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Supported with funding from the Global Partnership for Education
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<td>CFT</td>
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<td>Expression of Interest</td>
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<td>HyperText Markup Language</td>
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<td>ICT</td>
<td>Information and Communication Technologies</td>
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<td>IP</td>
<td>Intellectual property</td>
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<td>IVA</td>
<td>Independent Verification Agency</td>
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<td>KICD</td>
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<td>OER</td>
<td>Open Educational Resources</td>
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<td>PDF</td>
<td>Portable Document Format</td>
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EXECUTIVE SUMMARY

Open licences modify copyright to enable copying, adapting, translating, and distributing without permission or payment.

Content creators and copyright holders still retain some of their copyright protections when open licences are used.

Openly licensed educational materials are known as Open Educational Resources (or OERs).

All member states unanimously approved the UNESCO OER Recommendation in 2019 and must report every four years on their progress in implementing it.

Creative Commons licences

Creative Commons licences are the most widely used open licences for educational materials.

Image adapted from https://commons.wikimedia.org/wiki/File:Creative_commons_license_spectrum.svg by Shaddim (CC BY); original CC licence symbols by Creative Commons
Using OERs, you can ensure that:

- Educational materials remain legally accessible to all potential users forever.
- Copying, distribution, and sharing educational materials can be done at the lowest possible cost, with no hidden licensing fees or administrative costs.
- Initial investments in educational materials can have a much higher return as material can be freely adapted, translated, and reused in additional contexts.
- Costs of content creation are reduced by starting with existing OERs and adapting where good quality and relevant materials already exist.

Open licensing in education

Content creators → Design & layout → Outputs

- Graphic designers
- Artists
- Authors/Editors
- Existing cc-licensed content
- Text
- Book 1
  - ePub
  - Printed book
- Translation 1
- Translation 2
- Translation 3
- Remix 1
- Remix 2
- Remix 3

You can reuse images, text, and digital elements to save time and money.

Multiple outputs for multiple contexts can save time and ensure maximum reach.

Remix and translate content without additional costs to save time and money.
OERs in early literacy

Open licences can ensure that provision of well-designed books is cost effective by:

- Expanding the pool of content creators who participate in book development.
- Enabling free sharing of materials online in content repositories such as the Early Learning Network, StoryWeaver, and Bloom Library.
- Enabling governments to contract content development and printing separately to lower costs.
- Giving content creators the ability to integrate openly licensed educational materials, including textbooks and storybooks, to reduce costs.
- Ensuring that content creation investments remain accessible to governments and other users after projects are finished.
- Allowing for translation into multiple languages and adaptation of educational materials.
What is required?

1. Explicitly embed use of open licences into projects at the design phase (in Intermediate Targets, Results Frameworks, Disbursement-Linked Indicators, etc).

2. Work with governments to ensure that use of open licences is clearly stated in all steps of the procurement process (EOIs, RFPs, tenders, etc) and in all contracts with service providers.

3. Verify that all materials are openly licensed prior to paying content development or design fees.

4. Upload all project-funded content to the [www.earlylearningnetwork.org](http://www.earlylearningnetwork.org) and other global or regional platforms to guarantee that it will remain accessible after projects.

5. Support capacity development of all key stakeholders to use open licences effectively in all the above processes.

6. Work with governments to ensure that use of open licences is clearly stated in all steps of the procurement process (EOIs, RFPs, tenders, etc) and in all contracts with service providers.

7. Verify that final payments for contracts are linked to full handover of all intellectual property to government or other appropriate agency under open licences.
1. INTRODUCTION

As governments and development partners invest in the design of better educational programmes, the use of open licensing and open educational resources (OER) can save both time and money, while also creating much greater flexibility in the subsequent reuse of those resources.

Open licencing enables content creators and copyright holders to share their material while retaining some of the protections offered under copyright. It is a legal concept that permits the use of copyrighted materials to facilitate sharing and adaptation (including translation) without permission or payment. 

Understanding the ramifications of all licences is critical because many governments and other stakeholders lose access to their intellectual property (IP) after project completion if due attention is not paid to ensure IP rights and protections. This is discussed in detail in section four below.

The benefits of using open licensing include: greater access to titles in languages that children know; rights to version existing titles into other mother tongue languages; cost savings (for example, through the reuse of illustrations and design elements) for translated and adapted titles; lower print costs if procurement is centralized and governments and others print in bulk or pool procurement; the availability of storybooks in multiple formats for wider distribution and access; the ability to localize text and images; and the possibility of content being shared and used regionally and internationally. To leverage these benefits, member states of UNESCO unanimously adopted an OER Recommendation on 25 November 2019.

This toolkit introduces the concept of open licensing for educational materials, explores the use of open licences for these materials, provides a practical ‘how to’ guide for teams and government staff, and presents issues to consider before using open licences in World Bank and other education operations. Although all levels of education are considered in this toolkit, the focus is on OER in early childhood education and primary education projects.

What are OERs and open licences?

OER are learning, teaching, and research materials in any format and medium that either reside in the public domain or are under copyright and have been released under an open licence. The term ‘open licence’ refers to a licence that respects the intellectual property rights of the copyright owner but provides permissions for users to access, re-use, re-purpose, adapt, and/or redistribute educational materials.

Open licences do not replace copyright. Instead, they revise ‘all rights reserved’ licences to ‘some rights reserved’ licences. A broad spectrum of legal frameworks is emerging to govern the use of OER. Some of these only allow for use of the materials in their original form, but others make provision for users to adapt and translate resources. The best known is the Creative Commons (CC) licensing framework, which is discussed in more detail below.

All too often, organizations upload reports and other information for public access, but provide no details on how the material may be legally shared. Sometimes, resources are fully copyrighted, which contradicts any intent to permit open access. Other times, there is no licence at all or sometimes the licence information is confusing or incomplete. As can be seen in figure one below, some organizations use such imprecise licensing language that it is unclear whether the content can be translated or otherwise adapted.


2 The UNESCO OER Recommendation has five objectives: (i) Building capacity of stakeholders to create access, use, adapt and redistribute OER; (ii) Developing supportive policy; (iii) Encouraging inclusive and equitable quality OER; (iv) Nurturing the creation of sustainability models for OER; and (v) Facilitating international cooperation. See https://en.unesco.org/news/unesco-recommendation-open-educational-resources-oer

3 https://en.unesco.org/themes/building-knowledge-societies/oer
Figure 1: Neither one nor the other: licence confusion at an international organization

Because open licences remove the requirement to seek permission to use content, they can eliminate bottlenecks in materials development and access, thus facilitating production and dissemination. The licences can be applied to any creative work, including music, books, articles, photos, and videos. Content with an open licence can be online and/or offline. All licences, except for those in the public domain (CC0), require that content creators or publishers receive full credit for their work.

A common misconception is that openly licensed content is in the public domain and thus that the copyright holder has given up all of their rights to the content. This is not so. In fact, the emergence of open licences has been driven by a desire to protect a copyright holder’s rights in environments where content (particularly when digitized) can so easily be copied and shared without asking permission. The CC licensing framework illustrates this point very well.

1.1 Creative Commons licences

Creative Commons (CC) licences are the most widely used open licences for educational materials. There are seven Creative Commons licences. Six build on the CC Attribution licence (CC BY), which allows users the most rights. The other covers materials in the public domain and materials to which the author has waived all rights.

The licences are:

- Public domain (CC0) allows full sharing and adaptation, without attribution, either because the material is already in the public domain or because the author has waived all rights.
- Attribution (CC BY) allows sharing and adaptation for any use, including for commercial purposes, with attribution to the original content creator or publisher.
- Attribution-share alike (CC BY-SA) allows the user the same rights, but content must be licensed under identical terms as the original CC resource.
- Attribution-non-commercial (CC BY-NC) gives the user the same rights as CC BY, but not for commercial purposes.
- Attribution-non-commercial-share alike (CC BY-NC-SA) gives the user the same rights as CC BY, but not for commercial purposes and content must be licensed under identical terms as the original CC resource.
- Attribution-no derivatives (CC BY-ND) gives the user the right to distribute content, but not to alter it in any way.
- Attribution-non-commercial-no derivatives (CC BY-NC-ND) gives the user the same rights as CC BY-ND, but not for commercial purposes.

4 About the Licenses. (n.d.). Retrieved 26 January, 2022, from https://creativecommons.org/licenses/
Figure 2 summarizes these licences on a spectrum from all-rights-reserved to no-rights reserved.

*Figure 2: From copyright to Creative Commons: a summary of rights*\(^5\)

Creative Commons licences are the most widely used open licences for educational materials.

When content is altered in any way, including through translation, some organizations require statements that relieve them of responsibility for any changes. For example, the World Bank, which adopted Creative Commons licensing in 2012 for some content, requests that users adapting its content add the following language: \(^6\)

*This is an adaptation of an original work by The World Bank. Views and opinions expressed in the adaption are the sole responsibility of the author or authors of the adaptation and are not endorsed by The World Bank.*

World Bank teams, project staff, government officials, and content creators who require more information on which type of CC licence is most appropriate for their resources can be guided through the process by the CC licence chooser\(^7\) on the Creative Commons website, which provides step-by-step instructions on how to select the most appropriate licence.

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7 Creative Commons. (n.d.). Choose a License. Retrieved 26 January, 2022, from [https://creativecommons.org/choose/](https://creativecommons.org/choose/)
2. **WHAT ARE THE BENEFITS OF USING OPEN LICENCES IN EDUCATION PROJECTS?**

Use of open licensing can greatly increase access to educational content. The costs of creating educational materials can be high; use of open licensing can exponentially increase the number of potential users, while also facilitating more cost-effective content creation, adaptation, and translation. Textbooks, storybooks, teaching materials, curricula, syllabi, online courses, video and audio clips, multimedia resources, and illustrations can all be openly licensed.

These are the most important benefits of using open licenses in education projects:

1. The systematic use of open licences for all newly developed content enables governments and development partners to guarantee that **educational materials will remain legally accessible for all potential users in perpetuity**.
2. As all open licences permit third-party users to make copies of content, releasing educational materials as OERs can be used to copy, distribute, and share **these materials at the lowest possible costs**, without having to pay hidden licensing fees. This applies both to digital and hard-copy resources.
3. Where open licensing allows for adaptation (i.e. licences that do not include a non-derivative restriction), **initial investments in content development can be leveraged for additional contexts and uses**. Modifications might include translation of materials into different languages; application of subtitles to video material; adaptation of content to align with curriculum changes; and adjustment of text to suit different cultural or geographical contexts.
4. As use of OER grows globally, the **initial investments required to develop high-quality materials can be reduced by using existing openly licensed resources**. While additional content development will still be required, the time and funding needed can be significantly reduced. For example, translation of early reading books into multiple languages can increase access to good stories for young readers at a fraction of the cost of writing new ones. In curricula where learning outcomes and languages are easily transferable across contexts (such as the primary grades and technical and vocational education and training), entire sets of materials can potentially be reused with only minor adaptation. Even in cases where curricular requirements are unique, the ability to use existing images and multimedia objects – or even just to draw from instructional approaches in other resources – can generate significant cost and time savings. As importantly, where content creation skills and capacity are scarce, it can be significantly easier to adapt existing materials from similar contexts than to develop them from scratch.
5. Where use of open licences is embedded in project design and implementation from inception, it is less likely that educational materials will be lost when a project ends. In particular, if project-generated OERs are **aggregated**, **curated**, and **stored in an online repository that will outlive the project, they become and remain accessible to everyone who might want to use them**.

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Box 1: How a small number of stories grew using a CC licence

With support from the REACH Trust Fund, Room to Read partnered with South Africa’s Department of Basic Education, Electric Book Works, African Storybook, and a group of small South African publishers, local authors, illustrators, and designers to produce books for young readers. The books were published in five underserved South African languages: Sepedi, siSwati, Xitsonga, Tshivenda, and isiZulu. Twenty original stories were written and illustrated in these languages and quickly and inexpensively translated into other languages. The titles are all available online at the One Day, One Book website (https://onedayonebook.org/) as print-ready PDFs and e-books. More than 100,000 print copies have also been distributed to South African children.


None of the above benefits removes requirements to invest in the quality of materials used in educational settings. Particularly in many low-income countries, a problem almost as significant as lack of access to educational materials is that available content is of highly questionable quality. The use of open licences, however, introduces extensive opportunities to leverage investments efficiently to enable quality at scale and to spread the value of those investments across more educational contexts and learners.

Figure 3: Open licensing has a multiplier effect
3. USING OPEN LICENCES IN WORLD BANK-FUNDED EDUCATION PROJECTS

As the previous section shows, open licences can play a significant role in maximizing the impact of education projects. The benefits will likely be greatest in countries and projects where there is a need for: (a) access to educational materials on a large scale, such as in early childhood, primary, and secondary schooling; (b) translation of educational content into multiple national languages; (c) access to materials in languages for which there is little existing material; and (d) adaptation of existing materials from other, similar contexts.

Likewise, open licensing can have significant cumulative benefits when implemented across countries in regions with strong cross-country similarities. For example, some regions (such as the Caribbean) share common or similar school curricula in many subjects, while others face common challenges in accessing affordable high-quality resources in cross-border languages. Leveraging spending over multiple countries will reduce cost over time and encourage sharing of successful educational practices.

Below are a few hypothetical examples of how this might work:

1. **Early reading**: Given the proven importance of children learning to read in a language they know, a key challenge is to ensure that there are graded readers and plenty of storybooks in those languages to support early literacy acquisition. However, for many languages, such resources do not exist. This problem can be solved by ensuring that, when development of such material is commissioned, it is done using open licences so that materials can be reprinted, translated into multiple languages, and versioned for additional contexts. This is significantly cheaper than commissioning new resources for every language. If care is taken to ensure that commissioned publishers and other content developers are required to use open licences for all materials – including, the desktop-publishing (DTP) and print-ready PDF files – and these are in turn shared in online repositories such as through earlylearningnetwork.org, then it can be much quicker and less expensive to translate and customize these reading materials, including for large print runs, than if the copyright is held by a single publisher or organization. Likewise, access to these files would facilitate cost-effective repeat large print runs, while also enabling small printers to undertake smaller print runs to meet localized needs at affordable prices. Small publishers would also be able to customize content for their local market. Effective collection, storage, and curation of educational materials during content creation would then enable ongoing modifications to content, as curricula are updated or lessons are learned through evaluations about the strengths and weaknesses of the materials developed.

   **Box 2: Small print runs to meet local needs**

   In Uganda, the Mango Tree Literacy Lab adapted an existing openly licensed first grade textbook in the Lebango language. The books were initially published by RTI International in 2014 through a contract from the US Agency for International Development (USAID) and carried a CC BY licence. After heavy and sustained use, the books began to fall apart. Mango Tree Literacy Lab decided to revise the books, switching to black-and-white illustrations to lower costs. They were sold for under US$3 to schools and parents.

   For a report on this project, see http://www.earlylearningnetwork.org/content/case-study-open-licensing-early-grade-textbooks-uganda. Go to https://www.mangotreelitlab.org/ for more information on Mango Tree Literacy Lab.

2. **Textbooks**: Primary, secondary, and TVET systems in low and middle income countries (LMICs) depend heavily for effectiveness on access to well-designed textbooks and early readers. Using open licences can ensure that provision of these resources is more cost-effective. Their quality can also be enhanced if the content’s licence permits adaptation, for example, using feedback from formative evaluations and other forms of feedback to make improvements.

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9 Initiatives developed by sub-regional and regional organizations in the Caribbean include the Organization of Eastern Caribbean States. See also the 2020 World Bank report: Regional Cooperation for Quality Education in Caribbean Small Island States. https://www.worldbank.org/en/results/2020/10/26/regional-cooperation-for-quality-education-in-caribbean-small-island-states. For East Africa, the East African Community has discussed and is planning to join curricula, but it has not yet happened. As UNESCO points out, regional curricula harmonization efforts, including content, standards, and assessment in some subject areas such as mathematics and science education, are one way to foster integration and facilitate the mobility of students and teachers across countries. http://www.unesco.org/evi/glossary-curriculum-terminology/#/curriculum-harmonization.
revisions to the materials and improve their educational efficacy or correct errors. This would not be possible if the material were copyright protected.

With traditional publishing, the end-to-end process from content creation to print and distribution is typically handled by a single organization. When resources are openly licensed it becomes possible to disaggregate this value chain and introduce efficiencies and quality improvements into the process. These include:

a. Expanding the pool of content creators who participate in textbook development, making it easier to build high-quality content creation teams with diverse skillsets. These can include NGO staff, university academics, experienced teachers, and other subject matter experts, as well as illustrators, for example. Investing heavily in this critically important part of the process is more cost effective if the intellectual property is under an open licence, as the original investment can then be leveraged as described above.

b. Enabling governments to contract publishing and printing separately can result in lower printing prices, because content development becomes a fixed, upfront investment rather than being added to the cost of every single print run in the form of licensing fees. In addition, where appropriate, it can allow for decentralized printing and distribution of textbooks through multiple service providers in instances where this might be less expensive than centralized models (particularly in very large countries with developed printing industries).

c. Allowing for translation of textbooks into multiple languages and adaptation without additional payment of licensing fees, provided that all assets produced during content creation are collected, stored, and made accessible under an appropriate open licence. Taking advantage of resources in cross-border languages would be a very cost-effective strategy. Content in these languages might need some adaptation, but not as much as full translation from one distinct language to another.

d. Enabling free sharing of materials online in content repositories for access by other governments, projects, organizations, teachers, parents, and learners. Online repositories can supplement classroom learning, particularly when there are disruptions to in-person education (as has happened due to school closures forced by the COVID-19 pandemic, but as also happens when there are natural disasters, political instability, teacher strikes, and other similar challenges).

e. Allowing content creators the legal rights to integrate other openly licensed materials into their textbooks, so that they do not have to incur the expense of developing everything from scratch. This reduces the cost of content creation, especially in subjects where curricula have much in common from one country to another, such as mathematics, physical sciences, and many vocational subjects. For example, many TVET skills are broadly similar across programs and countries, which makes TVET courses and modules transferable to different contexts without any need for significant adaptation beyond translation. Such approaches can also be used to integrate existing multimedia resources into online versions of textbooks, thus providing access to free additional learning material.

f. Ensuring that content creation investments remain accessible to governments and other stakeholders after projects are completed, with full legal rights to copy, reuse, and adapt those resources.

3. **Teacher education:** In many LMICs, neither the government nor teacher education institutions have sufficient capacity or finances to create and update teacher training materials on a regular basis. Developing openly licensed content to support teacher preparation and professional development allows providers to access common sets of resources, designed to align with national curriculum frameworks and standards for use in their programmes and courses.

   Given that teacher education needs are often very similar across countries, this methodology can also be leveraged to ensure high quality with reduced spending by facilitating collaboration across countries. Box 3 presents two examples where this has been achieved across multiple countries. Openly licensed resources can also be effectively used in countries where multiple languages are spoken. For example, TESS in India was developed and implemented in seven priority states: Bihar, Uttar Pradesh, Madhya Pradesh, Odisha, Karnataka, Assam, and West Bengal in each state’s official language. There is also an all-India content page in English and in Hindi.


11 In his chapter, Open Educational Resources: Opportunities and Challenges for the Developing World, Marshall Smith (former Director, Education Program, William and Flora Hewlett Foundation) points to several initiatives for which openly licensed resources are reaching large numbers of people. As two examples – The Khan Academy ‘sites have hosted over 400 million visits from all over the world and many of the materials are being translated into ten languages in addition to English.’ TESS’s open materials reached over 200,000 educators throughout Africa. Smith wrote this chapter in 2013; the numbers will have gone up since then. This chapter was included in Smith, M. L., & A., R. K. M. (2014). Open development: Networked innovations in international development. The MIT Press. [https://sid-bnc-idrc-dispatcher.org/@/stream/handle/10255/55348/01/55348.pdf?sequence=1&isAllowed=y](https://sid-bnc-idrc-dispatcher.org/@/stream/handle/10255/55348/01/55348.pdf?sequence=1&isAllowed=y).

12 In their 2012 formative evaluation of TESSA, Professors Ken Harley and Fred Simiyu Barasa point to TESSA’s ‘significant’ impact on teacher educators and ‘profound’ impact on student learners and to a lesser extent on governments. See [https://www.tessafrica.net/sites/www.tessafrica.net/files/TESSA%20Executive%20Summary.pdf](https://www.tessafrica.net/sites/www.tessafrica.net/files/TESSA%20Executive%20Summary.pdf).

Box 3: Harnessing OERs in Teacher Education

UNESCO’s ICT Competency Framework for Teachers (CFT) to guide pre- and in-service teacher training on the use of ICTs been used to develop OER-based teacher training material in the global South. It was first used in Guyana, then in Kenya, Rwanda, Djibouti, Togo, South Africa, Zimbabwe, Egypt, Mozambique, and Tunisia. All of the countries used the same basic course, but adapted it to meet country curriculum requirements, language needs, and to include relevant examples. UNESCO also developed a generic CFT in 2021, which will make adaptation based on country curriculum requirements easier in the future.


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Teacher Education in Sub-Saharan Africa (TESSA) was an initiative of the Open University of the United Kingdom. It created a collaborative network to help teachers and teacher educators improve their practice. The TESSA website provides free, openly licensed high-quality resources that support the national curriculum of 23 African countries in four languages, including English, Kiswahili, Arabic, and French, although the project itself has closed. TESSA also provides videos on how to use the resources and several toolkits. All course materials are CC BY licensed and are available in different formats, including as Microsoft Word documents, so that users can download, adapt, and redistribute content.

See https://www.tessafrica.net/ for more information.

3.1 Open Licensing in World Bank Procurement

World Bank funded procurement of educational content can easily include open licensing. All content, print or digital, developed with World Bank funding should carry a CC BY or other CC licence, even if the copyright is owned by the Ministry of Education or a private publisher. All World Bank funded projects can use openly licensed materials, which can be adapted and/or translated as necessary, printed through competitive printing procurement, and/or, in appropriate contexts, used in digital formats.14

Tenders and contracts for the development of educational materials that will carry a CC licence should clearly specify who will hold the copyright, the type of licence that will be used, and how the content developers will be compensated. Content developers must be required to provide proof that they have the right to reproduce any content that is not original, including images, either because the material is openly licensed or because the developers have received permission to use it.

Tenders and contracts for educational materials that carry a CC licence must include proof of licence. The South African NGO that produces CC-licensed children's content includes the following in its contracts:15

By participating in this Book Dash, I (named above) licence my entire contribution under a Creative Commons Attribution 4.0 Licence (http://creativecommons.org/licenses/by/4.0/). I have the right to licence my contribution under a Creative Commons Attribution 4.0 Licence. I do not require anyone else's permission to grant this licence.

I understand that this licence means anyone is free to share (copy and redistribute the material in any medium or format) and adapt (remix, transform, and build upon the material) my contribution for any purpose, even commercially, and I cannot revoke these freedoms.

The World Bank Standard Bidding Documents for textbook procurement include the clause:16

15 https://docs.google.com/document/d/1BdRFv6Ewrlf/wwk5Ie7%/78P%47EENOJpWb64dA/edit#
If required in the BDS, a Bidder that does not own copyright of the goods it offers to supply shall submit a Copyright Authorization using the form included in Section IV, Bidding Forms to demonstrate that it has been duly authorized by the owner of the copyright to supply these Goods in the Purchaser’s Country.

The Bidding Documents include an authorization form that the copyright holder must complete and sign.

As a national-level example, in 2021 the Kenya Institute of Curriculum Development published its most recent submission, evaluation, and approval procedures for grade six competency-based curriculum course materials, which included the following requirement on page seven:

A Statement of Copyright Ownership, or the Ownership of Publication Rights of the Course materials submitted for Evaluation, plus a statement indemnifying the KICD against any claim against them arising from any breach of copyright in material submitted for evaluation or supplied to educational institutions as a result of the award of approved status.

3.2 Does use of OER preclude use of commercial content?

There are many high-quality educational materials available for purchase in some languages. In certain circumstances, their use may be more affordable than producing new content or adapting existing materials. If there is a time constraint and appropriate material is available, then it could also make sense to purchase commercially. In-country capacity to produce high-quality and relevant content is also an important consideration. Where capacity is very constrained, it might be sensible to buy commercially in the short run, while simultaneously building capacity to create and adapt openly licensed content.

OER and commercial content are often used together, although curriculum and course developers need to be careful not to create licensing conflicts by integrating materials with different licensing conditions. As a consequence of content digitization, educational publishing business models will continue to shift, as will the mix of open content and commercial content. World Bank language on third party content is as follows:

**Third-Party Content** – The World Bank does not necessarily own each component of the content contained within the work. The World Bank therefore does not warrant that the use of any third-party owned individual component or part contained in the work will not infringe on the rights of those third parties. The risk of claims resulting from such infringement rests solely with you. If you wish to reuse a component of the work, it is your responsibility to determine whether permission is needed for that reuse and to obtain permission from the copyright owner. Examples of components can include, but are not limited to, tables, figures, or images.

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4. WHAT IS REQUIRED TO USE OPEN LICENSING IN PROJECTS?

Leveraging the educational and economic benefits of open licensing outlined above requires a systematic approach. The key steps are:

1. **Determine whether there is potential for incorporating open licensing into your project.** Begin by assessing whether the project includes sufficient development and/or use of educational materials to justify use of open licensing (using the overview of benefits presented in sections 2 and 3 above as a guide). Should there be such potential, it would then be useful to:
   a. Ensure that the members of the World Bank and government teams who are responsible for content development understand what open licences are, the benefits of using them, and how they can be used.
   b. Explore what has already been done by government and other donors regarding use of open licences in the country, as well as what OER might already be available online for adaptation and reuse in the project.
   c. Assess the willingness of government counterparts to use open licences in the project.
   d. Discuss the potential of using open licences and OER with other key stakeholders.

2. **Embed the use of open licences into project monitoring frameworks during design.** Explicitly referencing use of open licences in Results Frameworks (RFs), Intermediate Targets, Disbursement-Linked Indicators (DLIs), and DLI verification tables, among others, when possible. If these steps are not taken, the systematic use of open licences will be less likely, as there are often short-term project delivery pressures or instances when service providers and/or government agencies prefer not to provide access to IP unless required to do so.

3. **Allocate sufficient budget to content creation processes to ensure development of high-quality educational materials.** While this is required regardless of what licences are used, it becomes especially important to ensure that core materials are high quality when planning to leverage investment in content creation/adaptation/translation over time and potentially across multiple contexts. Both government and project budgets sometimes underspend on this aspect, with the result being content of inferior quality. Conversely, though, investing in high-quality materials and then sharing them widely under open licences can serve to reduce poor quality materials, particularly because they remove the financial incentive to use cheaper materials of lower quality.19

4. **Incorporate unambiguous, legally enforceable clauses specifying the use of the chosen open licence and expectations of contracted parties selling products or providing services to the project into all relevant documents, including Expressions of Interest (EoIs), Requests for Proposals (RFPs), tender documents, and contracts.** These clauses should:
   a. Clarify at the outset of procurement processes that specified open licences will be applied to products so that potential providers understand the legal implications of tendering for work, particularly in terms of relinquishing full copyright protection to materials so that open licences can be applied. If the open licence permits adaptation, then all users will have the right to reuse content for other purposes.
   b. Ensure that service providers operate within the framework of copyright law when developing and/or adapting any openly licensed materials, taking into account the specific legal requirements of the open licence that has been chosen for use in the project. This should include an expectation that providers are not illegally using materials to which they do not hold copyright and passing them off as their own work. Further, in cases where service providers propose to adapt or translate existing openly licensed materials, they should verify that they can do so without violating the terms of that open licence (particularly where non-derivative, non-commercial, and share-alike restrictions have been included in the open licence).
   c. Ensure that contractors provide all related assets associated with creating materials as applicable, particularly the editable versions of materials that are needed to make subsequent adaptations (see Section 4.1 below).
   d. Ensure that final payments are contingent on the handover of all assets and IP in all required formats and that there is a clear procedure in place to verify that this has been done satisfactorily before final payments are processed.

5. **Monitor and evaluate implementation of open licences and associated legal requirements at all stages of the project,** as well as ensuring that this is a specified requirement of any Independent Verification Agencies (IVAs) appointed to verify successful attainment of project targets and indicators. For this to be done successfully, agencies and individuals appointed to monitor project implementation or to conduct evaluations will need a strong working knowledge of open licences and will need to play a key role in ensuring that all contractual

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obligations regarding open licences are met. Where impact evaluations are commissioned, it will also be helpful to assess what educational and economic benefits have accrued specifically from use of open licences, if any, to build a long-term evidence base for more widespread use of open licences.

6. Support **capacity development of all key stakeholders** to be able to use open licences effectively in projects, including senior decision-makers within government; Project Management Units (PMUs); procurement officers within PMUs and in relevant government departments; service providers involved in content creation, adaptation, and translation; ICT units within government agencies responsible for establishing and maintaining OER repositories; end-users of OERs (particularly educators); and project monitoring agencies and evaluators, including IVAs where these are appointed. Appendix Two provides a more comprehensive overview of capacity-building suggestions for each of these stakeholder groups.

7. If possible, develop a **supportive policy environment** for use of open licences. For some projects, this entails verifying that copyright and IP policies provide for the use of open licences, such as the Creative Commons framework. This should be feasible, as open licences have been designed to be compatible with international copyright law and tested in multiple countries around the world. Ideally, though, education policies should also explicitly grant permission to government agencies, educational providers, and teachers to use open licences and to share their materials under such licences. Such policies can easily accommodate the ongoing use of all-rights-reserved copyright alongside open licences. Ideally, policies will require that all resources produced with donor or government funding carry an open licence so that publicly funded IP is accessible to all. Currently, many governments and other stakeholders lose access to IP after projects are completed, particularly when they are funded by development partners and government does not ensure its rights to the IP. The content then remains under the control of private companies, NGOs, and other organizations that hold the copyright and disappears, with governments and funders required to purchase it again for new projects. It would be simpler and certainly less expensive if content were easily findable and available in appropriate file formats rather than to have to return to the publisher or other organization that produced the materials to seek them out.

4.1 Considering file requirements

A key issue in the development and use of openly licensed resources relates to the range of formats required for different uses. At a very basic level, an example of this is the difference between an editable document that can be opened in word processing software and a PDF file. PDF is helpful for online distribution and printing purposes, but it is less amenable to editing without specific software. Modifications are more easily accomplished with word processing software. This principle applies to all media types. It is essential to ensure that educational materials are available in all required formats to facilitate adaptation and reuse.

A key consideration is to differentiate between the format of educational materials intended for online use and small-scale printing and those that are intended for large-scale printing, as needed for most World Bank funded projects. Contracts should require that materials are produced in offset print-ready formats; technical assistance should be made available to provide teams with exact specifications.

In projects that are considering digital content distribution, contracts should also require that materials are available in appropriate formats: print-ready PDF, web PDF, HTML, low-resolution JPEGs, and ePub for adaptation, depending on the context and intended use.

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20 This is already the case for research conducted with public funds in North America, Europe, and elsewhere. Several donors have also instituted open access policies for the research they support, most notably the Bill and Melinda Gates Foundation.

21 See Fredriksen, Birger, Brar, Sukhdeep, Trucano, Michael. 2015. Getting Textbooks to Every Child in Sub-Saharan Africa: Strategies for Addressing the High Cost and Low Availability Problem. Directions in Development—Human Development. Washington, DC. World Bank. © World Bank. https://openknowledge.worldbank.org/handle/10986/21876 License: CC BY 3.0 IGO. On page 95, the authors write: ‘In an age where OER is increasingly being incorporated into national educational portals and where open access is increasingly a larger priority for many governments and educational institutions, issues related to open content may become increasingly central to the procurement and use of learning resources, including textbooks.’
5. WHAT ARE THE KEY COSTS?

Most of the costs associated with using OER are similar to costs for any process of development and use of educational materials, but there are a few additional costs that may need to be covered. As noted, use of open licences can reduce some of the costs associated with materials development and distribution. Over time, investment in OER should always generate long-term financial savings, either by reducing costs or by making it possible to re-leverage initial investments over multiple uses in different contexts.

In budgeting for open licenced materials for education projects, consideration should be given to the following:

1. **Raising awareness** about the concept of open licences and their benefits amongst decision makers, middle managers, publishers, and content producers, as described above. Costs might include technical assistance, events, and other consultative processes. Some of these costs might be incurred during project preparation and appraisal, rather than during implementation.

2. **Investment in content creation, adaptation, and translation.** The costs to develop high-quality materials are the same regardless of licence. A key difference is that, where materials under an all-rights-reserved copyright are used, a private publisher or content developer might absorb costs up front in the expectation of recovering them and making a profit through subsequent sale of the content. Where open licences are used, projects will need initial funding for content development costs. Projects can support title development through a lump sum approach or through funding project management. These costs include fees for authors and subject specialists; instructional design; illustration; multimedia development (where required); design and layout; translation; editing and quality control; generating materials in all required formats; and uploading and updating files to a repository, as well as ensuring that they meet all required specifications. Given that open licences preclude developers from generating ongoing revenue from their IP, they need to be fairly compensated for their time and effort.

3. **Maintenance of an online OER repository or, preferably, use of an existing repository** to ensure materials in all required formats are systematically collected and stored during and after project implementation and to provide access to these resources to all relevant stakeholders, including those supporting other projects, countries, and regions, during and after project implementation. This is useful under any circumstances but becomes essential in cases where learning is disrupted and distance learning in some form becomes necessary.

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**Box 5: When a licence is open, but does not permit adaptation**

The Molteno Institute for Language and Literacy (MILL), a South African NGO, has created a business model that entails switching from copyright protected to open licensing for the online version of its Vula Bula graded reading series in 11 South African languages. Online materials in PDF format are free; print copies are sold. MILL restricts its resources to a non-commercial and non-derivative (CC BY-NC-ND) licence so that the integrity of its Vula Bula literacy methodology can be retained.

See [https://molteno.co.za](https://molteno.co.za) and [https://vulabula.molteno.co.za](https://vulabula.molteno.co.za).

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In addition to budgeting for these costs during project implementation, it is also helpful to integrate recurrent costs such as ongoing content updates, repository hosting and maintenance, and printing and distribution into annual education budgets as and where feasible. Without this, sustainability will quickly become a problem, undermining the educational and economic value of project investments. Recognizing that, in some contexts, such sustainability is not likely ever to be achieved in isolation, this may include cross-country collaboration to enable sharing of expenses and pooled investment in activities such as maintaining OER repositories online.
6. CONCLUSION

This toolkit has explored the dimensions and benefits of OER use in educational projects, but it is worth remembering that there is ultimately only one key differentiator between an OER and any other educational resource: its licence. An OER is simply an educational resource that incorporates a licence that facilitates reuse, and potentially adaptation, without first requesting permission from the copyright holder. By leveraging this simple idea, OER has emerged as a concept with potential to support large-scale educational transformation and support more cost-effective improvement of learning outcomes in LMICs. Its power lies in the ease with which such resources, when digitized, can be shared, adapted or translated, and re-shared in print and digitally, depending on circumstances.

OER can also improve quality by using and sometimes adapting resources from elsewhere that have already been peer reviewed. In addition, online content can be reviewed by subject specialists at any point, thus making revisions possible after publication to improve its quality.

Education is a social investment, which should be nurtured if it is to fulfil its potential in creating a more equal world. At its most effective, creating and sharing OER is essentially about harnessing these investments to work together towards a common cause, whether this be within a single institution or across a global network. Open licensing makes this possible, more efficiently, more cost effectively, and more equitably. Thus, we encourage all people working in educational projects with governments around the world to explore the possibilities of harnessing open licences to support attainment of their project objectives. As this toolkit has demonstrated, this can simultaneously bring immediate benefits to projects and leave a lasting legacy once the projects are completed.

For more information and resources, please consult Appendix Two of the Toolkit, which provides links to more detailed resources on key aspects of OER implementation. Contact the Read@Home team for further engagement. You can also keep track of UNESCO’s work in implementing the OER Recommendation by visiting: https://www.unesco.org/en/communication-information/open-solutions/open-educational-resources?hub=785.
APPENDIX ONE: WHAT TO KNOW ABOUT USING CREATIVE COMMONS LICENCES

Information for rights-holders

• Only the copyright holder can apply a CC licence to their work. The copyright holder can be the purchaser or the creator (see Read@Home’s Guide to Copyright in World Bank Projects).

• Rights holders are not required to register with Creative Commons to apply a CC licence to a work.

Information on Creative Commons licences and their application

• Creative Commons does not charge for its licences.

• Version 4.0 is the latest version of CC licences. This version is meant to be better suited to international use, and use in many different contexts, including sharing data. The international licences are drafted based largely on various international treaties governing copyright, taking into account as many jurisdiction-specific legal issues as possible.

• Official language translations are available for the 4.0 licences and CC0. These official translations are translations of the English version and adhere as closely as possible to the original text.

• Creative Commons licences cannot be modified in any way.

• Once a licence is granted, it cannot be revoked unless the user violates the terms of the licence.

• The copyright holder can, on a case-by-case basis, waive some terms of the CC licence, add supplemental terms to the licence, and/or enter a separate agreement with a specific licensee. However, any alternate arrangements will not be considered a CC licence.

Applying a Creative Commons licence

• Use the Creative Commons licence chooser for step-by-step instructions on how to select a licence.

• To apply a CC licence, the copyright holder must include a notice in the original work to indicate the type of licence being used. In books, this notice can usually be found on the page with the copyright information. The text of the licence should include the link to the Creative Commons webpage that discloses the full legal text of the licence and the logo of the licence. The logo can be downloaded for free from the Creative Commons website.

• For online material, use the licence chooser and follow the instructions to include the HTML code. The code will automatically generate a licence button and a statement that the material is licensed under a CC licence. The HTML code will also include metadata, which allows the material to be discovered via Creative Commons-enabled search engines.

• Once the licence has been granted it cannot be revoked unless the user violates the terms of the licence.

For details on marking work with CC licences:


Examples of copyright notice texts for each of the CC licences are provided in Annexes B through G in the Concept Paper on Open Licensing for Ministries of Education in Low and Middle-Income Countries available from https://tinyurl.com/y23pcko3.

This content has been adapted from the following sources:


23 A list of all available translations can be found at https://wiki.creativecommons.org/wiki/Legal_Tools_Translation#Published_translations.

APPENDIX TWO: ADDITIONAL RESOURCES FOR KEY STAKEHOLDERS

Below is a descriptive list with links to resources for key stakeholders

<table>
<thead>
<tr>
<th>Resource</th>
<th>Stakeholders</th>
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<tbody>
<tr>
<td><strong>A Basic Guide to Open Educational Resources (OER)</strong></td>
<td>• Senior decision-makers within government</td>
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<tr>
<td>The purpose of this Guide is to provide readers with a quick and</td>
<td>• Project Management Units (PMUs)</td>
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<tr>
<td>user-friendly introduction to Open Educational Resources (OER) and</td>
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<td>some of the key issues to think about when exploring how to use OER</td>
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<td>most effectively.</td>
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<tr>
<td><a href="http://oasis.col.org/handle/11599/36">http://oasis.col.org/handle/11599/36</a></td>
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<tr>
<td><strong>Capacity Development</strong></td>
<td>• End-users of OERs (particularly educators)</td>
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<tr>
<td>These are online micro courses to build capacity in the design and</td>
<td></td>
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<tr>
<td>development of OER-enabled online learning. These courses will provide</td>
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<tr>
<td>valuable skills for participants wanting to design and publish their own</td>
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<tr>
<td>online courses using the OERu's open source, component-based digital</td>
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<tr>
<td>learning environment.</td>
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<tr>
<td><a href="https://oer4covid.oeru.org/initiatives/capacity-development/">https://oer4covid.oeru.org/initiatives/capacity-development/</a></td>
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<tr>
<td><strong>Create your own OER</strong></td>
<td>• End-users of OERs (particularly educators)</td>
</tr>
<tr>
<td>A tutorial on how to adapt existing OER to better suit teaching context</td>
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<tr>
<td>and how to develop resources and license them with a Creative</td>
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<tr>
<td>Commons licence.</td>
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<tr>
<td><a href="https://www.oerafrica.org/communication/unesco/3-create-your-own-oer/">https://www.oerafrica.org/communication/unesco/3-create-your-own-oer/</a></td>
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</tr>
<tr>
<td><strong>Guidelines on the Development of Open Educational Policies</strong></td>
<td>• Senior decision-makers within government</td>
</tr>
<tr>
<td>This publication provides guidelines and a systematic approach to</td>
<td>• Project Management Units (PMUs)</td>
</tr>
<tr>
<td>develop and implement open educational resources policies in different</td>
<td>• Procurement officers within PMUs and in relevant government departments</td>
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<tr>
<td>contexts to achieve the targets of Sustainable Development Goals 4.</td>
<td>• Service providers involved in content creation, adaptation, and translation</td>
</tr>
<tr>
<td>Using a six-stage approach, the guidelines provide several templates</td>
<td>• ICT Units within government agencies</td>
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<tr>
<td>and questions along with theoretical underpinnings and practical</td>
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<td>examples to help government officials and experts develop policies that</td>
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<tr>
<td>are grounded on the needs of the stakeholders.</td>
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<tr>
<td><a href="http://oasis.col.org/handle/11599/3455">http://oasis.col.org/handle/11599/3455</a></td>
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<tr>
<td><strong>How do CC licenses operate?</strong></td>
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<tr>
<td>Frequently Asked Questions on Creative Commons licences—what they are</td>
<td>• Project Management Units (PMUs)</td>
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<tr>
<td>and what each licence entails; copyright and legal issues; choosing a</td>
<td>• Procurement officers within PMUs and in relevant government departments</td>
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<tr>
<td>licence; business models (mainly relevant to the US); etc.</td>
<td>• Service providers involved in content creation, adaptation, and translation</td>
</tr>
<tr>
<td><a href="https://creativecommons.org/faq/#how-do-cc-licenses-operate">https://creativecommons.org/faq/#how-do-cc-licenses-operate</a></td>
<td>• ICT Units within government agencies</td>
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<tr>
<td>Resource</td>
<td>Stakeholders</td>
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<td>---------------------------------------------------</td>
<td>-------------------------------------------------------------------------------</td>
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<tr>
<td><strong>Marking your work with a CC License</strong></td>
<td>• ICT Units within government agencies&lt;br&gt;• Service providers involved in content creation, adaptation, and translation</td>
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<tr>
<td><a href="https://wiki.creativecommons.org/wiki/Marking_your_work_with_a_CC_license#How_to_use_the_CC_License_Chooser">https://wiki.creativecommons.org/wiki/Marking_your_work_with_a_CC_license#How_to_use_the_CC_License_Chooser</a></td>
<td></td>
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<tr>
<td>This is an explanation on how to use the CC licence chooser. It goes through all the steps, with illustrations. The CC licence chooser will be found at: <a href="https://chooser-beta.creativecommons.org/">https://chooser-beta.creativecommons.org/</a></td>
<td></td>
</tr>
<tr>
<td><strong>OER Africa learning pathways</strong></td>
<td>• Service providers involved in content creation, adaptation, and translation&lt;br&gt;• End-users of OERs (particularly educators)</td>
</tr>
<tr>
<td>OER Africa is developing and testing innovative alternative approaches to continuing professional development (CPD) for academics. These approaches comprise short tutorials or learning pathways) that engage participants in authentic learning tasks. They also provide access to useful, up-to-date OER. As of March 2022 there are seven learning pathways: finding open content; adapting open content; open access publishing; design for learning I and II; communicating research findings; and online facilitation.</td>
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<tr>
<td><a href="https://www.oerafrica.org/book/learning-pathways-open-education-online-tutorials">https://www.oerafrica.org/book/learning-pathways-open-education-online-tutorials</a></td>
<td></td>
</tr>
<tr>
<td><strong>OER Commons: OER Authoring &amp; Editing Tools</strong></td>
<td>• End-users of OERs (particularly educators)</td>
</tr>
<tr>
<td>The OER Commons Authoring section supports educators and users that want to create and build OER content. OER Commons provides you with three software programs: Open Author, Lesson Builder, and Module Builder that allows you to create and author OER rich-media text presentations, OER interactive lessons, and OER interactive modules.</td>
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<tr>
<td><a href="https://www.merlot.org/merlot/viewMaterial.htm?id=1268041">https://www.merlot.org/merlot/viewMaterial.htm?id=1268041</a></td>
<td></td>
</tr>
<tr>
<td><strong>Open education, copyright and open licensing in a digital world</strong></td>
<td>• Procurement officers within PMUs and in relevant government departments&lt;br&gt;• Service providers involved in content creation, adaptation, and translation</td>
</tr>
<tr>
<td>This is an open course that guides learners through OER, copyright, Creative Commons, and openness in learning.</td>
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<tr>
<td><a href="https://course.oeru.org/lida103/">https://course.oeru.org/lida103/</a></td>
<td></td>
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<tr>
<td><strong>Understanding OER</strong></td>
<td>• Senior decision-makers within government&lt;br&gt;• Project Management Units (PMUs)&lt;br&gt;• Procurement officers within PMUs and in relevant government departments&lt;br&gt;• Service providers involved in content creation, adaptation, and translation</td>
</tr>
<tr>
<td>This guide explains OER concepts. It is divided into two tracks—the practice track, which is aimed at people who interact with OER directly, such as course and materials developers, teaching staff. These topics aim to provide skills to find, evaluate, adapt and distribute OER. The second track—the trends track, which is aimed at people who are interested in OER as a movement and want to investigate how best to encourage the growth of local, national and regional communities of practice. These would include policy makers, education support staff, and researchers. Topics focus on changing patterns of use, identifying exemplary OER initiatives, developments in open licensing, and adoption rates for African academics and institutions.</td>
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<td><a href="https://www.oerafrica.org/understanding-oer">https://www.oerafrica.org/understanding-oer</a></td>
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APPENDIX THREE: SAMPLE AGREEMENT FOR OPEN LICENSED CONTENT CREATION

Below is an illustrative example of a contributor agreement for content creators in an openly licensed content development activity run by a South African NGO called Book Dash. Book Dash brings authors, illustrators, editors, and designers together into collaborative workshops to create children’s books. It shares its children’s stories on its platform while also making source files available for e-book versions and high-quality PDFs for large commercial print runs. Book Dash books can be read online, downloaded as ebooks, or downloaded as a set of print-ready cover and interior PDFs which meet Preflight standards. While Book Dash is digital first, it is print focused, so it creates all books with the intention to print them when orders and funds are available. Thus, Book Dash uses InDesign, a proprietary desktop publishing software owned by Adobe, to create its templates and input text and illustrations.

When you participate in any way in a Book Dash, you help create intellectual property that belongs to you: stories, images, translations and more. Legally, you own the copyright in your contribution, but it would often be impossible to say where your contribution ends and another participant’s begins. All participants sign this simple agreement to open-license our contributions using a Creative Commons Attribution licence. You can find out more about Creative Commons licences at https://creativecommons.org/licenses.

Your contribution is everything you bring or produce on the day (the books and all their component parts). This way, others can re-use what we make (for instance by printing our books or translating them into other languages), as long as they give credit to the Book Dash participants involved. The Book Dash organisers will make the electronic files you help create available online for other projects to share, adapt and reproduce.

Media
Please also understand that any photographs or media taken of you at the Book Dash could be used publicly, along with your name.

Agreement
If you are under 18 must get your parent or guardian to sign to show consent to this agreement.

By participating in this Book Dash, I (named above) licence my entire contribution under a Creative Commons Attribution 4.0 Licence (https://creativecommons.org/licenses/by/4.0/).

I have the right to licence my contribution under a Creative Commons Attribution 4.0 Licence. I do not require anyone else’s permission to grant this licence.

I understand that this licence means anyone is free to share (copy and redistribute the material in any medium or format) and adapt (remix, transform, and build upon the material) my contribution for any purpose, even commercially, and I cannot revoke these freedoms.

<table>
<thead>
<tr>
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<table>
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<th>Email address</th>
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<table>
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<table>
<thead>
<tr>
<th>Book Dash location</th>
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<tbody>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Book Dash date</th>
</tr>
</thead>
<tbody>
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</table>

Signed

https://docs.google.com/document/d/1BdRFv6bEjertExwkk5Hc7e7GYPy27z6ENOJgnyWt46xA/edit#heading=h.40bou7qza6kr