Analysing law and policy, and the contributions of government-sponsored institutions to publishing development.

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CERTIFICATE OF ORIGINALITY

This is to certify that I am responsible for the work submitted in this thesis, that the original work is my own except as specified in acknowledgments or in footnotes, and that neither the thesis nor the original work contained therein has been submitted to this or any other institution for a degree.

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ABSTRACT

This thesis examines law and policy in the book publishing industry in Ghana, with an evaluation of the success of government-sponsored institutions that have been established for the purpose of publishing development in the country. Issues concerning publishing development in Ghana and other countries in Africa have attracted considerable debate and coverage in the literature. The focus of the debate has been mainly centred on challenges confronting publishing development in the continent and the promotion of sustainable schoolbooks provision. Whilst there is a body of existing literature on the historical development of book publishing and its challenges, the role of law and policy, and the contributions of government-sponsored institutions to publishing development has not been explored. This thesis therefore provides the first analysis of law and policy, and an evaluation of government-sponsored institutions.

In an attempt to fill this gap, this research identifies law and policy, examines the rationale for policy formulation, the policy-making process itself, the experiences of various stakeholders in the formulation of these policies and issues relating to the implementation of policy. It also evaluates the success of government-sponsored institutions by examining how their work has influenced book development and publishing in the country. The data for this research comprise legislation, policy documents and recorded interviews. These were analysed using the framework that was developed for book policy analysis.

The use of the framework has been particularly useful in the analysis because it is compatible with the critical realist approach. Over two empirical chapters, the use of content analysis provides a thorough insight of the social, economic and political context, within the context of Ghana, for which institutions dedicated to publishing development were established as well as the formulation of book policies. Although government-sponsored institutions have provided considerable support to publishing development, the findings suggest that their operations are hindered due to a lack of funds and logistics. The findings again suggest that both national and international legislation have not been adequately beneficial to publishing development.

A third empirical chapter, which focuses on the interview data for policy development offers an in-depth analysis into the policy-making process and the challenges that are associated with the implementation of policy. The findings suggest existing policy is limited in terms of scope of book publishing, and even with this limitation, there is a lack of transparency in the procurement process. A major challenge of the book publishing industry in Ghana is the lack of resources to enforce legislation and implement policies.

Public policy analysis is not a new concept, however this research developed a framework for book policy analysis, a framework that combines concepts from general public policy analysis and in the specific area of information science as well as guidelines from UNESCO's guide to formulating book policies in a way that allowed the content of book policies to be analysed. The research also recommends that institutions should be strengthened through review and restructuring, and to review the textbook policy towards the development of a national book policy that will recognise book publishing as a strategic national industry.

Key words: publishing development, book publishing, educational publishing, textbook publishing, law and policy, national book policies, policy analysis, critical realism, content analysis.

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GLOSSARY AND ABBREVIATIONS

BGL	Bureau of Ghana Languages
CEPS	Customs, Excise and Preventive Services
CLF	Children's Literature Foundation
CODE	Canadian Organisation for Development through Education
CRDD	Curriculum Research and Development Division
GBDC	Ghana Book Development Council
GBPA	Ghana Book Publishers Association
GES	Ghana Education Service
GIBF	Ghana International Book Fairs
GLA	Ghana Library Authority
GPC	Ghana Publishing Corporation
GUP	Ghana Universities Press
KNUST	Kwame Nkrumah University of Science and Technology
MoE	Ministry of Education
NBP	National Book Policy
NFED	Non-Formal Education Division
NTDP	National Textbook Development and Distribution Policy
UNESCO	United Nations Educational, Scientific and Cultural Organisation
VAT	Value Added Tax
STM	Scientific, Technical and Medical

DEFINITION OF TERMS

The **Book,** as described by Finkelstein and McCleery (2005, p. 2-3), is text in material form of sheets of paper that are bound together.

Backlist is a publisher's catalogue of books that are were published in previous seasons but are still in print.

Civilisation is used to refer to the period Europeans arrived in Africa and the introduction of western cultures, which was considered a form of enlightment.

Co-publishing is when a publisher (in this case a publisher from Ghana) agrees with another publisher (British multinational) to jointly produce and distribute schoolbooks.

First World countries are countries with more affluence, and are advanced in scientific and industrial infrastructure.

Formal education refers to the western system of education; it is classroom-based with teachers and an administrative structure, and graded.

Independence is when Ghana attained its sovereignty and began self-rule.

Indigenous publishing is publishing activities originating from Ghana.

Industry in the context of this research is meant to be a branch of business or trade.

An **illiterate** is a person who lacks formal education and cannot read and write in English.

A **Literate,** although means a person who can read and write, in Ghana it refers to a person who has formal education, and can read and write in English only.

Mass education programme is a system adopted by the government of Ghana immediately after independence to provide formal education to the majority of Ghanaians.

Non-formal education refers to the western system of education, outside normal school hours for those who missed the opportunity of having a regular western education or formal education

A **textbook** is a schoolbook prescribed for the purpose of teaching and for use by pupils.

Third world countries are countries with less affluence as compared to first world countries.

A **schoolbook,** as defined by the Oxford dictionary, is a textbook used in school.

Supplementary reading materials are additional school books that support teaching and learning in schools.

CHAPTER 1. INTRODUCTION

During the last half of the 20th century, issues relating to publishing development in Ghana and other Africa countries (the comparison with other Africa countries is due to the similar historical developments) have seemingly become established as an intertwined and ever-more integral part of the state of development of the country, and the economic and political situation pertaining in each individual country. For example, Christensen et al (1998, p. iv), in their key findings on publishing in Africa note common problem areas as:

> Inadequate access to capital, the high price of many raw materials, underdeveloped marketing and distribution systems, the dominance of northern publishers, inadequate attention on the part of most African governments to book development policies, and the difficulties in export, in particular in intra-Africa trade.

These problems are consistently and prominently cited as regressing the development of indigenous publishing in the Africa continent. Although these issues that have been identified are issues of general concern, there are specific conditions in individual countries. Specifically, publishing development in Ghana has been characterised by an over-dependence on textbook publishing, state monopoly on textbook production, little variety in export products, a strong presence of highly priced and inappropriate imported books, high taxation on paper and printing facilities, and low literacy and reading habits (Offei, 1997). Whilst Ghana's problems with publishing development converges with other countries in the West, East and South Africa, Christensen et al (1998, p. iv) indicate that there are variations in individual countries in 'terms of historical development, readership and market size, printing and publishing technology, and communication infrastructure' echoing the specific conditions that pertain in individual countries. For instance, Seeber (1998) writes that South Africa's publishing industry is the largest in the south of the Sahara as well as being the most technologically advanced, which meant they are more advanced in terms of information creation and dissemination compared to other African countries. Also, Nigeria's enormous population implies a large number of school children and also presents the opportunity for publishing for a large market. Nonetheless, irrespective of

the variations, these factors altogether have become increasingly substantial contributory factors to the under-development of indigenous publishing in individual countries.

Moreover, as there is a lack of recent individual country studies, much of the problems are still considered as hindrances to publishing development. Much of the literature has focused on general development issues in Africa and how they impact publishing development. For instance, Zell (2008, p.188) indicates that some parts of Africa continue to retrogress due to 'deteriorating economic conditions' and together with social, cultural and infrastructure problems, are hindering the development of publishing in the continent. Zell attributes the under-development of publishing to the lack of policies for the book sector, yet rarely empirically demonstrated as such, this study therefore explores law and policy, and evaluates the success of government-sponsored institutions since their establishment, across relevant documents in order to provide a comprehensive insight into publishing development in Ghana. This was achieved through the utilisation of qualitative methods. These methods provide an insight into how law and policy, and institutional structures, notably with regards to how policies were formulated, the drivers and values of policy and the experiences of stakeholders behind the formulation of policy. The work of government-sponsored institutions; their operations, achievements and challenges were also explored and highlighted.

This introductory chapter will therefore discuss the justification for this study and the organisation of this thesis. It also presents the aim and objectives of this research. The final section presents the structure of the remainder of the thesis.

1.1 Why analyse law and policy, and evaluate institutions?

The motivation for this research was in part prompted by the researcher's interest in publishing law and policy, and to a large extent on the focus on policy in the literature as a solution to the numerous challenges confronting publishing development in Africa, and in Ghana as is the case for this research. It is anticipated that this thesis will or will not support the generalised notion that there is a 'lack of policy formulation structures at national levels' to support publishing development in Africa

(Makotsi and Musonda, 2000, p. xi), as this statement suggests a neglect of the historical context of publishing development from the activities of Christian missionaries and colonial administrators to government involvement in publishing in Africa.

Also, they have been some form of interventions that were taken by governments in Ghana and other Africa countries to ensure the provision of textbooks and other teaching and learning materials to schools, contradicting the general contention of absence of policy formulation structures. Rather, the focus of policy has been on schoolbook provision, access and availability of books instead of the development of commercial publishing. According to Brown (1975), there were no established publishers in the country at independence apart from a few religious presses who published religious materials. Government intervention therefore became necessary. In Ghana, the earliest government intervention was in 1951, six years before independence, when the Vernacular Literature Bureau, now Bureau of Ghana Languages (BGL), was established. As part of the Accelerated Development Plan towards the improvement of education in the country, BGL published 'primers and post-literacy materials in selected Ghanaian Languages' (Crabbe, 1999, p.71). Considerations were given to the non-formal education sector and it could be argued that these publications to some extent also supported the development of some Ghanaian languages. However, it was not until at independence in the 1950s through to the 1980s, that 'education was a highly charged political issue', so independent African countries were preoccupied to provide free education to their citizenry which led to increased school enrolments (Brickhill, 1998, p. 112). In Ghana, the records show an increment in school enrolments by 78 per cent from 123, 407 pupils in 1960 to 219, 480 pupils in 1961 (Ministry of Education, 1963). This meant putting a system in place that would ensure the provision of schoolbooks, and other teaching and learning materials to schools.

In addition, some development policies were formulated in Ghana to meet its contemporary development needs at that time. With education as the main focus and the Accelerated Development Plan in 1951, the Education Act of 1961 was formulated to give every Ghanaian the right to education. Whilst the Education Act created the Ministry of Education (MoE) as an institution to formulate policies for

educational development, including curriculum design and the provision of books and other educational materials at the pre-university level (Education Act, 1961), the Accelerated Development Plan resulted in the rapid expansion of infrastructure and increased school enrolments (Apeanti and Asiedu-Addo, n.d). The increased school enrolments implied an increased in demand for books and other educational materials. With the majority of the people living in poverty, and mindful of the poor economic condition in the country, the Free Textbook Scheme in 1963 (Ghana) and similar policies across the continent were introduced, as any attempt to ask parents to purchase books for their children will lead to the failure of the free basic education policies (Brown, 1975). The free textbook scheme, however, has been criticised for creating a dependency on government to solely provide books for schools. Rather hypothetically, Offei (1997) submits that the scheme eroded away any book buying culture among Ghanaians, yet, there was never a book buying culture as there was no indigenous commercial publishing then.

Further, the implementation of these laudable legislative and institutional interventions was a challenge to government due to a lack of publishing capacity and infrastructure in the country to support their implementation, therefore the reliance on the expertise of British multinational publishers, which seemed justifiable then. Even with the establishment of the Ghana Publishing Corporation (GPC) in 1965 to 'print, publish, distribute and market books and other reading materials for schools, higher educational institutions and the general public' (Brown, 1975, p. 116), the country continued to rely on multinational publishers (*see chapter 2*). According to Crabbe (1999, p. 72), from 1961 up until 1974, 'textbooks for the basic level were written by Ghanaian authors and published by British multinational publishers.' Government contracting multinational publishers over Ghanaian publishers has been highly criticised in the literature, however, the government's actions is justified by the lack of capacity of the private sector then. It is also not clear from the literature what the GPC and the complimentary Tema Printing Press were doing during this time.

Nonetheless, from 1974, the MoE in connection with the GPC and the Ghana Book Suppliers (GBS) decided to take over the publication and distribution of school books respectively, marking the start of an era of government monopoly of educational publishing in the country (Crabbe, 1999). With little knowledge and expertise in

publishing, the Curriculum Research and Development Division (CRDD) of the MoE was charged with the responsibility to produce and supply books (Opoku-Amankwa, Brew-Hammond and Mahama, 2014). Together with GPC and GBS, CRDD managed the writing, production, distribution and usage of schoolbooks in the country (Ofori-Mensah, 2015). Similar state institutions were established across Africa. For example, the Tanzania Institute of Education in Tanzania (Kira and Bukagile, 2013), and the Milton Obote Foundation, the Ugandan Publishing House and Uganda Book Supplies (Ward, Penny and Read, 2006) were established to produce and supply books in the 1960s and 1990s under the centralised system. Similarly, in Kenya, up until 1998, four major state institutions – the Kenya Institute of Education (KIE), the Jomo Kenyatta Foundation, the Kenya Literature Bureau and the Kenya School Equipment Scheme (KSES) handled schoolbooks production and supply (Rotich, 2004).

By monopolising educational publishing, however, the Ghana government successfully provided primary schools with textbooks in the 1970s and the 1980s through state publishing, 'until economic pressures overwhelmed the country in the 1980s' (Brickhill, 1998, p. 116). Yet, despite evidence of this success, it has become evident from the literature that these interventions were short term and a quick response to ensuring the provision of schoolbooks to schools due to the increased school enrolments. There were no considerations given to the sustainability of these initiatives and the long term prospects of a commercial publishing sector then, leading to challenges in the implementation of these policies as well as consequences for the development of commercial publishing in the country. According to Crabbe (1999), the publishing process was left in the hands of civil servants who made publishing decisions based on government's economic and political priorities rather than practical publishing principles. For instance, the single textbook per subject policy adopted in 1980 may have been appropriate for teaching but may have left little for private indigenous publishers due to a lack of diversity.

Also, whilst the state provided textbooks through state publishing, private publishers began to emerge in the 1970s and the 1980s. However, there was lack of policy then to support commercial publishing. Private publishers suffered neglect as there were no incentives and subsidies to enable them to generate a general book list (Brickhill, 1998). Brickhill (1998, p.115) further aptly observed that 'the relative health of any

publishing industry can be accurately gauged by its level of diversity.' For this reason, a viable publishing industry can only develop by access to the largest educational market, creating a need for policy that supports diversity and free markets. This, however, became difficult because the MoE which is responsible for making policies and setting out regulations that would allow publishers to compete was itself involved in the publishing and distribution of textbooks, creating a blurring image of the roles of the main stakeholders in textbook publishing – the government and publishers. In addition, by the time commercial publishing emerged in the country, the concept of the government as the *provider*, has been rooted in the culture of the Ghanaian and was difficult to change, which might have later on made it difficult for them to purchase books.

Aside from the neglect of the private sector, others in the publishing chain, authors and booksellers, suffered as well. The regional distribution outlets developed by government across the country distorted the book distribution system. According to Tauber and Weidas (1984, p. 128), Ghanaian bookshops in particular suffered the commercial impact of state publishing with only 30 per cent remaining in business; they were deprived of their 'bread and butter' in bookselling. In addition, the worsened economic conditions across the continent in the 1980s further led to delays and irregularities in book supplies (Ofori-Mensah, 2015), and it was reported by Montagues (2002) that schools denied the children unreserved access to the books, which affected the pupil's literacy development.

Meanwhile, the realisation of the potentially critical importance of institutional support for publishing development specifically can indeed be illustrated in the establishment of the Ghana Book Development Council (GBDC) in 1975. The GBDC, under the MoE, is a dedicated institution mandated by government to plan, coordinate and manage all publishing activities including training and the formulation of policy to support authorship development, publishing, book marketing and distribution, the library system and to promote a reading culture among Ghanaians (Ghana Book Development Council, 1975). Although there is cause to speculate that this intervention rather came late, considering the year it was established since after independence, it still demonstrates government's commitment to book publishing development. Whilst government commitment to publishing development deserves

commendation, it has become seemingly apparent that policies and institutions dedicated to publishing development alone could not foster its development, as there was need for policies to relate to culture generally (Brickhill, 1998). In a broader sense, publishing development is influenced by the general development of the country, as the publishing sector is 'inescapably tied to government policies' (Zell, 2008, p. 188). The recognition of publishing development as strategic to national development, therefore cannot be overlooked, and that realisation began to become apparent in the early 2000s.

In 2002, the National Textbook and Distribution Policy (NTDP), which will be referred to as the textbook policy in this thesis was formulated and promulgated in Ghana. Hitherto, from 1957 until 2002, there has been no policy relating directly to book development and publishing as well as a lack of documentation or evidence to the work of GBDC in relation to the formulation of book policies. Although, Crabbe (1999) gives an indication of attempted efforts for policy for publishing development in the past, these efforts only became worthwhile when the 2002 textbook policy was promulgated, making the consultations, advocacy and lobbying evident. While the new policy seeks to promote public-private partnership by involving the private sector in educational publishing, the implementation of the policy has been marred by controversies, particularly a lack of transparency in the procurement process. For example, in 2002, Macmillan used four of his subsidiary companies in Ghana to win about 60 percent of a one hundred million US Dollars procurement bid because it had information about the bid before the tender was officially announced (Opoku-Amankwa, Brew-Hammond and Mahama, 2014). Aside from these complaints in the procurement process, generally, no research has been undertaken to investigate the impact of this policy and other legislation that are dedicated to publishing development.

It is therefore important to investigate law and policy for the potentially significant role they may play in publishing development in Ghana, and for what the policy-making process may reveal about the underlying values and the experiences of stakeholders in formulating policy. It may also suggest the recognition of, or the lack of recognition by governments of the strategic importance of the publishing industry. Given this rationale, it is equally important to evaluate the operations of government-

sponsored institutions in order to present a current report on their work. Table 1.1 below presents a summary of the many interventions by government to ensure the provision of textbooks and other educational materials in the country.

Table 1.1: Government interventions since independence**.**

Year	**Policy interventions/institutions**	**Purpose/happenings**
1951	Vernacular Literature Bureau, now Bureau of Ghana Languages	To publish books and reading materials in Ghanaian languages
1962	Ghana Universities Press	Scholarly publications
1963	Free Textbook Scheme	To provide free books to all school going children and for adult literacy
1965	Ghana Publishing Corporation	Production of textbooks and learning materials
1961-1974	Collaboration between Ghanaians and multinational publishers	Books written by Ghanaians and published by multinationals
1974	Ministry of Education produces textbooks	Government takeover of textbooks production
1975	Ghana Book Development Council	To coordinate all activities of book publishing in the country
1976	Investment Decree	The government was established as lead publisher
1984	The Co-publishing Project	First initiative for private sector involvement in educational publishing
1985	Department of Publishing Studies, KNUST	To train personnel for the book publishing industry
2002	National Textbook Development and Distribution Policy	Promotion of public-private partnership in textbook publishing

1.2 Research aim and objectives

The overall aim of this research is to investigate institutions, law and policy dedicated to promoting book development and publishing in Ghana. The research is evaluative and analytical in nature. It aims to identify and analyse laws and policies, and to evaluate the work of institutional structures that have been established to promote book development and publishing in Ghana. This research will add to the understanding of book publishing law and policy in Ghana: why institutions were established and their current state; what underlying factors influenced policy; how policies were formulated and the experiences behind the formulation and implementation of these policies. In order to achieve the overall aim, the following specific objectives are addressed:

Objective 1. To describe and provide an understanding of book publishing in Ghana. In order to understand the rationale for the establishment of institutions and the formulation of policies, it is deemed important to provide an overview of the historical events that led to the development of book publishing in Ghana. This objective specifically reviews existing literature and presents a critical synthesis of the literature on the historical developments that led to book development and publishing in Ghana.

Objective 2: To examine government-sponsored institutions that were established as interventions to support book publishing.

Objective 3: To identify law and policy relating to book publishing in Ghana.

This objective identifies and discusses laws and policies relating to book publishing and also involves a review of general literature on policy development and analysis.

Objective 4: To consider and analyse the content of policy documents relating to publishing development.

This objective specifically identifies the underlying factors for policy formulation through policy documents. It also considers the objectives for formulating policies

and describes values that are provided in policies to address issues relating to book development and publishing in Ghana.

Objective 5. To examine how policies have been developed and promulgated through stakeholders' perspectives.

Objective 6. To examine how policies are working in practice and their impact on book and publishing development in Ghana.

1.3 Thesis structure

Chapter one presents the background to this research and describes the aim and objectives. It sets out what the research aims to achieve: to investigate institutions, law and policy dedicated to promoting book development and publishing in Ghana. It defines the scope of the research and describes the context in which book publishing operates. Following this first introductory chapter, the rest of the thesis is set out as described below.

Chapter two is devoted to the debate and discussion of the economic and political issues that are related to publishing development. It begins by presenting the historical overview of publishing development in Ghana. It also considers the cultural, political, economic and institutional issues relating to publishing development and what impact these issues may have upon publishing development. In latter sections of this chapter, the expected roles of government-sponsored institutions in supporting publishing development are discussed and the case for a national book policy is explored in order to provide a contextual background to the formulation of national book policies in the country.

Chapter three is a review of literature on policy development and analysis. It moves the discussion on from the case for national book policies to providing a theoretical discussion about policy development and analysis. The chapter begins by developing a discussion about the various theoretical perspectives for policy analysis and the policy making process in Ghana, thus providing an overview of the major theories in policy analysis and shifts in the paradigms over time, and an insight into how various

stakeholders can influence policy. Findings from this chapter was used to create an analytical framework for book policy analysis.

Chapter four explains the research philosophy underpinning the research and the methodology used, including a reflection of the data collection instruments and data analysis techniques that were used in this research.

Chapter five is the first of three chapters which presents the findings from the content analysis of legislation and policy documents. The underlying factors for policy development and policy values are described. The findings from the content analysis formed the basis for interviews with stakeholders in book publishing.

Chapter six of the thesis describes the findings from the interviews with institutional representatives, addressing objectives four, five and six. Institutional roles and responsibilities are identified. Legislation is examined in relation to values, implementation, compliance and enforcement. Institutional challenges in terms of operations are also described and the working relationships with other stakeholders are examined.

Chapter seven elaborates on the findings in chapter 5 to explore the experiences of stakeholders in policy development. The first part of the chapter continuous to consider the context within which policies were formulated by providing the underlying factors. This was followed by an analysis of the various stakeholders that were involved in formulating policy. It examines the policy-making process; the policy drivers, policy actors and the resources that were employed to formulate policy. It also explores policy values from stakeholders' perspective and examines issues of procurement and implementation.

The final chapter presents conclusions of the research in relation to the research objectives.

1.4 Summary

This section provides the overall context of this research. An introduction of some government interventions and policy to support publishing development in Ghana is presented. It identifies the importance of policy specifically to publishing development and also highlights issues of general concern across the publishing sector in Africa, with particular focus on Ghana. This is because much of the published research is focused on Africa rather than individual country studies. Finally, the section presents the research aim and objectives this research seeks to fulfil. The next section provides the reader with the historical development of book publishing in Ghana.

CHAPTER 2. LITERATURE REVIEW: DEVELOPMENT OF BOOK PUBLISHING IN GHANA

This chapter provides an analysis and discussion of the key debates in publishing development in Ghana. Firstly, in order to provide context to the subject, it provides an overview of publishing development in the country. It then considers issues central to publishing development, such as the cultural and political landscape as well as the economic and institutional issues that might have impacted on publishing development. Current issues surrounding these debates are analysed and discussed to demonstrate the conditions under which publishing is developing. The chapter further explores the work of government-sponsored institutions and their roles in publishing development. In addition, international organisations and networks that have supported book development and publishing in Ghana as well as Africa are discussed.

2.1 Historical overview

The introduction of publishing in Ghana is similar to other countries in Sub-Saharan Africa. As the same narrative runs across the literature on the historical development of publishing in the individual countries in Africa, it has become necessary to explore general studies and debates on a continent level for the singular reason of similarity. As will be shown, however, the section will focus more on the historical perspectives of publishing in Ghana and the necessary government interventions that were established to foster its development because the research is based in Ghana.

It is evidently accepted in the literature that the introduction of publishing in Ghana and other countries in Africa was by Christian missionaries and through European colonialism. Whilst this is symbolic in the sense that publishing is a foreign concept introduced to Ghana, it also symbolises an era of formal European education and civilisation in the country. More specifically, according to Christensen et al (1998, p. 5), publishing was needed for the two reasons of producing books for religion and education. As Van der Vlies (2010) observes, the missionary presses published Christian materials such as catechisms, bible lessons, almanacs as well as written material and newspapers in languages of their settlements. In this regard, along the coastal areas of Ghana, Christian missions in the early and middle of the 19th century

established churches and schools, as well as printing presses to produce Christian literature and books for schools. Through these, the missionaries promoted formal education and literacy, and controlled much of the publishing activities in the country (Crabbe, 1999, p. 71). Notable Christian missionaries in Ghana were the Bremen, Basel and Wesleyan Methodists; the Bremen mission published Ewe grammars in eastern Gold Coast in the 1950s, and the Basel and Wesleyan Methodists in the later 19th century published works in Twi, Ga and Fante (Van der Vlies, 2010). The commencement of publishing in Ghana, therefore, overlaps with the arrival of Christianity and the introduction of formal education in the then Gold Coast.

Aside from the missionary presses, the Government printer was established in 1886 to publish official documents (Darko-Ampem, 2004). These publishing activities were taking place until colonial administrators established formal structures to promote European values and formal education in the early and middle part of the 19th century. The literary culture in Ghana, similar to other Africa countries, began to flourish (Van der Vlies, 2010), suggesting a market for schoolbooks and other teaching/learning materials. This opened the door of publishing opportunities for international commercial publishers, particularly British multinational publishers, multinational publishers in the sense that they had 'divisions that operated as equal partners in two or more countries' (Graham, 1998, p. 21). Some publishers such as Macmillan, Longman and Oxford University Press took advantage to expand their businesses over the then British Empire. As Davis (2015, p.134) explicitly noted, multinationals such as Longmans 'capitalised on the programme of educational investment by the colonial office and the growth of school and higher educational enrolments.' Although this strategy of multinationals became their 'bread and butter', it was also necessary as there was practically a lack of indigenous publishing in Ghana and other Africa countries.

Indeed, before Ghana attained independence in 1957, the main stakeholders in publishing were British multinational publishers. With a 'lucrative school book and English-language teaching, multinationals adapted British books 'over the generation of local manuscripts market' (Graham, 1998, p. 21). Although the adaptation of British books seemed an easier option, the neglect of generating local manuscripts however consequently 'aroused political and commercial opposition market'

(Graham, 1998, p. 21). The displeasure in the content of books was expressed by Dekutsey (1995, p. 3) that 'the books reflected the British social and physical environment' with topics like snow, daffodils and monasteries, which were deemed as culturally alien in the Ghanaian context. Dekutsey added that, in instances when attempts were made for books to reflect Ghanaian and African background, the truths were distorted and presented as primitive, creating a sense of 'cultural imperialism'. Arguably, learning about different cultures in itself is undoubtedly important, however the neglect of one's own environment creates a sense of alienation and loss, and indeed ignorance of one's identity. It is worth mentioning that although the expansion of English into countries like Ghana and other parts of the world gave British multinationals competitive advantage (Graham, 1998), the neglect of generating local manuscripts increasingly and seemingly led to the disapproval of 'cultural imperialism.' Notwithstanding the discontentment from Ghanaian publishers, multinationals continued to conduct their businesses in the post-colonial Ghana.

With an increasing sense in favour of independence across the various key areas of development, however, including education and the provision of schoolbooks and learning materials, the government of Ghana established the Ghana Publishing Corporation (GPC) in 1965, a state publishing house to produce and supply books and other printed materials to schools and for general readership. Through state publishing, central government aimed to be solely responsible for book production and provision to schools, a complete takeover from missionary presses which, until then, dominated the textbook market (Newell, 2000). Newell adds that the formation of GPC was supported by Macmillan with a complementary printing press, the Tema Printing Press, established to complement the publishing division of GPC. Macmillan's involvement gave it a hold of 49 per cent of the shares of GPC whilst the government of Ghana held 51 per cent (Davis, 2015). GPC's partnership with Macmillan to supervise 'every aspect of school textbook publishing, from commissioning, editing and printing to sales and distribution' was deemed controversial (Newell, 2000, p. 92). Critics have argued that Macmillan's contractual agreements with African countries were skewed in its favour. For instance, Macmillan has been faulted for taking commercial advantage of emerging independent countries, and has been accused of being a part of GPC's inability to fully indigenise textbook

production by using its shares as well as its ‘professional expertise’ ‘to secure a stronghold for its own titles’ (Hill 1992, p. 51).

Although government alone could not provide millions of school children with the textbooks they required in response to expansion in education, the partnership was criticised for stifling competition and indigenisation of school textbook production, not just by Ghanaian pubishers but by the other multinational publishers as well. This is because Macmillan negotiated similar contracts in other West and East Africa countries, which seems to have affected the work of other multinational publishers operating in these countries. As Davis (2015) indicates, there was displeasure by other British multinationals about Macmillan’s initiatives, which is to be expected as they were prevented from the competition and were unable to take advanatge of the educational market in Africa. Nonetheless, it could be argued that the initiative by Macmillan was necessary, as newly independent African countries did not have the infrastructural and industrial capacity to meet the demand for schoolbooks that were required for education.

Despite this prevailing claim of the dominance of multinationals in Ghana and other African countries, the situation changed in the 1970s as the government of Ghana then embarked on the indigenisation of the economy. The 1970s marked the military era in Africa. In Ghana, there was a coup which changed the political and economical landscape, including the field of publishing. The Acheampong regime in 1975 passed a decree which prevented foreign companies from expatriating their profits from the country in an attempt to boost indigenous business (Dekutsey, 1995). The outcome of this regulation was positive as it led to the creation of subsidiary companies by British multinationals. The multinational publishers allowed their managers to register their businesses in the country and to continue to represent them, with Macmillan becoming Unimax Macmillan and Oxford University Press as Emmanuel Publishing Services (Dekutsey, 1995). Similar regulations were made in other African countries such as Nigeria, where multinationals were required ‘to enter 40 per cent of share-holding partnerships with private entrepreneurs’ (Newell, 2000, p. 92). This appears to be a clever strategy as multinationals were not ‘comfortable with bureaucracies’ associated with regulation; they have rather developed their businesses with ‘progressive deregulation of the developed world’ (Graham, 1998, p. 26).

The indigenisation decrees in both Ghana and Nigeria opened another opportunity, that is, the market of non-textbooks, for multinational companies and their subsidiaries rather than for 'autonomous sub-national publishers' (Newell, 2000, p. 93). Macmillan, Heinemann and Longman adopted a strategy of collaborating with indigenous authors. Newell (2000) adds that indigenous authors were commissioned to generate manuscripts, which were edited at the headquarters of Macmillan in Britain, then printed and bound in Hong Kong for consumption in Africa. Thus, the 'Pacesetters' series by Macmillan, 'Drumbeat' series by Heinemann and the 'Heatbeat' series by Longman filled the gap in the African literary market and invoked the beginning of a literary culture in Africa, including political movements.

Contrary to the claim that books of African background were considered primitive (Dekutsey, 1995), they were contrasting views as well. Davis (2015, p. 2) reports that there was engagement of African writers and support, which was considered 'part of an intellectual process of resistance against colonialism and apartheid, as well as a critical engagement with the post-independence nations'. Davis adds that many British publishers became interested in publishing the works of African writers from the 1960s and illustrates her point with examples of writings on the various perspectives by different authors:

> Nkosi, Mtshali and Fugard dealt with the struggles and oppression of black and coloured South Africans; Egbuna wrote of the cultural dislocation of colonialism, in terms of conflicts, disputes over medical practice and conflicts caused by white settlers in East Africa; de Graft explored intergenerational conflicts in Ghanaian society; Clark wrote of cultural transitions in rural Nigeria, while Kimenye wrote of village life in Buganda; Easmon satirised postcolonial elites in decadent, independent West African society; Soyinka assumed a lead role as a critic of his new nation, denouncing the regime's betrayal of the ideals of the national liberalisation movements (p. 2).

The diversity in the writings and the background of the authors demonstrates the different issues that various countries were confronted with. The writings dealt with issues of the aftermath of colonialism from the perspectives of the affected people themselves and apatheid, and the topics might have seemed unsuitable for young

readers. This perhaps explains the *unsuitability* of, and the primitive content that was made available to young readers.

Nonetheless, the long and continued presence, and involvement of multinationals in publishing in Africa evidently supported the development of African authors. For example, the Africa Writers Series founded by Heinemann Educational Books published 360 titles by African authors while Faber & Faber published first books by Amos Tutuola, Peter Abrahams and Ezekiel. In addition, Longman published works of Mbella Dipoko from Cameroon, and Ama Ata Aidoo and Efua Sutherland from Ghana. Many other multinationals – Macmillan, Collins, Evans, Allen and Unwin Penguin among others - followed the examples of Heinemann, Faber & Faber and Longman, and also considered and published works of African writers in the late twentieth century (Zell and Silvers, 1972).

Considering the involvement of multinationals in textbook and other literary productions in Ghana in the discussion above, the relationship between Africa and multinational publishers around the middle of, and later part of the 19th century, both during the colonial era and right after independence, can be described as symbiotic in the sense that although multinational publishers 'benefitted from the vast spate of book production' (Christensen et al, 1998, p. 5), their work in Africa is also seen as an investment in the development and growth of literature of the general market (Zell, 1992). Indeed, the book was considered a 'transformative power' in Africa as expressed in words of Charles Richards quoted in Davis (2015, p. 48):

> I believe in what Churchill once said - "books in all their variety provide the means by which civilisation can go triumphantly forward". … I took on this work in order to help development of all aspects of the provision of the printed word.

In Ghana and across the continent, the positive contributions of multinationals to publishing development is rarely or never mentioned in the literature. Crabbe (1999, p. 72) laments the continuous award of government contracts to 'foreign (multinational) companies' over Ghanaian publishing houses to publish for the educational market. It is generally held that multinationals have used their 'expertise and financial strength to obtain contracts over the heads of the local publishers' (Graham, 1998, p. 23). The

continous involvement of multinational publishers in educational publishing in particular was considered as hindering the development of local publishing industries, as they are left with the uncertain 5% of the book market (APNET, 1999). In addition, there were claims of lack of investment in subsidiary companies created by multinationals; rather, profits were taken out of the country (Bgoya and Jay, 2013). Whilst these claims are undeniable and are to a large extent valid, notwithstanding these criticisms, it is worth reiterating that the benefits were mutual.

Firstly, both government involvement in publishing and the investment decree of 1970 created the opportunity for 'collaborative projects', which were 'coordinated' from 'Macmillan's headquarters in Britain' (Newell 2000, p. 93). Arguably, these collaborations can be considered to have supported publishing development in a country where very little publishing prevailed at independence. Similarly, a comprehensive work on 'Longmans in Africa' by Davis (2015) helps to indicate that the benefits of multinational publishers in Africa go beyond the development of the literature of the general market as Longmans published educational books for African schools and colleges. But most importantly, the development of indigenous publishing in Ghana and other countries in Africa is largely due to the presence of multinationals on the continent. This perhaps justifies the role of multinationals in Africa 'as a cultural mission vital to education and enlightenment of Africa' despite interpretations on the contrary (Davis, 2015, p. 3). Further, the presence of multinational publishers gave Ghanaian publishers the opportunity to work in these companies and to learn. This has resulted in some employees later setting up their own publishing houses, whilst others managed subsidiaries of multinational publishers after independence (Dekutsey, 1995).

To this end, publishing development in Ghana has mainly been through Christian missionaries and multinational publishers. As shown in the preceding discussion, publishing was foreign to Ghana and other African countries. As a result, the publishing environment in Ghana conflates a number of different cultural, political, economic and institutional issues, which are analysed and discussed in the sections below, and which should be taken into consideration in the formulation of any policy to support publishing development.

2.2 Cultural and political issues

One of the constraints of book publishing in Ghana is often claimed to be a lack of a reading culture (Offei, 1997). However, historically, Ghana and other countries in Africa had a predominantly oral tradition, a tradition which is expressed in many different languages and dialects, and which has been expressed in storytelling and folklore. Therefore, the written word is foreign, perhaps a justification of the lack of a reading culture (if there is), and also for the preference of the radio and other visual media over printed materials, especially in rural areas where most of the people lack formal education (Christensen, 1998). This seems to have changed with formal education. Adam (2000) indicates that there is a desire in children to read but they lack access to the right books, suggesting the need for good quality and appropriate books children could relate to. Edoro (2015) adds that Africans have always had a vibrant reading culture which has been sustained through informal acquisition of books, comprising piracy, copying and book lending. Although piracy and copying are questionable and are illegal, the efforts towards acquisition of books gives an indication of the general desire of people to read.

Another cultural constraint in publishing in Ghana and Africa as a whole is considered to be the language of publishing with 'divisions along language lines' across the continent and on national levels (Christensen et al 1998, p. 8). Within Africa, there are French and Portuguese speaking countries as well as English, and Arabic for North Africa, making decisions for language of publishing and the potential of intra-Africa book trade problematic. At the national level and in Ghana for example, there are approximately 50 'non-mutually intelligible languages', with about 12 government-sponsored Ghanaian languages that are used in schools and for information dissemination (Anyidoho and Dakubu, 2008, p. 141). There is the difficulty in choosing one language for use in a region or district as that language may not necessarily be the first language of all children growing in that community. In Ghana, several attempts have been made to change the language-in-education as illustrated in the table below:

Table 2.1: Language-in-education policy of Ghana from 1951 to 2002

Period	Lower primary			Upper primary
	Year 1	Year 2	Year 3	Years 4 -6
Before 1951 - 1957	Ghanaian language	Ghanaian language	Ghanaian language	English
1957-1966	English	English	English	English
1967-1971	Ghanaian language	English	English	English
1972	Ghanaian language	-	-	-
1982-2002	Ghanaian language	Ghanaian language	Ghanaian language	English
2002-	English	English	English	English

Source of information: Owu-Ewie, 2006.

The changes in language in education policies come with changes in government. The uncertainty of the language in education policy might have presented publishers with difficulty in publishing, particularly with the market of books for government-sponsored Ghanaian languages as well as hindered support for literacy development in these languages by donors. For example, in 1997, a Ghanaian and German project know as Assistance to Teacher Education Programme (ASTEP) was started in all 38 teacher training colleges (now colleges of education) in Ghana with the aim of 'improving the quality of both teacher education and basic education by developing methodologies for teaching and learning core subjects in the first three primary grades through the use of pupil's mother tongues' (Opoku-Amankwa, Edu-Buandoh and Brew-Hammond, 2014, p. 8). Following the language-in-education policy at the time (which is the use of a Ghanaian language in the first three grades of primary education) and ASTEP objectives, the project produced a textbook in each of the three core subjects in the five language areas for use in primary schools. However, the distribution and use of these books was hindered with the introduction of the English-

only language-in-education policy in 2002. The change was as a result of a change in government in 2000. The consequences of the change in language-in-education policy have been expressed in the words of Chatry-Komarek (2008, p. 138) as:

> The tragedy of this decision was not so much the loss of six years of common effort and about six million Euros; the real tragedy was in the reintroduction of schooling in a language that excludes the vast majority of children, especially girls, living in rural areas or in vast underpriviledged urban areas. This decision was made by a country that only had about 50% primary school enrolment to begin with.

English as a global language and seemingly the main language of publishing, coupled with the British as the main colonial administrators and English as the official language tacitly made it the language of publishing in Ghana and other English-speaking Africa, thereby marginalising indigenous languages. In addition, whilst the British promoted their language and values, and established literature bureaus to publish in Ghanaian languages, there was difficulty in what language to choose as an official language and language for education in schools after the country gained independence on 6th March 1957 (Agyekum, 2012) and as demonstrated on *table 2.1*. It makes sense, therefore, that, for the diversity of the people within the same country, and for the avoidance of conflicts, English as both the medium of instruction in schools as well as the official language of government is preferred. The cultural constraints, coupled with political instability in some parts of the continent had impact on publishing development.

Although the lack of political instability and authoritarian rule of many African countries is considered a constraint to publishing in the continent (Christensen et al, 1998), there are variations in individual countries. The situation in Ghana is slightly different because it has been fairly stable politically. Hitherto, the 1970s and 1980s were characterised with political instability. However, from 1992, Ghana has practised multiparty democracy and has held six successful elections. This process in governance has created a fairly stable political climate, which presents significant opportunity for trade including publishing. There has been focus by government to revitalise the private sector as it is increasingly recognised as the engine for economic

growth in the country (Arthur, 2006). In addition, school enrolments over the years have also increased creating a bigger market for books and opportunities to explore general market books (Acheampong, 2009).

2.3 Economic issues

One notable, and perhaps the most important constraint of publishing development in Sub-Saharan Africa, is the economic situation of the continent. Makotsi (2000, p. 17) argues that 'where the economy of a particular country has improved, publishing has often been strengthened alongside other sectors.' However, the reverse can be said of Ghana and other African countries. The context of publishing development on the continent has been attributed to the marginalisation of African economies during the 1980s and 1990s (Christensen, 1998, p. 7). Specifically, Ghana's economy worsened after independence, particularly in the 1980s and 1990s. This period also marked the era of the World Bank's Structural Adjustment policies, which imposed some austerity measures on the country in an attempt to liberalise the economy (Heidhues and Obare, 2011). The liberalisation of the economy and the World Bank's structural adjustment policies had consequences. Poor economic conditions were felt in the conditions of state publishing houses, university presses and some private publishing houses and public libraries deteriorated as a result of a lack of funding (Ofori-Mensah, 2015). Ofori-Mensah further notes that operations in these publishing houses were impeded and fewer textbooks were published at the time.

Government economic policies and the poor economic conditions in the country not only affected government-sponsored institutions, they also affected upcoming private commercial publishers. The country was confronted with high inflation and the local currency then, the cedi, was devalued (Darko-Ampem, 2004), which meant a rise in the prices of goods and commodities including printing materials. For instance, printing materials such as ink, paper and machinery for the production of books and other printed materials are all imported, which meant that they became more expensive. This had repercussions on book development, publishing and distribution of schoolbooks to schools. The high import duties and taxes, and the high exchange rate of the US dollar to the Ghana cedi made publishers in Ghana less competitive with their foreign counterparts in terms of pricing. Books produced locally became

more expensive, making it difficult for an already low purchasing power of the potential buyers (Crabbe, 1999). Additionally, due to the depreciating cedi, upcoming booksellers demanded for higher discounts from foreign publishers (Adam, 2000). This has led to an increase in the already existing problem of book piracy and unauthorised photocopying, particularly on university campuses (Mahama, 2012) because they are cheaper than the original copies on the market.

In addition, high lending bank rates as a result of high inflation has made access to capital difficult for publishers (Crabbe, 1999). As Dekutsey (1995, p. 2) indicates, publishing is a 'capital-intensive business'; machinery and equipment for book production is expensive, and also involves pre-publishing costs, design costs, and distribution and marketing costs, which all require the investment of large sums of money. Lack of access to capital and high interest rates therefore makes it difficult for publishers in Ghana to develop and compete with multinationals. The deteriorating economic conditions put indigenous publishers at a disadvantage, allowing multinationals yet again to dominant the competition. For example, World Bank tenders for schoolbook provision are opened to international competitive bidding. With sufficient capital, stable economies and low freight rates, multinationals continue to win the majority of the tenders (Opoku-Amankwa, Brew-Hammond and Mahama, 2014), increasing their presence and dominance on the African publishing scene, which is already a contentious matter. It is therefore imperative for government economic policies to take into cognisance the tax implications on printing inputs and other book production materials.

2.4 Institutional issues

Contrary to the upheld view of a lack of institutional support for publishing development in Ghana and other African countries, institutional support for publishing development in Ghana, up until 2002 when the textbook policy was formulated, has been through the establishment of government-sponsored institutions from the 1950s through to the 1970s. In addition to government, book publishing in Ghana and other African countries comprises a chain of stakeholders, who have influenced publishing activities in the country. These stakeholders and their work will be discussed below at the two levels of national and international.

2.4.1 National level

At the national level, government involvement in publishing in Ghana is reflected in four of its institutions. Firstly, the Bureau of Ghana Languages (BGL) was established in 1951 to publish books and to promote literacy in some selected Ghanaian languages. However, it could be argued that most publishing in Ghanaian languages happened during the missionary era and before independence. Hitherto, missionary presses had published the Bible and hymn books into Akuapem and Ga languages as well as producing textbooks in agriculture and mathematics (Crabbe, 1999). Agyekum (2012) notes this period as the start of documentation and preservation of Ghanaian languages. However, after Ghana attained independence in 1957, prominence was given to English as the official language of the country and literacy development in English was encouraged (Mfum-Mensah, 2005), relegating the work of BGL to the background.

In addition, the Ghana Universities Press (GUP) was established to support the development and production of scholarly materials for universities, and to support 'the dissemination of the works of scientific research and the reinterpretation of established fields of study' (GUP, 1962). GUP officially receives financial support from the Council of Scientific and Industrial Research, which in turn is administered by the National Council of Higher Education. The press was set up to cater for the three public universities at that time – University of Ghana, Legon; University of Science and Technology (now Kwame Nkrumah University of Science and Technology) and Cape Coast University.

At the time of its establishment, most of the work GUP published was printed in the United Kingdom. However, due to financial constraints and the lack of capacity, its operation was hindered. For instance, Djoleto (1984) wrote that GUP only published 18 monographs between 1978-1982. Hassan (1981) indicated that GUP had to function without a professional book designer and a printing press of its own. Following the aim of its establishment, GUP accepts scholarly manuscripts from the general public and other institutions of higher learning, however, unpublished manuscripts accumulated in the three universities due to a lack of printing facilities. According to Hasan (1981, p.7), 'the press seems pre-occupied with ephemeral-like

inaugural addresses, which is not the primary function of a university press.' Hassan (1981) adds that the publishing activities of the three main public universities in Ghana have increased considerably, which led to the three universities setting up their own publication units and printing presses.

Furthermore, the Ghana Publishing Corporation (GPC) as discussed under *section 2.1* was established to publish schoolbooks and books for the general public. In line with its objectives, GPC has achieved some successes as well. Ibrahimah (1981) highlights that savings were made on government foreign exchange earnings; and there was a regular supply of books to schools. The writer adds that, apart from textbook production, general book production was still relatively on a small scale, which could be attributed to the focus on textbooks production for schools.

To support the overall development of book publishing, the Ghana Book Development Council (GBDC) was established in 1975 as the operating agency under the then Ministry of Education and Culture (now Ministry of Education). The agency was set up to plan, coordinate and manage the various stakeholders involved in book development and publishing; to conduct research to support the efficient provision of books; to encourage authorship development; promote reading and support the library system in the country; design and provide training to stakeholders in publishing and to support the development of a national book policy (Ibrahimah, 1981, p. 136). In its own assessment of the Ghanaian book industry on its website in 2012, the GBDC indicated that the book publishing industry in Ghana is growing due to the number of books it has published and are on the market, although no statistics were provided to support this. Further, the website added that the industry still lags behind in terms of equipment, and that there is inadequate manpower to provide the services that are required in the industry. The growth in the industry has been attributed to government's educational policies which have led to increased school enrolment, a growing reading culture and an increase in literacy rate (GBDC, n.d). The GBDC therefore expressed on its website the need for an institution that support the 'promotion and production of quality books and also provides a common platform for the exchange of ideas and experiences in modern technology and trends in book production.' As it is the organisation's own website, the statement could be regarded

as self-promotion which makes it even more necessary for empirical data to validate these claims.

As part of its responsibilities, the GBDC initiated the Ghana Book Awards to reward and recognise authors for their contribution (Ibrahimah, 1981) and provides training for professionals in the publishing industry. Darko-Ampem (2004) adds that the GBDC, after its establishment in 1975, ran two in-service training courses for personnel in the publishing industry in 1978 and initiated the process for the establishment of the book industry degree course at the University of Science and Technology, Kumasi, which has been running since 1984. While these achievements are great, a current assessment of the work of GBDC will help in dissecting its own assessment of the Ghanaian publishing industry

Although the Ghana Book Publishers Association (GBPA) could be considered as an advocacy group, it is worth mentioning its role in publishing development in the country. The GBPA was founded in 1975 as a mouthpiece for its members and provides a forum where publishers come together to deliberate on various issues affecting the industry at large (ghanabookpublishers.org). The objectives of the GBPA as outlined on its website are:

- To unite Book Publishers in Ghana for the promotion of the publishing industry in Ghana and to activate the Book Industry in the national interest.
- To organise training schemes and refresher courses for its members to improve or encourage the technical and educational upliftment of members and their staff, and to initiate or encourage research into the problems of the Book Publishing Industry.
- To promote reading and literacy for the benefit of members and the country as a whole.

Notwithstanding its objectives, the GBPA has had challenges especially with government educational policies. For instance, there were claims that the free textbook scheme eroded any book buying culture among Ghanaians, and the involvement of the Curriculum Research and Development Division of the Ghana

Education Service in the writing of school materials has been a bone of contention for the GBPA (Offei, 1997). The involvement of the CRDD was a strong indication of the government's involvement in publishing, which it is claimed has regressed the development of the publishing industry (Darko-Ampem, 2002). Despite the challenges, Offei (1997) indicates that, over the years the GBPA has some achievements to its credit, notably the waiver of a 15 per cent tax on import duty from the Customs, Excise and Preventive Services (CEPS) on printing goods for book publishing. Its membership has also increased considerably. As of 2013, the GBPA has over 90 registered members (*see appendix 1*).

2.4.2 International level

The historical development of publishing, as well as the economic and political situations in Ghana and other African countries, has led to a larger chain of stakeholders in book publishing in these countries. These stakeholders, who will be referred to as *international stakeholders* in this thesis, have provided support in two main forms: the support for African book industries and book aid to the continent, with the well intended collective aim of making books available and accessible.

The World Bank and other major bilateral donors have been involved in education development and development generally in Ghana and other African countries from the 1960s through to the 1990s. The deteriorating economic conditions then created a dependency on donor support by African governments to sustain book provision to an extent that government monopoly in 'publishing had become dependent on foreign aid by the 1980s', as African governments did not have funds to sustain textbook provision (Brickhill, 1998, p. 117). The financial support towards textbook provision, without doubt, enabled donors to exert 'considerable influence on African Book Provision' (Brickhill, 1998, p.117). This means that financial support came with developmental strings attached, however, due to the financial constraints of African governments, these arrangements were accepted without consideration of the long term impact on publishing development and without any input from private African publishers on book provision programmes. It became the responsibility of development professionals and education officers, who have no professional or commercial publishing experience, to design the programmes of textbook provision to schools. Foreign consultants with no knowledge of the dynamics in African

conditions were consulted and extensively used in decision-making to the neglect and minimal involvement of publishers in Ghana and other African countries (Opoku-Amankwa, Brew-Hammond and Mahama, 2014), resulting in only a short term books provision systems.

In order to establish sustainable book provision systems in Africa, some international agencies and donors in the late 1980s and in the 1990s involved African publishers in issues relating to education development and schoolbooks provision. For example, the Bellagio Publishers Network (BPN), a donor receipient itself, has provided a wider donor support for African Book Collective (ABC) and the African Publishers Network (APNET) by serving as a forum that enabled collaboration between African publishers and international stakeholders across the globe (Bgoya and Jay, 2013). Although BPN has become inactive since 2002, it could be argued that it made publishers in Ghana and other African countries more visible globally, as it provided information and knowledge on issues relating to African book industries through its newsletter and the Bellagio Studies in Publishing Series.

Additionally, the work of ABC and APNET has been supported by substantial funding from donors. ABC was 'founded, owned and governed by African publishers' aimed at strengthening publishing activities in the continent and to increase the visibilty and accessibility of works of scholarship originating from Africa. ABC has received substantial funding from the Swedish International Development Cooperation Agency (Sida), the Ford Foundation and the Norwegian Agency for Development Cooperation (Norad) as well as contributions from its founding publishers at the start of its establishment (Bgoya and Jay, 2013, p. 12). ABC is a success story as it has continued to thrive although donor funding has stopped. Bgoya and Jay (2013) add that ABC became self-financing in 2007 and has remodelled itself along the digital revolution, and currently markets and distributes 2500 print titles from Africa; 800 of these are also ebooks, scholarly, literature and children's books. Its membership comprises 149 African publishers from 24 countries. The success of ABC would not have told without the initial support the organisation received from donors.

With donor funding, APNET at the regional level has been instrumental in supporting publishing development. For example, since 1992 when it was set up, APNET has addressed the 'institutional and political-cultural challenges of African publishing' as well as 'promoting book sale and trade' (Christensen et al, 1998, p. 11). The promotion of an intra-African book trade, however, was hindered by the lack of a common currency, custom tariffs, transfer of money, transportation of books and the lack of infrastructure for communication (Christensen et al, 1998). APNET has further devised strategies to introduce its members to World Bank officials. According to Brickhill (1998), in 1993, the executives of the network – the chairman, treasurer and executive secretary travelled to Washington to meet World Bank officials. The author reports that the outcome of the meeting was the revelation of the ignorance of the emergence of commercial publishing and the extent of publishing activities in the region. According to Priestley (2000, p. 2), 'APNET's programme over the seven years increased beyond expectations in both diversity and scope'. A thorough review and evaluation undertaken by Sida in 1998 guaranteed a five year forward plan. However, unlike ABC, APNET has become inactive when donor funding ceased. This has been attributed to the wide membership which was difficult to manage and the diversity of African countries in language issues, publishing structures and the economic development of the different states as well as the inability of national publishers' associations to support the network (Bgoya and Jay, 2013).

Focusing on education development, the Working Group on Books and Learning Materials (WGBLM) of the Association for the Development of Education in Africa (ADEA) has also contributed to an increased donor consultation with African Publishers on educational materials. WGBLM has sought to address the issues of lack of availability and accessibility to books in Africa through research on key policy issues and advocacy, including taking 'taxes off books' as well as the dissemination of policy implications of research (Treffgarne, 2001, p. 9). Further, the work of WGBLM in support of adequate and quality book provision in Africa, and issues relating to availability and accessibility were brough to light through the publication of a range of studies on the 'Perspectives on African Book Development' series published between 1996 and 2005. The publications have sought to provide 'innovative strategies' to ensure the availability and accessibility of books as well as

helping to ‘identify the technical and financial resources necessary to develop and implement viable national book policies’ (Adeanet.org).

Similarly, UNESCO has provided assistance in the establishment of national book development councils such as the Ghana Book Development Council and others across the continent, and has also provided generous support to promote the development of national book policies. Other international stakeholders who have supported publishing development in Ghana and other African countries include the Rockfeller Foundation, the Human Institute for Development Cooperation in the Netherlands (HIVOS), the Commonwealth Foundation, the Danish International Development Assistance (Danida), now a department of the Ministry of Foreign Affairs, the Norwegian Ministry of Foreign Affairs, CODE and the Finnish government. Zell and Thierry (2016, p. 7) report that CODE, Sida and the Finnish government have made substantial paper donations to publishers in Africa whilst others like the Ford Foundation have provided loans to ‘assist publishers in Kenya’ with mixed success. Aside from the paper donations, CODE in particular has advanced literacy and education in the continent through assistance to schools, libraries and support for children’s book production in Africa, including Ghana, Ethiopia, Kenya, Liberia, Mali, Mozambique, Sierra Leone and Tanzania (codecan.org). In Ghana, CODE further supported the revival of the publishers association (Darko-Ampem, 2002). The author notes that CODE supported GBPA in capacity building in the form of seminars, book fairs, workshops and the supply of office equipment.

Other forms of assistance for book-related activities have been sponsorship of African book fairs and book awards. According to Zell and Thierry (2016, p. 8), the Zimbabwe International Book Fair has received ‘substantial donor support’ since 1983. The fair has, however, been in decline over the last decade. Other African publishers have benefitted from Frankfurt Book Fair’s renowned ‘Invitation Programme’, which has over the years enabled them to participate in the book industry’s biggest fair in the world. Book prizes such as the annual Noma Award for African writers and scholars whose works were published in Africa was supported by the late Shoichi Noma from 1980 to 2009. Another awards scheme is the well-established Caine Prize for African writers, which works with and supports

indigenous African publishers ‘by co-publishing each volume of the Caine Prize Anthology with publishers in eight African countries, containing short stories written at Caine Prize workshops, and which are published annually alonside the Prize’s shortisted stories’ (Zell and Thierry, 2016, p. 8).

Although the generous support of these international stakeholders is commendable, the lack of monitoring and evaluation has in some cases led to waste, inefficiency in the system and a lack of accountability. There have been reports that the resources made available to schools and pupils do not match the resources that were invested by donors (Brickhill, 1998). Nonetheless, donor support has shifted to other development issues, in particular the UN’s Millennium Dvelopment Goals, which aim to end poverty and hunger, provide free universal education, promote gender and equality, promote child health, prevention of maternal death, combat of HIV AIDS, ensuring environmental sustainability and global partnership (Bgoya and Jay, 2013). Whilst donor support has shifted, Africa publishers could take advantage of some of the goals to both their benefit and that of the UN. For instance, the provision of universal free basic education in particular creates publishing opportunities for publishers as increases in school enrolments would mean an increase in the demand for school books as well as an increase in literacy and a market for the non-textbook market. It has become evident from the shift of donor priorities that African publishers would have to be creative to continue to thrive in their industry.

In addition to the support of the various international agencies and stakeholders discussed, another important but rather controversial support in making books available in Ghana and other African countries is book aid or book donations from countries in the North. Many individuals and institutions are involved in book donations in recognition of the lack of adequate availability and accessibility to books, especially for the poor and those in deprived areas of Ghana and other African countries. As good as the intentions of book donors might be, Doyle (1994) questions whether these donations provide a solution to the *needed books* (my emphasis) Ghana and other African countries require. According to Zell and Thierry (2016, p. 9), the early practice of book donations involved the practice of shipping ‘inappropriate, culturally irrelevant, or seriously dated books such as encyclopaedias or out-of-date textbooks’ to libraries and other recipients. The writer adds that the practice is still

prevalent despite new trends in book donation programmes. A press release in November 2014 on a partnership between UT Tyler Muntz Library and Books for Africa, Better World Books on UT Tyler's website read:

> The University of Texas at Tyler Robert R, Muntz Library officials are currently removing unused and outdated items from the shelves to increase group study space and enhance existing collections, Jeanne Standley, Muntz Library director announced. As part of this extensive de-selection project, UT Tyler will donate the unwanted materials to Books for Africa, the largest shipper of donated text and library books to the continent, through Better World Books.
>
> … 'On a smaller scale in the past, we've been able to donate some items from our collection to local schools. We also offer our materials to other libraries in the state. However, because so much of what we are removing is of little or no use to any other libraries also, we wanted to find a solution that would be beneficial to others,' Standley said.

The intention of the partnership and donations had no consideration of the usefulness and value of these books to the recipients, rather it is a solution for the donor to 'increase space and enhance existing collections.' It is also evident from the statement that the recipients are univerisity libraries, who ideally, are meant to be stocked with scholarship that would support teaching and learning, and to produce technocrats that would fit into the world market. Out-of-date scholarship serves no purpose in this regard.

Another problematic issue of book donations is the portrayal of the *book crisis* in Africa, and the lack of recognition of national book industries by Worldreader, Room to Read and other donor organisations. In an attempt to convince supporters and funders, Room to Read on their website describe the book situation in Africa as:

> One of the greatest challenges to early adoption of the habit of reading in developing countries is a lack of high-quality, age-appropriate children's books in the local language. Often, the few books that are available are either second-hand books in foreign languages or low-quality, black and white books for mature readers. Room to Read responded to this need by going into publishing

> business. Our Book Publishing program is committed to providing children with materials that will inspire them to read, expand their minds, and develop a lifelong love for readindg and learning.

Also, the African Library Project on their website add:

> There are few or no publishers in countries where we work. Most of the libraries are in schools that barely have textbooks and do not have the funds to purchase books which are expensive in Africa. We hope that in the not too distant future, there many African readers, writers and publishers.

Although it is undertsandable that donors intent to send positive and convincing messages to funders, such messages tend to dismiss the existence of national book industries and their work towards sustainable book development and provision in the continent. Since the 1960s, Africa has had national book industries, including publishing in some indigenous languages and these have continued to thrive despite the socio-cultural, political and economic challenges that have been discussed in preceding sections. For example, Ghana has over 90 publishing houses and even though it has been constantly alleged to have concentrated on textbook publishing, the 90 are also general book publishers, educational publishers, children's book publishers and publishers of Christian literature (*see Appendix 1*). Inevitably, diversity, including foreign literature, in the books that are available to Ghanaian and African readers is agreeable, it is equally agreeable for donor organisations and individuals to acknowledge and present the true situation of books and publishing activities to their supporters and the world. Zell and Thierry (2016, p. 12) sum up publishing in Africa as:

> Nowadays there are a large number of innovative and highly enterprising publishers. The publishing output has by no means been restricted to textbook publishing as is constantly alleged. For instance, in addition to the wide range of creative writing, general interest books, and books on African arts and cultures, it has also included a very substantial number of African children's books, and this particular area of publishing has made enormous strides in recent years, both in terms of publishing output, and the quality of the books and illustrations.

Nonetheless, proponents of book donations argue that they are necessary and beneficial. According to Mohammed (2008), libraries are contrained with indequate budgets to purchase and stock up the books required and as a result are benefitting from Book Aid International. Also, new trends of book donation programmes that have emerged allow recipient libraries to select from a list of available books from their database or warehouse. Issues of accessibility, usage of relevant books and appreciation from beneficiaries is gaining recognition. Also, storage, shelving and in some instances cataloguing are being promoted. Attempts have been made to match books to the needs of recipients whilst other donors have expanded the scheme to include the construction of community libraries as well as providing training to librarians. For example, Book Aid International has provided training to teacher-librarians in library resource management (Zell and Thierry, 2016). However, those who oppose book donation programmes find the practice to have created a dependency culture and negatively affecting indigenous publishing and book trade.

2.4.3 Supporting liberalisation and national book policy formulation

Njoroje (2004, p. 3) writes that 'sustainable textbook provision in the continent cannot be achieved without deliberate policies to support the development and strengthening of national publishing industries.' This statement suggests the need for policies to support indigenous commercial African publishers and the local production of books, as educational books specifically account for 95 per cent of publishing in most African countries (Bgoya and Kay, 2013). Despite the large educational books market, local publishers are not able to participate in textbook projects and there are reports that multinationals still dominate textbook publishing. This has affected the development of indigenous publishing across the African continent because 'the inability of local publishers to participate in textbook projects leads to a vicious circle, because without textbooks, they do not stand a chance of developing their capacity to a level where they can compete with multinational publishers' (Njoroje, 2004, p. 3). There has, therefore, been advocacy for governments and donor agencies to support book policies that encourage the participation of local publishing industries. For instance, the ADEA Working Group on Books and Learning Materials in its support for 'the provision of good quality educational materials' across the continent showed commitment to encouraging and creating the environment for the formulation of policies that would support

sustainable book provision across the African continent (Treffgarne, 2001, p. 9). An example is the 2000 'Taxes off Books' campaign urging African governments to exempt books from all forms of taxation, customs and excise duties to improve access and to promote reading.

Hitherto, the World Bank in particular has been involved in educational publishing in Africa from the 1960s, with its first project approved in 1963 and consequently including a textbook component in 'more than half of all education projects' (APNET, 1999, p. 1). However, the Bank's policy of competitive bidding for textbook projects, which has focused on price efficiency has been criticised as unfavourable for local publishing industries which lack capacity and are also affected by their local governments' unconducive economic policies (APNET, 1999). Despite the Bank's support, support from other donor agencies and governments of Africa, sustainability of textbook provision on the continent was still a problem. This meant mobilising resources and providing policy guidance to support sustainable book provision. From 1999, therefore, there have been discussions and deliberations between the World Bank and indigenous publishers focused on involving the private sector in educational publishing (APNET, 1999). As a result, the Bank's policy stipulated partnership between government and publishers. That is, the ministries of education are expected to take responsibility for 'defining the pedagogical specifications for new textbooks' as well as approve content and facilitate the distribution of books to remote areas (APNET, 1999, p. 2). Publishers with bids to produce textbooks were to be responsible for the commissioning of authors and also to attend to the retail distribution of books. Further, emphasis was placed on the adherence of copyright, which meant creating a conducive environment to foster creativity.

The Bank's policy further indicates creating and defining the specific roles of the public and private sector in book development and publishing, and distribution to schools. There was also call for transparency and competitiveness in the textbook production bidding process, as the Bank's old policy of international competitive bidding was considered to have benefitted only multinationals. APNET (1999) reports of the multinationals' resistance to a change in the Bank's old policy on the basis of abuse of copyright by indigenous African publishers. However, the Bank's policy

gives the indication of the appreciation of supporting the development of indigenous publishing in the provision of sustainable diverse good quality books to support teaching and learning in schools. Publishers are meant to compete on quality and price with schools allowed to choose from government selected titles. In addition, the policy recognises the interdependence between educational publishing and general publishing in surmounting the constraints of affordability and sustainability. Although the Bank's policy has been criticised to be benefitting publishers only at the neglect of other stakeholders, including the printers and booksellers (APNET, 1999), the production of books locally must have benefitted printers directly. The other criticism of the Bank's policy is the difficulty in the selection of the number of titles of books per subject as well as the frequency at which schools could select titles. However, despite these shortcomings, it could be argued that the policy has served as a framework for national book policies, specifically textbook production policies such as the textbooks policy of Ghana.

Prior to the formulation of the textbooks policy in Ghana, in 1998, the MoE for the first time invited titles for the selection and purchase of books for primary school. Sponsored by the DFID and handled by the British Council representative in Ghana, both Ghanaian and British Multinationals, specifically Macmillan and Heinemann participated in the tender process. Sixty per cent of the titles purchased were from multinational publishers, with 40 per cent Ghanaian publishers. Ofori-Mensah (2000) adds that 20 publishers were involved and were all overjoyed with their involvement and payments of monies. She describes the process as easy and straightforward, and that books were distributed to schools by the Ghana Education Service.

However, it was not until the textbook policy was promulgated in 2002 that commercial publishers took over educational publishing from government. The textbook policy formally involved the private commercial publishers in publishing textbooks and other educational materials for the pre-tertiary level of education (that is from primary school; 6-12 years to the secondary level; 12-18 years). The policy was implemented in 2004/2005. Ofori-Mensah (2015) adds that 18 Ghanaian publishers, four of which were subsidiaries of multinational publishers, won contracts to develop and publish books for primary (ages 6-12 years), Junior (ages 12-15 years) and senior secondary (ages 15-18 years) schools. However, subsequent tenders in

2007/2008 and 2012 were marred by various challenges. The policy was violated and the procurement process did not follow due process because government awarded contracts to some publishers rather than making an open tender for all eligible publishers to compete (Opoku-Amankwa, Brew-Hammond and Mahama, 2015).

In addition to the issue of procurement is an on-going battle between the government and stakeholders, particularly printers and publishers on the payment of tax levies and import duties on paper, ink and printing machinery (Ofori-Mensah, 2015). Ofori-Mensah adds that tax on printing input was waived; however, some publishers and printers abused the waiver by importing paper, which was sold commercially. The procurement issues and problems with tax levies led to calls for a national book policy. As Newton (1999) indicated, a national book policy that takes into consideration the social, economic and political environment of a country is necessary to foster the growth of book publishing in that country. Such a policy could also involve donor organisations, including those involved in book donations to partner indigenous publishers in providing a lasting solution to sustainable book provision in Ghana and other African countries.

2.5 Summary

This chapter presents the historical developments of the development of book publishing in Ghana. The origin of book publishing in Ghana is widely attributed to the activities of European traders, European missionaries, colonialism and British multinational publishers. The industry has faced challenges, some of which are still prevalent, yet it has been thriving steadily. Also, the nature of the book publishing industries in Ghana and other African countries has led to the involvment of other stakeholders, whose work arguably has had positive as well as some negative consequences on publishing development across the continent. Nonetheless, Publishing in Ghana and across other African countries has since seen considerable growth, with calls for national book policies.

The next chapter will consider the theoretical perspectives on public policy analysis because part of the objectives of this research is to analyse policies related to book publishing and to examine how policies have been developed and promulgated.

CHAPTER 3. LITERATURE REVIEW OF POLICY DEVELOPMENT AND ANALYSIS

This chapter discusses general literature and research on policy analysis. It reviews various policy theories and how they relate to this research. The chapter also reviews literature on the policy-making terrain in Ghana. It further discusses literature on national book policies. A framework for developing national book policies is developed and presented at the end of this chapter.

3.1 Theoretical perspectives on policy analysis

Much of the literature on policy analysis reveals the complexity involved in the policy-making process. Before investigating policy analysis, it is necessary to find out more broadly what public policy is. Dye (1972, p.18) states, 'public policy is whatever governments choose to do or not to do'. Dye's comment attempts to simplify what public policy is, which conforms to the traditional or linear stagist approach of the policy process. The stagist approach, which was developed in the mid-1980s by Lasswell (1956), Jones (1970) and Anderson (1975) was described by Hogwood and Gunn (1984, p. 24) as a logical process, with government or those with responsibility for a given policy arena developing policy through a series of stages from agenda setting, policy formulation and legitimation, implementation and evaluation as a response to a policy problem.

The stagist models are based on the assumptions of rational and instrumental behaviour on behalf of decision makers, with decision makers invested with power to respond to public problems (Simon, 1957). Sabatier (2007) indicates that the stagist models were useful in the 1970s and early 1980s as they simplified the complex policy process into discrete stages. However, Sabatier (2007) criticised the approach as being prescriptive and an essentially top-down solution as to how things should be done; it neglects the interaction of the implementation of evaluation of numerous pieces of legislation. Similarly, rather than seeing policy as a simply single decision implemented through a series of stages, Hill (1997) and Sutton (1999) note that the stagist models are far from reality. To Sutton (1999), policy analysis and

implementation should be understood as a chaotic process. This suggests that the policy process is not straightforward; rather, it involves a lot of actions and interventions from various actors.

In an attempt to mesh the top-down approach of the linear stagist models, Sabatier and Jenkins-Smith (1993) developed the advocacy coalition framework, which focuses on interactions of advocacy coalitions. The framework considers the overall policy arena with the various actors who share a set of policy beliefs about the problem and advocates for a solution. It is designed for application within a time frame of 10-20 years for reasons of implementation and policy change.

Lindblom (1959, p. 10) describes policy-making as a 'science of muddling through' to suggest policies may not always be associated with specific decisions but multiple and overlapping. Kingdom (1984), through his multiple-streams framework, suggests a different direction to the policy process. The multiple-streams framework considers a problem stream (consisting of data about various problems and the proponents of various problem definitions); a policy stream (involving proponents of solutions to policy problems); and a politics stream (consisting of elections and elected officials).

Colebatch (2006, p. 313-315) views the policy process as a structured interaction involving various actors within and outside government to determine how a particular policy should be. For example, a National Book Policy (NBP) would be described as the relationships between government, publishers, authors and other stakeholders. The structured interaction is one of the elements of the policy process that Colebatch identified. The other two are the authoritative choice and social construction. The authoritative choice explains 'policy is the result of government making choices' (p. 313), which supports the works of Mood (1993) and Cochran and Malone (2005). In this sense, a NBP would be seen as choices made by government in relation to the publishing industry. Although the government is a single actor here, other participants play an advisory role. The last element of his framework, which is the social construction recognises concerns 'as worthy of collective attention'. The concerns of the policy are generated in the policy process and are seen as worth addressing.

Colebatch's developed framework for the policy process may be useful in different scenarios for policy analysis and may be applicable to this research. Although this research borrows partly from Colebatch's developed framework, the discipline of publishing is related to information science. A particular policy model in information science considered for this research is Moore's model for analysing information policy. Moore proposes three levels and five elements that are used to analyse policy objectives. The three levels are the industrial level - developing an information sector within the overall national economy; the organisational level - use of information to improve productivity, efficiency and competitiveness; and the social level - focuses on individuals and on social groups (Moore 1993, p. 282).

From Moore's proposed matrix (1993), it is suggested that it is possible to analyse policy needs at three levels (industrial, organisational and social) alongside five elements, which are information technology, information markets, information engineering, human resources, and legislation and regulation. These five elements are common to each of the three levels. That is, the matrix makes it 'possible to identify the areas where policy is needed' and also provides a basis for identifying the nature and scope of that policy (Moore, 1993, p. 283). For example, the development of an information sector policy must fit into a country's overall economy (industrial policy) and will require the establishment of 'market mechanisms that will stimulate the demand for and supply for information' (information markets) (Moore 1993, p. 284).

In addition, Cooper, Fusarelli and Randall (2004) proposed a four-dimensional view of policy theory. Various theories and models of policy-making are grouped along four dimensions. These are the 'Normative dimension', the 'Structural dimension', the 'Constituentive dimension' and the 'Technical dimension'. The 'Normative dimension' explains the goals, assumptions and needs of policies. It recognises that 'policies are expressions of purposes of society' (p.43). The 'Structural dimension' relates to the aspect of policy that provides understanding on how institutions shape policy, and acknowledges the role and influence of the state, state agencies as well as state laws in the formulation and implementation of policy. Focusing on the 'Constituentive dimension', Cooper, Fusarelli and Randall (2004, p. 44) state that 'Policies are formed and fashioned by the constituent groups that favour and oppose

them – formally through governmental structure and informally through their ability to influence other groups'.

Similar to the advocacy coalition framework, the 'Constituentive dimension' encourages the involvement of various actors such as interest groups and end users of policy. These groups of persons influence and participate in the policy-making process. This very much reflects this research as part of its aim is to establish the role of various actors in making book-publishing policy, which will be reported in chapters 5, 6 and 7. The fourth dimension, which is seen by Cooper, Fusarelli and Randall (2004, p. 45) as 'the nuts and bolts of policy-making', focuses on the planning, the stages of the policy process, implementation and the evaluation of policy. This final statement is in line with objective 6 of this research: *to examine how policies are working in practice and their impact on book development and publishing in Ghana.*

The four-dimensional model and how it fits into the aim and objectives of this research is presented in the table 3.1 below:

Table 3.1: The four-dimensional policy model (Cooper et al 2004, p. 43-44)

Descriptor	Definition	Context in this research
Normative	Beliefs, values and ideologies that drive societies to seek improvement and change	Goals, needs and objectives of policies.
Structural	Governmental arrangements, institutional structure, systems and processes that promulgate and support policies	Advocates for analysis of the role of state and state agencies. This research will explore/explain the role of the state and institutional structure, and other related laws that influenced policies.
Constituentive	Theories of the networks, elites, masses, interest groups, ethnic/gender groups, providers, and end users, and beneficiaries, who influence, participate in and benefit from the policy-making process.	A look at organisations and interest groups that had an influence on policies (various stakeholders associated with book publishing in Ghana)
Technical	Planning, practice, implementation and evaluation	Explores the basic details in the policy – all items that are required to make the policy work, and the experiences of key stakeholders associated with the formulation and implementation of policy.

3.2 The policy development terrain in Ghana

There are two prevailing positions on the policy-making process in Ghana. The literature on policy-making is divided along participatory and non-participatory approaches to policy-making. According to Kpessa (2011), there are differences in the approaches of policy-making between 1957-1989 and the 1990s to present. Before 1990, policy-making was characterised by elite and bureaucratic approaches. This was the era of military rule and the governing elite made policies, so policy-making lacked consultation and open public participation at the time. It was limited to the upper echelons of society and state officials rather than an inclusive approach that involves civil societies. For example, the ruling elite exclusively developed the 1960 constitution of Ghana (IDEG, 2007). Another example was the Economic Recovery Programme (ERP) under the Military regime of Flt. Lt. Jerry John Rawlings.

To support the position that policy-making in Ghana is non-participatory, Ohemeng (2005); Whitfield (2005) and Conteh and Ohemeng (2009) demonstrate that policy development and analysis in Ghana are driven by politicians, external and international bodies with little involvement of civil societies. Their position takes cognisance of the silent and marginalised majority as well as passive government agents in policy-making. All authors cite the World Bank and the International Monetary Fund (IMF) as the main policy actors in Ghana. In her research on Poverty Reduction Strategy Papers (PRSP) papers in Ghana, Whitfield (2005) found an increasing physical presence of donors in the Ghanaian policy making terrain. Donors have generally extended their agendas into all areas of policy and decentralised their operations. Whitfield reveals that there is limited civil society involvement; lack of interest within ministries; government departments and agencies; and the lack of publications of policy documents. Ohemeng (2005) adds that many policies, especially economic policies, were designed in Washington by the World Bank and sent down to Ghanaian authorities. Participating in policy-making in Ghana is therefore dependent on the issue at stake and who is interested.

Furthermore, the non-participatory approach is contrary to what is seen as good governance because citizen participation in policy-making is central to good governance (McFerson, 2009). Similarly, Gyimah-Boadi (2004) argued that good governance is dependent on the involvement of citizens in the policy-making process as it generates feedback from public policies and improves public sector performance. Considering that policies have critical 'effects on human and social development, policy analysis should be viewed from a historical, social, cultural, economic, political, organisational and institutional context' (Agyepong and Adjei, 2008, p. 150). While the point by Agyepong and Adjei highlights the imbalances in the policy process and exposes the weak civil society engagement in the policy process, there have been a gradual shift in the policy-making process from a non-participatory approach to a participatory approach in the policy-making process from the 1990s (Kpessa 2011), suggesting a realisation of engaging stakeholders in policy-making.

The contrasting position on policy-making has further been expounded by Kpessa (2011), Kpessa and Atuguba (2013) and Mohammed (2015). According to Kpessa (2011), Ghana has seen a shift from bureaucratic approaches to policy-making that

was dominant before the 1990s to a more participatory approach. Mohammed (2015, p. 44) adds that the shift from elitist policy-making to participatory approach is due to constitutional rule because it 'democratises the public policy-making process'. Constitutional rule has given stakeholders the opportunity to be involved in the policy-making process. The opinions held by both Kpessa and Mohammed seem valid as democracy by its nature promotes dialogue and debate. Also, development partners such as the World Bank promote 'plural politics and broad based popular participation' because they are seen as features of good and modern governance (World Bank, 2000).

Central to the participatory approach is the influence and control stakeholders exert on development initiatives and the policy process. Peters and Pierre (2002) describe the participatory approach to policy making as one that involves consultations and direct involvement of citizens. Ackerman and Fishkin (2004, p. 447) add that 'the way to tap into the energy of society is through co-governance, which involves inviting social actors to participate in the core activities of the state'. Ghana seems to recognise this in the last three decades as 'several major national events were organised to promote public engagement in policy making' (Mohammed, 2015, p. 2). The author noted the development of Ghana Vision 2020 as an example of one of these participatory events, which was targeted at upgrading the country to a middle-income status by 2020. In addition, the National Economic Forum and National Economic Dialogue to determine the direction of the economy, and the Ghana Poverty Reduction Strategies I and II to fashion out ways to reduce poverty, as well as the Structural Adjustment Participatory Review Initiative to assess ways to mitigate the social impact of structural reforms were opened for public consultation (IDEG, 2007). The shift in policy approaches is believed to have improved the development and implementation of public policy in Ghana, with examples as the 1992 Constitution and the Reform to the Social Security System (Kpessa, 2011).

Nonetheless, the participatory approach is far from satisfactory because there remain marginalised groups who still suffer alienation. People in government and with authority continue to have an advantage in terms of power and access to information over non-authoritative actors. Mohammed (2015, p. 60) states that, 'together, these

minutiae adversely affect the quality and effectiveness of participation and this throws into question the legitimacy of the democratic governance project in Ghana.'

Mohammed advocates a test of genuineness and effectiveness in participation, which he proposed can be measured by the depth, quality, legitimacy and impact of participation, that is who can participate and to what extent they can participate in policy-making; the participatory techniques employed; the skills, competence and expertise levels of participants; how participants' contributions shape policy decisions; the challenges to meaningful citizen participation in policy-making in Ghana and how can they be resolved (Mohammed, 2015, p. 44). The focus of the literature on policy development and analysis is concentrated on the involvement of stakeholders rather than the bigger picture that considers the underlying factors for policy, the actors, the policy content and values, the implementation and impact of the policy. Having considered the theoretical approaches to policy-making, the next section considers specifically how national book policies are developed.

3.3 Making national book policies

Focusing on national book policies, it is worth stating that the concept of a national book policy differs from one country to another. In development terms, the concept of a national book policy differs from the *developed world* (countries with high per capita income) and the *developing world* (countries with low per capita income). A search on the Internet on what a national book policy is suggests that the concept of a national book policy seems to apply to countries in the developing world because they are deemed to have the need for books. As Zell (2008, p. 187) indicates, Africa was 'largely a bookless society' in 1990s. This was about the same time the United Nations Educational, Scientific and Cultural Organisation (UNESCO) was advancing the case of national book policies to support book development and publishing, and to ensure access to books within individual developing countries. This suggests the need for books and other learning materials as in 1997, UNESCO on its report on Basic Learning Materials indicated that there is a lack of access to schoolbooks and learning materials in most developing countries, which negatively affects educational achievement and social development. The report further indicates the need for

developing countries to have plans for book development and publishing to ensure sustainable provision of schoolbooks (UNESCO, 1997).

To this end, book development advocates in Ghana and other developing countries have increasingly demanded National Book Policies to promote the book sector and solve national book needs (Offei, 1997; Momoh, 1997; UNESCO, 1997; Newton, 1999; Crabbe, 1999; and Darko-Ampem, 2002). As Offei (1997, p. 14) states, 'national book policies help to make publishing decisions and delineate exactly what and how things should be done.' Momoh (1997) adds that a national book policy is 'a plan or course of action directed at a sound approach towards the development of books and the promotion of a healthy national book industry'. Momoh points out the need for government involvement and other stakeholders in the policy process to ensure its implementation. Momoh's views of NBP bear some similarities with UNESCO's, which is more encompassing and explicit on what a NBP seeks to achieve. According to UNESCO (1997), a NBP is a plan developed by a national authority to regulate the development and publishing of schoolbooks and other printed materials; such a policy as indicated by UNESCO should take into consideration other national policies and laws that influence the publishing, printing, distribution and the use of books as well as designating an implementing body to carry out the plan.

The UNESCO definition positions a NBP as a plan for improving the availability of books and other publications for 'educational achievement and social development.' Central to the definition is the coordination of various national policies, laws and regulations that influence book publishing. This is in line with the 'structural dimension' of Cooper, Fusarelli and Randall's policy model. The 'structural dimension' on the model takes cognisance of the role and influence of institutional structures, related laws and policies that influence policy (2004, P. 43-44). In line with the work of Agyepong and Adjei (2008) and Conteh and Ohemeng (2009), both UNESCO and Newton (1999) argued that a NBP must be developed to reflect specific political, cultural, educational, social and economic conditions. However, these issues are beyond the publishers control as they are integral to the developmental state of any country. Therefore, Newton (1999, p. 13) specifically defines a NBP as:

> A legal instrument adopted by the national government, and binding all parties concerned, that recognises the strategic importance of the publishing industry and provides a comprehensive framework – with stated objectives and specific political, economic, fiscal, and legal measures – to govern all activities in the book sector and to guide the actions of all players involved.

The recognition of the book publishing industry as a strategic national industry is compatible with Moore's information policy model, implying that a NBP should fit into a country's overall economy. Also, more explicit in Newton's definition is the involvement of stakeholders in the policy-making process. Similar to UNESCO, Newton (1999) points out that the aim of a NBP should ensure sustainable provision of educational materials over a reasonable period of time.

Newton (1999, p. 15-16) further suggests a National Book Policy should comprise the overall objectives, which should include quantifiable targets that should be sought by government in terms of 'availability of books, access, equity, cost sharing and cost recovery, and overall sustainability.' In addition, the different role of actors should be defined as well as the specific measures pertaining to the socio-cultural environment, including language policies for education. The author adds that measures pertaining to the economic environment, including fiscal incentives, loan guarantee programs, financing responsibility, cost sharing and cost recovery, and subsidies should be addressed and detailed in the policy. With the continuous developing technological environment, Newton also suggests that a NBP must address new and related content (educational content on CD-ROM and on the Internet). Finally, Measures pertaining to the regulatory environment, such as legislation on censorship, tariff regulation (books and inputs for the production process), copyright legislation and legal deposit requirements should be addressed.

From the literature that has been reviewed, a national book policy, which encompasses all the various activities of the publishing process, from manuscript acquisition to the usage of the final product will help foster the growth of the publishing industry. It is also necessary that such a policy will address policies such as education policy, language policy as well as legislation such as copyright and taxation (*see figure 3.1 in the next section*).

3.4 The framework for book policy analysis (figure 3.1)

Having reviewed the literature on the historical development of publishing in Ghana in *chapter 2* and policy development and analysis in the preceding sections, the framework below has been developed for book policy analysis and especially for use in this research to analyse legislation and policies relating to book publishing. The consideration of the various theories of policy analysis provides the theoretical lens for which this research will be carried out.

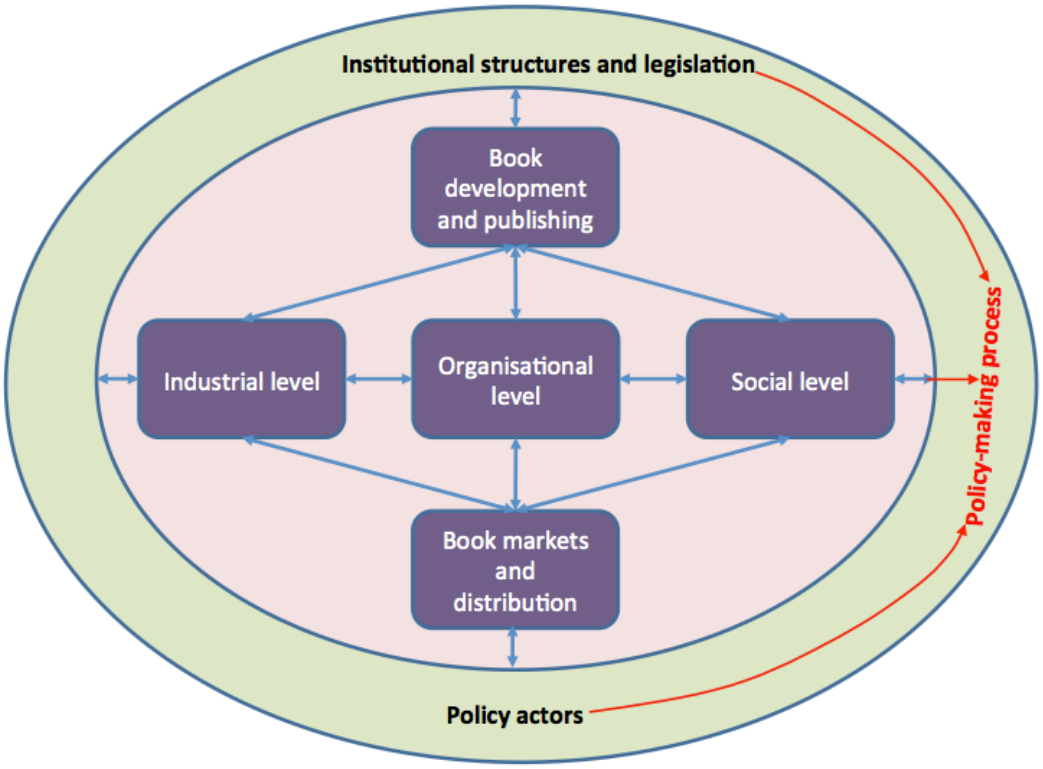

Figure 3.1: Framework for book policy analysis

The framework for book policy analysis illustrates three levels of policy objective analysis along two broad areas: book development and publishing, and book marketing and distribution. These are enclosed in the circle. The three levels of policy

analysis: industrial, organisational and social, with the connecting arrows to the two broad areas of book publishing are pivotal in the development of a coherent set of objectives for the book-publishing sector. The outer circle illustrates the other dimensions in the policy making process and the relationships between these dimensions. It depicts the complexities and interactions involved in the policy making process as discussed in the literature. The use of existing legislation and policy as resources is deemed important as it helps in identifying and clarifying issues that require policy attention. Also, the role of actors is important because they a play a part in identifying strategic policy issues and formulating responses. Finally, the concepts that have been developed and used to devised the framework will be used to analyse policy documents and legislation.

3.5 Summary

This chapter has presented various theoretical models on policy development and analysis. Policy-making is not straightforward and involves various underlying factors, actors, the policy implementation and impact. Specifically, the literature on policy-making in Ghana focuses mainly on the involvement of participants in the policy making process, which is limiting. The focus of this research is on the processes in policy-making, the actors involved, the context for which policies were formulated and implemented, the content or policy values as well the outcome of policies. The nature of this research is to provide understanding of the socio-cultural and economic conditions under which policies were formulated. Also, it is to provide meaning to the values that informed policy-making and implementation. The next chapter outlines the methodology that was adopted for this research in order to address the aim and objectives.

CHAPTER 4. RESEARCH METHODOLOGY

This chapter outlines the research methodology chosen for the completion of this research and the rationale for the decisions made in the process. The first part of the chapter discusses those decisions made in the selection of the study participants, including the selection of policy documents and legislation studied, and the interview participants and the criteria for their selection, and the selection of government-sponsored institutions that were evaluated. The rest of the chapter presents the justification for the research methods that were chosen, namely qualitative content analysis and interviews. These methods were chosen because of the analytical and evaluative nature of this research as well as to corroborate and augment each other for the findings to be triangulated.

4.1 Research context

In the previous chapters, the literature was discussed and the major gaps, particularly the lack of research into book policy analysis was highlighted. Very little is known about the current state of government-sponsored institutions, the role of law and policy in supporting publishing development in Ghana and also about the experiences of the various stakeholders that were involved in the formulation of policy. Whilst the main focus of this thesis is on investigating and upgrading knowledge on the role of law and policy on publishing development and the current state of government-sponsored institutions, it is also the first to analyse book policies, how they were developed and the experiences of stakeholders in the development of these policies. This thesis therefore aims to develop a detailed picture of the context for policy, the stakeholders that were involved in policy-making, the values or issues policies sought to address and the implementation of law and policy, which requires analysing policy documents and interview recordings of stakeholders.

The research was conducted in Ghana, mainly in the Greater Accra and Ashanti regions. The specific cities in which this research was conducted are Accra in the Greater Accra region and Kumasi in the Ashanti region. A number of factors were taken into consideration in choosing the two sites. Firstly, due to the research aim and objectives, it was important for the site to contain the study population. Accra is the

seat of government and home of policy makers, which makes it the obvious site for this research. In addition, all government-sponsored institutions that support publishing development are located in the capital Accra. Choosing any other site would have been problematic in collecting and getting the data that was required from policy-makers and stakeholders in publishing development. Secondly, there was need for the site to contain publishing houses. Again, from the Directory of the Ghana Book Publishers Association (GBPA), which the researcher had access to in 2013, Accra had the most publishing houses in the country with few in Kumasi *(see appendix 1)*. Although Kumasi has fewer publishing houses, it is also the home of the only university in Ghana that has a Department of Publishing Studies, which is responsible for training personnel for the book industry. This is important as it is necessary to collect data from the only institution that trains personnel for the industry.

The next sections present a discussion of the approach that was adopted for this research, including a reflection of the entire research process.

4.2 Research approach

The research approach adopted for this study was influenced by the research aim and objectives, and the findings from the literature that was reviewed. The literature that was reviewed as part of this research process was useful in the sense that it supported in identifying current research findings, knowledge and ideas that have been established on book development and publishing in Ghana. Areas that were focused on are the historical developments that led to book publishing in Ghana, institutions, law and policy, and policy analysis. Using the scope for the research, some key words were identified and used to conduct the literature search (*see table 4.1*).

Table 4.1: Search terms

Core Key terms	Alternative terms	Related terms/concepts
Publishing law and policy	Regulatory environment, Legislation, legal instruments	Copyright law, legal deposit requirements, national book policy, authors rights, tariff regulations
Book publishing	Textbook publishing, general book publishing, book industry, book history, consumer book publishing, non-consumer book publishing	Literary creation, print culture, book production, book distribution, circulation of books, financing book publishing
Institutional structures	Specific name of institutions: Ghana Book Development Council, Ghana Universities Press, Bureau of Ghana Languages	
Ghana	Gold Coast	

The searches were conducted using general Internet and specialist database resources as well as *WorldCat*. Subject specific database such as the *LOGOS* database was a useful resource. Other specific resources that were used to find literature are academic books, print journals, online journals, research reports, legislation and government publications. Google Scholar was used for narrow searches and scholarly publications as Google search returned many hits and only produced little authoritative literature. A number of useful websites were also identified. These include the World Intellectual Property Organisation, WIPO (*www.wipo.int*), Ghana Statistical Service, GSS (*www.statsghana.gov.gh*) and Ghana Book Development Council, GBDC (*www.gbdc.gov.gh*). Finally, a visit was made to the Oxford Brookes University library which holds a collection of grey literature on publishing in Africa. The African publishing Review newsletter, the Bellagio Publishing Network newsletter, pamphlets and books on commissioned reports by APNET and donor agencies were particularly useful.

Using advanced search, Boolean commands such as AND and OR were used to link terms to either narrow or broaden the search. Search engines do not automatically search for derivatives, so an asterisk* was inserted at the end of the stem of a word.

The findings from the literature that was reviewed in both chapters 2 and 3 were used to develop a framework for book policy analysis.

4.3 The framework for policy analysis

As indicated in chapter 3, the framework for book policy analysis (*see figure 3.1*) was used in this research. The use of the framework provided a structure for the reporting of the research findings; clarified the concepts or categories that emerged in the analysis of the data, and also demonstrated the theoretical assumptions that were adopted for this research (Punch, 2005). The use of the framework in this research was informed by the post-positivist position of critical realism and constructionism. As a methodological approach, critical realism is deeply rooted in our understanding of reality and that we are able to change the social world 'if we identify the structures at work that generate those events and discourses …' (Bhaskar 1989, p. 2). While critical realists recognise that there is a distinction between the 'world and our experience of it' (Sayer 2000, p. 11), they also suggest an understanding of the context in which mechanisms operate to produce an observed regularity in the social world as important in the research process (Sayer 2000, p. 25).

In the context of this research, the use of the framework is compatible with critical realism. Firstly, the use of the framework provided the avenue to explore and understand levels (industrial, organisational and social) at which book policies were pitched at the two key areas of publishing development; book development and publishing, and book markets and distribution. This was particularly useful in identifying and analysing policy objectives that have been set out in the policy documents. It became possible to analyse the intended outcome of policy and the different activities set out in the policy to achieve the overall goal. It was also useful in uncovering the underlying factors for policy formulation at the three levels. Secondly, the use of the framework enabled the researcher to evaluate the policy making process, that is, who influenced the policy, who was involved in the policy making process, and what existing law and legislation influenced the book policies that were developed as well as the experiences of the various stakeholders in the formulation of policy. The use of critical realism therefore offered a balanced approach to this research. This is summed up in the words of Sayer (2000, p. 11) that

‘Critical realism provides an alternative to both hopes of a law-finding science of society modelled on natural science methodology and the anti-naturalist or interpretivist reductions of social science to the interpretation of meaning’. Robson (2011, p. 38) adds that it ‘offers an emancipatory approach to research.’ By adopting this approach, the researcher was not limited to only the use of theory but has used both theory and empirical research to provide a broad explanation of book development and publishing, and the context within which government-sponsored institutions were established, and law and policy were formulated and implemented in Ghana.

4.4 Data collection

This section discusses the process of recruiting study participants and the practicalities of collecting data. It describes how consenting interviewees and the various stakeholders were approached and the difficulty in fitting the interviews in their busy schedules. The interviews took place between July 2014 to September 2014. In total, 16 hours and 15 minutes of interviews were recorded.

Table 4.2: Summary of interviews, with dates, conducted for the research

July – September	Institution/interviewee	Place of interview	Duration of interview
21/07/14	Ghana Book Development Council	Ministry of Education (MoE)	01:08:51
21/07/14	Curriculum Research and Development Division of Ghana Education Service (GES)	Office of interviewee, MoE	00:52:46
22/07/14	Procurement office at MoE	Office of the Interviewee, MoE	01:07:32
23/07/2014	Ghana Universities Press	GUP	00.59.00
24/07/14	Department of Publishing Studies, KNUST	Office of Head Of Department	00:58:44
27/07/14	GPC	Office of Manager, GPC	00:54:57
28/07/14	Ghana Book Publishers Association (GBPA)	Office of President of GBPA	01:49:47
30/07/14	Ghana Printers and Paper Converters Association	Office of President of GPPCA	01:00:11
4/08/14	Ghana Library Authority (GLA)	Office of Director, GLA	00:55:58
6/08/14	Children's Literature Foundation (CLF)	Office of Director, CLF	00:46:37
6/08/14	Ghana Booksellers Association	Office of Representative	00:56:00
11/08/14	Bureau of Ghana Languages (BGL)	Office of Deputy Head, BGL	00:51:00
12/08/14	CEPS	Office of the Interviewer	00:35:39
15/08/14	Internal Revenue Service	Office of interviewer	00:34:45
20/07/14	Copyghana	Office of Director, CopyGhana	00:59:49
26/07/14	Copyright office	Office of Director, Copyright office	00:55:00
05/09/14	National Union of Ghana Students (NUGS)	By Telephone	00:30:10
08/09/14	Ghana Association of Writers	By telephone	00:29:55

4.4.1 Recruiting interview participants

In selecting the study participants, a number of factors were taken into consideration. To begin with, the overall aim and objectives of this research has guided the study design. The use of critical realism and the framework that was developed to analyse book policies has further guided this research in many ways, from the selection of participants, data collection procedures to the analysis of the data. The criteria for the selection of both policy documents and the study participants was mainly through purposive sampling. This means that only those stakeholders who are deemed to be able to provide the best information, and the sources for related documents were selected. As Denscombe (2003, p.15) argues, purposive sampling allows the researcher to use their knowledge and expertise to make judgment in selecting specific units and individuals that will represent the population under the research. Even crucial in achieving the research aim and objectives is the choice of the participant. As Given describes, 'who a person is and where he is located within the group is important … one well-placed articulate informant will often advance your research far better than any randomly chosen sample of fifty' (2008, p.1). Therefore, stakeholders who were involved in policy-making and implementation, and those who might otherwise be affected by policy were the targets for this research. In addition, the researcher used her professional relationship with publishers and other stakeholders to recruit interviewees. Interviewees were recruited on the basis of their institutions of work and positions; and as well as being participants of the policy-making process; and also members of book publishing. Participants that were recruited for the interviews came from the following categories:

Ministry of Education

The Ministry of Education (MoE) is the body of government that has been mandated to provide relevant education to all Ghanaians. The choice of the MoE as a study participant is appropriate because it is responsible for the formulation and implementation of policies that would ensure quality and accessible education to all Ghanaians (MoE, 2006). It is the responsibility of the MoE to ensure that there is adequate provision of facilities and resources, including the availability of, and access to schoolbooks to facilitate teaching and learning. Some government-sponsored agencies for publishing development; the Ghana Library Authority and the Ghana Book Development Council are under the MoE. In accordance with the research aim

and objectives, these government-sponsored institutions for publishing development were the target participants of this research and were interviewed.

Other government-supposed institutions

Government-sponsored institutions for publishing development, including the Ghana Publishing Corporation and the Bureau of Ghana Languages were established to support publishing development in the country. Other related institutions are the copyright office, the Department of publishing Studies (KNUST), Children's Literature Foundation (CLF), Internal Revenue Service (IRS) and the Customs, Excise and Preventive Service (CEPS). The heads of these institutions run the operations of their respective institutions and represent them in the decision-making, and were therefore deemed appropriate as interview participants.

Sector associations

Sector associations are organisations within the publishing sub-sector that oversee the interests of their group. These are the Ghana Book Publishers Association, the Ghana Association of Writers, the Ghana Printers and Paper Converters Association and the Ghana Booksellers Association. The associations provide support for their members on issues of policy and unfair trade practices, and might have been involved in policy-making.

4.4.2 Access to policy documents and legislation

To access documents, an introductory email, introducing the researcher and explaining the purpose of the research was sent out to key informants. Informants in the following institutions were contacted because they were seen to be in a position to help the researcher to gain access to relevant documentation. In addition, the researcher made use of libraries, Lexis Nexis and the Internet to search for publicly available policies and legislation. The institutions that were contacted are:

Offices of sector associations such as the GBPA
GBDC
Office of the National Media Commission, Ghana
The Copyright Office, Ghana
The WIPO Website

Websites of relevant institutions and sector associations
Ministry of Education
The Ministry of Justice and Attorney General
The National Procurement Board

The policy documents selected were analysed using qualitative content analysis, discussed in the next section.

4.4.3 Qualitative content analysis

As will be argued, the research aim and objectives lent themselves particularly well to the application of content analysis and interviews. The combination of these two methods allowed findings from the content analysis to be explored further and clarified. The use of interviews in particular was intended to corroborate and augment evidence from documentary sources. The use of qualitative content analysis in this research has been appropriate as it allowed the examination of relevant policy documents and other supplementary documents that were found in relation to the research objectives. Originally, content analysis was considered as mainly quantitative. For example, the definition of content analysis provided by Holtsi (1968, p. 608) claims that it is 'any technique for making inferences by systematically and objectively identifying special characteristics of messages.' Similarly, Neuendorf (2002, p. 1) views content analysis as ' the systematic, objective and quantitative analysis' of data. However, there are concerns on the objective perspectives in research. As Krippendorff would challenge the objectivity in content analysis, the author contends that it is 'a research technique for making replicable and valid inferences from text (or other meaningful matter) to the contexts of their use' (2004, p. 18). The context could include 'the purpose of the document as well as the institutional, social and cultural aspects' (Robson, 2011, p. 349), making it subjective and suitable in terms of the qualitative nature of this research. More specifically, Berg (2007, p. 307-308) makes a strong case for use of content analysis in qualitative research as:

> The 'counts' of textual elements merely provides a means for identifying, organising, indexing and retrieving data. Analysis of the data once organised according to content elements, should involve consideration of the literal

> words in the text being analysed, including the manner in which these words are offered.

Similarly, Bowen (2009, p. 32) is of the view that 'documents include more than transcriptions of interviews' and recommends content analysis that excludes 'the quantification typical of conventional mass media content analysis.' In addition, Hsieh and Shannon (2005, p. 1278) define qualitative content analysis as 'a research method for the subjective interpretation of the content of text data through the systematic classification process of coding and identifying themes or patterns', making it ideal for this research. It allowed the researcher to study the words of the text and to understand better the perspectives of the producer of these words. The content analysis of policy documents in this research was both manifest and latent; it considered both the elements that are physically present and also interpreted the underlying structures in the physical data.

The structure of the policy documents further lent itself to deductive analysis of qualitative content analysis as concepts were easily identified before the commencement of the main analysis (Mayring, 2000). This means that employing inductive analysis, which uses inductive reasoning to enable the generation of categories and themes through careful examination and constant comparison, would have resulted to a duplication of categories and a waste of time. Rather, deductive content analysis is used 'when existing theory or prior research exists about a phenomenon that is incomplete or would benefit from further description' (Hsieh and Shannon, 2005, p. 1281). Similarly, Berg (2001) argues that generating concepts or variables from theory or previous studies is equally appropriate in qualitative research. This makes the deductive approach more appropriate for this research, as concepts were devised from the literature and policy documents.

4.4.4 Coding and developing categories

The analytical procedure follows the deductive category development approach to content analysis. Using various theoretical frameworks for policy development and analysis, including specific requirements for developing national book policies that were reviewed in the literature, some key concepts were identified and used to form coding categories (*see appendix 3*). Coding of documents was started using the

predetermined categories. As Miles and Huberman (1994, p. 57) indicate, 'coding is analysis' as coding synthesises and dissects texts meanings, at the same time keeping the links between the parts intact. Saldana (2009, p.3) adds that, 'a code represents and captures a datum's primary content or essence'. In developing the categories, the preamble of policy documents, and the aim and objectives of policy were used to form predetermined codes on the underlying context for policy formulation. Also, the list of institutions and persons involved in policy development was used to determine who was involved in policy making and the policy approach, whether it was participatory or non-participatory. Finally, the main body of the documents and the headings, in addition to the aim and objectives of the policy, were used to determine the values that were addressed in the policy as well as the implementation of policies.

These categories were input into the NVivo data analysis software. The use of NVivo in particular has been useful in organising data into the categories and themes. Also, it made it possible to examine the relationships of the themes. To begin with, the project was set up and available policy documents were imported into the software. Using the book policy analysis framework that was developed for this research, it became easy to develop themes from the categories and identified gaps and issues that were not considered and captured in policies.

4.4.5 Conducting face-to-face interviews

As a method, interviews are a 'conversation with a purpose' (Berg 2007, p. 89). Interviews with stakeholders were used to elicit their views on general issues of publishing development, including the work of government-sponsored institutions, policies and the entire policy-making process: rationale for policies, values and their experiences behind the formulation of policies. Semi-structured interviews were conducted with stakeholders, as it gave the researcher the flexibility to explore and probe further into respondents' responses (Berg, 2007). The use of interviews has been appropriate in this study because it enabled the exploration of the individual experiences of various stakeholders on policy in the Ghanaian book publishing industry. Both focus groups and the Delphi Technique (*see table 4. 3 below*) were considered unsuitable because they focus on the collective opinions of participants. However, considering that the various stakeholders have their own personal interest in relation to policy, it might be difficult to reach a common consensus. In addition, it

would be problematic to gather all stakeholders in the research at a suitable time and venue, and they may not want to share personal experiences in the presence of their competitors.

Table 4.3: Comparison of data collection tools (Hennink, Hutter and Bailey 2011, p. 54) and (Linstone and Turoff 1975)

	One-to-one interviews	**Focus group interviews/discussion**	**Delphi Technique**
Objective	To identify and explore individual perceptions, beliefs, feelings and experiences on a specific matter	To identify a range of opinions or collective views on a specific issue; discussion of a topic; requires a facilitator	Involves a structured interaction among a group of experts; allows a group of individuals to deal with a complex problem
Research instrument	Interview guide	Discussion guide	Expert panel
Advantages	Provides a deeper understanding of social phenomena; Gain in-depth information, identify personal experiences, useful for sensitive issues,	Group interaction provides a range of issues and opinions, discussion provides details, justification and clarification; a lot of information collected quickly, identify all issues quickly; generates rich understanding of participants experiences and beliefs	Group interaction, common consensus, anonymity
Disadvantages	No interaction or feedback from others, individual perceptions only, multiple interviews needed to identify range of issues	Less suitable for personal experiences; managing group dynamics	Time consuming to coordinate and manage, less transparency as compared to face-to-face interactions

Prior to the interview dates, both emails and phone calls were used for correspondence to get through to interviewees to schedule the date, time and place for the interviews to take place. Hitherto, consent forms and information sheets had been sent to interviewees to inform them about what the research is about, what it would be used for and how the interviews would be presented in the final thesis. After a schedule with each of the interviewees was agreed on, the schedule was adhered to and the researcher made the appointments. At the start of the interviews, the researcher introduced herself and the aim of the research. The questions were sequenced by grouping them into themes, which made it easy to move back and forth between topics (*see appendix 2*).

Interview data by their nature come in audio forms, therefore the interviews were digitally recorded, with informed consent of the interviewees. However, an interviewee, without giving any reason declined to have his interview recorded. Nonetheless, the researcher still went on with the interview, whilst taking notes of key points which the interviewee was more comfortable with. The notes were written under the appropriate categories of the interview questions making it easier to analyse. In addition, the researcher encountered other difficulties during the collection of interview data. Time was a major constraint, as most interviewees had to reschedule on a number of occasions. Some had forgotten the appointments, due to their busy schedules, only for the researcher to get there and meet their absence. However, when the interviewees were settled for the interviews, the reception was warm and they were forthcoming with their responses. All interviews were carried out in the offices of interviewees, and in some cases, other staff were present, which was disruptive because they had clients to attend to who came in and left the office during the interview process. In those cases, the interviews had to be paused at various intervals as the interviewee had to address some of issues that were brought in by clients. Despite these interruptions, the researcher was able to complete the interviews and also the interviewees addressed all issues that were raised.

Also, not all interviewees were able to grant interviews during the visit to Ghana for data collection, however, they were happy to provide email addresses and phone numbers, which the researcher used to contact them for interviews. The use of telephone interviews was helpful, however, it was difficult to determine the body

language and expressions of the interviewees and to match them with their responses. Despite this, the interviewees answered the questions and their responses were used in the analysis.

4.5 Ethical considerations

In line with procedure in conducting research involving human participants, and in ensuring the research met with the Loughborough University ethical policy, an ethical checklist was completed before the commencement of the interviews. The purpose of the checklist is to ensure that research involving human participants complies with the committee's standards. Furthermore, consent forms and information sheets (*see appendix 5*) were explained to participants that were recruited for the interviews. The forms provided sufficient information about the research in a comprehensive manner, including reasons for recording information. In compliance with the checklist, participation was voluntary; no incentives were given for participating; anonymity, that is the identification of participants, has been protected as agreed with participants. Although a list of institutions interviewed has been added to the thesis, the names of interviewees has been omitted to ensure anonymity. Finally, the researcher ensured that all data records are kept confidential at all times.

4.6 Analysis of interview data

As Hutchby and Wooffitt (1998) indicate, transcription is an initial step in the analysis process. When the interviews were completed, the recordings were downloaded into a computer. During the transcription, the recordings were slowed down to a reasonable speed that allowed the researcher to type. The transcripts were then imported into the NViVo software of data analysis. Similar to the analysis of policy documents, the interview data was analysed using both structural coding and pattern coding. As Saldana (2009) indicates, structural coding can be applied in exploratory semi-structured data gathering techniques with multiple participants, as is the case for this research.

Using structural coding, the research identified any emerging 'codes' and differences from all responses of all 18 interviewees. After the initial coding, the researcher then used pattern coding to identify patterns in the data and interviewees' perceptions of

policy and policy making, and the values and principles embedded in policies. In addition to coding, memos were used to document and reflect on the coding process, how the process of inquiry is taking shape and the emergent patterns. The memos were then incorporated into the analysis or used to build new codes. The themes that have emerged from the analysis have been discussed in chapters 5, 6 and 7.

4.7 Summary

This chapter has presented an explanation and analysis of the research methods that were adopted for this research as well as a reflection of the research process. An explanation and analysis of how the methods were used to examine the research aim and objectives was presented. The ethical procedure that was followed to carry out the interviews was explained, and the limitations that arose from the data collection stage were also presented.

The analysis and discussion of the results from the research will be presented across the next three chapters. As the analysis of policy documents and legislation was carried out before the undertaking of the empirical research, firstly, Chapter 5 will be presented by analysing and presenting the discussion of relevant legislation and policies. Following this, Chapter 6 will evaluate and present the discussion on the successes and challenges of government-sponsored institutions, and finally, Chapter 7 will explore, analyse and present the discussion on the policy development process and challenges that are associated with the implementation of policy.

CHAPTER 5. ANALYSIS AND DISCUSSION OF RESULTS 1

This chapter presents the findings from the analysis of both legislation and policies relating to book publishing in Ghana. The documents chosen and analysed are in line with objectives 3 and 4; *to identify law and policy relating to book publishing in Ghana, and to consider and analyse the content of policy documents relating to book publishing*. The documents that were analysed are the copyright legislation, the Book and Newspaper Registration Act, trade related policies and legal issues, and book policies.

The first part of the chapter presents an analysis on the practice of the copyright law and its implications for publishing development in Ghana. It explores the relevance of the law, its impact and the challenges that are associated with enforcing it. The second part of the chapter explores trade related policies and how they influence publishing development, and the final part of the chapter provides the context for which book policies were formulated and the values that were addressed in the policy.

As will be argued, the business of publishing is a chain, which involves many stakeholders. The book publishing industry comprises all the various components of book development; the author who writes the manuscript, the publishers who are entrepreneurs and who use their resources to develop the manuscript and market the books, the design and illustrators, the printers and the book sellers. Copyright therefore is of interest to stakeholders in publishing for a number of reasons. Firstly, at the heart of book publishing is the author whose intellectual property is exploited. There is also the publisher who invests resources, including financial, time and technical know-how to turn the author's intellectual property into a tangible, physical product, which can easily be copied (Jones and Benson, 2011), making a case for some rules for its operation to protect authors' works as well as the publisher's investment. As Feather (2003) indicates, publishing requires some legislation to create a stable environment for its operations. The next two sections present a review of legislation, from an international perspective to Ghana's national law.

5.1 International copyright

There are variations in copyright law from country to country, however, two world views are held. On one hand is the perspective of copyright held by the content industry as a property right and the other perspective held by users that it was established to benefit society (Lipinski, 2011). Depending on the jurisdiction, the law could favour the content industry more than the user or vice versa. For instance, Jones and Benson (2011) contend that copyright is considered a natural right for content creators and producers in Europe, with a focus on protecting the investment made by the creator. Despite these variations, 'the basic pattern of copyright is fairly constant' (Feather, 1993, p. 17), thereby making it easy for harmonisation and standardisation at the international level. Although the World Intellectual Property Organisation (WIPO) has made efforts to harmonise and standardise the provisions of the international variations in the law, it is left to countries to tailor the provisions in their law as deemed ideal, which has consequently created limitations in the practice of the law. For example, the Berne Convention only provides minimum requirements regarding eligible works, rights of authors, limitations and exceptions as well as the duration of protection. This means that, by the minimum standards, national laws could go beyond the provisions in the Berne Convention.

This brings to the fore the difficulties in the practice and enforcement of the law. A striking feature of copyright material is that it is not confined to a single place. A book sold in one country can be sold in another country. Even more illustrative, a whole book can be reproduced easily due to the advancement of technology. The legality in this practice is debatable. While such an action will be deemed as illegal in some jurisdictions, it may be justifiable in others as satisfying the need for access to resources and knowledge. Therefore, there is a need to find the *elusive balance* between owners and producers of content, and the end users.

Reflecting on the historical developments of copyright, it must not be forgotten that it developed in the middle of the 19th century in Europe, specifically Britain, France and later across the Atlantic, in the USA. International copyright law subsequently developed through bilateral agreements between individual countries and finally through a group of countries in 1886, which came together to sign a multilateral

agreement that would ‘establish minimum standards of copyright protection’ (Owen, 2010, p. 5). However, not all countries, in particular the USA and Russia, were able to sign the Berne Convention due to their domestic laws, resulting in another general treaty, the Universal Copyright Convention of 1952 (Jones and Benson, 2011). The principle of both treaties is based on national treatment, with contracting states required to protect works subject to copyright laws of signatory states within their own jurisdictions (Berne Convention, 1886; Universal Copyright Convention, 1952). While the principle of reciprocal treatment sounds simple, it comes with challenges in practice.

Whilst the fundamentals of copyright law explained in preceding paragraphs may be easy to understand, the problem lies in the enforcement of the law which has always been difficult. Although authors go into contract with publishers to have their works published, the contract is usually defined to exploit the author’s intellectual property in a specified manner (Feather, 1993). However, a work may be reproduced in several other forms, which attract related rights or subsidiary rights. This means that any other reproduction of the work without permission of the rights owner is breaking the law and this act of reproduction is popularly known as piracy. Undoubtedly, piracy is common in many parts of the world, and even so with technological advancements, with so much justification giving to the illegal reprinting of books, particularly in the third world countries (Mahama, 2012). The justification stems from a lack of access to academic materials. According to Feather (1993), third world countries justify unauthorised copying and piracy of academic materials because of the two reasons of their adoption and dependence of the western form of education, and the lack of scientific and industrial ability to produce academic and scientific materials then.

It would appear that the concerns and arguments made by third world countries were taken into consideration by first world countries, because ‘a further significant development of relevance to rights dealing’ was introduced through the 1971 Paris Amendments to both the Berne Convention and the UCC (Owen 2010, p. 5). The basic principle of the Paris Amendment is that a publisher in a developing country has the right to translate, broadcast or reproduce any work which is needed for educational purposes in that country (Berne Convention, 1971). However, a procedure was set out in the Paris Amendments for publishers in developing countries to follow

in order to obtain rights from rights owners. Firstly, member states of the Berne Convention were obliged to ratify their national laws in compliance with the Paris Amendments. The purpose of this is to enable them apply for compulsory or reprint licences in educational or academic works published by publishers from First World countries, thereby making educational materials accessible. However, to acquire a compulsory licence, applicants must provide evidence of their inability to contact the copyright owner for an ordinary reprint licence or they have been refused a licence without adequate reason or even granted one on unfavourable terms (Berne Convention, 1971). There is indication that copyright owners of works of educational and academic materials in the more affluent countries are complying with the Paris Amendment. According to Owen (2010, p. 6), 'it is an undoubted fact that more voluntary licences have been granted to publishers in the developing countries since the introduction of these provisions', perhaps an indication of publishers or right owners wanting control rather than giving control to local authorities.

Furthermore, technological advancements have led to new treaties that would help to surmount the challenges that arise with these developments, and could also be interpreted as giving copyright owners more control. Although the Berne Convention has been revised periodically over the years, it has become increasingly necessary for legislation to tackle the challenges of the digital environment. In 1996, the WIPO Copyright Treaty and the WIPO Performance and Phonograms Treaty were produced. Focusing on the 1996 WIPO Copyright Treaty only, Jones and Benson (2011, p. 263) write that the treaty:

> Has gone a long way towards meeting the need for a flexible right of reproduction, a workable right of communication to the public, including making available via digital networks, modern fair dealing exceptions and provision for liability (or not) of intermediaries such as communication companies and service providers, together with some agreement on anti-circumvention measures and remedies generally.

The 2005 Copyright Act of Ghana, which will be discussed in next section, took cognisance of the WIPO Copyright treaty as well as the Agreement of Trade-Related Aspects of Intellectual Property Rights (TRIPS) agreement of 1994. Although, the

TRIPS agreement sets out the requirements for the protection of the various intellectual property, its main focus has been on intellectual property remedies with an outline of provisions for the minimum compliance standards for member states to comply by the initial deadline of 2000. It has become apparent that Ghana and other developing countries had no concerns for the copyright requirements, as Ghana has ratified its law accordingly. Rather, there were concerns on access to medicine by developing countries, which were addressed at the Doha Declaration.

5.2 Copyright in Ghana

Before the new Copyright Act 2005 was passed, two copyright laws were repealed. The Copyright Act 85 of 1961 was repealed and replaced by PNDC Law 110 in 1985. The enforcement of Act 85 was beset with difficulties, including 'manipulation, abuse and misunderstanding of what it was all about' (Asamoah-Hassan and Bannerman, n.d). These problems give the indication that Ghana embraced the concept of copyright law rather early. Simply, embracing international copyright law in1961 was rather early for a country with virtually no indigenous publishing. As discussed in chapter 2, formal education and publishing were introduced in Ghana by British colonial administrators. Ghana at the time had no scientific and industrial infrastructure to produce educational materials, therefore the reliance on resources produced from Britain and other countries with advanced scientific and industrial capacity. It was therefore unnecessary for Ghana to embrace international copyright protection in the 1960s because it had not produced any copyright works to protect. Also, the problems that arose with the enforcement of the copyright law of 1961 and PNDC Law 110 in 1985 demonstrate a lack of understanding of the fundamentals of international copyright law. Rather, the law could be considered as an attempt by Ghana to deny itself of access to resources and knowledge. Pushing copyright protection on Ghana and other less developed countries which could not compete with the developed world then, was considered an attempt to deny them access or only grant access at a price 'they could not afford' (Feather, 1993, p. 21). Perhaps, although debatable on ethical grounds, following the examples of countries like China and Vietnam which acceded to the Berne Convention as late as in 1992 and 1995 respectively might have increased Ghana's access to educational and academic materials.

Nonetheless, in 1985, PNDC Law 110 was passed and Act 85 was repealed. Despite this law making provisions for literary, artistic, musical works and other copyrighted works, rather interestingly, there was the contentious issue between the Musicians Union of Ghana (MUSIGA) and authors on the ownership of the copyright office. Asamoah-Hassan and Bannerman (n. d) report that MUSIGA consequently took over the office and denied other right owners access. The concept of copyright in the country became associated with musicians, re-enforcing the lack of understanding of the law at that time. Consequently, PNDC Law 110 made no any positive impact on authors and publishers, and piracy became rampant. An example was cited of an author who had his book reprinted by a printer and sold on the market without his consent, and how he tried to no avail to stop the printer, and when he finally sought legal counsel was paid a discouraging token amount of money (Adusei, Anyimadu-Antwi and Halm, 2009). PNDC Law 110 failed the publishing industry, as the evidence still points to a lack of understanding of the law and abuse of the copyright office. There was no legal instrument to support the practice and enforcement of the law.

As argued, the Copyright Act 85 of 1961 and PNDC Law 110 were irrelevant to publishing development in Ghana, however, the passing of the Copyright Act 2005 (Act 690) might be timely. The indigenous publishing industry has seen considerable growth from the start of the 21st century. This has two implications for publishing development. Firstly, it can be argued that Ghana now has a considerable number of both authors and publishers, for which the argument made by Samuelson (2010, p. 1176) below might benefit the book publishing industry in Ghana.

> 'A well-functioning copyright law carefully balances the interests of the public in access to expressive works and the sound advancement of knowledge and technology, on the one hand, with the interests of copyright owners being compensated for uses of their works and deterring infringers from making market-harmful appropriations of their work, or the other.'

Copyright Act 2005 takes cognisance of the benefits of a well-balanced copyright system. It sought to provide sufficient protection of copyright works as well as being compliant with all international treaties the country has acceded to, including the 1886

Berne Convention, the 1996 WIPO Copyright Treaty and the WTO TRIPS Agreement. The scope is broader as compared to the repealed Acts and it gives recognition to cultural expressions as well expressions of folklore, which are also particular areas of knowledge in the country. The protection of folklore in particular, however, has been a matter of debate. Expressions of folklore are ancestral traditions and heritage of the people of Ghana, therefore vesting the rights of folklore in the president of Ghana could be considered as an attempt to alienate people from their own traditions. Whilst it seems justifiable to prevent foreign exploitation of expressions of folklore, charging Ghanaians for use of what belongs to them, as stipulated in the law, is synonymous to asking them to pay for their heritage. Also, the law and its legal instrument did not provide any guidelines on how to define and identify such works, and there is no evidence so far to the effectiveness of protecting national folklore. This raises the question of the level of involvement of all stakeholders during the formulation of the law, however, the evidence indicates that most stakeholders were invited to participate in formulating the law, among them were WIPO and the International Publishers Association (IPA). Users, in particular libraries, were not involved in the initial consultation until complaints were made by authors and publishers, which finally got them involved (Asamoah-Hassan and Bannerman, n.d).

Further, the focus of the law aligns with those of the common law traditions – the focus is on protecting owners of literary, artistic and musical works and the general provisions of the Act are consistent with all international treaties (Berne Convention, UCC, TRIPS and WCT). Obviously, the provisions on exceptions and limitations are of interest to users, however, the provisions in the law do not adequately support access to resources and knowledge sharing. For example, for libraries, the law allows them to make single copies of a work for archiving, and ‘solely for the purpose of study, scholarship or private study’ without the authorisation of the right owner (Copyright Act, 2005). In instances when the library requires an extra copy, permission has to be sought from the copyright owner. This could turn out to be overly bureaucratic and cumbersome.

Although the law excludes public benefit works such as laws, court decisions and news items from copyright protection (Copyright Act 2005), the only explicit

limitation in the law is the duration of Copyright. For instance, the duration of copyright works in literary work as spelled out in article 12 (1) of the law is the life of the author plus 70 years after their death in accordance with the TRIPS agreement rather than the Berne Convention, and exist in perpetuity in works of expression of folklore. It seems that the longer duration of copyright was chosen in consideration of the positive impact of encouraging creativity. However, critics have argued that the longer duration rather stifles creativity. By this provision, works of authorship enter the public domain after the term of protection expires. However, moral rights exist in perpetuity and shall be enforced by the author during their lifetime and by their successors after their death. Another exception and limitation of copyright, which is expressed in Article 2 of Act 690 is the exclusion of facts, ideas, concepts and procedures from copyright protection, that is ideas and facts are known by the public and therefore free for everyone to use. Rather, the expression of the ideas or facts such as the author's own words in a text or the manner in which data is arranged for compilation.

One crucial provision to developing countries, which the Act did not consider is the provision for compulsory licence in the appendix of the Berne Convention (Berne Convention, 1971). The provision allows publishers in developing countries to acquire licences from publishers in the developed world to publish books that are required for educational purposes, which otherwise are not available on the market of that country. This is important as it might have opened up more publishing opportunities for Ghanaian publishers, either through collaboration or by acquiring licences.

5.2.1 Copyright infringement and enforcement provisions

Ghana's copyright law takes cognisance of technology. It provides for the protection of computer programmes. In addition, under enforcement provisions, Article 25 of the law allows for the use of a security device for sound and audio-visual recordings. In spite of this, copyright has been and continues to be challenged by technological advancements. For instance, computer networks have made unauthorised copying and distribution such as peer-to-peer file sharing a threat to the hard work of authors and the financial investment of publishers. According to the copyright law of 2005,

copyright infringement occurs when an act contrary to the economic and moral rights of the author takes place. In terms of enforcement, the law allows for the use of TPMs. It also provides for civil remedies such as damages, injunction, seizure and the destruction of infringing materials.

5.2.2 Formalities: notice, registration and deposit

As the Berne Convention and the WTO TRIPS agreement stipulate, copyright is automatic and does not require any registration or placement of notices on copyright works. Samuelson (2010) points out that the absence of formalities in copyright eliminates any unreasonable difficulties in obtaining protection. Accordingly, copyright protection of a work in Ghana is not dependent on copyright registration. Article 39 (4) of the copyright law of Ghana stipulates that authors and creators of copyright works are not require to register their works because their works are protected automatically. However, the copyright law further states that, for the purposes of maintaining a record of works; as a means for publicising the rights of copyright owners and as *prima facie* of ownership of intellectual property (Article 39 (2)), copyright owners may submit their works for registration at the Copyright Office (Article 39 (3)). As Samuelson (2010) notes, registration makes it easy for licensing as people who are interested in a work could contact the copyright registry for information about the copyright owner, however, this could be confused with legal deposit which will be discussed in the next section. The next section considers the Book and Newspaper Registration Act, which regulates book deposit in Ghana.

5.3 Book and Newspaper Registration Act (1961)

The Book and Newspaper Registration Act (1961) is the legal deposit legislation of Ghana. The purpose of this legislation is to collect and preserve the country's literature thereby preserving its culture. Section 1 of the act requires every publisher to deposit its publication within a month after press to the Ghana Library Board (now Ghana Library Authority) and the University College of Gold Coast (now University of Ghana). Kedem (1990) reveals that an amendment in 1963 increased the number of institutions for legal deposit from two to seven. These are the University College of Cape Coast, the Kwame Nkrumah University of Science and Technology, the Kwame Nkrumah Institute of Economic and Political Science, and the Ghana Academy of

Science. These institutions were selected because they were the only public universities in the country at the time, and also because they are located in regions that make them easily accessible (Kedem, 1990). The Act requires publishers to include a memorandum with such details as the title of the book, names of the author, translator, editor, the subject matter of the book and the copyright owner. The purpose of providing these details is to aid in keeping a national bibliography of the country's literature (Kedem, 1990).

However, compliance of legal deposit since the legal deposit act was enacted has been unsatisfactory since very few publishers deposit their works in the specified libraries. The non-compliance has been attributed to the lack of a national library and the absence of a competent body to ensure the enforcement of the law, as well as the fixed token fine of five pounds for non-compliance, which is seen as an insufficient deterrent (Kedem, 1990). In addition, the National Book Policy (NBP) recognises the lack of compliance of legal deposit in Ghana (p.16). This is because the policy proposes the review and enforcement of the legal deposit law to ensure that books published in Ghana are deposited in the designated libraries.

There is the indication of government's commitment to ensuring adherence to the use of ISBN on books and compliance with the legal deposit law in the textbook policy. The policy specifically states:

> Government shall encourage the relevant agencies to ensure that the approved number of copies of all registered books are deposited with them by all publishers, authors and organisations in the book industry in compliance with the Book and Newspaper Registration Act of 1961.

While the Book and Newspaper Registration Act is largely viewed as the legal deposit law in Ghana, Attafua (2011) again points out the legal deposit system in Ghana is regulated by three key legislations. The two additional ones are the Public Records and Archives Administration Act, 1997 (Act 535) and the Copyright Act, 2005 (Act 690). The Public Records and Archives Act and the Public Records and Archives Department (PRAAD) are not relevant to this research and will not be discussed here because publications and records are not the same.

However, the copyright act will be discussed here as section 39 of the Ghana Copyright Act 2005 (Act 690) provides for a voluntary registration of all copyrighted works and productions. Subsection (3) states that, 'a publisher of a work in the Republic may submit the work for registration by the Copyright Administrator after its publication and two copies of the best edition may be deposited at the Copyright Office.' The purposes of registration were outlined in subsection (2) as 'to maintain a record of works; to publicise the rights of the owners, and to give evidence of the ownership and authentication of intellectual property.'

Attafua (2011) indicates that, of the three legal deposit systems in place, registration of works at the copyright office is gaining more prominence. The author cites that, on average, the office receives eight applications per day and has registered over 12000 since 1998. However, it is clear from the purpose of the registration of works with the copyright office that the copyright law is not the same as the legal deposit law because the registration of works is meant to make it easier for the right holders to be able to claim and prove ownership in case of infringement. Therefore, for books and newspaper publishing, there is only one law for legal deposit – the Book and Newspaper Registration Act. The next section considers trade related policies that influence book publishing in Ghana.

5.4 Trade related policies and legal issues

UNESCO was established after the two world wars in 1945 with the main goal of contributing to the conditions that would maintain peace and security in the world (UNESCO Constitution, 1945). UNESCO would through education, science and culture promote 'further universal respect for justice, for the rule of law and fundamental freedoms' irrespective of gender, race, religion or language in accordance with the Charter of the United Nations. Fundamental to promoting world peace and security is article 2a of the UNESCO Constitution which states that UNESCO will:

> Collaborate in the work of advancing the mutual knowledge and understanding of peoples, through all means of mass communication and to

> that end recommend such international agreements as may be necessary to promote the free flow of ideas by word and image.

To this end the UNESCO Florence Agreement of 1950, also known as the Agreement on the Importation of Educational, Scientific and Cultural materials, was adopted. The agreement obliges member states not to impose taxes and import duties on certain educational, scientific and cultural materials that are imported. These include printed books, newspapers, periodicals, government publications, printed music, works of art, antiques over a 100 years old, scientific instruments used in education or research, and educational films (UNESCO, 1950).

The purpose of the treaty is to promote the international circulation of educational materials to spread knowledge of a world technologically interlinked and to also promote international trade at a time of economic globalisation. The agreement seeks to eliminate or reduce tariff, tax, currency and trade obstacles to enable individuals and organisations to obtain educational, scientific and cultural materials from other countries with less difficulty and at less cost. However, the Florence Agreement is limited to already published materials**.** The limited scope of the Agreement and the exclusion of printing materials made book production in developing countries more expensive**.** Therefore, the Nairobi Protocol was adopted in 1976. The Protocol broadens the scope of the Agreement. Benefits were extended to a list of additional materials that were not covered in the Agreement. For example, the Nairobi Protocol covers materials and machines used for the production of books, publications and documents, which the agreement did not cover (Annex H).

As signatory to the Florence Agreement, all published books that are imported into Ghana do not attract any kind of tariffs. Although the Nairobi Protocol extends tariff exemptions to additional materials including paper, ink as well as printing and binding machines, these materials attract tariffs when they are imported into the country because the government of Ghana has not ratified its law on taxation in accordance with the protocol. The implication of this is the high cost of printing, which makes books and other printed products expensive in Ghana. Therefore, the printers' association mounted pressure on government to waive tax and import duties on materials and machines that are used for book production (National Book Policy,

2006). The result of that pressure was the VAT Amendment Act 698, which classified all printing materials and machines that are imported into the country as tax exempt. Also, the same amendment that was made in Act 698 was repeated in VAT Amendment Act 810 in 2011, demonstrating challenges with the implementation of policy.

5.5 Book policies

Two book policies were identified and analysed: the Textbook Development and Distribution Policy, which will be referred to as the textbook policy in this report, with its operational annexes and the National Book Policy. Other relevant documents, which were consulted and used to triangulate findings include the "Tender Document for the Procurement of Teaching and Learning Materials (TLMs) for Basic Education" issued on 23rd February, 2012 and which guided the 2012 textbooks procurement process.

5.5.1 Background to national book policies

Article 25 (1) (a), (c) and (e) of the 1992 Constitution of Ghana on educational rights states:

All persons shall have a right to equal educational opportunities and facilities and with a view to achieving the full realisation of that right,

(a) Basic education shall be free, compulsory and available to all;
(b) Functional literacy shall be encouraged or intensified as far as possible
(c) The development of a system of schools with adequate facilities at all levels shall be actively pursued.

The Constitution under the Directives Principles of State policy (guidelines for framing of laws by government) in Article 38 (1) further states:

- The state shall provide educational facilities all levels and in all regions of Ghana, and shall to the greatest extent possible, make those facilities available to all citizens.

38 (3) (b) states that the state shall be, subject to availability of resources provide a free adult literacy programme, and a free vocational training, rehabilitation and resettlement of disabled persons.

The constitutional requirements stated above demonstrate the obligation of the government of Ghana to all persons to have access to education and also to ensure the adequate supply of books and other teaching and learning materials to support the fulfilment of this obligation. However, the government alone would find it difficult to implement the educational rights of Ghanaians in terms of the provision of books and other learning materials, and therefore requires all stakeholders in education, particularly book publishers, to support in formulating policy that will enable government to achieve these educational goals.

In line with the constitution and to support in the provision of adequate teaching and learning materials, it is from the introductory pages of book policies that stakeholders in education have interpreted educational facilities to include books, teaching and learning materials, and these facilities are to be made available to all citizens in Ghana along the Constitutional provisions (Ministry of Education, 2006). For government to achieve these educational requirements, stakeholders recognise the need for players in book publishing to work together to support government in achieving these educational goals. A national book policy is seen as the solution to meeting the provision of educational materials to schools and for education generally. Up until 2003, when the National Textbook Development and Distribution Policy was promulgated, the book publishing industry in Ghana from independence has been confronted with numerous constraints that have hindered its development. The focus and objective of this analysis is therefore to investigate how policies were developed; and to examine the values and principles that are embedded in the policy documents. Therefore, the constraints listed in the policy documents will be discussed in this chapter as well.

5.5.2 Objectives and scope of policy

The Textbook Development and Distribution Policy was formulated by the Ministry of Education (MoE) to serve as a blueprint for the development and procurement of textbooks for pre-tertiary schools in Ghana. The textbook policy:

> Seeks to ensure the development, selection and provision of good quality textbooks, teachers' guides and supplementary reading books that will promote effective teaching and learning in schools. It is an objective of the MoE that textbook usage in the classroom by teachers and pupils should be improved and upgraded to encourage more active pupil involvement in the learning process and to discourage rote learning and excessive memorisation (Ministry of Education, 2002, p. vi).

Specifically, the textbook policy aims to ensure transparency in textbook procurement; make textbooks available and accessible to all persons; build capacity in the various sectors of textbook production; encourage private sector participation in textbook publishing and to develop library services in Ghana (Ministry of Education, 2002).

The scope of the policy covers all textbooks, teachers' guides, supplementary reading materials and other learning materials for pre-tertiary education. Pre-tertiary education in Ghana includes pre-school (4-6 years); primary education (6-12 years); junior high school (12-15 years); senior high schools (15-18 years) technical and vocational institutions (15-18 years), and special and integrated schools. From the textbooks policy, special schools are schools specifically designated for people with learning disabilities. Generally, the textbook policy is designed to ensure the availability of books at all levels of pre-tertiary education. For instance, one of the aims of the textbook policy was to ensure the 'timely development and production of high quality textbooks' to meet the book requirements at pre-tertiary level (Ministry of Education, 2002, p. vi). That is, the policy is to ensure that school going children at the pre-tertiary level will have adequate access to the right books they require for their education.

Similarly, in October 2006, the then Ministry of Education, Science and Sports (now Ministry of Education) released the National Book Policy (NBP). From the preface of NBP, it can be seen that the NBP was borne out of the textbook policy. In its preamble, the National Book Policy indicates that the textbook policy created the platform for proposals and calls to address the general challenges pertaining to book

publishing in Ghana (Ministry of Education, 2006, p. iv). In line with the literature reviewed, NBP acknowledges serious problems with book publishing as high book importation; increasing production costs of books; inadequate infrastructural facilities for book production, distribution and use; and low literacy levels in terms of general readership among Ghanaians. The NBP therefore seeks to 'address these challenges, both in scope and stated objectives, and the need to protect our national image, moral values and cultural heritage (Ministry of Education, 2006, p. iv).

The aim of the policy is in consonance with the role assigned to books within existing policy documents, particularly the National Constitution of 1992, the Education Strategic Plan (2003-2015), the Ghana Poverty Reduction Strategy (GPRS, 2002), the Millennium Development Goals on Education, Education Sector Policy Review Report (ESPRR August 2002) and the report of the Educational Reforms Review Commission in Ghana (ERRC, October 2002). In addition, NBP recognises the provisions of international conventions and protocols such as the Berne and the Universal Copyright Conventions, the United Nations Convention on the Right of the Child, the Florence Agreement, the Nairobi Protocol of the Florence Agreement of 1976 and Education for all (EFA, UNESCO, Dakar 2000) (Ministry of Education, 2006, p. iv). None of these policies is mentioned in the textbook policy because the policy focused more on procurement.

The objectives of the NBP are broad, giving the indication that the NBP is a consolidation of all policies relating to the publishing industry. The policy gives an indication of government involvement and commitment to ensuring the availability of books at all levels of the Ghanaian education system and for general readership. This is because the textbook policy did not cover publishing for tertiary education and general readership. Therefore, the promulgation of NBP is expected to promote book production and make books available at all levels, and to promote authorship development and a reading culture among Ghanaians.

The aim and objectives of the policy are linked to education, national growth and development. First, the policy recognises the book as:

- The hub of an educational wheel and a very powerful tool in the overall development of Ghanaians;
- A basic and effective instrument for the preservation and transmission of our cultural heritage;
- A medium for the development of scientific and technological knowledge and skills, and of economic and socio-political awareness;
- An instrument for enhancing co-operation, understanding and national integration; and
- A medium for the promotion and growth of a literate citizenry capable of making informed decisions that are necessary for development.
  (Ministry of Education, 2006, p. I)

Along these lines, the policy is divided into three parts to address the constraints of book publishing and suggested solutions. Part A identifies the book needs at all levels of education including general readership and provides strategies for their implementation; part B which is entitled 'the book industry' gives an outline of authorship development, publishing, print production, distribution, library services, and documentation, research and training; and part C, which is 'implications', comprises legal issues, administrative issues and financial issues.

On the basis of the research objectives, the rest of this section is presented as follows because of the framework that was developed and used in the analysis (*See figure 3.1*) as the policy-making process, textbooks procurement, textbooks development and production, book distribution, access and reading promotion, capacity building, law and ethics, and review and evaluation.

5.5.3 The policy-making process

There is an indication from the policy documents that the policy making process was participatory. For example, the textbook policy mentioned the various stakeholders that contributed to the development of the policy. Some of the contributors mentioned in the policy included individuals, trade associations, publishing and printing firms, booksellers, educational organisations and MoE departments. Although no individual's name was mentioned in the policy, it is assumed at this point that the individuals who were consulted were either publishers or government agents who

have a stake in textbooks publishing. The policy further indicates that stakeholders were either consulted or involved in the policy making process. As the textbook policy states, 'great deal of consultation has been carried out in the preparation, revision and final approval of this Policy Document' (Ministry of Education, 2002, p. iii).

The consultation process involved the organisation of conferences and workshops. The analysis of the policy revealed that conferences and workshops were organised at which contributions were made by stakeholders. The contributions made at the conferences were used to shape the first draft of the policy. The policy further indicated that the textbook working group of the MoE revised the draft document, and that the revised document was amended after consultations with various stakeholders (government, publishers, printers, booksellers, authors, book designers, book illustrators, librarians and development partners), which seem to suggest that the textbook policy represents a satisfactory outcome of a national debate among stakeholders in book publishing (Ministry of Education, 2002).

5.5.4 Textbooks procurement

One of the key aims of the textbook policy is to encourage private sector participation in textbook publishing, which was hitherto monopolised by government (Ministry of Education, 2002). In addition, the policy seeks to ensure transparency in textbook procurement. To ensure transparency in textbooks procurement, the policy indicates that information on the procurement process - testing of manuscripts, evaluation process, evaluation criteria, scoring and selection – will be made available to all participants in the tender to publish textbooks. This section therefore presents an outline of the procurement process.

In line with its aim to privatise textbook publishing, the textbook policy stipulates that MoE will make periodic announcements calling for tenders by 'suitably qualified private sector publishers' (p.12) for award of contracts and the subsequent supply of books by publishers to schools. The operational guidelines of the textbook policy explain 'qualified publishers' as publishers who are legally incorporated and registered in Ghana and have been operating for a period of at least two years (Ministry of Education, 2002). The operational guidelines further indicate that foreign

publishers who have partnerships with Ghanaian publishing companies are also qualified to participate in the textbook procurement process. It is worth stating that foreign publishers who had operated in Ghana before independence, as discussed in the literature review, have formed partnerships with some Ghanaian publishing companies. Hence, foreign publishing companies with subsidiaries in Ghana are allowed to participate in textbook procurement.

By the open tender, qualified publishers are required to submit proposals expressing interest to participate in textbook development and publishing for basic schools. A sample announcement of invitation to submit proposals for textbook evaluation and selection, with information on the tender process is attached to the operational guidelines. The announcement is either made as a newspaper advertisement or as a letter to the Ghana Book Publishers Association (GBPA) requesting that they pass the information to all interested publishers. While the former mode of announcement appears open and transparent in line with the textbook policy's objective, the latter mode appears restricted as there is a tendency of the letter not reaching all publishers. Nonetheless, the invitation by qualified publishers to submit proposals for textbook publishing seems to encourage 'private sector involvement in the implementation of a sustainable book development, production and distribution system' (Ministry of Education, 2002, p. vi).

The evaluation and selection process starts with the proposals that will be submitted in response to the open tender. The policy indicates that the Evaluation Coordinating Committee (ECC), on behalf of MoE, will do the evaluation. The textbook policy specifically states that:

> Proposals … will be evaluated, marked and selected according to the procedures, timetables, terms and conditions, methodology, criteria and marking scheme designed for this purpose (p.12).

The analysis of the policy shows that the evaluation of proposals focuses on content; that is the content of the proposal and whether it meets the specifications of the syllabuses, and the suitability of content for users. Further analysis indicates that the 'suitable content' must be of cultural relevance, represents national diversity and must

also be gender sensitive. Other considerations include suitability of language at the educational levels of users; suitability and practicability of the design, layout and illustrations; conformity to bid requirements and the pricing of textbooks. It appears that the adoption of these criteria of evaluation is to ensure that school children and teachers are provided with practical and context-based books to promote effective teaching and learning in schools in line with the aims of the policy.

To make the evaluation process transparent, the textbook policy reveals that participating publishers will have access to evaluation mark sheets for scrutiny. Also, the policy sets out the procedure for the minimum evaluation standards, which include the publisher being a qualified publisher, that at least 80 per cent of the textbook proposal conforms with syllabus and that the textbook proposal attains not less than 65 per cent of the 'overall evaluation criteria', (Ministry of Education, 2002, p. 13). Others include conformity with the minimum physical production specifications, responsiveness to the requirements for the submission of proposals for evaluation and selection, conformity with the 70% requirements of Ghanaian authorship, and conformity with the 60% requirements of Ghanaian participation in printing textbooks by publishers.

After the evaluation, ECC selects a maximum of five textbooks for each subject at the basic level and three for the second cycle level. The policy states that 'only selected textbooks will be purchased' with funds from MoE or development partners. Books that meet minimum requirement but are not selected will be recommended for use in schools. This implies that, publishers of recommended books may publish and promote their books on the open market. The evaluation process widens the scope of textbook competition and gives users options from which to choose from.

5.5.5 Textbook development, production and publishing

One of the objectives of the NBP is to promote authorship and book development in Ghana. It can be seen from the policy that authorship is considered as key to book development (Ministry of Education, 2006, p.11-12). However, the policy enumerates financial constraints in terms of 'irregular and non-payment of royalties in some cases' for authors. The policy cites other challenges to include long waiting periods for publication of manuscripts and a lack of adequate skills in both general and textbook

writing. The aim to develop authorship in NBP is broad and focuses on both general books and textbook writing. From a narrow perspective, the textbook policy focuses mainly on textbook writing, development and publishing.

The textbook policy further seeks to encourage textbook writing and publishing in Ghana and sets out the modalities for textbook writing, printing and publishing (Ministry of Education, 2002). The policy makes clear that publishers are responsible for identifying authors and illustrators for textbooks. Again, it stipulates that textbooks must be developed with the accompanying teachers' guide. The purpose of this is to promote 'effective teaching and learning' in schools as part of the policy's objectives. Also, the policy made provisions for situations where publishers could not meet the criteria to submit expressions of interest to publish textbooks, that is, the policy indicates that, in the event that no qualified publisher expresses interest in submitting a proposal for any required textbook or proposals that were submitted failed to achieve the minimum evaluation standards, the MoE will negotiate with and contract qualified publishers to achieve at least one suitable textbook per subject and grade in each approved language of instruction. When the above option fails, the MoE, in conjunction of the Curriculum Research and Development Division (CRDD), will set up writing panels to develop textbooks for those subjects, grade levels and languages. Not focusing on authorship development for textbooks only, the NBP provided a more exhaustive list of government's responsibilities in terms of authorship and book development. The policy stipulates that government shall:

> Ensure that the bulk of books produced at the various levels of education are authored by Ghanaians, that Ghanaian authors are motivated by rewarding them adequately for their work, encourage authors to write books that will stimulate and promote reading among Ghanaians, and the use appropriate laws and legislation to protect authors' rights and privileges (Ministry of Education, 2006, p. 12).

Along these lines, the policy suggests the strengthening of the Ghana Book Development Council (GBDC) both financially and logistically to train authors on textbook writing. The policy further states that it will 'encourage periodic creative writing competition and book awards for literary works through its relevant agencies'

(Ministry of Education, p. 11). At the tertiary level, institutions shall be encouraged to form subject panels to write relevant books for their fields. In addition, government shall facilitate the acquisition of reprints rights for the reprint of foreign books locally. Book development and production here cover books for polytechnics, institutes and colleges of technology, books on teacher and adult education, and universities.

In terms of printing and book production, NBP recognises that 'there are many challenges in the area of book production'. These are low capital or a lack of access to the initial investment capital, high production costs due to taxes and levies on the imports of printing materials, and poor marketing and distribution strategies. However, to develop the print sub-sector of book publishing, the textbook policy stipulates that 60 per cent of all school books should be printed in Ghana by Ghanaian printing houses. This provision in the policy depends on the availability of satisfactory Ghanaian printing and binding capacity to produce works at specified standards outlined in the operational annexes and at prices comparable to international prices. It also includes the ability of Ghanaian printing houses to meet deadlines and deliver books within the MoE's schedule.

To assess the capacity of Ghanaian printing houses, GBDC coordinated an initial survey of Ghanaian book printers to determine whether they have the capacity to meet the specified production targets and price competitiveness the MoE will be able to meet (Ministry of Education, 2006). The policy further recommends the removal of taxes and levies from printing materials to enable Ghanaian printers to be able to compete on pricing with foreign printers. Specifically, some measures to salvage print production in Ghana as outlined in the policy include government's commitment to:

> Encourage investments in book production by regular review of its policies on levies, taxes and duties on printing and educational materials; ensure the provision of adequate infrastructural facilities, support services and incentives for book manufacture to meet the needs of all categories of readers and users; encourage the setting up of paper converting mills and support the upgrading of their facilities to enable them to operate at full capacity utilisation to meet increasing demands as a result of the emphasis being placed on local book production and authorship; consider and approve the expansion of existing

> facilities for training in book production in the appropriate educational institutions; ensure through the relevant agencies and the book Forum, the maintenance of minimum standards in the printing of books, and support its relevant agencies in the reward of excellence in local book authorship, design and illustration as well as in print production and publishing through periodic competitions and award presentations (Ministry of Education, 2006, p. 13).

The book policies not only encourage print production; they also encourage the production of books with appropriate content. For instance, NBP indicates that the content of some books that are produced in Ghana are characterised by difficult language and inappropriate content for children. Therefore, the book policies aim to ensure the production of books that meet the socio-political, cultural and economic needs of all categories of readers. This aim is in line with the National Constitution of 1992. Referring to the Constitution, Article 39(1) enjoins the state to '… take steps to encourage the integration' of Ghanaian values in educational materials. This was emphasised at the pre-school level, where the policy specifically states that, 'books at this level shall reflect our indigenous background, moral values, national consciousness and identity and shall be locally authored'.

In addition, at the high school level, the policy gives an indication of the government's commitment to ensuring that books at this level meet the rapid physiological changes among children, encourages their socio-cultural development; gives them an appreciation of themselves and their surroundings; promotes and gives them a sense of civic responsibility; promotes and deepens their understanding and appreciation of the Ghanaian culture and knowledge of the wider world (Ministry of Education, 2006).

In terms of book design, the policy stipulates the use of appropriate and colourful illustrations for lower levels and persons with special needs, as it will facilitate teaching and learning. It suggests that book content should 'stimulate children's sense of curiosity and creativity'. The policy should also encourage the use of appropriate language, that is, language should be void of statements that could raise ethnic sentiments or civil unrest, and should be void of obscenities and violence. For textbooks particularly the textbook policy indicated that books should be written and

produced in the English Language with the exception of books for use in teaching and learning Ghanaian languages. Although Ghana is a multilingual country, English is the official language and the language of instruction in schools. It is worth mentioning that some Ghanaian languages are taught and studied in schools. Books for these Ghanaian languages, as the policy stipulates, should be written and produced in those Ghanaian languages. This provision addresses language issues in textbook production and seem to conform to an aspect of the socio-cultural lives of Ghanaians.

It was concluded from the analysis that the book policies seek to ensure books are of relevant content to users by encouraging Ghanaian authorship as well as encouraging the production of supplementary reading materials for schools and public libraries. The policy adds that five textbooks per subject shall be recommended to schools. This is intended to encourage competition among publishers and to ensure the production of good quality books. It also gives schools options to choose from. However, the policy does not provide any supporting guidelines to show commitment to the measures that would be taken for implementing the provisions in the policy.

5.5.6 Book distribution, access and reading promotion

A major objective of the textbook policy is to make books available and accessible to all schoolchildren. There is indication from policies that government recognises a shortage of books at the various levels of education in Ghana. At the pre-school level, government recognises that there is an acute shortage of books. The policy attributes the shortage of books at this level to inadequate books for preschoolers on the market, the use of poor quality materials in producing the books and also the lack of care of the books in schools. At the primary level, government again recognises the non-availability of books. The policy indicates that the shortage of books, coupled with their high cost affects teaching and learning in schools. For secondary education, which comprises the junior and senior high schools, that is ages 12 to 15 and ages 15 to 18 respectively, the policies suggest inadequate books for both pupils and teachers. Similarly, the policy acknowledges a shortage of books, both local and foreign for tertiary education. The policy further indicates that, ‘the bulk of the available books are imported, expensive and therefore unaffordable’ (Ministry of Education, 2006, p. 6).

In addition, there is an indication that people with special needs such as those who are visually or hearing impaired have been neglected in terms of producing books to meet their requirements. The policy indicates the government's recognition of poor books and other instructional materials for special education. Therefore, the policy recognises the need to provide books for this sector of education. Special education in Ghana includes the physically challenged, the exceptionally gifted and the non-formal sector (Ministry of Education, 2006). Similarly, the non-formal sector, which is also classified as special education, has seen some neglect as well. In Ghana, non-formal education was designed to educate people who had no formal education and could not have access to mainstream schooling. Hitherto, books were produced both in Ghanaian languages and in English to teach literacy in the non-formal sector (Ministry of Education, 2006). However, it is evident from the analysis of the policies that these books are either inadequate or are no longer available due to a lack of government policy. The government and stakeholders therefore recognise this deficiency and have made provisions in the national book policy to address the problem.

To ensure availability of, and access to school books in schools, the textbook policy specifically shows government's commitment to achieving a pupil:book ratio of 1:1, that is one book for one pupil, for core subjects (English, Mathematics and Integrated Science); and a book:pupil ratio of 1:2 for all other textbooks from primary 1 to junior high school. Parents are expected to supplement government's efforts in subjects where the ratio is 2:1. The benefit of this provision is that it encourages the commercialisation of the book publishing industry and encourages a book buying culture in parents. In addition, the policy stipulates that all textbooks that have been evaluated and selected or recommended for use in schools and procured by the MOE will be published and supplied by qualified private sector publishers.

In addition, the textbook policy proposed a decentralised system of book distribution comprising publishers, district directors of education and booksellers to address the problem of distribution, and to ensure books are readily available and accessible to all. Similarly, NBP encourages the development of dense and varied networks of outlets and access points with a wide variety of competitively priced books for all.

This is in recognition of the challenges confronting book distribution and access in Ghana. From the policy document, NBP reveals that government recognises a lack of an effective distribution network of available books and other educational materials. Also, the policy suggests the lack of qualified personnel and training for this part of the publishing chain as well as poor book buying habits among Ghanaians. To this end, the policy stipulates that Government shall support stakeholders to establish storage facilities and encourage training programmes that build capacity in book marketing and distribution.

Another key aim of the policy is to develop school and classroom libraries at all levels of education since the library is seen as an essential tool for the development of reading fluency, student research capacity and active student learning. The policy adds that copies of all textbooks will be procured and supplied to school and public libraries (Ministry of Education, 2002, p. 19). NBP further gives an indication of stocking libraries with reading materials to promote reading. This is in recognition of low literacy level among Ghanaians by government. In line with the Education Strategic Plan, which seeks to reach the internationally accepted goal for education for all by 2015 (it is unknown, at the time of this research, whether this goal has been achieved), NBP indicates that government is committed to promoting a reading culture among Ghanaians. The policy seeks to inculcate a reading culture at early childhood and suggests allotting reading times on school timetables, and to encourage children to read during those times.

In addition, the government aims to promote reading through the expansion of library services; the formation of reading and writing clubs; provision of books on Ghanaian folklore, myths and legends; national reading and spelling competitions; creation and translation of content in Ghanaian languages; the development of supplementary readers and other reading materials; book exhibitions, book fairs and book awards; and publicity (Ministry of Education, 2006). The policy encourages collaboration among key players of the industry to ensure the provision of reading materials to suit a wide range of interests.

5.5.7 Training and capacity building

Both book policies acknowledge the lack of personnel in the various sectors of book publishing. The textbook policy specifically seeks to build capacity in authorship, printing and binding of books. In terms of authorship, the policy stipulates that the textbook writing team should be made up of 70% of Ghanaian nationals to promote capacity building. This seems to show that authorship is recognised in the policy as important to book development. The stipulation to have a majority of Ghanaian nationals in the textbooks writing team suggests the government's commitment to develop books that reflect Ghanaian culture and values. For printing and binding, the policy specifically states that:

> It is the objective of the MoE that local capacity for the printing and binding of textbooks up to the quality standards … It is therefore a target of the current textbook policy that by 2005, 60% of all textbooks funded by the MoE (including donor funding) should be manufactured in Ghana (p.12).

At the time the policy was formulated, books manufactured in Ghana were seen to be sub-standard in print quality as compared to those on the international market. To help Ghanaian printers to be able to compete in textbooks printing, the policy stipulates that the Ghana Book Development Council (GBDC) will liaise with Ghanaian printers, the MoE and other relevant government agencies to develop strategies to build capacity in Ghanaian printing. It is yet to be established whether printers in Ghana are benefitting from this policy.

5.5.8 Law and ethics

Although it is not explicitly stated as a policy objective, it can be seen from the textbook policy that the policy made provisions to create a conducive legal environment for the development and growth of a sustainable literary industry in Ghana. The policy also recognise piracy as a problem related to book publishing in Ghana and specifically states that, 'all publishers submitting textbook proposals for evaluation and selection will be required to demonstrate they own copyright in, or have valid publication rights for all submitted materials' (Ministry of Education, p. 15).

The policy further dealt with potential copyright issues, mainly ownership issues that may arise in textbook development, production and procurement. The policy states that, 'all copyright matters shall be in consonance with the Copyright Law of Ghana' (Ministry of Education, 2002, p. 15). The MoE acknowledges in the textbook policy that:

- Ownership of textbooks developed by authors/publishers and selected by ECC will be retained by the said authors/publishers; MoE will not claim ownership in whole or in part.
- MoE wishes to maintain a degree of control over textbook pricing, particularly reprints to ensure availability of textbook. All publishers who have been selected by ECC on behalf of MoE will be required to sign a contract specifying the terms and conditions under which selection status have been awarded.
- Submitting Publishers will be required to indemnify MoE against any legal action resulting from copyright infringements of materials submitted by publishers for evaluation and selection.

In addition, the policy indicates that publication rights for Primary and Junior Secondary School and Senior Secondary School textbooks in any specified Ghanaian language developed as a result of collaboration between the M0E and Development Partners will be offered to interested Private Sector publishers via a publicly advertised national tender (Ministry of Education, 2002). Along these lines, NBP deems Ghana's copyright law as adequate in providing protection to the works of authors, publishers, printers, designers and illustrators as it stipulates penalties for copyright violations such as piracy and other infringements. In addition, the policy recognises Ghana's adherence to international treaties and conventions such as the Berne and Universal Copyright conventions and stipulates some enforcement measures to protect the rights of creators. These measures are outlined in the policy as:

> Government shall ensure that the provisions of the copyright Law as they pertain to the keeping of registers by printers, publishers and booksellers are adhered to,

> Government shall enforce provisions in the law on compulsory licensing to reproduce works where is scarcity, provide support for law enforcement agencies to enforce the copyright law in Ghana in cases of piracy, support the enforcement of the existing laws on reproduction and thereby facilitate the regulation of photocopying and other property rights violations, educate the public on copyright issues.

Other ethical considerations were mentioned in the policy to ensure transparency in the textbook procurement process. For instance, to avoid conflict of interest, staff of CRDD, MoE and Ghana Education Service 'who are involved as authors, editors, staff members, consultants, advisors or shareholders of participating publishing houses must declare their interests as soon as possible'. The policy adds that 'such persons cannot participate in the evaluation and trial testing of any course materials in the subject and grade submitted for evaluation and selection'. Further, 'the Evaluation Coordinating Committee (ECC) will establish a publicly available register of interests'. Publishers are also 'required to declare any potential conflict of interests' in their proposal submissions.

5.5.9 Policy implementation, review and evaluation

The policy designates the Ghana Book Development Council to 'coordinate, oversee and monitor the implementation' of NBP. However, the policy does not provide any guidelines to be used to implement the strategies that have been suggested in the document. The policy recognises that both the main policy document and its operational annexes may need modifications with time to ensure the policy is dynamic and in tune with 'evolving Education Sector Policies and Strategies'. However, the life cycle of the policy after its adoption has not been stated in the policy. From the policy, it has been over ten years since its implementation. This research has investigated how the policy has been implemented and will present the findings in chapter 7.

5.5.10 Summary

From the analysis of the policy documents, it is argued that the textbook policy has taken into consideration issues such as availability of books; language issues, cost-sharing of books for some subjects; content creation; the legal framework for the protection of the author's work; capacity building in book production and private

sector participation. However, the policy is limited to only schoolbooks for pre-tertiary education. The policy does not cover books for general readership. Other provisions include establishing libraries and stocking up existing ones; promoting a reading culture and authorship development. It is evident from the analysis that some aspects of the policy conform to some socio-cultural and economic issues discussed in the literature such as low literacy rates, multiple languages and the book buying culture of the people (UNESCO, 2007; Newton, 1999; Agyepong and Adjei, 2008; Conteh and Ohemeng, 2009).

NBP 2006, similar to the textbooks policy, encourages private sector participation and seeks to promote the Ghanaian publishing industry. It was more explicit in promoting the local publishing industry as it encourages local authorship development, capacity building and book production locally. NBP captures the socio-cultural issues. Issues of general readership; availability and access of books for all sectors and levels of education; and the establishment and expansion of library services, and the stocking up of libraries were addressed. The policy also addressed issues of literacy and reading habits, and provides strategies to solving the problems at those levels. However, both policies did not cover areas such as access to credit facilities and access to books (as availability does not necessarily mean access).

CHAPTER 6. RESULTS AND DISCUSSION 11

This chapter discusses findings from analysing stakeholder interviews that relate specifically to institutions and legislation that were established to support book development and production, and their influence on book development in Ghana. Emphasising on the views of stakeholders themselves rather than documentary evidence, the objectives of this phase of the research examined the extent to which institutions and legislation dedicated to book development and publishing have influenced book publishing in Ghana, with focus on their achievements and constraints. The findings from this analysis are used to corroborate those from the literature review, institutional websites and brochures, which were presented in chapter 2.

Interviewees will be referred to throughout this report by the names of the institutions they represent or the stakeholder group the interviewee belongs to instead of use of their names to ensure anonymity.

6.1 Institutional roles and responsibilities

The analysis of the data revealed the roles and responsibilities of each institution, which are shown in the table below.

Table 6.1: The specific roles of the institutions participating in the research

	Supporting book development	**Improving access and reading promotion**	**Training and Capacity building**	**Policy making**	**Coordination and collaboration**	**Advocacy**
Bureau of Ghana Languages	✔					
Ghana Universities Press	✔					
Ghana Publishing Corporation	✔	✔				
Ghana Book Development Council	✔	✔	✔	✔	✔	
Ghana Library Authority		✔				
CRDD	✔					
Department of Publishing Studies			✔			
Sector associations; GBPA, GWA, GBSA and GPPCA	✔	✔	✔		✔	✔

6.1.1 Supporting book development

Responses from interviewees on the context for which government-sponsored institutions were established corroborates findings from the literature, mainly the absence of indigenous book publishing, the dominance of multinational publishers and most importantly to support book development and publishing in Ghana. Interviewees from all seven institutions that participated in the research demonstrated knowledge of the legal instrument that guides their operation. Their roles and responsibilities are converging, with a clear goal - to develop a sustainable book publishing industry in Ghana and to produce books to educate Ghanaians. Contrary to the claim of the lack of policy formulation structures, this is evidence of government's recognition of

ensuring that books and other teaching and learning materials are made available and accessible for education. It further demonstrates a response to the phenomenon of little or lack of indigenous publishing then, as well as the inability of government to continue to generate foreign exchange/lack of foreign reserve to purchase books from British multinational publishers.
A look at the dates on which institutions were established (*see table 6.2*) give the indication for the timely and appropriateness of government intervention.

Table 6.2: Government-sponsored institutions and dates

Name of institution	**Date established**
Bureau of Ghana Languages	1951
Ghana Universities Press	1962
Ghana Publishing Corporation	1965
Ghana Book Development Council	1975
Department of Publishing Studies, KNUST	1985

Although the roles of the different institutions are converging, each institution has a specific area of book development and publishing to focus on. There is indication that they are clear on the purpose for which they were set up and are mindful of that. For example, the Director of GBDC eloquently and confidently asserted that the GBDC is the co-ordinating institution, with the main function of supporting book development in the country, supporting reading and literacy development and coordinating the activities of all stakeholders in the book publishing industry. The Director of GBDC, demonstrating understanding of its purpose, listed some of its notable achievements.

> We have been very instrumental in the start of the publishing studies department at the KNUST … we have organised regional and district book fairs, and organised book clubs to help children cultivate the habit of reading; we also coordinated the development of the textbooks policy (GBDC).

In terms of book production, both the Bureau of Ghana Languages (BGL) and the Ghana Publishing Corporation were mindful of their responsibility to

produce educational and literature materials in Ghanaian languages, and to publish and distribute educational materials to schools, colleges and the general public. The Deputy Director at BGL adds that 'we also have the additional role of translating policies from English into Ghanaian languages', an important role as materials they published are used for civic education for the part of the population that cannot read and write in English. From the responses from both interviewees, whilst GPC focuses on publishing in English, BGL has focused on publishing in Ghanaian Languages with both, fully in operation in the early years of their establishment.

All institutional representatives that were interviewed lauded the government for establishing them because they argued they was need for them. Their establishment was seen as important to the development of book publishing in Ghana. However, some institutions, which were originally established to support book development are near collapse or have seen changes in their roles. For example, CRDD were developers and publishers of schoolbooks, but now only develop curriculum and syllabus. The view among some stakeholders was that some of these institutions are 'crumbling' due to a lack of leadership and resources to perform their duties and responsibilities. An interviewee commented that:

> As of now, we do not know the state of the book development council; we do not know whether the council is still there or the people who are serving on this council. It is the same story for the Ghana Universities Press and Ghana Publishing Corporation … (Department of Publishing Studies)

Despite extolling some of their achievements and the current state of some of the institutions, there was a feeling among stakeholders that the book publishing industry in Ghana could be improved. Interviewees recognised that publishing is technology intensive and expressed the need to 'catch up' with other countries. There was the general indication that the business of publishing involves investing in machinery and personnel, which are expensive. Raising funds to buy new machinery for book production is deemed one of the biggest challenges confronting the book publishing industry in Ghana. It was found that publishers find technology expensive and are also yet to embrace the global trend of electronic publishing.

6.1.2 Improving access and reading promotion

Access to books was viewed in two ways: one was that the current access to books is limited to schoolbooks for pre-tertiary education rather than across all levels of education. This is not surprising, as the majority of publishers in the country focus on publishing for the basic level of education. In line with the literature reviewed, textbook publishing for pre-tertiary education is considered by publishers as the 'bread and butter' of the industry. Publishers are guarantee purchase of their books by the MoE, which has further been reaffirmed by the 2002 textbook policy. However, there is a perception among interviewees, both the publishers' association and the MoE that government's supply of books to schools is not sustainable; government is always constrained by resources and there is no guarantee of donor support every year to ensure regular supply of books to schools. Whilst the MoE accepts the responsibility to purchase and supply books to schools, there are, in some cases, confronted with infrastructural challenges in distributing books to schools. The interviewee states that:

> In some parts of this country, especially during the raining season, it is difficult to access their roads, even with motor bikes. So sometimes there are delays; pupils in some remote parts of the country do not get their supplies on time.

Notwithstanding the irregularities in supplying schoolbooks and difficulty of reaching remote parts of the country, the general perception was that there is improved access to schoolbooks. The second other view that was expressed relates to access to general fiction books. Interviewees expressed that, apart from the Ministry of Education, other institutions, namely the Ghana Book Development Council, Ghana Library Authority, Bureau of Ghana Languages, Ghana Book Sellers Association and Ghana Book Publishers Association, play a role in improving access to general fiction books (both Ghanaian authored books and foreign books) and promoting reading in Ghana. Organising book fairs, formulating reading clubs and promoting the production of reading books and novels, both Ghanaian and foreign were mentioned by interviewees as initiatives that have been embarked upon to improve access and promote reading. The main purpose for these initiatives is to promote reading among

both adults and children. By these initiatives, the institutions aim to build excitement in children and the general public to read books.

Without doubt, improving access and promoting reading has been given attention by all government-sponsored institutions. The GBPA specifically focuses on both ensuring that its members produce quality books and also encourages the use of these books. This has been supported by the GBDC, which provides training in the various sectors of the book industry as well as encouraging the production of books in different genres to give variety. GBDC further indicates collaborations with NGOs and other donors 'to support the production of reading books that relate to the Ghanaian context' (GBDC, 2014). However, there is still evidence that most general fiction and non-fiction books on the market and in libraries do not reflect Ghanaian culture and values, afirming the claim of those who oppose book donations of donors flooding the market with inappropriate books. This has been a concern for publishers in the country over the years and still is. While interviewees recognised it is important to seek knowledge beyond one's environment, they find it even more important for children and readers to understand and have knowledge of the environment around them. An interviewee from the Department of Publishing Studies, KNUST states that 'our books, both educational and non-educational, must be cultural specific … it has to reflect our culture, our way of life. This will enable readers to understand and appreciate their environment.'

The Department of Publishing Studies further illustrates that foreign books on the market rarely give examples in their books that reflect Ghanaian and African culture. This submission was corroborated by GBPA and the CRDD, as they indicate that the lack of general fiction books that relate to the Ghanaian context discourages children from reading. Their submission suggests that, readers' inability to relate to the context of books hinders comprehension. Some institutions think that there is a neglect of general fiction book publishing by Ghanaian publishers. CRDD mentioned that:

> Whilst we do not want a situation of complete absence of foreign novels on the market, we have had complaints from both teachers and pupils that they could not relate to the context of the reading books that available to them in schools.

Accordingly, the Ghana Library Authority (GLA) in response to the question of whether libraries are well stocked expressed content with the stock of books in public libraries. The response was expressed with the view that no public library has a stock of all the books in the world, overshadowing the peculiar problems libraries in Ghana are specifically confronted with. Rather, GLA considers itself as playing an important role in offering everyone an equal chance to become a reader. It gave the indication that the public does not patronise public library facilities. In its efforts to make books accessible and to promote reading, areas of library services that the GLA is focusing on are the community and mobile library services. It is making efforts to reach readers in rural parts of Ghana. The role of community libraries and mobile libraries in particular were highlighted:

> The provision of mobile library services is part of what we do because libraries are supposed to be public facilities and you cannot say that my people staying in the village should not also access public facility because the public facility is sponsored by the taxpayer's money.

To get books to the rural parts of the country, it was gathered from the interviewee that the GLA has 10 vans that serve all 10 regions. Ghana is made up of 10 regions. Most regions have over 20 districts with the highest region having 30 districts. One mobile van in each region seems inadequate and still raises the question of access to books in some parts of the country. The interviewee indicated that the mobile vans seldom return from the villages they have already visited due to a lack of funds to fuel the vehicle.

It is clear from GLA that the mobile library vans are inadequate, with the few available ones difficult to maintain. There is no frequency of mobile library services to rural Ghana. Those who are lucky to receive mobile library services get to keep the books due to the circumstances under which the mobile libraries operate, making them look more like book donors rather than libraries. That is, the mobile libraries in most cases are unable to travel to any one particular location twice. This is because GLA's operations are affected by the nation's lack of resources and poor road networks in the rural areas. Similar to the mobile vans, the management of

community libraries is confounded with challenges. For example, the interview indicated a lack of volunteers to man community libraries, and high staff turnover due to a lack of incentives to support the work of volunteers.

Having earlier given the indication that book stock in libraries is satisfactory, the GLA contradicted itself and admitted libraries in Ghana are under resourced in comparison to libraries in developed economies. There is a lack of funding and a lack of digital resources such as CDs, videos and the Internet. There is no electronic database. A visit to the George Padmore Library on August 4, 2014, which is the national library, confirmed the interviewee's comments. There was only one old computer, which was not working. Although the GLA is confronted with challenges in making books accessible to the citizens of Ghana and to promote reading, it still performs its primary function of book lending and reference services.

6.1.3 Training and capacity building

The primary institution for training personnel for the book industry in Ghana is the Department of Publishing Studies, KNUST. In explaining the work of the department to the interviewer, the Head of Department mentioned that there are three key areas the programme entails. The department train people to become publishers, printers, designers and illustrators. The interviewee added that the entire publishing studies programme is considered as a component programme, so even though students will be undertaking book designing, illustrations, printing and publishing, there are certain courses all students pursue together. The purpose of this is to make students versatile, so that upon completion of the programme, they will be able to fit into any department in a publishing house and be able to perform.

According to the Head of Department, for the past 25 years the department has trained personnel into the book publishing industry and beyond. The department recognises that after the first degree, irrespective of area of choice of specialisation of study, graduates have the latitude to remain in the industry or move into other areas. The interviewee explained that publishing is a business and profession, and that students are trained in all areas of the business, which makes them versatile. While it was not explicitly stated, it is clear that the department has no data or statistics on the number

of its graduates working in the book publishing industry, as the interviewee was not able to provide the information.

Three other institutions, Takoradi Polytechnic, Tema Technical Institute and the Titus Glover printing school, provide training in print production. Graduates from these institutions work in the printing sector of the book publishing industry. In addition, the Ghana Book Development Council, GBDC also indicated it provides training by organising professional training courses for the different components of book publishing. Other institutions and stakeholder groups confirmed this view and indicated that they have had their members attend various courses GBDC organises.

> Yes, we get letters inviting our members for training and we have had our members participating in editing courses GBDC organises. In addition to what GBDC offers, you know, we also provide training in areas we think our members need training (Ghana Book Publishers Association).

Institutions to provide training and build capacity in book publishing in Ghana to a great extent are well established. There was also an indication of providing training for publishers in Ghana to embrace electronic book publishing.

6.1.4 Coordination and collaboration

One of the core responsibilities of the Ghana Book Development Council, GBDC is to coordinate the activities of all groups in book publishing in Ghana. The interviews suggested that all stakeholders recognise this role of GBDC. GBDC sees itself to be performing this role well. There is indication that, the GBDC over the years has worked with various professionals in publishing; writers, publishers, book sellers, translators, editors and users to create an efficient book development system. It also performs an advisory role to the MoE. The GBDC further states that ‘we advise the minister of education on all book awareness and book development activities in the country’.

These comments by GBDC are not surprising as they are part of the mandate for which it was set up. A spokesperson from Children Literature Foundation, a Non-Governmental Organisation indicated collaborations they have had with GBDC to

organise activities that promote reading in children. For example, the interviewee mentioned outreach programmes they embarked in senior high schools with support from GBDC. Also, GBDC supported all stakeholder groups to form stakeholder associations and work closely with publishers, writers, printers, booksellers, illustrators, libraries and sector associations to foster the growth of book publishing.

Thus, coordination activities were seen within institutions as they bring different individuals and groups together. Aside from coordination, there is evidence of collaboration with various stakeholders since government set out to develop book publishing in Ghana. Interviewees predominantly mentioned collaborations with international organisations. The first is the collaboration between the government of Ghana and UNESCO to establish the Department of Publishing Studies in 1982. Another is the support from the Canadian Organisation for Development Through Education, CODE to revamp the GBPA and the collaboration of publishers with other publishers, which has led to the publication of some Ghanaian books in Japanese, Russian, French and Portuguese. At the time of conducting the interview (July 21, 2014) the GBDC was not able to provide titles of these books; the interview took place outside the interviewee's office and the interviewee did not have samples to show. However, the general view of most stakeholders was that book publishing in Ghana has seen some tremendous improvement.

6.1.5 Advocacy and policymaking

It was widely accepted by interviewees that government makes policy. GBDC represents government in the structure of book development in Ghana and has the mandate to formulate policies that will foster the development of book publishing. However, some stakeholders recognise that government alone cannot support an effective book development system in the country. Professional associations see themselves as advocates in making sure that government puts in place policies that will benefit the book publishing industry. For example, the Ghana Book Publishers Association in particular has spearheaded campaigns, some of which have transformed the book publishing industry. Notable ones are the transition from state to private sector publishing and the development of the textbooks policy.

Other stakeholders have not been successful in influencing government policy. For example, the Ghana Printers and Paper Converters Association have in the past, and still are, advocating for tax regulations and incentives that will favour the printing sector in Ghana. The problem of high taxes as discussed in the literature still persists, resulting in high cost of books printed in Ghana.

6.2 Institutional challenges

A number of issues were raised as affecting the work of institutions. These are lack of finance and resources, leadership, reliance of donor support, staffing and instability. These will be discussed separately below.

6.2.1 Finance and resources

Responses from government-sponsored institutions on challenges that they are confronted with included lack of finance, equipment and logistics. As the name suggests, and confirmed during the interviews, all institutions are public institutions whose operations are managed with public funds. However, it became clear throughout the interviews that all interviewees considered the lack of funds and logistics as the main challenge to their operations, reflecting findings from the literature that book publishing is tied to the overall development objectives of Ghana. For example, one of the objectives of setting up GBDC is to provide relevant training to support publishing and literacy development, however, the interviews suggest its inability to fully perform this role as stated by the Director:

> …But these days, like everything else, lack of funds has slowed us down. We are not able to organise book and literacy development programmes regularly for our people.

In cases where GBDC is able to organise training programmes for publishers and other stakeholders, these other institutions are required to pay for the service. It is interesting to note and worth mentioning that, these other institutions who receive training from the GBDC are in most of the time not able to pay for the training. For instance, the BGL indicated they are not able to support their editors to get any training because of their inability to pay.

Further, there is indication that the reliance on government as a source of revenue for their operations undermines the autonomy of institutions and makes it possible for political powers outside its administrative structure to interfere in its decision making process, creating a general feeling of dissatisfaction with little activities going on. At BGL, the interviewee indicated the lack of activities going on, as it was all quiet. They are not able to produce any books and have not done so from 2012 to July/August 2014, when these interviews were conducted. The same atmosphere was presented at GPC as well. It was evident that institutions want autonomy to enable them to make decisions for their operations. With the exception of the Ghana Library Authority, which is a free public service, all other institutions generate income. However, all the income that is generated by these institutions goes back to government for payment of salaries and for fulfilling other government commitments. The institutions are left with no money to operate. As state institutions, they are expected to present an annual budget to government, which government does not always honour. Sometimes the funds are delayed and are always in arrears, and in some cases institutions are given only a small percentage of the total of the budget presented. The situation presents a gloomy picture of these institutions to other stakeholders. There is a lack of knowledge of the current state of these institutions, as they seem inactive. The need to revamp these institutions was echoed by some institutions and stakeholders in book publishing, with emphasis on autonomy as:

> We want autonomy; we have even applied to government to give us retention. We have applied for 100% retention. We shall do more, even more on our own than relying on government (Bureau of Ghana Languages).

BGL and GPC, in particular, which are directly involved in book production expressed confidence in running their operations successfully without government interference. However, government is unwilling to give autonomy to these institutions to operate. Giving 100% autonomy to these institutions means that they will make their own decisions, generate their own income and run their organisation, as they deem fit and sustainable. As one interviewee from government's side expressed, 'how is government going to pay salaries if we give them retention?' Although they make the money, government spends the money based on its priorities and it seems that the work of these institutions is currently not government's priority.

6.2.2 Leadership

Leaders of institutions do not feel they are in charge and this unsurprisingly bothers them. There is a general feeling among interviewees that government does not give them the latitude to operate. As mentioned earlier, funding is the biggest challenge for all these institutions. However, heads of these institutions are not able to undertake activities that will generate income because they are not in control. Indeed, the lack of freedom to operate was a major concern to institutions, especially those directly involved in book production. Interviewees gave the indication of feeling helpless in situations they feel they could act. There is further indication that the chain of command to follow to seek approval to take any initiative to support the operations of institutions is bureaucratic and cumbersome, as expressed in the words of GPC:

> When government funding is not coming and you have ideas to organise something or implement something to bring in money, you have to write a letter for approval to the Ministry. … it will take three, four or even five months for a reply to come, so at the end you have to give up. Sometimes you do not even get the reply to the letters you write.

The inability of heads of institutions to make their own decisions is stifling their sense of creativity and initiative, as most sit in their offices and keep their ideas to themselves instead of exploring them. All institutions are departments under bigger state institutions and heads of departments work under a higher authority whose decisions and policies influence the output of their work.

6.2.3 Reliance on donor support

Due to reliance on government funding (and the lack of it most of the time), institutions usually turn to donors for support, both national and international. The general perception across all institutions was that they were either trying to solicit for assistance, either in the form of funds or equipment, from individuals; corporate organisations, both private and governmental; and from development partners. Institutions acknowledged receipt of help from some organisations. Several examples of assistance received from donors were cited. Firstly, the establishment of the Department of Publishing Studies at KNUST was supported by UNESCO. In

addition, the strengthening of the Ghana Book Publishers Association and its activities has been supported by CODE. The findings illustrate that the GLA has received most assistance from donors, which include the establishment of the computer room at the George Padmore library by the public affairs section of the American Embassy. The only computer at the library, which is not functioning properly was donated by the American Embassy. Also, the Ghana Investment Fund for Electronic Connectivity, GIFEC sponsors mobile libraries services; Omanfofo, which has also donated some equipment, photocopiers and scanner and are prepared to offer some training on this equipment to some of the staff at the George Padmore library; and the Social Security and National Insurance Trust, SSNIT also donated binding machine, paper cutter, desk, bookshelf, comb binding machine and heavy-duty photocopier.

The interviews indicated that institutions have become accustomed to donor support to the extent they rely on donors to organise programmes and activities that would generate them income. Lack of funds from government and their inability to operate independently has created aid dependency in these institutions.

6.2.4 Staffing

There is a high level of staff turnover in most of these institutions, which was attributed to poor conditions of service and failure of government to replace employees who retire. Some of the institutions lack experts to perform their core duties. There are lack of editors for publishers in Ghanaian languages. The few available staff are performing two or more roles to keep the institutions working. An interview reports that:

> Quite recently the officer in charge of Akuapim Twi retired so the section is empty, Fante retired two years ago the section is empty, three northern languages have no personnel, so only one northern language is functioning with one personnel and he doubles as the acting deputy director over there.

It is clear that government does not meet the staffing needs of institutions and it seems to affect productivity. Currently, there is a decline in the activities of some institutions particularly the Bureau of Ghana Languages, the Ghana Publishing Corporation and

the Ghana Universities Press. Interviewees from these institutions gave the indication that some of the remaining staff are also leaving due to a lack of job satisfaction. The rate of employee turnover in these institutions require attention because they losing their skilful and knowledgeable personnel.

6.2.5 Structural changes

Another institutional challenge confronting some institutions and organisations is instability due to structural changes. Some institutions are moved from one ministry to another without consultation. For example, the Bureau of Ghana Languages (BGL), which was under the Ministry of Education, was moved to the Ministry of Chieftaincy and Culture without consultation. BGL produces books and teaching and materials in Ghanaian Languages. Depending on the government in power and their understanding of the work of BGL, BGL is moved to a Ministry that the government deems fit to place them under. That is, if books and other materials GBL publishes are seen as educational materials, then the institution is placed under the Ministry of Education. However, if the emphasis is placed on culture and the production of materials in Ghanaian languages is seen as promoting Ghanaian culture, then BGL is place under the Ministry of Chieftaincy and culture. Similarly, the Copyright Office has also seen some changes as stated by the Copyright Administrator:

> ... But interestingly at the time that the office was set up, it was the Ministry of Information which had ministerial responsibility over this office. Then it moved from information to the National Commission on Culture and then from there it came under the Ministry of Justice, so now it is a department under the Ministry of Justice.

Not all institutions are happy with the structural changes. Some are happy as they feel they have found themselves under the right Ministry whilst others feel unhappy as they feel they have been misplaced. For instance, the copyright office is happy to be under the Ministry of Justice because they think it is the right ministry they are placed under. The explanation that was offered was that they are responsible to the Attorney-General, who is based in the Ministry of Justice. On the contrary, the interviewee at the Bureau of Ghana Languages expressed frustration at the way the institution has been moved around from one Ministry to another. The changes affect the work of

institutions depending on the ministry under which they are placed. BGL comments that:

> We were able to perform under the Ministry of Education as they recognise our important role to produce books; our role was vital for their work, so every year, they gave us adequate funding and we produce books for schools. But under the Ministry of Chieftaincy, our role to produce books was not recognised and funding became a problem (BGL).

6.3 Other institutions and obligations

6.3.1 Copyright – Ownership issues

Not surprisingly, the topic of copyright was more of interest to authors and publishers than printers and booksellers. Copyright law has become a requirement that strives to create a conducive legal environment for the publishing industry to operate effectively. As expected, stakeholders in book publishing recognise copyright to create the legal environment for the development and growth of a sustainable literary industry in Ghana. Before the liberalisation of educational publishing, publishers had little interest in copyright. Government involvement in educational publishing at the time also implied a copyright monopoly by government. Interviewees who were involved in publishing at the time mentioned that government involvement deprived authors and publishers of their livelihood, the reason being that government owns copyright in works publishers and authors submit in return for the payment of a one-off fee. Government representatives on the other hand indicated they only followed the procurement requirements of donors. Even with the liberalisation of educational publishing, the problem of copyright ownership seems to linger on. Although this is not unusual, the findings demonstrated that not all authors are adequately remunerated.

The textbook policy focused mainly on ownership of copyright. It is clear from both content analysis and interviews that the law exerted a significant influence in defining this value of the policy, as great reference was made to the law. The ownership value of the policy seems to discourage plagiarism. The provision makes it difficult for a

publisher to present someone's work as their own for procurement as the publisher would have to demonstrate copyright ownership in the work or would have to prove that they have valid publication rights (Ministry of Education, 2002, p.15). However, this check on plagiarism does not guarantee that authors are rewarded fairly. There is evidence that publishers tend to commission authors, usually school teachers who teach a particular subject of interest, to write the manuscript. These authors are paid a one-off fee to write manuscripts, which are then developed and published by the publisher. Considering the size of the textbook market and the fees paid to authors, it is clear that the authors are not very knowledgeable about rights management issues. Comments from some authors showed they were content with the lump sum of money they receive. This demonstrates a lack of appreciation of their creativity. It is evident from the interviews that some publishers, who are more knowledgeable of rights management issues, are not making authors aware of their rights. An unanticipated finding is that some publishers go to the extent of depriving some authors of their right to paternity. While it is understandable that book publishing is a business, payment of appropriate royalties to authors is equally crucial for authorship development. To develop authorship will require clear guidance on author-publisher agreements that properly recognises the contributions of the author in the book chain. This was missed in the formulation of the textbook policy.

6.3.2 Copyright office and issues

The office recognises that it is responsible for the administration of copyright law in Ghana. It represents the country in international relations matters – international treaties and developments in copyright, the results of which are used to update the national law and to ensure it conforms to relevant international treaties. The office also recognises that the public is ignorant of copyright. The office, as part of its obligation, deemed it fit to embark on programmes that will build respect for copyright. The copyright administrator comments that, '… in order to achieve our objectives, we undertake several programmes, key among them is public education.' Evidently, the purpose of the education is to enlighten the public on copyright as an intellectual property right, which benefits society. Other programmes the office embarks on are, firstly, the mediation of copyright disputes. There was indication of the heavy use of mediation due to the cumbersome nature of the court system. Victims of copyright infringement apparently find it difficult to go court due to the

number of times they would have to go there. The interviewee explained that, in most cases, victims could not afford to hire lawyers to represent them, which makes mediation the only option available to them. It was also apparent that the Ghana Legal System and the police are not well knowledgeable in copyright issues, making such cases to drag on for long periods of time. The general perception was that copyright offences are regarded as insignificant. The Publishers' association mentioned an instance where people pirated books and when they were reported, they were 'let off the hook' by the police. The interviewee narrated an example of when a piracy incident was reported to the police and when the police arrested the pirate and had taken statements, the police officer was quoted to have said, 'wei de3 enye hwee, fa kye no' meaning 'this is no problem, you just forgive him, he will not do that again.' The ignorance exhibited by some people who are meant to enforce the law undermines the work of the copyright office, suggesting more aggressive education campaigns on copyright issues.

Another core activity the office mentions it embarks on are enforcement activities such as anti-piracy raid exercises. It is an expectation and obvious knowledge that people who work in law enforcement agencies usually enforce the law, however, the situation seems different with copyright issues in Ghana. Interestingly, the copyright administrator indicated that the copyright office 'go on raids to arrest and prosecute people who are infringing on copyright.' This is done through the help of a police officer specifically positioned at the office. Nonetheless, the office expressed that they are confronted with some challenges in executing their mandate. The office lacks personnel to enforce the law. The view was that enforcement is expensive and involves liaising with police to embark on enforcement activities. The second point that was raised was difficulty in tracing infringers due to inadequate or scanty information. 'It is not just about the vendors who sell few copies; it is about picking intelligence to go to the source where the books are being made' (Copyright office). This takes the analysis and discussion to the next section – copyright infringement

6.3.2.1 Copyright infringement

The Government of Ghana takes pride in its copyright law as meeting international standards and being compliant with all international treaties. The law, Act 690, 2005 provides stiffer penalties for copyright infringements than those that were provided in

the previous law, PNDC Law 111. Also, Act 690 provides protection for the rights of authors against plagiarism, reprographic rights, and piracy and author-publisher agreements. Amendments to the law, which were made in 2009, reinforced the adoption of measures to protect the rights of authors and to also collect and distribute royalties. In spite of these provisions in the law, Ghanaian publishers and the copyright office continue to battle with the problem of piracy and other copyright infringements. There was evidence that both Ghanaian and international publishers have their works pirated and plagiarised. Educational materials that are most pirated are books for higher education, Science, Maths, English, technical and vocational books for senior high schools. Although piracy is a global phenomenon, the situation is even more problematic for publishers in Ghana. While international publishers have other markets to supply their products to rather than just the home market, publishers in Ghana have only the home market. Although the research found that publishers in Ghana in recent times have penetrated and extended their markets into neighbouring countries such as Nigeria, this is relatively small compared to those of international publishers, which reinforces tackling piracy. Arguably, piracy is difficult to defeat, however, dialogue and cooperation in enforcing the law and prosecuting perpetrators could minimise the problem.

Another unanticipated finding is the high level of unauthorised photocopying taking place on university campuses. Evidence from this research showed that the amount of photocopying taking place on university campuses is far in excess of permitted use under Article 19(1)(a) of Act 690 and the Berne Convention. This was deemed by authors, publishers, the copyright office and Copy Ghana to undermine publishing activities for higher education. From the comments made by stakeholders, efforts have been made by Copy Ghana to reduce mass photocopying and to collect levies that would be distributed to right owners. However, there has been difficulty in encouraging university authorities in the country to accept blanket licences, which is not surprising as comments from interviewees revealed that some lecturers encourage students to make substantial or whole copies of textbooks. It was also noticeable that the lack of co-operation from authorities of higher education is largely due to fear of students' agitation and refusal to agree to the payment of a fee. Students in Ghanaian universities have often demonstrated a lack of co-operation with university authorities when it comes payments for services they use. This situation is limited to public

universities as findings from Copy Ghana further suggested that some private universities in the country are complying with the law. All efforts by Copy Ghana to get public universities to comply with the law have proved futile. It may be that students in public universities have benefitted from a free education system to an extent that they feel entitled to books without feeling the responsibility to pay for other people's works. University education in Ghana is free, which has created a sense among students that everything else that comes with that education has to be free. This thinking has always led to student agitation on university campuses whenever university authorities introduce fees to be paid for services the students benefit from.

The cause of mass photocopying raised by interviewees is the lack of availability of, and price of books for higher education, which does not justify the actions of students. Although there was no data at the time of this research to determine the impact of copyright infringement on the book publishing industry, the findings from Copy Ghana indicated that mass photocopying negatively impacts on the publishing industry as authors are losing their livelihood as well as publishers losing returns on their investment. As with piracy, the stakeholders losing most to mass photocopying are Ghanaian authors and publishers. Comments from both authors and publishers indicated they are making losses due to piracy and mass photocopying on university campuses.

Whilst international publishers have the option to grant Ghanaian publishers licences that would allow them to produce local editions of their books, Ghanaian publishers do not benefit from such arrangements. Another point that was raised was that some publishers negotiate licences with foreign publishers to publish textbooks that are required by students in tertiary institutions. There is a shortage of books at that level of education in Ghana and some Ghanaian publishers acquire foreign rights to publish the books in Ghana. When the Licencee starts reproducing the book, other publishers or printing houses that have no right to publish the books also started to do so with the assumption that the first publisher is reproducing a foreign work to make extra money. According to the copyright office, the infringers often use ignorance to justify their wrongdoing. That is, they expressed lack of knowledge that publisher X has

acquired the rights from the publishers in the UK or US to publish the books in Ghana.

> There was this case, a publisher had acquired the license to distribute a particular book in Ghana and then the books were out there being sold for Gh₵10 whilst he was selling a copy at GH₵15, so when people go there obviously they will pick the GH₵10 copy. So we had to come in to intervene. We have a policeman here at the enforcement unit so they went in and resolved the matter (Copyright office).

To increase availability will require more collaboration between Ghanaian publishers and their international counterparts. There is also the option of compulsory licences in the Berne Convention (WIPO, 1886) Ghanaian publishers have not explored as yet. Invoking such licences could increase the availability of educational materials at a higher education level. However, availability does not guarantee a book buying culture; the culture and attitude of Ghanaians are more inclined to a culture of entitlement as evident from both the literature and interviews. Other mechanisms that are being used to prevent copyright infringement are education for stakeholders, especially booksellers who are the conduit for selling pirated books. Coordination among stakeholders - copyright administrator's office, Copy Ghana, Copyright Society of Ghana, publishers association, printers association, booksellers association, law enforcement agencies – is required to ensure compliance to the law. Until then, it seems book publishing in Ghana will continue to suffer from copyright infringement.

6.3.3 Legal deposit

There is no mention of legal deposit in the textbook policy. It is clear that the Book and Newspaper Registration Act was not used as a resource in formulating the policy. There were divisive opinions about the awareness and knowledge of the legal deposit system. The Ghana Library Authority, GLA noted that some stakeholders are ignorant of the legal deposit system while those who are aware pretend to be 'forgetful' of the system. On the contrary, interviewees, particularly authors and publishers demonstrated a broad sense of legal deposit, and an even greater sense of non-compliance. There was a general recognition of legal deposit and its importance to the

book publishing industry among stakeholders, yet some expressed reluctance to comply with the law.

The non-compliance of legal deposit makes it difficult to gather information on publishing activities in Ghana. The statistics do not reflect what is happening in practice as most publishers and self-publishers are not complying with law. Enforcement of the law is weak. One approach GLA has adopted to enforce the law is through the issue of International Standard Book Numbers (ISBN). Applicants for the ISBN are persuaded by the GLA to submit copies of their publications to the George Padmore library, however, the findings suggest that some publishers do not return copies of their books after receiving the ISBN. In fairness, some publishers were honest and confirmed the comments from the GLA. So far the use of persuasion does not seem to yield any results. Another approach adopted by the GLA to enforce the law is educating stakeholders on the importance of legal deposit and building a national bibliography database to the publishing industry. There is evidence that this approach is not consistent and has not yielded any positive results either. What seems to be working now is follows up by GLA to the offices of both book and newspaper publishers to collect copies. However, this is constrained by logistics. There was also evidence that those copies that have been collected already have not all been entered into the national bibliographic database. Even in this computer era, entries into the national bibliography in Ghana are still handwritten or typed but not stored on a computer; there is no electronic data on national bibliography. Although the Book and Newspaper Registration Act stipulates the payment of a fee for non-compliance to legal deposit, there was no evidence of the use of penalties to get publishers to render their obligations. The law has not also been reviewed since it was enacted in 1961. To enforce legal deposit and build a bibliographic database will require cooperation between libraries, publishers and support from government.

6.4 Summary

This chapter examined the extent to which institutions dedicated to book development have influenced the current state of book publishing in Ghana. The core responsibilities of the institutions are supporting book development; improving access to books and promoting reading; training personnel and building capacity for the book publishing industry; advocacy and policymaking and coordination and collaboration. All institutions are clear on their roles and responsibilities and felt that book publishing in Ghana has seen a great deal of improvement. However, lack of finance and resources, leadership, staffing needs and structural changes have hindered the work and progress of some of these institutions. Aside the main institutions established mainly to support book development, the copyright office and the office of Copy Ghana are working to enforce the law in order for creators in the book publishing industry to benefit from their investments.

CHAPTER 7. STAKEHOLDER INTERVIEW FINDINGS: POLICY DEVELOPMENT

This part of the Chapter presents findings from interviews with stakeholders relating to book publishing policy. The objectives of this phase of the research were to: investigate the formulation of policies; understand stakeholders' experiences behind the formulation of policies, and to examine how policies are working in practice. The analysis of the interview data by question generated a list of themes and corresponding subthemes. The main themes that were identified during the analysis of the data are: policy-making; policy values; textbooks procurement issues; implementation, policy evaluation and policy review.

The subthemes identified under policy-making are: policy drivers; actors that were involved in the making of policy; resources that were used in the policy making process; and the policy process. Figure 7.1 presents the results from the analysis of stakeholder interviews on policy development.

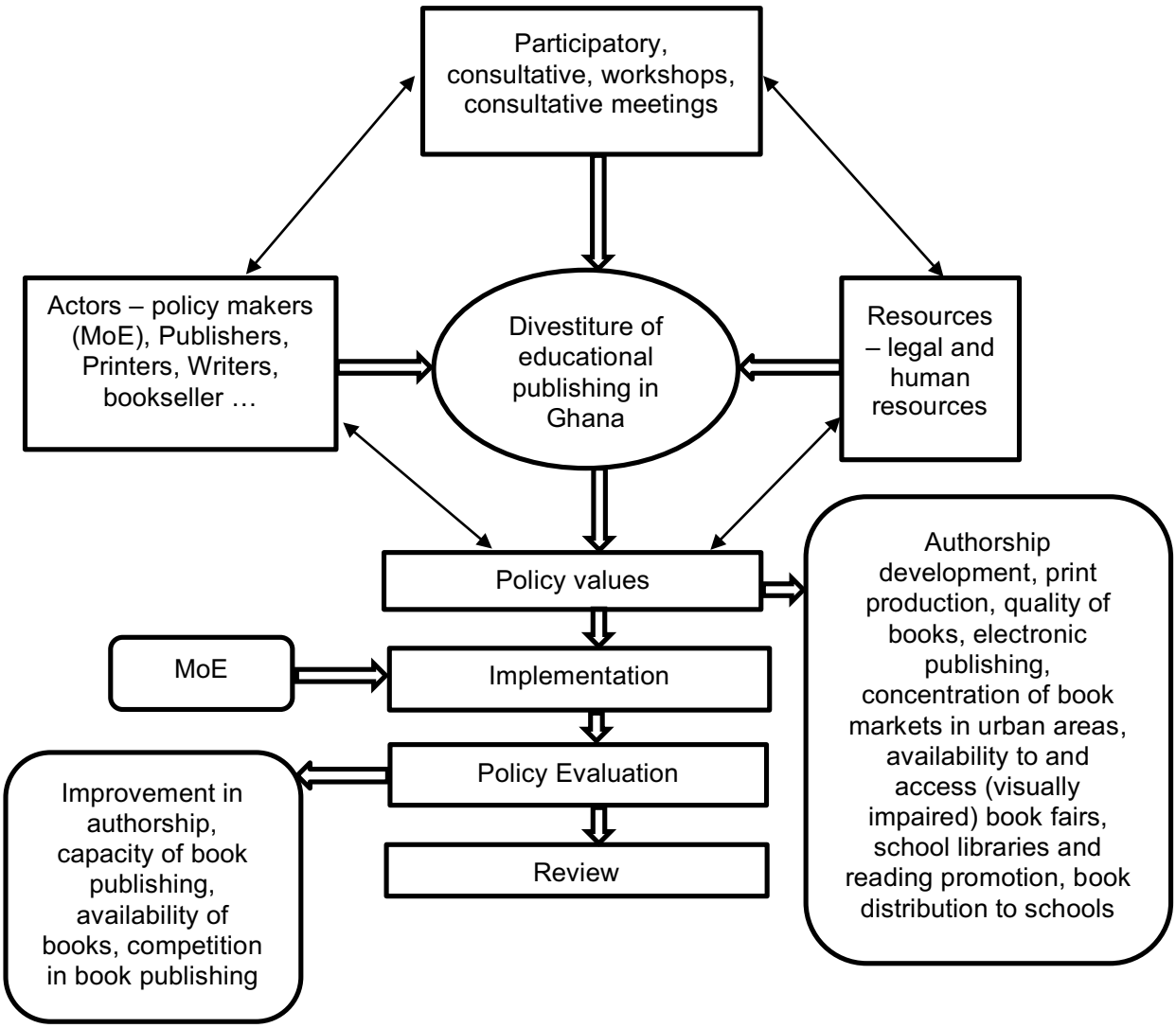

Figure 7.1: Results of policy development

7.1 Explaining figure 7.1

Figure 7.1 presents findings from the analysis of interview data and illustrates why and how policies were formulated, and the values that were addressed by policy. The figure locates the main driver for policy, the divestiture of educational publishing in Ghana, as the connector for the other activities that took place and the outcome thereof. It further illustrates the actors who were involved in policy-making and the nature of the policy-making process which was participatory as well as the resources that were used. The results of the combination of the actors, resources and the process resulted in the policy values or issues to be resolved for publishing development are on the lower part of the figure. The figure also showed the Ministry of Education as the main implementer of policy. Even though, it shows the impact of the policy as findings from the evaluation show, there is need to review policy. The subsequent sections present the analysis on the specific themes derived from the data.

7.2 Policy drivers

The policy drivers in this research refer to those influential factors that led to the development of book publishing policy. These are the beliefs, values and ideologies that were used to formulate policies. They are the liberalisation of educational publishing; unfair trade agreements and practices, limited access to books and library services. These factors were strongly recognised by both stakeholders and the literature as being instrumental in policy formulation and will be discussed separately in sections *7.2.1, 7.2.2* and *7.2.3*.

7.2.1 Liberalisation of educational publishing

One of the core objectives of the textbook policy is ensure private sector participation in providing a sustainable book development, production and distribution system (Ministry of Education, 2002). It was therefore not surprising that most stakeholders upheld state involvement in publishing as the main driver for the textbook policy. In line with the literature that was reviewed and the documentary analysis, responses from stakeholders also gave the indication that state publishing failed to adequately publish and distribute educational materials for all pupils and students. State publishing of educational materials also meant that the private sector was left of the

textbook market, which has been considered the main market for publishers in the country. The president of the publishers' association reports that:

> What actually triggered, I mean the calling for this policy, was as a result of the fact that, you know the book market in Ghana, over 90% of the book market is textbooks and yet government is the producer of these textbooks. For us in Ghana here, the textbook is the most lucrative market for the publisher because very few people purchase supplementary readers apart from textbooks.

Further analysis indicated that, stakeholders, in particular publishers embarked on lobbying and advocacy urging government to remove itself from book publishing to enable private sector participation. The comments from the president of the publishers' association was supported by an interviewee from the Ministry of Education (MoE), who submits that, 'the Ghana Book Publishers Association was a strong advocate for government to privatise book publishing'. According to the Ghana Book Publishers Association (GBPA), their advocacy for privatisation of book publishing was triggered by government's privatisation and divestiture plan of companies and organisations under its control. Although government had embarked on divestiture in many sectors of the economy at the time, the book publishing sector continued to be under its control. Stakeholders questioned government's increased involvement in book publishing. The urgent desire by stakeholders for the privatisation of educational publishing was therefore the main reason the textbook policy was developed and promulgated.

7.2.2 Unfair trade agreements and practices

Unfair trade practices as a result of both government policy and global agreements have been cited by interviewees as hindrances to the growth of the book sector, giving the indication that the country has not benefitted a great deal from these agreements. An issue which seemed to matter most to the printers in Ghana is the high tariffs on book manufacturing inputs. Printers in Ghana feel the direct impact of these tariffs on their operations as they are placed at a disadvantage due to global agreements. Although the textbook policy has been promulgated, the procurement is opened for international competitive bids, especially the World Bank funded purchases. However, there is evidence that Ghanaian publishers and printers have been largely

eliminated on the basis of price and, to a lesser extent, on quality. Whereas printing inputs attract tariffs, the UNESCO Florence Agreement of 1950 allows the distribution of educational materials free entry into Ghana without the payment of any tariffs. The Nairobi protocol of 1976, a ratification of the Florence Agreement, extends exemptions to include printing inputs. However, the findings indicated that Ghana is yet to ratify its laws in relation to import duties and taxes in line with the Nairobi Protocol. Nonetheless, government ministries, departments and some publishers held a different opinion from the views of the printers. There is evidence to suggest that publishers and printers who win contracts for textbooks production are able to negotiate with the Ministry of Education, the Ghana Revenue Authority and Customs, and Excise and Prevention Service for tax exemption on printing materials. The findings showed that this procedure was adopted because the tax-free system, which was introduced in 2006 to favour the book-publishing sector was abused by some printers and publishers. So, printing inputs are only exempted from tax and import duties if printers and publishers can prove they will be using them to produce educational materials. However, this arrangement is bureaucratic and cumbersome, and does not necessarily eliminate the tax component of the cost of printing inputs. Ratifying the Nairobi Protocol is long overdue. There is the need for Ghana to be a contracting state to the Nairobi Protocol because the book industry would greatly benefit from liberal provisions of both the Florence Agreement and the Protocol to the Agreement. The literature showed that countries like Columbia, which eliminated taxes and import duties in the book-publishing sector are experiencing a successful publishing industry (de Bedout, 1999).

7.3 Policy actors and resources

The concept of a policy actor is those individuals, publishers association, printers association, authors association and government agencies that influenced policy and were involved in the formulation of the policy. As figure 7.1 shows, the policy-making process involves a series of activities from structured interactions between different actors, both public and private. Although, interviewees acknowledged government as the policy-maker, the various actors were involved in different ways in the emergence, identification and resolution of a problem. The book publishing

process by its nature involves a chain of actors. This chain was found to be longer in the book publishing industry in Ghana because the largest and most viable market is educational publishing. As both the literature review and interviews demonstrated, many people and organisations – the MoE, government departments, donors and development partners, international publishers and all those involved in the book publishing chain in Ghana – are interested and committed to ensuring the availability and access to educational materials for everyone. Although most stakeholders were involved in making the policy, some were excluded. It was also difficult to determine the involvement of some state institutions in policy formulation largely due to changes in leadership. This may be due to lack of communication and documentation in state institutions. There was also an indication that people who take over from their predecessors neglect files of handing over notes, so they are excluded on issues that have already happened. Some heads of institutions revealed they were not in their current positions at the time the policy was developed, yet they expressed certainty of the involvement of their institutions in the policy process. It was apparent that they were not in practice aware of the level of involvement of their institutions.

The stakeholders who were involved in policy-making included a number of government agencies under the MoE (or example, GBDC and Curriculum Research Development Division of the Ghana Education Service) and across other ministries (for example, the Copyright Office) confirmed their involvement in formulating the textbook policy. In addition, end beneficiaries of the policy, GBPA, the Ghana Printers and Paper Converters Association (GPPCA) and the Ghana Writers Association (GWA) indicated that they were active actors in making the policy. All actors indicated that there was a common consensus on the formulation of the policy problem – state involvement in educational publishing hinders the growth of the private publishing houses. Hence, the divestiture of educational publishing.

Whilst the human resource that was involved in policy has become apparent at this stage, some existing legislation were resourced to ensure conformity. At the time of developing the textbook policy**,** the Public Procurement Act and the Copyright Act 2005 had not been enacted. Some respondents indicated that the old Copyright Act, PNDC Law 111 was referred to during the formulation of the policy. The law was used mainly to clarify ownership rights. There was also indication of use of the

national constitution. Although the Public Procurement Act was not enacted, both the Ministry of Education and the publishers' association indicated the use of the expertise of the public procurement board at the time of developing the policy. A procurement officer at Ministry of Education comments that 'there is no difference in what the public procurement law states and what is in the policy.' Evidently, human resource was the most used.

7.4 Policy process

The answer to the question of who makes policy is obvious. It was clear that government made the textbook policy and other legislation such as copyright law and trade related policies, which both directly and indirectly influence the operations of the publishing industry. Government agencies, publishers, printers and other stakeholders in book publishing in Ghana accordingly affirmed this. However, government alone did not make policy, contrary to the top-down approach of policy by the proponents of stagist approach to policy-making. The findings also make debatable the answer 'it depends on who is interested' as suggested by Owen (2011). Government ministries and departments who push for policy are seen from this research as decision takers on behalf of government. Although it is clear that the main force behind the formulation of the policy were publishers, as findings from this research demonstrate, it is only government or its designated agencies who have the political will and power to formulate policy. Although the publishing industry had the political will and were the main advocates of the policy**,** they had no direct power to influence the policy. Along with the literature reviewed, the interviews revealed beliefs and values that influenced policy as well as various stakeholders in book publishing, and the interactions among these stakeholders and some institutional structures. It is evident that the interactions among the different dimensions determined the outcome of policy, reflecting both Sabatier's advocacy framework and Colebatch's structured interaction.

Much collaboration between government and other stakeholders in education and publishing produced the textbook policy, which as of now is the main regulator of pre-tertiary educational publishing. There was evidence that advice was sought from experts and responses from consultation meetings and interest parties were all taken into account. All stakeholders perceived the textbook policy as an all-inclusive policy and the indication was that the whole process took about eight months. The participatory and consultative nature of the policy process was captured in the words of the director of GBDC as:

> The publishers, the book sellers, the printers, the translators, the editors, the minister of education, the minister of trade, minister of communication, the

> attorney general … there are a lot of stake holders, not only the book industry, representatives from other ministries also joined in the preparation of the policy.

Interviewees further expressed that their views were taken into consideration and added to the policy agenda, as stated by the president of the publishers' association 'our views were very much taken into consideration'. Stakeholders expressed ownership of the policy and place great importance on the policy, which suggests their satisfaction with their involvement in making the policy. However, three interviewees from three institutions – the Ghana Library Authority (GLA), Custom Exercise and Preventive Service (CEPS) and Bureau of Ghana Languages (BGL) exhibited uncertainty when asked about their involvement in the development of the textbooks policy. It was seen from the interviews that the respondents had either not taken up their positions at the time the policy was formulated or could not find documentation to confirm their involvement. A respondent from the Ghana Library Authority (GLA) stated:

> I heard of the textbooks policy, I think somewhere last year when we attended a meeting. Though I cannot say that we were not informed because it might be that by then I was not closer to where I am today, so I might not be around that is the more reason why I do not want to be emphatic that we were not part of the policy making.

Nonetheless, during the analysis of policy documents, all three institutions were mentioned in the policy document as actors in formulating in the policy. In addition, respondents from the GBPA and GDBC mentioned the involvement of these institutions in the formulation of the textbook policy.

7.5 Policy values

The subthemes that were identified under policy values are book development and production, and book marketing and distribution, which are the main headings of this section. Issues associated with each main heading are discussed.

The key issues that emerged relating to book development and production include authorship development; print production; quality of books and electronic publishing.

7.5.1 Authorship development

Some stakeholders, specifically the publishers and writers' associations, expressed their awareness of the 70% Ghanaian authorship provision in the policy document. That is, if three people are writing a textbook, at least two of them must be Ghanaians. However, there is a lack of compliance to the authorship provision stipulated in the policy. According to both the publishers and writers' associations, publishers do not see it as an obligation to observe the authorship clause in the policy document because there are no punitive measures that apply should any publisher fail to observe that particular clause in the policy. A representative of publishers stated a petition they made to the Ministry of Education as:

> We have expressed our concern to the Ministry that, any time they call for tender, they should insist that those submitting the tenders should come along with authors' profiles and their pictures because we have had situations where foreign authors were employed to write the books and then the names of Ghanaian authors were put on the books as if the books were written in Ghana.

Further analysis of the data revealed that the allegation by the GBPA on non-compliance of the authorship clause was made against foreign publishing houses that participate in the tendering process. Both the government of Ghana and donor agencies such as the United Nations Educational and Scientific Organisation (UNESCO) and the Department for International Development (DFID) support textbook development and production in Ghana. For instance, a government spokesperson indicated that the bulk of the money for textbook development and production is foreign aid. As a result, the procurement process is international competitive tendering. Both Ghanaian and foreign publishers compete in the process. However, the foreign publishing houses use their own authors rather than Ghanaians to write the books for them.

Interestingly, before the textbook policy was developed, efforts were made by the government in the past to support and develop authors in Ghana. According to the

GBDC, the government of Ghana after independence focused on the development of Ghanaian authors and publishers and therefore established the Authorship Development Fund. However, the respondent added that the initiative was abused by authors as they failed to deliver on books they were supported to produce.

7.5.2 Print production

The textbook policy stipulates that 60% of textbooks selected for procurement by the Ministry of Education should be printed in Ghana. Despite this clause in the policy, the analysis indicates that printers benefit least from the policy because they have never had printing contracts from publishers**.** Publishers prefer to print their books in China and India. The reasons publishers cited for non-compliance included higher production cost, poor product quality and the inability of printers to deliver works on schedule. Another reason was that Ghanaian printers lack capacity in book works as they are more focused on printing posters and brochures, and the lack of infrastructure and equipment to handle the large volumes of works for government procurement. A representative of publishers commented:

> When the contracts are given to the publishers, they are given a deadline and are supposed to deliver within a certain period of time but some of our printing houses do not have the capacity to print that huge volume of work within that period.

In response to whether publishers visited printing houses before making their claims, one publisher remarked that 'I sleep at the printing presses to get my works printed'. Thus, publishers who have had to use Ghanaian printing houses had to push harder to have their works completed. The Ministry of Education added that they have made attempts to comply with the policy by giving Ghanaian printers the 60% quota of the total textbooks selected for procurement. However, the ministry also expressed that the 'printers were not able to cope with that margin'. A respondent from MOE indicated that printers were encouraged to form a consortium to enable them to acquire the 60% quota the policy stipulates. However, each printing house is determined to acquire the bulk of the work to be manufactured.

Comments from the printers' association contradict those from publishers and the Ministry of Education. From the printers' point of view, publishers and government agencies do not employ their services and the lack of capacity is only used as an excuse. The leadership of the printers' association disagreed that they lack capacity to print large volumes of work. For example, the respondent stated that, 'our members have made investments in printing machines to enable them carry out jobs.' According to the leadership of the printers' association, some state ministers such as the Minister of Education and the Minister of Finance were invited to visit some printing houses and were satisfied with the state of the printing houses, contradicting the claim that printers in Ghana lack capacity to print large volumes of work.

Another claim by both publishers and printers during the interviews relates to the high cost of printing. The printers' association attributed the high cost of printing to public policy, both national and international, for encouraging Ghanaian publishers to print their works outside Ghana. Both publishers and printers expressed that Ghana is a signatory to both the Florence Agreement and the Nairobi Protocol. The Florence Agreement allows member states to import educational, scientific and cultural materials without paying taxes. The Nairobi Protocol, which came later, eliminates taxes and other import duties on materials and machines used to produce books and educational publications. It was seen from the interviews that Ghana has not ratified its laws in accordance with the Protocol. On the contrary, materials and machines used for the production of books and other publications still attract high taxes. By policy therefore, all books that are printed in Ghana are zero-rated, that is importers pay no taxes on the imports, and therefore cheaper than when they are manufactured in the country.

The tax and import duties on printing materials and machinery were expressed by some stakeholders as the biggest problem confronting printers in Ghana. The findings suggest that, before the textbook policy was developed, the printers' association had earlier on advocated strongly for tax waiver on printing materials, which was granted at that time. However, similar to the literature, a respondent from the publishers' association indicated that both publishers and printers abused the tax waiver granted by government as paper that benefitted from the waiver was sold to other printers at a commercial rate.

With the textbook policy in operation, the findings showed that the printers association have consistently advocated for the operationalisation of the waiver of taxes and import duties on all materials that are required for printing. Some respondents cited the leadership of the printers' association as strong advocates for tax waiver for its members. According to the leadership of the printers' association, several petitions on tax waiver were made to government. Therefore, government announced during the budget statement and economic policy of 2011 that all major inputs (paper, ink and printing machinery) that go into the production of textbooks and exercise books should be tax exempted. Consequently, a bill was approved by parliament exempting all printing materials and machines from tax and import duties in 2011. However, those changes were altered when the bill was published. One of the leaders of the Ghana Printers and Paper Converters Association stated:

> After parliament approved the bill, the Ghana Revenue Authority (GRA) made changes to the law accordingly but when the gazette was published, the provisions on tax waiver was altered.

The leadership of the GPPCA provided evidence of their claims during the interviews. One was a letter from the Ghana Revenue Authority accepting the changes and interpreting the VAT Amended Act 810 to the GPPCA. In the same letter the Ghana Revenue Authority again requested that the GPPCA should send a list of materials that are required for textbooks and exercise books production to the Ministry of Education for endorsement. This list was endorsed in June 2011 and a letter from the Ministry of Education with a reference number was shown as evidence of communication. However, these changes did not show in the VAT Amendment Act 810 when it was published. Further analysis of the data indicated an ongoing tension between the GPPCA and the government. In response to the agitations of the GPPCA, government in its state of the nation's address in 2013 announced the removal of tax and import duties on printing materials. The announcement was published in all state major newspapers – both print and online – and on radio. In addition, the leaders of GPPCA happily shared correspondence letters to confirm what they referred to as the 'injustice' against them.

In spite of the ongoing tensions between government and the GPPCA, a respondent from the procurement office, GBDC and the GBPA revealed that tax exemptions are given to printers who are producing books for government procurement for schools. However, there is a procedure to follow. For example, the respondent from the procurement office explained that publishers whose books are selected for procurement are expected to award a contract of 60% of the required number of books to a Ghanaian printer. The publisher is then expected to send the name of the chosen printing house to the procurement office. The procurement office writes to the Ministry of Finance for tax exemptions for those printers. In response to whether the GPPCA are aware of the letters of tax exemptions the procurement office writes, the respondent's response was that, 'the printers were part of the policy-making and are expected to know.' Although the claim made by the respondent from the procurement office may be valid, there is no such provision in the textbook policy document and its operational annexes.

7.5.3 Quality of books

In line with the textbooks policy and its operational annexes, a respondent at the Curriculum Research Development Division (CRDD) of the Ministry of education indicated that instructions are given to publishers on the development of textbooks for government's procurement for schools. In addition, all manuscripts submitted for selection are taken through an evaluation and assessment procedure as outlined in the policy and its operational annexes. The evaluation and assessment exercise is to ensure that both the content and physical features of the book are appropriate for pupils and are of high quality. However, the most striking observation during the analysis of the data is the dissatisfaction of CRDD on the quality of books because their office is to ensure that books meet the set out criteria in the policy document. The respondent explained the selection process as:

> When the books are brought, we select the best out of the lot. What we do is that, we get evaluators and assessors. We get a place for them to assess the books then after that, we select the best three and supply to schools. We normally make sure that the books are linked to the syllabuses and that the content, facts, the language and even the production meet the specification.

Further analysis of the data suggests a lack of clarity in the syllabuses and instructions given to publishers. The respondent from CRDD added that 'our fear is that sometimes you say activity and they do not know what activity is.' Similarly, the president of the GBPA indicated that 'quite a number' of books published 5 years ago were of poor quality. Nonetheless, the respondent also indicated that book publishing has seen considerable improvement in terms of the quality and standards of book that are produced these days. The improvement in quality was attributed to a series of workshops and training organised by the GBPA for its members.

Although publishers are working to improve quality in books, they expressed dissatisfaction at the time that is given to them to publish textbooks. The GBPA expressed that its members are sometimes given 6 weeks to submit bids and to supply books to schools (NB: this point is discussed further under procurement issues), which makes its members hurry through the publishing process.

7.5.4 Electronic publishing

The analysis revealed the desire by Ghanaian publishers to explore the area of electronic publishing. Publishers indicated electronic publishing as a trend of publishing that would benefit publishers in Ghana. The president of the publishers association mentioned the association's efforts to encourage its members to explore electronic publishing. The interviewee added that the association is providing training programmes for its publishers to appreciate the benefits that are there for electronic publishing. Currently, publishers in Ghana have not embraced electronic book publishing yet.

7.6 Book marketing and distribution

Book marketing and distribution were acknowledged by most stakeholders as important in ensuring availability of, and access to books. There is indication of a concentration of major book selling outlets in only some major cities and towns. An interviewee from the Children Literature Foundation (CLF) attributed this to a lack of a book buying culture among ghanaians as 'a lot peope do not buy books outside of textbooks.' For textbooks, however, the main market is schools and the government of Ghana is the main purchaser of these books. To ensure availability of, and access to

books, the textbook policy indicates that government, depending on funding, will buy books for schools every year. For core subjects such as English, Mathematics and integrated Science textbooks, the policy indicates that the book ratio per child in class will be 1:1. That is one textbook to a child. To this end, two respondents one from the procurement office of the Ministry of Education and the other from the Ghana Education (GES) indicated that government buys enough books for pupils to get access to on one-to-one basis. However, both respondents expressed that government has been unable to supply books to schools consistently due to financial constraints. Again, a respondent from the CRDD added that the curriculum and syllabus, which are supposed to be reviewed every five years have not been reviewed for over 10 years as a result of funding. The respondent stated:

> We have not been able to review and produce new syllabuses. Every five years the syllabuses are supposed to be reviewed, 2012 was a revision period for basic schools but due to financial constraints, only four subjects were reviewed out of ten.

Other stakeholders including the GBPA, GPPCA and the writers' association confirmed the lack of consistency in the production and purchase of books. Publishers reproduce copies of old books, which are made available on the open market for parents and pupils to buy. One of the objectives of the textbook policy is to instil a book buying culture in parents. Books in subjects that are not core are to be distributed in a ratio of one book to two children. This provision was made in the policy to get parents to buy books. Aside from textbooks, two institutions dedicated to promoting reading pointed out that in some parts of the country, supplementary reading materials are unavailable and inaccessible. When asked whether access to books in Ghana is a problem, a respondent from the Children's Literature Foundation (CLF) said:

> Yes, in some parts of the country we do have problems especially with non-textbooks. You go to some places where you will think they would have access to books apart from textbooks but they do not.

The view expressed by the respondent exposes a deficiency in book distribution – the concentration of book markets in some urban areas in Ghana. Even the major book fair in the country takes place in Accra, although there were indications of book fairs in selected regions in the country. The challenge of running the Ghana International Book Fair, which attracts publishers from around the globe and other book fairs in some parts of the country was linked to financial constraints. For instance, the GBPA failed to secure funding to organise the fair in 2013. When asked why a trade association, whose members and other stakeholders in book publishing are generating income would continue to rely on government and donor support in running its affairs, the president of GBPA added that 'when people come into the country, the state benefits through tourism and a whole lot of activities. So it is in the interest of the government of Ghana to take particular interest in the organisation of the fair', suggesting a continuous dependence on government and donors. Meanwhile, most publishers in the country sell their books themselves directly to schools and through the few bookshops.

7.6.1 Availability of and to access to books for the visually impaired

Neglect of the visually impaired in textbook development and production was identified during the analysis of the data. Although one of the objectives of the textbook policy is to develop and produce 'high quality textbooks and other instructional materials including large prints and books in Braille for the visually impaired', it appears this objective has been overlooked by stakeholders since the promulgation and implementation of this policy. Interestingly, GDBC, which initiated the development of the policy on behalf of government demonstrated ignorance of the provisions on book development and production for the visually impaired, as the respondent claimed that 'the textbook policy does not cover special education.' In Ghana, special education as discussed in an earlier chapter includes the visually impaired. In addition, the president of the publishers' association added that 'the textbook development and distribution policy never made reference to procuring textbooks for the visually impaired, it never made reference to that.'

Another striking revelation was the lack of awareness of the existence of the textbook policy exhibited by the Director in charge of special education at the GES. These

scenarios of ignorance and lack of awareness by key stakeholders illustrates a lack of communication, poor documentation and neglect of the rights of the minority in society. At the time the researcher was conducting interviews for this research in July/August 2014, a workshop to ratify the Copyright law of Ghana in accordance with the Marrakech Treaty to facilitate access to published works for persons who are blind, visually impaired or otherwise print disabled was taking place in Accra. At the workshop, the president of the Ghana Society for the Blind sums up the difficulties the visually impaired go through in accessing books for education as:

> Education for the blind, visually impaired or otherwise print disabled has not been an easy task so far. People who are visually impaired have no access to books but sit the same examinations with people who are well sighted.

Similarly, the Ghana School for the Blind pointed out the lack of books and other teaching and learning materials as hindrance in educating the visually impaired. A publisher who was interviewed at the workshop showed knowledge and awareness of the objective of the textbook policy to develop and produce books for the visually impaired. The respondent expressed that a number of publishers are willing to publish for the visually impaired when government implements the clause in the policy. However, they admitted they will be unable to commit to publishing for the blind without government support due to the uncertainty of the market. With government taking steps to ratify the copyright law, books might become more available and accessible for the blind.

7.6.2 School libraries and reading promotion

Although the policy aimed to develop school and classroom libraries to promote reading, research and active student learning, very little has been done to sustain the implementation of this policy. According to the GES, library and reading times were instituted in basic schools during the early years of the implementation of the policy. However, the practice has almost become non-existent. Both the GES and GLA expressed that government lacks funds to buy more books to stock up these libraries.

Aside from the GES and GLA, a respondent from CLF noted that there is an on-going collaboration between CLF and the writers' association to make supplementary reading materials available and accessible to promote reading. The respondent stated.

> We were trying to organise reading clubs in all the secondary schools and the teachers we met at those schools said they could not get books for the kids. According to the teachers, their schools only have foreign books, the content of which are foreign to the students making it difficult for them to understand. So I was surprised because there are so many books here in Accra.

Accra is a city in Ghana and the analysis of the data demonstrated a concentration of books in major cities. Poor distribution network and lack of access to books and other reading materials in some parts of the country is a key issue confronting book publishing in Ghana.

7.7 Other legal and ethical considerations

At the time the textbook policy was formulated, Ghana had no national procurement law. The findings suggest that the procurement law was being formulated at the same time as the textbook policy. This is evident from the fact that both the textbook policy and the public procurement act were promulgated in the same year, 2003. Comments from stakeholders suggested that they consulted the public procurement team at the time to ensure the procurement provisions in the policy comply with those of the public procurement act. The general perception among interviewees was that the procurement procedure in the textbook policy is within those of the public procurement act. Rather, the problems with procurement are related to the implementation of the policy, which is discussed in a later section.

Issues of defamation and other risks involved in the publishing process were found not to be prevalent in book publishing in Ghana. A possible explanation for this might be the inclination of the book publishing industry towards educational publishing. Findings from both the policy document and interviewees suggested that the manuscripts that are submitted for the textbook bidding process are rigorously evaluated to ensure cultural relevance, a representation of national diversity and

gender sensitivity. There was further evidence to demonstrate that the language of the manuscripts is free from obscenities and violence, discourage civil unrest and avoid fanning ethic sentiments. Comments from authors and publishers corroborated these findings. It was clear from the findings that authors and book publishers in Ghana are cautious of sensitive issues, specifically tribalism, religion and obscenity. Comments from the publishers associated revealed only one reported case relating to tribal sentiments, which were found not have been deliberately written by the author.

7.8 Procurement issues

Publishers expressed their frustration with the entire procurement process of calling for tenders, the award of contracts and the subsequent supply of books by publishers. Some members of the Ghana Book Publishers Association, GBPA complained that they are sometimes given about six weeks to submit bids and supply books. Traditionally, it takes not less than six months to develop a manuscript into a finished book. However, publishers are expected within six weeks to seek authors to write manuscripts for them to develop into a book. One publisher indicated that the short notice makes most of them unable to compete and that those who compete and win bids tend to produce poor quality books because of the limited time given to them. While majority of the publishers complain about the procurement procedure, some publishers tend to have access to copies of the syllabus before the official public announcement is made for tender. The president of GBPA states:

> In 2008, one publisher out of the over 30 Ghanaian and foreign publishers who bid for government textbooks won close to 60 per cent of the total 100 million US dollars textbook procurement bid. This publisher had copies of the syllabus and prepared ahead of the other competitors.

In response to the claims made by publishers, the procurement office of the Ministry of Education indicated that publishers who complain are those who are unable to win bids. Yet, ‘the same publishers praise the textbook policy and the selection process when they win bids to produce government textbooks’, the interviewee added. Another complaint against the procurement procedure is the lack of transparency in the evaluation and selection process as indicated by some publishers. The ministry

disagreed. According to the Ministry of Education, qualified independent examiners from the West Africa Examination Council (WAEC) that handle various subjects are selected to evaluate manuscripts under the supervision of the Ghana Book Development Council, GBDC. The analysis also indicates that publishers' commission or negotiate with qualified authors, most of whom are WAEC examiners to write manuscripts for them. The use of WAEC examiners by both the Ministry of Education and publishers has created challenges with conflict of interest as expressed by GBDC:

> When we choose evaluators to evaluate manuscripts, we get them to declare to their interest and sign confidentiality forms. It is very difficult to determine whether evaluator A has written a book for publisher X but they have been times we realised that people who were selected as evaluators have evaluated the same books they have written.

This revelation demonstrates gaps in the criteria for selecting evaluators and therefore the need for due diligence in selecting evaluators to avoid having authors evaluating their own work.

7.9 Implementation issues

It is fair to argue that the textbook policy has achieved its aim: pre-tertiary educational publishing has been liberalised. It is clear that the private sector is actively involved in the provision of textbooks for pre-tertiary education. However, the full implementation of the policy is beset with challenges. Evident from both the literature and comments from interviews is the general perception of a lack of transparency in the procurement of books for schools by the government. There have been two court cases related to the procurement procedure. The first one was in 2005 when the MOE entered into a sole supplier agreement with Macmillan to procure supplementary reading materials to the tune of $28 million dollar for supply to basic schools in Ghana, contrary to the provisions of the textbook policy. Also, in 2012, the MOE attempted to flout the procurement procedure as discussed in the literature. Publishers won both cases. An interviewee from the procurement office tried to

justify the 2005 case by indicating that government can sometimes sole source (contract one publisher to publish books) but demonstrated a complete lack of knowledge of the 2012 case. There is also very little support for the printing subsector and the distribution system of the publishing chain. The Ghana Book Publishers Association, GBPA have persistently appealed to the Ministry of Education, MoE to comply with the guidelines that are spelt out in the policy to ensure a full and transparent implementation of the policy.

7.10 Evaluation and review of policy

Notwithstanding the challenges associated with implementation, most stakeholders expressed that policy has encouraged more Ghanaian authorship, improved availability of books, introduced competition in book publishing and capacity of both printers and publishers has improved. On authorship development, a respondent indicated that the textbooks policy has 'woken the writing capabilities in Ghanaians and they are really writing these days.' Both writers of textbooks and supplementary reading materials are rewarded for their efforts. Some stakeholders also indicated that the policy has provided opportunities for publishers to compete, especially with giant foreign publishing houses. In addition, some publishers are happy that they get work. For example, a respondent mentioned that 'in the past, you do not hear of tenders, you only hear that Unimax-Macmillan or Longman Green won tender and supplying books to schools; we were not getting anything, but with the policy, you tender and if you meet the requirements, you win.'

In order to compete in government textbook bids, some stakeholders, especially publishers and printers, have invested in training their human resource and equipment. As a result, capacity in educational publishing in Ghana has improved. Finally, some respondents expressed the dominance of Ghanaian books on the market since the implementation of the policy. Respondents argued that the policy has reduced the number of foreign books on the market. Finally, most respondents indicated the need for the policy to be reviewed because it has not been reviewed since its promulgation. Contrary to the timeframe stated in the policy document for the policy to be reviewed,

that is every five years, eighteen respondents expressed that the policy has not be subjected to any review.

7.11 Summary

The private sector is actively involved in book publishing now and publishing activities in the country have seen expansion in recent years. Educational publishing is linked to the formal education system and is also economically viable, which implies that publishers are certain of a market for their books. Comments from all stakeholders suggested they are content with the policy but also made reservations about its implementation. Evidence of correspondence between government and printers showed increasing tension between them. While the printers blame government for not adhering strictly to the provisions in the policy, comments from the government suggested the printers are not in a position yet to handle the volume of work it requires. In addition, the problem of high taxes on printing inputs still lingers on. Other areas that need addressing are authorship development. It is clear that the contributions of authors in the publishing chain are not fully recognised by other stakeholders.

The analysis of interviews with stakeholders on publishing policy generated a list of themes and subthemes. The themes that were generated from the analysis focused on the following areas: policy-making, policy values, procurement issues, implementation, the effects of policy and review of the policy. The overall topics with associated themes and subthemes are presented in the table below

Table 7.1: The policy-making process and results

Policy making	Policy values	Procurement issues	Implementation	Effects of policy	Review
Policy drivers – State involvement in book publishing	Book development and production – Authorship development - Print production - Quality of books - Electronic publishing	-Tender and award of contracts - Conflict of interest - Due process not adhered to in government procurement - Court cases	- Stakeholders not satisfied with policy implementation - Not all policy values have been implemented	- Improvement in authorship - Improved availability of books - Competition - Capacity building	- Long overdue
Policy actors - Both private and public involved	Book marketing and distribution - Concentration of book markets in urban areas - Availability of and access to books for the visually impaired - Book distribution to schools - School libraries and reading promotion - Book fairs				
Resources - Legal and human resources					
Policy process – participatory - Use of some legal and human resources					

CHAPTER 8. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

This final chapter presents the summary and conclusions from the research that is presented in this thesis. It also provides recommendations that could be used to improve book-publishing policy, and to foster the growth of book publishing in Ghana. The chapter considers how the research methodology contributed to the achievement of the overall aim and objectives. It also contains a consideration of the contribution to knowledge of this research and provides suggestions for further research. The next paragraph restates the research aim and objectives, along with the research methodology, and provides a justification of this research.

This research sought to investigate the role of publishing law and policy in Ghana, and to evaluate the work of government-sponsored institutions for publishing development in the country. It has identified and analysed laws and policies, and has evaluated the work of institutional structures that have been established purposely to promote book development and publishing in Ghana. The research also sought to understand why policies were formulated and identified the underlying factors that influenced policies, and examined how policies were formulated and the experiences behind the formulation of these policies.

To sufficiently inform and upgrade knowledge on the research topic, the qualitative approach based on the philosophy of critical realism was used. First, qualitative content analysis was used, which gave a broad overview of the background and historical information for which policies were formulated. The use of the qualitative approach was particularly useful in identifying stakeholders and their perspectives. Issues that were found from the analysis of policies were clarified through the interviews and the gaps in information were highlighted. The interviews enabled the researcher to uncover the underlying factors for policy formulation and gave an understanding of the experiences of those who were involved in developing policy. This, the researcher believed would be unlikely to have been found through other methods. Therefore, the philosophy of critical realism that underpinned this research has been successful because it enabled the researcher to achieve the research aim and objectives. It has also helped to provide a broad overview of how policies were

formulated and identified the underlying influential factors in developing publishing law and policy.

8.1 Summary of findings and limitations

It was demonstrated at the beginning of this thesis that Ghana, after independence in 1957, has focused on providing formal education to Ghanaians and has recognised the strong need to make books and learning materials available and accessible. It was particularly necessary for government to develop its own national book publishing industry. However, publishing development since the 1950s has been hindered by socio-cultural, economic, political and institutional challenges, culminating into its under-developed state. Central to all these challenges is the lack of involvement of the private sector in educational publishing which is the main book market in the country. However, there has, notably, been a considerable growth in the book publishing industry in Ghana. This growth has been attributed to publishers and other stakeholders continuous advocation for policy that would involve the private sector in educational publishing. Although some state interventions were made in the form of the establishment of institutions dedicated to support publishing development after independence in 1957, there was a general lack of recognition of the strategic importance of the publishing industry to national development. The period between 1957 and 2000 in particular was perhaps the most difficult and most challenging period for publishers in Ghana, with aggressive calls for policy that would address the many challenges publishers were confronted with.

Meanwhile, as mentioned in the preceding paragraph, government-sponsored institutions were established to support publishing development. It was found that institutions dedicated themselves to supporting book development; improving access to books and promoting reading; and training and building capacity for the book publishing industry. Whilst their work has not solved the problems associated with publishing development in the country, it could be argued that the work of these institutions to a large extent has supported the growth of the publishing industry. The Ghana Book Development Council, which could potentially be referred to as the main pillar of support of the publishing industry in the country, has provided training on capacity building to support publishers, printers and authors on their work. Again, in

terms of training, the Department of Publishing Studies, KNUST and the Tema Technical Institute have both trained people who work in the publishing industry. The Bureau of Ghana Languages could be credited with the development of books in some Ghanaian languages and literacy development in these languages as well. However, the work of these institutions has decelerated. As government-sponsored institutions, their ability to perform their roles and responsibilities efficiently is tied to the availability of resources at the national level and government's development policies. The lack of these resources and/or changes in government priorities towards other development issues has culminated to a lack of funds and logistics for institutions to operate. It was also found that continuous structural changes and a lack of staff with expertise have hindered the work and progress of these institutions.

Nonetheless, institutions, with or without funds, have embarked on advocacy, and have coordinated and collaborated with publishers, printers, authors and government to recognise the significant role of law and policy to publishing development. This significant role played by institutions and the significant importance of policy for publishing development was therefore recognised in 2002 with the formulation of the textbooks policy. Contrary to the non-participatory nature of policy-making in Ghana (Whitfield, 2005), the making of the textbook policy was participatory and involved both Ghanaian and international stakeholders. Consultative meetings and workshops were coordinated and held among stakeholders in publishing as indicated in the introductory sections of the policies, and in accordance with the guidelines for formulating national book policies, which have been outlined and discussed under *section 3.3*. However, there was a limitation in corraborating this in some institutions due to changes in leadership and a lack of proper documentation and handing over notes. Nonetheless, the participatory nature of the policy-making process created a sense of ownership of policy among stakeholders.

The impact of the policy was felt in the liberalisation of educational publishing with the private sector now participating in the production and distribution of textbooks. Modalities for the production and distribution of textbooks to schools were established in the policy and in terms of educational publishing, the policy is considered sufficient by stakeholders in publishing. This research further established that the book publishing industry in Ghana is making progress. Evidence from the

research showed a positive relationship between the textbooks policy and progress in educational books publishing. Publishers are particularly happy with the textbook policy. Those publishers who have won contracts have had good financial returns and were full of praise for the policy. However, there has been a lack of transparency in the award of contracts to publishers and also a lack of compliance with the implementation of the core values of the policy. The challenges in the implementation of the policy may appear to have overshadow its impact as there was a sense of loss of credibility of the policy, with calls for a national book policy.

A major obstacle to the implementation of policy is the lack of a legal backing to policy. A national book policy should be 'a legal instrument' and must bind 'all parties concerned' (Newton, p. 13). However, the textbook policy has no legal backing. As a policy, it only sets out the procedures for textbook procurement, production and distribution, therefore it is difficult to enforce as nobody is held accountable for not adhering to the policy. Having said this, it is worth noting that the Ghana Book Publishers Association has won some court cases against the government as discussed in the literature. However, the lack of a legal backing has made it difficult to win other violations of the policy. Across legislation that was analysed, it was also found that enforcement is problematic which are due to the ignorance of both the copyright and legal deposit laws. There are deliberate violation of the copyright law; non-compliance to legal deposit and a lack of logistics and funds for institutions that enforce these laws to operate.

Arguably, the textbook policy has been unsuccessful in addressing the myriad challenges Ghanaian publishers are confronted with. Using the framework that was developed for policy analysis from the various theoretical perspectives and the guidelines for formulating national book policies from both UNESCO (1997) and Newton (1999), the textbook policy featured far less values than those provided in guidelines. This limitation has been mainly due to the focus of policy on sustainable schoolbooks provision rather than the development of the book publishing industry as a whole. For instance, a book policy should take into account economic and legal measures that relate to book production and distribution. However, the problem of high import duties and taxes still lingers on and require attention and action from government. There is increasing tension between government and printers. Whilst the

printers blame government for not adhering strictly to the provisions in the policy, evidence suggests the printers are not in a position yet to handle the volume of work government requires. The implication of this is that Ghana has not benefitted from either national and international trade policies relating to book publishing. The UNESCO Florence Agreement and its Nairobi Protocol have not been fully incorporated into national laws.

The shortcomings of the textbook policy were recognised by the Ghana Book Development Council (GBDC) which act on behalf of the government, and publishers. Both the GBDC and publishers attempted to formulate a national book policy separately, with both documents in circulation. These attempts have only created confusion on whether Ghana has a national book policy and it became clear at the end of this research that Ghana has no national book policy. There have been calls for the review of the textbook policy towards the formulation of a national book policy to address all aspects of the booking industry, including both educational and general book publishing, and all relevant legislation that relate to, or influence book publishing.

The main limitation of this thesis is that the data was restricted to only Ghanaian publishers, printers, authors and government-sponsored institutions. The Ghana Library Authority was the only end user that was considered under this study; schools and the general public were excluded. In addition, multinational publishers and other international agencies that have either directly or indirectly supported publishing development in the country were excluded. This was because the researcher felt that in order to foster the growth of a national book industry and to achieve the research aim and objectives, it was best to seek answers from the people to whom the industry mattered most to. In terms of the work of government-sponsored institutions, policies and activities relating to book publishing, the findings can be said to be representative of the entire book publishing industry in Ghana. Importantly, the data showed clear and consistent patterns, suggesting the findings are robust. The findings also showed a lack of theory that explicitly focused on book policy analysis and this is research has been the first to identify factors that could underpin a theoretical perspective, which would complement the general guidance on policy development and analysis given in the literature.

Also, the choice of qualitative content analysis has inherent limitations that have been discussed in chapter 4. Rather than providing a statistical representation of words, qualitative content analysis is purely descriptive. It describes what is there and did reveal much on underlying motives for policy development. It was limited by the availability of materials. However, the use of semi-structured interviews balanced the research approach. It offered flexibility and allowed probes and clarification to be sought on issues. Using critical realism as an underpinning research philosophy made the researcher to focus on the underlying factors for which policy were formulated. This has been a particular strength of this research as it identified the drivers for policy and provided an understanding of the experiences of stakeholders in formulating the policy. Key concepts that were identified were helpful in analysing the content of policy documents.

Overall, two main contributions to knowledge have been made in this thesis. Firstly, this thesis has provided, to the best of the researcher's knowledge, the first qualitative content analysis of book publishing law and policy, which although very important to publishing development has been overlooked. The thesis has also made theoretical contribution on public policy development and analysis, specifically by being the first to develop a framework for the analysis of book policies. The framework brings together three levels for consideration for policy analysis along two broad spectra – book development and publishing, and book markets and distribution. It was used to analyse policy documents in this research and could be used as a guide for book policy analysis in future. The framework provides an understanding of the underlying factors that could be used to explain policy values.

The second contribution of this research to knowledge is a presentation of the current issues that affect publishing development in Ghana, and also the lack of research on book publishing law and policy, which has now be addressed. It has added to the understanding of the work of government-sponsored institutions by evaluating their operations. Finally, the findings from this research will be presented at seminars and workshops with stakeholders in book publishing to upgrade them on developments in the industry.

The next sections consider the potential applications of this research and potential avenues for future research.

8.2 Conclusions and recommendations

Having provided an overview of the research findings in this chapter, this thesis affords an opportunity to draw conclusions, and to make recommendations for potential application in both research and practice to foster the growth of the book publishing industry in Ghana and perhaps in other African or developing countries with similar challenges.

It is concluded that the summary of findings within this chapter suggests two distinct periods of the publishing industry in Ghana. The period before 2002, when there was a complete lack of support for the commercial book publishing industry and the period after 2002, when the textbook policy was formulated and promulgated. The period before 2002 was rather characterised by government policies that would ensure the provision of schoolbooks to schools instead of support for the development of a commercial publishing industry. The focus was on government-sponsored institutions in the 1960s and 1970s, and as mentioned in the analysis in chapter 6, the work of these institutions in fostering the development of book publishing in the country was hindered by various challenges. The lack of funds in particular has been established as the main constraint to the work of institutions and the implementation of policy and enforcement of legislation. This has led to the involvement of international stakeholders such as the World Bank, UNESCO, DFID and other donors. These donors collaborated with government leading to increased government monopoly of educational publishing in the country. The government's monopoly of educational publishing, coupled with the economic difficulties of the 1980s culminated into problems and created limited opportunities for private commercial publishers to participate in educational publishing. Publishing during this period was different from after 2002.

It is also concluded that the promulgation of the 2002 textbook policy, nothwithstanding inconsistencies and challenges in the procurement process and implementation, gave private commercial publishers in the country the opportunity to

participate in educational publishing. The involvement of private publishers in educational publishing has brought optimism to publishers because a share of the educational market means a vast amount of work for publishers as well as enormous economic gains. However, the main obstacle to the implementation of policy and legislation is that there is a general lack of compliance with, or partial compliance with all legislation and policy documents that were identified. With regards to legislation specifically, there is a sense of general weakness with enforcement of the law. Without a legal backing for policy documents, and education for stakeholders in publishing and the general public, the implementation of policy and the enforcement of legislation will continue to be problematic.

In terms of policy development and analysis, there was evidence of an awareness of, and knowledge of, publishing law and policy among stakeholders in the book publishing industry. There was also a great deal of coordination and collaboration during policy-making. However, there was evidence that Government, which has the power to enforce law and implement policy, are also violators of their own rules. It is necessary the government set the example of adhering to policy requirements. On the basis of evidence from the research, it makes more sense to break down components of the policy for various stakeholders and institutions dedicated to book development and publishing to implement. This would make all stakeholders accountable for non-compliance to law and policy.

In conclusion, the 1992 Constitution of Ghana on educational rights states that it will actively pursue 'the development of a system of schools with adequate facilities at all levels' of education. Educational facilities have been interpreted to include teaching and learning materials, which it is upheld must be made available to all citizens as discussed under section 5.5. This was used as one of the bases for d eveloping the textbook book policy, reflecting a policy requirement under Moore's organisational level on the policy matrix. The policy objective of a textbook policy or national book policy should encourage the provision of teaching and learning materials for use at all levels of education. The textbook policy is over a decade old, yet some specific objectives at this level have not been fully achieved. There is evidence of a lack of continuous supply of books and other teaching and learning materials to meet the demands from schools, which has been attributed to a lack of funding from

government. In the past the educational system in Ghana has relied largely on donor funding for its programmes including the production and supply of books and other educational materials for schools. However, there was also evidence of a cut in donor support for books and other educational materials, which suggests a shift in donor priorities as discussed in the literature. It was also established that the existing policy focuses on pre-tertiary education at the neglect of other levels of education. It is clear that the textbook policy is inadequate in the provision of educational materials for all levels of education in Ghana. It does not cover general book publishing. To create a viable and diversified book publishing industry will require a policy that focuses on all aspects; book development, educational publishing and general books publishing.

Focusing on all aspects of book publishing would reflect the social level of a book policy, which include ensuring individuals have access to books and other materials for education and also to inform them on the social, political and economic issues that affect them. It also includes ensuring that library services are available and easily accessible by all people. Issues of availability of, and access to books and other teaching and learning materials across Africa and specifically Ghana were highlighted in the literature. The importance of making books available – textbooks, books for general readership, and for teaching and learning – was similarly emphasised by all stakeholders. The limitations of the policy objective at this level are similar to those at the organisational level, that is the existing policy is limited to textbooks and also at the pre-tertiary level of education only. There was a general desire for books for general readership, it is clear that individuals and libraries require a wide range of books on various genres – adventure, mystery, fantasy, horror, science fiction and myths and legends (as Ghanaian folklore could be expressed) – for general readership. This will inform readers of the various issues that are happening around them. Developing Ghanaian authors and relationships with foreign publishers is important as they provide a means of making books more widely available. The development of a distribution network comprising distributors, wholesalers and retail booksellers is also important in ensuring that books would be accessible to consumers.

Some useful potential recommendations for practice based on this thesis are highlighted below:

Firstly, there is a need to re-examine the work of the various institutions. A realist approach is to review and revise the legal instruments that were used to establish institutions to meet the present demands of book publishing in Ghana. It will be in the interest of government and stakeholders to consider restructuring to make institutions more purposeful and practical. Restructuring might pose problems such as employee redundancy, however, a cautious approach, would not necessarily satisfy everyone, could at least make matters acceptable. Government should also consider playing a passive role and allow institutions to operate independently. Although this might lead to blind adherence to rules and raises questions of accountability, it will reduce bureaucracy and make institutions more efficient.

It is also in the interest of government to give autonomy to those institutions that are capable of generating income to operate without undue interference. Firstly, this will solve the problem of staff turnover because institutions will be able to generate income to support their operations and pay staff. The staff turnover, which is mainly due to a lack of jobs for institutions to perform, and not employing people to fill gaps of those who retire could be managed. Secondly, giving autonomy to institutions could improve the supply of schoolbooks to schools. For instance, the Bureau of Ghana Languages, which is not in a capacity to publish books regularly might be able to. It will also minimise the reliance on donors for financial support.

On the issue of tax exemptions on printing materials which is the main contentious matter of concern for printers, , several announcements, including one at the beginning of this year have been made by government but none of these announcements has brought any change. It is therefore recommended that a legislation, which is more binding, should be put in place to tackle the problem. The wish for Ghanaian printers to be involved in textbook production is understandable. That market is certain and involves government and donor funding, so the return on their investment is guaranteed. It is therefore recommended that all aspects of the textbook policy should be implemented to benefit all stakeholders. The Ministry of Education should consider awarding contracts to only those publishers that would make use of Ghanaian printers. Also, government should consider printing receipts, informational documents and its publications in Ghana. This would be a good example for publishers to follow.

It is recommended therefore that policy makers consider developing a comprehensive and practical outline of implementation procedures after the legislation and policy have been formulated. It is therefore recommended that the government should consider delegating roles in the policy to stakeholders. One way of dealing with this is to commence from the policy-making stage. Delegating roles to key stakeholder groups during the policy-making process would help in making good judgements on areas of the book publishing industry that need policy to address. This would also give stakeholders a sense of partnership in the policy and therefore encourage compliance. In addition, government should consider committing resources to implement policies. Currently the government purchases books for schools. The frequency of which government purchases books should be taken into consideration when making the policy. Crucial is maintaining links with stakeholder groups to understand the change that would be happening and areas that need improvement in the implementation process.

Finally, the findings of this thesis should prompt government and other stakeholders in the book publishing industry to review the existing textbooks policy towards the formulation of a national book policy that properly positions the book publishing industry as a strategic national industry that would contribute to the general development of the country. Aside from the economic contributions the book publishing industry could make, books also play an important role in providing education, ideas and information as well as entertainment, which all together could translate into the development and enlightment of people. Furthermore, the data from this research could be used by UNESCO, international agencies interested in publishing development in Africa and other African countries as a starting point for consideration for the development of national book policies. For Ghana, a positive revelation to build on is the awareness of, and knowledge of, publishing law and policy among stakeholders. The framework for developing national book policies could also be explored in the formulation of national book policies in Ghana and other countries where there is need for them.

8.3 Recommendations for further research

This research has investigated and provided an overview and understanding of book publishing in Ghana. It has also investigated publishing law and policy; identified the underlying factors for policy, and examined the policy development process. The research concluded that book-publishing activities have expanded in Ghana and that policy procedures have also made considerable achievements in fostering the growth of the industry. However, there is need for further research. Firstly, this research focused on the evaluation of government-sponsored institutions and the role of law and policy in publishing development in Ghana, and not a general study of the publishing industry. This thesis should therefore prompt academics and other researchers to consider and investigate the general book publishing industry in Ghana as there is need to address questions such as *what are the indicators of growth (or decline) and what have been the areas of growth (or decline) in the Ghanaian book publishing industry?* This research highlighted that publishing activities have expanded in Ghana, however there are no statistical data to demonstrate the key indicators for this growth. That is, indicators to determine whether there has been an increase in number of consumers, book titles, authorship, revenue, supply chain, ownership and employment. If such research is undertaken, it could give a consolidated picture of the operations of book publishing in Ghana. For example, a quantitative study could identify key indicators such as the profiles of publishing houses (shape, size, ownership, editorial policies, number of titles published both in English and Ghanaian languages). This would give a clearer picture of the industry and also quantify the impact of policy on the industry. It would also give a clearer picture of the structure of the book publishing industry in Ghana.

The second question that would need addressing is, *what are the sustainability and funding models for institutions to support their operations?* Funding is key in the operations of institutions and this research has highlighted money as the main constraints for the operations of institutions. Currently institutions are competing with many other priorities for government and donor scarce resources. A research to determine the feasibility and practicability of making state institutions relating to book publishing independent will be helpful in determining the future sources of income for institutions.

For the concluding remarks, overall, this research has been the first to investigate book-publishing law and policy as well as to evaluate the work of government-sponsored institutions in Ghana. This research has been successful in that it provided an overview and understanding of book publishing in Ghana. Also, it provided a synthesis of issues on book publishing law and policy, and policy analysis generally. It has also gone beyond investigating what is happening in Ghana and has attempted to explore the underlying reasons for the way book publishing evolved in Ghana. The research has highlighted the issues of policy implications and has gone further to suggest some recommendations. A comprehensive National Book Policy is essential and requires the political will of both publishers and government for it to be achieved.

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NO.	PUBLISHING FIRM	POSTAL ADDRESS	TELEPHONE NO.	FAX NO.	E-MAIL	CONTACT PERSON
1.	Aabok Publications Company Limited ***Loc. № 28 Galphmia St. Dansoman Est.***	P. O. Box LT573, Laterbiokorshie, Accra	0302304994 0302 326686 020 8110090 0261488700		kingampah@yahoo.com	Mr. John K. Nana Ampah
2.	Abbco Publishers (*Publishers, Translators, typesetters etc)* ***Loc. № B326/6 Perigrino Aryee St, Abossey Okai***	P.O. Box KN 2867 Kaneshie - Accra	024/4694003 0244694003		jobabbey@yahoo.com.uk Website: abbco1.tripod.com	MD J.C. Abbey
3.	Abbiw Books *(General Books)* ***Loc. № 3, fertilizer Rd, Teshie-Nungua, Accra***	P. O. Box GP2802, Accra	0302 712096		ekabbiw@yahoo.com	MD
4.	Academic Publications (GH) Limited *(General and Academic books)*	P. O. Box LG793, Accra	0302 308281 024 4686821			MD

5.	Adaex Educational Publications*(General Books)* ***Loc. Gicel Est. Weija***	P. O. Box AO252, Accra.	0302 854188-9	0302 854189	info@adaexpub.com epublications@yahoo.com	MD
6.	Adansiman Publications Limited	P. O. Box 229, Darkuman, Accra	0302 246811 0243 175569 028 274184		adansiman@yahoo.com	MD
7.	Adwinsa Publications *(Specialized in textbooks, supplementary readers, and other educational books)* **Loc: Abogba, Madina**	P. O. Box LG92, Legon, Accra	0302 501515 0302 503636 0242366537 024 5413767		adwinsa@yahoo.com	Mr. Kwaku Oppong Amponsah
8.	Afram Publications (GH) Limited *(With specialty in textbooks, children & adult novel, & general books)* ***Loc: Opp Achimota Station***	P. O. Box M18, Ministries-Accra	0302 408080 0302 412561 0244317021		hdtagoe@yahoo.com aframpub@gh.com	Ms Harriet Tagoe
9.	Africa Christian Press *(Christian literature and General books)*	P. O. Box AH30, Achimota, Accra	0302 244147/8 0208111606 0243186562	0302 220270	acp@excite.com korkubansah@hotmail.com	Mr. Kwaku Bansah

	Loc: Adabraka, Accra					
10.	Africana First Publishers (Gh) Ltd *(General Publishing)* **Loc. Hse No B 996/18, Nii Akram Street, North Kaneshie**	P.O.Box MB 62, Accra	0302 504242 0242357425		ogozo@yahoo.com	Dr. Godfred Kwesi Annoh
11.	Ahenpa Publishers Ltd. *With specialty in technical, science & literature*	P. O. Box NM 206, Accra	0302 312904	0302 776214	Docey2002@yahoo.com	MD
12.	Aki-Ola Publications Co. Ltd *(Educational Publications)* **Loc. Nmai-Dzorn, Accra**	P. O. Box ST425, Accra	0302 519031 0243928250		akiolapa@yahoo.com	Mr. Peter Asiedu
13.	Alliance Anstep Ltd *(General Books)*	P.O.Box DK 40, Darkuman, Accra	0244722076		skwasafo@yahoo.com	MD, Mr. Stephen Kwasafo
14.	Allgoodbooks Limited *(Educational Publications)* **Loc: Adabraka, Accra**	P. O. Box AN10416, Accra-North, Accra	0302 246728 0302 246729 024 4482206 0244250734	0302 302993	allgoodbooks@hotmail.com allgoodbooksgh@yahoo.com	Mrs. Alberta A. Udzu Mrs. Mavice King-Arthur
15.	Anumnyam		0271034176	0302777989	anumnyam@yahoo.com	Nii Anum Telfer
16.	Approacher's (Gh) Ltd *(General Publising)*	Box KS11369 Kumasi	0243 581100 0243709802		Approach2007@yahoo.com	Mr. Alfred Kojo Boateng Obeng

	Loc. Plt 2, blk B, Kwamo, Kumasi (Textbooks and General Publications)		0322 61511			
17.	Ark Publications Limited *(General Publishing)* ***Loc. 27 Passler Link, Regimanuel Grey, East Airport.***	P. O. Box AN7443, Accra-North, Accra	0302 813000 024 4270431		amahackman@yahoo.com	MD Ms. Ama Hackman
18.	Asempa Publishers *(Christian Literature, Supplementary & Educational Books)*	P. O. Box GP 919, Accra	028 9672514 020 8243839	0302 235140	asempa@iburstgh.com	Mrs. Sarah O. Apronti (GM)
19.	Ashanti Roses Publishing	P.O.Box 15776, Kumasi	0543616118 0244980305		ashantiroses@yahoo.com	Mr. Philip Kwasi Gyawu Baffour Mr. Stephen Baffour
20.	Ask Africa Books & Co Ltd *(General Publishing)* **Loc. № 36c/4 water wks Rd,**	Box 25, Winneba	0244 058943 0287 284522		dryemeh@yahoo.com	Dr. Paul Naah Yemeh Mrs. Rosina D. Yemeh

	Winneba (Educational Publications)					
21.	Bayuti Enterprise *(General publishing and printing)* Loc.	P.O.Box BT188, Comm. 2, Tema	0244 771974		babasayuti@yahoo.com	Mr. Sayuti Baba Mr. Charles Opoku
22.	Beginners Publishers (General Publications)	P. O. Box CT785, Cantonments, Accra	024 4575930 0244539324 0302 503040 0322 28326		beginners@yahoo.com	MD Mr. Fofie
23.	Bestas Press *(General Publishing and Printing)* ***Loc. Oroko St., Challenge Bk shop down, Kokomlemle, Accra***	P. O. BoxN6045 Accra North	0302 226811 020 8127784		bestas@ucom.gh.com	Mr. Ben Asamoah
24.	Bible Society of Ghana *(Christian Literature publications)*	P. O. Box GP761, Accra	0302663803	0302 669613	info@biblesociety-ghana.org	The General Manager

	Loc: Bible House, Accra Central					
25.	Black Mask Limited *(General Publishing & Printing)*	P. O. Box CT770, Accra	020 8199532 0302 222204	0302 222204	bmask4u@yahoo.com	Mr. Yaw Owusu Asan
26.	Department of Publishing Std *(Research and Training Institution)* ***Loc. College of Art and Social Sciences, KNUST Campus, Kumasi***	PMB, KNUST, Kumasi	03022 60348 027 7590902 0205487013		kessehs@hotmail.com	Head of Department
27.	Bureau of Ghana Languages *(General Publishing)* **Loc: Kawukudi Junc, Accra**	P. O. Box GP1851, Accra	021 760551/2 020 8188021	0302 760551	bglbooks@hotmail.com	Director
28.	Cosmos Educational Press Ghana Ltd *(General Publishing & Printing)*	P.O. Box MS157 Ml. 7 New Achimota	020 8245922 0302 415001		billforcha@yahoo.com	Mr. Titus

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29.	CRA Limited *(Educational Publishing)* **Loc. CRA House, Mile 7, Achimota**	P.O. Box KA 9704 Airport Accra	0302400759 0302 223235 024 3112900 024 4698734 020 8173433		Craltd@ghana.com	Mr. Francis Vorgbe, Mrs. Elizabeth Reindo
30.	Crossover Publications *(General Publications)*	P.O. Box AD 143, Adabraka- Accra	0302 220148 027 7721846 024 4567934		uneekgh@yahoo.com	Mr. Francis Adams Ms. Cynthia Ankoma Ms. Fawzia Osman
31.	Damas Educational Services *(General Publications)*	P. O. Box AN10941, Accra-North, Accra	0302 665190 020 8112482 027 7430027	0302 669150	damas@africaonline.com.gh adams.ahima@yahoo.com	Mr. Ahima Adams
32.	Edkap Publishers *(General Publications)*	P. O. Box AN 768, Accra-North	024 4881498		God_fred@yahoo.com edkapublishing@yahoo.com	Mr. G.K. Quansah
33.	EPP Books Services Limited *(Textbooks and General Publishing)*	P. O. Box TF490, Trade Fair, La - Accra	0302784849 0244233227 0285051487 0243239051	0302779099	website: www.eppbookservices.com E-mail addresses:	Mr. Gibrine Adam (CEO)

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34.	First Generation Paper& Com Ltd *(General Publications & Printing)*	P.O. Box KD251, Kanda, Accra	0244611094		ekowfynn@hotmail.com	Mr. Ebenezer Aggrey-Fynn
35.	Flagbearers Publishers *(Educational Publications)* **Loc. E5/2 Sakumono Est. Tema**	P.O. Box CT 3649,Accra	020 8125488		kojovieta@yahoo.com	Mr. Kojo T. Vieta
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38.	Ghana Publishing Company Limited *(,General Printing,Government*	P.O.Box Gp 124 Accra	0302664338/9 0302 662457 027 7613201	0302664330	info@ghanapublishing.com, ak weleyquansah@ymail.com	Mr. Osumanu Sulley , Ms. Akweley Aberdey Quansah

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39.	Ghana Universities Press *(Academic Publishing & Printing)* **Loc. University of Ghana, Legon**	P. O. Box GP4219, Accra	0302 513401-4 0302 513383 020 8178075		sitso@cheerful.com	CEO Mr. Tsisofe Tettey
40.	Graphic Communications Group, Publishing Dept. (GPAK*) (General Publishing & Printing)* ***Loc. Graphic Rd. adjacent ABL***	P. O. Box GP742, Accra	0302 684015 024 4968570	0302 684025	cantwi@graphic.com.gh	General Manager
41.	Hams Book Services *(General Publishing)* ***Loc. Abebresem St. Osu***	P.O Box OS 059	0302 774933 0244622407		Hamsbooks101@gmail.com	Mr. Abraham Kwache Hammond Mr. Emmanuel Opoku
42.	Herma Publications *(Educational Publishing)* ***Loc. № D358/3 off Derby Ave,***	P. O. Box GP 438, Accra	021 663839		helennumber2@yahoo.com	Mrs. Helen Odamtten

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43.	High Calling Publishing *(Textbook Publishing)*	P. O. Box UP 900, KNUST, Kumasi	024 9158308		highcalling@hotmail.com	Mr. Evans Ansah
44.	His Grace Publications *(General Publishing)*	P.O. Box Ct 3650 Cantonments, Accra	020 8220732 024 4153521			MD
45.	Highpoint Publications Ltd *(General Publishing)*	P.O.Box OS 01616, Osu, Accra	0243286347		jbpaikins@yahoo.com	Mr. Joseph B. Pokoo-Aikins
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60.	Multimac Ltd (Publishing) *(Educational Publishing)*	P.O.Box Kn 1959 Kaneshie	0208422085		jessmacgh@yahoo.com	Jessie Maclean

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68.	Quick Service Books Limited *(Book Publishers, Printers & Stationery Manufacturers)*	P. O. Box AH1298, Accra	0302 503086 024 778999 021 222002 0243906657		quickservicegh@yahoo.com	MD
69.	Readwide Publishers *(General Publishing)*	P. O. Box OS600, Osu, Accra	028 9111198 0302910976		readwide@hotmail.com kwaku@hencilchambers.com	CEO
70.	Reimmer Books Services LTD *(General Publishing &Bookselling)*	P. O. Box CT 3499, Accra	0302 765303 024 4571477	0302765302	reimmer@africaonline.com.gh reimmerbooks@gmail.com	Mr. Ferdinand Reimm
71.	Richkiss Enterprise *(Educational Publishing)*	P.O Box AT 56, Achimota, Accra	0244374533		richkiss10@gmail.com	Nana Manukure Kissiedu
72.	Royal Gold Publishers Ltd *(General Publishing)*	P. O Box 165, Madina, Accra	0302 504041 0302 506404	0302 506404	rgold@idngh.com rgoldpub@ghana.com	MD

73.	Sam-Woode Ltd *(General Publishing)*	P.O. Box AN 12719, Accra-North	0302 305287 0302 310482 0249286993	0302310482	samwoode@4u.com.gh nana.woode@samwoode.com	Ms. Nana Abahoma Woode
74.	Sankofa Publishing Co. Ltd. *(General Publishing)*	P.O.Box 97, Legon, Accra.	0302 769952 0208200805		Kwame_gyekye@yahoo.com	Prof. Kwame Gyekye
75.	Sedco Publishing Limited *(General Publishing)* ***Loc. Sedco hse.***	P. O. Box GP2051, Accra	0302 221332 020 8113985	0302 220107	sedco@africaonline.com.gh	Mr. Julian Segbawu Mr. Sallah
76.	Sky Publications *(General Publishing)*	P.O. Box LT 433 Lartebiokorshie, Accra	0302 310503 028 8246105		Skypub7744@yahoo.com	Mr John Oppong-Mensah Mrs. Alice Oppong-Mensah
77.	Silvaline Press *(General Publishing)*	P.O. Box OS 920	0244623958		silvalinepress@gmail.com	Mr. Charles Obeng Amofah
78.	Smartline Limited *(Educational & General Publishing, Library & Textbooks Supplies)*	C3 Coastal Limited DTD Spintex Road, Baatsonaa, Accra	0302 810555 0244372387	0302810641	eagyare@smartlinepublishers.com info@smartlinepublishers.com	Mr. Elliot Agyare

		Ghana				
79.	SOSFAC (GH) Limited *(General Publishing)*	P. O. Box 601, KNUST, Kumasi	0243 222276		sosafcrose@hotmail.com	Dr. S. Osafo Acquah
80.	Step Publishers *(General Publishing)*	P. O. Box AN11150, Accra-North, Accra	0302 519395 024 4692257 0302 513487	0302 226300	step@ghana.com	Mr. Lawrence Darman
81.	Studio Brian Communications *(General Publishing)*	P. O. Box KN1885, Kaneshie, Accra	0302 688520 028 8239940	0302688520	studiobrian@hotmail.com	Mr. Hubert . Nii Abbe
82.	Sub-Saharan Publishers Ltd. *(General Publishing)*	P. O. Box LG358, Legon, Accra	0302234251 0302233371 020 8468755	0302234251	Saharanp@africonline.com.gh	Ms. Akoss Ofori-Mensah
83.	Third World Network-Africa *(Academic Publishing)* ***Loc. 9 Ollenu St. East Legon***	P.O. Box AN 19452, Accra	0302500419 0302 503669		communications@twn.org	The Publishing Manager
84.	Topfacts Company Ltd *(General Publishing & Printing)*	P.O.Box KS 7514, Kumasi	0244647235 0201602124		topfactspub@yahoo.co.uk	Mr. Evans Kennedy Amankwah
85	Vestel Publications *(General Publishing)*	P.O.Box CE 12327, Tema	0302 300662		Vestelpublications @yahoo.co.uk	Mr. J.L Kweshie

86	Waterville Publishing Company *(General Publishing & Printing)* ***Loc. Opp. Barclays Bank, Makola***	P. O. Box GP195, Accra	0302 663124 0244031931		fjbotchway@yahoo.com	Managing Director
87	Winmat Publishers Limited *(Educational Publishers)* No. 27 Wawa Drive North Dzorwulu	P. O. Box AN8077, Accra-North, Accra	030 2978783 030 2978785 O244270567	0302978840	info@winmatpublishers.com k.agyepong@winmatpublishers.com	Mr. Kwabena Agyepong
88	Woeli Publishing Services *(General Publishing)* ***Loc. Madina Agboba Road Accra***	P. O. Box NT601, New Town, Accra	0302229294 0302 227182 0243434210	0302 229294 0302 777098	woelikimi@yahoo.com agathemills@yahoo.com	Mr. Weoli Dekutsey
89	Yetran Ghana Limited *(General Publishing & printing)* ***Loc. 5th Floor America hse, Tudu***	P.O. AN 19698 Accra-North	0302680015 0302 680016 024 3163947 0246910545		yetranghltd@yahoo.com	Mr. John Nartey Mrs. Dorothy Nartey
90	Zanti Limited *(General*	P.O.Box KN 191,	0244880166		brucercs1@yahoo.com	Mr. Abraham K. Bruce

	Publishing) ***Loc. B11/75, naa Otobia Link, Darkuman, Accra***	Kaneshie,Accra	0202425088			
91	Novelty Publishing Services *(General Publishing)* **Madina New Road, Near Asanka Locals**	**P.O. Box GP 3018, Accra**	0244-643780 020-8162249 0264-643780		afuakwafo2000@yahoo.com nops@yahoo.com	**Mrs. Joyce Ofori Kwafo - Managing Director**
92	Ghana International Book Fair –GIBF **(3rd Floor Accra City Campus Building) .** The fair holds in the first week of November every year.	**P.O.Box LT 471, Laterbiokorshie, Accra, Ghana**	0302912764 0302229178		info@ghanabookfair.com ghanabookpubs@yahoo.com	**The Executive** **Secretary**
Please note that +233 should be added to all the telephone and mobile numbers.						
			SECRETARIAT			
	GHANA BOOK PUBLISHERS ASSOCIATION (GBPA)	P. O. Box LT471 Laterbiokorshie, Accra-Ghana	0302 912764 0302229178		ghanabookpubs@yahoo.com	The Executive Secretary or President
	GHANA BOOK PUBLISHERS	C/O Department of Publishing Studies,	0208089273		ghanabookpubs2@yahoo.com	The Administrator

	ASSOCIATION (GBPA) NORTHERN SECTOR OFFICE	KNUST, Kumasi PMB				

APPENDIX 2 – INTERVIEW GUIDE

Introduction

Thank you for agreeing to grant me this interview. You have been selected because you are seen as a key informant with regards to book publishing in Ghana. The main aim of my research to investigate the role of policy and legislative framework relating to book publishing in Ghana, and to understand the experiences behind the formulation and implementation of policies. This research focuses on what influenced the formulation and adoption of policies; how policies were developed and implemented; the values and principles embedded in policies; and to find out the impact of publishing law and policy on book publishing. In addition, the research seeks to evaluate the work of government-sponsored institutions established to support publishing development.

A. Background of interviewee

How long have you been in your present position?

How long have you been at this institution/involved in book publishing?

B. Topics for government-sponsored institutions

Institutional roles and responsibilities

Achievements

Challenges/constraints

C. Values/beliefs:

What influenced the formulation of policy for book publishing?

Probe: What does the policy seek to achieve?

Who does the policy apply to?

What principles and values are embedded in book policies?

Probe: Are the principles and values adequate? Are all stakeholders happy with the policy objectives? What benchmark was used in drafting the values and principles of the policy? Was any research done prior to the development of any book policy?

D. Policy-making:

In your experience, who makes policy for book publishing?

Probe: Who do you think are the main stakeholders in making policies for book publishing? How involve were you in the policy-making process? How did the various stakeholders shape the content of the policy? Do you think there was enough consultation with stakeholders?

Do stakeholders understand the content of policies?

How did the institutional structure of the process affect policy, both its formulation and implementation?

Probe: Who initiated the policy-making process? How involved was central government? Did you receive adequate support from government? What laws and policies were referred to in drafting policies? Are the values embedded in policy documents consistent with relevant national and international legislation?

E. Implementation:

Have all policies been implemented?

When were they implemented?

Probe: Who is responsible for the implementation and enforcement of policies? Is the policy explicit on the date of implementation and the persons responsible for enforcing policies?

Are book policies working in practice?

Is there any commitment to their compliance? What has been the level of compliance so far? Is there any stakeholder group, which is not benefiting from policy?

F. Review and evaluation:

Has any book policy been evaluated?

Probe: What provisions have been made to monitor and evaluate policies (date of review, how it will be done and by whom)? Will the results of the review be communicated to stakeholders?

In your experience, are there any other issues policies should have covered to improve book publishing in Ghana?

What needs to be known about the policy to improve book publishing in Ghana?

* * In your opinion, do you think the policy and legislative framework for book publishing is adequate? Are there overlaps in the various policies? Do think there is need for co-ordination of policies?

* what book needs as used in policy(ies) mean?

To do: carry notes on individual policies along and relate questions to individual policy documents and/or seek clarification

APPENDIX 3 – PRE-DETERMINED CATEGORIES

The pre-determined codes are thematic in nature and are used to indicate either broadly or specifically a topic the policy/law/interviewee sought to address. The themes/categories are defined as follows.

Book development and production: codes all sentences that relate to theme. Examples are references made to the start of publishing in Ghana, multinational publishers, private publishers, government support, donor support.

Book Marketing and distribution: codes all sentences that make reference to, and discusses issues relating to access and availability of books, all types of libraries, operational facilities, efficiency, book fairs, and reaching remote parts of the country with books.

Institutions: discussion of the specific institutions, their functions, achievements, efficienc, reference to the time of their establishment, training and capacity building, advocacy

Copyright: discussion of the functions of the copyright office, reference to the ownership issues, implmentation of the law, infringment and enforcement.

Legal deposit: Discussion and reference to the purpose, awareness of, and compliance with the law.

Policy-making: reference to the involvement of the making of the policy, consultations, workshops

Policy values: discussions and reference on private sector participation in educational publishing, quality of books, authorship development, reading promotion, developing the print sub-sector.

Procurement

Implementation

Review and evaluation

Has any book policy been evaluated?

Probe: What provisions have been made to monitor and evaluate policies (date of review, how it will be done and by whom)? Will the results of the review be communicated to stakeholders?

In your experience, are there any other issues policies should have covered to improve book publishing in Ghana?

What needs to be known about the policy to improve book publishing in Ghana?

* * In your opinion, do you think the policy and legislative framework for book publishing is adequate? Are there overlaps in the various policies? Do think there is need for co-ordination of policies?

* what book needs as used in policy(ies) mean?

To do: carry notes on individual policies along and relate questions to individual policy documents and/or seek clarification.

Node Structure

Publishing law and policy

3/23/2015 9:34 AM

Hierarchical Name	Nickname	Aggregate	User Assigned Color
Node			
Nodes\\Interviews			
Nodes\\Interviews\\BGL		No	None
Nodes\\Interviews\\Book development and production		No	None
Nodes\\Interviews\\Book development and production\Electronic publishing		No	None
Nodes\\Interviews\\Book development and production\Government's financial support		No	None
Nodes\\Interviews\\Book development and production\Multinational publishers		No	None
Nodes\\Interviews\\Book development and production\Private publishing houses		No	None
Nodes\\Interviews\\Book development and production\Start of publishing		No	None
Nodes\\Interviews\\Book marketing and distribution		No	None

Nodes\\Interviews\\CEPS	No	None
Nodes\\Interviews\\CLF	No	None
Nodes\\Interviews\\Copyright law	No	None
Nodes\\Interviews\\Copyright law\Enforcement	No	None
Nodes\\Interviews\\Copyright law\Implementation	No	None
Nodes\\Interviews\\Copyright law\Piracy	No	None
Nodes\\Interviews\\CRDD	No	None
Nodes\\Interviews\\GBDC	No	None
Nodes\\Interviews\\GBPA	No	None
Nodes\\Interviews\\GLA	No	None
Nodes\\Interviews\\GLA\Achievement	No	None
Nodes\\Interviews\\GLA\Background	No	None
Nodes\\Interviews\\GLA\Challenges	No	None
Nodes\\Interviews\\GLA\Community libraries	No	None
Nodes\\Interviews\\GLA\Donor support	No	None
Nodes\\Interviews\\GLA\Functions	No	None
Nodes\\Interviews\\GLA\Mobile libraries	No	None
Nodes\\Interviews\\GLA\Use of libraries	No	None
Nodes\\Interviews\\GPC	No	None
Nodes\\Interviews\\GPPCA	No	None
Nodes\\Interviews\\Legal deposit	No	None
Nodes\\Interviews\\National book policy	No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy	No	None

Hierarchical Name	Nickname	Aggregate	User Assigned Color
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Implementation		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Legal backing		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Legal backing\Legal backing		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Other legislation		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Policy making		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Policy values		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Policy values\authorship development		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Policy values\Availability and access		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Policy values\Conflict of interest		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Policy values\Printing		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Policy values\Quality of books		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Policy values\Tax relief		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Procurement		No	None
Nodes\\Interviews\\National Textbook Development and Distribution Policy\Review		No	None
Nodes\\Interviews\\Rationale for policy		No	None
Nodes\\Interviews\\Reading habits		No	None

APPENDIX 5 – PARTICIPANT INFORMATION SHEET

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Loughborough University

Investigating the policy and legislative framework of book publishing in Ghana
Participant Information Sheet

The following are the contact details of the researchers involved in this research:

Primary Researcher
Mrs. Anatu Kande Mahama, Department of English and Drama, Loughborough University, LE11 3TU, **Email**: A.K.Mahama@lboro.ac.uk, **Phone**: 07440586815

Supervisor 1
Dr. Adrienne Muir, Department of English and Drama, LE11 3TU, **Email**: A.Muir@lboro.ac.uk, **Phone**: 01509 223997

Supervisor 2
Dr. Sally Maynard, Department of English and Drama, Loughborough University, LE11 3TU, **Email**: S.E.Maynard@lboro.ac.uk, **Phone**: 01509 223997

What is the purpose of the study?

This research aims to examine the policy and legislative framework of book publishing in Ghana, and to understand the experiences behind the formulation and implementation of policies. The research seeks to understand how policies were formulated and the rationale behind the formulation of policies; the principles and values embedded in policies; how policies were implement (and challenges), and the impact of law and policy on book publishing in Ghana.

Who is doing this research and why?

The main researcher is Interviewer and is undertaking this research as part of her PhD study. The supervisors of this research are Dr. Adrienne Muir and Dr. Sally Maynard. This study is part of a Student research project funded by the Ministry of Energy, Ghana.

Are there any exclusion criteria?

I am looking to recruit key stakeholders of book publishing in Ghana.

Once I take part, can I change my mind?

Yes! After you have read this information and asked any questions you may have we will ask you to complete an Informed Consent Form, however if at any time, before, during or after the sessions you wish to withdraw from the study please just contact the main investigator. You can withdraw at any time, for any reason and you will not be asked to explain your reasons for withdrawing.

Will I be required to attend any sessions and how long will it take?

The only session that you will be required to attend is that you have made appointment for. Interviews will take not more than two hours.

What will I be asked to do?

In the session, you will be given an informed consent form to sign. You then be asked several questions that I would like to cover.

Will my taking part in this study be kept confidential?

At the start of the interview, you will only be asked to sign your name on the consent form. For all other written and electronic materials, you will be identified with your unique participant ID I will assign you at the start of the interview. Our conversations will be recorded with an audio tape. All information you provide me with will be held strictly confidential; only my supervisors and I will be privy to the tapes, which will be eventually destroyed after they are transcribed.

What will happen to the results of the study?

The data collected from you will be analysed thoroughly and the results will be used to corroborate findings from the analysis of policy documents. Once the analysis is completed, we intend to publish the findings at a number of conferences and in refereed journals.

I have some more questions who should I contact?

Please feel free to contact the primary researcher by email at any time (using the contact details at the top of this document). I will aim to issue a response as soon as possible.

What if I am not happy with how the research was conducted?

The University has a policy relating to Research Misconduct and Whistle Blowing which is available online at http://www.lboro.ac.uk/admin/committees/ethical/Whistleblowing(2).htm. Please ensure that this link is included on the Participant Information Sheet.

APPENDIX 6 – INTERVIEW TRANSCRIPTS

TRANSCRIPT 1

INTERVIEWER: INTERVIEWER
INTERVIEWEE: EXECUTIVE SECRETARY, GHANA BOOK PUBLISHERS ASSOCIATION
INTERVIEWER: Thank you very much for speaking to me. Can you please confirm your position?
INTERVIEWEE: Executive Secretary, Ghana Book Publishers Association
INTERVIEWER: How long have you been with the association?
INTERVIEWEE: I have been with the association since 2009
INTERVIEWER: What does your association do?
INTERVIEWEE: The Ghana Book Publishers Association is a collection of individual publishers, it is a trade association I should say and it is made up of individual publishers that have come together to represent the needs of publishers because collectively if they should come together they will be able to represent their needs better. So, this association has been in existence since 1976, yes 1976 and it has been the sole representative organ of publishers in the country and what we normally do is that we try as much as possible to lobby government. If there is any policy that would not go so well with publishers in the country we try as much as possible to lobby government to withdraw that policy and we have been doing this so very well since 1976 when association was formed.
INTERVIEWER: Could you give me examples of some of these policies?

INTERVIEWEE: Hmm … for example until 2005 government was the sole publisher of textbooks, no private publisher was involved. It was the Ghana Publishing Corporation, a public organisation they were involved in publication of government textbook for distribution to schools. Since 2005 government has divested herself from the publication of textbooks. They have been given to private publisher to do so. They call for tender from these publishers and the publishers submit the tender. The tenders go through various series of processes and about five books are picked for each of the subjects and are distributed to schools.

INTERVIEWER: What policy is this one?

INTERVIEWEE: It is the Textbook Development and Distribution Policy of Ghana. It has been…this policy came as a result of a consultative process of not only publishers but book sellers were involved, writers were involved and all stakeholders in the book industry including teachers, educationist and all of them each and every one of us of all stakeholders were represented when that policy was set in motion. It began in 1999 and the policy was adopted in 2003 but it was first used in 2005

INTERVIEWER: Right, you have mentioned the policy and the consultation process that was part of the policy making process. Could you explain what influenced the formulation of this policy?

INTERVIEWEE: What actually triggered, I mean the calling for this policy, was as a result of the fact that, you know the book market in Ghana, over 90% of the book market is textbooks and yet government is the producer of these textbooks. For us in Ghana here, the textbook is the most lucrative market for the publisher because very few people purchase supplementary readers apart from textbooks. So, we felt that if government was going to be the sole publisher of textbooks it would not augur well with the players within the industry.

So, we tried as much as possible, we wrote series of memoranda and, I mean, government also saw reason in most of the, you know, the memos that were sent to them. So, they set in motion a conference, a process that would give birth to the policy I mentioned. That is the textbook development and distribution policy. So, this whole policy started in way back in 1999 and was adopted in 2003.

INTERVIEWER: You just mentioned that all stakeholders were involved in the consultation…

INTERVIEWEE: Right from the start to the finish

INTERVIEWER: Were your views taking in shaping the policy?

INTERVIEWEE: Severally. Our views were very much taken into consideration. One of our major concern was that we wanted government to divest herself and that is exactly what the policy, you know, that was one of the policy objectives of the document. Government divested itself from the publication of textbooks.

INTERVIEWER: Apart from the divestiture of educational publishing, what other values or issues did the policy address?

INTERVIEWEE: The policy tried to address issues of procurement, you know we were not part of textbooks publishing some time back, yes, quality of books …

INTERVIEWER: The policy stipulates 70% authorship to Ghanaians. Is this working in practice?

INTERVIEWEE: Exactly. I would say to some extent. There are no punitive measures that apply should any publisher, you know, fail to observe that particular clause in the act. We have expressed our concern to the Ministry that, any time they call for tender, they should insist that those submitting the tenders should come along with authors' profiles and their pictures because we have had situations where some Ghanaians corroborate with some foreigner publishers to write the books and then put the names of Ghanaian authors on the book as if the books were written in Ghana.

So, we thought that there was a need for the ministry to put in place measures to check some of these things. In as much as I would want to say that the clause is being observed, the ministry is not so much putting in place checks, and you know measures to check that.

INTERVIEWER: And in terms of printing, the policy also says 60% of the printing should be done locally in Ghana, is that the practice?

INTERVIEWEE: The policy as I indicated was adopted in 2003. So, we felt that, as at that time, the printers did not have the capacity to print large volumes of work. When the contracts are given to publishers, they are given a deadline and are supposed to deliver within a certain period of time but some of our printing houses do not have the capacity to print that huge volume of work within that period. So gradually we felt that there was a need to give some form of limitation to the printers so that up to 60% of the book requirements that the ministry would purchase would be printed here, locally. We gave them some time frame within which that percentage should be met by the printers. And as I speak to you here now, I can stick my neck out and say that our printers do have the capacity to print that required textbooks, about 60%.

INTERVIEWER: Have there been instances when printers was a lesser percentage than that stipulated in the policy? policy was not complied with in terms of printing and they only got 20% in the 2012 bidding. With all this, the issue of authorship and printing, will you say that the policy is being implemented, is being complied with?

INTERVIEWEE: We have had situations with some aspects of the policy. In 2012, Ghanaian printers only got 20% of the total books purchased by government. Apart from this issue with printers, we also have a problem with the implementation of the policy. We think that certain aspects of the policy are not being implemented. It appears managers of the policy are only picking and choosing the parts that suit them.

INTERVIEWER: Who are the managers?
INTERVIEWEE: I mean the Ministry of Education. I mean the document lies in their bossom. I would want to say that in as much as the GBDC coordinated this whole process, it is an institution under the Ministry of Education. That is the Ghana Book Development Council, they conducted the consultative process. Officials at the Ministry of Education, during tender, they only pick portions that are suitable to them and they neglect the rest. As I speak to you now, the 2012 tender, the Minister at the time threw the policy through window; he was not going to comply with any of, you know, the policy. But he picked some portions of it and used it during the tender. So, this caused us to file a case in court. As I speak to you the case is still in court. Another one, in 2008, one publisher out of the over 30 Ghanaian and foreign publishers who bid for government textbooks won close to 60 per cent of the total of 100 million US dollars textbook procurement bid. This We tried to get the ministry to reinstate that policy document. But they are arguing that it is only a policy, it is not an act. It has not gone through parliament. As a policy, any Minister can choose to implement it as and when he deems necessary. That has been the problem.
INTERVIEWER: Do mean the policy has no legal backing?
INTERVIEWEE: It has no legal backing. But I would want to say that cabinet approved of it when it was adopted. There was a letter that cabinet wrote accepting that policy to serve as a regulator of any textbook tender process. We have also written to PPA, the Public Procurement Authority, to seek clarification and they are saying that they do not have any issue with the procurement process outlined in the policy document.
INTERVIEWER: The textbooks policy focuses on textbooks procurement. Was the procurement law referred to in drafting the policy?
INTERVIEWEE: Yes. As at the time the policy document was being prepared, the procurement law had not been passed yet. That policy document came before the procurement law was passed.

I think at the time the procurement law was being drafted, what we should have done, I mean the leadership of the publishers' association and other stakeholders, was to have insisted that the public procurement authority design a specific tender template for textbook procurement activities and that is what we are actually advocating for at the moment. That was not done then but we have come to realise that there is a need for us to advocate for that particular template.

INTERVIEWER: Earlier on you mentioned the issue of authorship, someone writing a book and another person putting their name on it. Was the copyright law referred to in the formulation of the textbook policy?

INTERVIEWEE: Yes. That was referred to.

INTERVIEWER: What has been done so far with regards ensuring the authenticity of authors?

INTERVIEWEE: I would like to say that as at the time the policy document was drafted, the current copyright act had not been passed yet. The copyright act was passed in 2005, it was PNDC Law 110 but it was being referred to and that PNDC Law it dealt with copyright related issues but it had limitations that is how come the copyright act 2005 came to replace that PNDC Law.

INTERVIEWER: Has the policy been reviewed to incorporate new legislation – the copyright law and procurement law which have now been passed?

INTERVIEWEE: No, it has not been reviewed yet. What actually happened was that, in 2010 the then Minister of Education, Mrs. Betty Mould Iddrisu set in motion a committee to look at a possible review of the textbook policy before any tender document. That process started but somewhere along the line it just fizzled out. We were told that the Minister was not so much interested in the review process again. We do know that the policy was supposed to have been subjected to a review process every 5 years but it is over 10 years now and not even a single revision has taken place.

INTERVIEWER: As a pressure group what are you doing with regards to a review of the policy?

INTERVIEWEE: We have written several letters, memos I mean so many of them to the extent that we even solicited funding from the GUSAG Fund to undertake an advocacy project that will possibly call for a review or second look at the policy document because we felt that it was the heart of publishing industry. When I say the heart, almost every procurement activity in the industry makes refers to that particular policy document. So, we felt that there are certain, some portions in the policy document that requires review. So, we have written a memo detailing the areas that we think should be looked at and have indicated in another memo detailing the areas that we have issues with its implementation. For example, the textbook development and distribution policy never made reference to procuring textbooks for the visually impaired, it never made reference to that. We have written to the ministry that it has become very necessary that the ministry takes a second look at it when they are buying books from publishers. Publishers should be asked to release published titles in accessible format for our brothers and sisters who are visually impaired. We have a memo to the Honourable Minister and the Chief Director.

INTERVIEWER: I have come across two other documents titled national book policy. Could you explain why these documents are in circulation please?

INTERVIEWEE: Yes, what actually happened was this: the national book policy 2006 was spearheaded by the Ghana Book Development Council and the national book policy proposal 2005 was spearheaded by the Ghana Book Publishers Association. With the national book policy proposal 2005, we coordinated all the stakeholders. As at the time we started, we felt that there was a need for a national book policy document. There was not any in place. We started, we solicited funding from BUSAC again and we got some funding.

So, we invited all the stakeholders within the industry to deliberate on a policy document regarding books. While the process was in motion, somewhere along the line, the Ghana Book Development Council felt that they are the institution, I mean, they are supposed to be spearheading that particular document and not publishers. Publishers come under the council so we cannot do that, they are supposed to be doing that. So, they took certain portions of what we have been doing as a result of the consultative meetings.

INTERVIEWER: Did stakeholders in publishing accept the document?

INTERVIEWEE: No, they did not invite anybody, we were not part of that particular, process. For publishers, I can stick out my neck and say that they were not part of that particular policy that is in place now. But the proposals, all the stakeholders within the industry were represented. Because we invited all of them, they all sent representatives. So that gave birth to that policy proposal. By the time we completed the proposal, the GBDC had already submitted theirs and government adopted theirs. We also submitted a memo together with a copy of the proposals and sent to the ministry that, that is so very representative of the industry. So that should replace the existing policy. That is the distinction.

INTERVIEWER: Is there any legal backing to what the GBDC has put together, the national book policy?

INTERVIEWEE: No. it has not.

INTERVIEWER: Is this national book policy working in practice?

INTERVIEWEE: That is what is in force at the moment.

INTERVIEWER: Has there been any compliance to that policy?

INTERVIEWEE: Not really. think the ministry, GBDC, will be the best people to really respond to this particular issue. I am sure when you get the opportunity to speak with them you probably will have to ask them whether there has been a compliance with that policy document that they sent.

INTERVIEWER: At the moment, what policy regulates book publishing in Ghana?
INTERVIEWEE: The textbook policy, that I can stick my neck out and say.
INTERVIEWER: Are your members happy with the current copyright law?
INTERVIEWEE: Yes, but like the textbooks policy, there are issues to do with implementation of the act.
INTERVIEWER: Why is implementation an issue?
INTERVIEWEE: Implementation is an issue because the institutions that are being mandated to see to its implementation are seriously challenged or if I should say they are seriously handicapped. So, they are not able to perform their role as expected. They are seriously under staffed and the equipment that they require to carry out certain responsibilities are not available.
INTERVIEWER: Have your members had their copyright infringed on?
INTERVIEWEE: Yes, very seriously. We have had issues were people pirate books and when they are reported, they are let off the hook especially with the police. If you apprehend a culprit and send the person to the police station, a police man will tell you oh 'wei de3 enye hwee fa kye no' meaning 'oh this is no problem, you just forgive him, he will not do that again' forgetting that the pirate is denying the publisher as well as the writer their economic, you know, right to that creation.
INTERVIEWER: How serious is piracy to publishers?
INTERVIEWEE: It is a serious problem in Ghana. very serious problem book piracy. I am into you know the literary industry, so I would want to talk specifically about books. Book piracy is so very serious and as I speak to you now we are embarking on advocacy get the institutions to strictly adhere to the copyright laws and I think that we are getting somewhere. What we wanted the copyright office to do is institutionalise a portion in the copyright act that talks about the copyright tribunal. The copyright tribunal is supposed to address the issue of infringement so that there will be punitive measures that will apply to those pirates.

As I speak to you now, that tribunal is not in place meanwhile it is in the act so beautiful. We also realised that, apart from the issue of the copyright tribunal we need a specialised court that will you try copyright related cases. We have managed to speak with the commercial court division of the judicial service and that they are considering setting up a specialised court that will address our issues or our concerns for us.

INTERVIEWER: Why a specialised court when there is already a court system?

INTERVIEWEE: The reason is that there are some judges who do not even understand the issue of copyright, some of them for example …Well I should say some of them are not very educated with respect to copyright related issues so if you send a case there I mean they might not know how to handle the case you know. So, we told them that there was need to set up a specialised court where a judge who is very much versed in copyright issues can be assigned. We are advocating for that and they are considering that, we attended a conference not long ago and we articulated some of these concerns and they have accepted some of them in good faith so they ask that we submit a proposal to them which we have done. We are hoping that something good will come out of this proposals that we have sent to them.

INTERVIEWER: There is also the Books and Newspapers Registration Act 1961, the law on legal deposit in Ghana. Are your members complying with this law?

INTERVIEWEE: Legal deposit yes, they send their works to the George Padmore library through the Ghana library authority. They comply with that because usually when they go there for ISBN. Before you can even pick up an ISBN number, you will be made aware that you are supposed to send mandatory copies to the Ghana Library Authority. I had a letter only last, a very nice letter, from the Ghana Book Development Council which has been written to the president of the publishers' association reminding us to comply with that particular law, legal deposit, so that is also being addressed.

INTERVIEWER: Has the textbook policy addressed the issues of import duty and taxation of printing inputs?
INTERVIEWEE: Yes, to some extent. What actually happened was that materials that were required to print textbooks most of them were coming in free until the point that the government realised that that particular clause was being abused. There were several instances where papers, I mean papers that are meant to be used to print books end up on the market and are sold to people without paying tax. So, government had to quickly withdraw that particular policy. But at the last tender, there was a clause which says that if you would want to benefit from that particular policy there was a need for you to write asking for an exemption that you coming to use the papers to print textbooks for distribution to school. So, when you do that, if you are able to satisfy them, of course they give you that clearance so you clear the papers without paying the required tax that you are supposed to pay.
INTERVIEWER: Alright, so generally with book publishing in Ghana are you happy with the present policy and legislative framework?
INTERVIEWEE: Regarding?
INTERVIEWER: Comparing the industry before and after the promulgation of policy, what would you say has changed?
INTERVIEWEE: At the moment, I think that if we are to compare publishing five years ago to publishing now, there had been a remarkable improvement, oh yes. The reason is that sometime back, I mean five years ago when I took over as the executive secretary, I realised that the kind of quality of books that were published were substandard I should say, quite a number of them. But this time around we have taken publishers especially our members through series of workshops and training and that has equipped them well enough to be able to package their books in such a way that the books will not only be sold in Ghana here but they could go out there and compete fairly with books that are being published out there.

But at the moment there is still a lot more that we can do. For example, this time around if you look at the trends in the industry, a number of publishers are engaging into electronic publishing and my people here are not so very much privy to that particular line of publishing but I think it is an area that can fetch them a lot of money. So, we are trying as much as possible to organise series of training programmes for our people to have an appreciation of how they can benefit from that line of publishing. But quite apart from that there is a lot that we can do and I'm sure as an association we trying to draw our members' attention to some of these things.

INTERVIEWER: Are publishers in Ghana able to sell their books outside the country.

INTERVIEWEE: Yes, as an association we try and represent the interest of publishers or our members. Apart from the training programmes that we organise for them, we also try to create marketing opportunities for them not only in Ghana here but outside of Ghana. This time around we try to send their books to neighbouring countries anytime they are holding fairs and the results have been so remarkable. We have had remarkable results when we send our books especially to Nigeria. Nigeria has a big book market, so we try as much as possible to advice our people to take advantage of that particular market, so it is something that we do.

INTERVIEWER: Apart from neighbouring countries, what are you doing to try to reach to those places that are not Accra and Kumasi with supplementary books?

INTERVIEWEE: Publishers are scattered all over the country at the moment and we have quite a number of them that are marketing their books all over Ghana. They are not only located in Accra and Kumasi. They have agents across the country but quite apart from that we also try to organise some kind of book bazaars in selected regions for our members so that they could possibly send their books to the door step of the buyer, so it is something that we are doing so well. We even looking at organising one hopefully in Kumasi next month and another one in Takoradi. I mean we are trying to do that to precede the main Ghana International Book Fair, we need to build the momentum and excitement of people in the area of books, so we are doing something about it.

INTERVIEWER: What have you be able to achieve through the Ghana International Book Fair so far?

INTERVIEWEE: The Ghana International Book Fair has been in existence for years, this is the 12th book fair. We have had challenges over the years and the issue has to do with funding. It is a huge event, we get publishers across the globe to be a part of it. We think that it is a market place where publishers, writers and all stakeholders within the book industry will converge, will share ideas, will trade rights and all of that but for some time now we have had challenges. It used to be a biennial event until 2008 when the leadership felt that people we so very much excited about that particular event so they decide to make it an annual event. We were organising it annually until last year when we also had some few challenges with funding, so last year's event could not take place. So, in 2013, we could not organise the book fair. But this year we will be holding on the 4th to 8th of November 2014.

INTERVIEWER: You raised the issue of funding, your publishers are generating income so why should funding for a book fair that will benefit them be an issue? Why should it be a challenge?

INTERVIEWEE: What is happening is that we used to get support from the government to organise this particular event. We charge publishers something to participate but the fee that we charge them could only pay for the venue. There are several other activities we usually organise as part of the fair; we organise workshops, symposium and a whole lot of other activities together with media activities and all that just to make the whole thing exciting. So, for some time now, we were sort of getting some funding from outside, outside of the country as well as within but we had issues with planning and the organisation, so we felt that there was a need to do a post-mortem of the kind of fairs that we had done in the past so that we can properly organise the subsequent ones better.

INTERVIEWER: On the issue of funding, the Ghanaian publishing industry seems to be dependent on government and donors. As commercial publishers, what is your association and members doing to be independent?

INTERVIEWEE: The issue of this fair is not an event for publishers alone, it is an event for all stakeholders within the book industry. Printers are supposed to be a part of it, writers, book sellers, designers, illustrators, all stakeholders within the book industry they are supposed to be a part of that event. Publishers should not be seen to be owning the Ghana International Book Fair, no it is a stakeholder ownership because when you go outside anywhere in the world it is the stakeholders that organise book fairs but the publishers are more or less trying to be in the lead, they take the lead role. You know because when you look at the book industry the publisher is at the centre of the book industry, as an entrepreneur I put my money in something I expect returns on my investment that is how come in most of all of these events publishers try as much as possible to take the lead role. The government too benefits from tourism during these fairs.

INTERVIEWER: Alright, thank you for your time this morning, thank you.

INTERVIEWEE: You are welcome.

TRANSCRIPT 2

INTERVIEWER: Could you confirm your position please?
INTERVIEWEE: I am a Chief State Attorney
INTERVIEWER: How long have you been at this position?
INTERVIEWEE: Well, as a Chief State Attorney, how many years, well I have been acting as the administrator since say 2011 but the interesting thing is that nobody has appointed me to act it is just that I happen to be the most senior. So, I do not really consider myself as the administrator
INTERVIEWER: What does the copyright office do?
INTERVIEWEE: Well the office is, first and foremost is a department under the Ministry of Justice created by a statute that is the copyright act. It was setup in 1985 but interestingly, at the time the office was set up, it was under the Ministry of Information, which had ministerial responsibility over this office. Then it moved from information to the National Commission on Culture and then from there then it came under the Ministry of Justice so now it is a department under the Ministry of Justice.
INTERVIEWER: What does the copyright office do?
INTERVIEWEE: The mandate is set out in the act. We are responsible for the administration of copyright. In doing that, we do a whole lot of things everything relating to copyright we are there. So in order to achieve the objectives, we undertake several programmes, key among them is public education because copyright is something that we live in our everyday life, it touches every fabric of the society but sometimes most people overlook and even do not think that it is something worth looking at, so we undertake public education programmes, enforcement activities which goes hand in hand with public education to make sure that the laws are complied with and the rights of creators are respected.

Now in the international community they do not even call it enforcement but building respect for intellectual property so that is the new terminology. We also do mediation in copyright disputes arising out of the act. Infringement of copyright you know has two aspects; it can be criminal and it can be civil, and sometimes we have the ADR, the out of court settlement, so they come to us and it is also highly patronised because of the nature of the court system. If you should file a writ, the number of times that one has to go to court and sometimes the people involved may not even be in the position to engage the services of a lawyer so when they come here, you can come with your council if you so desire but the environment is more relaxed. It is done in a language which the people understand and most of the time we are able to solve the matters for them. We do that and also apart from the public education, there is the enforcement where we do anti-piracy exercises. We go on raids you know to arrest and prosecute people who are infringing on copyright and then all other international relation matters for instance international treaties, development of copyright we represent Ghana at that level.

INTERVIEWER: You mentioned infringement, have you had lots of cases coming in on infringement and what form does it take?

INTERVIEWEE: As for copyright infringement, it is all over. Even as you drive around Accra you will see people selling foreign CDs, they call them compilations where you have about 20 films on one; all those are pirated and pirated works are one form of the infringement. I mean selling illegal or distributing illegal copies of any copyright protected work be it literary, books, sound recordings, audio-visual works, computer software programs are also protected by copyright.

INTERVIEWER: You have cited CDs, with regards to books have you had incidents of piracy?

INTERVIEWEE: A lot. With the digital revolution, technology, now it is very easy for people to make illegal copies of works.

Previously pirated copies looked inferior but now they may even look better than the original work because pirates do not make any investments, they just can get a copy and duplicate. So, with the books we do, I think about a few weeks ago, either 2 or so weeks ago, we even held a meeting with the Book Sellers Association to tell them we have had reports of piracy and I think some arrests were even made. So, I felt that we needed to bring them in, so we called them upstairs into our conference room to let them know about the basics that if you are distributing an illegal copy of a book because we know our neighbours from country X bring them here, we arrest you and put you before court, and then whoever has the license to distribute that work in Ghana can sue, you I mean the person doing the distribution for the loss for compensation, damages. Books are not exempt, a whole lot of the books but now it is a bit difficult you cannot just make the distinction unlike previously.

INTERVIEWER: You mentioned the Ghana Books Sellers Association, apart from the Ghana Book Sellers Association do you work with other stakeholders with regards to book piracy?

INTERVIEWEE: Yes, we have the Ghana Book Publishers Association. In fact, they were even represented at that meeting because some of the issues that came up related to industry practices, the chain of whatever. But my point was that if they sell illegal copies and we come around or we get a tip off we would arrest them and prosecute them but they had other issues. So, what I did was, I told the book publishers that they had genuine problems in the distribution of the books, so those are peculiar to their industry practices. They also claimed that sometimes they would not know if publisher X has may have acquired the rights from the publishers in the UK to publish the books in Ghana. I told them that they should find a way of informing their members since they are organised, that maybe Mr. X has the right to deal with Akyebe's books in Ghana so he has acquired the license. But we have also had, one interesting comment they made was that I was protecting the publishers but the publishers too were not treating them well and I thought those fell outside our purview so they should meet with them and then handle it.

Then apart from that we have what is going on the universities the mass photocopying of books. You see that too is again is a form of infringement because you cannot under the act make a photocopy of a whole book, it should just be some excepts or quotations, yes but to photocopy a whole book is not admissible but that is what is going on in the universities. The collective management for copy Ghana I know is having discussions with the universities to see to it that the students could be licensed or the institution is given a blanket license where they pay something very meagre and then they can go ahead and do the copying. Because for them is like the norm. My own daughter, when I asked her what books she needed, she told me the photocopier person was going to photocopies of the books for them.

INTERVIEWER: Alright You mentioned licensing especially with the foreign publishers is it something done by the publishers on their own or your office is involved?

INTERVIEWEE: Oh no, they do it on their own. There was this case. Somebody had acquired the license to distribute a particular book in Ghana and then the books were out there being sold for GhȻ10 whiles he has gone out to print his selling them at GHȻ15. So we had to intervene. We have a police man here at the enforcement unit so they went in and resolved the matter. So, we do not come in at that level, we arrange for the arrest of the pirates if there is the need.

INTERVIEWER: Do you have any challenges enforcing the law?

INTERVIEWEE: Yes, we have issues enforcing the law. To undertake enforcement is very expensive, we have to arrange to go with the police, hire vehicles and that sort of thing so that is one major challenge. Here we just have one policeman stationed here and readily available to us, which is woefully in adequate.

Also picking the intelligence and getting the right information is another problem. Sometimes it is difficult to trace the tips we get and it may not be even prudent just to go after the vendors who may have just a few rather go to the source where the books are being made. All these things involve money.

INTERVIEWER: Madam there are some policies, in addition to copyright that are crucial for book publishing in Ghana. One of them is the textbooks policy and one of them is the National Book Policy and in both policies, they mentioned the role of the copyright office. Was your office involved in formulating these policies?

INTERVIEWEE: As I said, I took up the running of the office in 2011 and I am sure these things have been going on so I will have to check to find out because definitely you cannot have a book policy without copyright coming in because they are materials which are protected by copyright so I will have to check to find out. For all you know somebody from the office was involved or the then administrator, certainly when a publisher is entering into a contract with an author, the issue of copyright can come up. Yes, so until I check and I have not also sighted the policy but I know there is a textbook policy which they talk about, I have heard the publishers talking about it but I do not know what is in it.

INTERVIEWER: Madam you mentioned earlier on that your office represents Ghana when it comes to international formulation or international treaties, would you say that the copyright law in Ghana is up to international standards?

INTERVIEWEE: Yes indeed, copyright laws are territorial so each country has its own copyright laws. But Ghana is a member of the World Intellectual Property Organisation which is the united nations specialised agency for intellectual property. So, WIPO has some treaties for all aspects of intellectual property when it comes to copyright and related rights. It is the Berne Convention for the protection of literary and artistic works and we are signatories to that treaty. What that treaty does is to set the minimum standards. So, if you are a member of the Berne Convention and you join the Berne union, you are going to write your copyright legislation based on the minimum standards the treaty provides.

We keep on reviewing the law to include provisions in new treaties. Even next week we are organising a workshop at the Accra International Conference centre on a treaty which was concluded I think just in 2013 June, the Marrakesh treaty which seeks to provide access to published works for the visually impaired, blind and people with persons with print disabilities because they are a segment of society who have been disadvantaged. I do not even know whether the textbook policy has anything in relation to the blind and visually impaired because the ministry of … does it?
INTERVIEWER: Yes
INTERVIEWEE: If it has, we do not know how they are implementing it but with us copyright should not be a barrier so what we are trying to do is that under that treaty, authorised entities like libraries and some NGOs if they are so designated can convert published books into accessible formats to either brail, audio books or large print for the blind and the visually impaired without the authorisation of the rights holder, so the meeting is coming on the next week.
INTERVIEWER: Are publishers going to be a part of this meeting?
INTERVIEWEE: Yes, publishers have been invited and are attending. It is actually a national stakeholders conference because we need to ratify that treaty and I do not want the situation where we will go to parliament and people will go and shoot it down so that is why we are organising this workshop. We will have some resource persons from Geneva and London for all of us to go through the treaty because after it goes to parliament we should not be any problem. You are coming from the publishing department?
INTERVIEWER: I was not aware till now
INTERVIEWEE: Yes, we sent an invitation to the head of the department
INTERVIEWER: Ok, I am not at post now but I would love to attend.
INTERVIEWER: Madam, thank you very much for your time
INTERVIEWEE: You are welcome but if there is anything else …you can call me.
INTERVIEWER: Thank you, much appreciated.