

PUBLIC PRIVATE PARTNERSHIP
IMPACT OF PUBLIC FINANCING ON PRIVATE
SECTOR INSTITUTIONS

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LIST OF ABBREVIATIONS

AEO	Agency Education Officer
AEPAM	Academy of Educational Planning and Management
AJK	Azad Jammu & Kashmir
ASP	Adopt-a-School Program
CBO	Community-Based Organization
CCB	Citizen Community Boards
CEC	Community Education Committee
CPP	Community Participation Project
CSOs	Civil Society Organizations
ESR	Education Sector Reforms
FANA	Federally Administrated Northern Area
FATA	Federally Administrated Tribunal Area
FPCCI	Federation of Pakistan Chambers of Commerce & Industry
GoP	Government of Pakistan
ICT	Islamabad Capital Territory
ITA	Industry Training Authority
MoE	Ministry of Education
MoU	Memorandum of Understanding
NEF	National Education Foundation
NER	Net Enrollment Ratio
NGO	Non-Governmental Organization
NOC	No Objection Certificate
NWFP	North-West Frontier Province
PCP	Pakistan Centre for Philanthropy
PEC	Parent Education Committee
PPC	Public-Private Collaboration
PPP	Public private partnership
PRS	Poverty Reduction Strategy Paper
PTA	Parents Teachers Associations
PTC	Primary Teaching Certificate
SEF	Sindh Education Foundation
SMCs	School Management Committees

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FOREWORD

Quality education is critical for knowledge based economy and sustainable socio-economic development of the country. Since the inception of Pakistan successive governments made efforts to increase access to education and for improving quality of education but results reflect much to be desired. Considering the importance of quality of education the government launched Education Sector Reforms in 2001. Public-Private Partnership was one of the thrust areas of these reforms. National Education Foundation and Provincial Education Foundations are considered instrumental to promote public-private partnership component of these reforms. National Education Foundation is thus supporting private sector schools in FATA, FANA, AJK and ICT either by providing financial assistance to Non-Governmental Organizations (NGOs) or involving local community for assistance.

This study has been designed to investigate the impact of these interventions on the quality of education and the overall achievement of this partnership in terms of improvement in number of teachers and students. Factors affecting quality of education have been explored and learning achievement of grade-V students assessed to probe the impact.

Public private partnership (PPP) has immense importance for increasing access to education, equity and for improving quality of education. As this program is being recognized as a major shift and a long-term sustainable way of delivering services. Mostly large-scale public programmes in education as well as in other sectors that have recently been visualized and launched in Pakistan, included PPP as an approach for programme implementation.

I would like to express my gratitude to Kh. Sabir Hussain, Deputy Director (Research) for managing and reporting the study. The services of Mr. Muhammad Sohail Ajmal, Researcher are also appreciated for composing the report.

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EXECUTIVE SUMMARY

Quality of education is vital for ensuring proper human capital and critical for poverty reduction and socio-economic development of a country. The quality of education at primary level is dependent upon many factors including teacher's qualification, experience, student teacher ratio, training and retraining of teachers, teaching methods, assessment system, availability of teaching learning material and physical facilities etc. One of the major indicators of quality education is the level of students' learning/achievement, which has been emphasized in various National Education Policies. Because of poor quality indicators particularly in public sector many parents has started hesitating to send their children in formal schools. If the elements related to quality of education are improved, a greater return on investment can be made possible.

It is a recognized fact that government alone cannot deliver the services. Hence the partnership with private sector is immanent. The Education Sector Reforms addressed this issue and advocated much required public-private partnership (PPP). National Education Foundation (NEF) has been given the mandate for the promotion of public-private partnership in education in four areas i.e. FATA, FANA, AJK and ICT. National Education Foundation has designed strategy for the implementation of public-private partnership program either establishing institution directly in collaboration with local community or through Non-Governmental Organizations by providing financial assistance to them for schools. A clear strategy and criteria have been evolved for financing these schools through community and NGOs. This study was designed in collaboration with National Education Foundation to investigate the overall impact of public-financing on the quality of education in private institutions. In this regard, the management of National Education Foundation provided their representative for guiding the Research Team of AEPAM in the field work.

Qualitative and quantitative descriptive research methodology was adopted in order to conduct in-depth study on this critical policy issue. National Education Foundation established and maintaining various institutions through public-private partnership program in FATA, FANA, AJK and ICT. From these schools sample was drawn and for determining

the level of achievement from each area two primary schools were selected by applying purposive sampling technique and from each school about 20 students of class-V were selected to administer the achievement tests.

Government has been taking every possible step to increase access, equity and quality of education to education in the country. National Education Foundation through public-private partnership program is addressing these policy issues. National Education Foundation (NEF) has established and maintaining 533 schools through public-private partnership (PPP) 2002-06 in which 1234 teachers are teaching to 41,040 students. 90% of these schools are located in rural areas.

Non-Governmental Organizations have adopted multiple strategies to enhance access to education in collaboration with National Education Foundation. Schools have been established near residences, arrange activities for motivating parents, meet parents and create interest in the students. Mobilize community through Community Education Committees or provided attractive atmosphere at school to increase the access. However CECs are not active as has been perceived.

According to agreement Non-Governmental Organization are bound to conduct monthly meeting and parents are to be motivated for sending their children in the school. But most of Non-Governmental Organizations could not mobilize the community through CEC and some even could not arrange activities for motivating their community. The basic information on the basis on which future strategies are to be designed was not collected thus involved NGOs did not fulfill their responsibility. Therefore National Education Foundation may take steps for the real implementation of the agreement with Non-Governmental Organizations.

Equality between boys and girls entails the concepts that all human beings, both men and women, are equally free to develop their abilities. Gender equity advocates fairness of treatment for girls and boys, according to their respective needs. 90% Organizations ensured equal facility to girls and boys students, whereas 80% campaigned door to door for girls education.

A number of Non-Governmental Organizations have not implemented the policy of equal enrolment of girls and boys in the

schools. Moreover, it is noted that 60% Non-Governmental Organizations did not give equal attention to the boys and girls enrolment and neither sensitize community about girls education. Gender disparity as per agreement is not being addressed. The management of National Education Foundation may look into the matter immediately.

Quality of education depends upon many factors including teacher's qualification, availability of physical facilities and learning achievement. Learning achievement tests of grade V students show mean percentage score in Mathematics, Urdu and Science as 47, 59, and 46 respectively. Performance of most of the students in Mathematics and Science was very poor, slightly better in Urdu. It is a matter of grave concern for policy-makers and planners dealing with public-private partnership program and providing financial assistance to Non-Governmental Organizations as well as private institutions.

Inter-district difference shows that student of Mohmand Agency were the highest achievers and the students of Muzaffarabad were the lowest scorers in Mathematics. On the contrary students of Islamabad were the highest scorers and students of Mohmand Agency were the lowest scorers in Urdu. Moreover, performance of students of Islamabad and Mohmand Agency was the same in Science, but students of Muzaffarabad were the lowest scorers in Science subject.

Both trained and untrained teachers are working in these schools. A majority of them have received in service training. More than 50% of the schools did not have basic facilities like electricity, main gate, toilets, furniture and school library for students.

It was found that 80% Non-Governmental Organizations provided training facilities to teachers, whereas 70% supervised teaching learning process to ensure quality of education. However, 60% provided teaching material and 40% made efforts to enhance teachers qualification and arranged co-curricular activities for quality assurance in their schools.

Financial assistance is being used by the Non-Governmental Organizations to obtain furniture, books and for salary purposes. Sixty percent heads responded that they received funds according to their requirements.

As per agreement National Education Foundation is bound to provide financial assistance up-to June 30, 2007. After this period what will happen to the schools and to the students is a question to addressed immediately.

The Non-Governmental Organizations are facing many problems to develop confidence among the community. Absolute illiteracy of the local community is one of the core problem as well as hindrance in the way of prosperity. Most of the people are conservative and have certain superstitions.

It was found that teachers' monthly salary ranges from Rs.2000/- to Rs.3500/- which is very much low as compared to public sector teacher. It is fact that qualified teachers can not be hired on this meagre amount.

Poverty is the root cause, which is keeping local community away from education. They are more concerned about their bread rather than to educate their children.

As these schools are established in rural areas of FATA, FANA and AJK through NGOs, therefore monitoring of these schools is an issue. No doubt that National Education Foundation has monitoring system hence it has been confined only to handle financial matter.

According to the agreement Non-Governmental Organizations are obliged to provide educational facilities where access to education is difficult but they are facing problems in formulating CEC for the establishment of the educational institutions.

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INTRODUCTION

Quality of education is vital for ensuring proper human capital for the society, critical for poverty reduction and socio-economic development of a country. The quality is dependent upon many factors which include teacher's qualification, experience, student teacher ratio, training and retraining of teachers, teaching methods, assessment system, availability of teaching learning material and physical facilities etc. One of the major indicators of quality education is the level of students' learning achievement, which has been emphasized in various National Education Policies. Because of poor quality indicators particularly in public sector many parents have started hesitating to send their children in formal schools. If these elements related to quality of education are improved, a greater return on investment can be made possible.

Like many developing countries, Pakistan is also confronted with the dual challenges of quantitative expansion to ensure 100% net enrollment ratio (NER) and qualitative improvement in the education system. Quality education implies meaningful learning that is the result of effective schooling and efficient use of resources. The education system in Pakistan has long history of shortfalls between planning and implementation and optimum resources and the provision of budgets. Recognizing the fact that government alone cannot fulfill its obligations, introduced Education Sector Reforms (ESR) which duly projected the need of public private partnership as a major thrust area.

Public private partnership (PPP) is becoming an increasingly established and preferred approach to build up access and equity as well as increased efficiency and quality into service delivery. This is being recognized as a major shift and a long-term sustainable way of delivering services. Mostly large-scale public programmes in education as well as in other sectors that have recently been visualized and launched in Pakistan, included PPP as an approach for programme implementation.

Various inputs and processes are required for educating children. Hence, quality of outcome is dependent on these inputs and processes. There is no second opinion about saying that quality of education depends upon quality of teachers. Assessment of students' achievement can also be

used as an instrument through which valuable information can be obtained about the quality of outcome in order to assess the quality of education. This information can help to rationalize inputs for quality especially with regard to teachers, physical facilities, learning materials, appropriateness of teacher training, teaching methods and curricula. These indicators also provide feedback to policy makers and planners about the performance of education system and determination of desired interventions.

The purpose of this study was to investigate the achievement of public-private partnership program as envisaged by the Education Sector Reforms implemented through National and Provincial Education Foundations in terms of access, equity and quality of education. This study aims at measuring the outcome of public financing of private sector schools, effective teaching learning process through students' achievement, exploring relationship between students' achievement and factors related to the quality of education.

The study was aimed to collect quantitative and qualitative data on quality of education with special reference to impact of public financing on private schools and suggest viable measures for policy formulation.

This is the first study of its kind designed to investigate the impact of public-financing in private schools with special reference to access, equity and quality. Public-private partnership program is an important component of Education Sector Reforms. In this study quantitative and qualitative data has been collected on these crucial aspects which will provide accurate and reliable information to policy-makers, planners and stakeholders who are concerned with this program including national and provincial education foundations. The access to education, equity and quality of education are critical policy issues. Therefore, findings of this study may be helpful for informed decision making and to review the strategies.

The study was delimited to only National Education Foundation and the primary schools which have been established and maintained with financial assistance in FATA, AJK and ICT as well as their respective NGOs.

National Education Foundation has been given the mandate for the implementation of public-private partnership program in four areas i.e. FATA, FANA, AJK and ICT. National Education Foundation has designed strategy for the implementation of public-private partnership program either establishing institutions directly; in collaboration with local

community or through Non-Governmental Organizations by providing financial assistance to them. This study focuses to investigate the overall impact of public-financing on access, equity and quality of education in private institutions under National Education Foundation. In this regard, the management of National Education Foundation provided assistance through their representatives for introduction and guidance of the Research Team of AEPAM in the field work.

Descriptive research methodology was adopted for this study in order to conduct in-depth study. Both quantitative and qualitative data was collected to analyse the situation.

National Education Foundation has established various institutions under Public-private partnership program in FATA, AJK and ICT. From each area two primary schools have been selected by applying purposive sampling technique, related NGOs, head teachers and teachers were treated as subjects of the study. From each school 20 students of class-V were selected to administer the achievement tests. Details of sample are as under:

Sample

District	School	Gender		Teacher	Head of NGOs
		Boys	Girls		
Islamabad	2	23	15	8	04
Muzaffarabad	2	15	18	6	03
Mohmand Agency	2	40	-	4	02
Total	6	78	33	18	09

The following research instruments were developed for data collection:

- i) One Questionnaire was designed to collect information from all heads of Non-Governmental Organizations which were being financed by National Education Foundation.
- ii) Achievement tests in Mathematics, Science (in Urdu) and Urdu language were developed in consultation with National Education Foundation. The test for each subject consisted of 25 items.
- iii) Separate Questionnaire for teachers was also developed to obtain relevant information.

PUBLIC-PRIVATE PARTNERSHIP

Public-private partnership is defined as an arrangement between a government and the private sector (inclusive of CSOs) in which partially public activities are performed by the private sector. (Savas, 2000)

Because of its emerging nature, there are varying parameters being used to shape the definition of public private partnership, particularly for the delivery of public goods. PPP can be defined to include a number of different mechanisms, such as *public or government financing of services* (e.g., in the case of education, a relevant example could be that of school vouchers for poor children); *public contracting out of services* (such as the training of government teachers by a private institution, or community-parent mobilization by an NGO), or *procuring of services* (i.e., technical assistance) for specialized functions (ranging from textbook design to reform of an examination system); or, perhaps a more informal arrangement that includes *active participation of private sector institutions* in policy dialogue and planning processes. Additionally, the running of a parallel system by the private sector. While it is acknowledged by most partners that the understanding about the third "P", i.e., partnership, is still emerging and reflecting need to be embedded and more emphasized in PPP schemes. There are already several examples of PPP that have been recognized for their success.

In Pakistan the private sector is being encouraged under the Education Sector Reforms to open new schools, join hands in education strengthening activities or to take on the management of low performing government schools. In Pakistan there are following three forms of public-private partnerships in education sector:

- Non-formal primary schools, owned by communities and managed by Non-Governmental Organizations, either directly funded by donors, government or indirectly by donors through government.
- Community schools, managed by school management committees (SMCs) composed of parents and teachers. There is representation of the education department by

officials formally appointed to the SMC. They are funded by donors through government or through semi-government organizations.

- Fellowship schools tend to take in lower middle class families as well as children of poor families. They are owned by communities and managed by parent education committees (PECs). They are funded by donors, through government, but also charge some fees.
- Evening schools: Government invited local people and NGOs to utilize the existing physical facilities of schools and run higher stage school in the evening.
- Adopt a school program: NGOs and local people have been involved to adopt a public sector school and look after their affairs as a support to the public sector etc.

An example of a successful public private partnership in Pakistan is that of the Quetta Urban Fellowship Programme, in Balouchistan. The project aimed to stimulate girls' schooling through the creation of private girls' schools in poor urban neighbourhoods and resulted in an increased enrollment of both boys and girls – although there was neighbourhood variations.

As a result of these reform efforts, many examples of PPP are emerging, some of which have been referred to above. What is more important to note, is that an environment conducive to adoption of partnership between the public and private sector for delivery of education services has emerged and is taking firm roots in Pakistan. The provincial and district governments are keen to improve delivery of services. The Agha Khan Rural Support Programme has already positioned itself as an important partner of the Government by working within many of the Education Sector Reforms areas.

2.1 Education Policy Perspective

The National Education Policy (1998-2010) has clearly spelt-out the mechanism and incentives that there shall be regulatory bodies at the national and provincial levels to regulate activities and smooth functioning

of privately managed schools and institutions of higher education through proper rules and regulations. A reasonable tax rebate shall be granted on the expenditure incurred on the setting up of educational facilities by the private sector. Grants-in-Aid for specific purposes shall be provided to private institutions. Setting up of private technical institutions shall be encouraged. Matching grants shall be provided for establishing educational institutions by the private sector in the rural areas or poor urban areas through Education Foundation. In rural areas, schools shall be established through public-private partnership schemes. The government shall not only provide free land to build school but also bear a reasonable proportion of the cost of construction and management. Liberal loan facilities shall be extended to private educational institutions by financial institutions.

In order to remove the problems of the education system at the roots, the Government of Pakistan has launched initiatives to bring reforms in the system. These include: a) efforts to decentralize education service delivery and its management as part of the devolution plan and b) the Education Sector Reforms (ESR) programme that was launched in 2001. The relevance of decentralization to PPP is that the new system has brought about greater accountability of education managers by the local communities and has encouraged local level institutions (such as School Management Committees) to flourish. This process continues to provide a wider space for innovative PPP to take place, particularly as district governments are pursuing partnerships with Non-Governmental Organizations, private sector schools, and even the corporate sector.

Source: (Government of Pakistan. National Education Policy 1998-2010. Ministry of Education, Islamabad)

The ESR was formulated by the Ministry of Education to be a long-term framework of reforms linked to Education for All (EFA) goals through 2015. The action plan of three-years (2001-2004) was designed to close the gap and imbalances in service delivery, ranging from early childhood to the tertiary level. The ESR has expanded the scope for public-private initiatives by specifying it as an essential part as one of the thrust areas.

The government's recognition of the role of the private sector and civil society organizations (CSOs) has explicitly been expressed through the Poverty Reduction Strategy Paper (PRSP), Education Sector Reform (ESR), Action Plan, Education Policy, Education for All documents, and

establishment of Education Foundations at the Federal and Provincial level. Recent years have witnessed the Education Foundations' restructuring to enhance their efficiency and impact. Public Private Partnerships have been expanding over time and it has been estimated that the private sector including non profit organizations contribute about 0.7 percent of GNP in education.

There is an increasing acceptance of the Adopt-a-School Program (ASP) and recognition of the leading role of civil society organizations. Sindh Education Foundation (SEF) and Pakistan Centre for Philanthropy (PCP) are motivating the corporate sector, which is emerging as an important player in supporting public sector institutions through private providers, especially through the ASP modality. There are several other organizations mobilizing the corporate sector to support directly for education provision, total school management, professional development of teachers, scholarships etc. The corporate sector on its own initiative is also engaging with public sector such as the partnership between the Federation of Pakistan Chambers of Commerce and Industry (FPCCI) and the City/ District Government for monitoring and school improvement.

2.2 Form of Public Private Partnerships

There are various manifestations and forms of Public Private Partnerships in the country. The most common program being delivered by Education Foundations, NGOs, CBOs, the private sector, the corporate sector and other providers include:

- Contracted management of public schools by Non-Governmental Organizations.
- Afternoon institutions System: Up gradation of Institutions through Community Participation Programme (CPP) in Punjab and Public-Private Collaboration (PPC) in NWFP
- Adopt a School/ School Improvement Programme (SEF, PCP)
- Community Schools

- Capacity Building of School Management Committees (SMCs)/ Parents Teachers Associations (PTAs)/ School Councils
- Community Learning/ Literacy Centers (using school premises and facilities);
- Education Extension and Enrichment Programs
- Teachers Training
- Volunteer teachers or other individuals sharing skills, donating time etc.
- Individuals donating funds to provide missing infrastructure and educational materials.

Source: (Pakistan Center for Philanthropy (2006). Public Private Partnership, Facilitating Philanthropy for Education. Islamabad)

2.3 Government's Incentive Programs

Among other initiatives, the Government of Pakistan has undertaken policy reforms and provided incentives to private sector for the promotion of education in the country.

1. Income tax exemption for teaching faculty and researchers are in place on a sliding scale whereby income greater than Rs. 1,000,000 receives a tax reduction of 5% all the way down to annual income of Rs. 60,000/- receiving a tax reduction of 80%.
2. Exemption of custom duties and other taxes on import of education equipment /material is granted to institutions which are recognized, aided or run by the government.
3. Electricity shall be provided on domestic tariff rates.
4. Provision of land free or on concessional rates in rural areas. In urban areas, respective departments/ organizations shall undertake appropriate zoning for educational institutions in residential areas.

5. Provision of concessional financing for establishing rural schools through respective Education Foundations and credit through Khushali Bank and other such financial institutions.

2.4 Government Initiatives

The government has developed funds incentives and programs that facilitate non-governmental agencies in all fields of education delivery. Though the government manages these schemes, CSOs are the main implementers and facilitators. Following are the major initiative of Government of Pakistan:

2.4.1 Afternoon School System: Up-Gradation of Schools through Community Participation Project (CPP)

An innovative experiment was implemented by the Government of Punjab to address the challenges of very few children having access to post-primary schooling is the Community Participation Project (CPP) Up-gradation program. Seeing that government school campuses were utilized for only six hours each day (usually in the morning), the project aimed to invite private sector or NGO entities to commit to upgrading a regular government school and establishing an afternoon schooling system. Cost savings to the government as a result of the program were estimated to be Rs. 0.8 million per primary to elementary up-gradation, Rs. 1.5 million per elementary to high up-gradation and Rs. 2 million per high to higher secondary up-gradation.

Through the program, the government provides the school building, furniture, libraries, labs and fixtures free of charge and recognizes the regular status of afternoon students. On its part, the licensee is required to upgrade and improve the school facilities, pay all utility bills of morning and afternoon shifts in lieu of rent waiver, and manage the afternoon program over a 5-year contract period (which is extendable by mutual consent). The licensee may charge a fee for the afternoon school as per a pre-agreed schedule with subsidies for needy children. Through this initiative, some 6,166 schools have been upgraded. 39% boys & 61% girls have been able to attend schools of all

levels. The same initiative has been replicated in NWFP, but on much smaller scale with just 150 institutions brought into the net.

While the CPP concept is sound and has much potential, so there have been considerable challenges in successfully implementing the met program. First, the assumptions used when configuring the program in different geographic areas have tended to be static rather than dynamic, making them difficult to adapt to each specific community's needs. Moreover the morning shift is reluctant to take on the additional challenges presented by an afternoon shift, including the sharing of premises, required administration work and teacher resources. An additional problem is the equitable allocation of electricity costs and monitoring of the program on the part of the government. However, given the importance of bridging the ratios of primary to middle and high schools and the valuable saving to the government accrued through the program, CPP should be given due consideration, requires rigorous review of the scheme and the support needed to succeed.

2.4.2 Adopt-A-School/ School Improvement Programme

A second PPP Program that has been widely implemented is the Adopt-a-School or School Improvement Program whereby NGOs/ CSOs may contractually take over and manage government schools over a prescribed time-period. This PPP arrangement is designed to help revitalize failed or low-performing public schools and when is governed through a Memorandum of Understanding (MoU) that sets the standards for the period (usually a minimum of three years) under which the school is under UNG-management.

There are several examples of NGOs/CSOs that have successfully implemented the Adopt-a-School program. Support to the program has been mobilized from Pakistani philanthropy in-country, the expatriate Diasporas as well as the corporate sector. Adopt a school programs have followed a four-step adoption process which comprises.

- i. Identification and evaluation of the adoption targets,
- ii. Formal MoUs and the initiative of the adoption process through local community's mobilization,

- iii. Designing the school development plan, its management and implementation
- iv. Devising an exit strategy through partnerships for sustainability.

Certain organizations, Non-Governmental Organizations and concerned citizens have specialized in the program across Pakistan ranging from the Pakistan Navy, CARE, ITA, Ex-Governors of Sindh. It is expected that these successful models can be replicated throughout the country through corporate and individual philanthropy. Some private sector chains such as Bacon house have also entered into PPP with Pakistan Railways to turn around their sick units providing places for non-railway clients, whilst protecting subsidized seats for railway employees' children.

2.4.3 IT Programs in Government Schools

A third initiative implemented by the government is that of private sector which provided IT labs for public schools. Four years ago, the government began entering into formal arrangements (MoUs) with private companies to provide computers, other hardware and IT curriculum to public schools on a fee basis. The IT program has a two-fold intent:

- i. Give regular students access to computer classes during the school day at a nominal fee (up to Rs.65/per month in Punjab)
- ii. Provide IT classes to the local community at both concessional and market rates.

Charging a fee allows the program to be self-sustaining by covering its own costs and using any profits garnered for school improvement. Through this program, over 4,000 government schools have been equipped with IT labs.

2.4.4 Capacity Building of School Management Committees (SMCs)/PTAs

In many provinces capacity building of SMCs is being undertaken through PPP with government contracting out this service to Non-Governmental Organizations who have effective outreach to communities,

more organized materials and effective communities' skills. Notable example can be found in all provinces of Pakistan and this trend will continue to grow as government seeks to expand local government in education through SMCs/PTAs. Under Local Government Ordinance Sections 109 (12) section (100) Section (119) (2) and Section (109) (5) and Chapter 28 (all paras), the MoE has negotiated that SMCs/PTAs be allowed to register themselves as Citizen Community Boards (CCBs). This makes them into legal entities enabling them eligibility for district development funds with 20 per cent counterpart funding from local communities.

Source: Government of Pakistan (2004). Public private partnership in the education (Un-published document). Ministry of Education: Islamabad.

2.5 Issues of Public-Private Partnership

Following are some areas of concern in PPP, which need particular attention.

- There has been mushroom emergence of private institutions that creates the air of mistrust between public and private sector. It is believed that these institutions are established with money-oriented approach and have profit motives.
- Opening of primary schools in private sector is helping to achieve the government objective of universalization of primary education. But rural areas are not targeted where more schools are needed as compared to urban areas. So in this way role of private sector has marginalized.
- Progress of any project whether it is from public or private is confined to one specific tier, not trickling down to other tiers as well.
- Mistrust between public and private sector proliferates misunderstandings.
- There is a dire need of coordinating body between public and private sector.

- The issue of fees has always been subject of severe criticism by the society. Private institutions have high fees as compared to government institutions. So the privately managed schools are not providing equal opportunity and access to poor talented students. On the other hand it is also a matter of concern that in the absence of in aid grant or other donations, fee is the main source of income for private institutions.
- As far as curricula and scheme of studies is concerned, private institutions are blamed to prescribe books which contain unsatisfactory material and contradict the curricula and scheme of studies prepared by the Ministry of Education.

Source: (Government of Pakistan (2004). Public private partnership in the education sector (Un-published document). Ministry of Education: Islamabad).

2.6 National Education Foundation

The vision of National Education Foundation is reproduced as: Vision providing quality education through public private partnerships for disadvantaged groups”

“Our Mission to become vibrant catalyst for quality education through support to private and non governmental sectors, by mobilizing sufficient resources as an effective self-sustaining organization.”

National Education Foundation, an autonomous organization of the Ministry of Education, was founded in late 1994 with a mandate of overseas Public Private Partnership initiatives in promoting education across the country. In the early 2002, the agency was restructured to give it increased autonomy and geographical focus (**ICT, FATA, FANA and AJK**). Its programmes and interventions are aimed at promoting and addressing critical educational standards, community participation and socio-economic empowerment. The NEF works closely with non-governmental organizations (**NGOs**) and community-based organizations (**CBOs**) to enhance their capacity to provide basic education and literacy to the children of their communities. An essential aspect is close cooperation with the private sector, as the government doesn't have enough resources to fund basic education for everyone. The current

program does not only provide education but also mobilize communities to meet their educational and development needs.

Source: (National Education Foundation. Ministry of Education: Islamabad)

2.6.1 Objectives of NEF

i) Promotion of Education

- To promote Public Private Partnership in basic education for all through multiple delivery systems, with special focus on disadvantaged communities and girls (by direct support to private and Non-Governmental Organizations' schools in the form of grants and loans).
- To interface with and facilitating private initiatives with public ones for promotion of elementary technical and IT program.
- To extend assistance to existing special needs initiatives to address the needs of children (with in existing mainstream programmes).
- To promote welfare activities for the teachers and educationists of the Federal Government Institutions.
- To facilitate and undertake innovative programmes between public and private sectors or otherwise and their replication.
- To mobilize and manage resources for promotion of education through multiple sources.
- To assist and facilitate formulation of National Education Policies for the private sector.
- To develop and implement gender sensitivity and awareness raising programs among teachers, students and other members of the academic community.

ii) Capacity Building

- To provide support to organizations engaged in education development and capacity building in areas of training, maintaining standards, curriculum management, assessment and evaluation.
- To strengthen the institutional capacity of partner organizations, CBOs, and private organizations to become self reliant in terms of quality, resource generation, management and effective community participation for good governance in education.
- To strengthen institutional capacity of the Foundation to manage and achieve its objectives, mission and vision.
- To support programmes for teacher education (general and subject specific), education management and planning.
- To set up a cell for private sector resource mobilization from local as well as expatriate Pakistanis for education initiatives through Public Private Partnership.
- To prepare and develop gender sensitive curriculum and materials that will promote equality, human rights and development for all.

Source: (National Education Foundation, Ministry of Education: Islamabad)

iii) Research and Development

- To share best practice and foster exchange of resources for optimum education development including collaboration with all Education Foundations, Non-Governmental Organizations, national, regional and international agencies and other stakeholders.

- To influence education policy through documented research and practice.
- To create a countrywide database of private educational institutions and related Non-Governmental Organizations.
- To compile and synthesize sex disaggregated data and information available for policy makers, research institutions and donor agencies.
- To assist in maintaining standards of education according to agreed norms in privately managed schools

Source: (National Education Foundation. Ministry of Education: Islamabad)

2.6.2 Major Programmes of NEF

i) Community Support Rural School Program (CSRSP)

CSRSP is one of the innovative programs, which the NEF has introduced and through which it operates at grassroots level, promoting basic education by establishing community primary schools, in rural areas. It addresses issues such as access to education, quality of education, promoting gender equality, community participation, empowerment and sustainability. The model is based on a two-room, two-teacher concept with a flexibility to increase teachers and classrooms when enrollment rises. In reality it is a tripartite partnership among NEF, local NGOs and the CBOs/ Community Education Committees with NEF provides the funding (Rs.1075/- per child per school per year) and training. The Non-Governmental Organizations act as facilitator and Community Education Committees run and manage the schools. Under the program NEF has established over 260 schools in remote and rural areas of **ICT, FATA, AJK & PUNJAB.**

ii) Community schools project

With the financial assistance of Royal Norwegians Government NEF has replicated Community Support Rural School Programme (CSRSP) model in seven Agencies of FATA where the female literacy ratio is less than 3 percent. Under the project being sponsored by the

Ministry of Education, NEF has established 350 Community Schools collaboration with 27 NGOs/CBOs.

The programme is contributing towards uplifting the socio-economic conditions of FATA, promoting basic education, generating awareness, involvement, and empowerment of local communities. At present more than 24000 students are benefiting from the programme. The programme has provided employment to 722 teachers and 350 attendants/Ayas from local communities. In addition Community Education Committees (Community Education Committee) and the local Non-Governmental Organizations constitute the array of long-term beneficiaries. They are the recipients of educational facilities for children and are strengthening their capacity. School parental participation is encouraged through informal training. Community schools are having an impact on overall socio-economic development of the region. This has created a permanent institutional base that can sustain these and integrate other initiatives in education.

iii) Financial Assistance Programme

With merger of the Federal Teachers Foundations in 1977 with NEF, they were mandated with the task of providing financial assistance to the teachers, working in educational institutions under the control of Federal Ministry of Education. Monetary assistance is provided from return of endowment fund of Rs 20 million. The programme funding is released in installments (usually six monthly). To date over 150 children of Federal Government Teachers studying at various levels benefited from the scheme. Also a number of widows of FG teachers are being provided financial assistance. Beneficiaries of the programme are:-

- Children of deceased teachers
- Children of retired teachers
- Children of in-service teachers
- Widows of Federal Government teachers

iv) Grant in –Aid Programme

This programme aims at supporting private schools, which operate on a non-commercial and non-profit basis, for promoting quality education. Support under the scheme includes bridging the gap between income and expenditure, assisting schools with the purchase of additional furniture, construction of additional classrooms where needed, establishment of laboratories, provision of boundary walls and construction of toilets.

v) Capacity Building Training of Non-governmental organizations and Community Education Committees

NEF Capacity programme aims to provide partner NGOs, CBOs and Community Education Committee with skills needed to implement development needs in a modern scientific manner so that communities will remain committed to and be able to educate their children after NEF support has been withdrawn.

The training workshops focused on:

- Financial management
- Community participation
- School development and understanding about the roles and responsibilities of all stakeholders in CSRSP.
- Effective monitoring

vi) In-Service Teacher Training Programmes

In-service teacher training program is a very important part of the NEF programmes as most of the teachers in its schools are untrained. Training is one of the most effective ways of providing quality education. NEF arranges training for the in-service community school teachers during summer vacations every year. Refresher courses are also arranged as a follow up to the summer training. Training includes subject knowledge, teaching methodology, school and classroom management, lesson planning, the production of low cost teaching aids and community participation. Teachers are taught student centered approaches to teaching, so as to allow children to develop to their full potential. Specifically the program focuses on promoting a clear understanding of

basic teaching skills and pedagogical principles with emphasis on participatory activities for the children, and introducing systems for continuous professional development to teachers and community participation.

vii) Programme for certification of Non-Governmental Organizations

NEF's framework for the certification of Non-Governmental Organizations aims at evaluating their performance in to low, medium and high categories on the basis of objective assessment of their current programmes and projects and establishing exact picture of the capability of Non-Governmental Organizations to mount new programs. The program focuses on establishing a data bank of Non-Governmental Organizations working in the education sector to obtain information on their standards of service delivery, internal governance and financial management. The fact that these Non-Governmental Organizations play a role of intermediary between Government and donor agencies, NEF believes that this institutional knowledge will be able to provide a basis for informed decision making by bridging the information and credibility gap that exists between the donors, Government and recipient Non-Governmental Organizations. Specifically NEF strives to achieve the following broad objectives through this program.

2.6.3 Quality Assurance and Support

i) Establishing of Educational Services Centers

Recognizing centrality of the teacher's role in ensuring quality education NEF provides services for teacher's professional growth and development. With the success of the pilot project in ICT and Rawalpindi, the centers are accessible to the public and private teachers all over Pakistan. NEF will enter into specific agreements with organizations for the provision of educational services by using in house facilities, outsourcing to private sector partnership with District Government and taking the training to the doorstep of the teachers.

ii) Support of Private Education School Project

The project aims at introducing minimum level standardization in private schools with respect to overall learning environment through the provision of need based financial assistance. Benchmarks will be established against which standards of classroom environment, management process and student-learning outcomes will be measured. This will contribute towards increased academic performance, accountability and good governance in private educational institutions.

2.6.4 Criteria for Selection of NGOs

Following is the set criteria for selection of NGOs:

- i. It should be a registered body with the concerned social welfare department (weightage= 5 points).
- ii. Should have significant experience (2-3 years) in the field of social development preferably in Primary Education (weightage=20 points).
- ii. Should have the basic expertise to provide technical assistance to the Community Education Committee with grass root level NGO having proper community linkage through its projects (weightage=20 points).
- iv. Should have the ability to arrange short term training sessions and workshops for the teachers (weightage=10 points).
- v. Should have an adequate Executive body or board of directors with designated members and set up of full time employees (weightage = 20 points).
- vi. Should have audited its accounts preferably from an independent private audit firm (weightage=10 points).
- vii. Scope and area of activity should be large so as to enhance its credibility in terms of handling a project with adequate resources (weightage=10 points).

- viii. Project will be awarded subject to clearance from concerned social welfare department or registering body (weightage=10 points).

(Total Marks = 105)

Source: (National Education Foundation, Ministry of Education: Islamabad)

2.6.5 Criteria for Establishments of Community Model Schools under CSRSP of National Education Foundation

1. Target Area

Under privileged Rural Areas and Urban Slums of FATA, AJK & ICT.

2. Eligibility Requirements

Following are the determined eligibility requirements:

- i. No schooling facility within a radius of 1.5 km.
- ii. Community Participation/ willingness
 - a. Elected Community Education Committee (CEC) to manage the school.
 - b. A minimum of two rooms house contributed by local community.
 - c. Ensuring average enrollment of 60. students (minimum 50% girls students).
 - d. At least two local female teachers identified by Community Education Committee.
- iii. Amount of fee decided and collected by the Community Education Committee.

- iv. Resolution adopted and signed in public gathering of more than 70% house holds of the Target rural areas.

3. Implementation

- i. Contracts (NEF, NGO/CBO & CEC)
- ii. Orientation/ Briefing workshops for Non-Governmental Organizations organized by NEF
- iii. Teacher training by NEF

4. Financial Package

- i. Teaching material (books, blackboards) salaries of teachers, salary of Aya and furniture, chairs for approved 60 students are funded by NEF.
- ii. NGO is provided limited fee per school.
- iii. Payment made in quarterly installments after completing pre-requisites of check list.

5. Monitoring

- i. Submission of work plan for monitoring and quarterly and annual progress report by NGO/CBO to NEF.
- ii. Review meeting of NEF & NGO/CBO.
- iii. Joint Account operated by Community Education Committee & NGO/CBO in the name of the Community Model School.
- iv. Surprise/periodical visit by NGO.

- v. Test and interview by NGO/CBO for selection of teachers in presence of Community Education Committee members and in consultations with NEF.
- vi. Community Education Committee in assistance with NGO/CBO also monitors the attendance and program of the school.

6. Sustainability

- i. Collected fee will remain deposited in the community school account, which will accommodate sustainability.
- ii. At the end of project, the school will be considered for loan/ grants for meeting 50% construction cost and an equal matching grant to build school endowment shall be provided to ensure its operations on sustainable basis.
- iii. Duration of the project is 5 years.

2.6.6 Criteria for Selection for CEC (Community Education Committee) Members

- Community Education Committee members will be selected from the local community.
- Community Education Committee member's child should be enrolled in the school.
- Community Education Committee should be representative of whole village, all classes, ethnic groups, social classes.
- Community Education Committee must include literate persons from community to support for documentations.
- Community Education Committee should not be family dominated.
- Only one person can be selected from a family.

- Community influential can be included on the basis of their contribution (Any kind).
- Mothers/ influential ladies can be included as members.
- Despite above criteria such person who eagerly participated in Community Education Committee capacity building process/ meeting and developed good understanding regarding Community Education Committee capacity building.

Source: (National Education Foundation, Ministry of Education: Islamabad)

SITUATIONAL ANALYSIS: FACTS AND FIGURES

Government is taking every possible step to increase access to education, remove gender and regional disparities and enhance quality of education. All the available resources are being exploited including private sector. This study investigated the impact of the interventions on these crucial policy issues with special reference to public private partnership.

3.1 Access to Education

Access means reach, an entrance or a doorway to education. Government is making all possible efforts to increase access to masses for education in various part of the country. National Education Foundation as per charter is providing financial support to number of private sector schools. The foundation has funded 533 schools across the country during 2002-2006 as given in the following table-1.

**Table-1: Number of Institutions, Teachers, and Enrollment
2002-2006**

S #	Districts	2002-2006		
		Number of Institutions	Number of Teachers	Enrollment
1.	FATA	415	840	31,000
2.	FANA	36	120	3,300
3.	AJK	42	126	3,640
4.	ICT	40	148	3,100
Total		533	1234	41,040

Source: (National Education Foundation. Ministry of Education: Islamabad)

Table-1 indicates that there were 533 schools in private sector which had been established with the assistance of National Education Foundation. In these schools, 1,234 teachers were teaching and 41,040 students had been enrolled since 2002. This achievement shows that National Education Foundation has taken various positive steps to

accomplish its tasks. Otherwise it is very difficult to convince the community of these areas for sending their children in schools particularly girls. Moreover, employment opportunities have also been created for the masses in these areas, which consequently will help in socio-economic development of these areas. Research studies indicate that rates of return to investment in education are commonly high or higher, at primary level than secondary and tertiary levels. However, National Education Foundation needs to enhance its efforts to bring positive social change in those area.

3.2 Location of Schools

Majority of our population is rural dwellers. Access to education can also be seen by location of the schools.

Table-2: Location of schools

S. No.	Location	Yes (%)	No (%)
1.	Rural	90	10
2.	Urban	-	-

Table-2 shows that 90% schools have been established in rural areas. This reflects the policy of National Education Foundation which introduced Community Support Rural Program for promoting basic education. The target areas for the establishment of community model school is under privileged rural areas and urban slums of FATA, FANA, AJK, and ICT. These schools were established in those areas, where no school facility was available within a radius of 1.5 km.

Financial assistance has been provided by National Education Foundation to Non-Governmental Organizations for the establishment of schools to enhance access to education. What measures Non-Governmental Organizations had taken to enhance the access to education in their respective areas? The responses of heads of Non-Governmental Organizations are reflected in table-3.

Table-3: Measures of NGOs to enhance Access to Education

S. No.	Measures	Yes (%)	No (%)	Total
1.	Establishment of school nearest to home	60	40	100
2.	Community mobilization through CEC	40	60	100
3.	Arrangement of activities for motivating parents	60	40	100
4.	Meeting with parents	60	40	100
5.	Providing attractive atmosphere at school	40	60	100
6.	Creating interest among students	60	40	100

Table-3 indicates that Non-Governmental Organizations adopted multiple strategies to enhance access to education. Sixty percent Non-Governmental Organizations responded that schools were established nearest to the residential areas, activities were arranged for motivating parents, meetings were arranged with parents and interest was created among the students. Whereas 40% NGOs mobilized parents through Community Education Committees and provided attractive atmosphere at school to increase the access. It reflects that CECs are not active as has been perceived.

According to the agreement Non-Governmental Organizations are bound to conduct monthly meeting to review the standard of education and development of the school. It has been further stated in the agreement that parents would be motivated for sending their children in the school. But data indicate that 60% Non-Governmental Organization did not make efforts to mobilize the community through CEC and 40% did not arrange activities for motivating their community. Furthermore agreement shows that Non-Governmental Organization was responsible to conduct baseline survey in the areas in which they were supposed to establish schools, so that total number of school going age children can be counted and access to education can be created. This is basic information on the basis of which future strategy can be designed. Non-Governmental Organizations have not fulfilled their responsibility to conduct the desired survey. Therefore, National Education Foundation may take steps for proper implementation of the agreement with Non-Governmental Organizations.

3.3 Gender Equity

Equity between male and female entails the concepts that all human beings, both men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender biases and prejudices. Gender equity means that the different behaviors, aspirations and needs of women and men are considered, valued and favored equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equity demands fairness of treatment for women and men according to their respective needs considered equivalent in terms of rights, benefits, obligations and opportunities.

All National Education Policies and Development Plans of the government advocate gender equity. Therefore heads of Non-Governmental Organizations were asked to provide information about what strategies they had adopted to provide equal opportunity to boys and girls student in schools. Their responses are reflected in table-4.

Table-4: Equal Opportunity to Boys and Girls Students

S.#	Strategy	Yes (%)	No (%)	Total
1.	50% girls and boys are admitted in school	60	40	100
2.	Community sensitization about importance of girls education	40	60	100
3.	Door to door campaigns for girls education	80	20	100
4.	Ensure equal facility to girls and boys students	90	10	100
5.	Ensure equal attention to both	40	60	100

Table-4 depicts that 90% NGOs ensured equal facility to girls and boys students, whereas 80% campaigned door to door for girls education. Only 60% Non-Governmental Organizations followed strategy of admitting equal number of boys and girls in their schools and ensured equal attention.

Data indicate that 40% Non-Governmental Organizations are not implementing the policy of 50% girls and boys students enrolment in the schools. Moreover, it is very strange to note that 60% Non-Governmental Organizations did not give equal attention to the boys and girls in their schools. It is also deplorable to find that 60% Non-Governmental Organizations did not sensitize community about girls education. Gender disparity can only be addressed when equal opportunity be given to boys and girls students. The agreement and eligibility requirements for making agreement between National Education Foundation and Non-Governmental Organizations indicated that 50% girls students must be enrolled in these schools. But Non-Governmental Organizations are not playing their role in this regard. The management of National Education Foundation needs to attend this issue for the promotion on female education.

3.4 Quality of Education

Learning achievement is one of the quality indicators. Therefore learning achievement has been given determinant status for quality of private schools being financed by National Education Foundation.

The students of sample schools were tested in Mathematics, Urdu and Science, the score of the students' achievement were analysis. The achievements of the students were graded i.e. A1, A, B, C and D. Those students, who obtained marks below 33%, were considered fail. Descriptive statistics such as mean and standard deviation were used for analysis. The data have been reported by inter-district, subject and gender wise pattern.

3.4.1 Performance of Students in Mathematics Test

Table-5: Grade-wise Distribution of Mathematics Scores

Grade	Private		
	Mean	SD	%
A1: Excellent	88	-	01
A: Very good	73	02	04
B: Good	64	03	23
C: Satisfactory	52	03	26

D: Poor	40	03	22
F: Fail	25	07	24
National	47	16	100

%=Percentage of students, SD=Standard Deviation

It was observed that the mean percentage score in Mathematics was 47 (47% questions correctly answered). Data show that almost half of the students did not qualify the test and they got either grade D or failed.

3.4.2 Inter-District Differences in Mathematics Test

Table-6: Average Percentage Score by Region/District

District	Mean Score	Rank
Islamabad	49	02
Muzaffarabad	40	03
Mohmand Agency	50	01

✓ *Ranking of district has been given according to mean percentage score.*

The results given in table-6 show that students of Mohmand Agency achieved the highest average scores in mathematics followed by students of Islamabad. The students of Muzaffarabad district got the lowest average percent score i.e. 40.

3.4.3 Gender Differences among Students' Performance in Mathematics Test

Table-7: District-wise Average Percentage Score by Gender

District	Boys	Girls	Total
Islamabad	49	49	49
Muzaffarabad	47	35	41
Mohmand Agency	50	-	50

The table-7 depicts that boys students of Mohmand Agency got the highest score, whereas boys students of Muzaffarabad outscored the girls

students in the Mathematics. In Islamabad scores of both boys and girls students were same.

3.4.4 Performance of Students in Urdu Test

Table-8: Grade-wise Distribution Scores in Urdu

Grade	Private		
	Mean	SD	%
A1: Excellent	84	03	11
A: Very good	73	02	15
B: Good	63	04	25
C: Satisfactory	53	03	28
D: Poor	43	02	15
F: Fail	29	04	06
National	59	14	100

%=Percentage of students, SD=Standard Deviation

The table-8 indicates that the mean percentage score in Urdu was 59 (59% questions correctly answered). The data show that 51% students obtained A1, A and B grades, 28% students got C and 15% D, whereas 6% were unable to pass the test.

3.4.5 Inter-District Differences in Urdu Test

Table-9: Average Percentage Score by Region/Districts

District	Mean Score	Rank
Islamabad	62	01
Muzaffarabad	59	02
Mohmand Agency	56	03

It was observed that students of Islamabad performed comparatively better i.e. 62% followed by the students of Muzaffarabad and Mohmand Agency.

3.4.6 Students' Performance in Urdu by Gender

Table-10: District-wise Average Score by Gender

District	Boys	Girls	Total
Islamabad	62	61	61
Muzaffarabad	58	59	58
Mohmand Agency	56	-	56

Table-10 shows that there was little insignificant difference among the performance of boys and girls at Islamabad and Muzaffarabad. There were no girls in Mohmand Agency, therefore comparison could not be made.

3.4.7 Performance of Students in Science Test

Table-11: Grade-wise Distribution of Science Scores

Grade	Private		
	Mean	SD	%
A1: Excellent	-	-	-
A: Very good	72	0	02
B: Good	63	03	13
C: Satisfactory	52	03	40
D: Poor	41	03	30
F: Fail	27	04	15
National	46	11	100

%=Percentage of students, SD=Standard Deviation

Table-11 reveals that the mean percentage score in Science was 46 (46% questions correctly answered). The data show that 2% students obtained A and 13% B grade. It was deplorable to find that 40% students got C grade and 30% D grade. Whereas 15% were unable to pass the test.

3.4.8 Inter-District Differences in Science Test

Table-12: Average Percentage Score by Region/Districts

District	Mean Score	Rank
Islamabad	48	1.5
Muzaffarabad	43	02
Mohmand Agency	48	1.5

Table-12 depicts that the students of Mohmand Agency and Islamabad obtained the highest score i.e. 48. Students of Muzaffarabad scored comparatively low with 43 mean score.

3.4.9 Students' Performance in Urdu by Gender

Table-13: District-wise Average Score by Gender

District	Boys	Girls	Total
Islamabad	47	47	48
Muzaffarabad	43	42	42
Mohmand Agency	48	-	48

Table-13 illustrates that boys and girls performance was similar however not satisfactory.

3.4.10 Composite Score

The scores of each student in three subjects tests were summed up in order to get the composite score. The grade-wise distribution of composite score is reported in table-14.

Table-14: Grade-wise Distribution of Composite Scores

Grade	Private		
	Mean	SD	%
A1: Excellent	-	-	-
A: Very good	73	03	04

B: Good	63	03	17
C: Satisfactory	52	04	52
D: Poor	40	02	22
F: Fail	30	02	02
National	51	11	100

%=Percentage of students, SD=Standard Deviation

The data in table-14 show that the mean percentage composite score was 51 (51% questions correctly answered). The data show that only 4% students got A, 17% got B and 52% got C grades, and 22% students got D. whereas 2% were unable to pass the tests.

3.4.11 Inter-District Differences of Composite Scores

In order to find out the difference in quality composite scores of the selected districts were compared which are as under:

Table-15: Average Percentage Composite Score

District	Mean Score	Rank
Islamabad	53	1
Muzaffarabad	47	3
Mohmand Agency	52	2

The scores reported in table-15 indicate that the students of Islamabad and Mohmand Agency achieved about the same average scores followed by students of the Muzaffarabad.

3.4.12 Gender differences in Students' Performance

Table-16: District-wise Average Score by Gender

District	Boys	Girls	Total
Islamabad	53	53	53
Muzaffarabad	49	46	47
Mohmand Agency	52	-	52

Table-16 mentions that boys and girls students of Islamabad performed better than their counterparts in other districts.

3.5 Teachers' Qualification

Academic and professional qualifications of teachers are one of the quality indicators and tend to have positive impact on students learning achievements. Therefore information was collected by the teachers regarding their academic and professional qualification.

Table-17: Academic Qualification of the Teachers

Academic Qualification	Percentage (%)
Matric	33
FA/ F.Sc	28
BA/B. Sc	28
MA/M.Sc	11
Total	100

Table-17 shows that 33% teachers were matriculate, 28% had intermediate qualification and same numbers were found graduate. 11% teachers had master degree.

Table-18: Professional Qualification of the Teachers

Professional Qualification	Percentage (%)
PTC	33
CT	11
B.Ed	22
Untrained	28
No Response	06
Total	100

Table-18 indicates that 33% teachers had PTC, 11% had CT and 22% teachers had B.Ed degree. Whereas, 28% teachers were found untrained in these schools.

3.6 In-service Training

In-service training of the teachers is very important for professional development and capacity building of the teachers. The management of National Education Foundation informed the research team that they had provided training to their teachers after induction in the service. Therefore teachers were asked to provide information about training program. 61 % teachers had received training hence 39% did not avail in-service training opportunity so far.

3.6.1 Method of Training of Teachers

Method of imparting training to teachers is very crucial for the development of insight and professional competencies of the teachers. Therefore, teachers were asked about their perception of in-service training through NEF.

Table-19: Method of Imparting Training

S.#	Method of Imparting Training	Yes (%)	No (%)	No Response (%)
1.	Theoretical/ Conceptual	33	33	34
2.	Practical-content based	28	39	33
3.	Interactive	22	39	39
4.	Participatory	44	28	28
5.	Individual assignment based	17	33	50
6.	Group assignment based	39	17	44
7.	Subject content based	50	22	28
8.	Group discussion	72	11	17
9.	Lecture method	66	17	17

Table-19 shows that 72% teachers responded that group discussion method was adopted for imparting training to the teachers, whereas 66% were of the opinion that lecture method was used to train the teachers. Similarly 50% told that training was on subject content based. On the contrary 44% teachers had opinion that training was participatory. It is very strange to note that almost one third of the respondents did not response, which indicates that teachers either could

not understand these teaching method during training programs or they could not be trained in these methods.

3.6.2 Teaching Aids

Teaching aids play vital role in enhancing quality of education because these aids are used to facilitate the teaching learning process. Teachers were asked about the utilization of the teaching aids in the training.

Table-20: Teaching aids

S. No.	Teaching Aids	Yes	No	No Response
1.	Black Board/White Board	83	11	06
2.	Charts/Map	78	16	06
3.	Models	44	33	23
4.	Any other	06	33	61

Table-20 depicts that 83% teachers graded Black Board or White Board. As a major teaching aid in their training while teaching and 78% teachers were also taught with the help of charts and maps in the training program.

3.6.3 Teaching Approaches

There are many teaching approaches which can be adopted while training. Teachers expressed their teaching approaches as under:

Table-21: Teaching Approaches

S. No.	Approaches	%
1.	Student centered approach	40
2.	Teacher centered approach	10
3.	Inquiry approach	50

Table-21 shows that 50% teachers adopted inquiry approach for teaching, whereas 40% had student-centered approach. Similarly 10% teachers adopted teacher centered approach.

3.6.4 Lesson Planning

Lesson planning is pre-requisite for effective teaching in the classroom. Teachers were asked whether they had learned lesson planning during training program. Eighty three percent teachers told that they had learned lesson planning and 77% teachers had applied these teaching techniques in classroom.

3.6.5 Pedagogical and Classroom Management Skills

Conceptual knowledge, pedagogical skills and practical utilization of the received training have positive impact on the quality of education. Therefore teachers were asked about these aspects of in-training. 67% teachers told that they had learned pedagogical skills in the training, whereas 83% teachers were of the view that they had improved their conceptual knowledge after receiving this training. Similarly 78% teachers had learned classroom management skills during the training program.

3.7 Steps of Non-Governmental Organizations for Quality of Education

The heads of Non-Governmental Organizations were requested to point out mention steps taken by them for quality assurance. Their responses are presented in table-22.

Table-22
Quality Assurance by NGO

S #	Steps for quality assurance	Yes (%)	No (%)	Total
1.	To enhance teachers academic and professional qualification	40	60	100
2.	Provide teacher training facility	80	20	100
3.	Provide teaching material	60	40	100
4.	Supervision of classroom management	50	50	100
5.	Supervision of teaching learning process	70	30	100
6.	Provide guidance in lesson planning	30	70	100
7.	Arrange Co-curricular activities	40	60	100

Table-22 illustrates that 80% Non-Governmental Organizations provided training facilities to teachers, whereas 70% supervised teaching learning process to ensure quality of education. However, 60% provided teaching material and 50% focused on supervision of classroom management. Hence, 40% made efforts to enhance teachers qualification and arranged co-curricular activities for quality assurance in their schools.

3.8 Physical Facilities

Physical facilities are provided to supplement and enhance teaching learning process in classroom as well as in schools. Research studies indicate that these facilities have very positive impact on quality of education. Heads of Non-Governmental Organizations were asked about availability of basic facilities in the schools.

Table-23: Basic Facility

S. No.	Basic facility	Yes (%)	No (%)	Total
1.	Drinking Water	60	40	100
2.	Electricity	40	60	100
3.	School Boundary wall	60	40	100
4.	Main Gate	40	60	100
5.	Toilet for Students	40	60	100
6.	Furniture for students	40	60	100
7.	Dispensary/First Aid Box	40	60	100
8.	Play ground	20	80	100
9.	School Library	-	100	100

The table-23 mentions that more than 50% of the schools did not have basic facilities like electricity, main gate, toilets for students, furniture for students, first aid, play ground and school library.

3.9 Financial Assistance to Non-Governmental Organizations

Financial assistance is provided by the NEF to the Non-Governmental Organizations. In this regard views of NGOs were sought about the utilization of this assistance.

Table-24: Purpose of Getting Financial Assistance

S. No.	Purposes	Yes (%)	No (%)	Total
1.	Salary of two teachers, per school if 60 pupils	10	90	100
2.	Books for all children, once in a year	90	10	100
3.	Furniture for school, one time	100	-	100
4.	Salary of one Aya, per school	90	10	100
5.	Expenditure of utilities, bills per month	60	40	100

Table-24 shows that financial assistance was provided by the NEF for the establishment of the school. 100% responded that funds had been obtained for furniture one time and 90% told that funds had been obtained for books for all children once in a year. 90% responded that they have received salary of one Aya, per school. This is being done according to the Policy of National Education Foundation.

3.9.1 Sufficiency Funds

Heads of the schools were asked whether they got sufficient funds or not from NEF. Their responses are presented in following table.

Table-25: Financial Assistance

S. No.	Yes (%)	No (%)	Total
1.	60	40	100

Table-25 indicates that 60% heads expressed views that funds were according to their requirements, whereas 40% were of the opinion that they had not received funds according to their requirements.

3.9.2 School Income

School fee is income of the schools. In this regard the heads were asked about the amount of fee being charged per month per child.

Table-26: School Fee/Income

S. No.	Fee Per Month (Rupees)	%
1.	No Response	30
2.	Rs. 10	10
3.	Rs. 20	40
4.	Rs. 30	10
5	Above	10
Total		100

Table-26 depicts that 40% schools were receiving Rs.20/- per month from a child as fee, 10% were charging Rs. 30/- or more. However during field visits research team observed that some schools were charging Rs.150/- per month per child as a fee which is a contradiction to the policy of National Education Foundation.

3.10 Future of Schools and Students

Educational institutions are established for providing educational facility to the masses. According to the first article of agreement the NEF is bound to provide funds upto June 30, 2007. After this period what would be the future of the schools. Views of the heads of Non-governmental Organizations were sought as under:

Table-27: Future of Schools

S. No.	Future of School	Yes (%)	No (%)	Total
1.	School will be closed	70	30	100
2.	NGOs will arrange funds	40	60	100
3.	Community Education Committee will take over management	10	90	100
4.	Shifted to local community who will own	30	70	100

Table-27 shows that 70% head of Non-Governmental Organizations were of the view that school would be closed, whereas 40% responded that Non-Governmental Organizations would arrange funds. But 30% responded

that school would be owned by the community. Another question was asked that if these schools will be closed then what will be the future of the students? Their responses are reflected in table-28.

Table-28: Future of the Students

S. No.	Description	%
1.	No Response	40
2.	They will be admitted in other schools	40
3.	They will leave education	20
Total		100

Table-28 indicates that 40% viewed that students would be admitted to other schools, whereas 40% did not respond. Twenty percent responded that students would leave education. Agreement shows that community will own these schools afterwards. It was also asked if community could not manage, can Non-Governmental Organizations run these schools.

Table-29: Ownership of Schools- NGO

S. No.	Yes (%)	No (%)	Total
1.	40	60	100

Table-29 shows that 40% heads of Non-Governmental Organizations responded that they would own the school, whereas 60% refused to own.

3.11 Achievement of Non-Governmental Organizations

3.11.1 Access to Education

The schools are usually established on the basis of need assessment. Most of the schools have been established within the community area to provide easy access to the schools. The social mobilization was undertaken by applying various methods by the NGOs to encourage and motivate the community and parents for sending their children in the schools. The community have also sensitized about the importance of education.

3.11.2 Gender Equity

As per UN charter there should be no gender discrimination in education. Hence, during the education process gender equity needs to be ensured for equal opportunities to both male and female students. It can only be achieved if community is sensitized about the importance of girl/female education. Girls are to be encouraged to participate in every sphere of life.

3.11.3 Resistance from the community

The Non-Governmental Organizations are facing many problems to develop confidence among the community. Absolute illiteracy of the local community is one of the core problem as well as hindrance in the way of prosperity. Most of the people are conservative and have certain superstitions. The Non-Governmental Organizations can assist to mobilize the community and rectify their dogmas in the context of Non-Governmental Organizations. If trustworthy environment is created, they come forward to form Community Education Committee (CEC). It has also been observed that these Community Education Committees are not participating actively for collecting data and for monthly meetings. So there is dire need of their capacity building through training to make this program sustainable. Moreover, people are against co-education even at primary level especially in FATA. Such values need to be respected.

3.11.4 Poverty

Poverty is the root cause, which is keeping local community away from education. The community people are not ready to hear Non-Governmental Organizations because they do not have the time to listen their cold comforts. They are more concerned about their bread rather than to educate their children.

3.11.5 Lack of Monitoring

As these schools are established in rural areas of FATA, FANA and AJK through NGOs, therefore monitoring of these schools cannot be made and sustained due to long distance. No doubt that National Education Foundation has monitoring system hence it has been confined only to handle financial matter. Moreover, Non-Governmental Organizations submit quarterly and annual progress report to National Education Foundation. But National Education Foundation cannot verify these reports either.

3.11.6 Lack of Basic Facilities

Provision of basic facilities such electricity, toilet and drinking water, boundary walls are necessary. Students are enrolled in the community schools but they are deprived of the basic facility. In most of the schools there is no safe drinking water, electricity, toilets, furniture and dispensary.

3.11.7 Problems for the Establishment of Schools

According to the agreement with National Education Foundation, Non-Governmental Organizations are obliged to provide educational facilities where access to education has been deprived. Non-Governmental Organizations have to face the illiterate population and hostile environment where most of the people are against them.

Some of the Non-Governmental Organizations reported that they had to get NOC from Agency Education Officer (AEO) of Education Department. Due to cumbersome procedure for issuance of NOC for the establishment of educational institutions in their areas, Non-Governmental Organizations sometime hesitate to venture.

3.11.8 Formulation of Community Education Committee

According to the requirement of agreement between Non-Governmental Organizations and National Education Foundation, Community Education Committee has to play very crucial role for the establishment of community model schools in their local areas. The heads of the Non-Governmental Organizations reported that they had face problems while formulation of Community Education Committees. They were of the view that the most difficult job for them is the formulation of Community Education Committee.

3.11.9 Collection of Required Data

Access of education can only be ensured when one has accurate data of school going children of 5-10 years and out of school children. Non-Governmental Organizations through Community Education Committee (CEC) are responsible to collect data for NEF. During the field visits it was observed that data was not collected when the schools were established. This is negligence on the part of Community Education Committee to which NEF has not paid much attention.

IMPACTS AND WAY FORWARD

4.1 Access and Equity in Primary Education

1. Government has taken every possible step to increase access, equity and quality of education in the country. National Education Foundation alongwith provincial counterparts was given mandate through public-private partnership program to address the policy issues i.e. Access, Equity and Quality of Education. This study investigated the achievement of this program in both qualitative and quantitative terms. It was found that 533 schools had been established from 2002-06 with the support of NEF and 1234 teachers were teaching to 41,040 students in these schools. As far as location was concerned, it was found that 90% schools had been established in rural areas.
2. It was observed that Non-Governmental Organizations adopted multiple strategies to enhance access to education. Sixty percent Non-Governmental Organizations responded that they had established school nearest to the residences, arranged activities for motivating parents, met the parents and created interest in the students. 40% either mobilized the community through Community Education Committee or provided attractive atmosphere at school to increase the access whereas 60% did not perform any activity to mobilized the community through CEC. It reflects that CECs are not active as has been perceived by the NEF.
3. According to agreement Non-Governmental Organizations are bound to conduct monthly meeting for reviewing the standard of education and development of the schools. It has been further stated in the agreement that parents would be motivated for sending their children in the school. But data indicate that 60% Non-Governmental Organization did not mobilize the community. Furthermore agreement shows that Non-Governmental Organization was responsible to conduct baseline survey in respective areas in which they were supposed to establish schools, so that total number of school going age children could be counted and access to education could be arranged. This is a basic information on the basis of which future strategy can be designed. It appears that the Non-Governmental Organizations have not fulfilled their obligations in this regard. On the other hand National Education Foundation have not taken

any step for the real implementation of the agreement with Non-Governmental Organizations.

4. The study reflects that 90% Organizations ensured equal facility to girls and boys students, whereas 80% campaigned door to door for girls education. Only 40% heads admitted equal number of boys and girls in their schools.

5. The study reveals that a number of Non-Governmental Organizations are not implementing the policy of 50% girls and 50% boys students' enrolment in the schools. Moreover, it is very strange to note that 60% Non-Governmental Organizations did not give equal attention to the boys and girls in their schools. It is also deplorable to find that 60% Non-Governmental Organizations did not sensitize community about girls education. Gender disparity can only be addressed when equal opportunity is given to boys and girls. The agreement and eligibility requirements for making agreement with National Education Foundation, Non-Governmental Organizations was bound that 50% girls students must be enrolled in these schools. But Non-Governmental Organizations are not playing their role in this regard. The management of National Education Foundation is needed to monitor the compliance of clauses in agreement.

6. The findings indicate that National Education Foundation has made efforts to address the critical policy issues and to some extent target has been achieved.

4.2 Quality of Education

Quality of education depends upon many factors including teacher's qualification, availability of physical facilities and learning achievement.

4.2.1 Students' performance in Mathematics, Urdu and Science.

i) The mean percentage score in Mathematics, Urdu and Science was 47, 59, and 46 respectively. Performance of most of the students in Mathematics and Science was poor, whereas students performed slightly better in Urdu.

ii) The findings of the study indicated that 28% students obtained A1, A, and B grade in Mathematics, whereas 51% students got the same grades in Urdu subject. On the contrary, only 15% students achieved A hence B grade hence none of them secured A1 grade in Science. It is a matter of grave concern for policy-makers and planners dealing with public-private partnership program for providing financial assistance to Non-Governmental Organizations as well as private institutions.

iii) Inter-district difference shows that student of Mohmand Agency were the highest achievers and the students of Muzaffarabad were comparatively low in Mathematics. On the contrary students of Islamabad scored better than Mohmand Agency in Urdu. Moreover, performance of students of Islamabad and Mohmand Agency was the same in Science, but students of Muzaffarabad performed comparatively low in Science subject.

vi) Composite score of students' performance in three subjects was also calculated. The mean composite score was 51. None of the students could obtain A1 grade. There were 21% students who obtained A and B grade in the composite score. Inter-district perspective shows that students of Islamabad were better than students of Muzaffarabad. As far as gender difference was concerned students (both boys and girls) performance did not show much difference.

4.2.2 Physical Facilities

The study reveals that more than 50% of the schools lack basic facilities like electricity, main gate, toilets, furniture and school library for students. Facilities are must to achieve better results.

4.2.3 Qualification of the Teachers

i) Academic and professional qualification of the teacher are pre-requisite for capacity building of the teachers. It was

found that six teachers were Matriculate; 5 had intermediate level qualification and 5 were found graduate. There were only two teachers with master degree. As far as professional qualification is concerned, 6 teachers had PTC, 2 had CT and 4 teachers had B.Ed degree. There were 5 untrained teachers in sample schools.

ii) It was found that 61 % teachers had received training and 22% did not avail in-service training opportunity and 17% respondents did not respond.

iii) Method of training is very important, it was reported that 72% teachers responded that group discussion method was adopted for imparting training to the teachers, whereas 66% said that lecture method was used to train the teachers. Similarly 50% told that training was based on subject contents. On the contrary 44% teachers had opinion that training was participatory.

iv) It was found that 83% teachers used either Black Board or White Board during teaching and 78% teachers taught with the help of charts and maps in these schools.

v) Teachers usually plan their activities and lesson planning is pre-requisite for smooth teaching in the classroom. It was found that 83% teachers learned lesson planning in training program whereas only 77% teachers apply this teaching techniques in classroom. Data indicated that 67% teachers had learned pedagogical skills in the training, whereas 83% teachers improved their conceptual knowledge after receiving this training. 78% teachers reported that they had learned classroom management skills during the training program.

4.3 Contribution of Non-Governmental Organizations

1. Study reveals that 80% Non-Governmental Organizations provided training facilities to teachers, whereas 70% supervised

teaching learning process to ensure quality of education. However, 60% provided teaching material and 40% made efforts to enhance teachers qualification and arranged co-curricular activities for quality assurance in their schools.

2. Financial assistance was provided to the Non-Governmental Organizations. In this regard their opinion was sought about the purposes of this assistance. It was observed that 100% responded that funds had been obtained for furniture and 90% told that funds had been obtained for books and salary purposes. Sixty percent heads responded that they received funds according to their requirements.

3. As per agreement National Education Foundation is bound to provide financial assistance upto June 30, 2007. After this period what will happen to the school and to the students. Opinions of heads of NGOs were sought in this regard 70% heads of NGOs responded that schools would be closed, 40% heads of NGOs said that NGOs would arranged for funds, According to 40% heads of NGOs, the students may be admitted to other schools, Twenty percent responded that students may leave education, and 40% answered that they would own the schools.

4.4 *Problems of Non-Governmental Organizations*

4.4.1 Resistance from the Community

The Non-Governmental Organizations were facing many problems to develop confidence among the community. Absolute illiteracy of the local community is one of the core problem as well as hindrance in the way of prosperity. Most of the people are conservative and have certain superstitions. The Non-Governmental Organizations mobilized the community and rectify their dogmas in context of Non-Governmental Organizations. Then, they come forward to form Community Education Committee (CEC). It was also observed that these Community Education Committees were not participating actively for collecting data and for the monthly meetings.

Poverty is the root cause, which is keeping local community away from education. The community people were not ready to hear Non-Governmental Organizations because they did not have the time to listen.

They are more concerned about their bread rather than to educate their children.

4.4.2 Teachers Salary

It was found that teachers' monthly salary is from Rs.2000/- to Rs.3500/- which is discriminate with the public sector formal school teacher miserable. It is fact that qualified teachers can not be hired on this meagre amount

4.4.3 Lack of Basic Facilities

Provision of basic facilities such electricity, toilet and drinking water boundary walls are necessary. Students are enrolled in the community schools but they are deprived of the basic facility. In most of the schools there is no safe drinking water, electricity, toilets, furniture and dispensary. Heads of the NGOs were of the opinions that they did not have sufficient resources for these facilities.

4.4.4 Problems for the establishment of schools

According to the agreement Non-Governmental Organizations provide educational facilities where access to education is difficult. Non-Governmental Organizations have to face the illiterate population of the country. In such areas, most of the people are against Non-Governmental Organizations. Therefore they face a lot of problems for the establishment of the educational institutions.

Some of the Non-Governmental Organizations reported that they had to get NOC from Agency Education Officer (AEO) of Education Department, due to complicated procedure for issuing NOC for the establishment of educational institutions in their areas, Non-Governmental Organizations are facing problems.

4.4.5 Formulation of Community Education Committee

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establishment of community model schools in their local areas. The heads of the Non-Governmental Organizations reported that they had face problems while formulation of Community Education Committee. They were of the opinion that the most difficult job for them is the formulation of Community Education Committee.

4.4.6 Collection of Required Data

Access of education can only be seen when one has accurate data of school going children of 5-10 years and out of school children. Non-Governmental Organizations through Community Education Committee (CEC) were responsible to collect data for NEF. During the field visits it was observed that data was not collected when the schools were established. This is negligence on the part of Community Education Committees.

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