Partnerships for Equity in Education in South Asia

Prospects and Challenges

September 2011
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We hope that the recommendations from this study will provide a useful way forward.

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### Acronyms

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Executive Summary

Background

The right to education, as enshrined in the UN Convention on the Rights of the Child, is affirmed as a fundamental right within the national constitutions of South Asian countries. This right is commonly backed by law and reinforced by international rights-based instruments, such as the Universal Declaration of Human Rights (UDHR) 1948, the Convention on the Rights of the Child (CRC) 1989 and EFA Declaration (1990/2000). The global compacts of the Millennium Development Goals (MDGs) and Education For All (EFA) are set as time-bound targets to be reached by 2015 for poverty reduction and gender equality.

According to the UNESCO Institute of Statistics (UIS) nearly 68 million children are not in school worldwide, more than half of whom are girls and, of those, 25 per cent reside in South Asia trapped in the vicious cycle of poverty and extreme disadvantage (Huebler, 2010). Globally 795 million adults, 64% of whom are women, still lack basic literacy skills (UNESCO, GMR 2011). Most countries of South Asia are struggling to achieve the targets of the MDGs and EFA as they are constrained by a number of variables, such as a lack of resources, governance gaps, uneven capacities and unpredictable emergencies (e.g. natural disasters, conflicts and post-conflicts).

In order to help countries reach the MDGs, UNICEF is focusing on an equity based approach, where the most marginalized groups are targeted. An equity based approach will likely have the most significant impact on the hardest to reach communities and reduce disparities within a country. However, reaching the most educationally disadvantaged groups has been, and will be, a major challenge for national governments. As such, cultivating creative partnerships among the government, the private sector, non-governmental organizations and international donors could potentially aid in the provision of education for the hardest to reach populations.

In response to supply side bottlenecks in education service delivery, the governments in South Asia are invoking partnerships for improved resource mobilization, efficiency and quality. Partnerships such as these are not a new approach in South Asia and resonate within a wider historical context of private engagement for the public good (Chahoudet al., 2007). Such forms of giving and collaboration are established traditions that could potentially build upon strategies to meet the challenges of EFA and MDGs. The traditions of partnerships, however, must be considered within the current institutional discourse on rights-based education for all.

Objectives of the Study

This study, ‘Partnerships for Equity in Education in South Asia: Prospects and Challenges’, commissioned by the United Nations Girls’ Education Initiative (UNGEI), was undertaken: (a) to understand the current roles and possible benefits of the varying partnerships in education equity; (b) to examine the possible role of Public Private Partnerships and Corporate Social Responsibility can play in addressing gaps in gender and equity and; (c) in response to a call for guidelines on promoting PPPs and enhancing resources for realization of EFA goals by 2015 through an internal collaborative fund, development partners and the corporate sector (Dhaka Declaration, Ministerial South Asia EFA Forum Meeting December 2009 – see Annex C).
The countries selected as case studies were Bangladesh, India, Maldives and Pakistan. In each country, the policies, laws, strategies and evidence on PPPs and Corporate Social Responsibility (CSR) and innovative financing were examined within local contexts, juxtaposed against challenges of Education for All/MDGs.

The study elaborates core working concepts of: giving/philanthropy; foundations; non-state providers such as the private sector, corporations and non-governmental organizations in education management and finance; and innovative financing tools and their use in reaching the most marginalized groups.

Critical Approaches

An equity-focused approach: Key defining features of equity are fairness without discrimination to personal and social circumstance and inclusion for basic entitlements that are outcomes driven.

1. ‘Equity-focused approach’ to reach groups that suffer critical disparities is based on evidence examined in depth for 60 countries (low to middle income levels). A fundamental finding was that children from the poorest quintile were around 1.5 times less likely to receive measles immunizations or to attend primary school, than the children from the richest quintile, and girls were more likely to be excluded due to cultural and traditional barriers. The equity-focused approach thus targets those children who are facing multiple vectors of exclusion that are widening the gaps for meeting MDGs 2 and 3 and the EFA goals.

2. Frames of exclusion: An equity-focused approach must also identify zones of exclusion for the bottom quintile. This group is likely to suffer persistent education poverty and discrimination, both visible and invisible (UNESCO, GMR 2010, 2011; see also Annex A). This group often includes a high proportion of girls. The out-of-school children (OOSC) include: children never enrolled; dropouts; and those at risk of poor learning and dropping out without completing early childhood, primary or lower secondary education. Gender, geography, customary traditions, poverty and emergency and displacements are the distinctive characteristics of such groups. Any initiative for mobilizing partnerships must address these frames of exclusion likely to affect girls disproportionately in South Asia.

Shifting Role of the State – Expanding Potential for Partnerships

1. Role of the state: As a right and public good, education is often considered a state responsibility. With mounting financial, management and service delivery gaps to meet the challenges of EFA goals, arguments have been forcefully put forward to revisit the traditional role of the modern state as the sole financier, provider and manager of services. The new interpretations suggest that the state should be viewed not only as a financier, provider and manager, but also an enabler and regulator. Its new role calls for creating ‘enabling provisions’ and financing options for many more to participate. The changing role of the state has created the possibility of new partnerships for equity focused, outcomes-based targets.

2. Non-state providers (NSPs): NSPs represent a diaspora: from for-profit/commercial to non-profit institutions; from secular to faith-based organizations such as mission schools and madrasas; philanthropic groups; community-based initiatives through formal or non-formal mechanisms and many others. Non-state Providers can be providers of education from early childhood to post-secondary and technical and/or special/non-formal education. They can also
be providers of teacher training, research, textbook development, school feeding programmes, supervisory oversight and other ancillary services to the sector. NSPs in education can also be categorized under the broader umbrella of the private sector.

3. **Private education:** Private education has many definitions but is generally defined as ‘all formal schools that are not public, and may be founded, owned, managed and financed by actors other than the state, even in cases when the state provides most of the funding and has considerable control over these schools (teachers, curriculum, accreditations etc.)’ (Kitaev, 1999, p.43, cited in Rose, 2007b). In other words, what is defined as private may vary. For example, a private school can be a) funded by the government but managed by a NSP, b) funded fully and managed by the NSP or c) any combination thereof. Private sector partnerships can complement or supplement the government’s role in education provision and delivery.

### Concepts and Terminology

**Public–Private Partnerships (PPPs)**

**Characteristics of PPPs:** PPPs or 3Ps, as defined by the Asian Development Bank, are “a range of possible relationships among public and private entities in the context of infrastructure and other services” (ADB, 2008). PPPs are also referred to as PSPs or privatization, although the three have different meanings. 1. **PSPs** are normally a partnership between a government entity and a private partner which possess technical capacity or financial backing. “The structure of the partnership should be designed to allocate risks to partners who are best able to manage those risks and thus minimize costs while improving performance” (Ibid).

As PPPs are still an evolving construct, when used in the context of education, the definition can be quite wide-ranging. This means that PPPs can be defined, and will be in this paper, as both the private management of government resources/finances and the private financing of public services. In practice this could look like educational institutions that are

1. run by a private entity but funded by the government, such as an NGO run school;
2. funded by the private sector but open to the public, such as a technical or vocational programme run by private company;
3. privately funded and privately managed, such as a traditional private school.

This list is not exhaustive and many variations exist.

**Multi-stakeholder Partnerships (MSPs)**

Multi-Stakeholder Partnerships for Education are another emergent concept. They are distinguished from PPPs to mean a broader coalition of partners that brings together different stakeholders from different sectors (government, the private/corporate sector, Civil Society Organizations, international organizations and others).

**Corporate Social Responsibility (CSR)**

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1. PSPs are normally a transfer of service to the private sector through contracts while privatization is the sale of operating assets or services to the private sector (ADB, 2008).
An evolving concept: CSR is a broad and evolving concept with no consistent definition. CSR can be seen as a comprehensive set of policies, practices, and programmes to be integrated throughout business operations and processes. CSR can manifest in corporate giving/philanthropy or socially conscience behaviours, such as enforcing environmental standards or good labour practices. There is now growing acceptance of the role of private and corporate sectors in developing and transition economies, providing wider societal goals that go beyond the horizon of their traditional economic activities.

CSR has traditionally been a voluntary practice for industry. However, CSR today is becoming mandatory in countries for which annual public reporting is required. CSR is guided by both government laws and self-regulation in compliance with voluntary business codes (ISO Standards) to achieve a balance of economic, environmental and social imperatives that address the expectations of shareholders and stakeholders.

Innovative Financing Tools

Innovative Financing Tools have been pursued by a number of governments and international agencies in an attempt to meet the resource gap to achieve EFA targets and the MDGs. In 2002 at Monterrey, a call was made for exploring innovative sources of financing for MDGs (para. 44). In 2006 the Leading Group for Innovative Financing for Development was formed ‘with 63 member countries with different levels of development alongside international organizations and NGOs’. The Leading Group ‘seeks to promote the implementation and definition of innovative financing mechanisms around the world’ (www.leadinggroup.org/rubrique69.html).

The Leading Group’s Task Force on Innovative Financing for Education is charged with exploring mechanisms that can bring additional resources to the sector to meet the MDGs and EFA targets. The Task Force is expected to generate actionable ideas for the education sector (Meeting 18 February 2011, cited at www.leadinggroup.org/rubrique265.html).

Innovative mechanisms tested and under review are:

a. Education tax or cess is a special tax that is levied to generate funds for the education sector. Cess may be used to mobilize additional revenue for a particular head of expenditure when the budgetary allocation is inadequate. Access can be an expedient political tool. Its major challenge is to ensure that its collection and use are transparent, for the public and time-bound. India has implemented this tool in South Asia, whilst the Philippines in South East Asia has been implementing a 1% real estate tax to finance education.

b. Rural Education Development Fund. For example, both rural and urban private schools in Nepal are required to contribute 1.5% of their gross income [except income from transportation and food] for the preceding academic year to the Rural Education Development Fund (Government of Nepal, 2001).

c. Debt-for-education swaps refer to the ‘the cancellation of external debt in exchange for the debtor government’s commitment to mobilize domestic resources for education spending’ (UNESCO, 2009a).

d. Diaspora bonds are bonds issued by a country to its own diaspora to tap into their wealth in the adopted developed countries. Examples include Israel, India, Lebanon and Sri Lanka. However, these have so far not been tested in education (Leading Group, www.leadinggroup.org/rubrique265.html).
e. **Cash on delivery (COD)** is a proposal developed by the Center for Global Development in Washington to provide additional funding to developing countries in return for achieving progress against pre-agreed targets.

There are many other innovative mechanisms under consideration by the Leading Group, such as Global/Humanitarian Lotteries, Education Venture Funds etc., elaborated in section 2.4.

**Regional Overview and Recommendations**

Specific recommendations for each country in the study are given separately below. However, the case studies generated multiple common ideas for both the region and for South–South cooperation in the emergent areas of PPPs, CSR and innovative financing of the education sector for timely gains to meet EFA targets and the MDGs:

- In all South Asian countries, the tradition of generous philanthropy and direct giving should be well acknowledged and further encouraged.

- The current discourse on shifting roles of state and society to shared responsibilities can be useful given the recurrent problems of governance and accountability. However, a risk is that it will lead to the shifting of the state’s fundamental obligation on to its citizens, which could exacerbate the challenges of equity, discriminatory practices, unmet basic needs and poor service delivery.

- The traditional grant in aid instrument, in place in South Asia since 1854, for improving access and quality through the private sector was examined in three out of four countries. It needs both a country-specific and regional overhaul for its potential to become more equity and gender focused in the run-up to the MDGs/EFA targets. A regional consultation should be organized for a thorough review of current practices of grant in aid through an equity lens and to redesign the plan accordingly.

- Each country would benefit by developing its own toolkit on the mechanisms, directory of policies/laws, best practices and key players for equity-focused PPPs and CSR by all key stakeholders, consistent with the aims of EFA and the MDGs.

- The story of Bangladesh should be further studied and examined. With virtually all education at the secondary level, and a majority at the primary level, being provided through multiple variations of partnerships, the case of Bangladesh could provide a number of lessons learned and innovative approaches for the rest of South Asia, especially in regard to the global discourse on public and private providers for equity and entitlements backed by state responsibility. This further study could provide, for all concerned, a better understanding of the possibilities and impact of public–private provision in the run-up to the EFA/MDGs.

- Key donors (bilateral and multi-laterals) within each country context need to devise a well aligned strategy and policy on PPPs and CSR within the framework of an equity-focused approach, concern for children and aid effectiveness. This must be done both independently and jointly with key stakeholders. Whilst PPPs have been acknowledged and understood as an increasing phenomenon, CSR is still met with ‘mixed feelings’ for programming purposes in the education sector. CSR needs to be explored as a two-way process for closer alignment of the challenges of human development, providing data-driven options for industry to support equity-focused programmes for children and youth with high impact.
COUNTRY CASE STUDIES

The four country case studies below, Bangladesh, India, Maldives and Sri Lanka, examine the level and means in which the government interacts with external partners in order to provide education. The country studies provide an in depth look at these partnerships, which vary considerably. Each partnership has a different role and attempts to mitigate the multiple pressures placed on the governments to deliver accessible, quality and equitable education. However, the system of PPPs is needs to be further developed for greater impact; below are the major findings, issues and recommendations for each country.

Bangladesh

Bangladesh allocates a mere 2.2 per cent of GDP for education. Bangladesh does present successful indicators on gender parity index (GPI) in primary and secondary enrolment; however, gaps in the quality of education at the primary and secondary levels do still exist.

Bangladesh has substantial private sector engagement in education. In Bangladesh, 97 per cent of secondary and 54 per cent of primary education provision is through private providers in some form or another. Mostly, the partnerships exist in the framework of government provision of financial support through Monthly Payment Orders (MPOs/grant in aid) and stipends for girls up to grade X. It is argued, however, that this blanket approach to PPPs may lead to bleeding of precious resources to groups who can well afford private education. Conversely, education is mandated as a fundamental right under the constitution, which can be seen as a delegation of the responsibility of provision to the government.

Bangladesh has been using an integrated approach in order to fill gaps in education and reach the most marginalized populations. Bangladesh also has a policy on PPPs in place which was endorsed by the recently approved National Education Policy 2010, particularly for vocational technical and ECE. There is now room to explore further an expanded and institutionalized approach to PPPs for addressing the disadvantaged groups through a sector-wide approach. The civil society organizations have played a complementary role in addressing issues of access and quality.

Findings, Issues and Recommendations

Policy and Frameworks

• **Integration and Engagement:** Bangladesh has an engaged and integrated private sector in education. However, the discourse on PPPs is neither popularly articulated in the public domain nor is it fully embedded in policy and operational levels.

• **CSR Policy:** The government also has no explicit policy on CSR, but there are encouraging trends by some ministries (Commerce and Information) urging private industry to engage in CSR activities that are tax deductible to ensure more and predictable financial support.

• **Defining PPPs in Bangladesh:** There is an urgent need to deconstruct what is public and private in Bangladesh in order to determine best practices and develop comprehensive frameworks. Especially considering the broad definition of PPPs, and that the vast majority of primary and secondary education is provided by non-state actors, it is difficult to determine what level and type of relationships between government and the private sector exist. Most
provision is by non-state providers, financed by stipends and MPOs. There is room to explore the partnership options within a wider and innovative paradigm for an equity-focused approach.

**Transparency and Coordination**

- **Regulatory regimes**: A trust deficit exists between the government and CSOs. This can lead to inefficient partnerships, and may impede service delivery if the government regulates actions too closely. At the same time, it is important to be transparent to ensure equitable service delivery.

- **Institutional presence**: The establishment of a full-fledged PPP/CSR unit within the Ministry of Education would be beneficial to ensure that all partners understand the scope and limits of partnerships, offer complete information on the practices and regulations that may be associated with each scheme.

- **CSR Centre Bangladesh**, set up with patronage from the Bangladesh Enterprise Institute (BEI), requires specific support along with a group of CSOs to: a) develop CSR policy guidelines for education support; b) work with industry to address gender equity-focused options; c) develop tracking/documentation systems; and d) generate case studies/best practices for equity-focused programmes addressing gender equality.

- **Other interpretations of PPPs**: As the definition of PPPs is quite broad, there is concern that all initiatives are not being factored in the debate. These include: NSPs’ engagement in policy dialogues and contribution to policy-making, budgeting and programming/design for large-scale sector-wide education programmes; and financing of education through MNAs/MPAs grants. The latter are technically not a PPP as they are government financed schemes allocated through elected representatives.

**Predictability**

- **Revisiting the grant in aid/MPO programme**: Currently financial support from the government to private schools through MPOs is not performance-based, which can lead to inefficiency. For example, once an institution is registered under the MPO system, it is difficult to stop the support or to withhold registration. There is an urgency to review the MPO system of grant in aid, as in India, in order to implement a more outcomes-based accountability and quality-focused programme. There is also a need to re-examine the role of non-state providers and the government for a more targeted equity focus. Currently it is only access-focused, not quality-focused.

- **National Education Policy 2010 – widening the scope for PPPs**: This policy may aid in formally engaging CSR and formal PPPs. Formal engagement may lead to predictability in funding. Predictable funding can lead to better planning in the education sector, including implementing programmes to reach the most marginalized.

- **Charity and philanthropy abound at all levels**: Communities also contribute to financing education and discussion of their participation is not fully integrated into public dialogues. Often the value addition through philanthropy is not factored in the debate on PPPs. Innovative partners who reach out to the most vulnerable with measured impact should be publicly acknowledged. At the same time, the risk of counting their participation and an integral part of service delivery could be a concern for equity and predictability.

**Capacity**

- **PPPs/CSR in education toolkit, directory and communications strategy**: There is a major need for producing a toolkit/leaflet about PPPs/CSR in education with frequently asked questions
(FAQs). This must be accompanied by a communication strategy on PPPs/CSR in Bangladesh, as there is little understanding on the topic with several misconceptions.

- **Upgrade PPPs to performance-based partnerships:** The government may consider a school audit system linking MPO support with performance. Whilst on the one hand this may hold schools accountable for quality there is a concern that it may lead to punitive action if the ratings are low. To avoid such a fall-out, it is important that the spirit of school auditing must be for capacity building and support of interventions designed with technical partners that have capacity, such as BRAC, CAMPE, Plan Bangladesh and others with proven skills for improving quality and equity.

**India**

India has sustained a robust economic growth rate of 8 per cent over the past decade, and allocates 3.2 per cent of GDP to education. The country presents an engaged presence of private sector and PPPs. Policies on PPPs are addressed in the 10th and 11th Five Year Plans. These argue for a reduced role of the state in education management, acknowledging the potential of non-state providers to manage equity-focused schemes, such as the 2500 schools in targeted districts for the poorest and most disadvantaged.

The Right to Education (RTE) 2009 has made education compulsory and free for children between the ages of 6 and 14. With the RTE firmly in the implementation phase, India is challenged by more than 8 million children out of school and 90 million children dropping out before they reach Class 8. The growing number of aided and unaided private schools may crowd out the public education options. There are concerns that the aided schools may not be targeting the poorest (Kumar, 2008; Srivastava, 2010). There are calls for revisiting the grant in aid scheme, the oldest form of PPP, which is neither accountable nor equity driven. As a result fewer resources are allocated for the purpose of improving quality in government schools.

There are successful scaled-up PPPs/CSR good practices in place as multi-stakeholder partnerships. The Toolbook on PPPs/CSR and best practices produced by the Confederation of Indian Industry (CII) and UNICEF (2010) in education is well timed. However, there is currently no official CSR policy in place, which could contribute to more efficient partnerships.

In regard to innovative financing, the education cess/tax has been successful to mobilize resources for the school feeding programme across India in an attempt reach every child without discrimination. However, there are concerns that the cess will become a permanent, substitutive arrangement instead of an enhancement of the GDP allocation to education.

**Findings, Issues and Recommendations**

**Policy and Frameworks**

- **Need for a policy and framework:** After the RTE Act 2009, there is an urgent need for an official policy and legal framework for PPPs and CSR that will provide easy access by all concerned to ensure predictability of: Who is being targeted through this strategy? How? With what resources from the public sector and/or private sector? And with what outcomes? Although addressed in the 10th and 11th Five Year Plans of the Planning Commission, there is still no formal policy on PPPs. Formal integration of the PPP/CSR strategy into public policy is needed urgently rather than just ‘one-off’ schemes.
• **Regulatory framework for CSR/PPPs:** There is no formal regulatory body that manages PPPs/CSR initiatives. A formal body may aid in better transparency and efficiency. The regulation mechanism for impact and suitable modalities is yet to emerge.

**Coordination and Transparency**

• **An engaged and integral PPP context:** India displays many engaged forms of partnerships across non-state providers, government and the corporate sector. There is sufficient evidence of grants, schemes/contracts, private management and vouchers for private sector engagement. However, whether or not this approach is equity focused is yet to be seen, which is true for all four countries in the study.

• **A critical discourse:** There is an ongoing critical discourse about PPPs/CSR being illustrative of state withdrawal from its core responsibilities, i.e. delivery of education. It is necessary to ensure that the government and other stakeholders engaged in PPPs remain vigilant about the equity-focused approach and to ensure that these partnerships do not trigger further inequities.

• **Low public awareness:** There is little awareness about the potential for partnerships through PPPs/CSR in spite of a long history of partnerships and pioneering work in India. Emerging schemes which do bring value added for the disadvantaged need to be widely disseminated. CSR/PPPs need to become a part of the popular public discourse on education in general and within the context of the right to education (RTE) in particular.

• **Trust deficit:** Government initiatives in PPPs are taking off but the trust deficit remains a problem with respect to partnerships (government/state versus non-state) and the view that the public sector approach is fickle and slow-paced. This needs to be addressed through regular dialogue, and a permanent department/cell to manage and track PPPs.

• **Directory of CSR/PPPs – Proactive transparent partnerships:** With the proliferation of state sponsored or private initiated PPPs/CSR there is an urgent need for a database for tracking the value added in term of resources and reaching the unachieved. The Toolbook finalized in December 2010 is an important contribution, which can be replicated in each state through the local chambers of commerce and industry.

• **Revisit grant in aid/aided schemes:** There is an urgency to revisit the biggest government-initiated PPP in India, the grant in aid or the aided schools programme. The programme is poised to become larger, and perhaps controversial with the implementation of the RTE 2009 provision of 25 per cent of seats for disadvantaged groups. This provision will be funded by government support to private-sector schools, but it is not known who will interpret the disadvantaged groups. This review must have a specific focus on the target groups from an equity-focused approach.

**Predictability**

• Other emerging options for innovative financing need to be actively debated and critically examined by think tanks, CSOs and ministries of finance, planning and education in South Asia.

• **Impact assessment and tracking of state-sponsored PPPs:** The innovative schemes, such as 2500 model schools and state schemes of Adarsh and Gyanodaya, need to be tracked independently. They should be measuring impact on equity and the appropriate mix of public and private provision in terms of financing, enrolment and beneficiaries to ensure further predictability.

• **Innovative financing through the education cess/tax – a temporary or permanent feature?** Cess by nature is temporary. However, in the case of education cess no deadline has been given. In spite of government assurances to the contrary there are concerns that the cess will cease to be a subsidy and may replace core budgets for education programmes and
campaigns, such as the SSA and RTE. Although this would contribute to predictability, it may cause some public discontent.

Capacity

- **Marginal institutional presence and questions of capacity:** Like other countries of South Asia, there is little institutional presence and capacity to manage PPPs/CSR and multi-stakeholder partnerships in education. There is an urgent need for continuous capacity building for all partners (on policies/strategies, types of PPPs/CSR arrangements, government initiatives) at central and state level.
- There is a need for a step-by-step toolkit and a directory of best practices on PPPs/CSR both at the national and state levels. Furthermore, with no formalized focal officer or dedicated section on partnerships in the Ministry of Human Resources and Development (MHRD) or the Planning Commission, a toolkit is urgently needed for awareness, capacity and trust building.

Maldives

The Maldives allocates 8.1% of GDP to education and has made substantial progress in achieving the EFA goals and the MDGs. The Presidential Office and the Ministry of Education have implemented a number of policies concerning PPPs. For example, the country has experimented with PPPs through a special arm, ‘edinvest Maldives,’ an initiative directly under the Presidency. The focus is on efficiency and compliance in corporatization through PPPs.

No gap and/or equity analysis, in the education sector has been conducted in order to assess the areas that PPPs might have the greatest and most significant impact. It is important for key stakeholders to explore various dimensions of PPPs and CSR in a more targeted manner for gains in quality and equity, particularly for ECE, teacher training and post-secondary levels of education. At this time, CSR is driven by ad hoc corporate philanthropy, rather than organized company-embedded CSR, which can lead to very little predictability in terms of funding. Maldives urgently needs a stakeholder dialogue on PPPs/CSR for clarity of key terms, purpose and options as well as a need to re-visit the ‘corporatization’ notion of PPPs in education and other social sectors.

It has an innovative fund for education, ‘Taleemi Fund’, that has been in a dormant state. The fund is being reviewed for revival linked to strategic education needs.

Findings, Issues and Recommendations

Policy and Frameworks

- **An engaged and integral PPP context:** The Maldives has a growing number of PPPs, with few private schools at primary and secondary levels. There is significant presence of the private sector, however, at post-secondary levels for college and technical vocational education.
- **Elusive focus on equity:** The government, in its first phase of PPPs, has targeted a handful of efficiently run public sector schools for partnerships with in-country and out-of-country partners. It is important to assess the benefits and if it is the best way forward for addressing equity and out-of-school children (OOSC).
- **Lack of sectoral gap analysis for targeted PPPs:** The more critical issue at hand is that a sectoral gap analysis is needed. The critical priorities of the government, where well-defined PPP strategy could clearly result in offsetting challenges, need to be identified. For example, the
benefits of giving existing successful public sector schools in Maldives to overseas or local investors needs to be assessed.

Transparency and Coordination

- **Protocol for sharing public information:** As the system grows, it is imperative to share information publicly and disclose all critical documents. This will be important for the legitimacy of the initiative.

- **A stakeholders’ roundtable is needed on PPPs in education:** The Education Ministry is deeply cognizant of the need for reflection on the PPP strategy; it is an opportune time as PPPs are at a very early stage of implementation. It is recommended that an early stakeholders’ roundtable meeting on evidence-based PPPs/CSR needs to be held in the Maldives for a public debate on critical needs and best PPP options to address equity, quality and higher rates of transition at lower and upper secondary levels for optimum gender equality and prospects for socio-economic stability.

Predictability

- **Financing instruments such as the Taleemi or Trust Fund:** The revised Fund needs to be monitored and evaluated. Once it is revamped, it needs to be integrated within the sector-wide Education Policy for addressing access, quality and equity at different levels of the education system.

Pakistan

With policies and laws on PPPs/CSR in place, it has a number of PPPs/CSR and multi-stakeholder partnerships for education (MSPE). However, its impact is not always quantifiable or of scale amidst challenges of gender equality and equity. Seemingly, the most successful PPPs are those initiated and funded by the government through parastatal institutions such as the Education Foundations and the rural support programmes (RSPs). These are large government financed and private sector managed programmes for education, addressing access, equity and quality. RSPs are extended a preferential treatment over other CSOs due to their outreach and public sector association in governance arrangements.

The two arms of the public sector are namely departments of education and education foundations, which reach out to government schools and low-cost private schools respectively. They rarely plan in cooperation or communicate best practices for optimum outreach to the most disadvantaged groups. The support to low-cost private schools, through per-child costing grants, is severely under-funded, which can lead to exploitation of mainly female teachers with lowest salaries.

Under the devolved system of education planning and policy in the post-18th Amendment scenario and RTE Article 25-A, it is imperative that the provinces undertake a serious gap analysis to finalize a strategy for achieving EFA/MDGs with an equity focused quintile framework and concrete financing options. PPPs cannot become a substitute for high quality government schools as public sector schools are the only option for two out of three children.

PPP and CSR, in spite of a robust presence, continue to be little understood with no focal officer/section in place. The Pakistan Centre for Philanthropy (PCP) has been engaged in creating frameworks for CSR and PPPs with extensive documentation of CSR through a consultative process since 2003 including publication of a directory of best practices. A toolkit for PPPs/CSR needs to be
prepared with regular updates for wider awareness. Debt swaps for education have been a success in Pakistan, and can be explored further for innovative financing.

Findings, Issues and Recommendations

Policy and Frameworks

- **Policy and legal framework**: For PPPs and CSR, this needs to be revisited for each province in light of the 18th Amendment. Once finalized, for each province it can be made available with the provincial governments, line departments, education foundations and all chambers of commerce and industry.

- **National Education Policy 2009 – overhaul in light of the 18th Amendment**: The NEP 2009, finalized after four years of consultative national debates, has to undergo review due to the abolition of the concurrent jurisdiction of education. This is an opportune time for integrating the official position on the role of PPPs and CSR in education development for gender equality and poverty reduction. Each province should host a stakeholders’ meeting on NEP 2009 and/or sector plan review. There must be focused stakeholders’ sessions on the current status of PPPs and CSR in the provinces, their potential role and procedures for meeting the EFA/MDG challenges.

- **Regulation of PPPs**: Whilst some of the public sector programmes have a third party validation of performance, overall, there is little discussion on the regulation of PPPs. The regulation arrangement for private sector institutions is ad hoc with undercurrents of poor governance at times, when managed by the public sector. The regulatory mechanisms need a wider debate as they are being settled in the post-18th Amendment scenario at the provincial/federal levels.

Transparency and Coordination

- **Dual delivery modes of public financed education system**: Basic education, financed by the public sector, is delivered through: (a) departments of education; and (b) Education Foundations. The former is the large-scale provider of education compared with the latter, but there is little communication between the two about PPP modalities: ‘what works and why.’ There needs to be a mechanism for sharing best practices and complementary strategies by the two sets of institutions to optimize outreach, especially in locations where the challenges of gender and other disadvantages are highest in access and quality. This can be done through regular sharing meetings coinciding with annual planning and budgetary cycles.

- **Charity and philanthropy abound at all levels**: The community continues to give, as it is an essential part of its ‘spiritual capital’. Like Bangladesh, the stakeholders feel that this is not integrated into the discussions on resources/philanthropy for the social sectors. It is important to ask how general philanthropy be accessed for the equity-focused agenda for girls’ education and disadvantaged groups in Pakistan.

Predictability

- **Public–Private Partnerships – not a substitute for addressing fundamental challenges**: PPPs in education are highly prevalent in Pakistan. However, as argued by Bano (2008), it cannot become a substitute for addressing fundamental challenges of provision of education for all. Most PPP programmes remain ad hoc, have little systemic impact in addressing the fundamental challenges of access, quality or equity, and because of often being reliant on...
NGOs or donor funds rather than the state resources face problems of financial sustainability.”

- **Education taxes in Pakistan:** In 1985, Pakistan levied a specific education tax called Iqra (to Read) contained in the 1985 Finance Act as a 5 per cent levy ad valorem on all imports. However, its proceeds were never used for education purposes, unlike the Education Cess in India. In 1994 under the Finance Act (Section 10), this was omitted.

- **Education foundations and grant in aid programmes:** All education foundations are currently engaged in promoting education through funding low-cost private schools through per-child cost grants (usually up to US$5 per month) that is supposed to cover access and quality challenges of education in Pakistan. From its previous multi-level support, grant in aid is now a lump sum amount. Although education foundations currently do run capacity building programmes for teachers/head teachers etc., the per-child cost grant greatly undermines minimum salary levels of teachers and support for other quality interventions. It is a concern that the low-cost private schools may become factories of exploitive subcontracted labour, where most of the staff comprises female teachers.

**Capacity**

- **Toolkits and Directory of PPPs/CSR in Pakistan:** Pakistan, too, must invest in a comprehensive toolkit on PPPs and CSR with laws, policies, strategies, best practices by province/areas, agreements and other procedural tools. This must become a knowledge repository for each province which is to be updated annually. The toolkit, in order to be beneficial, must be easily accessible to the public, possibly through an interactive website.

- **CSR and PPPs – under-utilized and little understood:** In spite of some robust experiments in tapping corporate philanthropy and PPPs as simple or multi-stakeholder partnerships, these are not widely understood by the public, private sector and the government. A major institutional effort is required by all partners (PCP, RBI, Education Foundations, PPAF and FPCCI) for a series of regular awareness, capacity and trust building sessions for all stakeholders to grasp the core concepts and actions for maximum impact on gender equality and EFA targets and MDGs.

Overall, it seems that all countries are facing an increasing volume of PPPs in the education sector, whether through private management or finance. One major gap, among all four countries, is the lack of coordination and communication, formally and informally, among the government and the multitude of partners. If governments were able to build strong relationships and monitoring mechanisms for PPPs, it could lead to transparent and efficient partnerships. If partnerships are indeed transparent and efficient, they could potentially offer more equitable service delivery and aid in the provision of education to the most marginalized groups.
PART I

CONCEPTS AND COLLABORATION
1 Introduction

1.1 Background

The right to education, as enshrined in the UN Convention on the Rights of the Child, is affirmed as a fundamental right within the national constitutions of South Asian countries. This right is commonly backed by law and reinforced by international rights-based instruments, such as the Universal Declaration of Human Rights (UDHR) 1948, the Convention on the Rights of the Child (CRC) 1989 and EFA Declaration (1990/2000). Education, here, is being considered as a basic right that enables citizens, without discrimination, to improve their lives at the personal, household and societal levels. It is seen as a means to obtain many other basic needs and entitlements such as survival and good health, reproductive health, gender empowerment and equity, economic opportunities, and participation in democratic and political processes.

The global compacts of the Millennium Development Goals (MDGs) and Education For All (EFA) are set as time-bound targets to be reached by 2015 for poverty reduction and gender equality. According to the UNESCO Institute of Statistics (UIS) nearly 68 million children are not in school worldwide, more than half of whom are girls and, of those, 25 per cent reside in South Asia, many who are trapped in a vicious cycle of poverty and extreme disadvantage (Huebler, 2010). Globally 774 million adults, 64 per cent of whom are women, still lack basic literacy skills (UNESCO, GMR 2008).

Most countries of South Asia are struggling to achieve the targets of the MDGs and EFA as they are constrained by a number of variables, such as a lack of resources, governance gaps, uneven capacities and unpredictable emergencies (e.g. natural disasters, conflicts and post-conflicts). In spite of expanding education ministries and departments, often with large numbers of civil servants, the improvement of education indicators for access, gender and quality remains challenged, plagued by inefficient and sub-optimal service delivery. It is precisely these gaps in service delivery that have led to the increasing number of non-state providers (NSPs) in South Asia. Recognizing the expansion of NSPs in response to supply-side bottlenecks, the governments in South Asia are invoking partnerships for improved service delivery, resource mobilization, efficiency, quality and equity.

Box 1:EFA and MDGs

**Education For All (EFA) Goals (1–6)**
2. Ensure that by 2015 all children have access to, and complete, free education of good quality
5. Eliminate gender disparities in primary and secondary education by 2005, and achieve gender equality in education by 2015, with a focus on ensuring girls’ full and equal access to, and achievement in, basic good quality education

**Millennium Development Goals (1–8)**
Goal 2: Achieve universal primary education
Goal 3: Promote gender equality and empower women

Note: MDG Goal 2 has been criticized for its narrow focus on primary education, whereas the equity-focused approach considers post-primary/secondary education as critical to sustained well-being.

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2 Non-state providers (NSPs) in education refers to a range of for-profit as well as non-profit actors engaged in the provision and/or financing of education services, including faith-based and community-based organizations, NGOs and philanthropic associations (LaRocque and Lee, 2010).
The region has a long history of public private partnerships in the region. These are aligned with a profound sense of philanthropic giving embedded in the region’s spiritual capital. Partnerships for education in South Asia thus resonate within a wider historical context of engagement with giving for public good (Chahoudet al., 2007). These partnerships persisted during the colonial and the post-colonial times at both formal and informal levels. Such forms of giving and collaboration merit recognition as powerful indigenous traditions to build upon to meet the challenges of EFA and MDGs through partnerships.

Public–Private Partnerships (PPPs) in the subcontinent emerged formally in education through the first formal colonial education policy, titled the Woods Despatch, in 1854. The policy set up systems for ‘grant in aid’ by the government to schools/education institutions who agreed to expand education outreach. The system encouraged existing institutions to work as partners with the state to fulfil certain objectives and targets at all levels of the system. To qualify, these partner schools would need to be open for inspection to ensure that they were functioning according to the required criteria and standards (Ahmad and Mirza, 1975).

In South Asia, grants in aid continue as modern PPPs, with formal criteria and agreements set by the government through various schemes to qualify. These grants may cover cost of both operational and capital expenditures such as salaries, training, physical infrastructure development, durable educational supplies and equipment. The grants in aid to education institutions are supported through mainstream ministries/departments of education or through specific bodies such as education foundations. In Bangladesh, 97 per cent of secondary schools are private and eligible to receive grants in aid in the form of teacher salaries. In India the private aided schools, comprising 58 per cent of secondary schools (25% of total enrolment), fall in this category financed by state governments (Planning Commission, 2006a,b – see India Bibliography). In Pakistan grants in aid abruptly ended in 1972 with the nationalization of education, and resurfaced in the 1990s in the post-Jomtien phase through the establishment of five semi-autonomous education foundations to promote education programmes through PPPs. By and large, in all three countries recipients of grants in aid also charge modest fees or user charges. The key questions for this category of PPPs are: a) Do grants in aid support the most disadvantaged groups? b) Are they equity focused?

The traditions of partnerships, however, must be considered within the current institutional discourse on rights-based education for all, ensuring that these are well integrated within the theory, policy, craft and practice of PPPs.

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3 Leitner (1882); Chahoudet al. (2007); Sir Ganga Ram Trust; Sri Ram Trust; Tatas.
4 The concept of spiritual capital builds on recent research on social capital, which shows that religion is a major factor in the formation of social networks and trust. In addition, the impetus for focusing specifically on spiritual capital draws on the growing recognition in economics and other social sciences that religion is not epiphenomenal, nor is it fading from public significance in the 21st century, and the importance to social/economic dynamics of human economic intangibles. Recent developments in the social sciences suggest a growing openness to nonmaterial factors, such as the radius of trust, behavioural norms and religion as having profound economic, political, and social consequences (www.spiritualcapitalresearchprogramme.com/What_is.asp). Spiritual capital in most South Asian religions is both obligatory and pervasive as a healthy social response (‘you give, you get’) or the higher ordered engagement with the ‘rights of man/society’ to achieve the ‘rights to God’ (huququillbaad for huququql Alllah) (Chahoudet al., 2007, p.665).AKDN (2000) cites religion as a major driver for giving.
5 The Woods Despatch 1854, the first formal education policy of the Indian subcontinent under the British Rule, mandated formal partnerships for education expansion through an elaborate grants in aid mechanism which continued in the post-colonial states (India, Pakistan and Bangladesh) after freedom in 1947.
6 EFA Declarations at Jomtien 1990 and Dakar 2000 invoke partnerships in the widest sense and the Millennium Development Goal No. 8 is about Partnerships for reaching the other seven MDGs.
7 The Woods Despatch 1854 is also called the Magna Carta of Education in India (Nurullah and Naik, 1951).
1.2 Objectives of the Study

The overarching objective of the current study is embedded in the challenges of EFA and the MDGs to address equity and gender equality for marginalized groups through bridging of knowledge and implementation gaps with respect to:

a) Public–Private Partnerships (PPPs)
b) Corporate Social Responsibility (CSR)
c) Education taxes and innovative funds.

A second critical objective of the study is to provide options through PPPs and/or CSR for expanding the scope and outreach of the global flagship programme, the United Nations Girls’ Education Initiative (UNGEI). As governments in South Asia are rapidly moving ahead in experimenting with the instruments of partnerships through PPPs, CSR and use of new taxes or innovative financing for education, clarity is required on specific modalities and skills to meet the MDGs through an equity-focused approach. It is hoped that the knowledge generated from the country case studies will provide insights to the rapidly changing state/society dynamics to meet basic needs. The country case studies for the South Asian region cover Bangladesh, India, Maldives and Pakistan.

These two broad sets of objectives correspond with the call given at the Dhaka Declaration on EFA in December 2009, at the Second Ministerial meeting of the South Asia EFA Forum on Reaching the Unreached. Whilst the participants acknowledged that a key achievement of the region has been to build professional partnerships between the government, NGOs and private sector for sharing resources, knowledge and practices to meet the challenges of the EFA and relevant MDGs, its ‘formidable challenges’ include:

- Absence of guidelines for promoting public–private partnership
- Inadequate funding for EFA from government and other domestic sources
- Absence/inadequate application of standards, norms and regulations for private educational institutions

and for which a collective statement is urged, amongst other actions, to:

- Avail all opportunities for mobilizing an internal collaborative fund
- Urge the development partners and corporate sector to increase/provide funding to ensure realization of the EFA goals by 2015.

In light of the above, the purpose of the study is to explore through specific country case studies if the EFA/MDGs in South Asia can be met by:

- Understanding the key education challenges, policies and legal frameworks of PPPs and CSR within which partnerships are negotiated across government, CSOs and private/corporate sectors
- Shifting roles of the state as the provider to an enabler as financier and with oversight functions
- An equity-focused approach directed at the bottom quintile groups
- Exploring possibilities and limits of taxes and funds generation for education

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8The Dhaka Declaration (December, 2009 – Annex H).
• Best practices of PPPs/CSR/taxes for value addition to helping bridge access and learning gaps for disadvantaged groups, especially girls and women.

Methodology of the study

The methodology adopted for the study entailed the following steps:

• Literature review on core concepts of the study locally, regionally and globally
• Engaging with local partners for research on policy and best practices in each country
• Documentation and country-specific discourse on various elements of the study
• Holding a stakeholder session with involvement of the lead researcher.

1.3 Critical Approaches

The potential partners for education include the state, private sector, civil society organizations, communities and development partners. The state continues to be the primary player in redefining its role in coping with problems of governance, resources and equity.

1.3.1 An Equity-Focused Approach

Strategy adopted by UNICEF

A major challenge for developing countries is to address the survival and development needs of the poorest quintile of population, often living in hard-to-reach areas, working in the informal sector and/or engaging in high levels of migration and mobility. Fairness without discrimination to personal and social circumstance and inclusion for basic entitlements that are outcomes driven has been put forward as the defining features of equity.9 UNICEF has recently formulated a strategy on an ‘equity-focused approach’ (UNICEF, 2010a) to reach such groups that suffer critical disparities. Triggered by the health professionals, the strategy has been developed rigorously with large multi-sectoral teams within and outside UNICEF. Evidence was examined in depth for 60 countries (low to middle income levels) where a fundamental finding was that children from the poorest quintile were around 1.5 times less likely to receive measles immunization, or to attend primary school, than the children from the richest quintile, and girls were more likely to be excluded due to cultural and traditional barriers. The equity-focused approach thus targets all those children who are out of

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9 www.oecd.org/document/54/0,3343,en_2649_39263231_39676214_1_1_1_1_00.html.
school and risk being out of school, facing multiple vectors of exclusion that are widening the gaps for meeting MDGs 2 and 3, and the EFA goals (see Box 1).

The strategy calls for five actions:

1. Identifying the poorest/excluded through existing/new disaggregated household-based data surveys, emphasizing that the bottom 10 per cent are the most difficult and expensive to reach
2. Upgrading local facilities of essential services
3. Overcoming barriers that prevent the poorest from using the facilities, such as waiving of fees and extending social safety nets
4. Task-shifting from outside experts/outreach teams to local community partners, such as Lady Health Workers (LHWs)/teachers for sustained local engagement; and practical low-cost actions to improve knowledge, attitudes and practices for measurable outcomes
5. Using technologies such as SMS for access to important information and dissemination.

The study cautions that working with the most marginalized, sometimes in hard-to-reach areas, often carries higher costs for service delivery, sacrificed to the altar of ‘cost effectiveness’. An equity-focused approach argues that the advantages to child survival far outweigh the costs, breaking the cycle of poverty through a rights-based framework. It hence argues that the impact of an equity-focused approach is cost-effective, scalable and sustainable to meet the MDGs and EFA challenges.

Frames of exclusion

An equity-focused approach must also identify zones of exclusion for the bottom quintile groups who are likely to be in education poverty suffering persistent structural discrimination both visible and invisible (UNESCO, GMR 2010). These groups often have higher proportions of girls who are out of school as never-enrolled and those at risk of poor learning and dropping out or being pushed out without completing early childhood, primary or lower secondary education. Gender, geography, customary traditions and poverty are the distinctive characteristics of such groups. Ramachandran (2003) suggests three interlocking sets of issues plaguing girls’ education in South Asia (Table 1).

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10 These include the child poverty measures pioneered by the late Peter Townsend, the multi-dimensional poverty index by the Oxford Poverty and Human Development Initiative and the Countdown to 2015 coverage gap supported by household surveys such as the Multiple Indicator Cluster Surveys (MICS) and the Demographic and Health Surveys (UNICEF, 2010a, p.5).

11 Education Poverty is fewer than four years of schooling (UNESCO, GMR 2010).


Table 1: Girls’ education – Three interlocking sets of issues

<table>
<thead>
<tr>
<th>Systemic Issues</th>
<th>Economy, Society and Culture</th>
<th>Content and Process of Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Problem of access</td>
<td>• Poverty/powerlessness</td>
<td>• Gender stereotyping</td>
</tr>
<tr>
<td>• Dysfunctional schools</td>
<td>• Status of women</td>
<td>• Perpetuation of gender-bias</td>
</tr>
<tr>
<td>• Quality of schools</td>
<td>• Child/female abuse</td>
<td>• Relevance of curriculum</td>
</tr>
<tr>
<td>• Motivation/attitude of teachers</td>
<td>• Cost to family</td>
<td>• Language</td>
</tr>
<tr>
<td>• Existence of multiple delivery systems: formal,</td>
<td>• Child labour/domestic chores</td>
<td>• Joyful learning</td>
</tr>
<tr>
<td>non-formal, condensed, satellite and residential</td>
<td>• Farm/non-farm work</td>
<td>• Ready access to books, magazines, papers, etc.</td>
</tr>
<tr>
<td>• Calendar and timings</td>
<td>• Survival battles</td>
<td>• Appropriate reading material for the neo-literates</td>
</tr>
<tr>
<td></td>
<td>• Displacement/conflict</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Women’s perception of themselves</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Post-puberty practices</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Cost/early marriages*</td>
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</tr>
</tbody>
</table>

Source: Ramachandran (2003). Note: For the purposes of the present paper the order of the second and third columns have been changed.
* Added by the present authors.

1.3.2 Shifting Role of the State – Expanding Potential for Partnerships

Role of the state

Education is widely acknowledged as a merit or public good since it is a fundamental right of citizens enshrined in the national constitutions with benefits beyond the individual to society through externalities linked to health, fertility, etc. (Rose, 2007a; LaRocque, 2006; LaRocque and Lee, 2010). As a public good, education is therefore considered a state responsibility. However, the deficits of state performance even at the primary level of education provision14 have led to new articulations about the government’s role. With mounting service delivery gaps to meet the challenges of EFA since the 1990s, arguments have been forcefully put forward to revisit the traditional role of the modern state as the sole financier, provider and manager of services. The new interpretations suggest the state to be viewed as a financier, enabler, regulator, and at times a provider and manager (see Box 3).

The new role calls for creating ‘enabling provisions’ and financing options for many more to participate. This is indeed ironical for South Asia where education has traditionally been a community/private affair, particularly at the post-primary levels. In this shift of perceptions, there are two critical issues: a) is the state withdrawing from its core functions as a public good entity to fulfil its constitutional obligations of free quality education; and b) is it capable of fulfilling regulatory functions transparently and in the best interests of the marginalized who are likely to be exploited by private providers? The changing role of the state has created possibilities of new partnerships for outcomes-based targets that are equity focused. There are today multiple partnership options available that may potentially expanded outreach.

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14 Generally in South Asia after independence, primary education as the bare minimum has been relegated to the public sector as the prime actor, both as a provider and manager.
INTRODUCTION

Box 3: Different Roles of the State in Education Provision

**Financier:** The state is obligated to mobilize resources efficiently, predictably and intelligently for meeting its commitments to providing ‘free’ quality education. It must make choices on allocation priorities to various subsectors. In times of economic crisis (global/national), merit goods are the first to suffer cuts. As a financier, the state may provide funding for education through multiple operators available in the country. This may be done through vouchers directly to families for demand-side financing entailing some choice, or to private schools directly as supply-side financing. Vouchers are a popular financing mechanism under PPPs which need to be assessed for their impact on equity and quality of learning outcomes as demand and supply side instruments of education financing (Kingdon, 2007; Woessman, 2005).

**Manager:** This role entails the day-to-day oversight and governance/decision-making of the service to be delivered in the most efficient and optimized manner. The state’s role in managing public schools continues to be under scrutiny. Increasingly government is critiqued in South Asia for poor management systems reflected in high levels of teacher absenteeism, poor supervision, delayed funds’ disbursements, and poor quality education. Experiments in empowering School Management Committees (SMCs/panchayats/PTAs) have been mixed. These school-based governance mechanisms cannot become a substitute for rigorous oversight and school improvement initiatives. The public has lost trust in state education provision, shifting children from government-run to private schools, often at considerable costs to households.

**Enabler:** This covers a range of expectations from the state including setting of the right policies, laws, sector plans and strategies, personnel for rapid response, accessible information, incentive packages such as lowest tariffs for utilities, land concessions and tax reliefs for expanded outreach.

**Regulator:** This is synonymous with legislation, registration with minimum standards, monitoring, registration of institutions and renewal as well as incentives for regular inspection and information to safeguard public interest. Regulations are often deemed to be problematic when not separated from the executive functions and implemented in a discriminatory manner against NGOs and private providers compared with the public sector. This area of PPPs is a challenge.

**Provider:** This carries the notion of being the owner and implementer of the service to clients in both public and non-state/private sectors.

**Non-state providers**

NSPs represent a diaspora: from for-profit/commercial to non-profit/institutions; from secular to faith-based organizations such as mission schools and madrasas with religious curriculum or hybrids running a regular education programme with a faith-based parallel stream; philanthropic groups; community-based initiatives through formal or non-formal mechanisms. NSPs do not necessarily mean only providers of schools from early childhood to post-secondary but also technical and/or special/non-formal education. They can also be providers of teacher training, research, textbook development, school feeding programmes, supervisory oversight and other ancillary services to the sector. NSPs registered as civil society organizations (CSOs) are under greater legal and compliance scrutiny for transparent and accountable practices as part of more rigorous certification regimes.
PARTNERSHIPS FOR EQUITY IN EDUCATION IN SOUTH ASIA

(Pakistan Centre for Philanthropy [PCP], 2006, 2007 – see Pakistan Bibliography). NSPs in education are also categorized under the broader umbrella of the private sector.

Private education

Private education is defined as ‘all formal schools that are not public, and may be founded, owned, managed and financed by actors other than the state, even in cases when the state provides most of the funding and has considerable control over these schools (teachers, curriculum, accreditations etc.)’ (Kitaev, 1999, p.43, cited in Rose, 2007b). Private sector presence usually paves the way for partnerships to complement government’s role. In countries where the formal private sector is small or just emerging, such as the Maldives, PPPs take a little longer time to germinate.
2 Concepts and Terminology

2.1 Public–Private Partnerships (PPPs/3Ps)

2.1.1 Characteristics of PPPs

PPPs or 3Ps implies areas of work traditionally performed by the state, shifted to private partners (completely and/or partially) with transfer of resources from the government to the private partner for better service delivery, sometimes at lower costs and ensuring citizen satisfaction. PPPs can take place through multiple options. Either government or the private sector can trigger PPPs, such as:

- Public sector/government
- Civil Society Organizations (CSOs)
- Non-State Providers (NSPs)
- Corporate or private sector/businesses.

Public and private partnerships are preferably formal but can be informal arrangements. These cover a broad range of agreements between public institutions and the private sector (private corporations, CSOs, corporate foundations, groups or associations of business), to deliver policies, services and infrastructure in multiple sectors.

PPPs – Five core characteristics

According to Latham (2009), PPPs have five characteristics:

1. They are formal in nature
2. They involve the development of a long-term relationship between the partners
3. They are outcome focused
4. They include an element of risk-sharing among the partners
5. They can involve both the voluntary and commercial sectors as private sector partners.

PPPs can thus be conceived as a complementary and cooperative venture between the public and private sectors. They are built on the expertise of each partner that best meets clearly defined public needs through the appropriate allocation of resources, risks and rewards. This reduces public sector exposure, for example to cost overruns, provides certainty over future costs and rewards operators who manage services well.

Since the 1990s, South Asia has seen a proliferation of PPPs. Recent work by LaRocque (2008), LaRocque and Lee (2010), Patrinos et al. (2009) and Bano (2008) indicates multiple levels of service delivery to address both hard and soft areas of education improvement. Table 2 illustrates a range of potential PPPs in education.
Table 2: Classification of PPPs in education

<table>
<thead>
<tr>
<th>S.N.</th>
<th>PPP type</th>
<th>Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>01</td>
<td>Education service delivery initiatives</td>
<td>• Contracting with private schools for delivery of education services</td>
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<tr>
<td></td>
<td></td>
<td>• Contracting with private providers for delivery of specialist curricula</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Provision of tutoring services</td>
</tr>
<tr>
<td>02</td>
<td>Non-state management of public schools</td>
<td>• Private management of public schools</td>
</tr>
<tr>
<td>03</td>
<td>Voucher and voucher-like initiatives</td>
<td>• Publicly and privately financed voucher programmes</td>
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<tr>
<td></td>
<td></td>
<td>• Targeted scholarship programmes</td>
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<tr>
<td></td>
<td></td>
<td>• Payment of subsidies to students at private schools</td>
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<tr>
<td></td>
<td></td>
<td>• Education tax credits/tax assistance</td>
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<tr>
<td>04</td>
<td>Professional and support services</td>
<td>• Teacher training</td>
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<td></td>
<td></td>
<td>• Curriculum design</td>
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<tr>
<td></td>
<td></td>
<td>• School review/evaluation services</td>
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<tr>
<td></td>
<td></td>
<td>• Ancillary services, such as meals and transportation</td>
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<tr>
<td></td>
<td></td>
<td>• Educational testing and school rating services</td>
</tr>
<tr>
<td>05</td>
<td>Infrastructure initiatives</td>
<td>• Private finance initiatives – finance, construction and maintenance of</td>
</tr>
<tr>
<td></td>
<td></td>
<td>core and non-core educational assets</td>
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<tr>
<td></td>
<td></td>
<td>• Private leasing of public school facilities</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Equipping and maintenance of IT laboratories</td>
</tr>
<tr>
<td>06</td>
<td>Philanthropic initiatives</td>
<td>• Scholarships, private voucher programmes</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• School sponsorships</td>
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<td></td>
<td></td>
<td>• Adopt-a-school programmes</td>
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<tr>
<td></td>
<td></td>
<td>• School construction</td>
</tr>
</tbody>
</table>

Source: Adapted from LaRocque (2008).

Whilst options 1–5 are formalized contractual PPPs with resource transfers from the public to private sector to help achieve various time-bound outcomes with risks shared, Option 6 on philanthropic initiatives may or may not entail such transfers. It does, however, mean resource transfers from the private to public sector education facilities whenever the resources are available from philanthropy, both individual and organizational.

### 2.2 Corporate Social Responsibility (CSR)

#### 2.2.1 An Evolving Concept

CSR, as an evolving concept since the 1980s, has been a voluntary practice for industry. However, CSR today is becoming mandatory in many countries where annual public reporting is required. It is co-managed by CSOs, companies, government and increasingly by international organizations to ensure that the best interests of society are not overlooked in the corporate agenda (Utting, 2005b). CSR is guided by both government laws and self-regulation in compliance with voluntary business codes (ISO Standards) to achieve a balance of economic, environmental and social imperatives that address the expectations of shareholders and stakeholders. CSR today is increasingly mandatory in countries requiring annual public reporting.\(^\text{15}\) CSR, embedded in public policy through the Federation/Chambers of Commerce and Industry, thus presents a vibrant opportunity for mobilizing

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additional resources for a targeted approach towards education for gender equality and poverty reduction.

Today an increasing number of companies are viewing CSR as a comprehensive set of policies, practices, and programmes to be integrated throughout business operations, processes that are supported and rewarded by top management. There is now growing acceptance of the role of private and corporate sectors in developing and transition economies with wider societal goals that go beyond the horizon of their traditional economic activities. Some scales and codes of practice for CSR measurement are emerging, including the Triple Bottom Line (TBL). TBL means measuring for ‘social, economic and environmental aspects of business performance’ (Elkington, 1997). Measuring CSR is difficult unless it is formally tracked by companies for annual reporting to the authorities and shareholders.

2.2.2 CSR in South Asia: Policy Environment

CSR in South Asia is often a mixture of a strategic business management concepts and charity sponsorships or philanthropy (Pakistan Centre for Philanthropy, 2007). Several industries and/or individuals with high net worth (Azim Premji; Bharti; Citi Foundation) have set up dedicated foundations and trusts to fund equity-focused projects directly with CSOs and/or with the government. A toolkit has been produced in India as a collaborative effort of the Confederation of Indian Industry (CII), Tata, UNICEF and the International Business Leaders Forum/IBLF (IBLF, 2010) for a knowledge-based interface of CSR with education projects. However, CSR in the region is still best illustrated by extremes: from best practice in policy, mandates and implementation to nascent forms of CSR with little focus or ownership and random practices of adhoc giving driven by convenience.

As businesses continue to flourish in South Asia, they are beginning to look beyond short-term profits towards sustaining long-term growth. CSR or variants of it have existed in the region historically (Sattva, 2008). The drivers for giving have ranged from religious traditions, notions of trusteeship, family philanthropy and role models within the country to, more recently, company responses to regulations, NGO, and civil society pressure, and requirements of national and international business partners in a more globalized world.

In countries including Afghanistan, Bhutan and Maldives, where CSO movement itself has been slow, the idea of organized CSR is relatively new. Owing to the lack of awareness, knowledge dissemination, and appropriate mechanisms for advice, several companies continue to focus on short-term or one-off CSR or philanthropic-based initiatives. However, an increasing number of businesses in India, Pakistan and Sri Lanka have started adhering to the Triple Bottom Line (TBL) for environmental, social, and financial reporting for quantifiable business plans focusing towards the ‘people, planet and profit’ (APIT, 2006 – see Bangladesh Bibliography). Despite evidence of some stakeholder-oriented work by business, overall acceptance of CSR principles has often remained unregulated and activities undertaken tend to be more philanthropic and adhoc in nature. A study
carried out in Pakistan in 2000 showed that almost 93 per cent of the Pakistani companies were engaging in some form of corporate philanthropy, with 35 per cent involved in the education sector (AKDN, 2000 – see Pakistan Bibliography).

A growing trend in CSR has been the setting up of family foundations and trusts. On the one hand, there are companies with international and national presence who are far more advanced in their approach towards integrating social concerns and international agendas (MDGs, EFA etc.) into their company plans. Recently the South Asia Association for Regional Cooperation (SAARC) formed a new network of NGOs working on CSR, the South Asia Forum on Responsible Business (SAFoRB), which has published a framework for constructive engagement between civil society organizations and companies ready to play a role in achieving the MDGs in South Asia. In addition, global networks of non-profit organizations like CSR360 Global Partner Network are offering access to local expertise and support through which companies and partners can implement successful campaigns and programmes.16 The network complements global initiatives such as the UNGC and MDGs.

2.2.3 Channels of CSR

The implementation of CSR can be through various arrangements/channels for implementing CSR (Figure 2).

The recent initiatives are much more strategic and systemic in nature and tend to address a single right or combination of rights of children. Thus CSOs, international NGOs (INGOs) and development partners often have in place a code of conduct/guidelines17 and criteria, bands of ‘tolerance’ for selecting and negotiating with CSR partners, and the scope, scale and modalities of rights-based alliances and partnerships.

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16 www.csr360gpn.org.
Figure 2: Channels of CSR Implementation

<table>
<thead>
<tr>
<th>Practices by</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Local Companies</td>
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<tr>
<td>• National Companies</td>
</tr>
<tr>
<td>• Multinational Companies</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Channels of Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>• In-house Activity</td>
</tr>
<tr>
<td>• Trust/Foundation</td>
</tr>
<tr>
<td>• Collaboration with CSOs in the form of PPPs</td>
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<thead>
<tr>
<th>Implementation of CSR in basic education</th>
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<tbody>
<tr>
<td>• General programmes that contain a segmented approach towards children and education</td>
</tr>
<tr>
<td>• Initiatives specially aimed at children – using welfare oriented approach</td>
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<tr>
<td>• Initiatives adopting principles of a rights-based approach</td>
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</table>

2.3 Criteria for Best Practices

In the present study, the best practices for four South Asian countries (Bangladesh, India, Maldives and Pakistan) have been identified according to the following criteria:

a) Present on scale; if a pilot in the case of countries where PPP is just beginning it must have elements of scalability
b) Replicable with adaptations
c) Has an impact on policy
d) Covers MDGs 2 and 3 and EFA Goals 2 and 3.

Each country case study will generate policy recommendations for gender equity that can be implemented readily for outcomes, within the individual country and regional contexts.

2.4 Innovative Financing Tools

Since 2000, financing for EFA and MDGs has been on the agenda of global partners. Alongside the establishment of the Fast Track Initiative (FTI), in 2002 at Monterrey a call was made for exploring innovative sources of financing for MDGs (para. 44). In 2006 the Leading Group for Innovative Financing for Development was formed ‘with 63 member countries with different levels of
development alongside international organizations and NGOs’. The Leading Group’s Task Force on Innovative Financing for Education is charged with exploring mechanisms that can bring additional resources to the sector to meet the MDGs and EFA targets. The Task Force is gaining momentum and is expected to generate robust actionable ideas for the education sector (Meeting 18 February 2011, cited at www.leadinggroup.org/rubrique265.html).

Some innovative mechanisms other than PPPs in practice and under discussion are:

- **Education tax or cess**, which is a special tax that is levied to generate funds for the education sector. Cess may be used to mobilize additional revenue for a particular head of expenditure when the budgetary allocation is inadequate. Cess is an expedient political tool to be used for a specific purpose such as education. Its major challenge is to ensure that its collection and use are transparent for the public and that it is time-bound. Cess is just one example of resource mobilization by the state for education. The case of India elaborates this mechanism for its positive and negative implications (see section 5.4 for more details on the Education Cess in India).

- **Rural Education Development Fund**. Based on the Seventh Amendment to the Education Act (1971) in 2001, private schools in Nepal are required to deposit money into the Rural Education Development Fund. This fund was established to support schools that are unable to develop physical infrastructure through mobilizing local resources, and to do the necessary to improve educational quality in the schools. According to the Education Regulations (2001): ‘Institutional school has to, within one month of the end of the year, deposit 1.5% of the gross income [except income from transportation and food] for the preceding academic year in the Rural Education Development Fund’ (Government of Nepal, 2001). Urban private sector schools are to deposit this amount to the fund for rural education development.

- **Debt-for-education swaps** refer to the ‘the cancellation of external debt in exchange for the debtor government’s commitment to mobilize domestic resources for education spending’ (UNESCO, 2009a). This concept of debt-for-education swaps belongs to a broader category of so-called debt-for-development swaps, a type of arrangement designed to divert resources from debt service to spending for development. The case of Pakistan elaborates debt swaps for education, which have also been explored for equity-focused programmes in education (see section 7.4).

- **Diaspora bonds**. These are bonds issued by a country to its own Diaspora to tap into their wealth in the adopted developed countries; examples include Israel, India, Lebanon and Sri Lanka. However, these have so far not been tested in education (Leading Group, www.leadinggroup.org/rubrique265.html).

- **Local currency education bonds** are financial instruments that can be issued by a developing country in order to raise funds for its education sector. This would allow mobilizing a share of the domestic resources which currently exist in developing countries and to put them to use for development purposes. It is estimated that there is over 1.1 trillion US dollars of assets in public and private pension funds in developing countries, and 180 billion US dollars in Africa alone (Leading Group on Innovative Financing for Development, 2010). Bond financing could also be used by local governments to finance schools, either as local issues supported by taxes or transfers from the central government or as revenue bonds, with repayment coming out of local government revenues.

- Other ideas under consideration by the Leading Group in the recent meetings in February 2011 (www.leadinggroup.org/rubrique265.html) for the education sector are those connected with the World Cup (which would mainly raise the profile of education internationally), those involving **global humanitarian lotteries, the international air-ticket**
solidarity levy, the use of bond financing (with bonds sold to pension funds in developing countries, enhanced with financial guarantee insurance) for sectors of education such as higher education that have future revenue streams and would thereby permit transfers of public resources from higher education to lower levels of education. Discussions are also underway by the group regarding an Education Venture Fund, for raising funds prior to the provision of projects in education in the areas of technical support; allocation of some of the proceeds of any future international financial transactions to education and channelling migrant workers’ remittances and/or diaspora bonds more effectively into education. Further work is needed on all these ideas, as is the development of champions for taking such initiatives to practical implementation with transparency and public tracking, measuring impact and outcomes. UNICEF and other members of the Education Task Force in their recent meeting have agreed to actively engage for knowledge generation and implementation in this area (Leading Group Task Force on Education, Meeting 18 February 2011, cited at www.leadinggroup.org/rubrique265.html).

g. Cash on Delivery (COD) is an innovative proposal developed by the Center for Global Development in Washington to provide additional funding to developing countries in return for achieving progress against pre-agreed targets. The proposal has used education as an initial focal sector. The key features of COD Aid are a focus on outcomes rather than inputs and a change in incentives to encourage donors to take a hands-off approach to the design of programmes in return for greater transparency and independent verification of progress achieved. For example, one or more donors would sign a legally binding agreement with one or more countries to achieve an increase in the number of children completing an assessment test at the end of primary school. At the end of the contract period (typically five years) the country would receive the agreed payment once the progress had been confirmed against the benchmarks. In order to work effectively, COD Aid would need to be additional and complementary to existing aid flows and a mechanism such as an escrow account would be needed to ensure that the aid is delivered as promised. This proposal has received several expressions of interest from developing countries and some donors.

Alternative forms of financing, however, should not be considered as replacements for traditional sources of aid for development, nor should they substitute for more effective spending by developing countries, though they may encourage both.
3 South–South Cooperation – Overall Recommendations

The South Asian four-country study was undertaken to explore formal interpretations and practices of PPPs, CSR and education financing as options for meeting the targets of gender equity given in the EFA goals and the MDGs. A second objective was to expand the scope of working with PPPs and/or CSR as part of the global flagship programme, the United Nations Girls’ Education Initiative (UNGEI).

The study reveals that whilst South Asia thrives on traditional philanthropic practices, recent trends to harness both government and private sector funds through multi-stakeholder partnerships is gathering momentum, both nationally and globally. However, a key concern is whether these initiatives are targeted towards groups who are most disadvantaged, particularly girls and women.

There is an urgency to focus on unmet needs of groups in the lowest income quintiles, who suffer structural and cultural discrimination. It is precisely in these groups that the out-of-school children (OOSC) need to be identified: a) those who dropped out and joined the pool of out-of-school unenrolled; b) those who are at risk of dropping out of primary school; and c) those who are not in school due to age delays in enrolment at the pre-primary, primary and post-primary levels (UNICEF, 2010b). This equity-focused approach brings about the largest gains when combined with gender disaggregated data and overcome local barriers through fee waivers or safety nets, mobilizes local expertise human resources, and engages with technologies. Such an approach will ensure that the right to education is fulfilled as a fundamental right committed to by the Constitutions of all South Asian countries. The challenge is to establish precise gender disaggregated statistics of OOSC across the given categories (UNICEF, 2010b).

The best practices in all four countries reveal that PPPs thrive when there is sufficient presence of the private sector. Countries with low private sector and civil society groups’ presence, such as Maldives, have found it difficult to experiment in the first phase of PPPs with innovative equity-focused approaches. Maldives has opted instead for efficiency-led projects.

Under the global call for partnerships and compact for MDGs, the UN has led the initiative since 1999 at the highest level, mobilizing corporate entities for cause-related giving. The example of IKEA Foundation\(^\text{18}\) in South Asia through UNICEF and Save the Children is an outstanding one of global CSR and its leveraging with national CSR and PPPs where possible. As eloquently put by Karin Hulshof, Representative, UNICEF India:

\[\text{As business men and women you look to your bottom line for an investment to pay off. ... There can be no greater investment with a more profitable return than an investment in education, an investment in the country’s primary resource, children. Boldly, the country has made special provisions to reach the unreached and ensure greater equity. In exactly the same way as equity matters for business, equity matters for the growth of a country too. Welcome address on Universalization of Education: Role of Corporate India (UNICEF India, 2010 – see India Bibliography)}\]

\(^{18}\)IKEA Foundation (formerly referred to as IKEA Social Initiative) was formed in 2005 to address the company’s commitment to investments in social programmes on a global level. The IKEA Foundation mission is to improve the rights and life opportunities of children – creating substantial and lasting change. Main partners are leading global organizations for children’s rights, UNICEF and Save the Children.

\(\text{www.ikea.com/ms/en_US/about_ikea/our_responsibility/ikea_social_initiative/index.html.}\)
The country case studies are attached as Part II of this report, and specific recommendations are given with each study. However, taken overall, the case studies generated multiple common ideas for South–South cooperation in the emergent areas of PPPs, CSR and innovative financing of the education sector in South Asia for timely gains to meet EFA targets and the MDGs. These common ideas are presented below and lend themselves to regional and country-wide debate and actions for governments, civil society, the private/corporate sector and development partners alike:

i) Each of the four countries constitutionally grants the right to education to its citizens. This right, once in place backed by law, has inevitable implications for how the state will engage with non-state partners to ensure each child’s right to education. RTE is about to be enacted in Pakistan and there is much to learn from the region if education is to be an equalizer for entitlements without discrimination. A regional conference is critical for sharing strategies on what works best within equity-focused and innovative financing approaches.

ii) In all South Asian countries, it is imperative to ensure that the tradition of generous philanthropy and direct giving is well acknowledged as an integral part of the region’s spiritual and social capital formation, beyond contracts and profits.

iii) The current discourse on shifting roles of state and society with shifting responsibilities is a healthy one. It must be respected and valued for vigilance with respect to equity and structural discriminatory practices vis-à-vis gender-based rights. With a majority of children going to public sector facilities, it is vital that public pressure to improve government schools is maintained.

iv) The grant in aid instrument for improving access and quality, which is practiced in three of the four countries examined, needs a country-specific and regional overhaul for its potential to become more equity and gender focused in the run-up to the MDGs/EFA targets. A regional workshop and/or a conference should be organized for a thorough review of current practices, challenges and the need for a redesign.

v) Except for Maldives, each country has two streams of publicly financed education systems: a) schools running directly under the departments of education; and b) aided/grant in aid low-cost private schools. The two streams rarely speak to each other and may remain unaccountable for outcomes. The silos must be broken. There must be a mechanism for sharing best practices and complementary strategies by the two sets of institutions to optimize outreach, especially in locations where the challenges of gender and disadvantage are highest in access and quality. This can be done through regular sharing meetings coinciding with annual planning and budgetary cycles.

vi) Each country must develop its unique toolkit on the mechanisms, directory of policies/laws, best practices and key players for equity-focused PPPs and CSR by all key stakeholders. This can be a part of a proposed directory of best practices and important addresses for equity-focused PPPs and CSR as a collaborative exercise by key stakeholders including development partners.

vii) In the four countries reviewed in South Asia, there is little institutional presence and capacity to manage PPPs/CSR and multi-stakeholder partnerships in education at the central or state/provincial levels. There is an urgent need for continuous capacity building for all partners (on policies/strategies, types of PPPs/CSR arrangements, government initiatives at central and state levels). There may be a need to have a two-pronged approach placing this capacity both within the mainstream public sector for enhanced ownership and with independent agencies.
viii) The story of Bangladesh should be further studied and examined. With virtually all education at the secondary level, and a majority at the primary level, being provided through multiple variations of partnerships, the case of Bangladesh could provide a number of lessons learned and innovative approaches for the rest of South Asia, especially in regard to the global discourse on public and private providers for equity and entitlements backed by state responsibility. This further study could provide, for all concerned, a better understanding of the possibilities and impact of public–private provision in the run-up to the EFA/MDGs.

ix) There is no proper regulatory framework or a focal institution for CSR/PPPs initiatives in South Asia. This is a major gap which needs to be addressed in all countries but must be managed with professional transparency and suitable modalities which do not lead to corruption.

x) Innovative financing for equity-focused education such as the Education Cess has worked well for India, as have the debt swaps for education for Pakistan. These and other innovations can be explored specifically for girls’ education and meeting the MDGs and EFA goals. Bangladesh, India and Pakistan as well as other countries of South Asia may further explore these options as best practices. In addition, other financial instruments may be considered for additional resources such as a Cash on Delivery scheme to provide additional funding to developing countries in return for achieving progress against pre-agreed targets.

xi) Key donors (bilaterals and multilaterals), within each country context need to devise a well-aligned strategy and policy on PPPs and CSR within the framework of an equity-focused approach, concern for children and aid effectiveness. This must be done both independently and jointly with key stakeholders. Whilst PPPs have been acknowledged and supported as innovative practices by donors, CSR is still met with ‘mixed feelings’ for programming purposes due to ethical concerns of a tradition of profits perceived to be made through human rights violations. Donors such as UNICEF have major successful CSR-driven funding partnerships in both health and education sectors. UNICEF’s partnership with the IKEA Foundation to support rights-based education projects, Pampers with UNICEF for immunization, and the World Food Programme (WFP) and Unilever are well documented, supported by the United Nations Global Compact (2000). The CSR conversations in their current form are only a decade old. These need to be explored as a two-way process for closer alignment to the challenges of human development, providing data-driven options for industry to support equity-focused programmes for children and youth with high impact. Suggestions by UNICEF/Dominican Republic are worthy guidelines for engagement with CSR both globally and within specific country contexts:

- Promote CSR as an ethical investment for sustainable development with a focus on children.
- Provide companies with data, tools, technical expertise and social methodologies for achieving positive results in projects for children.
- Support the corporate sector to commit to public policies in a more efficient and effective way.
- Serve as a catalyst for improved dialogue, integration and synergies between governments, civil society and companies.

www.unicef.org/republicadominicana/english/support_18957.htm
Recommendation for UNICEF Country Offices

For each country, given the policy and legal climate on PPPs/CSR, UNICEF programme teams need to align their country position for all programmes, addressing gender equality through the equity-focused approach reaching out to the bottom quintile income groups.

There is an urgent need for investment in a dedicated human resource expertise for mainstreaming a partnerships/CSR audit in each programme within the country programme.

Development partners along with CSOs can explore synergies with CSR and PPPs aggressively. The potential and need for such collaboration is acknowledged as significant in South Asia, but practical engagement continues to remain sub-optimal.

As a member of the Task Force on Education of the Leading Group for Innovative Financing for Development, UNICEF can host, along with other development partners and country governments of South Asia, a consultation on innovative financing tools to meet the challenge of the right to education for all. This may be done at the earliest possible opportunity for a better understanding and ownership of the range of innovative options under consideration and generation of new ideas.

UNICEF country offices can take the lead in this critical area, practically helping South Asian partner governments to implement the Dhaka Declaration 2009.
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19Director, Institute of Education and Development (IED), BRAC University. Collaboration of Rasheda Chowdhury in an earlier version of the paper is acknowledged with appreciation.


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WEBSITES


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PART II

COUNTRY CASE STUDIES
4 Bangladesh

4.1 Achievement and Challenges

Basic education is guaranteed as a fundamental right in Bangladesh\textsuperscript{20} and the Constitution under Article 17 is committed to establishing a uniform, mass-oriented and universal system of education and extending free and compulsory education to all children. Bangladesh is signatory of the EFA, MDGs, CRC and CEDAW. The Compulsory Primary Education Act 1990, Vision 2021, and the National Education Policy 2010 reaffirm the commitment to state initiatives for ensuring basic education for all, with a particular focus on reaching the unreached. Whilst the majority of education providers are non-state actors, 46 per cent of the primary schools and 3 per cent of the secondary schools are directly run by the state (Banbeis, 2008). There is significant contribution of the state to non-state providers for salary subvention, stipends, free textbooks, school construction and maintenance.

Although Bangladesh has achieved gender parity at the primary and secondary levels, education in Bangladesh as in other South Asian countries faces a number of challenges. These include: 40 per cent population living below the poverty line, low sustained primary and secondary enrolment ratios, high dropouts, low learning levels, exclusion and disparities in education in terms of access, gender, urbanization, and socio-economic status of households. These are compounded by low GDP allocation to education of 2.27 per cent supplemented by development partners by up to one third of the total budget (Ahmed et al., 2005). Rapid growth of school-age population, fiscal pressures, and low per-capita incomes have contributed to deepening the problem, resulting in poor quality public education and high rates of illiteracy. Financing of education is much below the international benchmark of 4 per cent of GDP as mandated by UNESCO, with substantial aid dependence. Further, the global financial crisis has seen a reduction in ODA commitment.

During the last decade Bangladesh made significant progress in terms of enrolment. About 16 million children are enrolled in 82,218 primary level institutions. Officially, the GER at primary level was 98.8 per cent (boys 93.4%, girls 104.6%) and the NER 91.1 per cent (boys 87.8%, girls 94.7%) in 2007. However, the Education Watch study by CAMPEfinds the GER at 103 per cent and NER at 86.4 per cent in 2008. Enrolment in primary education has continued to rise. Affirmative actions such as no tuition fee, provision of free textbooks, stipend programme, midday meals in selected areas, flexible school calendar, ban on corporal punishments, and child-friendly schools have contributed towards reaching the marginalized. The gender gap has also been reduced. Bangladesh achieved gender parity or equity in access in 2005 in both primary and secondary education. There is a 60 per cent quota for female teachers which has helped in ensuring gender parity among the teachers in government primary schools.

The system is seeking to address the needs of the diverse stakeholders. The Child Survey carried out in early 2010 was a unique initiative to identify the excluded and would contribute to the planning process for bringing all children to school. The post Primary Education Development Programme (PEDP) II exercise, Programme-3, has been trying to enhance focus on learning, targeting to cover all children along with widening the sector-wide programme (SWAp) coverage including non-formal education (NFE). It is also trying to utilize in-country resources in planning, monitoring and

\textsuperscript{20} Article 17 of the Bangladesh constitution describes ‘Free and compulsory education – The State shall adopt effective measures for the purpose of (a) establishing a uniform, mass-oriented and universal system of education and extending free and compulsory education to all children to such stage as may be determined by law; (b) relating education to the needs of society and producing properly trained and motivated citizens to serve those needs; (c) removing illiteracy within such time as may be determined by law.’
implementing processes. Consequently, there has been significant progress in terms of MDGs 2 and 3 (partial).

However, despite huge achievements in gender parity, the role of education in poverty alleviation and enhancement of human development is yet to reach the desired level. There are multiple and complex challenges faced by the basic education subsector.

Given the limitations of the MDG 2 with emphasis on formal primary education, ignoring a whole range of non-formal education including ECCE, post-primary education, basic education for adolescents and adults and life-long learning, there are concerns that it may exclude the already marginalized groups. It also lacks indicators related to quality of education. Quantitative targets met do not necessarily lead to equipping children with basic skills of literacy, numeracy and comprehension as a basis for capabilities to contribute to people’s livelihood and economic status. Attaining GPI at primary and secondary levels has not led to commensurate gains in learning achievement. Females continue to lag behind in learning outcomes (CAMPE, 2005). Many of the state interventions are focused on government primary schools only; other providers including the madrasas and non-formal primary education are often excluded from planning and budgeting processes.

According to Education Watch (CAMPE, 2008), the net intake rate for class I has never gone beyond 45 per cent at any time during the past decade and it was found below 40 per cent in 2008. The competencies achievements assessment of Education Watch reveals that the primary completers achieved on average 18.7 competencies on a paper/pencil-based test out of 27 competencies in 2008. The progress on quality thus remains low.

Children from the very poor and disadvantaged families including the ethnic minorities, the disabled, and those from geographically disadvantaged areas lack access to basic education with quality. Socio-economic characteristics of students are found to be the most influential factor in their learning, compared with school factors. These are thus the high-risk groups facing dropout at primary level and virtual exclusion in transition to post-primary.

The education management and governance systems suffer from centralized systems, political pressure and patronage. This is reflected in the selection of stipends, admission and listing of schools for inclusion in MPO (Monthly Payment Order granted by the government to selected non-government school teachers and staff). The scarcity and unreliability of the available statistics in education is still one of the major challenges.

Lack of coordination among different ministries and departments who provide basic education and life-skills education – DPE, Bureau of Non-Formal Education (BNFE), Bangladesh Shishu Academy, Islamic Foundation, MoWCA, Ministry of Youth and Sports, Ministry of Social Welfare – often result in low returns of investment and duplication of scarce resources.

### 4.2 Policy Framework

The government has a longstanding tradition of partnerships for expanding access, equity and quality with NSPs. However, within public policy this has never been conceptualized through the PPP lens. The country boasts of many promising trends that can be explored for expanding partnerships for education. Some of these include a lively presence of large-scale civil society organizations working in the education sector, buoyant growth in industry and services, institutional initiatives for
recognizing and tapping CSR and above all a newly approved National Education Policy (2010) which provides spaces for expanding options for PPP and CSR.

In Bangladesh almost 98 per cent of the secondary and higher education is provided by the private sector. Close to 54 per cent of basic education provision is managed by the private sector under state support. The CSOs are contributing significantly for reaching the unreached to about 55 million children, youth and adults who are receiving a range of non-formal education in Bangladesh which is mostly provided by the non-state actors. The second National Plan of Action (NPA II 2003–2015) for EFA has emphasized engagement of CSOs, NGOs in particular, for reaching the marginalized for achieving EFA.

**Policy on PPPs**

Since 2009, the government has explored PPPs as a public policy option at multiple levels. The position paper of the Finance Division published in June 2009 emphasized four areas for PPP in education sector. These are: (i) setting up quality schools; (ii) setting up dormitories, health centres, auditoriums and gymnasiums in public universities; (iii) development, expansion or improvement of degree colleges; and (iv) setting up research institutions or research foundations.

The ruling political party\(^{21}\) government of Bangladesh has emphasized PPPs since 1996. Section 66 of the Public Procurement Act (PPA) 2006 and Rule 129 of the Public Procurement Rules (PPR) provides different models of PPP and created a legal basis for PPP. Initially PPP was focused on infrastructure development in the energy sector but recently it has expanded to 18 different sectors including health, education and the social sector. Under the control of the Economic Relation Division, (i) the Infrastructure Development Company (IDCOL) was established in 1997, (ii) the Infrastructure Investment Facilitation Centre (IIFC) was established to assist relevant ministries/ agencies with formulation of project proposal and screening and provide technical support, (iii) in 2004, Bangladesh Private Sector Infrastructure Guidelines (PSIG) were established, and subsequently (iv) a five-year term Investment Promotion and Financing Facility (IPFF) was established in 2007.

In response to the present government’s political commitment, ‘Policy and Strategy for Public–Private Partnership (PPP), 2010’ now stands approved since 2 August 2010 with a view to: (i) spelling out the principles of partnership with the private sector for undertaking various projects related to infrastructure as well as public service delivery; (ii) defining an institutional framework which is conducive and efficient in handling the PPP projects as well as effective at protecting public interest; and (iii) ensuring balance between risk and reward for both the government and private partners while aiming to keep the undertaking attractive for the private sector.

According to the policy the PPP projects, particularly in infrastructure, normally cover public good provisions characterized by indivisibility and non-excludability, natural monopoly characterized by declining marginal cost (and associated average cost), and lumpy investment characterized by a long gestation period. In most of the cases, PPP allows the private sector into areas of business where the government holds control over the infrastructure or service before such partnership. The public sector retains a significant role in the partnership, either as the sole purchaser of the services provided or as the main enabler of the project. The private party commonly provides the detailed design, construction, operation and financing for the PPP project, and is paid according to the performance.

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\(^{21}\) The election manifesto to the ruling party envisages that GDP growth rate will accelerate to 8 per cent in 2013 and to 10 per cent by 2017 which will then be maintained till 2021. In doing so, the Government of Bangladesh is emphasizing augmenting investment by mobilizing private sector resources, expertise and experience through PPP.
Any project that generates public goods and services may be considered under PPPs if: (i) the implementation of the project is difficult with the financial resources or expertise of the government alone; (ii) private investment would increase the quality or level of service or reduce the time to implement compared with what the government could accomplish on its own; (iii) there is an opportunity for competition, where possible, among prospective private investors, which may reduce the cost of providing a public service; (iv) private investment in public service provides an opportunity for innovation; and (v) there are no regulatory or legislative restrictions in taking private investment in the delivery of public service. But any action related to: (i) outsourcing of a simple function of a public service; (ii) creating a government owned enterprise (State Owned Company); and (iii) borrowing by government from the private sector will not be considered as a PPP.

The policy covers about 18 sectors under the International Standard Industrial Classification (ISIC) that include: (i) social infrastructure (e.g. health, education human resource development, research and development and cultural facilities [ISIC 85–88]); and (ii) poverty alleviation (ISIC 35, 36, 52, 61, 84 and 86). It provides guidelines for ‘types of financial participation of the government’ and ‘structure/institutional framework for PPP’ but both of them are highly focused on infrastructure development.

The public sector is meant to play a significant complementary role either as the sole purchaser of the services provided and/or as the main enabler of the project where payments are outcomes and performance based. PPPs create a ‘win–win situation’ under contractual obligations.

The recently approved National Education Policy (NEP), 2010, also provides specific guidelines on PPPs in Sections 5 and 28 (Box 6).

**Box 6: NEP Guidelines for PPPs**

**Section 5: Vocational And Technical Education, Strategy 18:**
Public–private partnership collaboration will be encouraged to establish new technical and vocational institutes and to develop their management. Boys and girls from insolvent families to have opportunities to study in these institutions.

**Section 28: Special Initiatives at All Educational Levels, Strategy 3:**
Expert manpower has to be developed in accordance with the national demand for manpower on mid- and long-term basis. Implementation of all these programmes can be realized through public–private partnership (PPP). However, opportunities and scopes must be open for those students belonging to socio-economically backward classes of the society.

These existing practices of PPP in education are mainly regulated by two line ministries: (i) Ministry of Primary and Mass Education (MoPME); and (ii) Ministry of Education (MoE). Both ministries regulate the PPP initiatives by issuing circulars from time to time. The largest programmes through PPPs initiated by the government include: grant in aid to private schools (mostly secondary) through the Monthly Payment Orders (MPOs) or the grant in aid programme; and b) vouchers for girls’ education.
Policy on CSR

The Government of Bangladesh does not have any specific policy to encourage business enterprises to play a socially responsible role. It is ironic that in Bangladesh in spite of highly acclaimed practices of the Bangladesh Garment Manufacturers and Exporters Association (BGMEA) on child labour eradication in 1995, these have not resulted in policy and institutional legal systems for employee and community well-being. The government is planning to formulate a policy on CSR encouraging businesses to contribute more to social development in line with ISO 26000 focused on some core issues that include: (i) organizational governance; (ii) human rights; (iii) labour practices; (iv) the environment; (v) fair operating practices; (vi) consumer rights; and (vii) contribution to community and society. The taxation policy in Bangladesh has provision for encouraging CSR, in terms of tax rebate, which is mainly implemented through corporate donations in some identified social sector.

There are private institutions working to promote CSR, including Bangladesh Enterprise Institute (BEI) and the CSR Center Bangladesh. The BEI facilitates partnerships and programmes in the private sector working to achieve Bangladesh’s development goals. BEI also organizes the local Global Compact network. The CSR Center Bangladesh identifies cases in which companies are not adequately implementing social and environmental standards and provides tools to help them improve their performance. This is a newly established centre, and can provide information and support services to local industry and widely disseminate ISO 26000 for expanding support to the education sector.

4.3 Best Practices

4.3.1 Government-led PPPs

The Female Stipend Programme

The Female Stipend Programme (FSP) was launched in 1982 in six rural areas of Bangladesh as a pilot programme to reduce the gender gap in secondary schools in terms of enhancing enrolment and reducing dropouts. From 1994 onwards, the Government of Bangladesh expanded the programme with support from IDA, ADB and NORAD. Since 2002, the stipends have been extended to include higher secondary and metropolitan cities.

The stipends are referred to as ‘conditional cash transfers’ as each girl is expected to attend 75 per cent of school days, attain 45 per cent of class-level test scores, and remain unmarried. The programme has made a significant difference in rural areas and contributes to achieving MDG-3 through promoting gender parity at secondary level and increasing the share of women in wage employment in the non-agricultural sector. It has also contributed to delayed marriage and reduced fertility rates. However, it is noted here that in terms of quality of education and increased access to the labour market/income-generating activities, a desirable level has not yet been reached..

The modest stipend ranges from Tk 25 to Tk 60 (US$0.36 to US$0.87) per month that is directly provided to each eligible girl student. The complementary tuition subsidies (Table 3) are transferred directly to the concerned school through a scheduled bank. From 2000 to 2008, about 26.3 million female students at secondary level received a total of Tk 17,367.1 million as stipend under the social safety net programmes. Every year about 2.75 million female students are provided with a stipend.
Table 3: Stipend and tuition rates (amount in Taka)

<table>
<thead>
<tr>
<th>Class</th>
<th>School type</th>
<th>First installment: Jan–Jun</th>
<th>Second installment: Jul–Dec</th>
<th>Annual total</th>
<th>Monthly stipend</th>
<th>Monthly tuition</th>
</tr>
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<tbody>
<tr>
<td></td>
<td></td>
<td>Stipend</td>
<td>Tuition</td>
<td>Books</td>
<td>Total</td>
<td>Stipend</td>
</tr>
<tr>
<td>VI</td>
<td>Govt.</td>
<td>150</td>
<td>60</td>
<td>210</td>
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<td></td>
<td>Non-Govt.</td>
<td>150</td>
<td>90</td>
<td>240</td>
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<tr>
<td>VII</td>
<td>Govt.</td>
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<td>72</td>
<td>252</td>
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<tr>
<td></td>
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<td>270</td>
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<tr>
<td>VIII</td>
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<td>210</td>
<td>72</td>
<td>282</td>
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<tr>
<td></td>
<td>Non-Govt.</td>
<td>210</td>
<td>90</td>
<td>300</td>
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<tr>
<td>IX</td>
<td>Govt.</td>
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<td>250</td>
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<tr>
<td></td>
<td>Non-Govt.</td>
<td>360</td>
<td>120</td>
<td>250</td>
<td>360</td>
<td>120</td>
</tr>
<tr>
<td>X</td>
<td>Govt.</td>
<td>360</td>
<td>90</td>
<td>450</td>
<td>540</td>
<td>135</td>
</tr>
<tr>
<td></td>
<td>Non-Govt.</td>
<td>360</td>
<td>120</td>
<td>480</td>
<td>540</td>
<td>180</td>
</tr>
</tbody>
</table>

Source: Government of Bangladesh, Ministry of Education

MPOs for Private Secondary Schools, Colleges and Madrasas – Grant in Aid to Assisted Schools

Monthly Pay Order (MPO) refers to an institutional mechanism through an agreement/registration to provide salary support from the government to the qualified teachers and staff of non-government post-primary educational institutions. MPO is a grant in aid scheme to schools that apply after verification of their status and criteria. Each teacher and staff member of non-government post-primary institutions, namely secondary schools, colleges, madrasas and technical and vocational institutions, is given 90–100 per cent of the basic salary as salary subvention.

Scale: Currently there are 26,335 institutions registered for MPO, including 15,498 secondary schools, 2403 colleges, 7346 Ala Madrasa and 1088 vocational institutes (Banbeis, 2008). A total of 482,896 enlisted teachers and staff have been employed in these institutions. The government provides them with 100 per cent of their salaries as subvention.

The MPO for non-government teachers and staff is managed by the Directorate of Secondary and Higher Education (DSHE) through its 9 zonal offices and 64 District Education Offices. The MPO is essentially a payroll database and also contains data on non-teaching staff. However, it does not maintain any data related to qualifications, training and subjects taught. The MPO-registered schools are monitored (both academic and administrative) by the Upazila Secondary Education Officer.

However, a major concern about the MPO scheme is that it is not performance-based and supervision is almost negligible on quality indicators and processes.

The above two schemes are the best practices of government-initiated PPPs for addressing gender equality and education for the most disadvantaged groups in multiple subsectors of education supporting almost half a million teachers’ salaries. The MPO/grant in aid programme to approved low-cost, low-fee private schools may be extended to other areas of quality support such as teacher training, learning outcomes assessment and tracking to improve quality, which remains a challenge for Bangladesh. In spite of a GPI in favour of girls, stipends and MPO, girls continue to under-perform and only 1 out of 5 actually completes the secondary level of education.
4.3.2 NGO/CSO-led PPPs

**BRAC**

BRAC has numerous education programmes, including BRAC Primary Schools (BPS), focused on strengthening formal education support to government primary schools, and the Post-primary Basic and Continuing Education (PACE) programme. Both are philanthropic support programmes for which BRAC is not contracted by the government but is offering professional and support services through its own resource mobilization considered a philanthropic PPP according to the classification in Table 2 (LaRocque, 2008).

**BPS**

Under this programme, the goal has been to develop the professional capacity of teachers of government primary schools and to increase community and parents’ participation in children’s education. BRAC provides week-long management training for head teachers, two weeks introductory training for teachers who do have not had pre-service training, week-long subject-based training (Mathematics and English) for assistant teachers and refresher training for the participants of each of the courses twice annually. To increase commitment and awareness of the SMC’s duties and responsibilities to the school, the PPS unit arranges SMC workshops. In addition, by arranging monthly parents’ meetings, this unit works to increase their involvement in their children’s education. Dialogue with the Upazila Education Committee (UEC) in order to engage them meaningfully is another important aspect of this programme. By doing these activities, BRAC has gained vast knowledge about the most important factors, which will be significant for developing techniques for the improvement of the quality of primary education.

**PACE**

BRAC has been working with rural secondary schools through its Post-primary Basic and Continuing Education (PACE) programme. Out of 238,158 teachers of 18,500 non-government secondary schools only 54 per cent have some training. In collaboration with the government, PACE was initiated as a secondary school teacher-training programme in 2002 to bring a qualitative change in teaching and learning in secondary schools. PACE targets head teachers, teachers, school council members and students through multiple initiatives. More than 9000 head and assistant head teachers and school committee members from about 2000 schools have participated in awareness-raising workshops. About 4000 head and assistant head teachers participated in management training, and more than 17,000 teachers participated in core subject training. Under the Mentoring programme, BRAC offers a better learning environment which improves student attendance and participation. Under this initiative, 25 students from Grades VI to IX are selected from participating schools to attend a six-day training course to develop self-esteem, leadership skills and creativity. Upon returning to their schools, the mentors form small groups and provide social and academic support to their peers. A total of 14,882 students (49.54% girls) have received mentoring training. In addition, PACE has developed Computer Aided Learning (CAL) materials in Maths, English and Science to be used as self-learning tools for teachers, in teacher training and in classrooms where computers are available.

The Remedial and RAISE programmes of PACE aim to provide support in English and Mathematics to students to do better in the Secondary School Certificate (SSC)
examination. Remedial support is given for three months to SSC candidates in lesser performing schools. RAISE supports schools to improve the SSC results by providing additional practice materials and model questions for students of Grade X.

CAMPE

CAMPE plays a critical role as a coordinator in assisting different partners working in the education sector. It does this through networking, advocacy and lobbying, capacity building, training, facilitation and materials development, policy research, and documentation as well as serving as a catalyst and information database. The major strategy in performing these roles is to focus on strengthening NGO–NGO, GO–NGO, NGO–Donor and NGO–Democratic force relationships for achieving the goal of EFA and selected MDGs. CAMPE (i) plays a watchdog role through its Education Watch initiative which provides alternative statistics, identifies bottlenecks in the system through grassroots-based evidence collection, and identifies ways forward which contribute to policy and practice change; (ii) contributes to popularizing the innovations in education and to raising awareness on new concepts like ECE, Continuing Education and life-long learning; (iii) lobbies with the legislators and education administration to reduce discrimination by encouraging such initiatives as free textbooks for all children, including those in non-formal schools, banning corporal punishment, introducing a flexible school calendar, and relaxation of the school registration process in difficult to access areas; (iv) capacity-builds both state and non-state actors through providing training; (v) delivers services in partnership with government, for example mapping of NFE activities in Bangladesh and scaling-up NFE-MIS; (vi) provides technical support to state actors by representing the civil society in dozens of technical committees in the Ministry of Education, Ministry of Planning, Ministry of Women and Children Affairs and so on; (vii) with its members and partners, provides non-formal education support that covers all six EFA goals to 55 million learners across the country.

CAMPE, like BRAC, is offering vital services in a voluntary capacity to the government through philanthropic and services-type PPPs.

PLAN BANGLADESH

PLAN’s Community Learning programme is providing opportunities for children’s interactive learning and training for parents and the community to provide children with a supportive and stimulating environment for their development. The Early Child Development (ECD) programme has been established for 3–5-year-old children. These programmes are helping children’s physical, social, mental and emotional growth. Children who have attended ECD tend to be more prepared for entering the formal education system.

PLAN Bangladesh is expanding its outreach through formal government collaboration as a PPP initiative supported by development partners’ funding rather than government’s own funding. However, it has the potential of being mainstreamed as a government partner for ECD.

UCEP

Underprivileged Children’s Educational Programmes (UCEP) – Bangladesh is working with distressed urban working children. Starting in 1972 at the Dhaka University premises with only 60 students, it is now a hub of over 38,000 working children striving to inculcate
marketable skills and provide employment support service through general education and vocational training in close collaboration with industries and employers throughout Bangladesh. UCEP’s programmes are designed for hardcore urban poor, mostly migrants from rural areas. Sharing of cost by industries and recovery through sale of training products, philanthropic donations, beneficiaries’ participation, etc. contribute to the sustainability of UCEP.

4.3.3 CSR-led Initiatives – Small but Scalable

<table>
<thead>
<tr>
<th>CSR – Companies and Initiatives</th>
<th>Target Groups by Subsector</th>
<th>Gender/Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Unilever Bangladesh with World Food Programme</strong>&lt;sup&gt;22&lt;/sup&gt;</td>
<td>95,000 primary school children receive micronutrient-fortified biscuits in schools in the Shyamnagar, Assasuni, Tala and Kalaroapazilas of Satkhira district</td>
<td>Girls and boys in primary schools</td>
</tr>
</tbody>
</table>
| **Grameenphone (GP)/Telenor Scholarships**  
  Inclusive education  
  Free books  
  Emergency  
  IT-based SMS Advocacy Service | 100 scholarships, different educational levels  
  Gifted underprivileged children  
  Enrichment programme  
  NFE to affected children in shelters  
  25 million GP subscribers to raise allocation to Education budget | 60% girls and disadvantaged children |
| **Hong Kong ShanghaiBank Corporation (HSBC)**  
  Young Entrepreneurs Award  
  Education for the Underprivileged  
  Daily Star Climate Awards – rehab programmes for victims of climate change  
  Back to School campaign | Since 2006  
  10 million Takas to cyclone-affected | All disadvantaged groups |
| **Standard Chartered Bank**  
  Young Learners Club – British Council  
  National Fellowship for Advancement of Visually Handicapped learning materials/Sight Savers  
  Inclusive education support Heritage Studies | Youth  
  Visually Impaired learners  
  Visually Impaired Public | Challenged groups |
| **RobiaAxiata Limited (mobile) and Daily Star**  
  English in Schools Programme (EiS) | Across the country in 64 districts, 1000 schools, a special page weekly in the paper on English Language teaching materials according to the National curriculum | Students and teachers |

In addition to the above, M IMspahani Group, Aga Khan Foundation and Dutch-Bangla Bank Ltd, among others, are providing social services particularly in the fields of health, education and youth development through establishing schools, colleges, hospitals, religious institutions and scholarship programmes in different parts of the country.

4.4 Issues and Recommendations

Using the construct of the PPP continuum, Bangladesh is at the right end of the spectrum. However, the discourse on PPPs is neither popularly articulated in the public domain nor is it fully embedded in policy and operational levels.

Bangladesh provides a unique case study of PPPs with almost all secondary and a large portion of primary education provision through the NSPs. The two largest PPPs of (a) the female stipends programme and (b) the MPOs/grant in aid to post-primary education offer both scale and a targeted approach with outcomes as illustrated by the achievements of MDG 2 and EFA Goal 5. The NGO-led initiatives are globally acknowledged (BRAC, Grameen, Dhaka Ahsania Mission, etc.). However, in spite of such gains on the ground the policy discourse on PPPs/CSR is neither coherent in articulation nor well documented. There is an urgent need to revisit the partnership paradigm for education in Bangladesh. Currently there is an apprehension about PPPs by both government and NGOs. Bangladesh relies on donors for 30 per cent of support to the education sector met through funding of government and NGOs in two separately managed streams, but within the overall sector-wide post-Primary Education Development Programme (PEDP) approach.

- **Public and private – apart or together?** There is urgent need to deconstruct what is public and private in Bangladesh. Given 97 per cent and 54 per cent provision by non-state providers for secondary and primary education, with stipends and MPOs going to the secondary providers, there is room to explore the partnership options within a wider and innovative paradigm for an equity-focused approach. The continuum of public and private is blurred with provision of secondary education private partners supported by government financing. The dichotomies are not so stark as the classification (public/private)suggests.

- **Conceptual confusion and asymmetries:** There is an ‘ideological’ problem with respect to PPPs, associated with asymmetries of profit versus public good, of contracting versus partnerships, etc. These concerns need to be addressed for accountability and transparency. The terminologies imported from infrastructure projects such as ‘bidding’ and ‘contracts’ have dislodged the goodwill and good citizenship element in PPPs and replaced them with images of ‘outsourcing’, ‘corruption’ and ‘malpractices’. Partnerships thus tend to become de-humanized, open to profiteering, taking the notion of public good out of the equation. The government also has no explicit policy on CSR, but there are encouraging trends by some ministries (Commerce and Information) urging private industry to engage in CSR activities that are tax deductible.

- **Revisiting the grant in aid/MPO programme:** Currently financial support from the government to private schools through MPOs is not performance-based. Consequently, once an institution is registered under the MPO system, it is difficult to stop the support or to withhold registration. There is an urgency to review the MPO system of grant in aid as in India for a more outcomes-based accountability and quality-focused programme. There is a need to revisit the grant in aid/MPO programme, to re-examine the role of NSPs and the government for a more targeted equity focus. Currently it is only access-focused, not quality-focused.

- **Upgrade PPPs to performance-based partnerships:** The government may consider a school rating system linking MPOs’ support with performance. Following school ratings, interventions may be designed with other partners that have capacity such as BRAC, CAMPE, Plan Bangladesh and others who have skills to improve quality.
• **National Education Policy 2010 – widening the scope for PPPs:** This can be the trigger for formally tapping CSR and engaging in formal PPPs in the areas of:

  - ECE/ECD with good practices, an initiative which can be scaled up linking mothers and children
  - Extending student stipends to all madrasas (faith-based organizations) as well
  - Expansion of grant in aid to madrasas, technical education with focus on learning outcomes
  - Teacher training, monitoring and support at primary/secondary level
  - Technical vocational education where Grameen is seeking active engagement with Industry for training and placements
  - Research and learning assessment
  - Evidence-based surveys/data collection on different aspects of the education programme.

• **Other interpretations of PPPs:** There are concerns that some programmes construed as forms of PPPs are not being factored in the current debate. These include:

  - NSPs’ engagement in the policy dialogues and contribution to policy-making, budgeting and programming/design for large-scale sector-wide education programmes
  - Financing of education through MNAs/MPAs grants (government to government facilities) – do they qualify?

• **Charity and philanthropy abound at all levels:** The community remains giving but this is not factored in the discussions on PPPs. What about the community, which is a generous and ‘silent’ partner. This discussion is not fully integrated into public dialogues.

• **CSR Centre Bangladesh:** Set up with patronage from the Bangladesh Enterprise Institute (BEI), must be given specific support along with a group of CSOs to: a) develop CSR policy guidelines for education support; b) work with industry to address gender equity-focused options; c) develop tracking/documentation systems; and d) generate case studies/best practices for equity-focused programmes addressing gender equality.

• **Regulatory regimes:** In Bangladesh, the current regulation amounts to policing. Well-established public-minded CSOs like CAMPE require clearance by the government (NGO Affairs Bureau) for foreign visits, highlighting a trust deficit, which needs redressal. The focus is currently misplaced.

• **Institutional presence:** A full-fledged PPP/CSR unit within the Ministry of Education needs to be established to ensure that all partners understand the scope and limits of partnerships, and offer complete information on the practices and regulations that may be associated with each scheme.

• **PPPs/CSR in Education Toolkit, Directory and Communications Strategy:** There is a major need for producing a toolkit/leaflet about PPPs/CSR in education with frequently asked questions (FAQs). This must be accompanied by a communication strategy on PPPs/CSR in Bangladesh, as there is little understanding on the topic with several misconceptions about what it is and what it is not.
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5 India

5.1 Achievement and Challenges

In 2001, the Government of India introduced the SarvaShikshaAbhiyan (SSA) to universalize elementary education. Although enrolment figures are heartening with the net primary enrolment rate going up from 84.1 per cent in 2001 to 95.5 per cent in 2007, other indicators show that there is still a long way to go.\(^{23}\)

In terms of absolute numbers, 19 million children are still out of school (MHRD, 2010). There are 493,700 pre-primary institutions in the country, out of which 456,994 (92.57%) are in rural areas (NCERT, 2007). The adult literacy rate is at 82 per cent.\(^{24}\) From the perspective of equity and access of women to education, much needs to be done. The female/male parity index, as a ratio of literacy rates for 15–24-year-olds, is still at 0.84.\(^{25}\) Although elementary education is now a fundamental right in India the focus remains on inputs rather than learning outcomes. The citizen-led Annual Status of Education Report (ASER) 2010 presents a picture of poor learning achievements in terms of literacy and numeracy. The proportion of grade I children who can recognize numbers from 1–9 declined from 69.3 per cent in 2009 to 65.8 per cent in 2010. Similarly, the proportion of children in grade III who can solve two-digit subtraction problems decreased from 39 per cent to 36.5 per cent in the same period. Children in grade V who can do simple division problems also dropped from 38 per cent in 2009 to 35.9 per cent in 2010. Only 53.4 per cent of children in grade V can read a grade II level text (Pratham, 2011).

The Gender Parity Index (GPI) for primary net enrolment rate is 0.97 whilst for secondary it is 0.86 and for adult literacy it is 0.71. The challenges are considerable for vulnerable groups and quality of learning outcomes leading to dropouts at primary and secondary levels, adding to the pool of out-of-school children.

The right to elementary education has been a fundamental right under the Constitution since 2002 but it is only recently that this right has been realized through the enactment of the Right of Children to Free and Compulsory Education Act, 2009. The GDP allocation to education is 3.8 per cent, second only to the Maldives in South Asia.

In India, although the primary responsibility for delivering school education lies with the state, private investment in the area is permitted in certain circumstances. There are altogether 1,285,098 schools in India, out of which 20 per cent (249,920) are private schools. Of the total number of private schools, 30 per cent are classified as government aided schools receiving government grant in aid. Private players are permitted to run schools on the condition that these are not run for profit. Therefore, institutions running schools have to be trusts, societies or ‘section 25 companies’.\(^{26}\) For-profit schools are permitted only in the states of Maharashtra and Haryana.

The passing of the RTE 2009 and Rules have imposed certain obligations on private schools. All private schools have to admit 25 per cent children from disadvantaged groups from their

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\(^{23}\)mdgs.un.org/unsd/mdg/Data.aspx.\(^{24}\)www.nlm.nic.in/lsi.htm.\(^{25}\)mdgs.un.org/unsd/mdg/Data.aspx.\(^{26}\)Companies with the object to promote commerce, art, science, religion, charity or any other useful purpose and not having any profit motive.
neighbourhoods for free education. The government will reimburse the school for admitting these children in terms of its own per-child cost. Children will also be provided with the necessary books and uniforms and have other fees waived.

The RTE Act 2009 underscores that there must be no discrimination of children for social, cultural or economic reasons. This includes children with disabilities and who live in remote areas. As the implementation of RTE 2009 is rolled out, it will be the world’s largest PPP, with government support to 25% children enrolled, underpinned by a fundamental right to education for all, equity-focused and rights-based.

5.2 Policy Framework

Policy on PPPs

Although practices on PPPs are well established, the main driver for policy on PPPs has been the Planning Commission (10th and 11th Five Year Plans) 2002–2012, rather than the Ministry of Human Resources and Development (MHRD). The Eleventh Plan (2007–2012) states that ‘the legitimate role of private providers of quality education not only needs to be recognized, but also encouraged’ (Planning Commission 2008b, p.8). Whilst the share of public sector (government and local bodies) schools is declining, the ‘private unaided schools have grown from 15% in 1993–94 to 24% in 2001–02 and further to 30% in 2004–05’ (Planning Commission 2008b, p.15). The Eleventh Plan stresses that the ‘massive expansion required in secondary education calls for an expansion in both public schools as well as private aided and unaided schools’ (Planning Commission 2008b, p.18). The opening up of the education sector to non-state partners and the private sector is part of the ongoing market liberalization processes acknowledging private sector presence for its edge over public sector delivery in efficiency/cost-effectiveness, speed, quality, management, performance and risk sharing.

There is no law governing PPPs in India. The MHRD at the central level, along with state counterparts, is probing PPP as a means to augment its financial resources to meet the MDGs, to reach the unreached and to achieve the so-far elusive goal of education for all. Partnerships are not new to the Ministry. A concept paper prepared on PPPs in School Education in 2007 explores existing practices, national and international, and options for PPPs. A number of existing state-initiated options and new ones are explored in the paper, which invites public responses on PPP options (MHRD, 2009). This is well aligned to the Planning Commission directions on the subject.

The MHRD Concept Paper defines PPPs as an approach used by the government to deliver quality services to the population by using the expertise of the private sector. It is a contractual arrangement through which a private party performs part of the service delivery functions of the government while assuming associated risks. In return, the private party receives a fee from the government according to pre-determined performance criteria. Such payment may come out of the user charges or through the government budget or a combination of both. The concept paper also proposes linking PPPs with CSR and volunteerism for a wider social impact (MHRD, 2009).

RTE 2009 has further accelerated the debate to engage actively with PPPs to meet the challenge of Quality Education for All. All private schools under RTE 2009 have to allocate 25 per cent of their

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27 Government aided schools; school feeding programmes; nanhikaali; various quality programmes; Read India, etc.
places to disadvantaged students whose costs will be borne by the government at rates thus established.

However, a concept paper by the MHRD or Five Year Plans cannot become substitutes for a formal policy, strategy and accompanying legal framework for PPPs and CSR. To date, policy positions and schemes for PPPs have emerged incrementally, triggered by the Planning Commission and MHRD without the matching institutional and human resource presence. There is no organized regular forum to present the impact or contribution of PPPs with respect to education and the Right to Education Act 2009.

**Policy on CSR**

The Companies Bill proposed by the Ministry of Corporate Affairs contains a provision that every year at least 2 per cent of companies’ average net profits during the three immediately preceding financial years shall be spent on CSR activities. This provision will apply to companies having a net worth of Rs 500 crore or more, or a turnover of Rs 1000 crore or more, or a net profit of Rs 5 crore or more, during a year. Directors will have to make suitable disclosures in this regard in their report to members. In case a company does not have adequate profits or is not in a position to spend the prescribed amount on CSR activities, the directors would be required to give suitable reasons in their report to members. However, this Bill is still to be passed by Parliament. Still, CSR is increasingly practised as part of a global trend towards voluntary compliance to ISO standards (Times of India, TNS & IRRD, 2008). Of the 82 corporate entities surveyed by the Times of India Foundation, almost all began to engage with ‘giving’ in the early 1990s. The survey illustrates support for CSR as a ‘catalyst for social change’. It also highlights different modalities of CSR operationalization: a) a majority through their own CSR project management divisions; b) 29 per cent involving voluntary organizations/NGOs; and c) over one-tenth of the companies giving financial support directly to community or community-based organizations. Of the 82 companies interviewed, education was given the highest priority (82%) by the group.

CSR in India is practised widely by local, national and multinational companies. Its channels of implementation are through in-house activities, trusts and foundations set up under the company or as individual concerns, and in collaboration with CSOs for PPPs. Giving in education is seen to be: towards a sector-wide spectrum in education for children and youth; to a welfare approach, providing missing facilities and/or scholarships; to a more focused one, targeting equity-focused groups through a rights-based entitlement and outcomes-driven approach.

NSPs, CSOs and corporate entities in India continue to make scaled-up inroads as innovators and implementers of PPPs as part of a wider national and global movement for targeted community engagement to meet MDGs/EFA targets and voluntary standards of good practice in CSR. Recognizing these trends in 2010, the Confederation of Indian Industries (CII) in collaboration with Tata, International Business Leaders Forum (IBLF) and UNICEF India, launched a toolkit: *Business as a Partner in India’s Right to Education – A toolkit for effective business engagement in strengthening education in India.* The toolkit not only elaborates the key features of the RTE 2009, but also provides a framework for types of CSR giving in education as well as sharing best practices under each category in India. It proposes three models of CSR giving in the social sectors (Box 7).

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28 These comprise 11 public sector undertakings (PSUs), 39 private national agencies and 32 private multinationals. Almost 90 per cent are engaged in CSR activities.

### Box 7: Models of CSR giving in the social sectors

**Model I: Programme owner:** Corporate is actively involved in conceptualization of the initiative; implementation is done either on its own or with a partner entity like an NGO.

**Model II: Fund provider:** Corporate provides financial or material support to development initiatives in education run by NGOs or government institutions.

**Model III: Implementation partner:** Corporate helps in design and implementation of development initiatives of third party entities such as governments, other corporate and multilateral organizations.

*Source: Business as a Partner in India’s Right to Education (2010)*

### 5.3 Best Practices

#### 5.3.1 PPP Initiatives by the Government

**Best Practice or an Opportunity Lost? The Case of the Aided Schools in India**

According to the latest DISE (2010) data, out of a total of 1,035,178 elementary schools there are 72,886 aided schools and 177,034 unaided private schools. Of these, 30.05 per cent are higher secondary schools and junior colleges, 27.15 per cent are high schools, 6.75 per cent are upper primary schools, 3.19 per cent are primary schools and 5.15 per cent are pre-primary schools run by private institutions with substantial financial assistance from the state governments *(Elementary Education in India Progress Towards UEE, 2011 – see website in Bibliography)*. Grant in aid schools are the most prevalent model of PPPs existing in India. The model derives its origins from the Woods Despatch 1854, much like in Bangladesh and Pakistan. Such schools, once established and registered, can apply for support. This can be in the form of: a) part or all of the recurring cost of teachers’ salaries; and b) part or full non-salary recurring costs. The percentage of such aid is determined by each state government. A fee is charged, regulated by the government, and, in rare cases, a government nominee can sit on the teachers’ recruitment panel *(MHRD, 2009)*.

**Issues:** The grant in aid scheme in India, although well established, is rather restricted, unlike in Bangladesh where all private schools are automatically eligible to become aided schools through the MPOs. It is also the case, as admitted in the MHRD concept note on PPPs, that the aided school programme is rarely monitored or evaluated for efficiency and improvement. Generally, the payment to such schools is not performance linked. Once the school obtains the aided status, it continues indefinitely without reference to the number of students in the school, attendance of students and teachers and performance of students *(MHRD, 2009)*.

Although the scheme is a scaled up programme for girls and boys it is not targeted specifically, and needs to be redesigned with an equity-focused approach for gender, inclusion and social justice.
Box 8: Aided Schools – Equity focused approaches – Way to the future

BANGALORE: The state government has decided to sanction grant in aid for schools run and managed by Scheduled Castes and Tribes. Primary and Secondary Education Minister B.K. Chandrasekhar on Saturday said the grant in aid will apply to schools established between June 1, 1987, and March 31, 1992. ‘We have laid down guidelines for selecting schools which apply for grants. The institutions will be subjected to thorough scrutiny before sanctioning grants. Some of the guidelines include existence of the institution during the stipulated period, 50 per cent of teaching and non-teaching staff, besides students should belong to SC/ST.’

Source: BANGALORE Times of India(2002).

2500 Model Schools

The MHRD and the Planning Commission have conceptualised a scheme for about 2500 model schools to be set up under PPP in deprived areas with low enrolment indicators. These schools are to be managed by private partners with full autonomy and management control. For such schools the government will provide a capital incentive which would be payable in annual instalments through an escrow account. Around 50 per cent of seats in each school would be filled up through sponsorship by the government from among the socio-economically disadvantaged students for which the government would provide a per capita recurring grant. However, this scheme is still under discussion and implementation is yet to take place.

Gyanodaya

Gyanodaya is a PPP initiative of the Rajasthan government, focusing on girls and aimed at reducing dropout rates at secondary level. The plan envisages the setting up of 165 schools catering to classes 6 to 12 in areas where there are no schools in a 5 km radius. At the pilot stage private participants will establish and manage fifty senior secondary schools on a DBFMOT (design, build, finance, manage, operate, transfer) basis. This scheme will operate in ten districts in the Udaipur and Ajmer divisions of Rajasthan. The government will provide land and bear construction cost up to Rs 50 lakhs. A total of 50 per cent of the seats will be free and the government will reimburse the private player for these seats. This reimbursement amount will be based on the government’s own expenditure in its schools and rates prevailing in private schools in the area. For the remaining 50 per cent of the seats the private player can charge fees. The government will fix key performance indicators, including learning achievements, according to which the private player’s performance will be judged.

Adarsh Schools

This is an initiative of the state government of Punjab. Adarsh schools are being set up at the rate of one at the block level through PPPs with the private sector. The land is to be given on 99-year lease to the private partner by the government. Fifty per cent of the capital cost would also be provided by the state government. The operational cost of the school would be shared on 70:30 basis between the state government and the private partner. There would be a two-tier management structure at state and school level. Adarsh has an element
of corporate social responsibility, though not by design. Two institutions, Educomp and Bharti Foundation, are early partners in this model, both supported by CSR partnerships.

**Infrastructure Viability Gap Funding**

The central government has a scheme for providing viability gap funding for PPP infrastructure projects. The scheme provides financial support in the form of grants, one-time or deferred, to infrastructure projects undertaken through PPPs with a view to making them commercially viable. The scheme provides total viability gap funding up to 20% of the total project cost. In March 2011, education was granted core infrastructure status, thus making it eligible for viability gap funding (ENS Economic Bureau, 2011). This move has the potential to attract large private investment into PPPs in the sector.

**5.3.2 Initiatives by CSR/Private Sector**

**Best Practice for Girl Children at Post-Primary level: An Equity Focused Programme,Naandi Foundation**

Ensuring Children Learn is a programme focusing on remedial education. It currently reaches out to 1,500,000 students in 2000 government schools. In classes 1 to 5 it targets both boys and girls but in classes 6 to 10 it targets only the 60,000 girls who are part of the Nanhi Kali programme. A collaborative venture between the Naandi Foundation and Mahendra Education Trust, the programme has created workbooks on languages, mathematics and environmental science which besides being used in the programme are now being used in all the government schools in Hyderabad.

Naandi Foundation’s Nanhi Kali programme is a comprehensive sponsorship programme to take care of a range of educational requirements of underprivileged girls, providing not only academic support that enables them to make a success of their schooling experience but also material support including uniforms, school bags, shoes, socks, etc. to enable them to go to school with dignity. Nanhi Kali currently supports the education of 60,000 underprivileged girl children from poor urban, remote rural, tribal and conflict-affected communities across seven states: Maharashtra, Andhra Pradesh, Rajasthan, Chhattisgarh, Madhya Pradesh, Karnataka and New Delhi. Dropout rates of girls have fallen to less than 10 per cent within the programme compared with national level figures of 30 per cent at Primary level and 70 per cent at Secondary level. Further assessments done by a third party have reported an increase in learning outcomes ranging from 40 per cent improvement in tribal Chhattisgarh to 78 per cent in Mumbai slums within a period of a year.

**The Quality Dimension – AzimPremji Foundation**

The AzimPremji Foundation was set up with the personal funds of Mr AzimPremji, the founder of Wipro, one of India’s most renowned technology companies. The Foundation has implemented a Learning Guarantee Programme (LGP) in four states of India: Karnataka, Rajasthan, Gujarat and Uttarakhand. In Karnataka under the programme, primary schools in the region voluntarily enrolled themselves for being evaluated by the Foundation. The LGP envisaged providing recognition and rewards to the schools that demonstrated attainment of three criteria: enrolment, attendance and learning achievement. The three years of the programme saw participation go up sharply from 896 (9.7%) of the 9281 primary schools in
the first year to 1887 (20.5%) schools in the third year. At the same time the number of successful schools went up from 40 (4.5%) to 144 (7.8%) of participating schools. A modest success rate which needs to be scaled up. The Karnataka Schools Quality Assessment Organization set by the state government used the testing and analysis used by the Foundation as a model for their own testing. LGP evaluation in Uttarakhand is an annual event where the competency-based assessment has replaced the annual examination in the participating schools. A team of external evaluators, consisting of school teachers from schools within the cluster, one teacher from the school itself and a volunteer from the Foundation, visit the school and collect data of enrolment and attendance, and assess learning achievement of every child in classes 1 to 4 in Environmental Science, Maths and Hindi.

**Bharti Foundation: Access and Quality for Disadvantaged Groups**

Set up in 2000, the Bharti Foundation is the giving arm of Bharti Enterprises. It works in primary, secondary and technical education to help underprivileged children and youth realize their potential. Currently reaching out to 30,000 children, it plans to expand to 200,000 children in India as replicable and scalable models of quality school education.

The programme operates three different models:

**Green Field Schools** (187 schools in 5 states)
- Schools constructed and run by the Foundation
- Land given by panchayat/community members

**Adoption of government schools** (49 schools in Rajasthan)
- Government primary schools adopted and run by the Foundation
- Foundation is responsible for all levels of management of the school
- Partial financial support by government through extending existing schemes such as midday meal, free textbooks

**PPP model**
- Schools run with state governments (including Adarsh in Punjab)
- Government shares capital as well as operational expenses
- Foundation is responsible for all levels of management of the school

### 5.3.3 CSR Initiatives and Multi-Stakeholder Education Initiatives

**ICICI Foundation**

This is an initiative of the ICICI Bank. In the year 2002, responding to the newly created state Chhattisgarh’s need to make its own contextualized curriculum and textbooks, the ICICI Foundation facilitated a collaboration between the State Council for Education Research and Training (SCERT) and three national level education civil society resource organizations: Digantar, Eklavya and VidyaBhawan Education Resource Centre. The partnership started the process of enabling the SCERT to develop curriculum and textbooks. The process of curriculum development was a consultative process where participants were drawn from

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30 Source: Toolkit (IBLF, 2010) and discussion of researchers during stakeholder meetings in Delhi 2010.
the SCERT, District Institutes of Educational Training (DIETs), teacher training institutes and colleges in Chhattisgarh, resource persons from the three organizations and subject experts from universities. The Chhattisgarh Education Resource Centre (CERC) was set up in June 2007 and has been involved in development of school textbooks for all subjects from class 1 to 8. The Centre also assists the State Council of Education Research and Training (SCERT) in developing an understanding of curricular issues, child development, subjects, follow-up methods, evaluating system performance, building libraries at various levels, helping the SCERT and others to document experiences and retrieve experiences.

**Quality Education Programme (QEP)** in Baran, an educationally disadvantaged district, is a collaborative multi-stakeholder education initiative of DigantarShikshaveamKheldudSamiti, Jaipur, VidyaBhyavan Society, Udaipur, Government of Rajasthan, and the ICICI Foundation. The Quality Education Programme has adopted a two-pronged strategy of working at the level of the academic support system and at the school level:

- **Working at systemic levels** with DIETs, Block Resource Centres (BRCs) and Cluster Resource Centres (CRCs) to develop an effective academic support system in the district. Under the QEP, an important part of the work focuses on building the capacities of DIETs, BRCs and CRCs enabling them to perform an academic and mentoring role towards the teachers. QEP aims to develop the DIET, BRC and CRCs to provide avenues for continuous professional development of teachers, so improving the quality of schooling in the district.
- **Developing Pacesetter schools**: The idea of developing ‘pacesetter schools’ is to create opportunities for teachers to experience alternative classroom practices and introduce child-centred education into their own teaching. QEP is working with 78 government schools across four clusters in two Blocks – Shahbad and Attru in Baran, Rajasthan – to set up these pacesetter schools which have space to implement innovations.

**Read India Programme by Pratham Education Foundation**

The Read India programme aims to improve learning levels of children aged 6 to 14 in reading, writing and arithmetic. Thirty-three million children across 19 states are supported as in April 2009. The programme offers training on accelerated learning techniques to government school teachers and volunteers who teach the children in class and outside class respectively. Nearly 4.5 lakh volunteers have been mobilized. The current teaching methodology used for accelerated learning is CAMaL (Combined Activities for Maximized Learning), through ‘Learning to Read (L2R)’ and ‘Reading to Learn (R2L)’ methodologies. It combines reading, speaking, doing and writing in a variety of ways to enhance and accelerate the learning of the child.

Read India is an elaborate intense scaled-up programme that reaches out to each child who cannot read well anywhere in India.

It is supported by well-tested learning materials in English, local languages, Hindi and numeracy. The methodology is accessible to a cross-section of teachers and volunteers. In some states it has already been integrated in government-supported programmes (e.g.

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31 Source: Toolkit (IBLF, 2010) and interviews with Pratham.
Punjab). Like the ICICI Foundation, its approach is systemic both at the government and community level, mobilizing systems of both demand and supply side support.

**ITC Limited**

India Tobacco Company (ITC) Limited is a large diversified Fast Moving Consumer Goods (FMCG) company. Its CSR activities in the area of education focus on Supplementary Learning Centres. These 1250 Supplementary Learning Centres for government school children offer additional coaching that backs up school learning, reducing dropouts and enabling more children to come to school. The Centres are typically situated in premises provided by representative village bodies, *panchayats*, etc. so as to increase their commitment to continuity and growth of the community’s involvement with education. This scheme also benefits educated local youth who serve as tutors at these centres. ITC-sponsored NGOs also conduct teacher-training programmes to raise the standard of teaching in government-run primary schools. ITC helps NGOs to organize summer camps, sports and other extra-curricular activities as part of the overall development inputs for children. The company also supports outreach projects including mobile libraries to encourage reading and a roaming laptop programme that promotes IT skills.

**Tata Motors**

Tata Motors is in the business of manufacturing vehicles. As part of its CSR activities it runs a scholarship scheme in Maharashtra, which provides financial and emotional support to secondary school students who are at risk of discontinuing their education due to socio-economic reasons. The Vidyadhanam scheme run by the company has two components, scholarships and a school strengthening programme. Under the scholarship scheme, financial aid is provided to students who are enrolled in classes VII and VIII until class X. Volunteers are assigned to specific schools, to be in charge of mentoring the overall development of students who are recipients of the scholarship. Hence, the scope of the mentorship is not limited to academic achievement but includes co-curricular activities in sports and arts. In collaboration with teachers and parents, volunteers also constantly monitor the progress of each student.

The first batch of Vidyadhanam, started in January 2009, has been largely successful, both among the students and the volunteers in terms of participation and commitment, with a large wave of employees registering to become mentors. There is a focus on children of single parents, girls, SCs and STs. Children are selected for the scholarship on the basis of need alone.

The strengthening schools programme involves improving the infrastructure of schools and conducting talks in areas such as environment conservation, adolescent health, sanitation and personal hygiene. Designed to provide holistic education to students, Tata Motors employees from different areas of expertise ranging from mechanical engineering to finance take charge of various areas for the development of schools.
ICT and Education for Empowerment

Intel

The Intel Teach programme is a worldwide initiative, which helps teachers to be more effective educators by training them on how to integrate technology into their lessons, promoting problem solving, critical thinking and collaboration skills among their students. Intel Teach has impacted over 1.25 million teachers, teacher educators and student teachers across all states in India and in nine Indian languages.

The Intel Learn programme is a community-based programme designed to help learners (8–16 years) develop 21st century skills (technological literacy, critical thinking, problem solving and collaboration). The curriculum uses an engaging project-based approach and is delivered in community technology centres. The programme was launched in 2004 in India and till date has reached more than 120,000 learners in 1600 centres across 23 states and 4 Union Territories in collaboration with NavodayaVidyalayaSamiti, Kerala State IT Mission, SSA in Chandigarh, and various NGOs including MSSRF, Pratham and Navjyoti India Foundation.

Intel’s Initiative for Research and Innovation in Science (IRIS) promotes science and scientific research amongst young Indian innovators, recognizes and rewards outstanding projects and provides a platform for the young innovators to get recognized at international events. This programme is executed in partnership with DST (Department of Science and Technology, Government of India) and CII (Confederation of Indian Industry).

Educomp

Educomp Solutions Limited is a diversified education solutions provider and the largest education company in India. Educomphas partnered with fourteen state governments, Assam, Karnataka, Orissa, Tripura, Gujarat, Uttar Pradesh, West Bengal, Punjab, Haryana, Jharkhand, Rajasthan, Chhattisgarh, Tamil Nadu and Andhra Pradesh, for the teaching of ICT in schools. This programme covers nearly 14,000 government schools and benefits 7.5 million students. Educompsets up and runs computer-aided education programmes in schools, training teachers and other initiatives. Educomp has attempted to make computer-aided education accessible to the remotest locations across the country by introducing multimedia content and by providing IT infrastructure in schools.

Educomp and UNICEF, Guwahati, are collaborating in Kasturba Gandhi BalikaVidyalayas (KGBVs) to enhance girls’ learning levels in Assam. The objective is to convert the KGBVs into centres of learning excellence where the most deprived girls are given the opportunity to realize their potential. The KGBVs are residential schools and therefore it is possible to work with the students throughout the day. This makes it possible to incorporate different activities in their daily routine that will complement to improve the standards of learning opportunities and self-development. At present, the programme has been running successfully in 15 KGBVs wherein 750 adolescent girls are enrolled.

The portfolio of good practice addresses access, quality and equity dimensions of the education challenges with support from ICT-led capacity building programmes. There are numerous good practices in PPPs/CSR programmes, which are well targeted with potential or already scaled-up programmes. They are operating through all three models as proposed
by the UNICEF/CII toolbox, namely programme owner, fund provider and implementation partner.

5.4 Innovative Financing – Education Cess or PrarambikShikshaKosh (PSK)

A population of 1.2 billion and growing needs funds for education that far exceed what is provisioned by the government at 3.8 per cent of GDP or mobilized through PPPs/CSR across India. The government, cognizant of its commitments to SSA of elementary education for all (beyond MDGs targets), has therefore actively and successfully explored innovations in education financing.

To give a boost to elementary education in the country and to fulfil the Common Minimum Programme of the UPA government, Finance Minister P. Chidambaram proposed to levy an education cess of two per cent on income tax, corporation tax, excise and customs duties and service tax in 2004. Education cess is a 2 per cent surcharge on the total payable tax, and not 2 per cent of total income. The entire amount raised through education cess has been earmarked for the SarvaShikshaAbhiyan (SSA) and the Midday Meal scheme.

Cess is a tool used to mobilize additional revenue for a particular head of expenditure when the budgetary allocation is inadequate. Cess is an expedient political tool since most people find it acceptable to pay a cess, which is to be used for a specific purpose such as education. Cess is supposed to be treated as an additionality, a supplement to the budgetary allocation and not a replacement. The advantage with education cess is that all amounts collected through it go into a corpus known as the PrarambikShikshaKosh. This money can only be used for SSA and the Midday Meal scheme and cannot be diverted to other uses. A cess should ideally be a temporary measure and should be withdrawn once the money needed has been raised. There are essentially two benchmarks based on which the applicability of a cess can be questioned:

1. When the budgetary allocation starts decreasing and the cess becomes the major source of funding for the intended head of expenditure.
2. When the income from the cess exceeds the expenditure on the particular head.

The budgetary allocations of the last five years indicate that India has already reached the first benchmark. Though the cess was imposed in 2004, it was only in November 2005 that the PrarambikShikshaKosh was constituted. Since budgetary allocation was not fixed at the 2004/05 level, what happened in real terms was that once the outlay for SSA and Midday Meal was approved by the Planning Commission, the finance ministry simply deducted the projected cess amount to determine the budgetary support. For example, in 2006/07, the education cess accounted for Rs 8746 crore, which is nearly 55 per cent of the Rs 15,723 crore total expenditure on SSA and the Midday Meal. In 2007/08, the cess accounted for 57.7 per cent (Rs 10,393 crore) of the Rs 17,995.02 crore dedicated for the two programmes. Even as allocations in the budget for these programmes increase, the gross budgetary support provided for the programmes has been on the decline (Tilak, 2008; Srivastava, 2010).
5.5 Issues and Recommendations

- **An Engaged and Integral PPP Context**: On the PPP continuum, India is on the right end, under the classification of ‘engaged’ and ‘integral’ forms of partnerships across NSPs, government and the corporate sector. There is sufficient evidence of grants, schemes/contracts, private management and vouchers for private sector engagement. Does this match an equity-focused approach?

- **Need for a Policy and Framework**: After the RTE Act 2009, there is an urgent need for an official policy and legal framework for PPPs and CSR that will provide easy access by all concerned to ensure predictability of: Who is being targeted through this strategy? How? With what resources from the public sector and/or private sector? And with what outcomes? There is still no formal policy on PPPs other than position papers for the 10th and 11th Five Year Plans of the Planning Commission and schemes known only to a few partners. Formal integration of the PPP/CSR strategy into public policy is needed urgently rather than just ‘one-off’ schemes.

- **A Critical Discourse**: There is an ongoing critical discourse about PPPs/CSR being illustrative of state withdrawal from its core responsibilities of delivering a merit good such as education. This is a healthy trend to ensure that the government and other stakeholders engaged in PPPs remain vigilant about the equity-focused approach and to ensure that these may not trigger further inequities (Srivastava, 2010; Kumar, 2008; Kingdon, 2007).

- **Low Public Awareness**: There is little awareness about the potential for partnerships through PPPs/CSR in spite of a long history of partnerships and pioneering work in India. Emerging schemes which do bring value added for the disadvantaged need to be widely disseminated. The vocabularies of CSR/PPPs need to become a part of the popular public discourse on education in general and within the context of the right to education (RTE) in particular.

- **Marginal Institutional Presence and Questions of Capacity**: Like other countries of South Asia, there is little institutional presence and capacity to manage PPPs/CSR and multi-stakeholder partnerships in education. There is an urgent need for continuous capacity building for all partners (on policies/strategies, types of PPPs/CSR arrangements, government initiatives) at central and state levels.

- **Trust Deficit**: Government initiatives in PPPs are taking off but the trust deficit remains a constant problem with respect to partnerships (government/state versus non-state) about fickle and slow-paced public sector approach. This needs to be addressed through regular dialogue, and a permanent department/cell to manage and track PPPs.

- **Revisit Grant in Aid/Aided Schemes**: There is an urgency to revisit the biggest government initiated PPP in India, the grant in aid or the aided schools programme, as in Bangladesh. The programme is poised to become larger, and perhaps controversial with the implementation of the RTE 2009 provision of 25 per cent of seats for disadvantaged groups. This provision will be funded by government support to private-sector schools. Who will decide/interpret disadvantage? This review must have a specific focus on the target groups from an equity-focused approach, with attention to the current mix of grants given and how they can be improved for targeted outcomes and agreed key performance indicators for gender equality and quality learning outcomes.
• **Impact Assessment and Tracking of State-Sponsored PPPs**: The innovative schemes such as 2500 model schools and state schemes of Adarsh and Gyanodaya need to be tracked independently for measuring impact on equity and the right mix of public and private provision in terms of financing, enrolment and beneficiaries. There is no mechanism in place for such tracking.

• **Regulatory Framework for CSR/PPPs**: There is no formal regulatory body that manages PPPs/CSR initiatives. This is a major gap, which needs to be addressed as soon as possible. However, the regulation mechanism for impact and suitable modalities is yet to emerge.

• **Directory of CSR/PPPs – Proactive Transparent Partnerships**: With the proliferation of state sponsored or private initiated PPPs/CSR there is an urgent need for a database for tracking the value addition in term of resources and reaching the unreached. Once prepared the database may be a very useful tool, providing it is updated regularly, for tracking value additions and outreach. Policy and implementation stakeholders’ meetings can be held from time to time for more targeted outcomes. The Toolbook finalized in December 2010 is an important contribution, which can be replicated in each state through the local chambers of commerce and industry.

• **Innovative Financing through the Education Cess/Tax – a temporary or permanent feature?**
  Cess by nature is temporary. However, in the case of education cess no deadline has been given. In spite of government assurances to the contrary there are concerns that the cess will cease to be an additionality and may replace core budgets for education programmes and campaigns, such as the SSA and RTE.

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**WEBSITES**


6 Maldives

6.1 Achievement and Challenges

The complex geography of Maldives poses a unique challenge for the delivery of social services. An archipelago of approximately 1190 islands in the Indian Ocean with just over 0.3 million population, the challenge of dispersed population over seven provinces has been well met through a compact between government and its people, reflected in high education and gender indicators.

With 46 per cent of the population under the age of 15, there is a heavy dependency of the young on the working age groups. Maldives’ GDP annual growth rate is 5.23 per cent and it is ranked as a middle income country with a per capita GDP of US$5597, with no one living under less than US$2 per day. In spite of remarkable progress, economic challenges persist in the provision of quality education for all at post-primary levels. It is common to see double and in some cases even triple shift schooling in highly populated atolls.

The right to education is guaranteed under the Constitution (2008), articles 29 and 36, and education in Maldives is given high priority. GDP allocation of 8.1 per cent to education is substantive. The outcome has been high indicators for education in general and gender equality in particular. Key indicators include: literacy (97%) for both males and females and Gender Parity Index (GPI) at 1.0; primary net enrolment rate (NER) of 96 per cent and GPI 1.1; NER at secondary level of 69 per cent and GPI 1.06, favouring girls. However, low completion rates at the secondary level have created social pressures, for example youth unemployment and crime. The system relies greatly on expatriate teachers, predominantly for the secondary sector (72%), at a huge cost to the public exchequer.32

Whilst the community’s contribution is considerable in early years education, the private sector’s presence in education is negligible up to secondary level but is an emerging phenomenon at the post-secondary level. With few in-country options at the post-secondary levels, students opt for other countries, particularly in Asia, Australia, New Zealand and the UK. Those who can afford it even opt for completion of secondary education abroad. Families pay a heavy price in terms of the economic burden on households but also physically and emotionally split families, who migrate temporarily for the sake of completing their children’s education.

<table>
<thead>
<tr>
<th>Box 5: Areas of Concern</th>
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<tbody>
<tr>
<td>The critical problem areas of the education system in Maldives can be summarized as:</td>
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<tr>
<td>➢ Low post-secondary options in academic and technical vocational (TVET) streams</td>
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<tr>
<td>➢ Low investment in post-secondary education options</td>
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<tr>
<td>➢ Poor quality of learning in secondary schools leading to high numbers of students not completing and successfully clearing secondary level of schooling</td>
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<tr>
<td>➢ Reliance on high number of expatriate teachers (72% at secondary level) at high cost</td>
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<tr>
<td>➢ Access issues to secondary level of education in some atolls</td>
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<tr>
<td>➢ High costs to households for secondary/post-secondary education financially and emotionally with separated families.</td>
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</tbody>
</table>

32 Dependency on expatriate teachers was repeatedly highlighted by the Ministry as a major concern making the sector vulnerable to lower quality learning outcomes and higher costs.
As a middle-income country, Maldives has witnessed fluctuating international commitment to education. There have been sharp declines in the percentage share of education in total overseas development assistance (ODA) since 2007. ODA which constituted almost 50 per cent of total aid in the country was slashed to 26 per cent in 2007 (Jandhyala, 2010). While this represents changing priorities of the aid organizations and of the developing countries in relation to education in the aid framework, it also puts increasing pressure on the national government to provide resources and funds for financing education through alternate means to meet its social and economic obligations.

6.2 Policy Framework

Partnerships for education are not new, as they have traditionally been part of the culture through local initiatives of community giving and charity for education/learning:

- Community participation in
  - giving land for education
  - providing facilities for education and in construction, rehabilitation and repairs
  - early childhood development (ECD) arrangements in the Islands
- Student loans/grants schemes supported for example through corporate philanthropy by the Villa Group of industries in collaboration with government departments for higher education ensuring bonds and employment placement upon return
- Support for religious education/madrasas.

The new government, influenced and supported by multilaterals (such as ADB), is keen to promote investment from abroad and within for state-run enterprises and has tried to regulate the policy environment.

In March 2009, the President’s Office issued a policy document ‘Corporatization through Public Private Partnerships: The New Strategic Direction of the Maldivian Government’. The policy was formally announced at the Maldives Partnership Forum (MPF) by inviting Expressions of Interest (EOI). A website (www.investmaldives.org) was launched with information kits on investment opportunities. Non-corporate service providers such as schools and hospitals have also been targeted under this policy. A Privatization Committee has been set up to vet, finalize and monitor education partnerships.

According to the ‘Invest in Maldives’\(^\text{33}\) initiative for privatizing education, three options have been proposed:

a) **Business Model Approach** under which specified private leased schools can be encouraged to seek investments at allocated locations of North and South. The government will facilitate this process, while the private party will make the capital investment. The government can also lease existing school facilities and additional land to set up higher education institutions that can run parallel to the school.

b) **Management Outsourcing/Joint Venture** under which the government may divest and outsource the management of pre-assigned schools based on investors’ choice. The government could also form a Joint Venture with a management partner, whereby the government contribution would be the existing physical infrastructure and facilities of schools as well as salaries for a defined transition period.

\(^{33}\text{www.investmaldives.org/mediacenter/documents/edu_booklet.pdf.}\)
c) **Partial Privatization** to ensure optimal benefits to the society, the Ministry of Education could embark on initial pilot programmes to outsource some elements of the services provided by the schools. Possible services that can be outsourced include library services, computer labs and IT services, in-service training, sports and other extra-curricular activities, printing services and teacher recruitment services.

The first interventions have been the floating of EOIs for school take-overs through options a) and b) by both foreign and local groups to bring additional investment, international best practices and choice to the sector for grades 1–X.

The Ministry of Education has responded by aligning its own policy position immediately to support the government’s PPP policy by bringing out the ‘Policy On Public Private Partnerships In Education’ (www.moe.gov.mv) which echoes the following in its preface:

*The Ministry of Education is committed to Public Private Partnerships in Education because it recognizes that it no longer needs to be in control of the means by which education is delivered. It also believes that education would be delivered more efficiently, effectively and at a lower cost through such partnerships.*

The Ministry of Education is committed to PPPs in Education because it recognizes that it no longer needs to be the sole authority in control of the means by which education is delivered. It also believes that education would be delivered more efficiently, effectively and at a lower cost through such partnerships.

Its core principles include:

- Parental choice or the principle of liberty
- Choosing and providing access to quality educational resources
- Exposing the school system to market conditions to increase efficiency, induce innovation and help raise the educational achievement of children.

The Ministry of Education is to enter into PPPs with appropriately qualified private providers for:

- a) The design, development and management of new schools and higher education facilities
- b) The management of existing government schools and higher education facilities
- c) The provision of ancillary services
- d) Raising the educational achievement of children
- e) Improving efficiency in resource allocation and utilization in the school system.

As discussed with key stakeholders of the Ministry of Education, the critical need for PPPs has been for efficiency and not equity gains. The objective is to eventually shift the burden of expatriate teachers and quality interventions to PPP groups for savings that could be used more effectively and equitably elsewhere. The resources thus saved could then be used for school improvement and for greater access for post-primary out-of-school children (OOSC) and those at risk of dropping out or not completing secondary education. This is still a goal to be realized since the programme has been in place for just 24 months.

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34Meeting with the Deputy Minister clarifying priorities, 6 October 2010.
CSR/PPPs in the Maldives are at a nascent to emergent stage of development in the PPPs continuum with a mixed approach of government acknowledging the private sector’s existence and also offering subsidies and inputs to private schools. To develop a strategic framework for CSR, the Ministry of Economic Development and the Maldives National Chamber of Commerce and Industry (MNCCI) with support from UNDP aims to undertake a diagnosis exercise to map out the potential areas for CSR in the Maldives, and identify the potential of responsible business practices for private sector development.

The new wave of partnerships has not, however, acknowledged the strong traditions of ‘giving’ and support to education, but has a heavy corporate and privatization bias, which may have been influenced by the donors’ voice in the PPP dialogue. The policy creates an ‘exaggerated perception’ that the government wants to move from a situation of almost no private sector presence to complete integration of private sector for the delivery of education as a public good in selected sub-sectors or specific institutions. This is evidenced by the policy title for PPPs.

This study was thus timely to explore the strengths and challenges of the emergent partnerships through PPPs in 2010. Three major partnerships were visited – all secondary and higher secondary international schools with local and Indian overseas investors. There was one case of CSR and PPPs overlapping as well.

### 6.3 Best Practices

The initiative in PPPs in Education is too recent to warrant emergence of best practice. Out of the four initiatives undertaken by the government thus far, three recent PPPs were visited for the study – all located within walking distance of each other and technically without having to leave the PPP right angle footpath.

**Billabong High International School** was not a PPP as a direct outcome of the March 2009 privatization policy but had been established earlier with the Islanders Group, a local enterprise with overseas links.

**Giyasudeen High International School (GHIS)** and the **VillaSchool/College** were both already running as high quality government schools. The two have been handed over after the floating of the Privatization Policy in 2009 through a formal Memorandum of Understanding (MoU) with an overseas Indian firm (ShriEducare Limited [SEL]) and a local corporate group with a CSR arm (Villa Group) for primary/secondary and secondary/post-secondary schools respectively.

**Billabong High International School (BHIS)**

A new partnership for BHIS was finalized through a Memorandum of Understanding (MoU) as a leased institution by the government to a private group. In this case the land and building belongs to the government, but management and all assets are transferred to the private partner (Islanders), running this as an enterprise along with an Indian service provider Kangaroo Kids. In total there are 667 students enrolled.

**Fee Structure**: This is a modified PPP for middle/upper middle class children, whereby neither capital expenditure (capex) nor operational expenditure (opex) costs are being transferred but only the building and land for a specific lease period. There is a stipulated fee structure: Preschool US$150 per month; Primary 1–4 US$200 per month;
Primary/Middle 5–7 US$250 per month; and High 8–10 US$300 per month. The school supplements and optimizes its facilities through vocational and preparatory courses by the Waller Institute in the afternoons.

Quality: The school claims innovations by integration of contemporary interactive approaches, such as: multiple intelligences; the whole child; life skills for students and teachers; benchmarking standards for grades 5, 8, 10 and 12; and continuous professional development of teachers. To date there is no prospectus available for the school. The government has also not engaged with BHIS to train its teachers as a value addition. The principal, an Australian expatriate, did mention that BHIS is planning to offer a Diploma in Early childhood Education. The government has recently evaluated the school after a year’s operation and cleared it for continuation.

Management: The principal is a seasoned educator from Australia and the owner is a local businessman who has gone into the education enterprise for profit and to alleviate the burden on parents who would otherwise have to leave the Maldives by offering a local solution for children’s education.

Equity Targeting: Government’s efforts to address equity by stipulating that 15 children will be provided scholarships free of user charges has not met with any success. For the 15 seats advertised so far only two had subscribed, as the school is still perceived as ‘not stabilized’ for quality, with high turnover of school principals. The Billabong International High School is clearly not out of the woods as yet.

Giyasudeen High International School (GHIS)

GHIS offers education up to grade 8. It has been leased to a foreign entity ShriEducare Limited (SEL), from India. The concession is for a period of 15 years.

Concessions: These are specific with transfers of funds going from the government to the private party for a specified time:

a) All students studying in the school at the time of the transfer to the private party are to be supported for fees by the government until they graduate from grade 8, thus they are exempt from fees. The government will provide that amount as agreed to the private partner.

b) All new students entering pre-school or post grade 8 will have to pay fees.

c) Salaries of 142 teachers are being covered by the government as civil servants. However, the teachers will cease to be civil servants for good by the end of November 2010 and will be retained only on merit and performance by the private partner.

Fee Structure: The new fee structure proposed plans to take US$150 per month from grade 1–VII students; and US$250 per month from grade VIII students from 2011 onwards.

Quality Initiatives: The owners have retained the previous principal who is a committed local educator. Sri Ram Trust, the overall body under which ShriEducare works, has devised a sensible strategy to train core staff as school-based mentors in India and Male’ regularly for making the school sustainable with a local face. There are to be two teachers per class in each of grades 1–3. The school has a printed prospectus and a colourful well resourced campus. The policy of mainstreamed inclusive education which has been very strong in the
school is being fully retained and individualized education plans (IEPs) are practised. However, the enrolment for challenged children has fallen.

With a well-known quality and teacher education focus the Sri Ram Trust could be used for preparing local secondary teachers for Maldives. However, this discussion to date has not been broached by the government. Perhaps it is thus far a missed opportunity through PPPs.

**Outcomes of PPP:** The transition for teachers from being civil servants to private employees has been a very traumatic one affecting the overall school ethos. The change has had a negative impact so far. Enrolment has declined as children have shifted to other nearby government schools. The new places advertised for pre-primary met with a poor response as only 19 children for two pre-primary sections have been registered with two teachers present in each grade. It is clearly early days for GHIS.

Divesting government schools requires complex arrangements for teacher transitions as civil servants to private concerns, creating an inordinate stress on the schools and parents’ perceptions. The head of GHIS is facing challenges as he is seen as an ‘agent of the new outsider owners’. There is also a concern that a good government school has been shifted to the private domain.

The MoU of the PPP is not a document for the public eye, as even the head teacher had not seen it – probably due to the sensitive details regarding the transition arrangements about public sector teachers, which are contentious and legally problematic.

**Villa International High School (VIHS)**

The school has grades 1 to XII with 900 students.

**Management:** The school is managed by the Villa Foundation, a trust set up by the well known Villa Group (industry/services), which has good traditions of philanthropic CSR in education and technical vocational programmes. The motivation of the Villa Group behind this partnership has been to offer choice and enterprise at the secondary and post-secondary level.

**Management Outsourcing/Joint Venture PPP:** The school building has been upgraded with additional and improved physical facilities by the Villa Foundation through their own resources. They have transferred their running entity the post-secondary Villa College in the evenings (4–9 pm) to the premises for easy transitions to secondary graduates with a range of post-secondary options. The college has three streams: foundation (1 year) diplomas, certificate and degree. It has many partnerships with foreign groups/universities in Malaysia, UK and Australia.

**Concession:** In addition to the physical building/land provided on a long-term lease, the government has agreed to pay for one year Rs 1300 per student for secondary grades. For students from grades 1–VII the government will pay US$85 per month until they graduate. New grades/cohorts will pay US$150 per month.

**Quality:** The Villa Group has a large number of faculty teaching in the Villa College who also support the school staff upgrading. The physical facilities have been improved.
This programme is managed and run by seasoned educators and managers and is apparently doing well as seen by the performance over the past one year with enrolments retained and improving. The evaluation for VIHS is still to be undertaken.

In all cases examined there was clearly a shift from ‘free’ education to ‘charged’ education where parents have to pay for choice. As the Ministry representatives mentioned, the foremost priority is not equity but efficiency. Whilst it is very early to pass a verdict on the experiment, currently in all cases the net flows are from the public to the private partners and there is a concern that in the case of GHIS in particular the parents are not very comfortable in terms of perceptions and actions, as evidenced by the lack of new enrolments in the most prized pre-school grades which are most well equipped and well resourced. There is a question of why the Ministry had earmarked the best schools for PPPs experimentation, rather than the challenged ones.

The government is transferring net resources to private partners for risk sharing but is already witnessing enrolment depletion as children prefer public sector schools when governance arrangements in the PPPs are still in a state of flux with little voice of the parents. Are PPPs the best return on investment? The shift towards PPPs is currently being followed as almost a government diktat. The Right to Information is also limited under the current PPP initiative as the Memorandum of Understanding (MoU) is not shared with the school administration or citizens. There is also little clarity on PPPs as the best gains for EFA/MDGs.

6.4 Mobilizing Innovative Financing for Education

Taleemi Fund: The study also probed other financing instruments for education resources. There has been in place the Taleemi (Education) Fund, set up originally in the late 1950s, and this is being revived as the Trust Fund in 2010. From being a source of providing scholarships/freeships and facilities in schools to education abroad it is now being overhauled to include other options with possibly a larger corpus of funds. A comprehensive audit of the Fund is underway and a business plan is being generated for revamping it with multiple options.\(^{35}\) The updates must be tracked for this instrument.

6.5 Civil Society Presence in Maldives

Whilst there is a long tradition of community activism and responsibility, there is limited formal civil society presence in Maldives. The state is seen as a major provider of all basic needs and it does do a reasonably good job. However, there is increasingly a need for organized civil society to work in complementary and also critical roles alongside the government for optimum impact of initiatives. The Tsunami created many citizens’ groups for disaster management. Some have disappeared and some are continuing to explore areas of development beyond emergencies, such as child rights/protection, environment, media activism, research in policy issues, and health. For civil society to play its role as an innovator, service delivery partner, knowledge producer, critic/ombudsman, policy influencer and solutions seeker, it must build its capacity at multiple levels. This discussion was animated both with UNICEF officers as well as with civil society representatives.

\(^{35}\) Information on the Taleemi Fund was provided by the State Minister for Education. Details of the fund could not be accessed directly and all documentation is in Devahi.
6.6 Issues and Recommendations

The Maldives can safely be classified as a nascent to emerging country on the public–private partnership continuum, with few private schools at primary and secondary levels. There is significant presence of the private sector at post-secondary levels for college and technical vocational education.

- **Elusive Focus on Equity**: The government in its first phase of PPPs has targeted a handful of better run public sector schools for partnerships with in-country and out-of-country partners. Is that the best way forward for addressing equity and out-of-school children (OOSC)? This is a major concern.

- **Lack of Sectoral Gap Analysis for Targeted PPPs**: The more critical issue at hand is lack of evidence of a clear sectoral gap analysis by the government on its critical priorities where a well-defined PPP strategy could clearly bring in value additions to its challenges. Giving existing successful public sector schools to overseas or local investors may not have been the right priority. Partnerships for high returns could have been for:
  
  - Expanding improved learning outcomes/completion rates at secondary level
  - Establishing post-secondary options for vocational technical education
  - Collaborating for tertiary education and certificates/diplomas in teacher education programmes
  - Supporting and upgrading existing community-led ECD programmes.

These would have been much more rewarding, addressing equity, quality and efficiency, and out-of-school children with high social and economic costs due to unemployed youth.

- **A Stakeholders’ Roundtable is needed on PPPs in Education**: The Education Ministry is deeply cognizant of the need for reflection on the PPP strategy and this is a good moment to seize following this study at a very early phase of implementation. It is recommended that an early stakeholders’ roundtable on evidence-based PPPs/CSR needs to be held in the Maldives for a public debate on critical needs and best PPP options to address equity, quality and higher rates of transition at lower and upper secondary levels for optimum gender equality and prospects for socio-economic stability.

- **Revisit the title of the PPP Policy ‘Corporatization through PPPs’**: The title implies lack of sensitivity to equity as a concern in the social sectors, be they education or health. The perception from this title is misleading from the perspective of EFA and the MDGs and does not reflect the priorities of concerned ministries.

- **Protocol for Sharing Public Information**: As the system grows it is imperative to share public information in the public domain and not keep critical documents such as MoUs/Agreements on PPPs away from the public eye and especially that of the school leadership – such as the head teachers of the partnered schools. Not only does lack of disclosure lead to trust deficit, it also undermines legitimacy of a healthy initiative.

- **Financing instruments such as the Taleemi or Trust Fund**: The revised Fund needs to be tracked. Once it is revamped, it needs to be integrated within the sector-wide Education Policy for addressing access, quality and equity at different levels of the education system.
Bibliography


7 Pakistan

7.1 Achievement and Challenges

On April 19, 2010 the right to education was accorded the status of a fundamental right through the 18th constitutional amendment under Article 25-A for children aged 5–16 years. Furthermore, under the Fourth Schedule Part III the amendment omitted all entries on the Concurrent Legislative List which included education. Officially, the federal education ministry was dissolved on March 31, 2011 with all vital functions pertaining to curriculum, syllabus, policy and planning shifted entirely to the provinces. Some of its retained departments limited to the federal physical jurisdiction are now under a new division called the Capital Administration Development Division (CADD). With such historic changes affecting over 177.7 million people, 2011–2015 will be a phase of adjustments to the shift and emerging institutional arrangements. The period coincides with the run-up to the formidable challenges for meeting the targets of EFA and MDGs by 2015, particularly for girls in Pakistan.

The overall literacy rate (age 10 years and above) is 57.7 per cent (69.5% male, 45.2% female). Literacy remains higher in urban areas (73.2%) than in rural areas (49.2%). Progress on literacy is uneven across provinces: Punjab (59%), Sindh (59%), Khyber Pakhtunkhwa (50%) and Balochistan (45%) (Pakistan Social and Living Standard Measurement Survey 2008–09/Economic Survey 2009–10).

Table 4: Net and Gross Enrolment Rates – Gender Parity Index in Pakistan

<table>
<thead>
<tr>
<th>Enrolment Rate</th>
<th>Gross Enrolment Rate (Primary)</th>
<th>Net Enrolment Rate (Primary)</th>
<th>Gender Parity Index – GPI</th>
</tr>
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<tbody>
<tr>
<td></td>
<td>M</td>
<td>F</td>
<td>T</td>
</tr>
<tr>
<td>Sindh</td>
<td>93</td>
<td>75</td>
<td>84</td>
</tr>
<tr>
<td>Balochistan</td>
<td>93</td>
<td>54</td>
<td>75</td>
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<tr>
<td>Punjab</td>
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<td>92</td>
<td>97</td>
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<tr>
<td>Khyber Pakhtunkhwa</td>
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<td>70</td>
<td>87</td>
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<tr>
<td>GilgitBaltistan</td>
<td>N/A</td>
<td></td>
<td></td>
</tr>
<tr>
<td>National</td>
<td>99</td>
<td>83</td>
<td>91</td>
</tr>
</tbody>
</table>

Source: Pakistan Social & Living Standard Measurement Survey 2008–09

Quality and access to learning is further hampered by missing basic infrastructure: 37.7 per cent of schools up to elementary level are without boundary walls, 37 per cent are without latrines, 33.9 per cent are without drinking water facility, and around 60 per cent of schools are without electricity. For higher accessibility of education problems of security are critical, particularly for girls, as are those of quality of education.

Private sector presence in Pakistan, as in the rest of South Asia, is growing. However, it is not at the same level as Bangladesh (98%: CAMPE, 2005). According to the National Education Census (NEC) 2005, the number of children studying in private schools was 33 per cent. Today, it is conservatively

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36 25-A ‘The State shall provide free and compulsory education to all children of the age of five to sixteen years in such manner as may be determined by law.’
37 Entries 38 and 39 pertained to the subjects of policy, planning, syllabus, curriculum, standards, centres of excellence and religious education, which are now entirely devolved to the provinces.
estimated to be 35–38 per cent. In rural areas 29 per cent of children (6–16 years old) are enrolled in private schools, madrasas and non-formal centres (SAFED, 2011). The non-state providers are extremely active in Pakistan across urban and rural areas. Rural Sindh and Balochistan have comparatively little private provision (SAFED, 2011). The private sector has a range of providers from non-formal centres to madaris (faith-based schools) to formal schools. These are mostly non-elite low fee charging schools, though with a minority of elite expensive ones, and include both non-profit and for-profit entities. According to reports (SAFED, 2011; Andrabiet al., 2006; Aslam, 2007; Kardar, 2001) private schools perform better in learning achievements and at a cheaper cost than their government counterparts. The quality in government schools is consistently poor and a major national challenge.

The allocated public expenditure on education as a percentage of GDP in Pakistan is the lowest in the South Asian region. From 2.5 per cent of GDP allocated to education in 2006/07, it has dwindled to 2.0 per cent in 2009/10, which contradicts the National Education Policy 2009 commitment to raise educational spending to 7 per cent of GDP by 2015. According to UNESCO’s EFA Global Monitoring Report 2011, public sector expenditure on education as a percentage of GNP in South Asia was 2.2 per cent in Bangladesh, 3.7 per cent in Nepal, 3.2 per cent in India, 5.2 per cent in Bhutan and 8.4 per cent in the Maldives. In Pakistan, 2011 has been declared a year of Education Emergency by the Prime Minister as advocated by the Pakistan Education Task Force (PETF).

The PETF was established in 2009 under the co-chairmanship of the Prime Minister’s Adviser on the Social Sectors and UK Government representative as a high powered advocacy think tank. Its report Education Emergency Pakistan 2011 has sounded alarm bells for EFA and MDGs! It predicts that under current trends targets for 2015 have to be postponed to the middle of the century for some provinces and for others to the next century (PETF, Education Emergency Pakistan, 2011).

The challenges of gender equality are being met through the government’s recent initiative with UNICEF, the Pakistan Girls’ Education Initiative (PGEI) as the UNGEI Pakistan chapter. PGEI is an affordable network for promoting girls’ education, comprising 250 partners including CSOs, media and women’s Parliamentarian caucuses. Its key objectives include:

i. Promotion of partnerships and creation of networks
ii. Function as an information hub on girls’ education
iii. Provision of more opportunities to raise the profile of girls’ education at the policy level with special focus on the marginalized vulnerable population including minorities, disabled children, etc.
iv. Strengthening of national and international political commitment to improve the scenario of girls’ education in the country through advocacy
v. Addressing gender concerns in the humanitarian crises for the promotion of girls’ education. (UNICEF, 2011)

Inspite of sobering challenges, Pakistan has a rich record of innovations through community-based initiatives and PPPs endorsed fully by policy, sector plans and the Poverty Reduction Strategy Papers I and II. Pakistan is a well-cited global best practitioner on PPPs (Patrinoset al., 2009; LaRocque, 2008).
7.2 Policy Framework

PPP Policies

As recorded by Bano (2008), Pakistan has fairly advanced formulations on PPPs in education, which are essentially state driven. These were officially endorsed in the Education Sector Reforms (ESR) Action Plan 2001–2005 as a cross-cutting ‘anchor’ strategy to meet the six thrust areas of sector reforms with established targets. The ESR Action Plan 2001–2005 was designed under the praetorian regime 1999–2008 to implement the 1998–2010 National Education Policy (NEP) within a sector-wide framework. Its six thrust areas are: Primary Education; Non-Formal and Literacy; Secondary Education; Quality Education; Madrasa Mainstreaming; and Higher Education. Recognizing the growing presence and contribution of private sector providers (Census of Private Educational Institutions in Pakistan, 1999) and innovative programmes in education through CSOs, the federal cabinet endorsed incentives for private providers in 2002/03 (MoE, 2004b). These included: lowest domestic tariffs for schools; amenity plots for education institutions; waiver of duties; and tax incentives. The plan underscored restructuring of the five education foundations established in the 1990s across Pakistan to reach the most disadvantaged through PPPs to meet the targets of EFA and MDGs.

There is sufficient evidence of incremental policy support for PPPs over the past decade by the ministries and departments of finance, planning and education at the federal and provincial levels. The policy support is integrated in the overarching Poverty Reduction Strategy Papers I and II (2003–2012) and the sectoral medium term development framework (MTDF) documents. As emphasized in PRSP I (p.70), ‘Public–private partnerships are critical to reaching the goals of access and quality at all levels of education creating possibilities for both voice and choice and improved service delivery’. PRSP II is even more explicit on PPPs as a critical lever for economic growth and poverty reduction. PRSP II (2008/09–2011/12) has endorsed PPPs specifically for infrastructure and has integrated them as a discrete strategy across social sectors. Procedures and guidelines for PPPs targeting district-based school improvement programmes were agreed by the 10th Inter-Provincial Education Ministers’ (IPEM) conference in July 2007, as proposed by the Pakistan Centre for Philanthropy (PCP). These could be funded by PPPs, corporate social responsibility (CSR) and/or civil society organizations.

The National Education Policy 2009 broadly endorses PPP as a strategy across sectors recognizing the expanded presence of NSPs, frequented often by the poorest household children. Multiple studies have reported that private sector options are not just for the well-off (Alderman et al., 2001; World Bank, 1996; Andrabiet et al., 2007). However, NEP 2009 places the burden mainly on the shoulders of the government to be supplemented by the private sector.

NEP 2009 is currently under constitutional and legal scrutiny in the post-devolution (18th Amendment) phase. However, it is being operationalized through sector plans of each province. The provincial sector plans are viewed as the legitimate policy and planning instruments. Each sector plan is envisaged within a three-year rolling medium-term development framework. These plans focus primarily on the public sector’s role to improve government provision (access, quality and equity) but also highlight the role of education foundations and CSOs. In the province of Sindh the Final draft of the Education Sector Reform Programme (ESRP) notes that: ‘in response to the growing social demand for education the GoS plans to enhance access of low income households to better quality education delivered by private schools by actively supporting public private partnerships,

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especially in areas lacking government schools’ (Government of Sindh, 2007, p.24). This is proposed to be done through the restructured Sindh Education Foundation. The sector plans for Punjab and Khyber Pakhtunkhwa similarly support expansion of PPPs for the poorest through the low cost schooling funded by the Education Foundations.

The policy environment resonates strongly with the call for partnerships in EFA and MDGs Declarations.

In Punjab and Sindh provinces, the PPP Infrastructure Acts have been promulgated in 2010 and 2011 respectively, with PPP Cells established in the Planning and Development and the Finance Departments respectively. These acts cover infrastructure projects (new and rehabilitation), including in the education sector, along with related services. Amendments are proposed to the Acts to include ‘Services’ in the title for a wide spectrum coverage beyond infrastructure.40

Institutional Provision for PPPs: Education Foundations of Pakistan

The five Education Foundations established since the 1990s across Pakistan at provincial and national levels have a basic mandate for PPPs as they were created to finance partnerships to address EFA and subsequently MDG targets, clearly targeting the poor, girls and other excluded populations. Their purpose is to address access, equity and quality at all levels of education, particularly basic education through PPPs. The Punjab Education Foundation has been at the forefront of PPPs since its restructuring in 2004.

The foundations were created in the 1990s to replace the 145-year-old grants in aid for education launched by the British in the 1854 Woods Despatch to the private sector for promoting education for the imperial colony at local levels. This tradition continued unabated in Pakistan until it was abruptly stopped by nationalization of all education institutions in 1972. According to Ahmad and Mirza (1975, pp.51–52), grants in aid were provided to private schools by the government generously and in multiple forms, subject to availability of funds. Some of the grants were:

- **Block Grant**: As a progressive user charge against students’ enrolment
- **Staff Grant**: One-third of the salary of staff
- **Other Staff and Contingency Grant**: To cover rent, maintenance and repair, and equipment
- **Provident Fund Grants**: To be matched by the managing body at the rate of 3 per cent of staff salaries
- **Special Purpose Grant**: Cost of living allowance or occasional pay revision relief
- **Maintenance Grants**: For permanently recognized schools, with no upper ceiling
- **Matching funds for construction**: To registered private schools.

Most of the five education foundations (four provincial and one national) have been active, with the largest outreach through the Punjab Education Foundation (PEF) and the Sindh Education Foundation (SEF). Both have supported multiple PPP programmes. These target the poorest areas (rural and urban) and girls through low-cost providers and NGOs. The PPP instruments range from vouchers and per-child cost to households and/or schools to service contracts for training and research as well as evaluations. The advantages of having special institutions such as the Education Foundations, which are semi-autonomous bodies, include less bureaucratic pressure from traditional government institutions, the potential to introduce special management practices in contracting and

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40 Stakeholder meetings held in January 2010 and April 2011 in Lahore and Islamabad respectively to examine the acts and new procedures for streamlining PPPs/CSR in education and other social sectors.
frequent third party validations. However, all education foundations have stopped giving traditional multipurpose grants to private schools and have replaced these by a per-child cost/grant, which in some cases (SEF) is bigger for girl students compared with boys.

Types of PPPs in the Education Sector in Pakistan

These include:

- Adopt a School programme or school improvement programme through partnerships
- Capacity building of teachers, head teachers and school management councils
- Community Participation Programme (CPP) – government schools’ up-gradation in the afternoon shifts through non-state providers (NSPs)
- Education Vouchers – per-student cost to the institutions
- Establishment of new schools through private providers
- School feeding programmes (very few and not successful)
- Placement of post-secondary female students in nursing/health programmes.

Box 9: On Adopt a School Partnerships

‘We can’t do without partnerships but there must be some sort of third party evaluation for such partnerships. Although in MoUs conflict resolution between two parties is outlined, there is a serious need for an advisory committee at the district level or even at the school level to review the performance of both partners and take strategic decisions accordingly. Some NGOs prefer to adopt schools that are already in improved state and are located in urban localities. This approach should be discouraged as rural or underprivileged schools and communities deserve such healthy partnerships.’

Dr Mohammad Arshad, EDO Education; and MrZulfiqar, DEO (EE) Lahore – October 2010

CSR Policy

CSR in Pakistan has been spurred by two concurrent forces: 1) the alignment to global voluntary standards (ISO 26000 etc.), emulated by the Security and Exchange Commission Pakistan which registers and regulates companies; and 2) the establishment of the Pakistan Centre for Philanthropy41 as an autonomous body in 2000 to streamline philanthropy42 for social good through transparent NGOs certified by PCP as potential partners.

PCP’s mandate is to ensure that the three sectors of society – business, civil society and the government – work together in strengthened partnership for social development and to enhance the volume of effective indigenous philanthropy.43 It undertakes voluntary certification of CSOs/NGOs already legally registered, and mobilization of CSR and corporate philanthropy in Pakistan for social good. The NGO certification is deemed to bring additional rigour through standards compliance in operations and transparency that would merit tax exemption status. PCP has also experimented with education, health and emergency programmes to align government policies, systems and procedures in education through three-way partnerships of the government, corporate sector and community/CSOs.44

41www.pcp.org.
42AKDN (2000) Philanthropy in Pakistan. According to the research, Pakistanis donated over Rs 70 billion to social causes.
44Designed and approved the Toolkit for School Improvement through PPPs by the Ministry of Education in 2007.
Although Pakistan, like India and Bangladesh, has rich traditions of giving, CSR in Pakistan has been described as being in the ‘nascent stages’ (PCP, 2007).

In 2007, PCP’s study ‘Going Beyond Business: Intelligent Corporate Philanthropy’ examined CSR and corporate philanthropy’s practices, both international and national. It covered 77 public listed companies (PLCs) with 25 in-depth case studies of top givers in Pakistan. The study found that: a) only 40 per cent of national PLCs had a formal written CSR policy; b) 67 per cent of companies had encouraging trends of giving through a proper governance mechanism; c) 53 per cent monitored or evaluated their projects through site visits and quarterly reviews whilst 23 per cent had no mechanism in place; d) 65 per cent were motivated to give due to their business strategy and 10 per cent for humanitarian reasons; e) 55 per cent claimed that ‘accrual of goodwill’ was the main driver for CSR; f) 38.2 per cent disbursed funds through NGOs/CSOs, 32.3 per cent directly to the beneficiaries and 26.5 per cent through their own foundations; g) a majority of the companies had education as one of its core sectors, other than health, water and sanitation and livelihoods; and h) they prefer giving to well-known blue chip NGOs certified by the PCP with established track records of reaching the beneficiaries. The companies parted with 0.2 per cent to 4.6 per cent of profit before tax.

PCP has introduced the annual Pakistan Corporate Philanthropy Awards (PCPA) since 2007 to recognize the top giving companies. PCP argues for a multi-stakeholder model of CSR/PPPs where government, industry and civil society collaborate for two-way synergies of each institution multiplying the impact of CSR, rather than of a one-way donor and recipient relationship. Documentation of CSR activities is being undertaken through groups like CSR Pakistan6 producing yearbooks on best practices.

The Security and Exchange Commission of Pakistan is responsible for the codes of regulation, and corporate governance. SECP has recently put in place a Code of Corporate Governance (2009). It states that all listed companies must comply with and report on CSR annually. Businesses in Pakistan have also started referring to the Triple Bottom Line (TBL) benchmarks for environmental, social and financial reporting for quantifiable business plans that focus on ‘people, planet and profit’.

The Federation of Pakistan Chamber of Commerce and Industry (FPCCI), including its 76 Regional Chambers and more than 142 Professional and Trade Associations, has active standing committees on CSR and Education.47 They have worked to raise awareness that the government and businesses must develop strategies that comply with international standards (ISO 26000). Responsible Business Initiative (RBI), like the Centre for CSR in Bangladesh, has been established as a cutting edge firm in Pakistan. It focuses on research, awareness raising, capacity building, standards/tools development, strategy building, stakeholder dialogue, and training/teaching, forming international linkages and ensuring compliance with global CSR policy.

With a robust policy environment on giving, it is a good opportunity for NGOs and/or government and CSR to work together for meeting the MDGs/EFA goals.

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45The Citizens Foundation (TCF) Edhi Welfare Trust; Layton Rehmatullah Benevolent Trust (LRBT); Kidney Centre; etc.
46www.csrpakistan.pk.
7.3 Best Practices

7.3.1 Examples of PPPs

The Case of the Education Foundations: Punjab, Sindh and Balochistan

All three foundations have a legal mandate to function through PPPs as the main modality, encouraging the efforts of private sector through technical and financial assistance, innovating and developing new instruments to champion wider educational opportunities at affordable cost to the poor.\(^{48}\) The total outreach of the programmes addressing both access and quality is estimated to be 1.3 million students in equity-focused targeted disadvantaged districts of the three provinces.

There are different types of government-financed programmes and instruments managed by the education foundations through private providers. These are:\(^{49}\)

- Supporting existing formal schools through NSPs with per-child modest cost (approximately US$5–6) at the primary, middle and secondary levels with given criteria and stipulations. In some cases the partner NSPs cannot engage in fee collection or user charges (Punjab)
- Supporting existing or new community-based non-formal initiatives for the girl child and vulnerable communities through a rigorous quality support programme
- Setting up new schools through NSPs with well established criteria including specific ratios for the girl child
- Education voucher schemes for the most disadvantaged (child labourers) poorest quintile with choice and quality for the households in given localities (demand-side financing)
- Training of teachers/headteachers/community members in the same schools or other low-cost private schools through cluster-based and/or mentor-based approaches (primary, middle and secondary levels)
- School Improvement Programme in government schools – Adopt a School (Sindh).

Each of the above is mobilized by taking the following steps: a) the board’s formal approval; b) an open call for public–private partnerships, with well established publicized criteria; c) expressions of interests (EOI) received for each programme; d) field validation surveys held; e) scheme awarded to the partners; f) training/capacity building sessions held; g) money disbursed and scheme initiated. In the case of all three foundations, each programme funded thus is transparent, accountability oriented and performance-based. Third party tests are taken to ensure that quality is being achieved in learning outcomes. Risks are thus shared across partners and funds transferred to NSPs from the government for results-based outcomes. In some cases, incentives are also linked with performance of specific schools and teachers (PEF).

The programmes of the education foundations have expanded across all provinces, supported by mainstream government budgets, budgetary support, or specific grants from the development partners (World Bank, DFID, Royal Netherlands Embassy, etc.). In the coming years, these programmes are likely to grow not just on private sector sites, but also

\(^{49}\) SEF, PEF and BEF 2010 interviews and websites.
on public sector sites/schools that are not functioning due to lack of students, teachers or proper buildings.\textsuperscript{50}

There are concerns about continuity of these schemes in times of political transition. Most of the education foundations (except SEF) have robust endowments. However, with the current large programme outlay, these funds may not be sufficient if there is any reduction in the education foundations’ regular recurrent and development budgets.

None of the programmes of the education foundations in Pakistan subscribe to the ‘grant in aid’ scheme as practised in Bangladesh (MPOs) or India (aided schools). Can the current programmes of PPPs under the education foundations in remote areas explore expanded multi-level grant in aid?

**Rural Support Programmes as PPPs**

Like the education foundations, there are a number of rural support programmes inspired by the Aga Khan Rural Support Programme (AKRSP) in the Northern Areas.\textsuperscript{51} The Government of Pakistan decided to establish autonomous development organizations through its core funding and endowments such as: National Rural Support Programme (NRSP) in 1992, followed by the Punjab Rural Support Programme(1997); and Sindh Rural Support Organization (2002).\textsuperscript{52} These organizations, with community embedded bottom-up approaches and scaled-up presence, have been used heavily by the government for partnering with various official poverty reduction programmes, emergencies and innovations since the 1990s, including in the education sector in targeted areas. As government organized NGOs, there is a comfort level as many ex-officio board members are drawn from the public sector.

The Government of Punjab has engaged PRSP for several education equity-focused scaled-up projects mobilized through PPPs (Table 5).

**Table 5: Projects and services provided by PRSP in Punjab**

<table>
<thead>
<tr>
<th>Title of Project</th>
<th>Components</th>
<th>Amount</th>
<th>Duration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establishment of 300 community schools (CBS)</td>
<td>CBS through endowments of Rs 300,000 Phase I–II</td>
<td>Rs 90 million</td>
<td>1999–2007</td>
</tr>
<tr>
<td>Up-gradation of govt. primary to middle schools</td>
<td>Upgrading 7 primary schools’ Infrastructure</td>
<td>Rs 8.9 million</td>
<td>June 2001 to December 2004</td>
</tr>
<tr>
<td>PRSP-Punjab Education Sector Reform Programme (PESRP) Partnership for School Improvement</td>
<td>School councils and teacher training; infrastructure</td>
<td>Rs 83.33 million</td>
<td>March 2005–2009</td>
</tr>
</tbody>
</table>


\textsuperscript{50} Discussions ongoing in Punjab and Sindh to convert under-performing or closed government schools into education foundation supported PPPs. Punjab Education Foundation (PEF) to take over 1006 non-functional schools. [www.pef.edu.pk/pef-departments-NFS-GOP.html](http://www.pef.edu.pk/pef-departments-NFS-GOP.html).

\textsuperscript{51} AKRSP was established in 1982 in the Northern Areas by His Highness Prince Aga Khan.

\textsuperscript{52} All RSPs set up by the government are registered under section 42 of the Companies Ordinance 1984. Other parastatals set up by the government through its seed money (Rs 500 million) are the Pakistan Poverty Alleviation Fund (PPAF) and the National Commission for Human Development (NCHD).
PRSP has always drawn leadership from civil servants enjoying special privileges as being ‘one of them’ (Tariq Sultan, Chairman PRSP, 2010). Some of the RSPs are used as single source vendors in large government programmes. Whilst the RSPs comply with PPPs’ core criteria of: a) a formal partnership agreement; b) financed by public sector funds; c) outcomes/targets-based; and d) sharing of risks, they are often exclusively approached by the government to undertake large-scale work rather than respond to an open call for an expression of interest. The same approach has not been tried by the departments of education with civil society organizations, who are in close partnership but where the trust deficit persists.

7.3.2 Examples of CSR-led Initiatives

The Citizens Foundation (TCF)

TCF began as an initiative of a group of concerned professional citizens of Pakistan who wanted to give back to society through education entitlements. The programme that began in 1995 has grown from strength to strength. Today TCF has established 730 purpose-built schools (Primary to Secondary) providing high quality access to 102,000 children in urban slums and low income rural areas across the country. TCF employs only women as teachers in its schools; as a result 48 per cent of the students are girls. The programme focuses on quality, critical thinking, monitoring and continuous professional development as well as post-secondary academic placement and vocational training options. There is a modest user charge, which is often waived for those who cannot afford to pay.

Other than individual and expatriate philanthropy through multiple TCF chapters in seven major countries globally, it has successfully mobilized predictable CSR giving from both multinationals and national companies. Some of these are: Mobilink Telecom; Unilever; Adamjee Foundation; Engro; Chevron; Sui Southern Gas Company; Crescent Steel Allied Products; General Tyres; and Afroze Textiles.

Unilever Pakistan Limited (UPL)

UPL partnered with the ITA for a sector-wide programme in education (from early childhood to tertiary education) with large-scale impact across rural and urban Pakistan. In 2007, UPL approached ITA to help with quality and school improvement in a government school established on its factory estate in Rahim Yar Khan district in South Punjab. What started with one school has now expanded to 6000 schools in many areas.

It has initiated many programmes, including an ECE programme (Dirt is Good), which has installed safe playgrounds, disseminated ECE National Curriculum 2007, carried out teacher training and supported emergency relief (floods and natural disasters) in 2009 and 2010/11. A School Hygiene and Health Initiative was undertaken (Healthy School Mission Pakistan) which aims for children’s health and hygiene behaviour change. Post-secondary scholarships have been awarded for women. Major support has been provided to school education and vocational training, particularly for adolescent girls in rural areas.

The value chain of multi-stakeholder partnerships for education is built through ITA as a catalytic partner tapping both CSR and public–private partnerships for scaled impact.
Working in a large number of public sector institutions across Pakistan, ITA partners with communities, networks of CSOs, private school networks, education foundations and the government at all levels (district, provincial and national). PPPs with the government are formalized through legal agreements for outreach to a large number of public sector schools. The responsibilities of the corporate, CSO and government/partners are well defined and shared publicly. The presence of ITA in public sector institutions across districts means both scale and cost effectiveness.

Table 6: Top Firms for CSR

<table>
<thead>
<tr>
<th>Top Firms for CSR</th>
<th>Focus Areas in Education (all have supported emergencies)</th>
<th>Scale</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bank Alfalah</td>
<td>TCF, Kashmir Education Foundation; Special Education Rising Sun</td>
<td>Low–Medium</td>
</tr>
<tr>
<td>Pakistan Petroleum Limited (PPL)</td>
<td>Education support in remote areas, school and higher education placements/scholarships</td>
<td>Low–Medium</td>
</tr>
<tr>
<td>Nestlé</td>
<td>School improvement programme</td>
<td>Low</td>
</tr>
<tr>
<td>Procter &amp; Gamble, Pakistan Brand-based giving</td>
<td>Health and Hygiene to 6400 schools – 23 cities of Pakistan Disabled children 1000 children in rural Sindh and Karachi</td>
<td>Medium–High</td>
</tr>
<tr>
<td>Pakistan State Oil</td>
<td>Education and vocational training</td>
<td>Low</td>
</tr>
<tr>
<td>Dollar East</td>
<td>Orphans/Social orphans supported through protection, home, family, and higher education and health facilities</td>
<td>Low</td>
</tr>
<tr>
<td>Crescent Steel and Allied Products Limited</td>
<td>TCF schools</td>
<td>Low</td>
</tr>
<tr>
<td>Unilever Pakistan Limited</td>
<td>Sector-wide approach – health in schools; ECE; school Improvement; scholarships for girls</td>
<td>Medium–High</td>
</tr>
</tbody>
</table>

7.4 Innovative Financing: Debt Swaps

Pakistan has been a pioneer in successful debt swaps\(^5\) for education in the post-Dakar phase. The largest debt swap is attributed to Canada. The Canadian debt swap is supporting up-gradation of teacher training institutions across Pakistan to address quality of education. It is followed by the German debt swap on libraries and schools improvement. The amount is equivalent to US$400 million.\(^6\) However, there is little understanding about the potential and impact of debt swaps, often construed as ‘donor and not government funded’ programmes.

As the Government of Pakistan has managed debt swaps successfully it can be extended for more options with the Ministry of Finance. The instrument for additional resources to education must be strategized by the Ministry/Departments of Finance, Planning and the Education departments to explore with relevant donors accelerated and targeted financing for EFA and MDGs.

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\(^5\) In a debt swap, the creditor country cancels a debt at its nominal value. In return, the debtor invests part of the cancelled amount in development projects according to conditions previously agreed by both parties. Debt swaps have been less frequently used in recent years but have resurfaced on the agendas of some donors as one way of financing the MDGs.

7.5 Issues and Recommendations

- **Pakistan, like Bangladesh and India, is placed on the engaged/integral end of the PPP continuum** with multiple instruments of PPPs. It offers a case study of stark challenges and innovations with respect to PPPs and CSR. Its key education indicators for primary and secondary education continue to lag. Low allocations to education (under 2% of GDP), geopolitical placement, continued pressures of the war against terror, countrywide displacements due to conflict and natural disasters and governance transitions with the recent dissolution of the Ministry of Education (18th Amendment), have all contributed to this being a time of tremendous stress for achieving the MDGs and EFA targets.

- **Dual Delivery Modes of Public Financed Education System**: Basic education, financed by the public sector, is delivered through: (a) departments of education; and (b) Education Foundations. The former is the large-scale provider of education compared with the latter, but there is little healthy communication between the two about PPP modalities: ‘what works and why’. The silos of education must be broken. There needs to be a mechanism for sharing best practices and complementary strategies by the two sets of institutions to optimize outreach, especially in locations where the challenges of gender and disadvantage are highest in access and quality. This can be done through regular sharing meetings coinciding with annual planning and budgetary cycles.

- **Policy and Legal Framework**: This needs to be revisited for each province in light of the 18th Amendment for PPPs and CSR. Once finalized for each province it can be made available with the provincial governments, line departments, education foundations and all chambers of commerce and industry.

- **Public–Private Partnerships – Not a Substitute for Addressing Fundamental Challenges**: PPPs in education is an active and evolving phenomenon in Pakistan. However, as argued by Bano (2008), it cannot become a substitute for ‘addressing fundamental challenges of provision of education for all. Most PPP programmes remain ad hoc, have little systemic impact in addressing the fundamental challenges of access, quality or equity, and because of often being reliant on NGOs or donor funds rather than the state resources face problems of financial sustainability.’ For sustainable PPPs the government must finance PPPs through its mainstream education programmes for all organizations rather than just the government-organized NGOs (parastatal organizations). This must be forcefully supplemented by basic design corrections of the current public sector education system which establishes primary schools with a standard template of two rooms and two teachers, when they are in fact always catering for at least six grades of learning! The minimum standards of education need to be drastically overhauled with 71 per cent of rural children and two out of every three children enrolled in public sector facilities.

   Article 25-A has established education as a fundamental constitutional right of every citizen of Pakistan which is legally enforceable and actionable. The government must undertake a large-scale exercise in each province to map out its challenges, partners and resources for education for meticulous planning and implementation of Article 25-A.

- **CSR and PPPs – under-utilized and little understood**: In spite of some robust experiments in tapping corporate philanthropy and PPPs as simple or multi-stakeholder partnerships, these are not widely understood by the public, private sector and the government. A few
organizations who understand the details of the concept have been able to tap CSR, its planning cycles and emerging trends in brand-based giving. With the passing of the PPP Infrastructure Acts 2010/2011 in Punjab and Sindh there is an opportunity to engage with serious PPPs in education. However, with the current level of understanding of what the key triggers are and who will do what, it is highly unlikely that this will achieve the purpose intended. Like Maldives, this may just be reduced to an efficiency-oriented focus rather than targeting equity.

A major institutional effort is required by all partners (PCP, RBI, Education Foundations, PPAF and FPCCI) for a series of regular awareness, capacity and trust building sessions for all stakeholders to grasp the core concepts and actions for maximum impact on gender equality and EFA targets and MDGs.

- **Education Foundations and Grant in Aid Programmes:** All education foundations are currently engaged in promoting education through low-cost private schools through a per child cost (usually up to US$5 per month) that is supposed to cover access and quality challenges of education in Pakistan. From its previous multi-level support, grant in aid is now a lump sum amount of the ‘take it or leave it’ variety. Whilst the education foundations currently do run capacity building programmes for teachers/head teachers etc., the per-child cost greatly undermines minimum salary levels of teachers and support for other quality interventions. It is a concern that the low-cost private schools may become factories of exploitive sub-contracted labour, where most of the staff comprises female teachers, running contrary to the rights-based poverty reduction agenda of education and gender as espoused by the MDGs and EFA. There is an urgent need to revisit the PPP support package and grant in aid system in its contemporary setting and challenges.

- **Charity and philanthropy abound at all levels:** The community remains giving as it is an essential part of its ‘spiritual capital’. Like Bangladesh, the stakeholders feel that this is not integrated into the discussions on resources/philanthropy for the social sectors. Research undertaken by the Aga Khan Development Network (AKDN, 2000) illustrated the magnitude of giving, some of which will always remain informal, directly supporting large numbers of beneficiaries. How can general philanthropy be tapped for the equity-focused agenda for girls’ education and disadvantaged groups in Pakistan?

- **Regulation of PPPs:** Whilst some of the public sector programmes have inbuilt third party validation of performance, there is overall little discussion on the regulation of PPPs which needs to happen if this is to become a bigger phenomenon in the next decade with changes in state/citizen relationships. The regulation arrangement for private sector institutions is ad hoc with undercurrents of corruption if managed by the public sector. The regulatory mechanisms need a wider debate as they are being settled in the post-18th Amendment scenario at the provincial/federal levels.

- **National Education Policy 2009 – overhaul in light of the 18th Amendment:** An opportunity for integrating the above concerns: The NEP 2009 finalized after four years of consultative national debates has to undergo review due to the abolition of the concurrent jurisdiction of education. This is an opportune time for integrating the official position on the role of PPPs and CSR in education development for gender equality and poverty reduction. Each province needs to host a stakeholders’ meeting on NEP 2009 and/or sector plan review. There must be focused stakeholders’ sessions on the current status of PPPs and CSR in the provinces, their potential role and procedures for meeting the EFA/MDG challenges.
• **Education Taxes in Pakistan**: In 1985, Pakistan levied a specific education tax called lqra (to Read) contained in the 1985 Finance Act as a 5 per cent levy ad valorem on all imports. However, its proceeds were never used for education purposes, unlike the Education Cess in India. In 1994 under the Finance Act (Section 10), this was omitted. There are many anecdotal references to lqra and its potential to supplement education budgets but this to date has never been actualized.

• **Toolkits and Directory of PPPs/CSR in Pakistan**: Pakistan too must invest in a comprehensive toolkit on PPPs and CSR with laws, policies, strategies, best practices by province/areas, agreements and other procedural tools. This must become a knowledge repository for each province which is to be updated annually. The toolkit must be easily accessible to the public through an interactive website.

While UNICEF Pakistan has successfully worked with CSR in health, its work in the education sector is still at the exploratory stages. This can be moved forward more strategically to tap the untapped CSR potential for enhanced financing for girls’ education in Pakistan and reach the unreached as an equity-focused approach.

World Food Programme (WFP) in Pakistan works successfully with Unilever and other CSR partners for country-wide outreach to the worst-off areas with low indicators for girls’ education as well as in emergencies.

Development partners along with CSOs can explore synergies with CSR and PPPs aggressively in Pakistan where the potential and need for such collaboration is acknowledged as significant, but practical engagement continues to remain sub-optimal.

### Bibliography


PART III

ANNEXES
Annex A: 
Note on Critical Approaches and Terminology

Frames of Exclusion

These vectors of exclusion are further elaborated through the ‘4A Scheme’ proposed by Tomaševski (2001) for girls’ education as a fundamental entitlement (see Box A1).

Box A1: Tomaševski–The 4A Scheme

<table>
<thead>
<tr>
<th>Availability</th>
<th>functioning educational institutions and programmes have to be available in sufficient quantity within the jurisdiction of the State Party</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accessibility</td>
<td>educational institutions and programmes have to be accessible to everyone, without discrimination, within the jurisdiction of the State Party. Accessibility has three overlapping dimensions:</td>
</tr>
<tr>
<td>Non-discrimination</td>
<td>education must be accessible to all, especially the most vulnerable groups, in law and fact, without discrimination on any of the prohibited grounds</td>
</tr>
<tr>
<td>Physical accessibility</td>
<td>education has to be within safe physical reach, either by attendance at some reasonably convenient geographic location ... or via modern technology</td>
</tr>
<tr>
<td>Economic accessibility</td>
<td>education has to be affordable to all. This dimension of accessibility is subject to the differential wording of article 13 (2) in relation to primary, secondary and higher education</td>
</tr>
<tr>
<td>Acceptability</td>
<td>the form and substance of education, including curricula and teaching methods, have to be acceptable (e.g. relevant, culturally appropriate and of good quality) to students and, in appropriate case, parents</td>
</tr>
<tr>
<td>Adaptability</td>
<td>education has to be flexible so it can adapt to the needs of changing societies and communities and respond to the needs of students within their diverse social and cultural settings</td>
</tr>
</tbody>
</table>

Sources: UNGEI (2010) Dakar Senegal Meeting prepared by Right to Education/UNGEI. The concept of these 4As was first proposed by the former UN Special Reporter on the Right to Education, the late Katarina Tomaševski (Tomaševski, 1999, 2001), and adopted by CESC in its General Comment No. 13, paragraph 6 (CESCR, 1999).

Any initiative for mobilizing partnerships (such as MDG: Goal No. 8) and the Dakar Framework of Action 2000, must negotiate with and address these frames of exclusion affecting girls in South Asia.

PPPs

The origins of PPPs since the 1970s lie in the infrastructure sector, where costs are large and the nature of work is associated with bricks and mortar challenges rather than in human transformation. The typical PPP ventures include categories like: Build-Own-Operate (BOO), Build-Operate-Transfer (BOT) or Build-Own-Operate-Transfer (BOOT); design, build, finance, manage, operate, transfer, etc.

The shifting focus of PPPs is in the so-called ‘soft/service’ areas. These include capacity building, management of services/quality training and supervision, midday meals, policy and curriculum reforms, textbooks and learning materials, research and governance, etc., opening new possibilities for sharing public sector targets to reach hard-to-reach disadvantaged groups.
CSR

MDG 8, Developing a Global Partnership for Development, is both a strategy and goal for a ‘more inclusive sustainable economy’. In 2000, the UN Secretary-General Kofi Annan launched the UN Global Compact (UNGC), as the first CSR initiative at a global level providing impetus to the corporate sector to revisit its norms of business operations and obligations towards its stakeholders, both employees and the community. Addressing obligations towards: a) employees is internal CSR; b) towards society/community is external CSR; and c) through multiple partners is multi-stakeholder CSR (Chahoudet al., 2007).

Multi-stakeholder regulation is a third emergent category that has been triggered under the MDGs in collaboration with INGOs, multilaterals and CSOs (Utting, 2005b). MSPEs are sometimes distinguished from PPPs to mean a broader coalition of partners that brings together different stakeholders from different sectors (governments, the private sector, CSOs, and others). MSPEs collaborate and contribute to the expansion and enhanced quality of education for achievement of well-defined common goals or projects, fulfil a specific role or responsibility, complement each others’ capabilities, resources and share the risks, costs and benefits.

Table A1 suggests a framework that measures: a) minimum standards; b) median approach; and c) maximum standard.

Table A1: Standards for CSR

<table>
<thead>
<tr>
<th>Minimum Standard</th>
<th>businesses must fulfil their legal obligations or, if laws or enforcement are lacking, that they do not engage in any practice that is harmful for the community or its own employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>Median Approach</td>
<td>goes beyond compliance, calling for businesses to do their best, to contribute positively to sustainable development by addressing their social and environmental impacts, and potentially also through social or community investments</td>
</tr>
<tr>
<td>Maximum Standard</td>
<td>active alignment of internal business goals with externally set societal goals (those that support sustainable development) such as MDGs and EFA</td>
</tr>
</tbody>
</table>

Under the voluntary International Organization for Standardization (ISO), ISO International Standard 26000:2010 has been developed.\(^5\) The Guidance for social responsibility for industry, social responsibility covers seven critical related areas of practice. These have been developed over five years with multiple stakeholders including industry, government, labour, consumers and NGOs. The group had well-spread geographical and gender representation. The seven core areas are illustrated in Figure A1. They are holistic and interdependent and can be well channelled to the equity focused approach and the challenges of gender equality in education.

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References


## Annex B: Institutions Visited and People Met

### Maldives
Facilitated by AmeenaDidi - Chief Education UNICEF

<table>
<thead>
<tr>
<th>Visited Sites/Persons Met</th>
<th>Ministry, institute/Designation</th>
</tr>
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<tbody>
<tr>
<td><strong>Maldives</strong></td>
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<tr>
<td><strong>Facilitated by</strong></td>
<td></td>
</tr>
<tr>
<td>AmeenaDidi</td>
<td>Chief Education UNICEF</td>
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<table>
<thead>
<tr>
<th>Offsite meeting with Min. Education</th>
<th>Ministry, institute/Designation</th>
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<tbody>
<tr>
<td>Dr Aamaal Ali</td>
<td>Permanent Secretary – Ministry of Education</td>
</tr>
<tr>
<td>Dr Ahmed Ali Manik</td>
<td>Minister of State for Education(Higher Education) &amp; Chairman Taleemi Fund/Trust Fund</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>FatimathNiuma – Technical Team Members of the privatization committee on Education</th>
<th>Ministry, institute/Designation</th>
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</thead>
<tbody>
<tr>
<td>FatimathNiuma – Technical Team Members of the privatization committee on Education</td>
<td>Ministry of Economic Development Privatization Committee – Invest Maldives</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Visit to School 1 – Billabong High International School</th>
<th>Ministry, institute/Designation</th>
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<tbody>
<tr>
<td>Ahmed Shaafiu</td>
<td>Islanders Group – Kangaroo</td>
</tr>
<tr>
<td>Abdul Rasheed,</td>
<td>Principal</td>
</tr>
<tr>
<td></td>
<td>Administrator</td>
</tr>
<tr>
<td></td>
<td>Owner – Islanders Group of Companies</td>
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<table>
<thead>
<tr>
<th>Visit to School 2 – Giyasudeen High International School</th>
<th>Ministry, institute/Designation</th>
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<tbody>
<tr>
<td>Mr Mohammad Hameed</td>
<td>Executive Director</td>
</tr>
<tr>
<td></td>
<td>Villa Foundation</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Dr Ahmed Anwar</th>
<th>Ministry, institute/Designation</th>
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<tr>
<td></td>
<td>Rector – Villa College</td>
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<tr>
<th>Visit to Villa International High School – Villa College</th>
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<tbody>
<tr>
<td></td>
<td>Faculty of the Villa College</td>
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</table>

| Civil society group – former Minister of Education & Researcher/Trainer Researcher | |
|-----------------------------------------------------------------------------| |
| DrJ. Bertrand Mendis                                                        | UNICEF – Country Representative |

<table>
<thead>
<tr>
<th>MaryaamNadhaaNaeem</th>
<th>Programme Communication Officer</th>
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<tr>
<td></td>
<td>Programme Child Protection Officer</td>
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## Bangladesh

<table>
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<tr>
<td>Mohammad Mohsin</td>
<td>UNICEF</td>
</tr>
<tr>
<td>Manzoor Ahmed</td>
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</tr>
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<td>Nobendra Dahal</td>
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<tr>
<td>Saima Anwar</td>
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</tr>
<tr>
<td>Kazi Farukue</td>
<td>Teacher Union Representative</td>
</tr>
<tr>
<td>Ayesha Wawda &amp; Michele (WB D.C off.)</td>
<td>World Bank</td>
</tr>
<tr>
<td>Dr Kazi Saleh Ahmed</td>
<td>Former VC, Jahangirnagar University, FREPED</td>
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<tr>
<td>Prof. Nazmul Haque</td>
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<tr>
<td>Rasheda K. Choudhury</td>
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<tr>
<td>Stakeholders Consultation</td>
<td>CAMPE</td>
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<td>Prof. Nazmul Haq</td>
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<tr>
<td>Dr Anwara Begum</td>
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<tr>
<td>Md Rafiqul Islam</td>
<td>Deputy Director, BNFE</td>
</tr>
<tr>
<td>Ataur Rahman</td>
<td>Directorate of Primary Education</td>
</tr>
<tr>
<td>Mr Hasanuzzaman</td>
<td>Regional Manager, BRAC Education Programme</td>
</tr>
<tr>
<td>Mowsumi Biswas</td>
<td>SUPRO</td>
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</tbody>
</table>
### India

<table>
<thead>
<tr>
<th>Visited Sites/Persons Met</th>
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<tbody>
<tr>
<td>Ms Anita Kaul</td>
<td>Add. Sec. MHRD</td>
</tr>
<tr>
<td>Mr. Venkatesh Malur</td>
<td>Education Specialist UNICEF</td>
</tr>
<tr>
<td>Dr Govinda</td>
<td>V.C. NUEPA</td>
</tr>
<tr>
<td>Mr Gajendra Haldea</td>
<td>Adviser to Dep. Chairman Planning Commission</td>
</tr>
<tr>
<td>Dr Wilima Vadhwa</td>
<td>ASER Centre</td>
</tr>
<tr>
<td>Mr Amit Kaushik</td>
<td>COO Pratham</td>
</tr>
<tr>
<td>Dr Janaki Rajan</td>
<td></td>
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<tr>
<td>Dr Ken Jones</td>
<td></td>
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<tr>
<td>Dr Sharmila</td>
<td>Ankur</td>
</tr>
<tr>
<td>Mr S.C. Khuntia J.S</td>
<td>(Secondary) MHRD</td>
</tr>
<tr>
<td></td>
<td>Follow up on RT and meeting with Pak. HC</td>
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<td></td>
<td>CCS – preparation and review of India strands</td>
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<td></td>
<td>UNICEF host at the Islamic Centre 1:00–4:00</td>
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<tr>
<td></td>
<td>Pratham or NUEPA lectures?</td>
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<td>Pak High Commission– dialogue with education teams in Delhi</td>
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## Annexes

### Pakistan

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<thead>
<tr>
<th>Visited Sites/Persons Met</th>
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<tbody>
<tr>
<td>Ms Ainee Nasir Jamy</td>
<td>Head of Academics, CARE Foundation</td>
</tr>
<tr>
<td>Dr Idrees Masood</td>
<td>Chief Health, Planning &amp; Development Department, KPK</td>
</tr>
<tr>
<td>Mr Abdul Rahim Kasi</td>
<td>Programme Manager, UNDP</td>
</tr>
<tr>
<td>Ambreen Raza</td>
<td>MD, Punjab Education Foundation</td>
</tr>
<tr>
<td>Professor Anita Ghulam Ali</td>
<td>MD, Sindh Education Foundation</td>
</tr>
<tr>
<td>Mohyuddin Wani</td>
<td>Former MD, Punjab Education Foundation</td>
</tr>
<tr>
<td>Mr Aziz Kabani</td>
<td>Director, Sindh Education Foundation</td>
</tr>
<tr>
<td>Mrs Naheed Durrani</td>
<td>Secretary Education – Sindh, Department of Education, Sindh</td>
</tr>
<tr>
<td>Mr Aijaz Mahasar,</td>
<td>Additional Secretary, CDP, Govt of Sindh</td>
</tr>
<tr>
<td>Mr Saqib Aziz</td>
<td>Secretary Education Balochistan, Department of Education, Balochistan</td>
</tr>
<tr>
<td>Mr Zamran Marri</td>
<td>Assistant Chief – Industries, P&amp;D Balochistan</td>
</tr>
<tr>
<td>Mr Aslam Kamboh</td>
<td>Secretary Schools Punjab, Department of Education, Punjab</td>
</tr>
<tr>
<td>Mr Javed Aslam</td>
<td>Chairman, P&amp;D Punjab</td>
</tr>
<tr>
<td>Mr Abdullah Sumbul</td>
<td>Director, PRMP Punjab</td>
</tr>
<tr>
<td>Syed Jafar Mehdi</td>
<td>Assistant Chief, PPP Cell, P&amp;D Punjab</td>
</tr>
<tr>
<td>Mr Baber Shah</td>
<td>Chief Executive, PIDE</td>
</tr>
<tr>
<td>Ms Naila Ismail</td>
<td>Corporate Affairs, Unilever, Unilever</td>
</tr>
<tr>
<td>Ms Ambreen Waheed</td>
<td>expert CSR and RBI</td>
</tr>
<tr>
<td>Mr Amin Mahmood</td>
<td>Member, Public Private Partnership Cell, P&amp;D Punjab</td>
</tr>
<tr>
<td>Mr Mohammad Ayub</td>
<td>Director Programmes, Dost Foundation</td>
</tr>
<tr>
<td>Dr Iram</td>
<td>Executive Director, Roshni Pakistan</td>
</tr>
<tr>
<td>Mr Fayyaz Baqir</td>
<td>Director, AHKRC</td>
</tr>
<tr>
<td>Ms Anjum Riyaz Ul Haque</td>
<td>Country Director, PCP</td>
</tr>
<tr>
<td>Ms Rabia Kiyani</td>
<td>Junior Programme Officer – Certification</td>
</tr>
</tbody>
</table>
Annex C:  
The Dhaka Declaration December, 2009

SECOND MINISTERIAL MEETING OF SOUTH ASIA EFA FORUM  
ON  
REACHING THE UN-REACHED WITH FOCUS ON DECENTRALIZATION  
DHAKA DECLARATION ON EFA  
14 December 2009

1. Preamble

Recalling our resolvein Dakar on 28 April 2000 and Katmandu 12 April 2001 to create a South Asia EFA Forum and Islamabad Declaration 21–23 May 2003,

Acknowledging International Development Partners’ support in facilitating the activities of the South Asia EFA Forum and consistent efforts to reaching the un-reached through decentralization of planning and management for achieving Education for All,

We, the Ministers and representatives of Governments and Non-government Organizations from Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, and Sri Lanka, attending the Second Ministerial Meeting of the South Asia EFA Forum in Dhaka on 13 – 14 December 2009, recognize the progress and challenges in achieving the EFA goals, especially reaching the un-reached shared by the South Asian countries as reflected in the country reports,

We place on record that despite significant diversities among the countries with respect to size, geography, culture, social dynamics, level of economic development, etc, we consciously select the theme “Reaching the Un-reached with focus on Decentralization” and resource mobilization as our obligations to achieve EFA goals.

2. Achievements

Since EFA Assessment 2000 and Dakar Framework for Action, countries of the region have witnessed notable progress as indicated by:

2.1 Preparation of the National EFA plans through consultative processes with all stakeholders on strategies and policy development;

2.2 Continuous dialogue with International Agencies and Development Partners for enhancement of funding for bridging resource gaps;

2.3 Publication of National Mid Decade Assessment (MDA) reports with regional synthesis and sharing of the outcomes with all countries of the region;

2.4 Enhanced organizational and institutional capacity to meet the challenges ahead;

2.5 Increased activities to implement continuous assessment, especially of learners’ performance and outcome as a basis for in-country and cross-country comparisons;

2.6 Developed linkages between formal and non-formal systems of education through equivalence;

2.7 Built professional partnerships between the Government, Non-government Organizations and Private sector for sharing resources, knowledge and practices to meet the challenges of the EFA and relevant Millennium Development Goals;
2.8 Significant improvement in enrollment and reducing illiteracy, particularly, of girls and women;
2.9 Increased efforts in each country for detailed costing of the Education Plans and its linkage with other national strategies and plans including the Country Poverty Reduction Strategy Paper (PRSP);
2.10 Resources allocated for proactive gender sensitive programmes for quality education including literacy.

3. Challenges

We note with concern that South Asian countries face many formidable challenges such as:

3.1 High level of poverty and illiteracy;
3.2 Limited awareness amongst the un-reached about the EFA programmes;
3.3 Absence of guidelines for promoting public-private partnership;
3.4 Shortage of professionals for planning, implementation and evaluation of EFA programmes;
3.5 Limited use of Information and Communication Technology (ICT);
3.6 Not enough clarity in the role of Local Government;
3.7 Weak South-South and South-North cooperation;
3.8 Inadequate attention to education research;
3.9 Increasing gap in quality of education between the rich and the poor as well as rural and urban population;
3.10 Lack of effective coordination among the Government, Research Institutions and NGOs;
3.11 Absence of redressal mechanisms for the un-reached;
3.12 Relatively poor quality of education and inadequate learning achievement;
3.13 Inadequate systematic and regular evidence of learning outcomes;
3.14 Absence of reliable and consistent database to monitor the progress of EFA goals;
3.15 Inadequate funding for EFA from Government and other domestic sources;
3.16 Limited funding from the international community;
3.17 Non-fulfillment of Islamabad Declaration on allocation of 4% of the GDP for education;
3.18 Lack of balance in prioritizing the budget allocation for programmes;
3.19 Limited involvement of the local Government in management and financing education;
3.20 Insufficient budgetary allocation to non-formal education and skill development;
3.21 Global economic crisis inhibiting the Government and Development Partners to maintain or enhance the level of financing;
3.22 Absence/inadequate application of standards, norms and regulations for private educational institutions;
3.23 Inadequate institutional provisions for education and educational support of children affected by disaster, conflicts and post conflict situations.

4. Collective Statement

Taking note of the above achievements as well as challenges and our commitment towards implementation of the Dakar Framework for Action for achieving EFA goals, we recognize that education is the most crucial factor influencing the economic, social, political and human aspects of life and to ensure peace, solidarity and prosperity of the nations of this region;

We, therefore, collectively affirm and commit, in the context of Reaching the Un-reached to:
4.1 Enforce the right to education for all effectively, if needed through amendment or fresh legislation to make it justiciable
4.2 Examine the main causes of exclusion and barriers to education for the un-reached;
4.3 Identify the un-reached groups;
4.4 Prepare a disaggregated database;
4.5 Review/enact law for decentralization of formal and non-formal education planning and management;
4.6 Review and reformulate education policies and practices to reach the un-reached;
4.7 Review/prepare necessary policies, strategies and practices for effective decentralization;
4.8 Strengthen institutional and organizational capacity for education planning and management;
4.9 Ensure participation of all stakeholders including community, media and civil society organizations in achieving EFA goals;
4.10 Establish effective monitoring, evaluation and feedback mechanisms for measuring the outcomes;
4.11 Establish network and collaboration with other sectors contributing to EFA;
4.12 Undertake a comprehensive assessment of resource requirement for achieving EFA with specific reference to reaching the un-reached;
4.13 Allocate at least 6% of the GDP to education;
4.14 Avail all opportunities for mobilizing internal collaborative fund;
4.15 Determine the gap between the required and internally available resources;
4.16 Mobilize resources through external funding;
4.17 Ensure better coordination and cooperation among the countries of South Asia for resource mobilization;
4.18 Determine the gap in the availability of human resource and create adequate infrastructure for its development;
4.19 Urge the Development Partners and corporate sector to increase/provide funding to ensure realization of EFA goals by 2015;

5. Concluding Statement

We, the participating South Asian countries, ensure wide dissemination of this Dhaka Declaration along with strategies (South Asian Strategies for Reaching the Unreached) formulated to reach the un-reached and play a proactive role incorporating and reflecting the commitment of the declaration through review of the National Plans of Action for EFA as well as other working documents and activities.

We also acknowledge the contributions of Bangladesh in organizing the Second Ministerial Meeting of South Asia EFA Forum in Dhaka.

We announce that India has agreed to consider favourably organizing the Third Meeting of the South Asia EFA Forum in 2011. The theme of the Third Ministerial Meeting of the Forum will remain unchanged, “Reaching the Unreached” with the focus on implementation of Katmandu Joint Statement, Islamabad Declaration and Dhaka Declaration.
PARTNERSHIPS FOR EQUITY IN EDUCATION IN SOUTH ASIA