

## **EDUCATION SECTOR PPPs**

Education is basic right of every citizen, and it is the fundamental responsibility of the state to provide basic free education to its citizens. Pakistan, since its existence, has tried to provide quality education.

### **Eighteenth (18<sup>th</sup>) Constitution Amendment - Education Sector Perspective**

With the passage of 18th Constitutional amendment, **Article 25-A** has now been added to Chapter – 1 of the Constitution, which is titled as “Fundamental Rights”. These Fundamental Rights are guaranteed for all citizens of Pakistan by the Constitution. Article 25-A of the Constitution guarantees the right to free and compulsory education to all children of age 5 to 16 years in Pakistan. The full text of the Article is reproduced herein below:

*“The state shall provide free and compulsory education to all children of the age of five to sixteen years in such a manner as may be determined by law”.*

### **The Sindh Right of Children to Free and Compulsory Education Act, 2013**

In addition, the 18th Constitutional amendment abolished the Concurrent List, which made education a provincial subject. Therefore, in pursuance of the passage of 18th amendment and insertion of Article 25-A in the Constitution, Sindh became the first province to pass “**Right of Children to Free and Compulsory Education Act**” in the first quarter of 2013.

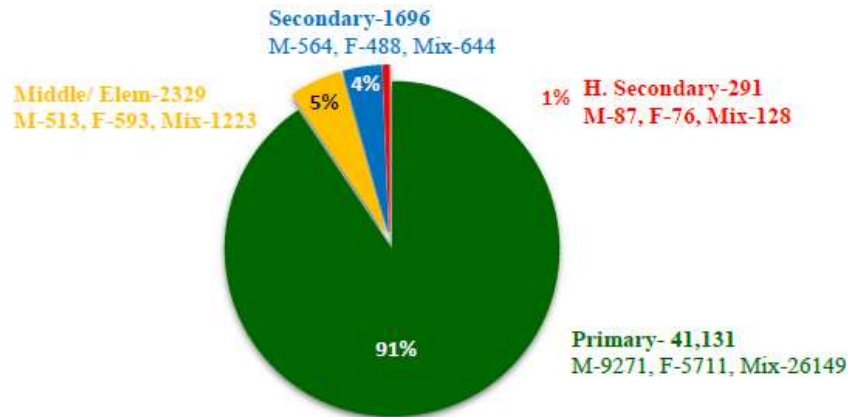
The Preamble of the 2013 Act clearly states that “it is expedient to provide for the right to education to all children of the age of five to sixteen years as envisaged in Article 25-A of the Constitution of the Islamic Republic of Pakistan, 1973.”

## **THE CURRENT SCENARIO OF EDUCATION SECTOR IN SINDH**

### **Introduction**

Sindh lags behind on a number of indicators including access, quality and equity, which measure progress against the goals set by Article 25-A of the Constitution of Pakistan, the Sindh Right of Children to Free and Compulsory Education Act, 2013, and the Sustainable Development Goals (SDGs).

There are 45,447 public schools being run by the School Education & Literacy Department, Sindh; out of which 41,131 schools, making it to a massive 91%, are primary schools. Whereas, the ratio of middle, secondary and higher secondary schools is merely at 9%, illustrating the huge gap between primary and post primary education in the province, as shown in the pie chart below:



(Source: SEMIS Census 2015-16)

### ACCESS TO EDUCATION

According to SEMIS Census 2015-16, the 45,447 schools being run in Sindh have a total enrolment of 4,145,219 students, who are taught by 115,598 teachers, as detailed in Table below:

Table: Number of Institutes, Enrolment and Teachers in Sindh

Sindh Province School Level	Number of Institutes				Enrolment			Teacher		
	Boys	Girls	Co-Ed	Total	Boys	Girls	Total	Male	Female	Total
Primary	9,271	5,711	26,149	41,131	1,648,607	1,039,794	2,688,401	68,428	24,514	92,942
Middle/Elementary	513	593	1,223	2,329	147,898	117,948	265,846	8,395	5,215	13,610
Secondary	564	488	644	1,696	490,291	346,103	836,394	22,207	16,604	38,811
Higher Secondary	87	76	128	291	232,384	122,194	354,578	7,089	3,764	10,853
<b>Total:</b>	<b>10,345</b>	<b>6,808</b>	<b>28,144</b>	<b>45,447</b>	<b>2,519,180</b>	<b>1,626,039</b>	<b>4,145,219</b>	<b>106,119</b>	<b>50,097</b>	<b>156,216</b>

Source: SEMIS Census 2015 - 2016

### THE MISSING FACILITIES

The state of basic facilities in the schools is also a serious concern, which is given below:

- 22,933 schools (approx. 50%) do not have drinking water facility;

- 20,833 schools (approx. 46%) do not have toilet facilities;
- 28,554 schools (approx. 63%) do not have electricity;
- 18,792 schools (approx. 41%) do not have a boundary wall.
- 5,384 schools (approx. 12%) are non-functional schools;
- 7,120 schools (approx. 16%) are shelter-less / without buildings;
- 11,133 schools (approx. 24%) are one-room schools; and
- 17,274 schools (approx. 38%) are two-room schools.

The state of education facilities may be one of the major reasons for a lower enrolment in public schools and a high dropout rate at the primary level.

### **OUT OF SCHOOL CHILDREN**

Despite many reforms and efforts, Sindh has not been able to reduce the out-of-school children ratio, including both the drop-outs and left-outs, which nearly remains the same over the last few years. There are 12 million children of age 5-16 years in the province, out of which 6.67 million (approx. 56%) are out of school.

(Source: Pakistan Education Statistics 2015-16)

### **PUBLIC PRIVATE PARTNERSHIP (PPP) IN EDUCATION** **EMERGENCE OF PPPs IN EDUCATION**

The main rationale for developing public private partnerships (PPPs) in education is to maximize the potential for expanding equitable access to schooling and for improving education outcomes, especially for marginalized groups.

PPPs have emerged as a powerful policy tool, through which the School Education & Literacy Department is building strategies and networks for engaging the private sector, in public education, that will support quality improvements in education and help achieve the education targets set out under the Constitution of Pakistan.

Although there are many forms of PPPs, but the government contracts out private providers to supply a specified service of a defined quality at an agreed/fixed periodic price for a specific period of time. These PPP (Concession) Agreements contain rewards in case of timely

completion of assigned tasks, and penalties for non-performance. Under this mechanism, the private sector shares the financial risk in the delivery of public services.

**EDUCATION MANAGEMENT ORGANIZATION (EMO) PROJECT**

An innovative endeavor of the School Education & Literacy Department (SELD), Government of Sindh initiated under the Sindh Basic Education Program (SBEP) in collaboration with USAID. Upon completion of 106 construction schools under the SBEP in District Khairpur, Sukkur, Dadu, Qamber-Shahdatkot, Kashmore-Kandhkot, Jacobabad, Larkana and in five towns of Karachi, the management of schools are outsourced to credible organizations from the private sector with expertise in education via PPP mode and the policy reform of Sindh Education Management Organization (SEMO Policy2015).

The EMOs reform is an important part of the Government’s strategy towards developing Sindh’s education sector, and meet targets of access and quality and improving the literacy rate. This reform supports the Government’s compliance with Article 25-A of the Constitution of Pakistan, and the “Sindh Right of Children to Free and Compulsory Education Act, 2013” passed by the Government of Sindh.

EMO Project Core Features

<ul style="list-style-type: none"> <li>i. Management contract of 10 years;</li> <li>ii. Better quality of education;</li> <li>iii. Reducing inefficiencies and addressing the management gaps in public education through well managed partnerships;</li> <li>iv. Capacity building of Teaching staff;</li> <li>v. Improved School Governance and Management;</li> <li>vi. Ownership of school remains with the Government;</li> <li>vii. Totally free education (no tuition or any other fee);</li> </ul>	<p>EMO achieves better management of Schools by achieving Key Performance Indicators (KPIs) that include but not limited to following:</p> <ul style="list-style-type: none"> <li>✓ Establishment &amp; maintenance of Science Labs</li> <li>✓ Establishment &amp; maintenance of Computer Labs</li> <li>✓ Installation &amp; maintenance of solar power system for school</li> <li>✓ Develop &amp; implement annual school management plan</li> </ul>
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<p>iii. Government school staff will continue to work at school. EMOs are allowed to hire additional but needful staff to facilitate learning process effectively.</p>	<ul style="list-style-type: none"> <li>✓ Continuous Professional Development (CPD) of staff (Teachers Training)</li> <li>✓ Development of Assessment System and lesson planning</li> <li>✓ Development of MIS System</li> <li>✓ Biometric attendance system</li> <li>✓ Interaction with community and parents</li> <li>✓ Students enrolment at optimum level</li> <li>✓ Improvement in retention and drop-out;</li> <li>✓ School repair &amp; maintenance</li> <li>✓ Improved health and hygiene practices, and</li> <li>✓ Sporting activities</li> </ul>
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The model is performance-based that assesses PPP service delivery with KPI achievement through Independent Experts (IE) and financial payments through an Independent Auditor (IA) review. The performance-based model penalizes EMO party for low performance below required benchmarks and can trigger contract termination for non-achievements of KPIs.

The payment disbursement to EMO is made through Viable Gap Fund (VGF) of GOS - a standardized method for all PPP projects. The amount is paid after certification of third party i.e. IA, on basis of achievement ratio of KPIs as evaluated by IE.

#### Execution of Concession Agreements

Following are the six (06) cycles of procurement that have been completed in which 35 Concession Agreements have been signed between SELD and ten (10) EMOs i.e. Sukkur IBA, Beaconhouse, SZABIST, The Citizens Foundation, Charter for Compassion, HANDS, Indus Resource Center, SRSO, Sindh Madressah Board and Dar-e-Arqam. The Management of the 81 schools along with 90 GoS priority schools (Grouped schools) have been handed over successfully to the operators to date.

RFP 1	RFP 2	RFP 3	RFP 4	RFP 5	RFP 6
4 Schools	5 Schools	14 Schools	45 Schools (20 USAID 25 Grouped)	71 Schools (25 USAID 46 Grouped)	32 Schools (13 USAID 19 Grouped)
Bid Price 704 million	Bid Price 839 million	Bid Price 2,048 million	Bid Price 2,046 million	Bid Price 2,384 million	Annuity 1,177 million
3,206 Students	3,600 Students	12,062 Students	21,000 Students	32,920 Students	13,944 Students
Operational since February 2016	Operational since February 2017	Operational since February 2018	Operational since April 2019	Operational since April 2021	Expected to be operational from December 2021
Cost Per Child Per Month PKR 1,832	Cost Per Child Per Month PKR 1,942	Cost Per Child Per Month PKR 1,415	Cost Per Child Per Month PKR 812	Cost Per Child Per Month PKR 604	Cost Per Child Per Month PKR 704

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Initial three (3) rounds of procurement for 23 schools completed on single school basis. Each school has a separate concession agreement. The response from local communities to EMO project has been astonishingly above expectations that is evident from the fact that most of the schools had achieved more than optimum enrolments for initial three rounds of procurements i.e. request for proposal (RFPs). During the initial RFP # 1 and #2, the cost per child appeared to be on higher side, however, during one of the PPP Policy Board meeting the Chief Minister Sindh opined the cost would gradually be on lower trajectory upon further rollout of subsequent RFPs. Such wisdom of the provincial chief executive eventually prevailed and cost for RFP # 4 onwards reduced to more than a half and achieved great economies of scale. The cluster model approach to expand beneficiary surroundings is prodigious achievement in the overall objectives of the Project.

### **TEACHER TRAINING INSTITUTE & COLLEGE (TTIC) PROJECT**

There are several elements that need to come together to ensure quality education but nothing compares with the central role of the teacher. Research shows that a child's teacher can make a bigger difference to his or her educational success than most other school factors.

Hence, if Sindh is to provide quality education to its children, the effort must be rooted in raising teacher quality. However, this is considerably challenging given the poor quality of teachers already in the system. Parents describe teachers as unmotivated, not concerned about children or simply never in school. In-service training with such teachers is then a huge challenge owing to their aptitude and motivation.

There is a greater potential for improving teacher quality by attending to pre-service teacher training. By setting high standards for admission, teacher education institutions can filter out individuals who do not have the capability and passion for the profession. A longer duration of the program, such as four (04) years for an undergraduate program, can ensure that prospective teachers get the time to internalize the knowledge, skills and dispositions of a professional teacher. Opportunely, there have been recent initiatives to improve pre-service teacher training in Pakistan, such as the development and rollout of new undergraduate curricula such as the 2-year Associate Degree in Education and the 4-year B.Ed (Hons) Elementary programs.

The TTIC Hussainabad project is the first PPP project of Government of Sindh executed based on an unsolicited proposal from the private sector. The SELD after thorough procurement process and with the approval of PPP Policy Board executed the Management Contract with Durbeen (private party) on 1st March 2019 for Government Elementary College of Education (GECE) Hussainabad, Karachi.

The Management Contract is of 10.5 years comprising of A) initial six months for the installation period i.e. refurbishment, revamping of physical infrastructure, setting-up labs, library, subscription of national and international journals, biometric attendance and MIS system and B) O&M period.

The project is under operational phase since July 2020. The private party i.e. Durbeen developed syllabus in coordination with University of Helsinki, Finland, Aga Khan University and Karachi University. High quality teaching staff (qualifications from prestigious local and international universities such as Harvard University) has been engaged. Students are given free laptops and a guaranteed job placement upon graduation are some of the salient features of this project.

The model is performance-based that assesses PPP service delivery with KPI achievement through Independent Expert firm (AASA Consulting) and financial payments through an Independent Auditor (A.F Ferguson & Co.) review. The performance-based model penalizes EMO party for low performance below required benchmarks and can trigger contract termination for non-achievements of KPIs.