improve the logistics in the supply chain. The exercise revealed warehouses with enormous pyramids of books that never moved and never reached the hands of learners—a testament to critical bottlenecks in previous distributions.

The project set a target of a month to manage book distribution from provider to schools to address the major historical issues that left learners without books for a long time (stretching from term-length to yearly delays). A number of factors were critical in achieving the target, including the following:

- T&T system integration with SUBEB and LGEA Book Management committees, where success was due to co-design to circumvent various challenges with locally appropriate solutions
- T&T feedback mechanism at each point of distribution—from printer to state warehouses, and from LGEA warehouses to the school—providing a feedback loop for evidence-based decision making
- Good partnership with the community –building community expectation for book distribution to their school communities (demand) and the community accountability for supervising critical last-mile delivery to schools, classrooms, and homes (supply)
- Crucial role of preparation and coaching and mentoring—working with the same cadre of coaches involved in the NEI Plus early grade reading project—for empowerment of LGEA officials to use the T&T technology
- Follow-up track and trace to ensure the books were used, to check the number of books going to schools were reconciled with the number of learners on enrollment and attendance records—timely LGEA assistance to address excesses or shortfalls in distributions
- Ensuring synergy between school census, carried out annually and monitoring of data collected in between
- Longitudinal tracking of classroom observation, feedback on book use, and assessment of learning
- Funding distribution beyond the logistics of delivery to include full parameters of track and trace, last mile delivery, use, impact on learning

At the time of this research in the State (February 2022), teams reported about 80% of the LGEAs in Sokoto had collected their instructional materials for the 2021–2022 academic session from the state

level and had distributed them to the schools. Tracking of the books at the school level also had started. However, due to funding challenges, electronic tracking was yet to commence.

Ebonyi and Adamawa teams reported data collections that vacillated between traditional and new. Both used paper-based tracking, while Ebonyi teams reported the use of tracking software to confirm book deliveries. The challenge may now be one of multiple, or indeed fragmented, solutions that are dependent on project interventions such as the NEI Plus—solutions that are then “reinvented from project to project or donor to donor.”²⁰⁷

The IP noted that issues with technology can be addressed with co-design to include a paper trail so as to diminish the shock of transition from paper record keeping. The more intractable challenge would be resistance to technology use related to accountability and its potential to reveal discrepancies, irregularities, and wastage in the book supply chain, with the resulting exposure of malpractices, such as monies received for shipping books to local government areas or schools having not been used. Track and trace (T&T) can inform communities and NGOs and enable them to report whether books arrived or if the schools are lacking books; the T&T triage system (communities, schools, local authorities) enables checks and balances, making it difficult to cut corners.

On funding T&T, the IP noted that the system pays for itself in improving efficiencies in delivering books to schools. He remarked that funding is not a problem for Federal or State Ministries, Commissions, and Boards, when there is evidence of value in successful distribution. The core issue is efficient use of funds to distribute books with effective use of the established channels of distribution.

See in **Annex 12** a mapping of NEI Plus Book Distribution Track and Trace Processes covering (1.0) TLM Distribution Process; (1.1) Document Preparation; (1.2) State to LGEA Distribution; and (1.3) LGEA to School Distribution.

See in **Annex 13, Table 5-1** mapping of stakeholder accountability roles and responsibilities in book distribution, as discussed by stakeholders during interviews.

GBA Findings: Distribution Management - Strengths

UBEC Book Channel Distribution

- There are delivery points to each Universal Basic Education Board in 36 States and FCT; the distribution coverage outreach is to 600 cities; the distribution cycle lasts for six weeks from tender to delivery in state capitals and for three months from state capitals to each and every school in the state.

207 Kishore, *The Opportunity, Technology and Call for a Global Education Materials Track and Trace Information Ledger*.

Publisher Book Channel Distribution

- The publishing houses operate effective channels of book distribution through a network of geopolitical zone depots serving state offices and storage spaces, with marketeering teams enabling outreach to schools and communities in the remotest areas of every state.

Track and Trace Distribution

- Recent track and trace (T&T) distribution interventions have provided solutions to alleviate backlog challenges in distribution systems and channels. The T&T can reduce the time of distribution from state to school levels fourfold, from three months to three weeks. The track and trace technology can locate the points at which most of the publishing and distribution issues and bottlenecks are found.

GBA Findings: Distribution Management - Weaknesses

Last-mile Delivery

- Despite improvement in distribution management cycles, there are ongoing challenges.
 - » Books don't get to the end users.
 - » There are never enough books for schools, due to challenges with data accuracy, funding inadequacy, and distribution issues with last-mile delivery.
 - » Monitoring visits verify negligible numbers of books reaching classrooms.
 - » Households are obliged to purchase books for their learners, due to inadequacy of distribution in the schools.
- Books are not distributed equitably: Field reports describe urban and town schools located nearer the LGEA benefiting from more books than do rural schools.
- Issues of distribution reporting: there are gaps in:
 - » Verification of fund allocation for state distribution;
 - » A lack of performance reports to clarify accuracy of distribution;
 - » Tardiness in community forms completion after distribution.
- Book price distortion due to aggressive marketeering by publishers and schools contributing to higher book prices and book scarcity particularly in rural areas.

GBA Recommendations: Distribution Management

Short Term

- That donors and partners support federal and state monitoring to improve last-mile delivery from the LGEAs to the schools. If the timely provision of school-based transport incentives is seen as a bottleneck, consider providing direct school funding, beginning in most rural areas.
- That GBA and donors coordinate and support federal and state institutionalization and use of track-and-trace (T&T) technologies piloted by FME partner interventions. The T&T system is designed to strengthen the existing distribution system by verifying the accuracy of distribution information flow in relation to titles, delivery time, quantities, condition, place, and cost of book delivery from the vendor to the state, to local government areas, and to schools.

Medium Term

- That GBA and donors support government, partners, and private sector learning from best practices emerging in procurement and distribution management, so that there is transparency and information on costs of book publishing and distribution, and on lessons inclusive of technology use for coordinating and improving efficiencies and effectiveness among federal, geopolitical zone, state, and local government book distribution channels.
- That GBA, partners, and government intentionally consider moves toward involvement of private sector publisher book distribution channels in complement with public sector book distribution channels and track and trace, toward integrating best practices for efficiencies in speed, frequency, storage, timeliness, cost, outreach, and sustainability of annual distribution cycles.

Long Term

- That GBA partners support UBEC and partner research and development institution(s) to conduct research on publisher, bookseller, and school channels established for improving efficiencies of bulk book distribution and storage from national to geopolitical zone to state, and from LGEA to schools levels.

SCA PHASE 6: ACTIVE USE

Active use refers to the effective use of books by learners, their teachers, and children’s family members and caregivers. Children’s development of reading skills **hinges on the effective use of books in classrooms and homes, and is directly affected by an adequate provision of essential reading materials.** Factors that affect book use, both in and outside of school, are therefore essential considerations in analyzing the book chain. Evidence has shown that teachers and families often do not know of the importance of reading practice and how to support it effectively. Further, unstable book supplies and penalties for book damage can lead teachers to restrict access to books; delays in distribution mean that teacher training occurs without any of the materials teachers will use in the classroom.

In Nigeria, active use of essential reading materials (ERMs) by learners, teachers, and communities is predominant in early grade interventions that have been gaining momentum over the past 10 years and have been scaling up with government and partner support.²⁰⁸ Below is an overview of two of the initiatives that illustrate the drive toward ERM use in English and local language literacy programs in lower primary that is building across all 36 states and FCT.

<p>Jolly Phonics (JP) 2010–2022²⁰⁹</p> <ul style="list-style-type: none"> ➤ Implementers: UBEC and Universal Learning Solutions ➤ Funder: GPE and World Bank ➤ Location: 36 states and FCT ➤ Language: ERMs in English Literacy P1–P3 	<p>Northern Education Initiative Plus (NEI Plus)²¹⁰ (2015–2021)</p> <ul style="list-style-type: none"> ➤ Implementer: Creative Associates ➤ Funder: USAID ➤ Location: Sokoto and Bauchi states ➤ Language: ERMs in Hausa and English Literacy P1–P3 ➤ Materials translated and adopted for Igbo and Yoruba
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208 The following are key initiatives together with their funder and implementer partnerships discussed in Phase 2 Interventions with EGR: The Northern Education Initiative (NEI)—USAID, RTI; The Northern Education Initiative Plus (NEI Plus)—USAID, Creatives; The Education Sector Support Programme in Nigeria (ESSPIN)—DFID, UBEC; The National Early Grade Reading Assessment (EGRA)—FME, DPERD; The Nigeria Reading and Access Research Activity (RARA)—USAID, RTI; The Girls’ Education Project (GEP)—DFID, UNICEF; The Reading and Numeracy Activity (RANA)—DFID, UNICEF; Jolly Phonics (JP)—WB-GPE, UBEC/Universal Solutions.

209 ULS, *The Jolly Phonics Project in Nigeria: Impact Report August 2010–January 2019*.

210 NEI Plus, *At a Glance*.

ERMs, Training & Scale-up	ERMs, Training & Scale-up
<ul style="list-style-type: none"> ➤ Initiated in 2010 in Akwa Ibom State ➤ Since 2012, trained 71,837 teachers, 58,738 new teachers in 32 states and FCT under UBEC and ULS partnership ➤ Since 2018, trained 9,772 teachers in 4 northern states (Kaduna, Sokoto, Katsina, and Kano) with funding support from World Bank GPE ➤ In 2018, with arrival in Adamawa and Sokoto states, the project has trained teachers in all 36 states and FCT ➤ Potentially reached close to 5 million pupils through Primary 1 teachers trained ➤ Project publisher Jolly Learning donation of 4 million books ➤ Copyright license to UBEC to continue printing pupil and teacher <i>Jolly Phonics</i> books 	<ul style="list-style-type: none"> ➤ Developed and distributed more than 9 million teaching and learning materials for EGR to 2,300 schools and 5,600 non-formal learning centers ➤ Opened 200 new community reading centers and 800 reading corners ➤ Trained and equipped around 9,000 teachers and learning facilitators (LFs) ➤ Created a pool of Nigerian reading experts with capacity to train more teachers ➤ Increased reading outcomes for close to 1 million learners in first to third grades ➤ Increased access for 269,000 out-of-school children ➤ EGR reading package adopted by 6 sister states ➤ EGR pre-service package in dissemination across 210 Colleges of Education in 36 states and FCT ➤ Creative Commons License for materials reproduction

Since 2018, EGR interventions that have shown impact have been scaled in 14 northern states and in 3 states in other regions through the UBEC and WB Better Education Services and Delivery for All (BESDA) program.

Active use was discussed in interviews with Federal and State MoEs, donors, and implementers, and in school community focus groups discussions (FGDs) that included representatives from public and private schools. Four FGDs were conducted with school community stakeholders (head teachers, teachers, parents, learners) on school compounds in Abuja in the Federal Capital Territory (FCT), Abakaliki in Ebonyi State, Yola in Adamawa State, and Sokoto in Sokoto State. The FGDs were two in each state and FCT, one for adult members of the school community and one for learners with participant representation as outlined below.

- Adult FGD: 12 participants (equal numbers male and female, public and private, urban and rural school representation [head teachers, teachers, parents, SBMC, UBEBs])
- Learner FGD: 12 participants (equal numbers of male and female, public and private, urban and rural school representation)

Book Access

Where Learners Encounter Books

In federal interviews, MoE, donors, and implementers reported that access to and use of books is critically influenced by learner socioeconomic status, parental literacy, and geopolitical zone disparities where low levels of literacy have predominated in northern states. They described how poor children access reading materials only in schools, whether books or copybook transcriptions of teacher blackboard notes. In the home, they may access schoolbooks from older siblings or friends whose families have bought books. In the community, they may encounter materials in marketplace items, in community reading forums, in religious materials provided in churches and mosques, or in interventions that have been part of FME Read campaigns, for instance in books clubs or National Institute for Nigerian Languages (NINLAN) research initiatives, such as mobile libraries or donor interventions (NEI Plus, RANA, SENSE).²¹¹

In the Federal Capital Territory FGD, school communities of head teachers, teachers, and parents concurred that children mostly encounter books in schools. The discussions presented a mixed picture of school systems accounting for, using, and monitoring book use. A few head teachers confirmed having book inventories, auditing books in classrooms and libraries for the school census, and submitting information to the FCT-UBEB on online forms. However, other school community participants lamented the lack of checks on books in schools. School Based Management Committee (SBMC) participants spoke of being in the dark on book distributions. They appeared not to be active in holding the school, LGEA, and UBEB authorities accountable, or being accountable themselves for book distribution checks in their schools. One parent related how their ward received textbooks only by Primary 4 that they should have received in Primary 1.

Head teachers and teachers disclosed a lack of awareness on book allocations for schools in general until collection from the local government education authority (LGEA). Others pointed to corruption, where books designated for one school end up in another. LGEA and UBEB monitoring and evaluation were perceived as inadequate in follow-up checks on material gaps raised by schools and in verifying realities of book use in classrooms lacking in materials.

FGD pupils described how parents do provide books for them, and how they have read from one to five storybooks in their homes. However, they said there were no reading corners or libraries in their schools and that they had never read books in their local language. Teachers explained that Gbagi is the local language more than Hausa language spoken in the immediate environment of FCT schools.

In Sokoto, stakeholders reported that pupils encounter books mainly in schools and non-formal learning centers (NFLCs). Interview stakeholders spoke of NEI Plus reading textbooks developed for project intervention schools, adopted by other projects, and enhanced with BESDA supplementary readers.

211 NEI Plus, Northern Education Initiative Plus; RANA—Reading and Numeracy Activity; SENSE - Strengthening Education in the Northeast Nigeria States.

This has enabled learner access to books in school and at home as far as the remotest villages in the state. Children and communities can further access books in revitalized community reading centers. Children encounter reading and writing materials in Arabic from the ages of 2 or 3 in compulsory Islamiyah/Qur'anic schools.

FGD participants reported on children receiving books that are theirs to take home and on their encounters with supplementary readers in school or classroom libraries, which they may read and leave in school or borrow and take home. Private schools described libraries with a range of book types covering English, mathematics, social studies, religions, national values, vocational education, culture and creative arts, and stories. There are state plans for procuring books for special needs learners.

“One learner said that they had books at home. He said the books were about 10 and they belonged to his parents and siblings. Another one said that she also had books at home—about 8—that belong to her and her siblings.”

—Sokoto, FGD pupil discussion where 2 out of 9 children participating confirmed having books in the home

FGD pupils described how they like their books, the short and interesting stories in the supplementary readers where they learn new things. They described their favorite characters, and the illustrations they found beautiful and helpful in understanding the stories. Despite progress, the percentage of children who have access to additional books at home is still low (except for the books they are provided at schools) and children's main encounter with books still continues to be in the schools/NFLCs. The economic status of the parents plays a vital role in the lack of accessibility of books, with about 80% of the 2065 schools in Sokoto in rural communities.

In Adamawa, interview stakeholders discussed children encountering books in schools, libraries, bookshops, and at home. In the FGD, participants related how schools keep records of book distribution to teachers and pupils, books kept in the library, how supervisors from MoE, SUBEB, LGEA, and ERC inspect and track book records at schools, and how schools inform SBMC and PTA on book supply and involve them in inventory recording.

“You don't receive information, so they (LGEA) just supply books, not minding the actual number of pupils you have. The supply for social studies may be many, supplies for maths and language may be few, for basic science the supplies are scarce ... the sharing may be one book to ten pupils for these books.”

—Adamawa FGD adult comments

Nonetheless, book supply system checks and balances seem not to function, as underscored in the quotation above. Book supply is inadequate, and learner encounters with books imbalanced. There are shortfalls and spillovers of textbook titles. There are reports of urban and rural supply disparities—deficits in urban areas (e.g., one book per ten learners) and excesses in rural areas (e.g., four books per one learner). Book quality is questionable. Private schools reported updating books annually,

while public schools reported books out of date by a decade or more. Private school procurement of books, however, can be outside government specifications due to a focus on cheaper titles. In public schools, there seemed to be no guided policy on use of different sets of books in class from various distributions over the years. In the absence of guides or gaps in textbook deliveries, teachers “have used textbooks borrowed from their children attending private schools.”

In Ebonyi, state interview stakeholders described learners’ new experiences in accessing English Jolly Phonics and local language Igbo reading materials centrally procured by UBEC and BESDA. They related bottlenecks, however, in timeliness of book supply to schools (late into second term) and lack of funds for last-mile transport of books from LGEAs to school compounds by school personnel. FGD stakeholders described challenges in management when books are primarily kept in school bookstores or head teacher (HT) houses due to shortages. Teachers have to collect and return them daily or weekly for class use, and learners do not get opportunities for practice beyond the lesson period.

In interviews, stakeholders elaborated on the lack of books outside schools. Like other state and federal reports, Ebonyi state learners and communities, particularly in rural areas, do not have access to libraries and there are no organized bookstores or opportunities to encounter books in the marketplace. Some interview stakeholders called for government to revive state government printing presses to address ERM gaps and promote ERM production and availability in schools and community spaces.

Active Use in Schools

Teacher effectiveness and training in book use

The FCT FGD teacher stakeholders reported on teaching with Jolly Phonics (JP) ERMs in P1 and P2, . They discussed annual training in early grade phonics using JP English materials, though not in phonics using local language ERMs, which were not available. They described how teachers with knowledge of local language are assigned to work with P1–P2 classes. The teachers apply what appears to be code-switching techniques using Gbaji²¹² and Hausa²¹³ as resources to explain ideas in numeracy and literacy to P1 and P2 pupils.

During Federal interviews, stakeholders confirmed that teachers who have training in early grade reading (EGR) are observed to have effective approaches in using and handling early grade reading materials—approaches such as the gradual release model of “I do, we do, you do.” Yet teachers post-training are observed to revert to old ways of chorusing, whole-class teaching, and repetition. The teacher capacity struggles are exacerbated by the absence of “reading time” in the curriculum, and the lack of supervision, coaching, and peer-to-peer learning opportunities to apply new techniques from training to the classroom. They described books in the schools as outdated and not tallying with themes in the curriculum. Of more concern, teachers reported that books were never enough for a

212 Gbaji is the local language of the immediate environment of schools in Abuja, FCT.

213 Hausa is the major local language of the immediate environment of schools in Abuja, FCT.

one-book-per-child ratio. They described how they group pupils to share books in a ratio of 1-to-10 or -15 pupils. As discussed in Phase 4, “Procurement and Purchasing,” research has shown that when EGR materials in the classroom surpass a ratio 1:2 to 1:3 the impact is negative. Children sharing a book with three to five or more other children means they cannot see or touch or point to letters or words as they practice with the teacher and peers in the gradual release model of “I do, we do, you do.” They will not pick up on foundational literacy skills.²¹⁴

MoE national and state library stakeholders (library directors and officers), in interviews and FGDs, reported on the absence of classroom libraries and of librarianship training for managing book records on borrowing and return that would enable children to practice reading with supplementary readers in class and to take books home for practice outside school with support from family guardians or siblings and community. They commented on the failure to implement “library lessons” for 30 minutes of motivated reading time, as is designated in the curriculum.

On books for special needs, stakeholders in interviews described a robust policy for inclusive education, materials provision for disabled in special education schools with teachers trained for special education provision, and future discussion for inclusive education module inclusion in minimum standards for pre-service education. FGD stakeholders, however, described teachers’ lack of training to implement inclusive education policy and lack of skills, capacity, and patience to respond to children with special needs. They reported there were no ERM materials in conventional schools for children with special needs, and specifically no braille or audio materials for children with visual or hearing impairments.

In Sokoto, interview stakeholders recounted teachers’ effective utilization of NEI Plus materials as a result of access to teacher guides and training on their utilization.

“It is also clear that teachers are effectively utilizing books in literacy instruction because their learners can read, respond to questions during the lessons, and are always happy to see the teachers.”

—Sokoto FGD adult comments

The NEI training centered on a phonics 5 + 2 approach, covering phonemic awareness, phonics, fluency, vocabulary, and comprehension, *plus* print awareness and writing. The training also featured critical “plus” components of mentoring, coaching, lesson observation with constructive feedback, and demonstration.²¹⁵

FGD participants explained how teacher guides reduce the workload of the teacher, allowing them to concentrate on teaching and assessment (individual readings, weekly review, mid-term catch-ups, and end-of-term summative). They described teachers teaching with ERMs in a way learners can

214 GEMR, *Every Child should have a Textbook*, 4.

215 Training modules for EGR are being replicated in approved pre-service and in-service programs in all 36 states. The modules are facilitated by a cadre of 45 master trainers qualified to build capacity of master trainers, coaches, and teacher educators across six geopolitical zones.

understand. The FGD pupil participants were able to describe and role-play the “gradual release model” approach that their teachers predominantly use in their classrooms, featuring whole-class, group, peer-to-peer, and independent opportunities for children to practice reading.

In interviews, stakeholders elaborated on progress toward achieving universal use of EGR materials in state education systems. The Sokoto state government has adjusted the school timetable to have two 40-minute periods for Hausa EGR and one 40-minute period for English EGR. In NFLCs, EGR is taught for 60 minutes daily. In Sokoto Shehu Shagari College of Education, EGR modules are taught in two-hour weekly lectures and a one-hour tutorial in a 15-week semester program. The Education Resource Centre (ERC), in collaboration with the National Library of Nigeria, coordinates training of librarians in the state, building capacity to use grade-level assessment to determine suitability of supplementary readers for learners.²¹⁶ Education Resource Centers (ERCs) function in all 36 states and FCT in Nigeria in accordance with National Policy on Education “educational services” guidelines for creating a space where “where teachers will meet for discussions, investigations, study, short courses and conferences.”²¹⁷ The centers also are used for the development and testing of teaching materials and review of curriculum materials for book adoption and use for the state context as described in Phase 3 on Publishing and Printing.

In FGDs, stakeholders described some challenges with the speed of change. Private school head teachers related the lack of a specific period for reading allocated in their timetables, while pupils are still encouraged to go to the library with the approval of their teachers. Public school head teachers reported appointing teachers for book management, while the majority have not received librarianship training—and where only 30% of schools have libraries. Their role is to advocate and demonstrate book handling and book maintenance (sewing bindings), and to encourage the use of book covers and carry bags to care for books and keep them safe. However, books can go missing during the holiday, and children will not get new books at the beginning of the following term. Sokoto public school overpopulation makes book maintenance a challenging task for school management that affects the level of support teachers can provide. In the introduction section on school populations, Sokoto had the second highest primary level enrollment (659,967) of the SCA research states.

In Adamawa, interview stakeholders spoke of legacy projects in Adamawa and sister states of Sokoto, Bauchi, and Borno that developed teacher capacity to use ERMs in lower grades. Nevertheless, most teachers who were not involved in interventions lack skills to effectively utilize ERMs. Stakeholders described critical challenges in state lack of funds for conducting both refresher and new training to replicate and scale trainings established by legacy projects. However, stakeholders doubted facilitator capacity (pre-service and in-service) to train teachers on effective methodologies for book use, learner assessment, and determining appropriately levelled books for learners.

The issue of facilitator lack of general knowledge in EGR is discussed in research and evaluation reports. Barnes et al. (2019) clarify that teacher educators in Nigeria received limited professional development

216

217 Ekanem, *Problems and Prospects of Education Resource Centres in Nigeria*, 66.

regarding the instruction of early grade reading skills.²¹⁸ However, the landscape of teacher education preparation for EGR is rapidly changing for pre-service and in-service. As discussed in Phase 1, “Planning and Forecasting,” the NEI Plus EGR modules for teacher educators and student teachers are currently being replicated in 210 colleges of education in all 36 states and FCT. The modules are facilitated by a cadre of 45 master trainers qualified to build the capacity of state cadres of teacher educators, teacher trainers, coaches, and school support officers in the train-the-trainer sessions across the six geopolitical zones.

In **Ebonyi**, interviews with MoE stakeholders revealed how state teacher content knowledge and pedagogical knowledge is enhanced with curriculum guidelines, teacher guides, supervision, and technical support from NERDC, UBEC, MoE, SUBEB, and LGEA teams.

“The teacher reads, we read after her. She makes us understand what she is saying. She teaches in English. She explains songs.”

—Ebonyi FGD pupil comments

FGD teacher stakeholders described use of English *Jolly Phonics* materials in the early grades. Teachers explained how Igbo “is taught as a language and not as a reading lesson.” From the pupil’s comments in the quotation above, it appears that teachers also may use Igbo as a resource for code switching between the local language and English to explain and help learners understand reading passages and songs in JP lessons.

In the FME Early Grade Reading Assessment (EGRA) (2020), conducted in all 36 states and FCT, a finding of significance was that all schools visited nationally, whether government, private, Islamiyah, or integrated Qur’anic centers, undertake at least one of the three widely spoken languages of Hausa, Igbo and Yoruba as a subject but not as a language of instruction. The report confirms that, as in the Ebonyi classroom example, “English language can easily be taught as a subject with the use of local language as a medium of instruction” and that this practice “will be the main policy thrust that needs fine tuning.”²¹⁹

Active Use in Communities

Household and Community Engagement in Book Use

In **federal interviews**, FME Read campaign stakeholders reported on historical community campaigns since 2007 involving radio and television training and messaging on the value of books, and on efforts to revive book clubs in the community. They explained how the campaign was initiated as a result of research on learning achievement carried out by the ministry and findings on a lack of reading culture in schools and communities. The Read campaign stakeholder comments on reading culture

²¹⁸ Barnes et al., *Reforming teacher education in Nigeria: Laying a foundation for the future*.

²¹⁹ FME, DEPRD, *Early Grade Reading Assessment (Hausa, Igbo, and Yoruba)*, 30.

deterioration among students and the general public was a dominant theme in Federal interviews and FGDs.

In Federal MoE, publisher, and donor and implementer interviews, participants related how family participation in reading activities can be observed only in locations where there are community coalitions such as mothers associations or donor-MoE partner interventions encouraging family involvement. In such locations, children take books home or access books in community spaces, and parents and community members are encouraged to read to or listen to children’s reading, depending on their literacy capacity. Outside such interventions, the perception is of a lack of structures for community involvement in reading.

In the FCT FGD, school staff reported how books were kept in schools and given out by teachers during lessons, and that children were not able to take books home unless they owned them, as is the case of children in private schools. School staff described how some “learned” parents will buy storybooks for their children. SBMC and PTA members spoke of parents doing their best to help teachers and to help in the development of their children. They spoke of parents asking children to read religious materials available in the home. Yet they recounted how parents have neither time nor money to buy books and to assist their children’s practice in reading books.

Communities suffered more during COVID-19, where government programs on radio for learning continuity had limited access for many families, particularly in rural areas. Communities are still recovering. The FGD stakeholders emphasized that parents are facing challenges, whether they are sending their children to government public or private schools. The FRN 2021 Sector Analysis report clarifies that while fees and levies have been abolished in public schools, households continue to pay toward schooling for registration and examination, PTA and SBMC contributions, books, and uniforms.²²⁰ FGD participants recounted school meetings where parents were encouraged to buy exercise books. Many buy textbooks to ensure their children have 1:1 access and the opportunity to bring books home for practice and study.

In Sokoto, stakeholders described NEI Plus strategies for promoting community and parent reading engagement, as in homework sections of pupils’ books that parents should supervise; EGR materials for parents, where they show the support they have given to their child’s reading; and activities in revived community reading centers. Even parents who cannot read are encouraged to contribute to their children’s reading by listening to them, making their home print-rich with used newspapers and writings on cartons, and creating reading corner space in the home for children’s daily homework practice.

Stakeholders described the State Agency for Mass Education (SAME) organization of reading competitions within and across NFLCs for parents to attend and see what their children are learning. Interviewees recounted how, during the COVID-19 school closures, when radio lessons were provided by government and partners, children were observed sitting with parents to listen to radio programs.

220 FRN, *Education Sector Analysis: Assessing the status of education in the federation and Oyo, Adamawa and Katsina states.*

One report describes radio programs and virtual reading competition outreach to over 500,000 learners in primary schools and NFLCs in Sokoto and Bauchi states.²²¹

Still, FGD adult and pupil stakeholders described parental limitations in their level of education and book resources to support their children to do homework and read supplementary texts. The majority of parents do not buy books for their children, but rather provide basic writing materials. Two challenges preventing parents from supporting their children's education to the extent they would like are finances and availability of books in the local language of the community. As MoE does not provide all the books, and most children's books are not in Hausa, children cannot bring books home and cannot involve their families in reading books together in the local language.

In Ebonyi, stakeholders who were interviewed reported disparities in parental support between urban and rural communities. Parents who help their children with reading at home are primarily those living in urban areas. Pupils in villages lack support, except for those who have literate siblings and educated parents (who are few). They described how in most cases parents do not have time for reading with their children at home, as family food sustenance takes priority. FGD stakeholders commented on the cultural dimensions of the challenge where reading habits were not common in poorer households, resulting in pupils and adults showing little interest in reading.

In Adamawa, FGD stakeholders reported that books are not available in the household. Participants discussed various contributing factors, such as the high cost of books, poor government funding, negligence by parents, and political interference preventing adequate access to and use of books by children to support their reading with families in the home.

In the pupil FGD, children revealed that they get few books and instructional materials from school (ranging from 0–2 textbooks and 0–4 exercise books). Consequently, their parents or family members are obliged to buy books for them.

Average Household Expenditure on Books

Participants in interviews and FGDs described the use of ERMs as dependent on their availability in schools and in the home. Given the limitation of book availability in schools, as reported in Phase 4 on procurement and purchasing, participants in the FGDs were asked to estimate average household expenditure on textbooks per child per annum in government schools.

Table 6-1 presents a mapping of the FGD participant estimates and comments.

- The highest estimates for household spending on a set of four to five text books per child per annum from FCT, Sokoto, and Adamawa state participants ranged from N3,600–N10,000 (US\$9–US\$24) per household. Participants comments noted that only 5% of households in rural areas can afford to buy books (FCT), and that in homes where it happens parents spend on books for reading with their children (Sokoto) and that parents have too many children to buy books for (Adamawa).

221 Ogbe, Adetunji, & Fugate. *Nigeria Virtual Reading Competition Keeps Kids Engaged*.

- The lowest estimates came from Ebonyi participants who calculated N200 (US\$0.05) spending per child per annum “on exercise books,” with a participant comment that “families don’t buy textbooks.”

Table 6-1: FGD Estimates Household Spending on Textbooks

Estimated Household Spending on Books Per Child Per Annum					
City/State	Source	Items	Naira	US\$	Comments
Federal Capital Territory	GBAIA FGD 2022	4-5 core Textbooks	N3,600	US\$9	<ul style="list-style-type: none"> ➤ 60%–70% of parents in urban areas buy books for their children ➤ Only 5% in the rural area can afford to buy books
Sokoto	GBAIA FGD 2022	4-5 core Textbooks	N5,000 to N10,000	US\$12 to US\$24	<ul style="list-style-type: none"> ➤ Most homes do not spend on books ➤ In homes where it happens, parents spend time on reading books with their children
Adamawa	GBAIA FGD 2022	4–5 core Textbooks	N5,000	US\$12	<ul style="list-style-type: none"> ➤ Parents have too many children ➤ Most cannot afford to spend on books
Ebonyi	GBAIA FGD 2022	Notebooks	N200	US\$0.50	<ul style="list-style-type: none"> ➤ Families don’t buy textbooks ➤ They spend N50 on exercise copybooks—N200 per child for four core-subject copybooks

Exchange Rate: N1 = US\$0.0024

The National Bureau of Statistics (NBS) recently released *2019 Poverty and Inequality in Nigeria* report puts some of the comments in context.²²² The report highlights that 41% (2 in 5) of the population or 83 million people live below the National Nigeria Poverty Line of N137,430 (US\$329) per year or N11,453 (US\$28) per month. These figures would confirm FGD participant comments and concerns that most families cannot afford a set of four to five core textbooks costing between N5,000 and N10,000 per child - equivalent to almost half of a poor household’s monthly expenditure.

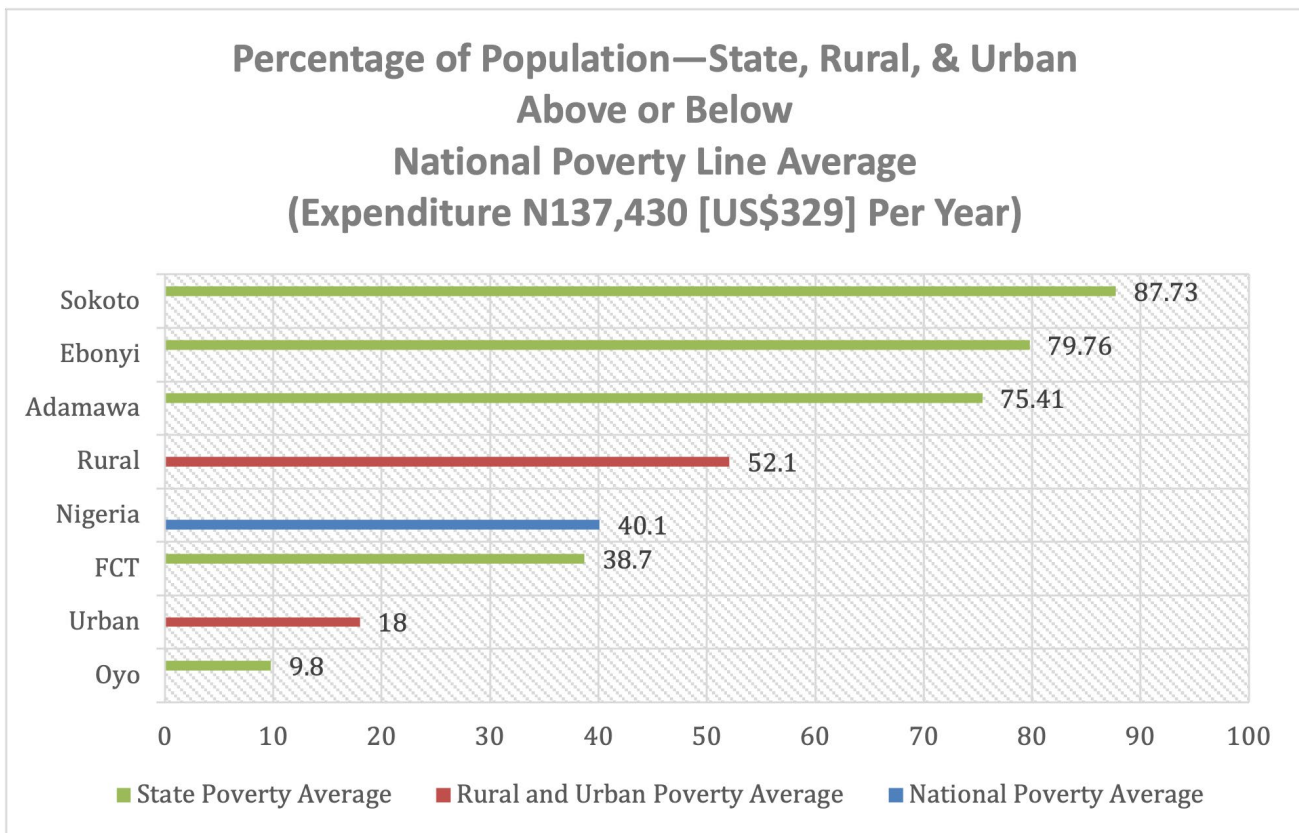
The NBS *Nigeria Living Standards Survey 2018–2019*, from which poor household percentages were extrapolated, notes that “books, which should be the responsibility of the government, are not adequate, forcing households to chip in.” The report highlights household spending on books in government schools that is 41% of what they spend overall on education per child per annum (other

222 NBS, *2019 Poverty and Inequality in Nigeria: Executive Summary*, 6.

expenditure can include registration, exam fees, PTA and school management contributions, school uniform, meals, and transport).²²³

Figure 6-1 presents a mapping of poverty spread among SCA research states. The rural percentage of the population national considered poor (52.1%) is almost three times higher than that of the average urban population (18%). Sokoto, in the northwest, has the highest percentage of poor population at 88% (almost 9 out of 10 people living below the Nigeria National poverty line). It is more than two times higher than FCT central (38.7%) and almost nine times higher than Oyo state, in the southwest, with the lowest percentage of poor population (9.8%).

Figure 6-1: Spread of State, Rural, and Urban Populations Considered Poor by National Standards²²⁴



The FGD book spending estimates and the poverty and equality status reporting would appear to corroborate interview observations that access to and use of books are critically influenced by learner socioeconomic status, by geopolitical zone disparities, and by household capacity to apportion significant expenditure on books and education fees for an average family of three to four children.

223 NBS, *Nigeria Living Standards Survey 2018-2019*, cited in FRN, *Education Sector Analysis: Assessing the status of education in the federation and Oyo, Adamawa and Katsina states*, 128.

224 NBS. *2019 Poverty and Inequality in Nigeria: Executive Summary*, 9.

Projects Targeting Book Use

The National Library and the Read Campaign - “Stories that Matter”

“There is supposed to be 45 minutes in the week for children to go to the library. A library that provides games and alternatives, an environment surrounding children with books, where their eyes will catch the title they love and they will pick.”

“We are trying to assess and remold our resources—exploring alternating paths of supply—to increase the paths to reading and reading capacity of Nigerians.”

—National Library of Nigeria Official

Today there are an estimated 316 public libraries in Nigeria, made up of the National Library, Library Headquarters in each of the 36 States and the FCT, and their branches.²²⁵ In interview, the NLN official in the quotation described the National Library role as a custodian of national knowledge, heritage, and culture—collecting and processing all sources of knowledge and making them available for teaching, learning, and research purposes. The official revealed challenges of access to and use of library resources in schools and communities, as quoted above. They described that in their own research they’d seen schools with “books packed in cartons” where “no one is reading” and “the lack of reading habit or culture impacts on the preparatory reading direction for our pupils—which is very, very low.” The NLN official talked of the need to find alternative pathways for bringing books to schools and communities to increase reading capacity.

In an article on *Public Libraries in Nigeria and the Development Agenda*, Okojie and Okiy (2020) relate that the International Federation of Library Associations (IFLA) is working on collecting “stories that matter” about the myriad services public libraries have provided to schools and communities, with a view to achieving national development goals and to attaining regional (African Union Agenda 2063) and international developments goals (SDGs).²²⁶

In interviews, stakeholders discussed various accounts and stories of public libraries and national campaigns working both individually and with partners to promote literacy and reading for information, for knowledge, and for pleasure as vital to individual, community, and national well-being and development in Nigeria. The following are some of the accounts that emerged in the discussions.

225 Okojie & Okiy, *Public Libraries in Nigeria and the development Agenda*.

226 Ibid., 1.

“The Read Campaign was an initiative of the Federal Ministry of Education [FME] and was started in 2007. It resulted from research of learning achievement carried out by the ministry. Through the research analysis, the findings pointed to a lack of reading culture.”

—Federal Ministry of Education Official, Interview

The Read Campaign was an initiative of the Federal Ministry of Education begun in 2007. The initiative has grown over the past decade to move the reading agenda beyond the school and library walls to engage communities. Its mandate at federal and state level was to encourage and sustain a reading culture among Nigerians. The campaign established a committee of public-private partners (MoE, NGOs, publishers). The interventions focused on national and state visits to school communities to establish reading clubs, to build teacher capacity on reading and assessment, to encourage grassroots activities in the community for local production of reading materials, and to conduct community readings of books relevant to the citizenry. The FME official quoted above, explained during an interview that a key message was to understand READ not as a word, “but as a gateway to quality.”

Another account discussed in interviews was the Bring Back the Book (BBB) initiative, which was the brainchild of President Goodluck Ebele Jonathan. The BBB was launched in 2011 with a transforming agenda embodied in objectives for revitalizing community libraries, resources, and activities, as in supporting library events and projects; construction, refurbishment, and stocking of libraries; supporting the production of books locally by encouraging publishers via buying books for distribution to libraries nationwide; and organizing national competitions aimed at driving the culture of book reading in the country. The ailing reading culture at the time was attributed to the almost total absence (and poor state) of school libraries, outdated and inadequate library materials in existing libraries, a lack of qualified librarians, and the nonexistence of public libraries (community libraries) in rural areas.²²⁷

“We had a mobile library, which we took around on a tricycle from school to school to town. We had librarianship students who took the mobile library around.”

—National Institute for Nigerian Languages Official, Interview

In an interview discussion, the NINLAN official quoted above, recounted the story of the Awka-Etiti Community Library Outreach program, launched in Anambra State in 2013 to take libraries into the heart of rural communities. It was a partnership initiative involving the Awka-Etiti Improvement Union (AIU), the Grassroots Literacy Project (GLP), the members of the community at large, and the Department of Library and Information Science, University of Nigeria, Nsukka (UNN). It is a story that is captured in a published case study of the initiative, described as an “integrated rural literacy development program.”²²⁸ The mobile library was a tricycle converted to a truck with shelves, painted in attractive colors with literacy slogans, and driven by a team of teachers and library science interns from the UNN. The team scouted nursery, primary, and secondary schools, markets, shops, and

227 Igwe & Uzuegbu, *An Evaluation of Bring Back the Book Initiative*.

228 Emejulu et al., *The Awka-Etiti Community Library Outreach*, 1.

passers-by in the various villages with the mobile library van, giving talks, lectures, demonstrations, and passing the message on the existence of the central library and the mobile library and the kinds of materials being offered. The team used both school and community platforms in their outreach strategy that took in both the annual Awka-Etiti Women Summit (August Meeting) and the New Yam Festival celebration.

The mobile library model has resurfaced in new designs of mobile libraries, as recounted in interviews about other reading projects—stories of both public and private engagement with communities. An official of the Ebonyi State Library related their work in school library services, explaining how “every week we select books from our shelves; we go to the schools ... we have book clubs where we encourage school pupils to read books and, after a period, we collect them.” A literacy leader who developed the ‘Bookworm Café’ initiative recounted setting up 17 pop-up book centers in Lagos in private school communities—classrooms, school libraries, computer lab spaces—for Saturday reading clubs where children choose books, do phonics, practice reading comprehension, and pursue independent reading activities.

An official of the Sokoto State School Based Management Committee (SBMC) recounted a story of change in people supporting their children to read, influenced by early grade reading interventions in the state for engaging communities. The official reported the revival of reading hubs in the communities to promote reading culture among children and their guardians. They noted that with the EGR books that children take home, parents are motivated to support them because they are given homework in the books for parents to supervise. The Manager of a bookstore in Ibadan told stories of their community engagement work—organizing activities in which the bookshop throws its doors open to children and parents on special days like the World Book Day, making some special activity for motivating children to read books, having authors come to meet the children and read their books to them.

“The core mandate is to ensure that all the resources of the National Library—the bibliographic information—are available wherever the reader is, with open access to materials.”

—National Library of Nigeria Official, Interview

In their account of new directions of library services, the NLN official confirmed a new dimension of Information and Communication Technology (ICT) in the national and state library development roadmap. The official explained how the library is trying to acquire books, computers, and laptops so that schools and communities can access electronic materials in local government areas and school resource centers. However, the fundamental challenge the official sees is that “if you do not have the habit of reading, you will not manage reading on the screen using ICT.”

The NLN official commented that teachers are not reading broadly, they use only the recommended textbooks to prepare notes; that parents buy only textbooks on the recommended book list; and that there is a lack of encouragement and motivation for children to read the books. Generally, they are only asked to read in order to regurgitate teacher notes. The official advised a phased approach as the

way forward to achieving improvements in reading learning outcomes. Begin with writing in the context of the Nigerian child, then distribute books—attractive, simple books—monitor the impact of book use, involve the communities and traditional leaders, and let the Ministry of Education insist that the library time is used in schools as the library hour.

See also Appendix 14: Nigeria Learning Passport—An FME UNICEF Partnership Program for Online Learning. The NLP is an online, mobile, and offline learning platform that is set to provide continuous education to 3 million learners in 2022 alone, and to a total of 12 million by 2025. It is a story of digital access to comprehensive sets of curricular textbooks, ERMs, teachers guides, videos, and other material.

GBA Findings: Active Use - Strengths

- Children encounter books primarily at schools and in community spaces where there are books or reading materials, e.g., community reading rooms, religious centers of mosques and churches, commercial centers of bookshops, and open markets.
- Children have new access to books online, offline, and on their mobile devices via the Nigeria Learning Passport.
- Pre-service and in-service training courses have been developed, implemented, and scaled for teacher effective use of ERM materials in primary schools and in Non-Formal Learning Centers (NFLCs) and for teacher management and maintenance of ERMs in school and classroom libraries.
- The Sokoto State government has instituted two 40-minute reading periods for Hausa EGR and one 40-minute period for English EGR in P1–P3 classes; EGR is taught for 60 minutes every day in NFLCs across states of Sokoto, Adamawa, and Ebonyi.
- There is a robust policy for inclusive education and materials provision for disabled and vulnerable students—to guide implementation.
- Where there have been book campaigns or reading interventions, there is evidence of family members' participation in supporting children's reading.

GBA Findings: Active Use - Weaknesses

- The percentage of children who have access to books is low. It is influenced by socioeconomic and family literacy factors.
- Despite significant progress, most teachers are insufficiently trained in use of EGR materials, in instruction, and in librarianship. States' budgets face challenges for provision of refresher training and for follow-up mentoring and coaching in the classroom.
- There is a lack of clarity on when to teach reading as a subject and on the library reading hour for motivated reading, despite there being allotted time in the curriculum.

- EGR curricula lack materials for learners with special needs—learning disabilities and visual and hearing impairments.
- The majority of parents do not buy books for their children.
- The Read campaign reports lack of reading culture in schools and communities.
- Most schools do not have adequate books for children to own and take home, and the percentage of children with access to digital hardware for reading online or offline is very low.

GBA Recommendations: Active Use

Short term

- That the government should allocate higher budget funding to libraries to conduct school outreach programs.
- That children should be able to take books home from public libraries.
- That books in English and in local languages should be developed and carefully selected based on levels, languages, and cultural appropriateness for contexts.
- That the annual teacher professional development trainings should incorporate components for best practices in EGR, librarianship, and teaching EGR to children with special needs.
- That school management should be encouraged to allow children to take books home, and that SBMCs and PTAs should encourage parents to complement the efforts of government by providing books for student use both at home and in school.

Medium term

- That the states and LGEAs support communities to revive existing community reading centers and create additional ones that would service access to books and reading activities for children in their communities.
- That the GBA partners support Federal and State NLN and Library Services efforts to develop and stock libraries, including in classrooms, community reading rooms, education resource centers, and state libraries.
- That state governments should revitalize state printing presses and promote the participation of teachers, authors, and private publishers in the production of locally produced EGR materials textbooks, supplementary readers, and information books that are compliant, appropriate to cultural context, and that reflect community values and stories for development.

Long term

That GBA partners back the government in long-term activities to promote reading culture and raise awareness of the importance of books. This can be accomplished by supporting, enhancing, and connecting existing structures and activities, as in book fairs and festivals, literary awards, writing

competitions, activities such as community story times in community reading centers, community writing groups, and community drama and arts. The focus of these investments is to stimulate demand for books through evidence-based, long-range advocacy with government, the Read campaign, civil society, school community (SBMC, PTA), and community leader involvement. The activities, in isolation, are not proven to develop literacy skills or build a reading culture; as such, they should be used in combination with the evidence-based strategies that support regular use of books to develop literacy skills, as in the other recommendations in this section.

CONCLUSION

Nigeria has a book publishing industry that has matured over almost two centuries of growth and development and is widely regarded for its professionalism. Investments in the past 20 years in pre-press and post-press new technologies and in expanding infrastructure for printing, binding, and finishing plants have enabled Nigerian publishers to meet demands for mass publication of high-quality textbooks. Government and partner interventions in primary programs using local language of instruction in the latter half of the 20th century and in early grade reading (EGR) programs using English and widely spoken local languages in the first quarter of the 21st century have enabled the production of a comprehensive range of essential reading materials (ERMs). Government and partner EGR assessments have confirmed the potential of ERMs in English and local languages of instruction as critical tools for improving learning outcomes.

The ERM book developments in English and widely spoken local languages for Basic Education have contributed to the development of key policies and frameworks, including:

- The National Policy on Education that contains orientation on instruction in the language of the immediate school environment in early primary grades;
- The National Book Policy and UBEC Book Policy with guidelines for procurement and distribution of core subject and reading textbooks;
- The National Reading Framework that defines a standardized approach for the development of ERMs aligned to the curriculum and international reading proficiency frameworks.

Yet targets for universal access to textbooks remain elusive, i.e. targets to achieve a 1:1 ratio for enabling every child access to one book for each subject, and a universal design that includes different formats (braille, audio, video, e-book) that make books accessible for children with and without disabilities.

In market analysis and review workshops with national and state institutions and communities, participants highlighted the presence and role of special schools in every state with materials supplied in alternative formats for children with cognitive, physical, visual and audio disabilities; and teachers skilled in strategies for use of the materials. The challenge highlighted in stakeholder discussions throughout research interviews and FGDs is to make materials and training strategies available in conventional and special schools.

There are models of interest in ERM development and distribution that have provided positive outcomes for consideration and further development. These include the publication and distribution of ERMs in English and local languages in multiple states and regions using existing systems for scaling via the government and partner *Better Education Service Delivery for All (BESDA)* initiative. There has been growth in state printing presses (government and private sector) that demonstrate encouraging

opportunities for micro-publishing of state book priorities at a local level. The use of track-and-trace systems have demonstrated opportunities for strengthening existing book distribution channels using traditional and digital means to verify the accuracy of information flows in relation to titles, delivery time, quantities, condition, place, and cost of book delivery from the vendor to the state, to local government areas, and to schools. The establishment of national Early Grade Reading Assessments (EGRAs) in English and widely spoken local languages provides a common framework to verify the enactment of the national language curriculum, the national policy on language of instruction, the use of ERMs textbooks and supplementary readers in the classroom and the home, and student learning outcomes in foundational literacy tasks.

Based on the emerging models of best practices and the lessons learned from multi-state intensive literacy programs encompassing ERM development and distribution, government and partners can consider alternative ways for pooling funds and resources for scale-up of what works. For example, one alternative would be a focus on the feasibility of longer procurement and distribution cycles for ERMs in English and local languages. This could be a type of **Advanced Market Commitment combining public and private partner contributions to multiple-year tenders covering 2–3-year procurement cycles**. There are the opportunities for savings in centralized “bulk” and local “chunk” procurements based on federal- and state-level ERM priorities for decodable, levelled, and supplementary readers. There are incentives to demonstrate the feasibility for attaining a one-book-per-child target provision in ERM student textbooks (one decodable and levelled reader per child) over a three-year cycle of early primary P1–P3 classes. This could facilitate a longitudinal research and evaluation of learning outcomes. It could provide broader opportunities for capturing lessons on the application of systematic approaches for building foundational literacy in the early primary classes, across multiple states, based on national and international standards for reading proficiency.

ANNEX 1: LIST OF INTERVIEWEES

Level: Federal

State/City: Federal Capital Territory—Abuja

	Organization	Individual	Date
1.	Nigeria Centre for Reading Research and Development	Prof. Ismaila A. Tsiga, Director	November 11, 2021
2.	FCDO	Dr. Mikailu Ibrahim	November 11, 2021
3.	Education Planning Research and Development, FME	Dr. Ogochukwu Ofoegbune, Director	November 30, 2021
4.	Universal Basic Education Board, FCT	Kokori Aminat, Assistant Director, Early Childhood Education	November 30, 2021
5.	Universal Basic Education Commission	Mrs. Grace Samuel, Unit Head Instructional Materials UBEC	December 1, 2021
6.	Federal Capital Territory, Education Resource Centre	Mrs. Grace Iroha, Deputy Director	December 1, 2021
7.	Reading Association of Nigeria (RAN)	Dr. Grace Ofodu, President	December 2, 2021
8.	National Education Research and Development Council	Dr. Margaret Lawali, Director Language Department	December 2, 2021
9.	Civil Society Action Coalition on Education For All (CSACEFA)	Mr. Damian-Mary Adeleke, Program Manager	December 3, 2021
10.	Northern Education Initiative Plus	Mr. Anthony Udeh, Pedagogy and ICT Expert	December 3, 2021
11.	Enabling Writers Workshop Program	Prof. Grace Malgwi, Teacher Professional Development Lead, AUN	December 7, 2021
12.	Curriculum Monitoring & Monitoring of Learning Achievement, EPR&D Dept., FME	Ms. Halima Lawal, Head; and Ms. Gloria Usoro, Assistant Director	December 7, 2021

	Organization	Individual	Date
13.	British Council	Daniel Fwanshishak, Head of English Education Systems, Nigeria	December 8, 2021
14.	Library Services, FME	Mr. Barnabus Awunandu, Director Library Services	December 9, 2021
15.	Teaching at the Right Level (TARL)	Mr. Philip Adigun, State TaRL Advisor/Technical Lead	December 17, 2021
16.	National Library, Abuja	Prof. Veronica Ononobi, CEO	January 11, 2022
17.	Havilah Group	Mr. Abiodun Olaniran, Executive Director; and Dr. Lanre Adesuyi, Chairman Chief Executive	January 11, 2022
18.	Universal Basic Education Commission, Academic Services	Mrs. Roseline Medubi, Director	January 17, 2022
19.	Universal Basic Education Commission, Procurement	Mr. Mohammed Gumsumi Ibrahim Gana, Procurement Officer	January 18, 2022
20.	UNICEF	Ms. Yetunde Oluwatosin, Education Specialist, Early Childhood Development ECD/Preprimary; and Ms. Saadhna Panday, Education Specialist, UNICEF	January 24, 2022
21.	Bookworm Cafe	Farida Ladipo-Ajayi, CEO	January 27, 2022
22.	National Commission for Colleges of Education (NCCE)	Mr. Timilehin Adeleye, Senior Education Officer	January 28, 2022
23.	Veritas University, School of Postgraduate Studies, Abuja	Prof. Gabriel Egbe, Dean	January 28, 2022
24.	Library Services, FME	Mr. Sam Azu, Chief Librarian	February 2, 2022
25.	The World Bank	Dr. Tunde Adekola, Senior Education Specialist; and Mr. Elliot Jolomi, Education Specialist	February 3, 2022

	Organization	Individual	Date
26.	Read Campaign, FME	Ms. Claris Ujam, Deputy Director, Education Planning, Research and Development, FME	February 3, 2022
27.	National Education Research and Development Council—Library & Informatics, Curriculum Development, Special Programmes, Book Development Centers	Dr. Magret Taiwo Lawani Director Special Programme Centre, Dr. Eleri, Director, Book Development Center; Dr. Omole, Director, Library and Informatics; and Dr. Nsehe, Director of Research, Education Research Center, NERDC	February 5, 2022
28.	National Institute for Nigerian Languages (NINLAN)	Prof. Emejulu Obiajulu, Executive Director	February 7, 2022
29.	Teachers Registration Council of Nigeria	Ms. Mary Abah, Education Administration/Planning	February 11, 2022
30.	National Commission for Mass Literacy Non-Formal Education (NMEC)	Prof. Abba Abubakar Haladu, Former Executive Secretary	February 11, 2022
31.	Marvelous Mike Press	Mr. Michael Akintola, Chairman, Managing Director	February 11, 2022
32.	Universal Basic Education Commission—Early Childhood Care, Development, and Education (UBEC—ECCDE)	Ms. Stella Ekwuogwu, Assistant Director, Special Programme (ECCDE)	February 18, 2022
33.	West Africa Book Publishers Ltd.	Ms. Omonike Omonubi, Publishing Director	February 28, 2022
34.	Yaliam Press Ltd.	Dr. Yahaya Amfani, Chairman	March 1, 2022
35.	Binani Printing Press	Mr. Dilip Sarkar, General Manager	March 17, 2022
36.	Northern Education Initiative Plus	Mr. Nurudeen Lawal, COP	March 5, 2022
37.	Northern Education Initiative Plus	Mr. Rasheed Sanni, Monitoring & Evaluation Specialist	March 24, 2022
38.	Nigerian Publishers Association	Mr. Emmanuel Abimbola, Executive Secretary	April 11, 2022

	Organization	Individual	Date
39.	USAID	Mr. Nura Ibrahim, Program Manager, Education	June 8, 2022
40.	UBEC– Follow-up Interview	Mrs Rose Medubi, Director, Academic Services	September 16, 2022
41.	NEI Plus–Follow-up Interview	Mr. Anthony Udeh, Pedagogy and ICT Expert	September 19,2022
42.	UBEC–Follow-up Interview	Mr. Umar Al Haji Umar, Director, Department of Procurement	September 20, 2022
43.	NERDC–Follow-up Interview	Dr. Garba Gandu, Director, Curriculum Development Center, NERDC	September 21, 2022

Focus Group Discussion 1: School Community - ERM Use—Teachers, Parents, & Learners

	Organization	Individual	Date
1.	Federal Focus Group Discussion, Teachers, Parents, Community	Teachers group (2 male & 2 female) Parents group (2 male & 2 female) Communities (2 male & 2 female) UBEB officials (2)	March 17, 2022
2.	Federal Focus Group Discussion, Learners	12 Pupils (6 male & 6 female) P2 to P4 Urban, semi-urban, & rural areas	March 17, 2022

Focus Group Discussion 2: Market Analysis—MoE & Publishers; School Community

	Organization	Individual	Date
1.	Federal Focus Group Discussion, Ministry and Publishers	Ministry of Education—5 Publishers—5	June 4, 2022
2.	Federal Focus Group Discussion, Teachers, Parents, Community	Teachers group (2 male & 2 female) Parents group (2 male & 2 female) Communities (2 male & 2 female) UBEB officials (2)	June 4, 2022

Level: States

State/City: Ebonyi State—Abakaliki

	Organization	Individual	Date
1.	Primary Education Department	Mrs. Princess Elebe, Director, Primary Education Department (MoE)	February 7, 2022
2.	Education Management Information	Mr. Ogbonna Celestine, Director, EMIS (MoE)	February 7, 2022
3.	Beloved Antonia Nursery and Primary School (Private School)	Mr. Awah Chinedu, Head Teacher	February 8, 2022
4.	Omega Global Publishing Company	Mr. Alo Anthony Nwafor, Managing Director, Omega Publishing Company	February 8, 2022
5.	Quality Assurance SUBEB	Mrs. Njoku Matilda, Director, Quality Assurance (SUBEB)	February 9, 2022
6.	Planning and Research Statistics (MoE)	Mr. Emmanuel Agbafor, Director, PPRS (MoE)	February 10, 2022
7.	Education Development Resource Centre (MoE)	Mr. Eze Oko Chukwu, Senior Inspector on Education	February 10, 2022
8.	Educational World Book Services	Mr. Frank Eze & Mrs. Ifeoma Eze Middle-Book Sellers	February 14, 2022
9.	Education Services (MoE)	Mrs. Chinyere Eziulo, Director, Education Service (MoE)	February 14, 2022
10.	Planning/Better Education for All (BEZDA and ERC)	Mrs. Nnenna Mbazu, Director, planning, Better Education for All (BEZDA and ERC)	February 15, 2022
11.	Urban Community Primary School 2 (Govt. Urban School)	Mrs. Agnes Onyia P2 Teacher	February 15, 2022
12.	Academic Services (SUBEB) Receiving Officer (SUBEB)	Mrs. Anoke Gloria, Director, Academic Services (SUBEB); and Mrs. Ogbu Nkechi, Receiving Officer (SUBEB)	February 16, 2022
13.	Procurement (SUBEB)	Engr. Dr. Offia, Director, Procurement (SUBEB)	February 17, 2022

	Organization	Individual	Date
14.	Ebonyi State Library	Mrs. Mgbo Igariwe Uko, Director, State Library Board	February 17, 2022
15.	Ministry of Education	Sunday Okike, Permanent Secretary (MoE)	February 18, 2022
16.	SUBEB	Chika Nweze, Principal Education Officer, Personnel	February 18, 2022
17.	Mass Literacy Unit	Wilson Okereke Vivian, Principal Social Welfare Officer	February 18, 2022
18.	Agelink Publishing Company Abakaliki.	Mr. Peter Moses Ngwu, Managing Director, Agelink Publishing Company	February 24, 2022
19.	Abakaliki Local Government	Mr. Domic Edda, Abakaliki Education Secretary	February 25, 2022
20.	Government Printing Press under the Ministry of Information and state orientation	Honourable Barrister Uchenna Orji, Commissioner for Information and State Orientation.	March 18, 2022

Focus Group Discussion 1: School Community - ERM Use—Teachers, Parents, & Learners

	Organization	Individual	Date
1.	Ebonyi State Focus Group Discussion, Head Teachers, Teachers, Parents, Community	Head Teachers (2 males), Urban and Rural Teachers group (5 females) P1, P2, P3—Urban, Semi-Urban, and Rural Parent (1 female) Semi-Urban Communities (2 males) Urban and Rural Pupil's Guardian (1 Female) Rural	March 5, 2022
2.	Ebonyi State Focus Group Discussion, Pupils	13 Pupils (6 male & 7 female) P1–P3 Urban, semi-urban, & rural areas	March 5, 2022

Focus Group Discussion 2: Market Analysis—MoE & Publishers; School Community

	Organization	Individual	Date
1.	Ebonyi State Focus Groups Discussion, Ministry of Education, Publishers, Book author, Book sellers, SUBEB, University and Polytechnics course provider	Ministry of Education—2 (1 male and 1 female) Publishers—3 (3 males) Book author—1 (1 female) Book sellers—2 (1 male and 1 female) SUBEB—3 (1 male and 2 females) University and Polytechnics course provider—2 (2 males) Ebonyi State Library services—1 female	June 10, 2022
2.	Ebonyi State Focus Groups Discussion, Head teachers, Classroom teachers, Parents, Community, and SCMB	Head teachers—2 (1 male and 1 female) Urban and Rural Teachers—2 (2 females) Head teacher—1 male —Private School Teacher—1 female—Private School Parents—2 (1 male and 1 female) SCBM—1 (1 male)	June 10, 2022

State/City: Adamawa State—Yola

	Organization	Individual	Date
1.	Abti Printing Press	Mr. Usman Jika, Manager	January 31, 2022
2.	Markbrand Nigeria	Mr. Ihebom Ikechukwu, Director	January 31, 2022
3.	Yola North LEA	Mr. Aliyu Bakari, Executive Secretary	February 1, 2022
4.	Planning, Research and Statistics, MoE	Mr. Uthman Bakari, Director	February 1, 2022
5.	Library Service Board	Mr. Yuhana Kaita, Director	February 2, 2022
6.	Paraclete Publishers	Mr. Illesanmi Felix, Director	February 2, 2022
7.	Adamawa State Agency for Mass Education	Ms. Angelina T. Oagiel, Executive Secretary,	February 2, 2022
8.	Yola South LEA	Mr. Siddiqi Umar Ardo, Executive Secretary	February 3, 2022

	Organization	Individual	Date
9.	Education Resource Centre	Mr. Tanko Musa, Director	February 4, 2022
10.	Macpue Brands	Mr. Aunde Macpue, Director	February 4, 2022
11.	Shagari Nursery & Primary School, Yola	Mr. Dahiru Chiroma, Head Teacher	February 7, 2022
12.	MoE, Adamawa	Ms. Aisha A. Umar, Permanent Secretary	February 7, 2022
13.	USAID SENSE Project	Mr. Audu Liman, Chief of Party	February 8, 2022
14.	Aliyu Mustapha School, Yola	Mr. Ibrahim H. Tukur, Head Teacher	February 8, 2022
15.	Nancie Ahmadu Education Foundation	Ms. Nancie Ahmadu, Chairperson	February 9, 2022
16.	Jimeta Primary School	Mr. Audi Umar, Teacher	February 9, 2022
17.	GIZ Education Project	Mr. Abubakar Tukur, Field Officer	February 11, 2022
18.	Quality Assurance, MoE	Mr. Isaiah Bulus, Director	February 16, 2022
19.	Adamawa State SBMC	Mr. Isa Galadima, Chairman	February 18, 2022
20.	Private School	Mr. Christopher Fwa, Proprietor	February 18, 2022
21.	SUBEB	Dr. Salihi Ateequ, Executive Secretary,	February 23, 2022

Focus Group Discussion 1: School Community - ERM Use—Teachers & Learners

	Organization	Individual	Date
Teachers and Community Members			
1.	Teacher	Ms. Hauwa Aliyu Abba	February 12, 2022
2.	Teachers	Ms. Fadimatu Adamu Isa	
3.	SBMC	Ms. Hauwau Abdullahi	
4.	Teachers	Mr. Salihu Abubakar	
5.	Teacher	Mr. Mohammed Abdulkadir	
6.	Head Teachers	Mr. Abdullahi Ibrahim	
7.	Community	Mr. Ahmed Yusuf	
8.	Head Teacher	Ms. Hauwa Abbas	
9.	Head Teachers	Mr. Adamu Estaka	

	Organization	Individual	Date
10.	Women Leader	Ms. Saadatu Murtala	
11.	Head Teacher	Ms. Kande B. Mustapha	
12.	SBMC	Mr. Bello Inuwa	
Pupils			
1.	Pupils, Ngreore (Semi-Urban, Public)	Ms. Nana Khadija Sani (F)	February 12, 2022
2.	Pupils, Yelwa (Urban, Public)	Mr. Abdullahi H. Ibrahim (M)	
3.	Pupils, Yelwa (Urban, Public)	Mr. Hussaina Ibrahim (M)	
4.	Pupils, Yelwa (Urban, Public)	Ms. Hafsat Muhammad Kabir (F)	
5.	Pupils, Fufore (Rural, Public)	Mr. Auwal Ibrahim (M)	
6.	Pupils, Fufore (Rural, Public)	Mr. Adamu Musa (M)	
7.	Pupils, Mustpha (Urban, Public)	Mr. Abdurrahman Bamanga (M)	
8.	Pupils, Sanda (Urban, Private)	Ms. Hafsat Muhamma Sani (F)	
9.	Pupils, Sanda (Urban, Private)	Ms. Aisha Ahmadu (F)	
10.	Pupils, Soor (Semi Urban, Public)	Mr. Sharif (M)	
11.	Pupils, Yelwa(Urban, Private)	Ms. Saa Adamu (F)	

Focus Group Discussion 2: Market Analysis—MoE & Publishers

	Organization	Individual	Date
1.	Director, Planning, Research and Statistics, MoE	Mal Uthman Bakari	January 6, 2022
2.	Director, Quality Assurance, MoE	Isaiah Bulus	
3.	State Agency for Mass Education	Aminu Umar	
4.	Education Resource Centre	Tanko Musa	
5.	Adamawa State Library Service Board	Yuhana Kaita	
6.	Yola South LEA	Siddiki Umaru Ardo	
7.	Yola North LEA	Aliyu Bakari	
8.	Quality Assurance/ Academic Services, SUBEB	Abdulhamid Jika	
9.	Procurement, SUBEB	Rahila Stephen	

	Organization	Individual	Date
10.	Abti Printing Press	Usman Jika	
11.	Paraclete Publishers	Prof Illesanmi Felix	
12.	Macpue Brand	Mr. Aunde Macpue	

Focus Group Discussion 3: Market Analysis—School Community

	Organization	Individual	Date
1.	Shagari Nursery & Primary School	Dahiru Adamu Chiroma	January 6, 2022
2.	Jimeta Central Primary School	Audi Umar	
3.	KIM Standard Foundation School	Elizabeth Abraham	
4.	Abti School	Mr. Maido Ebenezer	
5.	Extension Publishers	Mr. Thomas Shola	
6.	Rasmed Books	Mansur Hassan	
7.	SBMC	Ahmed Yusu	
8.	SBMC	Hadiza Abubakar	
9.	PTA	Aisha Usman	
10.	PTA	Muhammd Idris Labaran	
11.	Special Education	Yakubu Stephnie	
12.	Special Education	Pam Yakub	

State/City: Sokoto State and Capital

	Organization	Individual	Date
1.	Ministry of Basic and Secondary Education (MBSE)	Abdullahi Marafa, Director, Planning, Research, and Statistics	January 20, 2022
2.	Ministry of Basic and Secondary Education (MBSE)	Abdullahi Muhammad Maishanu, Director, Education Resource Center	January 20, 2022
3.	Northern Education Initiative Plus	Zaliha Nasiruddeen Bello, Master Trainer	January 21, 2022

	Organization	Individual	Date
4.	State Universal Basic Education Board (SUBEB)	Umar Muhammad Yabo, Director, Planning, Research, and Statistics	January 24, 2022
5.	State Universal Basic Education Board (SUBEB)	Umar Isa, Deputy Director, Quality Assurance	January 24, 2022
6.	State Agency for Mass Education (SAME)	Umar Hassan Tureta, Director, Literacy	January 25, 2022
7.	State Universal Basic Education Board (SUBEB)	Abdulkair Usman, Assistant Head of Education Management Information System (EMIS)	January 25, 2022
8.	State School Based Management Committee (SBMC)	Junaidu Umar Jabo, Chairman	January 26, 2022
9.	Author—Hausa Titles	Dr. Hadiza Salihu Koko, Author	January 26, 2022
10.	Shehu Shagari College of Education (SSCOE), Sokoto	Dr. Abubakar Bodinga, Deputy Provost, Shehu Shagari College of Education	January 26, 2022
11.	Muhammad Bankanu Primary School	Hadiza Bello Danta, Teacher	January 27, 2022
12.	Sokoto South LGEA	Aminu Sarki Sidi, School Support Officer	January 27, 2022
13.	Al-Ameen Printing Press	Aminu Shehu, Managing Director	January 27, 2022
14.	Association of Head Teachers	Abubakar Moyi, Chairman	January 28, 2022
15.	Association of Proprietors of Private Schools	Alhaji Garba Kilgori, Chairman	January 28, 2022
16.	State Agency for Mass Education (SAME)	Aisha Abdullahi, Director, Girl Child Education	January 31, 2022
17.	University Press Plc (UPL)	Salihu Bala Muhammad, North-West Representative	January 31, 2022
18.	Ministry of Basic and Secondary Education (MBSE)	Basiru Ibrahim, Deputy Director, Library Services	February 1, 2022
19.	FOMWAN	Dr. Balbasatu Ibrahim, Chairperson, project committee	February 1, 2022
20.	Abdulrashid Adisa Raji (AA Raji) Special School, Sokoto	Aliyu Modi Sifawa, Principal	February 8, 2022

Focus Group Discussion 1: School Community - ERM Use—Teachers, Parents, & Learners

	Organization	Individual	Date
1.	Sokoto Focus Group Discussion, Teachers, Parents, Community	Teachers group (2 males & 1 female) HeadTeachers group (2 males & 2 females) Parents group (4 males) Communities (3 males)	January 29, 2022
2.	Sokoto Focus Group Discussion, Learners	9 Pupils (4 male & 5 female) P2 and P3 Urban, semi-urban, & rural areas	January 29, 2022

Focus Group Discussion 2: Market Analysis—MoE & Publishers; School Community

	Organization	Individual	Date
1.	Sokoto Focus Groups Discussion, Ministry and Publishers	Ministry of Education (3 males & 1 female) Publishers (6 males)	June 11, 2022
2.	Sokoto Focus Group Discussion, Teachers, Parents, Community	Teachers group (1 male & 1 female) Head Teachers group (4 males & 1 female) Parents group (2 males & 1 female) Communities (2 males)	June 11, 2022

State/City: Oyo State—Ibadan

	Organization	Individual	Date
1.	Rasmed Publications Limited (now Accessible Publishers Limited)	Mr. Gbadega Adedapo (MD/CEO)	February 21, 2022
2.	Evans Brothers (Nigeria Publishers) Limited	Mr. Lukman Dauda (MD/CEO)	February 22, 2022
3.	Matrix Publications Nigeria Enterprises	Mr. Omotayo Olaoluwa Paul (MD/CEO)	February 22, 2022
4.	Seagrove Publications Limited	Mr. Owolabi Kayode (MD/CEO)	February 22, 2022
5.	HEBN Publishers	Mr. Sogbesan Taye (MD) Mr. Emmanuel A. Abimbola (ES-NPA)	February 23, 2022

	Organization	Individual	Date
6.	Wagakin Publishers	Mr. Akinpelu Wasiu (MD/CEO)	February 23, 2022
7.	High-Mark Publications	Mr. Adegoke Saheed (MD/CEO)	February 23, 2022
8.	Bolly-Rainbow Publications	Mr. Okunola Tajudeen (MD/CEO)	February 24, 2022
9.	University Press Plc	Mr. Samuel Kolawole (MD)	February 24, 2022
10.	The University of Ibadan Bookshop Limited	Mrs. Titilayo Oseni, Assistant Bookshop Manager; Mr. Adeniran Razaak, Officer; and Mr. Olanrewaju Olawale, Officer	February 25, 2022
11.	The Booksellers Limited	Mrs. Tola Musoro (MD)	February 25, 2022
12.	MOA-COFA Ventures Limited	Deacon 'Deji Olawayemi (MD/CEO)	February 28, 2022
13.	Polygraphics Printers	Mr. Afolabi Adebuseyi (MD/CEO)	March 1, 2022
14.	Royal Lilies Press	Mr. Lawrence Okonkwo (MD/CEO)	March 1, 2022
15.	Author	Mr. Adeosun Olutunde Olabamiji, Writer	March 2, 2022
16.	Author	Mr. Akinwale Adebayo Najeem, Writer	March 2, 2022
17.	Oladejo Bookshop	Mr. Oladejo Bolaji Najeem (MD/CEO)	March 2, 2022
18.	Wonsebolatan Bookshop	Alhaja Fatima Alimi (MD/CEO)	March 2, 2022
19.	Department of Mass Communication and Media Technology, Lead City University Ibadan, Oyo State	Professor Lambert A. Ihebuzor, Academic	March 4, 2022
20.	Author	Mrs. Safiya Ismaila Yero, Writer	March 21, 2022

Focus Group Discussion 2: Market Analysis—MoE & Publishers; School Community

	Organization	Individual	Date
1.	Oyo Focus Groups Discussion, Ministry and Publishers	Ministry of Education (3 males & 1 female) Publishers (6 males)	June 11, 2022
2.	Oyo Focus Group Discussion, Teachers, Parents, Community	Teachers group (1 male & 1 female) HeadTeachers group (4 males & 1 female) Parent group (2 males & 1 female) Communities (2 males)	June 11, 2022

ANNEX 2: RESEARCH PURPOSE AND METHODOLOGY

Research Purpose

The purpose of the Global Book Alliance in Action (GBAIA) book supply chain analysis (SCA) is to ascertain the strengths and weaknesses of the book supply chain in each of the countries visited, to provide an analysis of each particular country, and to contribute to global understanding of the challenges facing book supply chains in developing countries. These challenges are not the same in any two countries, but by investigating eight countries—diverse in size, geography, and culture—the GBAIA research will shed light on common challenges that the appropriate stakeholders can address.

Outcomes from the research will be recommendations for ways Nigeria may strengthen its supply chains and, at the end of the GBAIA research, guidelines to enable stakeholder governments, donors, implementing partners, United Nations agencies, and non-governmental organizations (NGOs) to investigate any national book supply chain issues and identify opportunities for improvement. The findings of all SCAs can be used to present options and inform decisions for strategies with quantifiable indicators of achievable outcomes. Using a project framework that had been agreed on and designed by the GBAIA team, with material input from the Global Book Alliance Steering Committee and USAID, the following research methodology was planned.

Methodology

The research used qualitative research methods to capture participant observations, perceptions, and understandings of the book supply chain in Nigeria.

The research employed the use of secondary research/data collection, key informant interviews, and focus group discussions. An additional market analysis survey of existing reading materials and market analysis focus groups on supply and demand for reading materials were also utilized as part of the research. While the research scope focused on the six themes of the supply chain phases,²²⁹ the comprehensive nature of these combined themes shaped a research methodology that was both wide and deep.

In general, investigation occurred in the following stages.

1. **Secondary/Desk Research:** Researchers collected and reviewed relevant secondary data related to the book supply chain and context surrounding policies, data sources, national reports, project reports, articles from peer-reviewed journals, reports from the popular media.

²²⁹ Supply chain phases: planning and forecasting, title development, publishing and printing, procurement and purchasing, distribution management, and use.

2. Documents collected during this phase included:

Federal and State Websites—Sources for indicators and publications

- Federal Ministry of Education (MoE)
- State Ministries of Education (SMOE)
- Universal Basic Education Commission (UBEC)
- State Universal Basic Education Board (SUBEB)
- Nigeria Educational Research and Development Council (NERDC)
- National Commission for Colleges of Education (NCCE)
- National Institute of Nigerian Languages (NINLAN)
- National Commission for Mass Literacy (NMEC)
- National Library of Nigeria (NLN)
- Nigeria Centre for Reading Research and Development (NCRRD)
- National Population Commission (NPC)
- National Bureau of Statistics (NBS)

Education Data

- 2018 National Personnel Audit Assessment (EGRA)
- 2019 Nigeria Digest of Educational Statistics
- 2019 Poverty and Equality in Nigeria
- 2018/19 Nigeria Living Standards Survey
- 2020 National Early Grade Reading
- 2020. Nigeria Education Data Survey (NEDS) for the BESDA Operation
- 2022 Better Education Service Delivery for All (BESDA) Status Report

Federal and State Education Manuals and Tools

- Budget Documentation
- Curriculum Documentation
- UBE Procurement Documentation
- UBE Disbursement Documentation
- Distribution Documentation
- Annual School Census Documentation

Education Sector Plans

- Education Sector Analysis
- Ministerial Strategic Plan
- State Level Plans
- National Policy on Education
- National Policy on Inclusive Education
- Draft National Book Policy
- National Reading Framework
- UBEC Book Policy

Traditional peer-reviewed and 'grey' literature

- Conference reports
- Policy reports
- Popular media releases
- Journal articles (Emmanuel C. Ifeduba, Nkechi M. Christopher, Uduak U. Enang, others)

Information on past and present donor and NGO projects

- USAID, FCDO, GPE, UNICEF, others.
- EGRA meta review (RARA, NEI Plus, RANA, others)

Additional sources for ex-country desk research

- Existing surveys of reading materials (RTI, USAID, ED Data II)
- Association for the Development of Education in Africa
- Global Reading Network
- Global Book Alliance
- International Literacy Association
- Global Proficiency Framework for Reading
- Ethnologue: Languages of the World
- African Books Collective
- Global Education Monitoring Report
- Donors
- World Intellectual Property Organization
- International Publishers Association
- International Federation of Libraries Association
- USAID
- UIS
- FCDO
- UNICEF
- UNESCO
- World Bank (WB)
- World Bank Data
- Existing reports review (GBA, Neil Butcher, Barbara Trudell, others)

3. Stakeholder Interviews:

After a thorough desk review, primary research begins with mapping the book supply chain. This is done through a series of interviews with stakeholders who interact with the book supply chain at various points. Participants talk through the processes, actors, policies, and supporting infrastructure around the book supply chain, beginning with the intended recipients, and working back to the point of initiation.

4. Focus Group Discussions:

In Nigeria, the primary research included two groups of Focus Groups Discussions (FGDs) in each of the five research locales: a book use FGD and a book market analysis FGD, where the latter integrated the following two components:

- » Market Analysis Book Survey (MABS)
- » Market Analysis Focus Group Discussion (MAFGD)

Planning for Stakeholder Interviews and Focus Group Discussions

The methods for collecting information in country were consultation, interview, FGD and survey with a full range of stakeholders, listed in **Annex 1**, with tools and methods outlined in **Annex 3** and examples of instruments in **Annex 4**.

A full questionnaire was developed during the first pilot SCA and categorized according to stakeholder groups. The questionnaire was designed to be sortable by column in order to customize it for the particular stakeholder group. The questionnaire was subsequently simplified into sample interview protocols, and then into simple guidelines.

We allowed possible interventions to inform interviews, by probing: What makes most sense for a given issue? (For example, recommend that a country eliminate duty taxes on raw materials to encourage local printers, OR accept that international printing is a better way to get low-cost, quality printing?)

For the FGDs, we adapted the questions in the interview protocols.

For the Book Use FGD we focused on questions around four themes:

- learner experience with reading books in school and community
- teacher use of reading books in teaching and learning
- family engagement with books in reading at home

For the Market Analysis FGD, we developed questions based on four themes:

- reading books demand and supply
- thresholds for selling and purchasing reading books
- access to and use of books via traditional (hard copy) and digital (soft copy) technologies
- priorities for government investment in reading materials

For the Market Analysis Book Survey (MABS), we adapted questions from an RTI (2016) book survey and instrument designed for measuring the availability of children’s reading materials in African languages and conducted under the USAID Ed Data II: Data for Education Research and Programming (DERP).²³⁰ The MABS instrument comprised 23 questions selected and adapted from the original 52 DERP survey questions to verify general parameters reading materials availability in English and mother tongue languages, type, and cost of materials in the survey state and city locales.

230 USAID, RTI, *Survey of Children’s Reading Materials in African Languages in Eleven Countries: Annex G. Summary of the Early Grade Reading Materials Survey in Nigeria, Annex M Survey Instruments*, 2016.

See mapping of stakeholders engaged with in interviews and FGDs in the table below. In all **124 Interviews, 9 FGDs** were conducted engaging **236 participants (36% female)** in this study.

Table: Study Participants

Participant Category	Institutions	Male	Female	Total
Federal Level Policymakers	Federal Ministry of Education—FME	10	9	19
	Departments/Divisions			
	➤ EPRD/CM&MLA			
	➤ Library Services			
	Agencies			
	➤ Nigerian Educational Research and Development Council—NERDC			
	➤ Universal Basic Education Commission—UBEC			
	➤ National Library Nigeria—NLN			
	➤ Teachers Registration Council of Nigeria—TRCN			
Research and Development Institutions	Federal Ministry of Education—FME Agency—National Universities Commission	4	1	5
	➤ National Institute for Nigerian Languages—NINLAN			
	➤ Nigeria Centre for Reading Research and Development (NCRRD)—Bayero University Kano & Florida State University			
	➤ Enabling Writers Program (EWP)- American University of Nigeria—AUN			
	➤ Materials development in Hausa and Fulfulde local languages, American University of Nigeria Atiku Institute, AUN-AI			
	➤ Research Early Grade Literacy and Reading—Veritas University—VU			

Participant Category	Institutions	Male	Female	Total
State Level Policy Makers	State Ministry of Education—SMoEs	27	14	41
	Departments/Divisions			
	➤ Permanent Secretary			
	➤ Primary Department—PD			
	➤ Planning, Research and Statistics—PRS/EMIS			
	➤ Education Resource Center—ERC			
	➤ Educational Services—ES			
	➤ Library Services—LS			
	➤ Quality Assurance—QA			
	Agencies			
	➤ Executive Secretary			
	➤ FCT-UBEB, SUBEBs—Academic Services/ Procurement/Quality Assurance/ PRS/ other			
	➤ State College of Education			
	➤ State Library—SL			
➤ State Agency for Mass Education—SAME				
➤ Local Government Education Authorities LGEAs				
➤ State School Based Management Committee—SSBMC				
CSOs/NGOs	Civil Society Action Coalition on Education For All - CSACEFA, Reading Association of Nigeria - RAN, Bookworm Café, Nancie Ahmadu Education Foundation, Federation of Women Muslim Associations in Nigeria -FOMWAN	2	3	5
Donors/ Development Partners	FCDO, British Council, UNICEF, World Bank, USAID, GIZ	6	2	8

Participant Category	Institutions	Male	Female	Total
Implementing Partners Literacy Programs	NEI Plus, SENSE, RANA, Jolly Phonics, TARL, BESDA	5	2	7
Publishers Printers Booksellers	<p>Publishers:</p> <ul style="list-style-type: none"> ➤ Nigerian Publishers Association, Havilah Group, West African Book Publishers Ltd., Omega Global Publishing Co., Agelink Publishing Company, Markbrand, Paraclete Publishers, Macpue Brands, University Press Plc, Rasmed Publications Limited, Evans Brothers, Matrix Publication Enterprises, Seagrove Publications Ltd., HEBN Publishers, Wagkin Publishers, High Mark Publications, Bolly Rainbow Publications, MOA-COFA Ventures Ltd. <p>Printers:</p> <ul style="list-style-type: none"> ➤ Marvelous Mike Press, Yaliam Press Ltd., Binani Printing Press, Ebonyi Government Printing Presses, Abti Printing Press, Al-Ameen Printing Press, Polygraphic Printers, Royal Lily Press <p>Booksellers:</p> <ul style="list-style-type: none"> ➤ Educational World Book Services, The University of Ibadan Bookshop Ltd., The Booksellers Ltd., Oladejo Bookshop, Wonsebolatan Bookshop <p>Authors:</p> <ul style="list-style-type: none"> ➤ English, Hausa, Igbo & Yoruba titles 	30	8	38

Participant Category	Institutions	Male	Female	Total
Schools and Communities	Public, private and special schools in Adamawa, Sokoto, Ebonyi, Oyo and FCT-Abuja	66	47	113
	➤ Teachers/ Head Teachers			
	➤ Parents			
	➤ Community Members (PTA, SBMC)			
	➤ Pupils			
	➤ State Association of Head Teachers			
	➤ State Association of Proprietors of Private Schools			
	TOTAL	150	86	236

Data Quality, Management and Research Techniques

To achieve a high standard and control of data quality, the interview and FGD qualitative data were gathered by teams using field notes and audio recording. Participants' consent was sought before any recording. Interview notes were cross-checked with audio recordings to ensure accuracy and to verify information. Where possible, participants' voices/quotations from interviews and FGDs were reflected in the report to illustrate points and also to bring rigor to the narration.

We further ensured **rigor and validity** through the following research techniques:

- Test hypotheses throughout data analysis.
- Try to ask each category of question of at least one person in differing groups (MoE, donors and implementers, publishers and authors, school communities), so that information on a subject is triangulated.
- Verify sensitive information with external sources (corruption allegations, politically divisive issues, financial challenges, etc.) to avoid need to cite a particular source.
- Record responses objectively and comprehensively, avoiding anecdotalism
- Conduct content analysis to reduce data from the many interviews and FGDs into emergent themes for ease and speed of report writing. Ensure the content analysis is robust in capturing stakeholder accounts around strengths, challenges, and recommendations for improving the supply chain.

ANNEX 3: RESEARCH METHODS AND INSTRUMENTS

Methods—Data Collection

The method for collecting information was through consultation, interviews and focus group discussions (FGDs) with a range of stakeholders, as listed in **Annex 1**. A full questionnaire was developed during the first pilot supply chain analysis (SCA) conducted in Cambodia. The questionnaire was designed to be sortable by categories in order to customize it for use with particular stakeholder groups.

Questionnaire categories		
Economics, Statistics, & Politics	Market Map	Printing
Infrastructure	Investigate Local Digital Publishing	Packing & Labelling
Connectivity	Publishing Human Resources	Insurance
Government Policies & Practice	Obtain, Adapt, & Translate Foreign Titles	Customs Clearances
Financing Books	Piracy Assessment	Warehousing
Languages for Reading & Writing	Import Foreign-Published Books Directly	Logistics
Teachers	Government Procurement Policy	Tracking Consignments
Reading Assessment	Procurement Methods	Delivery to Book & Stationery Shops, Stores & Market Outlets
Estimating Demand	Writing Procurement Documents	Receiving & Checking
Costing Books	Book Selection	Sorting, Maintenance, & Storage
School Ordering	Use Contract as Set Out in the Procurement Document	Replenishment
Income Sources for Publishers	Editing	Classroom Distribution
Government Expenditure on Books	Designing & Illustrating	Use in Classroom
Plan Cash Flow	Copyright	Home Use of Book
Give Each Title a Progress Timeline	Proofing & Piloting	
Write Manuscript & Draw Illustrations	Preparing Camera-Ready Copy Files	
Survey of Reading Materials		

The Nigeria team prepared a set of interview and FGD protocols for each of four stakeholder groups (Ministry of Education, donors and implementers, authors and publishers, and school community), with relevant questions selected from the questionnaire categories for each of the SCA phases (planning & forecasting, title development, publishing and printing, procurement and purchasing, distribution management and use).

Each interview and FGD began with an introduction to the Global Book Alliance (GBA) and the Global Book Alliance in Action (GBAIA) project, followed by introductions of interviewee/FGD participants and research team members. During the first Cambodia SCA, the team drew up guidelines for conducting interviews, which were used in adapted formats in all nine GBAIA research countries, namely: Cambodia, Nigeria, Malawi, Tanzania, Zambia, Jordan, St. Lucia, Dominican Republic and Grenada.

Interviews and FGDs were tractable and conducted in a manner to encourage probing and further inquiry. In general, they included the following overall questions:

- What happens in theory?
- What happens in fact?
- What are the things that are working well?
- What are the bottlenecks?
- What is the timeline for these links?

Methods—Data Analysis

Data gathered from interview and FGDs were analyzed by the research consultant team using content analysis focused on “pre-existing categories and emergent themes.”²³¹ This predefined framework would enable the team to map the interview/FGD data, “reducing them and interrogating them” into a summary format of emergent themes for ease and speed of analysis and subsequent co-writing of the GBAIA report sections by the team.

The pre-existing categories were the six phases of the supply chain analysis: planning and forecasting; title development; publishing and printing; procurement and purchasing; distribution management; and use, plus summary general reflection.

The pre-existing codes were the key words to assess interview/FGD data in relation to “theory and fact,” “working well and bottlenecks,” and “timelines.” Under each code, emergent themes were listed with frequencies of the number of times they were mentioned.

Steps

The content analysis process followed nine steps in two phases to code the data in the interview and FGD protocol notes and to synthesize the emergent themes in the form of summary narrative, strengths, challenges, and recommendations.

Content Analysis Phase 1 - Coding Steps

- **Step 1:** Take a stakeholder group interview/FGD protocol - 1) MOE; 2) Donors & Implementors; 3) Authors & Publishers; 4) School Community
- **Step 2:** Review interview notes once to see what codes are jumping out in each SCA domain
- **Step 3:** By the side of each domain, CODE what you see is THEORY, what is FACT, what is WORKING WELL, what is a BOTTLENECK, and the TIMELINE for these links
- **Step 4:** Identify emergent themes under each CODE and

231 Cohen et al., *Research methods in education*, 476.

- **Step 5:** List the emergent themes in the coding summary tables (under each phase and beside each code) and indicate frequencies (///...) in which the themes recur across stakeholder groups.
- **Step 6:** Follow steps 1–5 to code each interview/ FGD in the stakeholder group and transfer to the coding summary tables

Content Analysis Phase 2 - Synthesis Steps

- **Step 7:** In the synthesis summary tables, provide an overall paragraph on identified themes, key strengths, and key challenges
- **Step 8:** Add frequencies for key strengths and challenges
- **Step 9:** Summarize recommendations to enhance strengths and address challenges

Content Analysis and Synthesis Tables

Interviews: Stakeholder group (MOE/Donors & Implementors/Authors & Publishers/School Community):

#	Stakeholders	Roles & Responsibilities
1.		
2.		
3.		
4.		
5.		
6.		
7.		
8.		
9.		
10.		

Content Analysis Phase 1—Coding Tables

	Supply Chain Phases		
	Planning & forecasting	Title Development	Publishing & printing
Codes	Emergent themes & frequencies (///...)		
Theory			
Fact			
Working well			
Bottlenecks			
Timelines			

	Supply Chain Phases		
	Procurement & purchasing	Distribution Management	Use
Codes	Emergent themes & frequencies (///...)		
Theory			
Fact			
Working well			
Bottlenecks			
Timelines			

	Supply Chain Phases
	General Comments
Codes	Emergent themes & frequencies (///...)
Challenges	
Improvements	
COVID-19	
Digital	
Timelines	

Content Analysis Phase 2 - Synthesis Tables

Planning and Forecasting

Findings Narrative:	
Key Strengths	Frequencies
Key Challenges	Frequencies
Recommendations	

Title Development

Findings Narrative:	
Key Strengths	Frequencies
Key Challenges	Frequencies
Recommendations	

Publishing and Printing

Findings Narrative:	
Key Strengths	Frequencies
Key Challenges	Frequencies
Recommendations	

Procurement and Purchasing

Findings Narrative:	
Key Strengths	Frequencies
Key Challenges	Frequencies
Recommendations	

Distribution and Management

Findings Narrative:	
Key Strengths	Frequencies
Key Challenges	Frequencies
Recommendations	

Use

Findings Narrative:	
Key Strengths	Frequencies
Key Challenges	Frequencies
Recommendations	

General Comments

Findings Narrative:	
Key Strengths	Frequencies
Key Challenges	Frequencies
Recommendations	

References

Key references mentioneds	Links

Quotations

#	Key quotations identified

ANNEX 4: INSTRUMENT EXAMPLES- INTERVIEW, FGD, BOOK SURVEY

A full questionnaire was developed during the first supply chain analysis (SCA) in Cambodia. The questionnaire was designed to be sortable by column in order to customize it for a particular stakeholder group. The questionnaire was used to develop instruments and guidelines for data collections. **Table A4** presents an overview of the use of the questionnaire in development of interview, focus group discussion (FGD), and survey instruments.

Instruments	Target Group	Question Categories
Ministry of Education		
Interview Protocol—Long	MoE, UBEC, SUBEBs, Others	Planning & forecasting, publishing & printing, procurement & purchasing, distribution, and use—Federal and State levels
Interview Protocol—Short	Local Government Education Authorities (LGEAs), Schools, Others	Planning & forecasting, procurement, distribution, and use—state to LGEA to school levels
Donors and Implementers		
Interview Protocol	Funders and Partner Implementers	Planning & forecasting, title development, publishing & printing, distribution, and use
Publishers and Authors		
Interview protocol—long	Authors and Publishers	Planning & forecasting, title development, publishing & printing, procurement & purchasing, distribution management
Interview Protocol—short	Booksellers	Planning & forecasting public and private school demand; title development—ERM book supply; procurement & purchasing; distribution—bookshops and schools
Book Cost Survey	Publishers and Printers	Questions on production costs book 32 pages, 4 colors, 10,000 copies, 10% overhead in fees

Instruments	Target Group	Question Categories
School Community FGD		
FGD Protocol–Book Use	School communities–Teachers, Heads, SBMC, PTA, SUBEB, and LGEA Learners–Primary 2-3 (boys and girls)	Questions from interview protocol with focus on Use Adult FGD; Learner FGD
Market Analysis		
Market Analysis FGD Protocol–MAFGD	MoE and Publishers School Community–Teachers, Head Teachers, PTA, SBMC,	Questions on 4 themes: (1) reading books demand and supply; (2) thresholds for selling and purchasing; (3) access to and use of books - traditional and digital; and (4) priorities for government investment
Market Analysis Book Survey–MABS	MAFGD Participants reading books–15–20 books; Books survey in the market place–5–10 books	Questions on 4 themes: (1) availability of reading books in English and local languages (Hausa, Yoruba, Igbo, others); (2) availability of materials for early primary level; (3) Feasibility of Reusing, Adopting and Reproducing the Materials; and (4) Publishing Landscape in Reading Materials Production

Instrument Examples. The following pages present a sample of instruments: (1) Interview Protocol; (2) FGD Protocol; (3) Book Cost Survey Template; (4) Book Language Survey Questionnaire.

Interview Protocol Example

Ministry of Education Institutions—Federal & State Level Protocol

1. Introduce GBA and GBAIA

The Global Book Alliance (GBA)¹ is a partnership of donor agencies (USAID, WB, UNICEF, DFID), multilateral institutions, and civil society organizations. The GBA was established in 2018 to bring together global education partners to end illiteracy through a coordinated effort to address the challenge of the growing book gap.

In order to support the GBA, the USAID Global Book Alliance in Action (GBAIA) project is a two-year initiative that works with the members of the GBA as well as with Ministries of Education, education partners, the private sector, and diverse other stakeholders to improve national book supply chains through identifying, promoting, and supporting innovations, best practice, and policies that will change the way books are created, procured, and provided.

As part of the research carried out under GBAIA, Book Supply Chain Analyses (SCAs) are being conducted in eight countries to identify country-specific strengths and challenges related to book provision, and to enhance the global knowledge base around promising practices across the book supply chain. A Global Digital Library is also being developed.

Request (if the interview includes a Zoom link):

- Can we record the interview?
- The purpose is to use the recording to check on accuracy of notes.

2. Team Introductions

Topic	Question	Probe	Response
Introduction			
Department	Please describe your department at the MoE: Responsibilities? Your role?	We are particularly interested in the development of teaching and learning materials.	
Planning & Forecasting			
Planning & Forecasting	What is the status of the Basic Education Curriculum (especially for Grades 1–4)?		
	What is the status of teaching and learning materials for Basic Education (especially for early grade reading)?		

Topic	Question	Probe	Response
	How many early grade reading book titles exist at each reading level in each language spoken by the student population?	(including both decodable and leveled readers up to a grade-4 level, in line with curriculum scope and sequence of instruction, as well as general reading material)	
	What data sources inform government and donor procurement of early grade reading materials?	(e.g., enrollment data, language mapping of student population, data on lifespan of existing materials, data on students with disabilities, etc.)	
	What challenges do ministry staff face in accurately forecasting the need for early grade reading materials?		
	Who makes decisions about book provision?	How does the available data inform their decisions?	
Title Development			
Title Development	Who is involved in the creation of early grade reading materials?	Who writes, edits, illustrates, designs, prints?	
Languages for reading and writing	What laws and regulations govern the use of languages in schools?		
	Is there a map of language use within the country?		
	Of the languages spoken in the country, which ones have defined scope and sequence for reading and writing instruction, including the five core components of reading?		
	Which languages are approved for use in classrooms?		
	What languages are in regular use by those residing in the country?	What is the population and geographic distribution of users of each language?	

Topic	Question	Probe	Response
	What are the copyright and licensing procedures as applied to MoE created materials?		
Procurement & Purchasing			
Procurement	What do ministry/donor representatives view as the main challenges constraining the procurement of an adequate supply of leveled and decodable readers in local languages of instruction?		
Purchasing	What are the sources and quantities of funds for procuring early grade reading books?	What is the frequency/ consistency of these funds?	
	What amount is budgeted by the ministry for early grade reading book procurements?	<p>How steady is this allotment?</p> <p>What is the projected cost of provision over the next five years?</p> <p>What percent of the budgeted amount is actually used for procurement of early grade reading materials?</p> <p>What percentage of the budget for reading materials is allotted for materials in accessible formats (e.g., braille books)?</p> <p>What actors/groups of actors purchase TLMs?</p>	
Distribution management			
Awareness	To what extent and how much time before delivery are teachers and school leaders aware of the materials they should receive?	Are schools aware of the MoE policies on provision and distribution of TLMs?	
Delivery	Do TLMs reach the target schools on time, in good condition, and in the assigned quantities?	What is the loss rate? What is the rate of on-time delivery? What have these trends been over time?*	

Topic	Question	Probe	Response
	What factors impede delivery of books to schools, and why?	Are there challenges with distribution that are associated with certain areas (e.g., roads inaccessible at certain times; need for transport by water/air/foot; distance results in higher expense)? Safety issues, rainy season issues?	
Monitoring	What data are collected on the efficacy of book distribution? What systems are utilized for tracking?	Who has access to the data? What checks and balances exist?	
Community & accountability	What are the roles of parents/ teachers/communities in accountability for distribution?	Or what do they see as their roles?	
Use			
Use	Where do children regularly encounter books (e.g., classroom, community library, home, bookstores, corner stores, etc.)?	Children's reported encounters with books, including but not limited to: School Home Library Community center Home of family member/ friend Local market Bookstore Faith center (church, mosque, temple, other) Digital access (online/mobile) (disaggregated by frequency of encounter—daily, weekly, monthly, less than monthly)	

Topic	Question	Probe	Response
	Do teachers effectively utilize books in literacy instruction?	Time spent reading as reported by teachers/school leaders Teacher observation: % of teachers using teaching methods specified in curriculum? Teachers using five core skills for early grade reading instruction (phonemic awareness, phonics, fluency, vocabulary, & comprehension)	
	How much time is allotted for reading instruction per day?	Time allotted for reading in curriculum documents Classroom observation of reading instruction Teacher report of time per day spent on reading instruction	
	Do teachers know how to determine if a book is appropriately leveled for their students?	% of teachers able to describe book selection based on: Scope and sequence 5-finger rule or other method specified in teacher guide or teacher training materials ²³²	

232 5-finger rule: a method of selecting an appropriately levelled reading book in which a child opens to a page, begins reading, and holds up a finger for each word s/he does not know; five or more fingers indicates that a book is too difficult.

Topic	Question	Probe	Response
	Do teachers have the skills and knowledge to support reading practice for students with disabilities?	<p>% (or estimate—none, some, most) of teachers who demonstrate</p> <p>familiarity with reading acquisition for students with disabilities in general</p> <p>familiarity with reading acquisition supports for learners with visual impairments, deafness, and/or learning disabilities</p>	
	Are books present in the household?	% of households in which (0, 1–5, or more than 5) books are present, by geography and income per capita	
	Do family members participate in reading activities with children?	<p>% of family members who report supporting children’s reading through</p> <p>Reading to children</p> <p>Listening while children read</p> <p>Monitoring children’s reading practice</p>	
	Are children permitted/ encouraged to take books home from school?	<p>% of children permitted to take books home from school (disaggregated by district)</p> <p>Frequency with which children take books home from school (i.e., daily, weekly, monthly, less than monthly, never)</p>	
General Reflection			
General	Any overall thoughts on the book sector in Nigeria? What can be done to get more books into the hands of kids? What specific things need improvement?		

Topic	Question	Probe	Response
	What was the impact of the COVID-19 pandemic on the book supply chain in Nigeria?	(A recent blog from Blue Tree said that there was a global container and paper crisis.)	
	What about the digital aspect from students' perspectives—what access to hardware did/do learners have, and what access to materials ?		

Focus Group Discussion Example

Market Analysis FGD

FGD Information		Date: ____/ ____/ ____
Name of Facilitator		
Names of Recorder		
State/City:	Organizations:	FGD location:
FGD gender <input type="checkbox"/> Male <input type="checkbox"/> Female	Total # of FGD participants	Organization Representation # - 20 MoE - & Publishers, Printers 6 School community - Head teachers, teachers, parents/ SBMC—6 - 10
Introduction		
<p>Hi! Welcome, and thank you so much for agreeing to participate with us in this focus group discussion! I am _____ and this is _____ and we are here on behalf of the Global Book Alliance in Action project.</p> <p>The Global Book Alliance is a partnership of donor agencies (USAID, DFID), multilateral institutions (WB, UNICEF), and civil society organizations. The USAID Global Book Alliance in Action (GBAIA) project is a two-year initiative that works with the members of the GBA as well as with Ministries of Education, education partners, the private sector, and other diverse stakeholders to improve national book supply chains through identifying, promoting, and supporting innovations, best practice, and policies that will change the way books are created, procured, and provided. As part of the research carried out under GBAIA, book supply chain analyses (SCAs) are being conducted in eight countries to identify country-specific strengths and challenges related to book provision, and to enhance the global knowledge base around promising practices across the book supply chain.</p> <p>Many of you participated in interviews, focus group discussions and a publishers survey by GBAIA where we examined the strengths and challenges in the book supply chain in Nigeria. In this market analysis focus group discussion, we would like to talk with you more about book demand and supply for early grade reading material— the awareness, the interest, the cost thresholds for selling and buying EGR books, etc.</p> <p>We would like this to be a <u>conversation</u> between us. As such, in this process, there are <u>no right or wrong answers</u>, only differing points of view. You don't need to agree with others, but we would request that everyone listen respectfully as others share their views. In that spirit, we would ask that you speak one at a time. We look forward to this being a lively and energetic conversation where everyone feels safe and comfortable speaking. Remember, participation is voluntary, and you can choose to leave the group at any time. However, we hope you will participate, since your views are important. And we also think it will be fun and informative for all of you!</p>		

My role will be to facilitate the discussion. You will notice that my colleague, _____, will be taking notes. People often say very helpful things in these discussions and we want to make sure we don't miss any of the important insights you will provide for us! We will use the information you provide us to generate a report and recommendations for USAID regarding potential future strategic action to support the book supply chain in Nigeria.

Remember, in keeping with our commitment to the confidentiality of all participants, we ask that you not share with people outside of this group either who took part in this discussion OR what they have said during our discussion today.

Do you have any questions for us before we start? [Record both questions raised by participants as well as responses]

Okay, let's get started!

Note: Due to limits of time and attention spans, most FGDs are able to cover only a few questions at a time—usually no more than five questions within a 90-minute period. As such, each FGD is expected to cover only a select number of questions listed here, usually focusing on a specific topic within each FGD.

Group 1—Publishers, Ministry of Education Participants

#	5 FGD QUESTIONS		RESPONSES
1.	<p>Demand Reading Materials</p> <p>I'd like to know more about the demand for reading materials in the state.</p> <ul style="list-style-type: none"> ➤ What are the preferences for early grade reading content? ➤ Is that content readily available? 	<p>Probes</p> <ul style="list-style-type: none"> ➤ Is there a demand for early grade reading materials? ➤ Is there a demand for local language materials? ➤ Is there demand for materials developed for special needs learners (braille, audio books)? 	5 mins

#	5 FGD QUESTIONS		RESPONSES
2.	<p>Supply Reading Materials</p> <p>Now I'd like to understand who supplies the books for the market in Nigeria—and what types of books do they supply.</p> <ul style="list-style-type: none"> ➤ Who has responsibility for buying early grade reading materials, and for whom? (Government, NGOs, booksellers, market sellers, schools, parents) ➤ Who ACTUALLY supplies the reading materials? ➤ What types of reading materials do they supply? ➤ (Information, prose, decodable books, primers, story books, poetry, textbooks, digital books, local language materials) 	<p>Probes</p> <ul style="list-style-type: none"> ➤ Do local publishers supply from foreign publishers? ➤ If yes, what types of books? 	5 mins

#	5 FGD QUESTIONS		RESPONSES																												
3.	<p>Book Selling Thresholds (define thresholds)</p> <p>Question for Publishers, MoE, and Course-Provider groups ONLY</p> <p>Now we would like to understand more about thresholds for buying and selling books in _____ (name of state). We will start with thresholds for publisher selling. We are going to do a small activity.</p> <p>I have put a chart on the wall (or table or floor), and on it are 4 selling prices for a book printed in black and white and a book printed in colour. The prices are estimates made by 4 publishers in the GBAIA publisher survey—based on their costs to publish a book of</p> <ul style="list-style-type: none"> ➤ 32 pages ➤ A4 size, ➤ 80 grams, ➤ lamination cover in colour ➤ binding in stitches ➤ a print run of 10,000 copies <p>I would like you to answer this question:</p> <p>What price in each list is a “threshold price” (or “competitive market price”) for publishers to sell the book? (i.e. the lowest price level they could sell at to cover their costs for quality book production and make a reasonable profit for their business)?</p>	<p>Facilitator chart/blackboard</p> <ul style="list-style-type: none"> ➤ Facilitator puts chart on wall/ blackboard/ table ➤ Facilitator puts stickers/buttons/ markers/chalk out—each participant marks one threshold per list <table border="1" style="width: 100%; text-align: center;"> <thead> <tr> <th colspan="4">Selling prices</th> </tr> <tr> <th>Black and white book prices</th> <th>Threshold</th> <th>Colour book prices</th> <th>Threshold</th> </tr> </thead> <tbody> <tr> <td>N 350.00</td> <td></td> <td>N 700.00</td> <td></td> </tr> <tr> <td>N 650.00</td> <td></td> <td>N 1,500.00</td> <td></td> </tr> <tr> <td>N 1,250.00</td> <td></td> <td>N 2,000.00</td> <td></td> </tr> <tr> <td>N 1,800.00</td> <td></td> <td>N 2,700.00</td> <td></td> </tr> <tr> <td>BLANK</td> <td></td> <td>BLANK</td> <td></td> </tr> </tbody> </table>	Selling prices				Black and white book prices	Threshold	Colour book prices	Threshold	N 350.00		N 700.00		N 650.00		N 1,500.00		N 1,250.00		N 2,000.00		N 1,800.00		N 2,700.00		BLANK		BLANK		<p>10 mins—15 mins</p>
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BLANK		BLANK																													
		<p>Probes: After everyone has placed their Xs (marker/stickers/ buttons) on the chart,</p> <ul style="list-style-type: none"> ➤ Facilitator then counts out loud the number of Xs beside each price. ➤ Facilitator identifies the top-ranking “threshold prices” for black-and-white and colour books (the one with the most Xs) ➤ Facilitator asks participants to talk about, why they chose the threshold prices, describe what they were thinking—what makes these the lowest level at which the publisher will sell? 																													

#	5 FGD QUESTIONS		RESPONSES
	<p>Each participant take a marker (buttons/stickers) and based on what you know of prices in the market for quality books, mark one threshold price for the black and white book and one for the colour book.</p> <p>“Blank”</p> <p>Facilitator explains the blank card, participants are allowed to put a X there, in case their response is not indicated in the other cards. And then explain what their ‘X’ represents in the discussion</p>	<p>➤ .What are the production costs that are influencing the threshold price? What threshold prices are on the blank? How does black and white compare with colour book selling thresholds?</p> <p>How does this selling threshold of publishers compare with the buying power of families to purchase 4 core books?</p>	

#	5 FGD QUESTIONS		RESPONSES
4.	<p>Digital Materials</p> <p>Show one or two platforms—BRIEFLY</p> <ul style="list-style-type: none"> ➤ Nigerian Learning Passport (NLP) at: https://nigeria.learningpassport.org/ ➤ Global Digital Library (GDL) at: - https://digitallibrary.io/ <p>Question for MOE & Publishers</p> <ul style="list-style-type: none"> ➤ Is there an interest for digital content? If so, what devices will be used? ➤ To what extent can you use materials available from the FME Nigerian Learning Passport (NLP) or the Global Digital Library (GDL) for early grade reading programmes? ➤ What about digital access from students’/teachers’ perspective; how can they access the NLP or GDL materials online or offline or with mobile devices? (i.e. access via schools; colleges; libraries; family mobile phone; digital devices pre-loaded with NLP/GDL EGR materials) 	<p>Probe chart/blackboard (optional)</p> <p>What do you see are investment areas for enabling access to digital resources? Use markers/ chalk to show the top 2 priorities for investment identified by FGD participants</p> <ul style="list-style-type: none"> ➤ connectivity ➤ content/pedagogy, ➤ the cost of data ➤ access to devices ➤ management ➤ maintenance capacity ➤ teacher training ➤ parent capacity building ➤ awareness ➤ customized device with pre-loaded content—for emphasis on learning ➤ BLANK <p>Facilitator asks participants to talk about why they chose these investments, describe what they were thinking about.</p>	10–15 mins

#	5 FGD QUESTIONS		RESPONSES
5.	<p>Policy and Practice</p> <ul style="list-style-type: none"> ➤ To what extent is Government prepared to invest in the early grade reading materials development—to incentivize publishers, printers and other groups? ➤ Post COVID-19, what strategies are needed to ensure learner access to ERMs and learning continuity with ERMs in school and at home? 	<p>Probe chart/blackboard (optional)</p> <p>What do you see are Post COVID-19 strategies to ensure learner access to ERMs? Use markers/ chalk to show the top 2 strategies identified by FGD participants</p> <ul style="list-style-type: none"> ➤ connectivity, including internet access, ➤ Interactive Radio Instruction access in schools or local government areas; ➤ Television ➤ books in the home; ➤ computer lab/ tablets in the school ➤ training of teachers in further professional ➤ development including use of digital tools; // ➤ address taxes on raw materials for book production etc <p>Facilitator asks participants to talk about why they chose these strategies, describe what they were thinking about.</p>	10–15 mins
6.	<p>General Reflection</p> <ul style="list-style-type: none"> ➤ What needs to be done to get more books into the hands of children in Nigeria? ➤ What specific things need improvement in terms of policy and practice around the book supply chain in Nigeria? 		5 mins

Group 2: Head Teachers, Teachers, Community PTA SBMC Participants

#	5 FGD QUESTIONS	PROBES	RESPONSES
1.	<p>Demand Reading Materials</p> <p>I'd look to know more about the demand for reading materials in the state.</p> <ul style="list-style-type: none"> ➤ What are the preferences for early grade reading content? Is that content readily available? 	<p>Probes</p> <ul style="list-style-type: none"> ➤ Is there a demand for early grade reading materials? ➤ Is there a demand for local language materials? ➤ Is there demand for materials developed for special needs learners (braille, audio books)? 	5 mins
2.	<p>Supply Reading Materials</p> <p>Now I'd like to understand who supplies the books for the market in Nigeria—and what types of books do they supply.</p> <ul style="list-style-type: none"> ➤ Who has responsibility for buying early grade reading materials, and for whom? (Government, NGOs, booksellers, market sellers, schools, parents) ➤ Who ACTUALLY supplies the reading materials? ➤ What types of reading materials do they supply? ➤ (Information, prose, Decodable books, primers, Story books, Poetry, Textbooks, Digital books) 	<p>Probes</p> <ul style="list-style-type: none"> ➤ Do local publishers supply from foreign publishers? ➤ If yes, what types of books? 	5 mins

#	5 FGD QUESTIONS		RESPONSES																																				
3.	<p>Book Purchasing Thresholds (define thresholds)²³³</p> <p>Question for Head Teachers, Teachers, Parents/SBMCs groups ONLY</p> <p>Now we would like to understand more about thresholds for buying books. We are going to do a small activity.</p> <p>I have put a chart on the wall (or table or floor), and on it are 5 purchasing prices for household spending on books for one child per year. The prices are estimates from reports²³⁴ and made by participates in GBAIA Focus Groups Discussion on what households can afford to spend on core books for one child per annum. Differences were noted between rural and urban families, between public school and private schools.</p> <p>I would like you to answer this question:</p> <p>What price is a “threshold price” for families to buy books for one child in their household in an urban family and in a rural family? (i.e. the highest level they could afford to purchase 4 core books a child will need in the school year)?</p> <p>What is the highest amount affordable by families for books for each child?</p>	<p>Facilitator chart/blackboard</p> <p>Facilitator puts chart on wall/ blackboard/ table</p> <p>Facilitator puts stickers/ buttons/ markers/ chalk beside the chart for participants to mark one threshold in each list</p> <table border="1"> <thead> <tr> <th colspan="4">Purchase prices</th> </tr> <tr> <th>Urban families</th> <th>Threshold</th> <th>Rural families</th> <th>Threshold</th> </tr> </thead> <tbody> <tr> <td>N000.00</td> <td></td> <td>N000.00</td> <td></td> </tr> <tr> <td>N200.00</td> <td></td> <td>N200.00</td> <td></td> </tr> <tr> <td>N1,500.00</td> <td></td> <td>N1,500.00</td> <td></td> </tr> <tr> <td>N3,600.00</td> <td></td> <td>N3,600.00</td> <td></td> </tr> <tr> <td>N5,000.00</td> <td></td> <td>N5,000.00</td> <td></td> </tr> <tr> <td>N6,000.00</td> <td></td> <td>N6,000.00</td> <td></td> </tr> <tr> <td>BLANK</td> <td></td> <td>BLANK</td> <td></td> </tr> </tbody> </table> <p>Probes: After everyone has placed their marker Xs (stickers/ buttons) on the chart,</p> <ul style="list-style-type: none"> ➤ Facilitator then counts out loud the number of Xs beside each price. ➤ Facilitator identifies the top-ranking threshold price for urban and rural families (the one with the most Xs) 	Purchase prices				Urban families	Threshold	Rural families	Threshold	N000.00		N000.00		N200.00		N200.00		N1,500.00		N1,500.00		N3,600.00		N3,600.00		N5,000.00		N5,000.00		N6,000.00		N6,000.00		BLANK		BLANK		<p>10 mins–15 mins</p>
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N6,000.00		N6,000.00																																					
BLANK		BLANK																																					

233 Thresholds - A threshold is an amount, level, or limit on a scale. When the threshold is reached, something else happens or changes. For book publishers the threshold is the lowest level they can sell books at to cover costs ; and for the purchaser the highest level they can afford to pay for books, that makes books affordable or not.

234 NEDS Report 2020 Nigeria Education Data Survey (NEDS) for the Evaluation of Better Education Service Delivery for All [BESDA] operation

#	5 FGD QUESTIONS		RESPONSES
	<p>“Blank”</p> <p>Facilitator explains the blank card, participants are allowed to put a X there, in case their response is not indicated in the other cards. And then explain what their 'X' represents in the discussion</p>	<ul style="list-style-type: none"> » Facilitator asks participants to talk about why they chose these prices, describe what they were thinking—what make these “threshold prices”—above which families cannot afford to buy books? » How do rural threshold prices compare with urban? » How do private school families compare with public school families? » How does this buying power of families to purchase 4 core books compare with the selling prices of publishers? 	

#	5 FGD QUESTIONS		RESPONSES
4.	<p>Digital Materials</p> <p>Show one or two platforms—BRIEFLY</p> <ul style="list-style-type: none"> ➤ Nigerian Learning Passport (NLP) at: https://nigeria.learningpassport.org/ ➤ Global Digital Library (GDL) at: - https://digitallibrary.io/ <p>Question for Schools and communities</p> <ul style="list-style-type: none"> ➤ Is there an interest for digital content? If so, what devices will be used? ➤ To what extent can you use materials available from the FME Nigerian Learning Passport (NLP) or the Global Digital Library (GDL) for early grade reading programmes? ➤ What about digital access from students'/teachers' perspective; how can they access the NLP or GDL materials online or offline or with mobile devices? (i.e. access via schools; colleges; libraries; family mobile phone; digital devices pre-loaded with NLP/GDL EGR materials) 	<p>Probe chart/ blackboard (optional)</p> <p>What do you see are investment areas for enabling access to digital resources? Use markers/ chalk to show the top 2 priorities for investment identified by FGD participants</p> <ul style="list-style-type: none"> ➤ connectivity, ➤ content/pedagogy, ➤ the cost of data, ➤ access to devices and teaching, ➤ management ➤ maintenance capacity ➤ teacher training <p>Facilitator asks participants to talk about why they chose these investments, describe what they were thinking about.</p>	10–15 mins

#	5 FGD QUESTIONS		RESPONSES
5.	<p>Policy and Practice</p> <ul style="list-style-type: none"> ➤ To what extent is Government prepared to invest in the early grade reading materials development—to incentivize publishers, printers and other groups? ➤ Post COVID-19, what strategies are needed to ensure learner access to ERMs and learning continuity with ERMs in school and at home? 	<p>Probe chart/ blackboard (optional)</p> <p>What do you see are Post COVID-19 strategies to ensure learner access to ERMs? Use markers/ chalk to show the top 2 strategies identified by FGD participants</p> <ul style="list-style-type: none"> ➤ connectivity, including internet access, ➤ Interactive Radio Instruction access in schools or local government areas; ➤ Television ➤ books in the home; ➤ computer lab/ tablets in the school ➤ training of teachers in further professional development including use of digital tools; ➤ address taxes on raw materials for book production etc. <p>Facilitator asks participants to talk about why they chose these strategies, describe what they were thinking about.</p>	10–15 mins
6.	<p>General Reflection</p> <ul style="list-style-type: none"> ➤ What needs to be done to get more books into the hands of children in Nigeria? ➤ What specific things need improvement in terms of policy and practice around the book supply chain in Nigeria? 		5 mins

Book Survey Example 1

Publisher Cost Estimates for Producing a Pupil's Reading Book

Could you provide the costs involved in producing one book with the following specifications:

- 32-pages
- four-colors
- children's book
- print run of 10,000 copies
- Include 10% overhead in fees.

If you prefer to give a per-page or per-item cost, please just specify that in the cost column.

Task	Cost
Writer fee or author royalty	
Illustrations	
Editorial	
Translation (if applicable)	
Proofreading	
Design	
Page layout	
TOTAL COST	

Book Survey Example 2

State Books Survey on Availability of Reading Books in English and Local Languages

GLOBAL BOOK ALLIANCE

MASTER SURVEY: READING MATERIALS - 5 STATES NIGERIA (SHORT)

1. Market Survey 20 books per state

This is a snapshot market survey to go with the Market Analysis Focus Group Discussion (MAFGD). Preferably the survey can be carried out during and after the MAFGD.

The survey was adapted from: RTI International (2015) *Survey of Children's Reading Materials in African Languages in Eleven Countries*, Washington, DC: U.S. Agency for International Development (EdData II: Data for Education Research and Programming (DERP)).

Each state lead identify and review 20 in the market survey ;

Suggestion

- 6 books from publishers, printers, authors and booksellers;
- 4 books form MOE/NGOs
- 2 books from School
- 2 books from Community
- 6 books from the market place;

You can chose the amount from each group that works best

Criteria:

- **Category 1—Materials that were intentionally developed to facilitate EGR acquisition and that match the age or grade level interests and reading abilities of early readers. These include reading textbooks, student workbooks, teacher's guides, "big books", leveled readers, storybooks, non-fiction or informational books, poetry, magazines, and other items that are intended for children.**

Category 2—Materials that were not intentionally written for the targeted age or grade level but are of potential interest to early primary students or could potentially be adapted for early primary children. These materials include primers written for adult and/or non-formal literacy classes that could be adapted for early grade students and traditional stories, folktales, fables, religious stories, poetry, and proverbs written for a general audience.

You can fill in the survey on hard copy or in the survey link at:
<https://www.surveymonkey.co.uk/r/D69LHHS>

1. **State:** Choose your state location from the list. This is the state that you have been assigned to inventory, regardless of the origin of the book itself.

- Sokoto
- Adamawa
- Ebonyi
- Ibadan
- Abuja

2. **Book Location: Where did you find this book?** Choose all that apply.

- The book was provided to me by the publisher (or funder or sponsoring organization)
- The book was found in the market (i.e., at a bookstore, shop, open air stand, or other distributor not directly affiliated with the publishers or government).
- The book was provided to me by a secular non-government organization (NGO) or community organization not directly affiliated with the publisher or government.
- The book was provided to me by a faith based NGO or religious organization (e.g., church or mosque) not directly affiliated with the publisher or government
- The book was found in a library
- The book was found on a Web site
- Other (please specify)

3. **Book Title: Title or Unknown ("888"):** You should record the title as it appears on the outside cover of the book

4. **Author(s): Name or Unknown ("888"):** You should record up to three names who are listed as author(s) on the cover or inside cover.

5. **Year of publication: Four digit number or Unknown ("888"):** You should record the four-digit year of publication (e.g. 1997). If there have been multiple editions of the book, then you should only record the most recent date. If a publication date is not noted, then you should enter "888" for "Unknown"("888"):

6. **Publisher: Publisher/ Sponsoring Organization (s):Name or Unknown ("888"):** You should record the name of the publisher as listed on the cover or in the front matter of the book.

7. International Standard Book Number(ISBN): 10 - 13 Digit Number or None noted/ Unknown ("888"):You should record the ISBN if it is noted in the book. The ISBN can often be found on the back cover and/ or on the copyright page (in the front matter).

8. Price: If the book is available in hard copy, how much does the hard copy cost? ?
Price or Unknown ("888"): If the book is free to the public, you should enter zero; otherwise you should enter the price to the closest whole number in Naira (NGN) or USD (United States Dollars if it priced in dollars). If the price is not known, then you enter "888" for "unknown".

9. Price: If the book is available in soft copy, how much does the soft copy cost? ?
Price or Unknown ("888"): If the book is free to the public, you should enter zero; otherwise you should enter the price to the closest whole number in Naira (NGN) or USD (United States Dollars if it priced in dollars). If the price is not known, then you enter "888" for "unknown".

10. Illustrations: It this book illustrated?

- Yes, all black and white or greyscale
- Yes, some black and white and some colour
- Yes, all colour
- No

11. Copyright: If the book is marked with a copyright symbol, then who is the copyright owner (i.e., whose name is stated next to the symbol) ? Choose all that apply

- The publisher or sponsoring organization
- The author
- Not applicable/ copyright symbol not visible

12. Creative Commons: is the book licensed under Creative Commons?

- Yes
- No

13. Book type: What type of book is this?

- Primer or reading textbook or related material
- Non-textbook supplementary

14. If the book is a **primer or reading "textbook"** or related materials, which type is it?

- Student textbook or primer
- Student workbook or textbook and workbook
- Teacher's manual or guide

15. If the book is a **non-textbook/supplementary** , which type is it? (If more than one type applies to the book, then choose the one that represent the majority of the content)

- Narrative
- Informational
- Reference (e.g. dictionary, reference grammar)
- Poetry, songs, riddles, proverbs or similar
- Unknown/ unable to evaluate

16. **In addition**, if the book is a primer or supplementary materials, is it any of the following? (Choose all that apply. If none applies, leave them all blank)

- "Big Book"
- Decodable book
- Leveled Reader
- Collection of Texts by several authors
- Magazine
- Other (please specify)

17. **Level:** Is the book labeled for a particular level?

- Yes
- No

18. If "**Yes**" which level or equivalent? If "**No**", select not applicable (N/A)

- Preschool/ nursery/ kindergarten
- Primary Grade 1
- Primary Grade 2
- Primary Grade 3
- Primary Grade 4
- N/A
- Other (please specify)

19. Gender: Equitable and Transformational(Bias-Free) Roles: Do the Illustrations portray both male and female characters with comparable skills, knowledge, accomplishments and roles?

- Yes
- No, male characters on the whole are portrayed with superior skills, knowledge, accomplishments, or roles
- No, female characters on the whole are portrayed with superior skills, knowledge, accomplishments, or roles
- Unknown/ unable to evaluate

20. Disability: Equitable and Transformational(Bias-Free) Roles: Do the Illustrations portray the people with disability with skills, knowledge, accomplishments and roles?

- Yes
- No
- Unknown/ unable to evaluate

21. Language: The book is produced in what language? Choose all that apply e?

- English
- Hausa
- Igbo
- Yoruba
- Pidgin English
- Other (please specify)

22. Final Comments: You should use this space to record any other relevant comments or notes that you want to accompany this entry, including any clarifications of your entries for any items. If you do not have any comments, then you may leave this section blank and just tap "Next."

ANNEX 5: NERDC BOOK REVIEW FORMS

General Books Review Form

NIGERIAN EDUCATIONAL RESEARCH AND DEVELOPMENT COUNCIL
(NERDC), SHEDA- ABUJA

ASSESSMENT AND RECOMMENDATION OF BOOKS/ GENERAL
READING MATERIALS.

REPORT FORM

TITLE OF BOOK AND AUTHOR

1. APPROPRIATENESS OF TITLE. (If not appropriate, suggest title)

2. DESIGN AND PRODUCTION

(a) Cover design:

(b) Illustration:

(c) Use of Colours:

(d) Font Size:

(e) Print Quality:

(f) Grammage:

(g) Binding:

3. CONTENT

4. LANGUAGE AND STYLE

5. BOOK FORMAT

6. METHODS

7. EVALUATION

8. SOME IMPORTANT QUESTIONS TO CONSIDER

- (I) Is the organization of the book logical?

- (II) Is there good continuity within each chapter?

- (III) Are the diagrams and/ or photographs pertinent and functional?

- (IV) Are there enough examples in the text?

- (V) Are there exercises at the end of the chapters of the book?

- (VI) Does the author use clear, concise English?

- (VII) Are the language and style adequate?

- (VIII) Will they hold the interest of the readers for whom it is intended?

- (IX) At what levels would the book appeal?

- (X) Which subject is the book suitable for?

- (XI) Is the demand for a book of this type likely to increase?

9. RECOMMENDATION OF ASSESSOR

10. NAME AND SIGNATURE OF ASSESSOR

11. DATE: _____

Electronic Books Review Form

**NIGERIAN EDUCATIONAL RESEARCH AND DEVELOPMENT COUNCIL
(NERDC), SHEDA – ABUJA**

ASSESSMENT AND RECOMMENDATION OF ELECTRONIC BOOKS

REPORT FORM

TITLE OF EDUCATIONAL MATERIAL AND AUTHOR:

.....

1. **APPROPRIATENESS OF TITLE** (if not appropriate, suggest title):

.....

2. **DESIGN AND PRODUCTION**

a. **General Appearance/Packaging:**

.....

b. **Illustrations:**

.....

c. **Use of Colours:**

.....

3. **CONTENT**

a. **General Description of Educational Material:**

.....

.....

b. **Which subject in the school curriculum is this material designed for and at which level(s)?**

.....

c. **Identify the specific topic(s) this material is designed to teach:**

.....

.....

d. **Comment on how relevant and effective this material is an instructional material for teaching the above topics:**

.....

4. LANGUAGE AND STYLE:

.....

5. METHODS:

6. EVALUATION:

.....

7. SOME IMPORTANT QUESTIONS TO CONSIDER

- i. Is the Electronic Book (software) to be installed on a computer or to run from Compact Disk (CD)?
- ii. Is the Electronic Book right protected? Yes/No
- iii. Can the software be easily operated / assessed by users? Yes/NO
- iv. Is the Electronic Book interactive or monologue? Yes/No
- v. Are the diagrams and /or photographs pertinent and functional? Yes/No
- vi. Are there exercises at the end of the Chapters of the Electronic Book?
Yes/No
- vii. Does the author use clear, concise English? Yes/No
- viii. Are the language and style adequate? Yes/No
- ix. Will they hold the interest of the readers for whom it is intended? Yes/No
- x. At what levels and in which subjects would the Electronic Book appeal?
.....
- xi. Is the demand for an Electronic Book of this type likely to increase? Yes/No
.....

8. RECOMMENDATION OF ASSESSOR:

.....

.....

.....

9. NAME AND SIGNATURE OF ASSESSOR:

10. Date:

ANNEX 6: PRINTING PRESS CAPACITY

Table 3-3 presents a listing of printing press companies who participated in interviews. The mapping reflects the capacity of presses—small, medium, and large, traditional and digital—to respond to and cover the expansive needs of the book industry in Nigeria.

Table 3-3: Printing Press Capacity

Location	Printers	Small-Medium Enterprise (SME) (fewer than 25 employees)*	Large Enterprise (LE) (more than 50 employees)**	Description— Printing/Equipment/Capacity
Ibadan	Polygraphic Printers	X		<ul style="list-style-type: none"> ➤ Printing: for major publishing houses MacMillan, HEBN, University Press PLC, African University Press, Evans Brothers, individual publishers ➤ Equipment: Machines for text and covers, color, guillotines, stitching, binding, folding; Sub-contract computer-to-plate (CTP) ➤ Print capacity: 20,000 print runs of titles contracted by publisher
	MOACOFA Ventures Limited	X		<ul style="list-style-type: none"> ➤ Printing: for UPPLc, Bounty Press, HEBN, NECO*** and WAEC,**** school , individuals ➤ Equipment: Machines for two-color, binding, laminating, stitching, cutting machine—42 inch/36 inch; software computer-to-plate machine (CTP) ➤ Print capacity: 1,000 books per week

Location	Printers	Small-Medium Enterprise (SME) (fewer than 25 employees)*	Large Enterprise (LE) (more than 50 employees)**	Description— Printing/Equipment/Capacity
	Royal Lillies	X		<ul style="list-style-type: none"> ➤ Printing: for UPPLC, Evans Brothers, HEBN, NECO and WAEC; schools and a few individuals ➤ Equipment: Two printing presses with all necessary machines from pre-press to finishing in-house
Abuja	Yaliam Press		X	<ul style="list-style-type: none"> ➤ Printing: Specializes in educational materials production for schools, universities, tests, attitude surveys, university certificates ➤ Equipment: 13 machines from Germany—print in four colors and black-and-white; multi-purpose printing—books, color, card, chart, instructional materials ➤ Print capacity: 500,000 print runs

Location	Printers	Small-Medium Enterprise (SME) (fewer than 25 employees)*	Large Enterprise (LE) (more than 50 employees)**	Description— Printing/Equipment/Capacity
	Marvelous Mike Press		X	<ul style="list-style-type: none"> ➤ Printing: for Ministry, UBEC; INEC,***** NECO, and WAEC; Donors/Implementers— UNICEF, WHO, UNDP, FHI360, UNESCO ➤ Equipment: Heidelberg Speedmaster 102 model; digital numbering machine; automatic thread book-sewing machine; three knife trimmer machines; Rapida 105 Pro; folding machine model AFC ➤ Print capacity: <ul style="list-style-type: none"> » Books: 20,000 per day » 400,000 within 3 weeks printed, bound, and supplied » Posters: 30,000 per hour » Binding: 10,000 per day
	Binani Printing Press		X	<ul style="list-style-type: none"> ➤ Printing: Imprint pre-press, press, and post-press; textbooks across all educational levels ➤ Equipment: 56 machines— from Germany, India, and Italy; Paper—China, Brazil, Indonesia, and Germany; Perfect binding ➤ Print capacity: 5,000 books per hour; 30,000 impressions per hour in all four-color jobs; order 1.5 million copies

Location	Printers	Small-Medium Enterprise (SME) (fewer than 25 employees)*	Large Enterprise (LE) (more than 50 employees)**	Description—Printing/Equipment/Capacity
Adamawa	Abti Printing Press, American University of Nigeria	X		<ul style="list-style-type: none"> ➤ Printing: NGOs, Donors, and Partners—PACK, UNICEF, FHI 360, USAID ➤ Equipment: Heidelberg printing press to print in color; press for graphic design, press for printing, and press for finishing—have all the equipment ➤ Print Capacity: 30,000–40,000 sheets per hour
Sokoto	Al-Ameen Printing Press	X		<ul style="list-style-type: none"> ➤ Printing: More supplementary readers, no core textbooks ➤ Equipment: cut machine, CTP (available in the state), flex, and digital printing machine; perfect binding, stitching, and stapling; stitching up to 100 pages, and perfect binding for over 100 pages ➤ Print capacity: up to 100,000 copies of different types of books

Location	Printers	Small-Medium Enterprise (SME) (fewer than 25 employees)*	Large Enterprise (LE) (more than 50 employees)**	Description— Printing/Equipment/Capacity
Ebonyi	Agelink Printing Press Services	X		<ul style="list-style-type: none"> ➤ Printing: UBEC and BESDA ➤ Equipment (Cost): Machines—Speedmaster US\$3 million; CTP USD\$2.5 million ➤ Print capacity: December–January—Early Grade Reading books P1, P2, P3; Let’s Read (Ka anyi guo)—children’s and teachers’ guide; <ul style="list-style-type: none"> » P1—27,500 » P2—28,500 » P3—28,500 » TG—2,000
	Ebonyi State Publishing Press	X		<ul style="list-style-type: none"> ➤ Printing: Government documents and books for the schools ➤ Equipment: Rehabilitating printing machines to conform with new digital trends in printing presses

*SME—ranged from 10 to 26 employees

** LE—ranged from 75 to 200 employees

***NECO—National Examination Council

**** WAEC—West African Examination Council

***** Independent National Electoral Commission

ANNEX 7: CAPACITY BUILDING PUBLISHING & PRINTING

Table 3-4 presents a summary of national programs for building capacity in publishing and printing that were discussed and identified by stakeholders during Federal and State interviews.

Table 3-4: Publishing, Printing, and Writing Courses

Organization	Activity
<p>Nigerian Publishers Association (NPA) courses</p>	<p>The NPA is the trade association and the voice of all the publishers in Nigeria for issues that have to do with policy, publication, and books. The NPA is a member of the International Publishers Association.</p> <p>In an interview with the NPA Executive Secretary, Mr. Emmanuel Abimbola, he described the following training opportunities.</p> <ul style="list-style-type: none"> ➤ The Nigerian publishing industry is largely educational. It is the most profitable market for publishing in Nigeria because of the high student population. ➤ Publishers work primarily with local authors, local illustrators, and writers, whether as permanent staff or freelancers. ➤ NPA organizes training programs for members to boost human capital—for editors, production staff, marketers, authors—with training courses in children’s writing, book editing, marketing, book production, and digital production, covering origination to production processes, from book design and management to pre-press and post-press. ➤ The NPA workshops are offered throughout the year and as part of the Nigeria International Book Fair, held annually as a platform to showcase goods and services of the book industry stakeholders.²³⁵ <p>The NPA Executive Secretary commented, “More institutions in Nigeria must offer courses in publishing—to the level of degree programs. Current learning for most (in the profession) is on-the-job.”</p>

235 Nigeria International Book Fair, *Copyright and Sustainable Growth in the Book Ecosystem: Setting a New Agenda*, 2022

Organization	Activity
University courses in publishing	University of Ibadan, Department of Communication and Language Arts ²³⁶ <ul style="list-style-type: none"> ➤ The Department has post-graduate programs in Broadcasting, Print Journalism, Public Relations
	Federal University of Lafia ²³⁷ <ul style="list-style-type: none"> ➤ The Social Sciences Department has a course in Mass Communication
	Lead City University, Faculty of Communication and Information Sciences ²³⁸ <ul style="list-style-type: none"> ➤ It is a new faculty born out of the need to bring together departments that have relationships with Communication and Information Sciences in order to produce graduates who will be leaders in their field of choice. <p>The Dean of the Faculty commented in an interview, “In our post-graduate school here, many of our students prefer to specialize in public relations, forgetting that it is the content of the published work that will make the latter function appropriately.”</p>
University courses in Industrial Design	Universities in Nigeria that offer courses to study Industrial Design <ul style="list-style-type: none"> ➤ Ahmadu Bello University, Zaria ➤ Bauchi State University, Gadau ➤ Federal University of Technology, Akure ➤ Godfrey Okoye University ➤ Modibbo Adamawa University of Technology, Yola ➤ Plateau State University <p>The Chairman of the Yaliam Press stated, “In TVET, government agencies are bringing in press equipment for those who don’t have a degree to go into printing; Kaduna have it. There is interest in providing courses in TVET.”</p>

236 UI, *Department of Communication and Language Arts*, 2022

237 FULafia, *Faculty of Social Science: Mass Communication*, 2022

238 LCU. *Overview—Faculty of Communication and Information Science*.2022.

Organization	Activity
<p>Colleges of Technology and Polytech courses in printing</p>	<p>Yaba College of Technology²³⁹</p> <ul style="list-style-type: none"> ➤ Yabatech School of Art Design and Printing ➤ The Department of Printing Technology is the pioneer of printing education in Nigeria and has contributed greatly to the technical manpower for the needs of the printing industry in the country. ➤ The Department was first established in 1952, but merged with the Department of Art in 1964.
	<p>Kaduna Polytech²⁴⁰</p> <ul style="list-style-type: none"> ➤ Department of Printing Technology ➤ The aim of Kaduna State Polytechnic is to groom students with vocational and technical skills that will be needed for sustainable development in the country. <p>The Director of an Abuja Press, commented on an internship program with polytechnic-industry links. “We have training in-house with top-class machines. Every year we take 26 student interns from national polytechnics. Currently, we have technical students from Kaduna state.”</p>
<p>Technical and vocational education and training (TVET) in printing</p>	<p>There are challenges in training that have remained in the on-the-job training model for traditional printing presses.</p> <ul style="list-style-type: none"> ➤ Interview participants pointed to a need for TVET courses for building local youth expertise for the industry. ➤ There is a need to address current skills gaps in small, medium, and large printing companies for operating traditional to new technology equipment.
<p>Courses in Writing</p>	<p>Capacity building for ERM materials writing and production in English and local languages was mostly developed through donor and partners’ funding and implementation since 2010.</p> <ul style="list-style-type: none"> ➤ Interview participants pointed to a need to extend the American University of Nigeria “enabling writers workshop” coursework on ERM mother tongue book development (mentioned in Phase 2 Title Development) to include mainstream book publishers, authors, school teachers, and local communities. ➤ The capacity development by external partner expert to use Bloom software tool for mother tongue book development should be transitioned to local capacity development experts for sustainable development²⁴¹

*TVET—Technical and Vocational Education and Training

239 YABATECH, School of Arts, Design and Printing, 2021

240 Kaduna Polytechnic. *Department of Printing Technology*. 2019

241 SIL International, About Bloom, <https://bloomlibrary.org/page/create/page/about>

ANNEX 8: UBE INTERVENTION FUNDING

Table 4-1b shows the distribution of the Universal Basic Education Intervention Fund (UBE-IF) allocations drawn from the 2% Consolidated Federal Revenue (CFR)²⁴²

Allocation Type	Proportion of Total
Matching Grants	50%
Education Imbalance	14%
Instructional Materials	15%
Teacher Professional Development	10%
Good Performance	5%
Special Education	2%
UBE Monitoring	2%
UBE Implementation	2%

242 FME 2019 cited in Outhred et al. *Prospective evaluation of GPE's country-level support to education*, 2020, 41

Table 4-1c shows the distribution of the UBE-IF Instructional Materials 15% allocations among three levels of education provision, from early childhood pre-primary to primary 1–6 to junior secondary 1–3. The primary level receives the highest allocation, having the largest population of students at 22.4 million in public primary schools.

Instructional Materials (IM) Allocation (15%)					
Fund Basic Education Levels	Share of Total IM Fund	Type of Activities/ Materials	Education Level Scope		Geographic Scope
			Level	Population ²⁴³	
Early childhood care development and education (ECCDE)	5%	Early Grade Reading and Early Grade Mathematics materials	ECCDE	3.7 million	Equal division to all 36 states + FCT
Primary schools (PS)	60%	4 core subject textbooks and other priority materials	PS 1–6	22.4 million	idem
Junior secondary schools (JSS)	35%	5 core subject textbooks and other priority materials	JSS 1–3	5.2 million	idem

243 UBEC, 2019. *National Personnel Audit (NPA) Report on Public and Private Basic Education Schools in Nigeria*

ANNEX 9: PROCUREMENT SCENARIOS

5–100% ENROLLMENT

Scenario 1:

2022 Budget Coverage for 5% Enrolment—1.12 million learners

The federal and state book procurement budgets are tied to federal revenue funds. This is what makes them guaranteed, but also unpredictable and sometimes insufficient. It is difficult to access information on government budgeting and expenditure on books. However, in interviews with UBEC Academic Services and Procurement Departments, the teams verified 3 billion Naira (US\$7,200,000) for book procurement in 2022. The fund is made up of the UBE-IF receipts for instructional materials accumulated during 2021.

Table 4-3b: UBE Instructional Materials Budget 2022

Fund	Naira	USD
Instructional Materials 15% UBE-IF	3,000,000,000	7,200,000

Note: N1 = US\$0.0024

A quick calculation on the 2022 budget scope for 5% enrolment coverage at primary level demonstrates a procurement that can work under these conditions. Taking the UBEC 2018 baseline figures of 22.4 million primary school students, procuring four textbooks for 5% of the students, at an average cost of US\$2.00 per textbook, spread over a 3-year period of procurement, would require an estimated annual budget of US\$3 million. It would leave a US\$4,20 million annual budget for early childhood, secondary, teacher, and library resources, as well as other UBEC priorities for books and technology (computers and tablets). It is a feasible budget that can provide a fair-share distribution of available funds to all 36 states and FCT. The budget can include ERM materials deemed important, as in *Jolly Phonics* mentioned by the Academic Services Director during interview.

However, this is a budget scenario that falls far from UBE objectives for one book for every child. The coverage is 15% over 3 years with an assumption of state procurement to cover the remaining 85% of students. The reality is that most states do not meet expectations, as is evidenced in 1:10/1:20 book-to-learner ratios in classroom observations during monitoring visits. It is a reality that puts literacy acquisition out of the reach of children. Research on EGR materials shows that a ratio above 1:2 to 1:3 can have a negative impact, as children cannot see or touch or point to letters or words as they practice with the teacher and peers in a gradual release model of “I do, we do, and you do.” They will not pick up on foundation literacy skills.²⁴⁴

244 GEMR, *Every Child should have a Textbook*, 2016, 4

Scenario 2

2020 Budget Coverage for 100% Enrollment—22.4 Million Learners

The UBEC website provides information on UBEC disbursements utilization for the 2015–2019 period that included receipts for instructional materials. The receipts provide information on funds availability in the 2020 budget for instructional materials of **N7,937,322,900 (US\$19,049,574)**.

Table 4-3c presents UBE-IF instructional materials receipts for the 2015 and 2019 period and a 2020 budget of US\$19.05 million based on receipt funds available for that year from the 2019 budget accrual.

Table 4-3c: UBE Intervention Fund Receipts 2005–2019²⁴⁵

Fund Component	Receipts (Naira)	USD	Less 2020 Budget (Naira)	USD
Instructional Materials	131,689,679,086	316,055,229	7,937,322,900	19,049,574

Note: N1 = US\$0.0024

In Scenario 2, we calculate the feasibility of the 2020 budget to cover 100% enrolment for primary level. Taking the UBEC parameters, procuring four textbooks for each of the 22.4 million students in public primary schools, at an average cost of \$2.00 per textbook, spread over a 3-year period of procurement, would require an estimated annual budget of \$59.8 million, or \$30 million from UBEC and \$30 million from states.

This represents a shortfall of over \$10 million in the UBEC budget for primary level books and no budget for secondary, teacher, and library resources. It signals further shortfalls if states are not willing to provide counterpart funds for books, due to other state priorities. Mostly it signals a budget that falls far short of UBE objectives for access to core book sets for every child.

245 UBEC, *FGN-UBE Intervention Funds Disbursements/Utilization from 2005-2019 as of 30th September 2020*

ANNEX 10: PERCEPTIONS GOVERNMENT PROCUREMENT PROCESSES

Interviews with publishers and printers revealed general satisfaction with the transparency of book procurement processes from award to payment. The government is perceived as the biggest bulk buyer, while schools, bookshops, and parents are perceived as the biggest purchasing market. The executive chairman for the Nigerian Publishers Association (NPA) remarked that fewer than 15% of members enter government tenders. Others expanded on the challenges with government procurement processes, as in a perceived influence of some publishing houses in dominating bulk and smaller procurement awards; frequent inconsistencies in government procurements, which can take place throughout the school year, annually, or biannually; bureaucracy of procurement processes making it difficult for many publishers and printers to engage; and book procurement reduction due to unpredictability of funding between federal and state levels. One publisher in Ibadan commented, “Government agencies buy haphazardly—when they have money or when they see a need.”

Donor and implementer interviewees commented on strengths in the validation of partner EGR intervention materials by federal NERDC, UBEC, and state ERCs, while noting challenges with book selection criteria that are not clear. Others discussed bureaucracy in a procurement-process centralized system that obstructs evolution toward decentralization with the myriad of review and approval processes. There were observations of donor-supported ERM materials in schools, while other subject materials were not available.

MoE interviewees saw procurement funding as adequate to achieve the target of the 1:1 textbook for every child ratio if UBEC federal funding is supported with state funding contributions. Yet they saw challenges in UBEC funds lacking verification, states not doing their part, and federal fund volatility and incapacity to meet the recurrent needs of annual procurements. Others commented on government and partner procurement synergy challenges, with partner preference for intervention in particular states resulting in duplication of interventions and government expectations not met.

ANNEX 11: STATE BUDGETING CURRENT AND PROJECTED BOOK PROCUREMENT

Table 4-4 presents an example of Sokoto State Budgeting and Expenditure for Current and Projected Book Procurements - for primary, State Agency for Mass Education (SAME), and Education Resource Centre (ERC), as presented in stakeholder interviews.

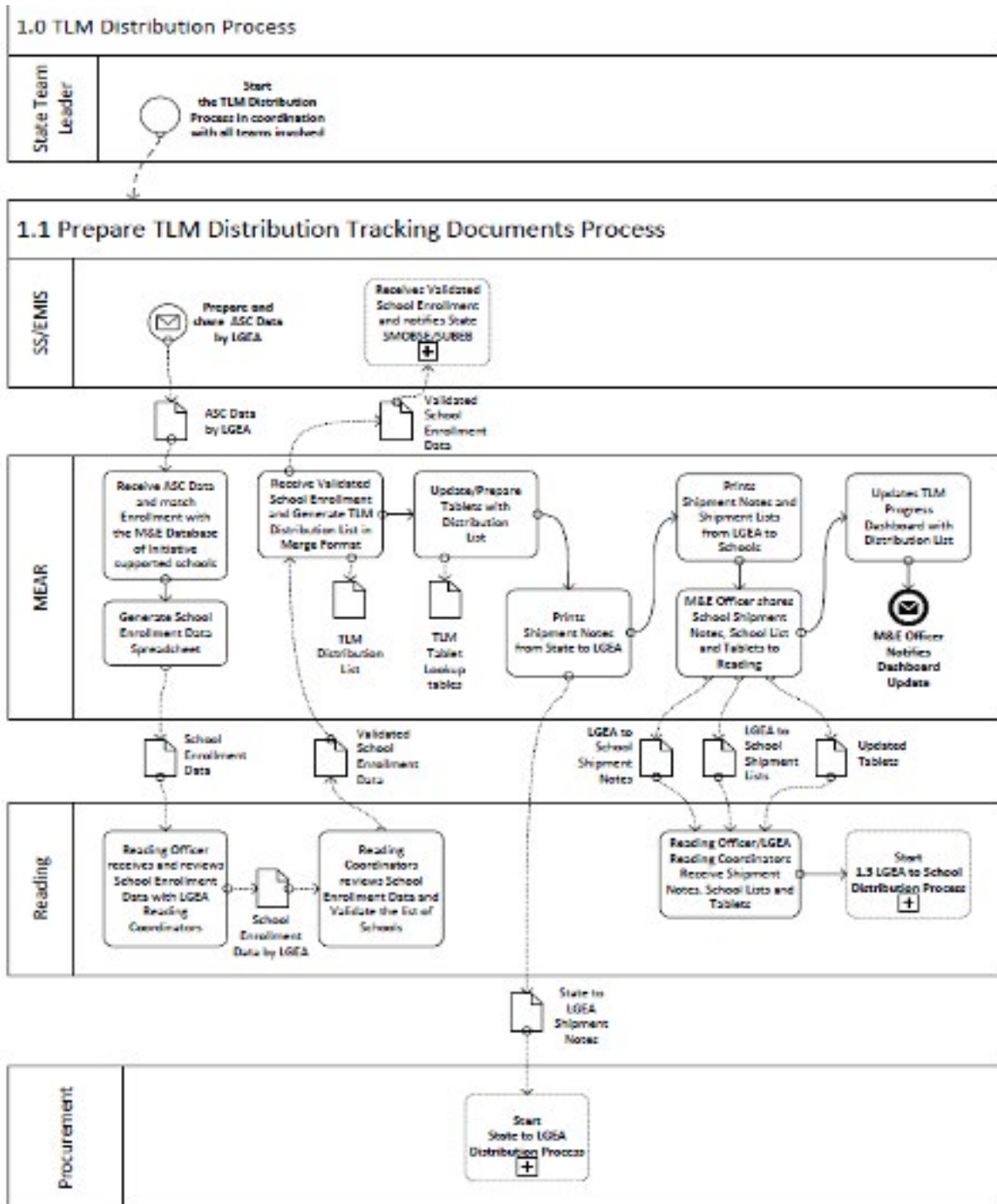
Table 4-4: Sokoto Current and Projected Expenditures

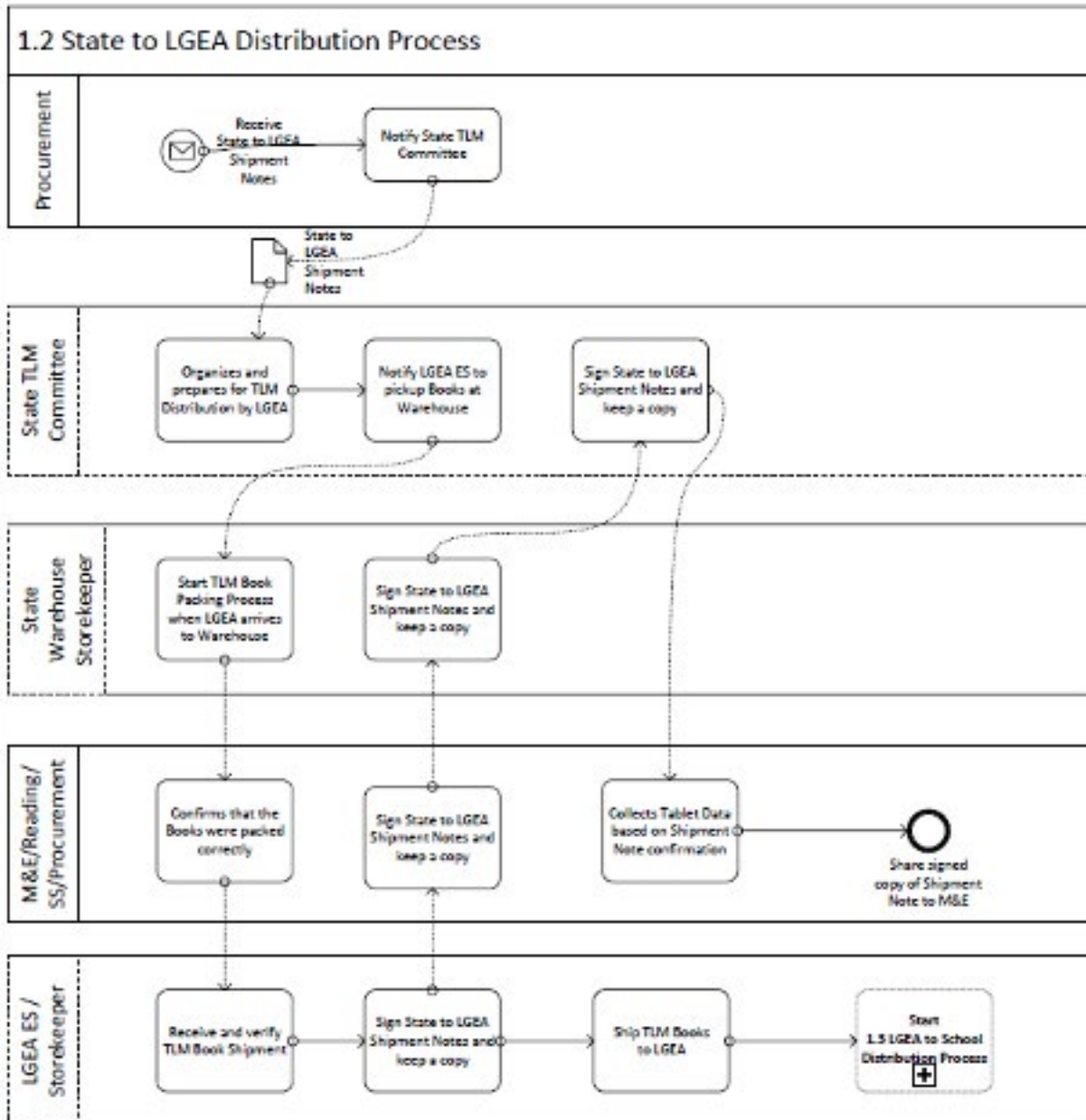
Budget	Primary	State Agency for Mass Education (SAME)	Education Resource Centre (ERC)	
	EGR	EGR	Instructional Materials	Books—Schools in Need
Current expenditure 2021/2022	N800 million USD2 million	N20 million USD48 thousand	N23 million USD55 thousand	N17.5 million USD42 thousand
Projected expenditure 2022/2027	N5 billion and N40 million USD12 million and USD96 thousand	N50 million USD120 thousand		

Note: 1 N = 0.0024 USD

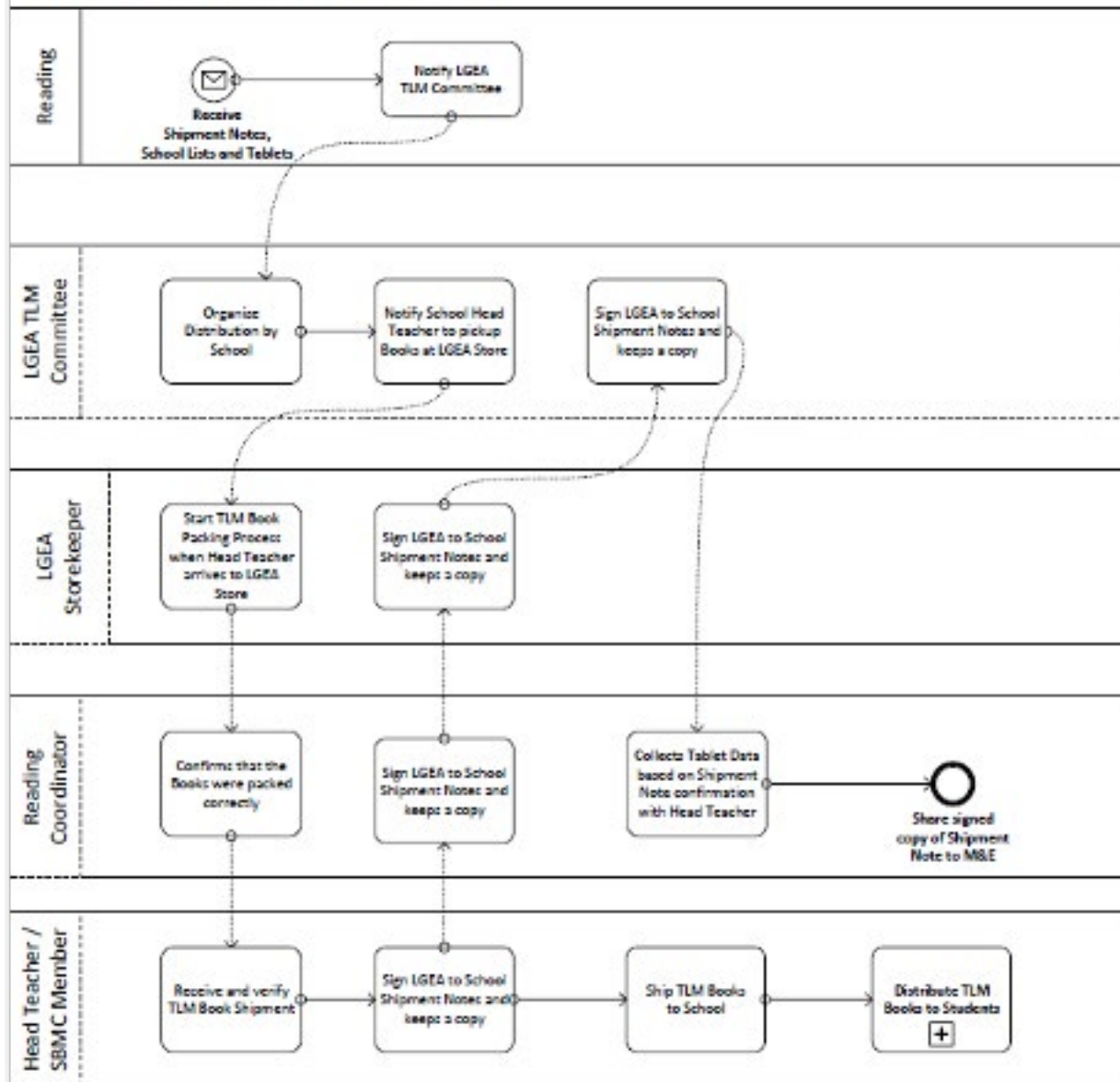
ANNEX 12: TRACK AND TRACE BOOK DISTRIBUTION PROCESSES

The mapping in the following pages show NEI Plus Book Distribution T&T Processes of (1.0) TLM Distribution; (1.1) Document Preparation; (1.2) State to LGEA Distribution; and (1.3) LGEA to School Distribution.





1.3 LGEA to School Distribution Process



ANNEX 13: BOOK DISTRIBUTION ACCOUNTABILITY

“At every level there are people who are accountable for the book distribution successful implementation.”

–Technical and Pedagogy Specialist, NEI Plus, Interview

Table 5-1, below, provides a mapping of stakeholder accountability roles and responsibilities in book distribution, as discussed by stakeholders during interviews.

Table 5-1: Stakeholder Accountability Roles and Responsibilities in Book Distribution

Stakeholders	Roles and Responsibilities
FME, UBEC	<ul style="list-style-type: none"> ➤ Procurement technical specification for durability—quality paper, covers, durable binding ➤ Quality criteria set up in the system for packaging, numbers and cross-check ➤ Monitoring physical quality, availability, and use of books
Providers	<ul style="list-style-type: none"> ➤ Produce books to quality specification for printing and packaging ➤ Delivery of books to designated state warehouses—handshake verification
SUBEBs	<ul style="list-style-type: none"> ➤ State Warehouses—storekeeper and assistant storekeeper—reception of provider books; check right amount of books printed; speed, frequency, and condition to get to the warehouse; storage in the warehouse; repackaging for LGEA warehouses ➤ SUBEB Book Committee Team—Verification warehouse bill of quantity; Planning reallocation of book distribution to LGEA warehouses ➤ Ensure the books were distributed to the right schools, right allocation ➤ Monitoring—sample of schools, termly, spot-checks
Local Authorities	<ul style="list-style-type: none"> ➤ LGEA Book Committee Team: Funds for head teacher book collection and transport to schools ➤ Monitoring—classroom observation of everyday book use in classroom teaching ➤ ASC Correlation—check number of children in the classroom correlates with book numbers in distribution—adjust data and information flows for addressing excess/shortfalls

Stakeholders	Roles and Responsibilities
Schools	<ul style="list-style-type: none"> ➤ School Head—LGEA book collection with proof of enrolment/attendance register ➤ Data can be captured in track and trace of book movement on LGEA mobile devices, project team devices, on state EMIS systems to inform/correct planning and forecasting
SBMC	<ul style="list-style-type: none"> ➤ School-based management committee chairman—always present to accompany the head teacher to the LGEA—two who are accountable at this check point ➤ Joint collection of books from LGEA with attendance register for verification
CSOs	<ul style="list-style-type: none"> ➤ Community members and leaders—and CSOs who are mobilizing school community—to ensure accountability; parents present at school distribution to check the numbers
Parents and Guardians	<ul style="list-style-type: none"> ➤ Parents accountable that the children are reading the books at home; to set up reading corners, to have daily times for read-aloud with their wards ➤ SMS messages telling parents/kids to do their homework—also informing them when books are in the schools and they can go to collect them ➤ Track and trace—creating interest in communities in using technology to come up with approaches for engaging communities in under-resourced environments
DPOs and NGOs	<ul style="list-style-type: none"> ➤ Providing some level of support to ensure accountability
Political	<ul style="list-style-type: none"> ➤ Committees at house of assemblies on education—go to selected schools and selected areas to verify books are getting to the children who need them

ANNEX 14: DIGITAL USE PROJECT

The Nigeria Learning Passport and Digital Resource Centers

In 2022, the Government of Nigeria, UNICEF, and partners launched the Nigeria Learning Passport (NLP).²⁴⁶ This is an online, mobile, and offline learning platform that is set to provide continuous education to 3 million learners in 2022, and to a total of 12 million by 2025. The NLP is designed for pre-primary, primary, and secondary school learning. Children, youth, and teachers can access a digitalized curriculum providing learning materials in all core curriculum subjects for primary grades 1 to 6 and all junior and senior secondary school classes.²⁴⁷

In **interviews with stakeholders**, there were mixed views on the feasibility of new technology book access modes. **At the federal level, MoE, donor, and implementer stakeholders commented on the “topography change since the lockdown”** and a sense of an inevitable “migration to digital reading online.” The costs of traditional book distribution to millions of learners is forcing new consideration for “ease of book distribution through mobile platforms.” Stakeholders discussed what new models of reading online would look like, from NINLAN online diaspora course offerings for training in Nigerian languages, to digitization of EGR resources in the Colleges of Education network as new pre-service modules are implemented, to a Global Partners in Education partnership project for books on phones to enable children to read and answer questions interactively on mobile technology.

In **author and publisher interviews**, stakeholders recognized opportunities in the move to digital already taking hold in urban areas. They raised challenges, however, for embracing the e-book movement. These encompassed the security of book soft copies in an industry already riven by piracy; the lack of learner access to online platforms, particularly in rural areas; the low traffic for online book orders; and the lack of infrastructure and general tech readiness for e-publishing.

In **state interviews**, there was an even mix of reticence and positivity in stakeholder views for online/offline reading formats. In **Sokoto**, MoE stakeholders reported that, with the exception of radio, the majority of pupils do not have access to hardware for digital learning. In **Adamawa**, teachers and parents in FGDs spoke of a SUBEB program for access to digital materials that some schools were already accessing with computers and tablets. In **Ebonyi state**, MoE stakeholders spoke of similar developments in infrastructure, where UBEC supplied junior secondary schools with 5,000 computers and, more recently, supplied the MoE with computers for rural areas to enable access to digital materials and tele-teaching. In **Ibadan**, one author commented that “the introduction of digital books can bridge the book gap—it is more affordable and cheaper in the long run than physical books.” Publishers and printers commented that while digital books are good, the government should pilot

246 FME, *Nigeria Learning Passport*.

247 UNICEF, “12 million Nigerian students to have increased access to education.”

before scaling and set up centers at local levels to bridge the digital divides that technology can create between urban and rural communities.

At **Federal level**, UNICEF interview stakeholders confirmed that even with the Learning Passport platform launch, there still would be a need for equipment so that children and teachers can access the materials. Yet, whether with online, offline, or mobile options, the platform can help reach the most vulnerable and marginalized learners. Stakeholders in MoE interviews discussed the UBEC proposal for National and State Digital Resource Centers in strategic places in local government areas that schools and communities can access. The platform is launched and in use. The Digital Resource Centers are on the way. This story is starting a new chapter of access and use in Nigeria.

ANNEX 15: BIBLIOGRAPHY

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