

SERA YA TAIFA YA MAENDELEO YA VITABU
NATIONAL BOOK DEVELOPMENT POLICY

FINAL DRAFT

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ACRONYMS AND ABBREVIATIONS

ABDA	African Book Development Association
ABC	African Books Collective
APNET	African Publishers Network
AU	African Union
BAKITA	Baraza la Kiswahili Tanzania
BAMVITA	Baraza la Maendeleo ya Vitabu Tanzania
BMU	Book Management Unit
BSAT	Booksellers Association of Tanzania
CBO	Community Based Organisation
CBP	Children's Book Project
CCHAUTA	Chama cha Usomaji Tanzania - Reading Association of Tanzania)
CODE	Canadian Organization for Development through Education
COMLA	Commonwealth Librarians Association
COSOTA	Copyright Society of Tanzania
EAC	East African Community
EALB	East African Literature Bureau
EAPH	East African Publishing House
EABDA	East African Book Development Association
EFA	Education For All
ECU	Education Co-ordinating Unit
ESR	Education for Self-Reliance
GNP	Gross National Product
HIPIC	Heavily Indebted Poor Country
IFLA	International Federation of Librarians Associations
IPA	International Publishers Association
IRA	International Reading Association
MTUU	Mpango wa Tanzania, UNESCO na UNICEF
MIT	Ministry of Industries and Trade
MOEC	Ministry of Education and Culture
MRALG	Ministry for Regional Administration and Local Government
MSTHE	Ministry of Science Technology and Higher Education
NGO	Non Governmental Organisation
OAU	Organisation of African Unity
PATA	Publishers Association of Tanzania
PEDP	Primary Education Development Programme
PMO	Prime Minister's Office
PPP	Pilot Project for Publishing
SADC	Southern Africa Development Community
SCECSAL	Standing Conference of Eastern, Central and Southern Africa Librarians
TES	Tanzania Elimu Supplies
TAPP	Tanzania Association of Printers and Paper Converters
TIE	Tanzania Institute of Education
TLSB	Tanzania Library Service Board

TOR	Terms of Reference
TLA	Tanzania Library Association
TPH	Tanzania Publishing House Ltd
TRIPS (WTO)	Trade Related Aspects of Intellectual Property Rights (World Trade Organisation)
TUKI	Taasisi ya Uchunguzi wa Kiswahili
UKUTA	<i>Usanifu wa Kiswahili na Ushairi Tanzania</i> (Tanzania Kiswahili Poets' Association)
UPE	Universal Primary Education
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations Children's Fund
UNO	United Nations Organization
USD	United States Dollar
UWAVITA	Umoja wa Waandishi wa Vitabu Tanzania
WIPO	World Intellectual Property Organisation

DEFINITION OF TERMS

For the purpose of this draft proposal the terms below should be construed to mean, except where explicitly indicated or where the context clearly indicates otherwise, as follows:

- 1) *Big publisher*: Publisher with an annual income of over 100 million Tanzania Shillings
- 2) *Book*: a printed non-periodical publication of at least forty-eight pages, exclusive of cover pages.
- 3) *Text Book*: a book focusing on one curriculum subject intended primarily as a basis for instruction in the classroom.
- 4) *Book title*: the name of a book, usually appearing on the front cover;
- 5) *National Book Policy*: a statement of the philosophy and broad guidelines by the State intended to serve as a basis for the formulation and implementation of measures for the development, production, and distribution of books.
- 6) *Book Chain*: the whole processes involved in the production of the book from its inception by the author through the subsequent activities of publishing, printing, selling and reading, and the linkages among all the actors in the chain.
- 7) *National Book Development Plan*: the integrated approach for fostering book development, consisting of the totality of the procedures and systems for attaining the balanced growth of the various components of book development and production, including preparation and distribution of books.
- 8) *National Development*: is used in the most general sense to refer to the country's progress as well as to the processes or measures that contribute to such progress.
- 9) *Book Publishing*: the process of choosing, preparing, producing, and disseminating books in whatever form to readers, and thereby linking up the writer with the reader.
- 10) *Book Related Activities* – the domestic manufacturing industries and other economic activities which have a direct bearing on the long-term viability of the book publishing industry.
- 11) *Book Development*: a condition of having more and better output of books, as well as improvements in the technical and institutional arrangements by which books are produced and distributed.
- 12) *Book Provision*: denotes the process of availing readers with reading materials.
- 13) *Book Sector*: an area of socio-economic activities and aspects touching upon the writing, publishing, production and printing, distribution, promotion and utilization of books and other printed materials.
- 14) *Author-Publisher*: An author producing his/her own work without involving a publisher.
- 15) *Children's Book*: The term refers exclusively to a book meant for reading for the entertainment and enlightenment of children and is usually illustrated. Textbooks and similar educational materials for children are not covered under this term.
- 16) *Classic*: Outstanding work of an earlier period published in the original or in translation or adaptation. Classics can be modern or ancient; most titles of the latter

- variety being in the public domain and free from copyright restrictions, would not call for royalty payments to authors.
- 17) *Credit facilities*: Also known as book-trade credit, denotes provision of books by the publisher to the bookseller on credit: it enables booksellers to buy when they may not otherwise do so.
 - 18) *Fair Dealing*: A term used in copyright law, which permits a researcher, reviewer or scholar to make a copy of copyrighted material for his/her private or scholarly study.
 - 19) *ISBN International Standard Book Number*: A unique number assigned to a book to distinguish it from any other book. The use of a sequence of nine numbers to individualize books, or volumes, in a series.
 - 20) *Literary Property*: An author's creative effort in the form of manuscripts or published works that have financial value.
 - 21) *Legal Deposit*: A method whereby certain libraries are entitled by law to receive one or more copies of every book or other publication, which is printed or published in the country.
 - 22) *Manuscript*: The text of a book, usually excluding illustrations, in the form of a typescript proposed for publication. The manuscript of a book consists of the entire text including the end matter such as appendices, bibliography, glossary etc. Also referred to as 'copy' by printers and editors.
 - 23) *Medium publisher*: Publisher with an annual income of 50 to 100 million Tanzania Shillings
 - 24) *Mobile Bookshops*: Bookshops on wheels and carrying large stocks of a variety of publications selected on the basis of their appeal to the class of readers found in the concerned areas.
 - 25) *Pirated Edition*: A book published without permission of the original, copyright holder, and being sold as the genuine edition. Pirated editions of popular authors are often published and sold in large numbers.
 - 26) *Reference Books*: Books intended to serve as sources of specific information when needed. Examples of reference books are: dictionaries, handbooks, style manuals, yearbooks, catalogues, encyclopaedias, atlases, almanacs, bibliographies etc.
 - 27) *Scholarly Books*: Books of special interest to scholars, research workers, academics, policy – makers and specialists.
 - 28) *Small publisher*: Publisher with an annual income of 0 to 50 million Tanzania Shillings
 - 29) *Subscription Library*. Libraries whose members pay specified dues entitling them to borrow books and/or use the library.
 - 30) *Title*: an individual or autonomous publication
 - 31) *Work*: Author's writing or manuscript intended for publication.

PART I

BACKGROUND

Chapter 1

HISTORICAL BACKGROUND

1.1 Development of Writing and Publishing in Tanzania

Books are among the main traditional means of spreading, preserving and sharing information and knowledge. To have access to books is to enter into an ongoing intellectual dialogue within and between societies and generations, to partake in the immense heritage of human thought. Yet there can be no books without writing.

Writing, in Arabic script, was first introduced on the East African coast, along with Islam, around A.D. 800. A thriving manuscript literature soon developed; it survived well into the colonial times. Printed books were likewise first introduced into Tanzania through Islamic and Christian activities. In the nineteenth century, Islamic scholars and poets began sending their manuscripts to Egypt and other Middle Eastern countries for printing.

Christian missionary activity from the mid-nineteenth century led to introduction of literacy, in the roman alphabet, elementary schools for converts and eventually mission presses. These presses issued mostly religious books in Kiswahili and other local languages. German colonisation from the end of the 19th century gave an impetus to secular book publishing to cater for the needs of a growing literate public. This was continued by the British after World War I when they took over the administration of Tanganyika. The books used in the education system were published by British publishers. In 1948, the British established the East African Literature Bureau (EALB) to publish books in the local languages.

At independence, the new government inherited an education system based on the British model. Alongside the education system was the school book supply system.

After independence, British publishers, who had established branches or had sales representatives in the country, remained the major suppliers of school books. However, the government recognized the importance of establishing a local publishing industry to provide, in Kiswahili and English languages, the books and materials that reflected local conditions and aspirations in education, culture and scholarship. Thus efforts were made in the 1960s to establish or support locally based publishing houses, including Tanzania Publishing House (established in 1966) and the East African Publishing House (1965).

In line with the policy of Ujamaa promulgated in 1967, the Government, until the early 1990s, increasingly assumed the responsibility for providing most of the books needed in the education system. Primary level books, which constituted some 90% of publishing opportunities in the country, were monopolized by the public sector. Thus, unfortunately, the development of the local publishing industry was restricted by lack of the school market. Moreover, steady reduction of expenditure by the government on supplementary materials, and a steady decline in funding support for library acquisitions, stunted sales possibilities for local fiction, children's books and other intellectual and literary manifestations of local culture.

These factors, coupled with the economic problems of the 1980s and early 1990s, led to the collapse of the book distribution and selling network, further reducing book marketing possibilities in the local and regional markets. As a result, foreign publishers suspended their operations in the country and local publishing houses either collapsed or stagnated.

Serious efforts to revive the industry began in the late 1980s with the setting up of the Publishers' Association of Tanzania (PATA) in 1987, the Children Book Project for Tanzania (CBP) in 1991, and various other trade organizations, and finally the Book Development Council of Tanzania (BAMVITA) in 1998. The formulation of new textbook policies by the Ministry of Education (1991) was part of this rejuvenation process.

1.2 The Book Chain in Tanzania

Book production is built on five pillars: authors, publishers, printers, booksellers and readers. Without these actors it would be impossible to speak of a book industry. Below we review briefly the current state, status and relations of these actors in the book chain.

1.2.1 Authors and Authorship

Before a book can be published, it has to be written or created. The creator is invariably the author or writer. He/she may be a creative writer or a scientific author. He/she conceives the idea for the book, puts together the necessary information or research data, and shuts himself/herself up, sometimes for years, to write the book. In the course of the writing, the creative writer reflects on life and human relations, depicts and reshapes reality in his/her imagination, teaches, criticises, and immortalises the exploits and achievements of his/her society. Authors are sometimes referred to as the “conscience of society” because of their endeavours to unmask the evils in society so as to change it for the better.

Unfortunately, in spite of their importance, authors in Tanzania currently derive perhaps the least financial benefits from their labours. Royalty statements and cheques are rarely provided to authors, and when they are, their accuracy is often questionable.

In the absence of motivation and public recognition, most writers in Tanzania write either because they have to, i.e. as a calling, or because writing is an interesting hobby for those who have nothing better to do.

This being the case, this book policy addresses fully the condition and plight of authors within the book chain, and how they can be uplifted.

1.2.2 Publishers and Publishing

Publishers are the key link between the authors and their target readership. A good publisher works with the author to ensure the success of their mutual undertaking in the form of a new book. He/she continually guides and nourishes the promising author, and together they benefit from the success of the author's work. Publishers are also responsible for making the necessary investment to ensure that a given book is published and disseminated widely.

There are approximately 60 serious publishing units in Tanzania, none of which can be said to be of the optimum size. All are medium and small size, which are in need of finance, professional assistance, technical guidance and official patronage of government and libraries.

Qualitatively, there are three categories of publishers operating in Tanzania. The first cover those who are fairly well organized and are functioning on modern business lines. They employ the latest techniques in book production and distribution, follow innovative procedures and methods. In the second category are the small publishers in terms of business size. The third category is the author-publisher, teacher-publisher, stationer-publisher, and bookseller-publisher. Publishing is to this category a side business and sometimes they do not follow the accepted practices of the book industry and trade.

Tanzania's publishing strength is in Kiswahili language, and children's books, mostly as a result of the Children Book Project (CBP) endeavours. The production quality of Tanzanian books is comparable with other leading African countries although it lacks consistency. Locally published book prices are 'fair' while imported books are generally more expensive.

The commercial publishing industry in Tanzania does not operate at its potential, in terms of range of titles published.

Nevertheless, as demand for books and other reading materials expands, publishing is also bound to grow to meet the demand. Publishers will also need to develop better working relations with other actors in the book chain, especially authors and booksellers. These are some of the challenges that this book policy addresses.

1.2.3 Book Printers

Modern book publishing is unthinkable without printing. For the book, in the traditional form, is a product that has to be manufactured, packaged, advertised and sold before it can be consumed. Hence a vibrant printing sub-sector is an essential component of a vibrant publishing industry.

Printing is a highly specialized industry that calls for a well-trained cadre of printing technicians and engineers, and a well-developed manufacturing sector capable of producing some of the machinery and inputs needed by the sector. Major inputs would include paper, inks and chemicals.

The Tanzanian printing sector at present is still dependant on foreign technical and material inputs, and is hence deeply affected by the vagaries of the international market forces, as well as the local political and economic policies. Presently, Tanzania has only about 17 large active book printers, and 100 trained printing technicians. There are no factories for manufacture or even assembly of printing machinery, and paper production is low. Government taxation on printing is also quite high. As a result, many publishers still opt to print their books outside Tanzania.

This book policy addresses the condition of the printing industry in Tanzania, in particular the issue of technical training for printers and supply or availability of machinery and inputs at affordable prices.

1.2.4 Book distributors

Distributors make books by many publishers available under one roof. The distributor serves the retail bookseller, institutions and libraries. The distributor also provides information about the publishing programmes of various publishers represented by him/her.

The major book distributor in Tanzania used to be the Tanzanian Elimu Supplies. This company is now under liquidation. No new company/companies or organizations have as yet taken its place, partly because the book business is not attractive to investors due to its unreliability. Nevertheless, this vacuum needs to be filled urgently, for book selling cannot succeed without book distribution.

The present moves towards an East African federation also call for a better organized East African book trade, which may entail creation of trans-border book distribution channels and mechanisms.

This policy addresses the book distribution vacuum and proposes measures for its eradication.

1.2.5 Booksellers

The success of the publishing sector largely depends on the range and variety of effective retail outlets through which books reach the readers. The role of the bookshop is of strategic importance in the movement and distribution of books. The bookseller is the final and the most important link between the producer, i.e. the author and his/her publisher on the one hand, and the consumer, i.e. the reader on the other. Publishing is a succession of activities and the publishing process is completed only when the book reaches its intended audience.

In order for this to happen, the industry needs booksellers. Unfortunately, bookselling in Tanzania has been weak and fragmented since the government monopolised the delivery and supply of school textbooks (through Tanzania Elimu Supplies Ltd., TES). The nation-wide bookshop network that existed before TES dissipated, leaving a few bookshops, most of which traded mainly in stationery and religious publications, and seldom placed orders for general and school books. Since the decentralisation of textbook procurement to the school level, following the 1991 Textbook Policy (see chapter 2 section 2), there has been a marked increase in enterprises dealing in books. The number of bookshops, big and small, has gone up from about 50 in 1990 to about 380 today (2004). Yet this works out to about one bookshop per 87,000 people. And there are some districts in the country which do not have a single bookshop. This is, therefore, a disturbing ratio, e.g. when compared to Kenya, with about one bookshop for every 32,000 people.

There are some street vendors who deal in second hand textbooks and/or foreign books, especially novels and textbooks. But these are only found in towns and cannot serve as effective substitutes for bookshops. The serious problems facing bookshops, such as lack of capital and skills, also need to be addressed by the policy.

1.2.6 Libraries

There are four types of libraries. First are the school libraries, which are usually established to support education curricula. Second are public and community libraries, which are open to the public for education, information, leisure reading and vocational advancement. Third are the academic libraries of private and public institutions of higher learning; these are used for education and research. Fourth are the electronic libraries which are sometimes online with either open or restricted access.

Presently, Tanzania has over 800 secondary schools, but no data exists on the number of libraries in secondary schools. Of the more than 11,000 primary schools, only 2.8% have school libraries which meet the criteria required by the Ministry of Education and Culture. Of these none have reached the minimum required book pupil ratio of 8:1. The best ratios achieved are 2 library books per pupil and the worst is 1 library book per 1891 pupils. Out of the 33 Ministry of Education and Culture Teacher Training Colleges, 25 have space which they call a library and only 15 are in a separate room called the library. The Tanzania Library Services Board (TLSB) networks runs 37 public libraries throughout the country, i.e. only about 1.5 libraries per region! And there are some regions without a single public library! The public library support to schools, and the mobile library, were discontinued in the 1970s. Sufficient funds to provide stocks for refreshing library collections are rarely made available to TLSB. The public library network is thus heavily dependent on book donations.

Institutional libraries cater mainly for their intended clientele and are rarely open to the public at large. Academic libraries are not in a better position. Reductions in acquisitions budgets have eroded book purchases in favour of periodicals. Lack of investment has resulted in poor holdings with relatively old stocks, which in turn further discourage use.

The Government had in the seventies and eighties made substantial investments in developing school library networks, training teachers in the running and maintenance of classroom and school libraries. The Government also stocked individual school collections and established a basic supervision mechanism. The system has now collapsed under the strain of greatly expanded educational provision tasks and steadily declining resources.

The Government has prioritised the provision of core textbooks and key supplementary materials in its book sector investment plans. Library provision to support education, either formal or non-formal, has as yet not received due emphasis.

Under the adult literacy campaign of the seventies the Government was able to open and operate more than 500-community libraries countrywide. But these are also no more. In the 1980s, CODE supported the establishment of library/community resources centres in the southern regions of Tanzania (in Masasi, Newala, Lindi, Nachingwea). These served teachers, students and the community at large. Some of these have closed down, but at least three still survive at Mpitimbi, Mbinga and Namtumbo.

Recently, donor funded projects such as the CBP and *Tusome Vitabu* have been trying to develop school libraries in selected regions, but the projects are small and cannot reach most of the schools. By 2004, the CBP will have supported ... primary schools libraries throughout the country. The *Tusome Vitabu* Project will also have supported the establishment of libraries in about 10% of the primary schools by 2004. The situation in secondary schools is also critical. Heavy investment in school libraries is thus a real and urgent need.

The Tanzania public library network stopped expanding in the 1970s. In order to develop and sustain the reading culture, the public library network needs to be extended to every district and, later, to every division (tarafa) and village. Training of librarians to cater for this expansion will also need to be stepped up; at present Tanzania has only about 300 trained librarians.

This policy, therefore, addresses these critical issues and problems affecting the library system and its clientele.

1.3 Literacy, Readership and Reading Promotion

The Tanzanian society today is not a literate society. Being literate means, first being able to read and write. One scholar defined a literate person thus:

That person is literate who, in a language he speaks, can read and understand anything he would have understood if it had been spoken to him, and who can write, so that it can be read, anything that he can say . (Gudschinsky 1975)

A person who cannot read and write is referred to as an illiterate person. Tanzania's literacy rate, that is, the percentage of those aged fifteen years and above who can read and write is about 68%. During the literacy campaigns of the 70's the rate had surpassed 85%, which compared well with literate societies. A literate society, however, goes beyond just the ability to read and write. That may be one reason why a society which is

not literate is referred to not as an illiterate society but as a pre-literate society. It is possible to have a society where the majority of people are literate but the predominant pattern of behaviour is characteristic of people who cannot read and write.

Tanzania manifests many characteristics of a pre-literate society and the following are just some of them:

- **Planning and organizing:** life's activities, including budgeting and scheduling, are usually organized without the use of writing.
- **Communication:** verbal messages are preferred to written ones.
- **Records:** these are kept in human memory in many situations where written records may be more appropriate, even among people who can read and write.
- **Leisure:** It is more acceptable to spend one's leisure time or free interludes talking to others rather than reading, although in the majority of cases the talk is mere gossip with nothing of importance being communicated.

Tanzania is pre-literate also in the sense that in many parts of the rural areas there are practically no written materials. Yet the book remains the most important medium of storing and disseminating information. Print media have remained the most popular and widely used media for knowledge nourishment. It is the media in which information and entertainment can be harnessed.

The impediments to the creation of a reading culture in Tanzania include:

- **Poverty:** The majority of Tanzanians live below the poverty line and cannot afford to buy books even though they may be aware of the important role books play in human development. Struggling with the bare essentials of life is the prime concern of the majority of Tanzanians.
- **Education system:** More than 80% of the books published in Tanzania are textbooks. The national curriculum currently in force does not encourage reading for pleasure, it unnecessarily fragments the market and frustrates the growth of strong national book markets.
- **Reading habit:** It has been pointed out that Tanzanians do not read beyond completion of their formal education unless it is for professional achievement. This lack of a voluntary reading habit has been traced back to cultural factors, (see below) and to the colonial and post-colonial education system, which emphasized education for achievement rather than education for life. Lack of books in the mother tongues of most of the people may also be a factor retarding the reading habit, since some of the rural literates may find ordinary Kiswahili readers to be too remote from their experience, or too difficult to follow.
- **Oral culture:** Cultural factors play a role in developing forms of individual and collective behaviour. Tanzanians or African people in general derive

more pleasure and communicate easily through oral and performing arts such as singing, dancing and drama. Communication with the book is a private entertainment, the pursuit of which alienates the reader from his/her own community, whose best form of entertainment comes through participation in communal activities.

- **Buying habit:** In Tanzania, it has been estimated that up to 20 people read the same book. While this means that the propensity for sharing is higher, it unfortunately also means that Tanzanians do not value books as items to own and cherish.
- **Infrastructure:** In Tanzania the book and physical infrastructure is not sufficiently developed to support the reading culture. The poor transportation network is not helped by the parity of bookshops and libraries, the majority of which are poorly stocked.
- **Lack of relevant books:** The kind of books being published in Tanzania probably do not appeal to the reading interest of the majority.

Ever since the highly successful literacy campaigns of the 1960s and 1970s, there have been no serious efforts nationally to develop or sustain literacy and the reading habit. The only serious efforts in that direction are those by the CBP and the *Tusome Vitabu* Project, which are mainly directed towards primary schools.

Given the above scenario, the current policy will need to address critically and comprehensively the problem of literacy and promotion of reading in Tanzania.

Chapter 2

GOVERNMENT POLICIES ON EDUCATION, BOOKS AND READING

2.1 Colonial Education and Language Policies

The colonial language policy was based on bilingualism, with Kiswahili serving as the medium of communication at lower levels of education and public service while English remained the prestigious language for the higher levels. The general aims and objectives of the colonial language policy in Tanzania were;

- to develop and standardize Kiswahili so that it can be used in basic education, communication and administration in all affairs of the colony;
- to introduce, teach and use the English language so as to promote the acquisition and appropriate use of literacy, cultural, scientific, technological, professional and other forms of knowledge and skills; and
- to encourage the continuation and development of native languages.

The medium of instruction in lower primary schools was Kiswahili and English was a compulsory subject. English was the medium from standard six. Both languages were to be rigorously taught.

The East African Inter territorial Language Committee was established in 1930 and charged with the tasks of:

- standardizing Kiswahili;
- encouraging and supporting the translation and adaptation of English and other foreign literary works into Kiswahili and making them accessible and useable in the education system;
- supporting and encouraging British publishers and voluntary agencies to print, publish and distribute Kiswahili books whether translated or original; and
- facilitating and promoting local authorship;

After independence, the colonial language policy was changed only slightly, giving Kiswahili more emphasis in public affairs, and making it the sole medium of instruction in primary schools. All the other aspects of the colonial language policy have remained in place. Since the 1980s, there has been a decline in language levels among school leavers; mastery of English is poor, and mastery of formal, especially written, as oppose to informal oral Kiswahili, is also poor. This has inevitably affected the imparting of knowledge as well as the ability of “educated” Tanzanians to read for pleasure and/or self-education.

Poor language skills have in turn had a negative effect on the development of authorship and editorial skills. There are few good writers, and even fewer good editors. Many works are not published because they are too poorly written, and many works that are published contain irritating editorial and grammatical errors.

This book policy, therefore, addresses the language policy in as much as it affects education, authorship, publishing and reading.

2.2 Education Policies 1962 – 1995

The book industry has inevitably been affected by the changing government policies pertaining to education since independence. Policies and laws that directly impinged on the fortunes of the book sector include the following:

- (a) *The Education Act 1962* which regulated the provision of education. This Act repealed and replaced the 1927 Education Ordinance and was intended to:
- abolish racial discrimination in the provision of education;
 - streamline the curriculum, examination as well as the administration and financing of education to provide for uniformity;
 - promote Kiswahili as a national language by making Kiswahili and English media of instruction in schools;

- make local authorities and communities responsible for construction of primary schools and provision of primary education; and
- establish a Unified Teaching Service for all teachers (MOEC 1995).

Despite these new policy measures, there were no significant changes in the goals and objectives of education until in 1967 when the following measures were introduced:

(b) *The philosophy of Education for Self Reliance (ESR)* (1968): It was introduced to guide the planning and practice of education in accordance with the socialist requirements of the Arusha Declaration. The philosophy emphasized the need for curriculum reform in order to integrate theory with the acquisition of practical skills and link educational content to social realities. Sequels to these changes were:

- The Education Acts of 1969 and 1978;
- The National Examinations Act No. 21 of 1973;
- The Universal Primary Education (UPE), linked to the Musoma Resolution of 1974,
- The Institute of Adult Education Act. No 12 of 1975 and
- The Institute of Education Act No. 13 of 1975.

(c) *Changes and reforms*

The above laws and policy reviews led to changes and reforms in education that had direct impact on the book sector. These include:

- Reforms in the school curricula in order to meet national needs;
- Expansion and dilution of primary education through UPE;
- Expansion of teacher training programmes;
- Expansion of adult literacy and adult education programs;
- Nationalization of voluntary agency schools;
- Abolition of foreign examinations and introduction of national examinations in the formal school system, and with it centralisation of school curricula and syllabi.
- Empowering of the Minister for Education to prohibit the use of certain books in schools.

(d) *The Presidential Commission on Education (1981)*: It was appointed to review the existing system of Education and propose necessary changes to be realized by the country towards the year 2000. The Commission submitted its report in March 1982 and the Government has implemented most of its recommendations. The most significant ones for our present purposes were,

- the formulation of a National Policy for Science and Technology;
- the introduction of pre- primary teacher education programme; and
- the expansion of secondary education;

- the proposal to make Kiswahili the medium of education in secondary schools (this was rejected by the government which opted to retain English).

(d) *The National Task Force on Education (1990)*: This was charged with the task of reviewing the existing education system and recommending to the government a suitable education system for the 21st Century. The report of this Task Force, *The Tanzania Education System for the 21 Century*, was submitted to the Government in November 1992. Recommendations in this report were taken into consideration in the formulation of the *Tanzania Education and Training Policy (TETP)*.

(f) *Education and Training Policy 1995*: This policy, issued by the Government in 1995 and still in force, is intended “to guide, synchronise and harmonise all structures, plans and practice, to ensure access, equity and equality at all levels, as well as proper and efficient mechanisms for management, administration and financing of education and training”. Unfortunately the policy does not mention book development and reading as part of educational practice, though it does mention the role of, and need for, school libraries in imparting quality education.

To these must be added the policy for provision of instructional materials for schools and non-formal education programmes, which should be a separate but integral component of the national book policy.

(g) Education Sector Development Programme (2002): This is a five-year development programme (2002-2006). The main thrusts of the programme as far as books are concerned are:

- to expand enrolment in primary schools;
- to improve the quality of primary education; and
- to develop the capacity at school, community, ward and district levels to effectively manage the delivery of quality education in primary school.

Four USD out of a capitation grant (USD 10) will be spent on textbook purchase.

(h) *Text Book Policies*: During colonialism and soon after independence, the books used in the school system were mostly by British publishers. After independence, efforts were made to establish new locally based publishing houses. From the Government Circular of 1st August 1970 on production and distribution of textbooks, we learn that the main supplier of textbooks were Tanzania Publishing House, Longman (T) Ltd., Thomas Nelson and Sons Ltd., Oxford University Press and East Africa Literature Bureau. The government bought books from the publishers mentioned above and distributed them to schools.

In 1974 the Government decided to centralize the production and distribution of textbooks by establishing three main players in the textbook sector:

- The Institute of Education: They write the books;

- MTUU/Printpak (MTUU was a textbook unit in the Ministry of Education and worked hand in hand with a parastatal printer, Printpak Tanzania Ltd.)
- Tanzania Elimu Supplies: They distributed the books.

This policy essentially sidelined publishers and private booksellers.

This system lasted up to 1982, when the ministry responsible for local government (MLG) was introduced in the set-up. The MLG took over the distribution of textbooks to primary schools. The Ministry of Education had the responsibility of supervising the writing of textbooks and ensuring that they are published. Somewhere during this period the government reverted to the use of some of the publishers who had worked with the government between 1970 and 1974. Overall, this system did not work very well, as the selected publishers and printers were unable to bring out the required books in time and in good quality; the government failed to finance TES as required, leading to failure by TES to pay publishers for the books supplied to her; likewise, publishers also could not pay the printers. Thus the whole book production and distribution system was debilitated. Hence in 1991 the government was forced to come up with a new textbook policy.

(i) *Text Book Policy 1991*: The current policy on production and distribution of school/college books introduced in 1991 aims at transforming the production and distribution to a completely commercialised system where by the entire book provision is marshalled by the publishers. The commercialisation is bringing rapid change to every facet of book publishing and distribution in Tanzania. The emerging main effects are that:

- Financial turnover generated through primary school textbook provision (the bulk of textbook supply) is passing through the private sector. This has led to a growth in the number of serious commercial publishers (from 6 in 1991 to 10 in 2004).
- Multinational publishers have been attracted back to Tanzania and are expanding through branches and associate companies;
- There is an increase in choice and variety of books, and therefore in the level of competition over textbook prices and quality;
- State bodies set up to carry out textbook printing, publishing and distribution are collapsing because they cannot adapt to commercial methods and competition;
- The process has stimulated the entire book sector and a steady increase in all publishing and book-related activities is expected. Already there is an increase in the number of bookshops in anticipation of implementation of the government's policy that in future all school books should be channelled through bookshops. Already cases of book piracy have increased as a negative by-product of this otherwise positive decision.

This policy examines the government educational policies and their impact on the book sector and propose the best way forward while maintaining the necessary and beneficial link between educational policies and book production and consumption.

2.3 Structural/Organizational Framework

Currently the book sector comprises the government, the public sector and the private sector. The government is charged with creating an enabling environment for the proper functioning of the book sector. It lays down the economic, educational, fiscal and book policies that guide the sector in its activities. This is done through its various ministries dealing directly or indirectly with books and through relevant public institutions/ parastatals. The relevant ministries are the ministries responsible for Education and Culture, Local Government, Industry and Trade, and Science, Technology and Higher Education.

The public sector includes state institutions such as the Tanzania Institute of Education (TIE), the Institute of Adult Education , UNESCO National Commission, the Tanzania Library Service Board (TLSB), the Tanzania Elimu Supplies (TES), the National Kiswahili Council (BAKITA), the Copyright Society of Tanzania (COSOTA), schools, colleges and Universities.

The private sector and civic organizations include writers, publishers, translators, illustrators, printers, libraries and librarians, booksellers and readers, and their respective professional organizations, such as UWAVITA, PATA, TAPP, TLA, BSAT and CCHAUTA. These and the relevant government ministries and institutions noted above come together under the umbrella of the Book Development Council of Tanzania (BAMVITA), which serves as their collective organ and voice. BAMVITA also serves as a link between the private sector and the government institutions since both are represented in the Council.

The current structural organization enables the stakeholders, both public and private, to work together towards realizing the national goals pertaining to promotion of books and reading. Nevertheless, the structure is still weak and needs to be strengthened, especially at the level of sub-sectoral associations. Currently only UWAVITA, PATA, and TLA, seem to be fairly strong and active. CCHAUTA is only just starting, though it might become strong in future. Yet without strong grassroots organizations this structure cannot be expected to stand or operate effectively. The representation of different associations in BAMVITA has also in practice proved to be inadequate for proper functioning of the organization. These are some of the weakness inherent in the organizational framework that this book policy addresses.

PART II

DECLARATION OF POLICY

PREAMBLE

THE government of the United Republic of Tanzania:

RECOGNIZING the fact that the book publishing industry has a significant role to play in national development;

CONSIDERING that books, which are the main products of the book industry, are instrumental in the citizenry's intellectual, technical, and cultural development, which is the basic social foundation for the economic and social growth of the country;

AWARE that books (in both traditional and electronic forms) are the most effective and economical tools for achieving educational growth, for imparting information, knowledge and for recording, preserving, and disseminating the nations cultural heritage;

RECALLING the *Charter of Books* issued by UNESCO in 1972 which states that "society has an obligation to ensure that everyone has an opportunity to enjoy the benefit of reading. Since vast portions of the world's population are deprived of access to books by inability to read, governments have the responsibility of helping to obliterate the scourge of illiteracy. They should encourage provision of the printed materials needed to build and maintain the skill of reading"; and also

ADHERING to UNESCO's recommendation that a national book policy should:

- ensure that the *language policy and education policies* are clearly applied, as books in national languages play important roles in the *development of culture* and national cohesion;
- ensure access to books by all segments of the population;
- provide the framework for the creation, production, distribution and promotion of books for all categories of society;
- remove constrains which impede the development of indigenous authorship and publishing, especially in national languages;
- identify gaps in book provision in the country and state intentions in that regard; and
- develop a *strong library network*;

DOES hereby declare its intention to promote the continuing development of the book industry, with the active participation of the private sector, so as to ensure an adequate supply of affordable, quality books for domestic use and for the export market. For this purpose, the government is issuing this National Book Development Policy to serve as

the enduring basis for fostering the progressive development and viability of the Tanzania's book industry.

THE government further declares its intention to implement this policy through formulating, adopting and implementing a national book development action plan that shall guide all the actors in the book sector in their day to day tasks of book production, provision and dissemination.

Chapter 3

RATIONALE, VISION AND OBJECTIVES

3.1 Rationale for a Book Policy

From the foregoing historical sketch of the book sector in Tanzania, it is evident that the book sector has not been developing at a pace commensurate with the growth of the population and the other economic sectors in the country. Indeed there are indications that the sector as a whole has been in steady decline since the early seventies, and is only now beginning to pick up. The reasons for this are many and cut across socio-political and economic factors. The collapse of the economy since the late 1970s is one such factor. The lack of a developed publishing, printing and book distribution infrastructure is another. The low level of educational and linguistic attainment among Tanzanians is yet another contributory factor. But above all the government policy framework of the sixties to the eighties, that confined textbook publishing and distribution to monopolistic parastatal bodies and in the process stifled the existing, still fragile private book distribution networks, rang the death knell of the book. Hence, just as government action through "negative" policy measures was instrumental in retarding the growth of the book sector, government action, through positive and enabling policy measures, is the key to revival of the sector. This policy is intended to guide that action.

This policy document is, thus, an expression of a positive commitment to books by the government of Tanzania in an effort to solve the perennial problems of the sector. This is in line with the Constitution of the United Republic of Tanzania, Part 3, Section 11 (2) and 11 (3), which state that every Tanzania has a right to pursue education to the best of his/her ability, and that the state authority shall make appropriate provision for the realization of the person's right to education:

11 (2) Kila mtu anayo haki ya kujielimisha, na kila raia atakuwa huru kutafuta elimu katika fani anayopenda hadi kufikia uwezo wowote kulingana na stahili na uwezo wake;

11 (3) Serikali itafanya jitihada kuhakikisha kwamba watu wote wanapata fursa sawa na za kutosha kuwawezesha kupata elimu na mafunzo ya ufundi katika ngazi zote za shule na vyuo vininevyo vya mafunzo

*Jamhuri ya Muungano wa Tanzania Katiba ya Muungano
wa Tanzania ya mwaka 1977 (kama ilivyorekebishwa
mwaka 1995)*

The fact that books, education and development are inextricably linked, as recognized by UNESCO and its organs, makes it imperative for the state, with the active participation of the public and the private sector, to ensure an adequate supply of affordable books for society.

The government, having identified the main obstacles in the way of a steady and satisfying supply of appropriate books for schools and non-formal education programmes; and having reviewed past and ongoing policies and programmes, concluded that the inadequate performance of many policies and programs was caused, to a great extent, by lack of recognition of the industrial, professional and economic aspects of book provision in policies, aggravated by a general absence of a national book policy. The government agrees that a new approach, emphasizing the development of the book sector as the only way of establishing sustainable book provision programmes in the country, is needed. The government has increasingly recognized that a reading society requires that people not only learn to write and read their textbooks, but that these skills are also brought out of the classrooms to become an integral part of everyday life.

3.2 Vision of the Book Policy

**To have a nation of informed and well-educated readers,
with a thriving book provision industry, supported and
nurtured by a developed reading culture.**

3.3 Objectives of the Book Policy

The main objectives of the National Book Development Policy are:

- 3.3.1 To eradicate illiteracy and promote education and the reading habit by establishing a conducive environment for the creation, production, printing, publishing, sale, distribution, promotion and dissemination of books and literature;
- 3.3.2 To ensure access to the information and knowledge needed to further national developments, and protect the basic freedoms, including freedom of expression and of access to information;
- 3.3.3 To enable the supply of books and other printed materials for all sectors of society;
- 3.3.4 To indigenise book production and information and communication technology;
- 3.3.5 To enable acquisition, adaptation and eventually manufacture of state of the art technology, equipment and machinery needed in the book industry;
- 3.3.6 To ensure provision of good quality books for the education sector;
- 3.3.7 To encourage the development of publishing and printing enterprises, and
- 3.3.8 To support authorship and skills development throughout the book chain;
- 3.3.9 To ensure a priority status for the book;

- 3.3.10 To create a harmonious, ethical environment for all book sector players for mutual and national benefit;
- 3.3.11 To protect the moral and economic rights of authors and publishers and their creations through the enforcement of national legislation on copyright and the application of international conventions and regulations;
- 3.3.12 To facilitate the development of a national strategy for eradication of illiteracy and promotion of reading, including developing libraries and others avenues for accessing books and information to all sectors of the public.
- 3.3.13 To enable access by Tanzanians, in the national and other languages used in Tanzania, to relevant literature and information available in foreign languages and countries through translation of scientific, technical and classic works in literature and the arts;
- 3.3.14 To promote availability of Tanzania books on the local and the international market; and availability of relevant foreign books in Tanzania;
- 3.3.15 To enable creation of mechanisms for financing, tax rebates and credit facilities for the book industry;
- 3.3.16 To identify, and assign tasks to, the major players in the book sector, both private and public.

Chapter 4

LANGUAGE

Tanzania has a three-tier language configuration comprising of the national language, Kiswahili, the ethnic languages and the main foreign language, English. Kiswahili is spoken or understood by more than 95% of the people. Kiswahili is also the main official language of government, and the medium of instruction for primary education, and trans-ethnic cultural activities, such as religious observances, politics, sports, music, song and dance.

Side by side with Kiswahili most Tanzanians speak ethnic languages, usually their mother tongues. These languages, numbering more than 120, are still the main cultural vehicles and the major means of communication within their specific areas.

Then there is English and other foreign languages. English is spoken by about 10% of the people, and serves as the medium of instruction in secondary schools and higher levels of education. It is also one of the official languages of government, and is widely used in the media, literature and culture. Other foreign languages commonly taught and used in Tanzania are Arabic and French.

The ethnic languages serve to define the ethnic identity and cultural affinity of their speakers. They also carry the cultural heritage and accumulated indigenous knowledge and worldview of the given communities, and form the linguistic resource base for Kiswahili. For these reasons, these languages need to be researched, recorded or written

down and preserved for posterity. In time they will gradually merge into Kiswahili in a process of natural reciprocal assimilation to create a richer and more widely representative national language variety. Handled carefully, these languages are not a threat to Kiswahili.

Language mastery among Tanzanian school leavers has declined markedly owing to poor teaching and lack of reinforcement, in terms of reading materials and other language learning aids. The level of formal as opposed to colloquial Kiswahili has declined, and so has the level of English. This language handicap puts most Tanzanian learners and job seekers at a disadvantage in the classroom and on the job market. The book sector has a role to play in addressing this problem.

Tanzania has no comprehensive language policy. However, the Cultural Policy (1997) does recognize the importance and role of the national and the ethnic languages vis-à-vis literature and publishing, and provides that:

- *"Vitawekwa vivutio kwa watu binafsi na mashirika mbalimbali kuchapisha na kusambaza maandiko katika lugha ya Kiswahili..."*
- *"Wananchi, mashirika ya umma na ya watu binafsi yatahamasishwa kuandika, kukusanya, kutafiti, kuhifadhi na kutafsiri lugha za asili katika lugha nyinginezo..."*
- *"Mashirika ya umma na ya watu binafsi, yatahimizwa kuchapisha na kusambaza maandiko katika lugha za asili..."*

Sera ya Utamaduni, kur. 16-17

These policy statements recognize the role of authorship and publishing in developing language. In this policy, while reaffirming the above, the government also recognizes the role of language in developing and promoting authorship and publishing. This is because book publishing is tied in with language. A national language is the basis and vehicle of a national book industry. Community (ethnic) languages also have a role to play in promoting book publishing and the reading culture, especially in areas where Kiswahili is not widely used in day-to-day life. In the specific conditions obtaining in Tanzania, foreign languages also do have some role to play in developing book publishing, since they still serve as media of education, culture and international communication.

Policy statement

Language can have a positive or negative influence on publishing depending on government language policy. In the Tanzanian context, in order for language policy and book development to support each other, the government shall:

4.1.1 Formulate a comprehensive language policy that shall define the place, status and role of Kiswahili, ethnic languages and foreign languages in

Tanzania, and the purpose and means of promoting and developing the national language.

- 4.1.2 Review its current policy regarding the medium of instruction in secondary and tertiary education so as to introduce gradually the use of Kiswahili at those levels. This will allow writers and publishers to develop books and other reading materials in Kiswahili for those levels. In the process, such a policy would raise the level of literacy and reading among Tanzanians, thus making knowledge and books of higher cultural and educational levels accessible to all.**
- 4.1.3 Implement the provisions of the above stated cultural policy regarding the ethnic languages in Tanzania so as to enable production of books, newspapers and other reading matter in those languages whenever there is a need, so that writers and publishers who so desire can produce works in those languages, and the languages can serve as a knowledge and information resource base.**
- 4.1.4 Review the language curricula in schools so as to improve the teaching and learning process, and make language learning interesting and rewarding through a multi-media approach combined with availability of abundant graded reading matter.**

Given the above policy intentions, the government and other relevant bodies, such as BAMVITA, BAKITA, TUKI, UWAVITA, universities, individual publishers and cultural organizations shall:

- 4.1.5 Develop a consistent permanent program of translation of books and other writings from Kiswahili into ethnic and/or foreign languages, and from the ethnic languages into Kiswahili and /or foreign languages.**
- 4.1.6 Recognize Kiswahili as an economic and cultural asset for Tanzania and East Africa, and devise and implement programs of promoting it outside the country.**

Chapter 5

HUMAN RESOURCES

In order to function properly, the book industry needs adequate numbers of the following professional or semi-professional cadres on the production side: Writers; editors; publishing managers; printers; DTP operators; book marketing personnel; designers; illustrators; and translators.

On the consumption side, the industry needs: book reviewers; literary critics; booksellers; librarians; and other information specialists.

Currently, there is a serious shortage of such professionals in Tanzania. Most of the existing writers, editors and publishing managers are poorly trained and poorly motivated. Presently Tanzania has only about 5 professionally trained editors (i.e. possessing a university first or second degree in publishing) out of an estimated 30 editors working in non-religious publishing houses. Book reviewers are very few and not well informed about books and writing. Book marketing people and booksellers are practically non-existent save for isolated individuals who have mostly acquired skills through experience rather than professional training. Trained librarians do exist, but they too are still too few to meet the needs of the nation. The estimated national demand for trained librarians stands at 5000, as opposed to 300 available at present. The demand for assistant librarians stands at 10000 as opposed to 400 currently available. Current needs for qualified printers in Tanzania stand at 3000. Yet the number of trained printers in the country is only 600. Of these, 500 are artisans, while only 100 are qualified printing technicians or engineers. The artisans need orientation regarding modern electronic book printing technology, which is currently overwhelmingly operated by non-book printers, such as secretaries-cum-computer operators.

This problem is compounded by lack of training institutions for the book industry in Tanzania. Training schools for writers, editors, publishers and booksellers do not exist. Several training schools for artisan printers and book designers do exist, but they obviously do not meet all the needs of the industry. DTP training is offered by computer training companies and secretarial schools, but the focus of such training is usually not book publishing. The CBP and other book sector associations occasionally organize short-term attachments and training workshops for editors, illustrators, writers, and booksellers, but full-fledged diploma or university level professional training is not available in Tanzania, except for librarians. Even within the sub-region the situation is not much better. There are only about 2 schools of publishing in sub-Saharan Africa (in Ghana and Kenya).

There is serious gender imbalance in the book trade. Most writers, editors, publishing managers and printers are males. It is only in computer typesetting and layout that both men and women feature. This imbalance needs to be rectified.

Policy statement

In view of the above, the most serious need as far as human resources are concerned is training for all levels and all stakeholders. This being the case, the government, in cooperation with the universities, UNESCO and BAMVITA, shall:

- 5.1.1 Facilitate or sponsor a scientific study of the current and future training needs of the book industry in Tanzania, and, arising from that,**
- 5.1.2 Undertake, organize and/ or encourage formal training for editors and publishers in the country by introducing publishing courses in existing university programs both at undergraduate and post-graduate levels.**

- 5.1.3 Update current training of book printers by upgrading some of the existing schools of printing (e.g. VETA Chang'ombe) into polytechnics and emphasizing the use of ICT in the training.**

The book sector associations shall, singly or collectively through BAMVITA:

- 5.1.4 In the short term, organize attachments of existing publishing/printing /book selling staff to established publishing/printing/ book selling firms abroad or within the sub-region, and offer or seek scholarships for deserving potential book sector professionals to study abroad.**
- 5.1.5 Introduce, influence and/or encourage the introduction of courses in book reviewing at universities and in schools of journalism.**
- 5.1.6 Address and rectify the problem of gender imbalance in the sector by training or employing more women in the areas in which they are underrepresented, and vice versa.**

Chapter 6

KEY ACTORS

The major key actors in the Tanzanian book industry are the following:

BAMVITA: Baraza la Maendeleo ya Vitabu Tanzania (The Tanzania Book Development Council), writers, publishers, printers, book distributors, booksellers, libraries, the government (through the relevant ministries), other governmental institutions, universities, religious organizations.

This chapter focuses on the actors in the book chain: other stakeholders, such as the government and its agencies, will be discussed in Part III of this policy.

6.1 BAMVITA : *The Tanzania Book Development Council*

Baraza la Maendeleo ya Vitabu Tanzania (BAMVITA) was established in 1998 by book sector stakeholders. Its role is to coordinate the book industry, and serve as a forum for all the stakeholders in the industry to enable them deal and work collectively to promote books and reading. BAMVITA draws together book associations, organizations and institutions, such as writers associations, publishers' associations, printers' associations, librarians' associations, readers' associations, and the relevant government ministries and parastatals. It coordinates and runs collective activities of benefit to the book sector as a whole, such as book fairs, training seminars and workshops, promotion of literature and creativity, and seeking funding for such activities, and liaising with other regional and international book sector organizations

BAMVITA currently relies largely on donor funding. This is not a sustainable state of affairs, hence the members and the government need to urgently address the issue of sustainable funding for BAMVITA to enable it continue to play the leading role in the book sector.

- 6.1.1 The government shall cooperate with and assist BAMVITA to carry out its mission of coordinating and spearheading the development of the book sector.**
- 6.1.2 BAMVITA shall endeavour to promote cohesion and cooperation among all the book industry sub-sectors, and ensure that publishing ethics are adhered to and the book policy is implemented fully by all its members.**

6.2 Writers

There is no shortage of writers in Tanzania, though there certainly is a shortage of good writers. There are more than 5000 practising writers, publishing mainly through Kiswahili newspapers and magazines. Most of these are poets. The writers are organized under UWAVITA: *Umoja wa Waandishi wa Vitabu Tanzania* (The Tanzania Writers Association), founded in 1979, and nine zonal associations. UWAVITA and the zonal writers associations together claim a membership of over 500. Many more writers belong to other organizations, such as *Usanifu wa Kiswahili na Ushairi Tanzania* (UKUTA), and publish mainly through newspapers and magazines. Despite the large number of writers, the annual output of books is low. While hundreds of manuscripts are submitted to publishing houses every year, only a very few, probably not more than 100** [MCHARAZO] in the general books category, get published. Statistics indicate that only about 500 new titles of all types are published in Tanzania per year.

The development of Tanzania authorship was disrupted by the collapse of EALB and EAPH. TPH, Dar es Salaam University Press,(DUP) and East African Publications Ltd (EAPL) were in the 1980's the only sizeable local publishing outlets. These companies have also been facing problems since the early 1990s, and two of them are already earmarked for sale to private investors.

Tanzania writers also face the problem of protection of their works and reward. Unscrupulous publishers do not pay royalties. Although the Copyright law exists, and Tanzania is signatory to the major copyright conventions, obtaining legal redress when an author's right has been infringed has been difficult, owing partly to ignorance of the Copyright Law on the part of law enforcers.

There is lack of training facilities for authors. Writing skills are not properly taught in the school system, and creative writing not at all. The only systematic training available for writers are the workshops and courses organized by the Children's Book Project and the writers associations.

Writers also lack incentives and motivation. The post independence government did not continue the regular literary competitions and awards and writing competitions for

authors introduced by the colonial government. Some writing competitions are occasionally organized by UWAVITA, PATA, BAMVITA, BAKITA, the Ministry responsible for Culture, the Tanzania Culture Trust Fund, and other organizations, but they are erratic and insufficient. Occasionally the government recognizes and offers awards to outstanding writers, but this is usually done at a late hour, when the recipient is either dying or already deceased. Sales for most general books are usually low, owing to factors discussed in Chapter One, but even when sales are high, writers are rarely paid the royalties due in total and on time, if at all. Hence writing is, for many, an unprofitable though taxing hobby.

The writers through UWAVITA, and their various zonal associations, need to organize more solidly so as to promote authorship, motivate writers, and fight collectively for the rights of authors.

- 6.2.1 The government, in cooperation with BAMVITA, shall put in place a permanent mechanism for recognizing and awarding outstanding writers.**
- 6.2.2 The government shall review the educational curricula so as to include training in writing and creative skills.**
- 6.2.3 The government shall enforce the Copyright Law provisions, and shall punish violators as required. The income accruing from photocopying and copyright violation dues and fines shall be given to the Writers Association (s) to be used in their writers' support programs.**

6.3 Publishers

There are about 60 publishers in Tanzania, ranging from 6 or 7 fairly well – established textbook publishers to smaller publishers of general, scholarly and children's books.

There are several religious publishers who also publish occasional secular titles.

The publishing sector in Tanzania, in the sense of an autonomous commercial sector, is in its formative period. Many small, new publishers have emerged yet the industry operates nowhere near its potential, in terms of range of titles published. It is weak especially in the areas of fiction, travel and reference books. Development of vocational, technical and professional books has also been slow. There is currently insufficient choice in educational textbooks, although the output of primary and secondary school textbooks and supplementary books is growing and proving quite successful.

All primary school textbooks (about 120 titles) are now published by private publishers and this is growing rapidly. Tanzania has important strengths, especially regarding books in Kiswahili language, children's books (which have been effectively promoted through the Children's Book Project) and to a lesser extent general and academic publishing.

There is, however, a shortage of experienced authors, editors and illustrators. The production quality of Tanzania books has risen appreciably in the past five years and is becoming comparable with any other African country, although it still lacks consistency.

The prices of locally published books are fair. Imported books are generally very expensive.

The biggest problem facing Tanzanian publishers is marketing and distribution. There are very few book sales outlets. Problems of general poverty, rising illiteracy and lack of the reading habit are most often cited by publishers as the main problems facing the publishing sector. Even so, book output in Tanzania, as already pointed out above, is relatively small given its 35 million population. Only about 500 new titles are published per year* [e.g. 455 new titles received by the National Bibliographic Centre in between July 2003 and July 2004]. The published repertory is very weak in fiction, travel, reference, vocational, technical and professional books. There is insufficient choice in educational textbooks for primary and secondary schools. And there is a scarcity of higher learning and tertiary books.

In 1987, the *Publishers Association of Tanzania (PATA)* was formed to spearhead the development of the book industry. Since then, several initiatives have been taken. The biggest being the change in government policy, which is transforming textbook production and distribution in favour of private entrepreneurs.

Publishers in Tanzania, with a few exceptions, are still very weak and unprofessional. They need to strengthen their organization so as to be able to produce more and better books, train their people, promote literature and literacy, maintain ethical standards, coordinate writers, printers and readers, and fight piracy. They need to develop innovative publishing projects to cater for the varying needs of the market, including the school market.

Briefly, the problems facing Tanzania publishing include:

- General poverty of the population (World Bank (2003) estimates gross national income per capita at USD 290);
- Illiteracy and lack of a reading culture or habit;
- Few reliable retail outlets (bookshops); coupled with inadequate marketing strategies;
- Lack of trained human resources; training facilities for editors and publishing managers are not locally available;
- An education system which emphasises rote learning rather than creativity and independent thinking;
- Government rules and regulations that discourage local publishing, e.g. high import duties on some printing inputs;
- Shortage of investment and working capital for general publishing;
- Unethical practices among some of the publishers.

Policy statement

In order to eliminate the problems faced by publishers and promote book publishing, the government shall:

- 6.3.1 Regularly review all laws, rules and regulations affecting book trade and development so as to protect and promote the national book industry.**
- 6.3.2 Encourage establishment of more publishing and book selling companies by motivating investors in the sectors.**

- 6.3.3 Ensure enforcement of the Copyright Act (1999) of Tanzania, and enhance the capacity of the Copyright Agency (COSOTA) to enable it effectively enforce the act.**
- 6.3.4 Promote ethical practices among publishers and other stake holders through education, creation of ethics committees, and other means.**
- 6.3.5 Facilitate and empower the Tanzanian book sector to enable it promote its products within and outside Tanzania (through trade fairs, and in/through Tanzanian missions/embassies abroad, etc).**
- 6.3.6 Encourage local production of books and other publications and promote regulations that protect local products.**
- 6.3.7 Encourage and promote investments in environmentally friendly paper production, and in manufacture of other book sector inputs, such as inks, films, computers and computer-accessories, and printing machinery.**
- 6.3.8 Ensure that taxation on book sector inputs is reduced or abolished, and that equity financing for book sector investment is promoted so as to make the sector competitive within the sub-region.**

6.4 Printers

Printing, as already indicated, was first introduced into Tanzania by Christian missionaries and colonial government agencies in the 19th century. However, its development has been very weak and slow. A number of factors have worked against the healthy growth of the sector. In the first place, the government and Christian missionary presses were concerned with their specific activities and attached no special importance to the printing of books for schools and the general market. The British publishers who dominated the education book sector and the general market had books printed in their home country or resorted to printers in East Asia where printing services were cheaper.

When the government became increasingly involved in schoolbooks production and distribution, there was a shift from foreign (private) printers to public sector agencies especially Printpak and National Printing Company (NPC). Thus emerging private local printers had a limited access to the lucrative textbook printing. By the early 1990s, when the school book sector was liberalized, very few private local printers had the capacity and capability to print books in large print runs. As a result, most publishing companies, which took over the function of publishing textbooks, sought printing services outside the country. Due to the alienation of the local printer for so long has led to ignorance of the Copyright Laws which leads to printers printing pirated books.

Currently there are four types of printers in Tanzania. The first type usually do stationery and jobbing work. These are quite numerous, numbering more than 200 printers at present. The second type, who currently number about 40 are the mission and institutional presses, such as university and government presses, that are of middle size.[examples: Mission – Ndanda, TMP, Peramiho, Rumuli Press, Vuga, Inland Mission, ELCT-Western Diocese, Govt. Printer, DUP], Then there are the former state owned companies, now privatised; National Printing Company (NPC) and Printpak. The last group represents medium to large privately owned printing firms. These are capable of high quality bookwork but sometimes do not utilize the machines for books. There are about 17 such firms in Tanzania.

The main constraints to printing in Tanzania are the high cost of printing materials such as ink and paper, the lack of facilities for lamination and thermal binding and a dearth of high-quality multi- colour printing facilities. The inadequacy of binding facilities is a problem encountered by nearly all Tanzania publishers who opt to use local services. Although some printing presses have stitching and folding machines, facilities for mechanical binding are in short supply. Thus manual binding seems to be the norm.

This often results in rather imperfect products, besides being slow, particularly for hard-backed books.

Unlike countries such as Mauritius, Singapore and South Africa, there are no favourable subsidies on paper, ink etc. in Tanzania.

The only paper mill in the country the Southern Paper Mills that operated under the government monopoly system is being revived under private ownership.

There is a 20% VAT on all printing inputs. Theoretically paper meant for educational materials production is exempt. The tax has to be paid as paper reaches the port of entry unless there is clear indication well in advance that the purpose for which it is intended is exempt. Imported books are exempt from taxes and duties. This makes it disadvantageous for Tanzania publishers to print locally. As a result, only about 10% of Tanzanian books are printed locally.

The main problem facing printers is that of availability and affordability of up to date equipment, spare parts and raw materials, especially paper; shortage of technologically skilled labour at every level; competition with DTP outlets; and government taxation on paper and other raw materials.

Organization of the printers is also still a problem. The printers' association known as *Tanzania Association of Printers and Paper Converters*, formed in 1999 is still too young to be able to advance the interest of its members effectively. The association needs strengthening.

These are the problems the Tanzanian printer must solve so as to be competitive in terms of price and quality on the market.

Policy statement

- 6.4.1 The government shall encourage the development and modernization of the printing sector by facilitating investments in the sector and skills training;**
- 6.4.2 The government shall encourage and promote investments in environmentally friendly paper production, and in manufacture of other book sector inputs, such as inks, films, computers and computer-accessories, and printing machinery;**
- 6.4.3 The government shall strive to change the current taxation on books such that books are zero-rated instead of being exempt;**
- 6.4.4 The government shall liaise with BAMVITA to make sure that printers have a strong and capable association.**

6.5 Book distributors

Since the 1960s, the main book distributor in Tanzania was the Tanzania Elimu Supplies, created by the government in 196—to spearhead manufacture and distribution of school materials. This monopoly began facing serious problems after the liberalization of the economy from around 1985, and is now no longer functional. The collapse of TES has left a vacuum in book distribution in Tanzania which needs to be filled. Moreover, with globalization and the search for greater cooperation among East Africans and African countries generally, national and regional book distribution channels need to be created.

In line with current political-economic trends, such channels cannot be parastatals, hence it is imperative that the book sector players themselves, especially the private sector, get more involved in this process.

Policy statement

- 6.5.1 The government shall encourage and facilitate investments in book distribution.**
- 6.5.2 Book sector stakeholders should look into possibilities of investing in book distribution.**

6.6 Booksellers

As already stated, a bookseller is the link between the producer, i.e. the author and publisher on the one hand, and the consumer or reader. The collapse of TES did not only affect book distribution, it also damaged book selling, since TES was both a wholesaler and a retailer for books throughout the country, in addition to supplying the private book

outlets. Of the 200 bookshops in Tanzania today, at least a half are seasonal book traders and interlopers and most of them are concentrated in cities and big towns. Serious booksellers number only about 60. These are mostly run by people who are new-comers into the sector, and know next to nothing about the trade. Their ignorance of the Copyright Laws sometimes leads some of the booksellers to trade in pirated books.

In cities there are street vendors who deal mainly in second-hand books. These usually have a limited selected of titles, often sell at exorbitant prices, and reach only a few people living in towns. Hence, for many people in Tanzanian the only books that they will ever see will be those provided through the schools, the libraries or the churches and mosques.

Commercial supply of books and pamphlets is restricted to the few booksellers, who are mostly based in the cities and larger towns. From the point of view of bookselling, it would appear that the book industry is unbalanced. Normally in Africa, one sees a publishers: booksellers ratio of 1:5 or 1:6. Although 1:10 would be considered healthy. In Tanzania, there are almost as many publishers as booksellers (excluding the “street” or “brief-case” book people and interlopers). This is an unsustainable and artificial situation.

The main problem facing bookselling is the extreme shortage of experienced booksellers. Unlike publishing, where training courses usually offer the basis to learning the trade, bookselling is learnt on the job. Therefore, the number and quality of active booksellers determines the scope and depth of personnel in bookselling. There are so few active bookshops in Tanzania that experienced booksellers are rare.

The problems facing Tanzanian booksellers include the following:

- Lack of working capital;
- Inaccessibility of bank credit;
- Publishers reluctance to supply books on credit, owing to dishonesty among some booksellers;
- Lack of trained human resources;
- General poverty;
- Illiteracy among potential customers;
- Poor promotion by publishers; and
- Government policies on schoolbooks provision which exclude booksellers.

The urgent need now is to revive the bookshop network by encouraging and motivating individuals and organizations to invest in book selling. Moreover, the booksellers' association is weak and needs strengthening.

Policy statement

- 6.6.1 The government shall encourage individuals and organizations, including religious organizations, to establish more bookshops;**
- 6.6.2 The government shall support bookshops' development and sustainability by channelling most school book purchases and tenders through bookshops;**
- 6.6.3 Book sector stakeholders should investigate into possibilities of investing in book selling.**

6.7 Libraries

Development of education, linguistic abilities, and a reading culture demands a network of libraries of different types, such as school libraries, village libraries, academic or specialized libraries and public libraries. In Tanzania, such a comprehensive network of libraries is at present non-existent.

The public library system in Tanzania dates from 1963, when the Tanganyika Library Services Board was established under an Act of Parliament. The Central Library was formally opened in Dar es Salaam in 1967. In the following year regional libraries were opened in Iringa and Mwanza, a year later the Bukoba regional library was also opened. With the assistance from the Danish government and British Council six more libraries were opened. Between 1969 and 1974 the Board started to establish and improve school libraries and a pilot mobile library was introduced in 1971 to serve secondary schools in Mbeya, Iringa, Morogoro and Dodoma regions. Nine more libraries were planned to be built between 1976 and 1981 but only two were built. More than 500 community (village) libraries were established in rural area in the 1970s, but very few have survived to this day.

The substantial investment in developing the public library network, which was made in the 1960s and 1970s, was not sustained in the 1980s and the system declined under decreasing resources. The public library support to schools was stopped, the mobile library was discontinued, the community libraries became run down, and there have never been sufficient acquisitions to re-stock library collections. In Tanzania it is unreasonable to expect the public library system to be self-funded out of membership fees, therefore its development needs state support. The government has not allocated sufficient funds for purchases of books. As a result the TLSB has been dependent on book donations. To date the Tanzania Library Service Board operates only 17 regional libraries and 20 district libraries. Public libraries, regional or district, do not exist in Singida, Manyara and Coast regions. Likewise, village libraries, developed systematically and deliberately in the 1970s, are not more. Revival and expansion of the

public library network should, therefore, receive greater consideration from the government and other funding agencies.

The situation in academic and school libraries is not any better. Funding for new acquisitions for these libraries has been on the decline, so that many of them now depend mostly on book donations and old stocks. The CBP has since 1991 been providing books to selected primary schools throughout Tanzania, and has, from 1998 (?), been trying to revive primary school libraries in selected schools in Dar es Salaam and Pwani as part of its Reading Campaign. The CBP Program involved training of lead teachers and school library teachers, and monitoring of progress in development of reading abilities and school libraries. The schools involved have recorded significant progress in this area, but the CBP is only a small project and lacks the resources to cover the whole country.

The *Tusome Vitabu* Project which began in 2000/2001 aims at establishing 2016 primary school libraries in 16 districts around the Lake Zone. The Project consists of three components. First is training in acquisition, setting up and maintaining a school library. Use of school libraries and procurement of books for the library using local suppliers.

The experience of these project needs to be translated into a sustainable countrywide program of reading promotion and development of school libraries for both primary and secondary levels.

Shortage of trained librarians or library assistants is one of the problems likely to interfere with the expansion and effectiveness of the library system. Tanzania presently requires about 5000 trained librarians and about 10000 assistant librarians to cater for all the public and institutional (including schools and colleges) library needs of the country. Yet at present there are only about 300 trained librarians. This situation thus calls for a comprehensive training strategy for library staff on the part of the government, the TLSB, and other concerned parties.

Policy statement

- 6.7.1** The government shall give priority to establishment and development of public libraries throughout the country.
- 6.7.2** The government shall enable the public library system, through TLSB, to purchase at least 3000 copies of every new general title published in Tanzania for distribution to district, regional and community libraries.
- 6.7.3** The government shall revive and expand the network of the village and local community libraries.
- 6.7.4** The government shall ensure that all schools and training institutions, from kindergartens to tertiary level colleges, have adequate, up-to-date and well-stocked libraries.
- 6.7.5** Private publishers will be encouraged to donate books for the establishment of school libraries in economically disadvantaged areas.
- 6.7.6** The government shall, in collaboration with TLSB and the universities, formulate a long term and sustainable training program for librarians and library assistants to enable the country to be self-sufficient in trained library personnel by year 2015.

Chapter 7

CROSS-CUTTING ISSUES

7.1 Literacy, Readership and the promotion of reading

Tanzania's literacy rate is above 68% of the population of age fifteen years and above. Although the majority of people are literate, the predominant pattern of behaviour, as already indicated, is characteristic of people who cannot read and write.

Functional illiteracy is still wide spread. As a result there is seldom an appreciation of books, which would translate into a general demand for them. There is not even an awareness of books, which means that even if books were to be made accessible and affordable, it would not necessarily follow that there would be a demand for them. The lack of a reading culture is a much more difficult and far-reaching issue for general development than is that of the provision of reading materials for schools and non-formal education programmes.

The government's policy of Education for All, which, among other things, envisions the development of a literate society, cannot be attained just by providing quality-reading materials to schools. If people are to stay literate, they must continue the habit of reading (books and magazines, newspaper, various labels, posters and signs) in their adult lives. Book development policies should not only raise issues limited to whether or not the government should subsidize instructional materials; they should also deal with problems such as how to make people read outside the school, how to generate a general need for books, how to create a general appreciation of books and other printed materials, how to make people and government willing to spend money on books and give them priority over other things, and how to prevent relapse into functional illiteracy. A precondition for the creation of a literate society is the creation of a culture of reading.

As the global economy is becoming increasingly information oriented, the impact of functional literacy to overall development cannot be overemphasised. With functional literacy more people would be able to effectively participate in the global economy.

Policy statement

The government shall work hand in hand with the other stakeholders to:

- 7.1.1 Sensitise the population on the importance of books and reading;**
- 7.1.2 Design and implement literacy programmes that incorporate the creation of an awareness and appreciation of books and other printed materials as integral components of the literacy programmes;**

- 7.1.3 Encourage and support readers' clubs and reading clubs within and without education institutions.**
- 7.1.5 Address the social, cultural educational and economic issues that impede the promotion of books and reading.**
- 7.1.6 Encourage and support production and distribution of children's literature.**
- 7.1.7 Encourage and support the establishment of libraries in urban/rural areas.**
- 7.1.8 Vitalize and support institutions mandated to promote adult literacy and continuing learning.**
- 7.1.9 Enhance the effective teaching of reading in schools and teacher training colleges by reviewing the curricula and improving school reading and teacher education environments.**
- 7.1.10 Facilitate the availability of relevant affordable and interesting books and other reading materials in both the national language and the mother tongues.**

7.2 Provision of Textbooks

Textbook publishing is so complex and highly technical that it requires professional competence and many specialists. The centralized system of the past was characterised by poor quality textbooks, an inadequate distribution system, inability to establish and maintain production schedules, poor co-ordination between producers and users, and above all failure to involve commercial publishers, distributors and booksellers and as a result blocking the development of the book trade. The Ministry of Education's Textbook Policy (1991) assisted in streamlining the textbook trade.

Policy Statement

- 7.2.1 The government shall review the current school/ college book provision policies within the framework of the national book policy to ensure the provision of good quality books for the education sector;**
- 7.2.2 The production and distribution of books for pre-primary, primary, secondary and teacher education levels shall be undertaken by the commercial book sector;**
- 7.2.3 The Ministry of Education shall confine itself to:**
 - Preparing curricula, syllabi and other specifications for books needed for the education sector;**
 - Testing, evaluation, selecting and approving the manuscripts or books submitted by publishers for multiple adoption;**
 - Promulgating rules and regulations for the commercial publishers, and laying down procedures for testing, evaluation, selection, approval as well as production specifications.**

7.3 Science and Technology

The Tanzania's book sector has predominantly relied on the traditional and less-technologically advanced means of producing its products such as books. The reason for this practice are inadequate capital, lack of the technology, lack of ICT expertise and lack of the culture of using ICT. This practice has been detrimental to ever-mushrooming users/clients who need ICT-based information and services..

In this age of technological innovations and advances, the Tanzanian book sector cannot afford to ignore science and technology as important tools for information creation, organization, storage and dissemination. The book sector needs to be aware of current developments in information and communication technologies and to adopt and if need be adapt them to the extent possible. An example would be the use of desktop publishing by a range of organizations, including small NGOs, to disseminate information. This does not require a huge investment in technology and education and training beyond the basics. Publishers should also be encouraged to publish their materials in other formats such as CD-ROMs, websites, and other electronic formats.

Authors need to access ICT resources, including reference sources and data bases, internet communication, and word processing. Publishers need to have the capacity in terms of equipment and trained personnel to deal with manuscripts submitted in electronic form by authors. They also need to be able to communicate electronically with publishers outside the country. Similarly, other partners in the book sector, such as printers, bookshops and libraries, need to accommodate ICT based equipment, facilities and services in order to serve the ICT needs of their users/clients.

There is, thus, a continuing requirement for updating the technical and other skills of book sector personnel.

Moreover, the Tanzanian book industry relies almost completely on imported technology and inputs. This state of affairs is not conducive to orderly development of the industry, since the price of imported hardware and inputs fluctuates continuously. Tanzanian needs to cooperate with other African countries to address the issue of creation of substitute local technology.

In view of the above, promotion of information and communication technologies in the book sector is a very obvious need. The most important aspects of this area, which the government and all stakeholders should address, are listed in the policy statement below.

Policy statement

The government and all stakeholders shall:

7.3.1 Encourage the adoption of ICTs by the book sector in Tanzania;

7.3.2 Promote the use of ICT in schools;

- 7.3.3 Provide an ICT component in the curricula of library and information studies and professional training institutions;**
- 7.3.4 Provide an ICT component in the curricula of teacher training colleges and universities;**
- 7.3.5 Provide the necessary education and training in ICT usage. This should take a number of forms, from a Masters course/ Programme in Electronic Publishing to short-term courses and continuing education workshops to orientate serving book sector staff;**
- 7.3.6 Encourage electronic publishing;**
- 7.3.7 Encourage the adoption of ICTs by readers in Tanzania. Such an approach could be facilitated by putting on orientation sessions for higher education students and staff, who would in their turn, spread such initiatives further.**
- 7.3.8 Devise long-term strategies to develop and manufacture ICTs locally or regionally.**

7.4 Ethics

It is unfortunate that publishing in Tanzania and East Africa generally began on an unethical basis. In colonial times, "native" writers were not accorded the respect and remuneration they deserved as authors. In most cases, colonial officials, missionaries and metropolitan publishing houses took their manuscripts and published them with very little or no payments at all, and often revised and changed them without their consent. After independence, this practice continued. Now it has become worse. Many authors are not getting royalty statements nor are they being paid their royalties when due. Many booksellers are not paying publishers for the books supplied to them. Unethical practices have become institutionalised.

Piracy is also a growing problem. Unscrupulous booksellers, printers, and individuals are sometimes pirating books that are in high demand and selling them to the public without permission from the publishers. The practice has also been reported at international level, and at least two court cases are pending. Several cases of locally based piracy have already been confirmed.

The current Copyright Act of 1999, though quite adequate in its provisions, has not yet succeeded to curb these practices, mainly because of the weaknesses in the enforcement regulatory organs, such as COSOTA, the police force and the law courts, but also partly because of generalized ignorance about copyright among the general public, including the police force.

To make matters worse, the judicial process is such that it discourages authors and publishers who go to the law courts to seek redress. For instance, the legal fees are quite high and the court procedures may take months or even years.

Another ethical problem is the possibility of corruption in book selection, tendering and purchase. This should be guided against at all times through vigilance and administrative and legal measures and penalties whenever discovered.

This general absence or disregard for ethics in the publishing industry is a major factor in the current deterioration of the industry and needs to be addressed.

Policy statement

In order to arrest this deteriorating situation, the government shall, through its organs, and in collaboration with the stakeholders:

- 7.4.1 Enforce the application of the new Copyright Act enacted in 1999 so that the violators are booked and punished accordingly. A special Intellectual Property Court should be set up for the purpose.**
- 7.4.2 Create or cause to be created a Publishing Ethics Board. It will deal with complaints and disputes regarding violation of publishing ethics that have not been submitted to the courts of law. The board will have powers equal to those of a court of law (similar to the current Media Board).**
- 7.4.3 Encourage the stakeholders to formulate a code of ethics to be adhered to by all, and that those not acceding to the code of ethics are excluded from the community of book people.**
- 7.4.4 Ensure that violators of copyright and publishing ethics do not get a license to operate as publishers or booksellers.**
- 7.4.5 Enforce, and if necessary strengthen, the existing laws on corruption.**

7.5 Regional and International Cooperation

Historically Tanzania has a history of regional cooperation. This has been manifested by the country's role in the East African Community, SADCC/SADC and other organizations. Internationally Tanzania has played a significant part in the Organisation of African Unity, the Non- Aligned movement, United Nations' bodies such as UNESCO, UNICEF and others. As for the book sector, historically Tanzania was party to the East African Literature Bureau and the East African Publishing House. Nowadays, a number of Tanzania publishing firms are members of the African Books Collective and the African Publishers Network (APNET), African Book Development Association (ABDA), and the East African Book Development Association (EABDA) through BAMVITA. The Tanzania Library Association is a fully paid up member of SCECSAL, IFLA and COMLA, and the Chama cha Usomaji Tanzania - CCHAUTA (Reading Association of Tanzania) is now a member of the International Reading Association. Tanzania has also ratified international multilateral agreements/conventions such as Berne, WIPO and TRIPS (WTO). Moreover, publishing and libraries have benefited from donor assistance over the years.

The establishment of the East African Cooperation offers new potential in terms of book distribution, trade, and information sharing. Also Kiswahili is the main language of

Tanzania and East Africa, and this offers tremendous potential for cooperation. Unfortunately, however, both regional and international cooperation has not been optimally used to improve the book sector in Tanzania. Experience has shown that Tanzania is importing more than exporting book industry products such as publications.

It is essential to note that regional and international cooperation does not simply come about, it has to be worked out and maintained on a regular basis. Regular monitoring is essential.

Policy statement

The government and other stakeholders shall strive to:

- 7.5.1 Enhance export opportunities within the region for Tanzanian publications, in particular Kiswahili materials;**
- 7.5.2 Expand export opportunities internationally; e.g. by seeking markets, displaying Tanzanian publications in our embassies abroad, and encouraging participation in international book fairs/exhibitions;**
- 7.5.3 Encourage the sharing of experience and expertise amongst professionals in the region and beyond;**
- 7.5.4 Encourage international partnerships, where these are to the advantage of the book sector in Tanzania;**
- 7.5.5 Improve coordination and cooperation in the book sector within East Africa with a view to avoiding duplication of efforts and missed opportunities.**

PART III

IMPLEMENTATION AND FINANCING STRATEGY

Implementation and financing of this policy, and of book development generally, will involve all the stakeholders, both public and private. The main players are the various government ministries and agencies, the Tanzania Book Development Council (BAMVITA), the book chain sub-sectors, and the NGOs and international partners. This Part of the policy lists the major institutions involved in the book industry, the roles they will play in implementing the policy, and the strategies to be adopted. It also offers guidelines regarding the financing of the program.

Chapter 8

IMPLEMENTATION STRATEGY

The institutions to be involved in implementing the policy are:

Government ministries, viz.:

- Education and culture
- Industry and Trade
- Science, Technology and Higher Education
- Local Government

BAMVITA

Governmental and semi-governmental agencies, viz.:

- BAKITA
- National Arts Council
- Mfuko wa Utamaduni
- Universities
- TIE

Private organizations and NGOs, viz.:

- Writers associations
- Publishers association (s)
- Printers association (s)
- Booksellers association (s)
- Illustrators Association (s)
- Librarians Association (s)
- Readers Association (s)
- NGO's dealing with education and readership development

Regional and international organization, viz.:

- EABDA
- UNESCO
- UNICEF

8.0 GOVERNMENT

Ensuring that a nation attains development is a primary mandate of the government on behalf of its people. The strategies put in place to achieve this are integrated in all government development plans. Therefore, the government, through its various ministries and agencies, is a key player in the whole process of book development. It is the responsibility of the government to create and nurture a conducive environment for continued all-round learning by developing book production so as to promote the development of a permanent reading culture which is vital for effective participation in the development process.

Policy statement

8.0.1 The government shall, through its various agencies, institutions and ministries, continue to encourage the all round development of book production to support continuous learning so as to develop a reading culture.

The ministries, agencies and governmental or semi-governmental institutions that will be directly involved in the implementation of this policy are:

8.1 The Ministry Responsible for Education and Culture (currently MOEC)

This Ministry is a key player in the book sector in that it oversees all the schools in the country, issues the curricula, approves textbooks and supplementary readers for school use, decides on the medium of instruction and generally lays down the educational policy. It is also the ministry responsible for culture, and hence literature and reading.

The MOEC is in the process of reviewing the textbook provision policy in line with current liberal economic and political policies. The new policy aims at replacing the "single textbook" with the "multiple textbooks" approach, and hence involving all the stakeholders, including writers, publishers, teachers and bookshops, in the preparation, selection and provision of textbooks.

The problem of the language medium in secondary and higher education has also affected textbook writing and publishing, and will need to be addressed by the MOEC.

Policy statements

The Ministry responsible for Education and Culture shall:

- 8.1.1 Collaborate with the Book Development Council of Tanzania and other key actors in developing effective strategies for widespread national book development policy awareness and its effective and sustained implementation;**
- 8.1.2 Review the language medium policy in line with the provisions of the Cultural Policy (1997).**
- 8.1.3 Formulate a textbook policy that promotes local publishing by favouring relevant and appropriate books produced locally;**
- 8.1.4 Enable the Tanzania Library Services network to extend its services to all districts in the country, and ensure that all the libraries are supplied with a minimum number of copies of every title published in the country;**
- 8.1.5 Devise ways to promote authorship and the culture of reading;**
- 8.1.6 Support research, studies and surveys targeting the performance of the book sector within the context of the book policy.**

8.2 Ministry responsible for Industry and Trade (MIT)

Book production is categorized under manufacturing, emphasizing mainly the product packaging activity and marginalizing the cultural essence, and the generation and harnessing of ideas as well as their dissemination for human advancement and liberation from ignorance. Thus, in this regard MIT has a regulatory role on the book sector in that it oversees book trade, registration of companies, copyright administration and the protection of intellectual and property rights, and other related industrial and commercial activities.

Policy statements

The Ministry responsible for Industry and Trade shall:

- 8.2.1 Create favorable conditions for publishing businesses of all sizes to be started;**
- 8.2.2 Engage the book sector actors in dialogues, debates and discussions on book/information related issues in business policies and laws;**
- 8.2.3 Facilitate awareness raising among book sector actors on the pertinent matters in Copyright law related to book development, and intellectual property rights;**
- 8.2.4 Take the lead in cooperation with book sector actors and the Book Development Council in the fight against irresponsible flaunting of intellectual and property rights;**
- 8.2.5 Create organs and mechanisms to deal with matters of publishing ethics, intellectual property and copyright violations.**

- 8.2.6 Regularly review all laws, rules and regulations affecting book trade and development.**
- 8.2.7 Encourage establishment of more publishing and book selling companies by motivating investors in the sectors.**
- 8.2.8 Liaise with the Ministry of Justice to ensure enforcement of the Copyright Act (1999) of Tanzania.**
- 8.2.9 Empower the Copyright Office (COSOTA) financially and structurally to enable it effectively enforce the copyright law.**
- 8.2.10 Liaise with WIPO for the establishment of an Intellectual Property Chair at the University of Dar es Salaam.**
- 8.2.11 Facilitate and empower the Tanzanian book sector to enable it promote its products within and outside Tanzania (through trade fairs, and in Tanzanian missions/embassies abroad, etc).**
- 8.2.12 Encourage local production of books and other publications and promote regulations that protect local products.**
- 8.2.13 Liaise with the Ministry of Finance to ensure that taxation on book sector inputs is reduced or abolished, and that equity financing for book sector investment is promoted so as to make the sector competitive within the sub-region.**
- 8.2.14 Facilitate policy coordination with key ministries with the aim of linking the current book policies with similar policies in other sectors.**

8.3 The Ministry responsible for Science, Technology and Higher Education (MSTHE)

The Ministry responsible for Science, Technology and Higher Education (MSTHE) has the duty of ensuring and coordinating the development of higher education and scientific research in Tanzania. It is also the main sponsor of students in public universities and other tertiary institutions. Since the book is the key medium for the dissemination of knowledge from research to utilization, there can be no effective development of higher education without books. The MSTHE is thus a key player in the book sector and is also indirectly a key consumer of published material.

Policy statement

The MSTHE will:

- 8.3.1 Take the lead in stimulating and supporting provision of tertiary-level books and other educational materials published locally;**
- 8.3.2 Support and sponsor establishment and/or consolidation of training units in existing institutions for editors, printers, book-designers, publishing managers, writers, booksellers, librarians and other book sector professionals, and offer fellowships/ sponsorships to students in those fields;**

8.3.3 In cooperation with the Ministry responsible for Labour, establish or encourage the establishment of a national polytechnic or institute for the book industry.

8.3.4 Support the development of book sector documentation centres.

8.4 The Ministry responsible for Regional Administration and Local Government [MRALG]

This ministry is a key player in the book sector in that it is responsible for local government affairs, which include the running of primary schools, which are currently the major book consumers quantitatively.

Policy statement

The MRALG shall:

8.4.1 Ensure that the requisite books for schools are secured legally and in adequate quantities and distributed to schools.

8.4.2 Direct local government authorities to establish and run sustainably stocked community libraries, and to ensure that every primary school has a school library.

8.5 The Ministry responsible for Information and Broadcasting (Currently under Prime Minister's Office - PMO)

The activities and responsibilities of this ministry relate to books and publishing in that they involve questions of copyright, information dissemination, publishing ethics, availability and pricing of raw materials for books and periodicals and publicity. Books need to be promoted in newspapers and magazines through reviews, profiles and serialization; radio and television stations use material and dramas from books, etc. hence, the two sub-sectors have to work together, since what happens in one inevitably affects the other.

Policy statement

The Ministry responsible for information and broadcasting shall:

8.5.1 Facilitate ethical promotion of books and other book sector products through the media;

8.5.2 Encourage newspapers, magazines and radio and television stations to employ permanent book reviewers and/or run regular book programs;

8.5.3 Ensure that the rules and regulations governing the media do not impact negatively on the book sector.

GOVERNMENTAL AND SEMI-GOVERNMENTAL AGENCIES

8.6 The Tanzania Institute of Education (TIE)

The TIE is responsible for designing school curricula and proposing teaching methodology, relevant books and tools for teaching of various subjects, and monitoring and evaluating implementation. TIE is thus a major voice in selection and evaluation of textbooks and other study materials and readers.

Policy statement

TIE shall:

- 8.6.1 Always endeavor to keep abreast of developments in the various subject areas so as to provide up-to-date curricula and propose the right books for the schools;**
- 8.6.2 Streamline book awareness, creative writing and reading for pleasure in the school curricula so as to produce all-round, knowledgeable and cultured school leavers.**
- 8.6.3 Constantly up-date and improve language teaching and learning methods.**

8.7 The Institute of Adult Education

The Institute of Adult Education has a duty to promote literacy and continuing education for adults. It does this through adults education classes conducted in residential areas, and at its regional and district centres, and also through long distance courses. As the institution responsible for eradicating illiteracy in the country, the IAU 's role is of direct concern to the book sector. Unfortunately, the IAU currently seems to be dis-empowered, so that its activities are no longer as vibrant as in the past. This has led to a reversal of the gains of the literacy campaigns of the 1960-1970s.

Policy statement

- 8.7.1 The government shall revive and empower the IAU to enable it play its crucial role in educating adults.**
- 8.7.2 The IAU shall work hand in hand with the book sector to ensure that its book needs are catered for, and that its activities contribute to eradication of illiteracy and hence promotion of the reading culture in the country.**

8.8 The National Kiswahili Council (BAKITA)

The National Kiswahili Council was established in 1967 and entrusted with the responsibility of overseeing and coordinating the development, promotion and standardization of the national language – Kiswahili so that it is able to cater for most of the national and international communicational needs of the country. BAKITA is,

therefore, a major player in book sector development in the sense that it directs and coordinates language development plans and institutions, offers imprimatur to all Kiswahili books intended for school use and disseminates information regarding the language.

Policy statement

BAKITA shall:

- 8.8.1 Coordinate and spearhead implementation of a language policy that recognizes the essential role of literature, books and reading as vital elements in language development;**
- 8.8.2 Ensure that development of Kiswahili fully involves book sector stakeholders;**
- 8.8.3 Ensure that issuance of imprimaturs and services to the sector is done quickly, efficiently and ethically, so as not to derail the publishers' book production schedules;**
- 8.8.4 Work with publishers to promote Kiswahili locally and internationally through books and other information packages.**

8.9 The Universities

The universities are major stakeholders in the book industry in that they are major producers and consumers of knowledge, which is usually disseminated through books and other publications. Universities all over the world run bookshops, publishing houses and libraries as an essential component of their normal activities. They also contain a large pool of writers and readers, especially of academic books. In addition, universities train the skilled people involved in the book sector, such as authors, lawyers, businessmen/women, scientists, engineers, accountants, etc.

Policy statement

Existing and new universities, including private universities, shall be encouraged and empowered to:

- 8.9.1 Establish and/or consolidate their university presses.**
- 8.9.2 Establish and/or consolidate academic bookshops.**
- 8.9.3 Conduct research and consultancies on the book sector, and advise the government, BAMVITA and other book sector organizations on issues pertaining to books.**
- 8.9.4 Promote the training of writers and book sector professional by:**
 - (a) motivating academic writers, and encouraging formation of students' literary associations, as well as writers and translators associations;**
 - (b) introducing formal writing, publishing and librarians degree and/or diploma courses;**

- (c) **Running short-term courses and workshops for writers, publishers, booksellers and book reviewers.**
- (d) **Establishing and running up-to-date libraries; and conducting short-term courses for librarians.**
- (e) **Introducing on-line courses in writing, publishing, librarianship and book selling skills.**
- (f) **Introducing intellectual property courses at institutions of higher learning.**

THE PRIVATE SECTOR, CIVIC ORGANIZATIONS AND NGOS

These include BAMVITA and its affiliates (associations of writers, publishers, booksellers, librarians, printers, illustrators and book designers), readers and others linked to the book chain, curriculum developers, human and education rights groups, religious groups, and private business people.

8.10 BAMVITA

BAMVITA is the central coordinating body in the implementation of the book policy. It is the organ responsible for collecting and updating information regarding the book sector, for establishing co-operation among institutions and professionals in the book sector and for coordinating activities. It is vital that the mandated body be enabled to remain autonomous, with its own resources and its own secretariat.

Policy statement

The Tanzania Book Development Council shall:

- 8.10.1 Assume responsibility for carrying out and implementing the objectives of the book policy in cooperation with the relevant government authorities;**
- 8.10.2 Formulate plans and programs as well as operational policies and guidelines for undertaking activities relative to the implementation of the book policy;**
- 8.10.3 Liase with the government to ensure that the book policy is operationalised;**
- 8.10.4 Establish and maintain liaison with all segments of the book sector;**
- 8.10.5 Encourage and facilitate research on the book industry, including monitoring, compiling and providing data and information on book production and distribution;**
- 8.10.6 Conduct or facilitate studies, seminars, workshops, fairs, exhibits and other related activities on book development and reading.**
- 8.10.7 Liase with all the stakeholders to formulate a comprehensive Implementation Plan for this policy laying out the short term and long term targets and program of activities.**

8.11 Other Book Sector Actors

These include organizations affiliated to BAMVITA, such as associations of writers, publishers, booksellers, librarians, printers, illustrators and book designers, readers and others linked to the book chain.

Policy statement

The book sector organizations shall:

- 8.11.1 Cooperate with the Book Development Council of Tanzania in drawing up action plans for effective policy delivery;**
- 8.11.2 Actively participate in book promotion endeavors that popularize the book among people of all ages, classes, races and gender, at all levels of society;**
- 8.11.3 Ensure and promote sustainable book production that respects quality of content and form, social, educational and cultural relevance, and that address broad and specific needs of educational institutions at all levels, communities and among marginalized/disabled groups;**
- 8.11.4 Actively participate in and encourage book policy debates, discussions and reviews as new issues emerge regarding readership and/or literacy in institutions of learning and in communities.**
- 8.11.5 Cooperate with BAMVITA to advocate and lobby for friendly legal frameworks that promote book access to all and that protect intellectual and property rights.**

8.12 The Private Sector and Civil Society

These critical sectors include such actors as private businesses, development agencies, non governmental organizations (NGO's), community based organizations (CBOs) of all categories that are directly linked to the book chain as producers and users of books and other information packages, but have been marginalized in their capacity as a book interest group. These interest groups will be sensitized to further appreciate the use value of the book as a repository of knowledge and culture and thus heighten their awareness of their position in the book chain.

Policy Statement

The private sector and civil society shall:

- 8.12.1 Promote, support, lobby and advocate for the establishment of libraries and reading rooms in their communities and areas of operation;**
- 8.12.2 Support book purchase schemes and initiatives that contribute to greater access of books and knowledge for educational development of people in grassroots communities;**
- 8.12.3 Link up with book sector actors to enhance cooperation and information sharing in book related issues.**

8.13 Religious Organizations

Religious organizations in Tanzania have always played a key role in the book sector. In fact, since, as already indicated, book writing in Kiswahili began essentially as a religious activity among Islamic scholars and Christian missionaries and converts. Up to now, religious publishers and booksellers still possess the most intact network of book activities in the country. Although most religious publishers and book sellers concentrate on religious publications, a few do also engage in secular publishing and book selling, in the process offering a much-needed service in some areas. Indeed, in many districts outside Dar es Salaam, religious publishers and booksellers are practically the only visible and viable book sector players available.

Policy statement

In recognition of their indispensable role in promoting reading and the book culture in the country, religious organizations will be encouraged to:

- 8.13.1 Establish bookshops where there are none;**
- 8.13.2 Establish and support community and school libraries;**
- 8.13.3 Establish printing presses catering for both religious and secular needs;**
- 8.13.4 Set up printing/publishing schools, and conduct short professional courses and workshops on book writing and translation, editing, publishing, book selling, etc.;**
- 8.13.5 Introduce on-line courses on writing, publishing, and book selling;**
- 8.13.6 Undertake translation of religious and secular books.**

Chapter 9

BOOK DEVELOPMENT ACTION PLAN AND FINANCING

9.1 Book Development Action Plan

In order to implement this policy, a national book development action plan will be needed. The action plan will be formulated by all the stakeholders singly and collectively under the auspices of the government and BAMVITA. It will include specific measures and proposed activities needed to realize the objectives of the book policy.

Policy statement

BAMVITA shall coordinate the preparation of a book development action plan that shall interpret and reduce the policy statements into measurable activities with specific goals. The formulation of the plan shall initially involve the following steps and activities:

- 9.1.1 Collection and tabulation of data on book production covering such areas as paper production, supply, and consumption; publishing equipment; printing equipment and machinery; and existing distribution networks;**
- 9.1.2 Survey data on the availability and adequacy of human resources and supporting skills needed by the publishing industry, such as authors, editors designers and illustrators, marketing personnel, and printers;**
- 9.1.3 Survey of disabled persons' book and educational needs and how they are being met;**
- 9.1.4 Survey of existing legislation affecting the book industry both at the national and international levels;**
- 9.1.5 Survey of professional training capability;**
- 9.1.6 Survey of reading habits and attitudes;**
- 9.1.7 Survey and assessment of the national economic value/contribution of publishing;**
- 9.1.8 Other studies and surveys that may be deemed necessary; and**
- 9.1.9 Consultations with all segments of the book industry concerned in planning for and preparing the book development action plan on the basis of the results of the aforementioned surveys.**

The book development action plan shall have the following components and/or requisites:

- 9.1.10 A human resource development program for book personnel;**
- 9.1.11 Guidelines for ethical practices in the book trade;**
- 9.1.12 Measures for attaining balanced attention and bridging the communication gap among people living in different parts of the country;**
- 9.1.13 Provisions for strong and effective mechanisms for book development in the country;**
- 9.1.14 Provision for producing books or other periodicals, such as appropriate or selected comics, as instructional or teaching materials for such varying categories of readers in the country as pre-schools children and school children, school drop-outs, neo-literates and the handicapped, professionals, general readers, and ethnic groups;**
- 9.1.15 Measures for addressing the needs and problems of the book development industry as indicated in the survey conducted; and**
- 9.1.16 Any other matters that may be deemed pertinent.**

9.2 Financing of Book Sector

The book sector as any other sector needs money to finance its activities. Some of these activities that need to be financed are conceiving or developing ideas for new books, and the whole process of researching, writing or typing, editing and illustrating manuscripts, book planning and formatting, book printing, warehousing of books, book distribution and selling; library development and organizing reading campaigns.

The book business from conceiving an idea up to selling a book to realize an income takes a long time. All the activities of the book business are normally not done by one person. All the people in the book chain will no doubt use money to buy inputs such as inks, papers, time, electricity, glue, machine depreciation, rent, transport, advertising etc.

The book business needs finance for each and every activity shown above. The publisher who is normally the supervisor of most of the activities has to pay money in order to solicit manuscripts; to print an adequate number of books; advertise and market the books in the appropriate media. He/she has to pay royalties; pay the cost of following up on money returns from bookshops that are selling his/her books.

In this way the publisher (or any player in the book chain) has to have money to finance the book business. Such money could be from business profit, bank loans, suppliers' credits, donations, government budgetary allocations or the general public that participates in buying the books.

In many countries, a good part of the money for book provision and development comes directly or indirectly from public funds in the form of text book provision, public library support, fully paid up writers' retreats, support to book clubs and other book schemes. In Tanzania, apart from textbook support, and some financing for the public library system, public financing for book development is still limited.

Private financing is also not well developed. Currently there are very few banks in Tanzania, which can provide equity capital to economically empower Tanzanian business people. Most banks only offer working capital. Even in cases where loans are offered, collateral or security is beyond the means of most Tanzanians. This problem is particularly relevant to the publishing industry, which is a relatively new phenomenon of the private sector in the country. This affects the industry in two ways. Firstly, it limits the amount of time and money that a company can invest in training human resources to improve the quality of products and make operations run more efficiently. Secondly, it affects growth potential, as it limits the ability to compete for tenders above the ceiling of available or accessible cash flow.

Policy statement

For the book policy to achieve its objective the following steps shall be undertaken:

- 9.2.1 Sufficient resources shall be allocated by the government to fund the provision of learning materials for the education sector, the national library system and literacy programs;**
- 9.2.2 In order to develop local literature and general publishing, the government shall undertake to purchase at least 3000 copies of every general book (i.e. non text book) published in Tanzania [this is already commonly done in some countries with a small reading public, such as the Scandinavian countries];**

- 9.2.3 Indigenous enterprises devoted exclusively to book printing, editing or publishing and related activities like bookshops shall be exempt from income tax for at least five years following the start up of the activities;**
- 9.2.4 Imports of original photographs, films, CD-ROMs, DVDs, recording and other reproducible objects, raw materials, inputs, machinery and equipment for printing or publishing of books shall be exempt from taxes and duties;**
- 9.2.5 All banking and financial institutions operating in Tanzania shall be encouraged to offer credit lines to maintain, increase and improve the production and dissemination of books and other publications, offering preferential terms with regard to amount, guarantees, interests and time scales.**
- 9.2.6 Possibilities of establishing preferential or alternative book financing schemes will be pursued and undertaken.**
- 9.2.7 Preferential or reduced postal rates shall apply to all books printed and published in the country in accordance with national and international postal agreements.**