

## Helpdesk Report: Public Private Partnerships in Education (Pakistan)

Date: 19 July 2011

**Query:** What works in private public partnerships in education in Pakistan? What is their role and impact?  
(Synthesise PPP literature – providing a mix of macro and programme specific studies, drawing from international literature, cross-reference with Pakistan specific issues).

### Content

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#### 1. Overview

Primary school enrolments in Pakistan have improved significantly in the last few years and private schooling in particular has become very popular. There is a demand for private sector education as parents consider it as 'better' and not necessarily due to the lack of public schools. Public-private partnerships (PPPs) in education have stepped in to improve outreach and educational quality in Pakistan. Several types of such partnerships have been tried and are in place. Significant existing literature focuses on the 'success' of programmes that have involved subsidies to facilitate the creation of private schools, or pay private schools per student enrolled – who meets certain criteria. Success is recorded in terms of improved enrolment rates amongst boys and girls and better schooling inputs such as teachers, classrooms and blackboards. However, rigorous impact evaluations are few on whether they have improved learning outcomes and equitable access.

There is some evidence, though to a much lesser extent on vouchers. Vouchers in Pakistan were introduced later than subsidy programmes and the evidence on this is still emerging.

International evidence also supports a similar view that – whilst PPPs might be useful in improving enrolment rates at the primary level – and to some extent have an impact on improving access to girls, the evidence on learning outcomes is mixed and very few impact evaluations have looked at these aspects.

#### 2. International evidence

##### **The Role and Impact of Public Private Partnerships in Education**

H A Patrinos, F B Osorio and J Guaqueta, The World Bank, 2009

[http://siteresources.worldbank.org/EDUCATION/Resources/278200-1099079877269/547664-1099079934475/547667-1135281523948/2065243-1239111225278/Role\\_Impact\\_PPP\\_Education.pdf](http://siteresources.worldbank.org/EDUCATION/Resources/278200-1099079877269/547664-1099079934475/547667-1135281523948/2065243-1239111225278/Role_Impact_PPP_Education.pdf)

This book provides a conceptual discussion on PPPs in education based on international literature, a review of recent impact evaluation studies and guidance on how to create successful PPPs. It examines the strengths of four types of contracts – vouchers, subsidies, private management and private finance initiatives – which aim to increase enrolment, improve education outcomes, and reduce inequality and costs. The authors note that in terms of enrolment and education outcomes, vouchers and subsidies can be very useful, but they may encourage students to move to private schools. Private management and finance initiatives have limited influence on enrolment rates. The authors also highlight the need for further research on the impact of PPPs on educational outcomes, particularly on subsidies and private management.

The book provides a framework for understanding PPPs in education and offers a set of useful recommendations for policy and practice, which are relevant internationally:

- Include output specifications that define performance standards and facilitate the measurement and tracking of quality and school efficiency.
- Define operating requirements and performance standards that private schools and operators should follow.
- Reward innovation and quality improvements.
- Help private schools to deliver high-quality education and accompany voucher programmes with capacity-building interventions.
- Establish a specialised group of authorities to manage PPP programmes and the flow of funds from the government to private schools, and to enforce qualifying criteria and regulations.

### **Public-Private Partnerships in Basic Education: An International Review**

Norman LaRocque, CfBT Education Trust, 2008

[http://www.cfbt.com/evidenceforeducation/pdf/PPP\\_Report\(v3H\)Web%20FINAL%2021\\_05\\_08.pdf](http://www.cfbt.com/evidenceforeducation/pdf/PPP_Report(v3H)Web%20FINAL%2021_05_08.pdf)

This report examines the international experience with PPPs in education and looks at several models and examples from various countries. These include private philanthropic initiatives, private sector management initiatives, private school funding programmes (e.g. subsidies and vouchers), adopt-a-school programmes, capacity building initiatives and school infrastructure partnerships. With respect to examples from Pakistan, it looks specifically at the private management of railway schools; management of public schools in Lahore, quality education for all; FAS in Punjab; adopt-a-school programme by Sindh Education Foundation; the Urban Girls Fellowship Programme in Balochistan; and the leasing of school buildings to private operators in Punjab.

This literature review concludes that PPPs, when targeted to poor populations, are beneficial in terms of improving enrolment. However the evidence on educational outcomes is mixed and rigorous evaluations are few. It suggests that under a strong regulatory framework, good quality assurance and flexible provision, PPPs can work.

### **Public-Private Partnerships in Education,**

Michael Latham, Commonwealth Education Partnerships, 2009

[http://www.cedol.org/cgi-bin/items.cgi?\\_rm=display\\_blob&\\_data=201006251054318175](http://www.cedol.org/cgi-bin/items.cgi?_rm=display_blob&_data=201006251054318175)

This paper brings a conceptual clarity around PPPs in education, across several aspects. It not only clarifies what ‘partnership’ constitutes in this context, by listing its key features and the various types of PPPs, but also provides a summary on why a government should or should not engage in PPPs. It also highlights the challenges that need to be overcome.

### **Private-Public Partnerships: Fact or Fiction – What is the Score?**

Michael Latham, Alliance for Education Development, 2006

<http://www.cfbt.com/pdf/Michael%20Latham%20Paper%20PPPs%20Fact%20or%20Fiction.pdf>

This is a shorter paper which clarifies conceptual issues on PPPs and complements the above piece. It highlights key components of a partnership and looks at possible constraints.

### **Chapter 3 of Overcoming inequality: why governance matters**

EFA Global Monitoring Report 2009 (pg 159)

[http://www.unesco.org/education/gmr2009/press/efagmr2009\\_Chapter3.pdf](http://www.unesco.org/education/gmr2009/press/efagmr2009_Chapter3.pdf)

A section of this chapter in the EFA GMR 2009, specifically considers the role and impact of PPPs. It shows that the evidence on the benefits of PPPs is weak. Vouchers, subsidies, school-based management have all been significant interventions to improve enrolment, equity of access and quality of education. However the evidence on whether they improve learning outcomes and equity of access is limited. The report argues that *transferring responsibility to communities, parents and private providers is not a substitute for fixing public-sector education systems.*

### **Mobilizing the Private Sector for Public Education: Conference Papers**

<http://www.hks.harvard.edu/pepg/conferences/MPSPEpapers.htm>

Papers from the 2005 conference are available here which raise many relevant issues. Some particularly relevant ones which have looked at role and impact include:

- a. Public-Private Partnerships in Latin America: A Review Based on Four Case Studies, J G Mora,  
<http://www.hks.harvard.edu/pepg/PDF/events/MPSPE/PEPG-05-08Mora.pdf>  
This looks at the experience of Columbia, Venezuela, Chile and Brazil, and finds that school management is fairly central to determining good outcomes, which requires that schools should be independent. While this happens in theory, the practice might differ. Student background and the pressure on them to take up income generating work can also influence outcomes significantly.
- b. Private School Vouchers in Columbia, E Bettinger,  
<http://www.hks.harvard.edu/pepg/PDF/events/MPSPE/PEPG-05-11bettinger.pdf>  
This evaluates the PACES programme in Columbia in which private school tuition vouchers are allocated to students from low-income families via a lottery system. This scheme helped to increase the number of years students stayed in education (i.e reduced drop-out); reduced grade repetition; and improved test scores amongst students. It also had long-term impacts as these students were more likely to graduate from high school. The research also suggests that students may not have taken the highschool exam in the absence of the vouchers.
- c. Impact of Private Provision of Public Education: Empirical Evidence from Bogotá's Concessions Schools, F Barrera-Osorio  
<http://www.hks.harvard.edu/pepg/PDF/events/MPSPE/PEPG-05-12barrera.pdf>  
This looks at the impact of concession schools – which are private schools providing education under a contract where the government provides the infrastructure, selects students and pays money to the school per-student. The paper finds that drop-out rates are lower in concession schools, and that test scores are similar in these schools and those run by the government.

### **Subsidizing education: are school vouchers the solution?**

July 2010

[http://www.3ieimpact.org/admin/pdfs/Vouchers\\_EQ\\_16\\_July\\_1.pdf](http://www.3ieimpact.org/admin/pdfs/Vouchers_EQ_16_July_1.pdf)

This briefing paper covers and summarises some important literature from Chile and Columbia where school vouchers have been used successfully, to look at their impact and whether they improve educational outcomes. The paper finds that vouchers encourage demand for private schools, particularly in urban areas; they improve students' performance levels in public and private schools, and help improve secondary school completion rates particularly amongst girls.

### 3. Evidence on Pakistan

#### **Public-Private-Partnerships in Education: Lessons learned from the Punjab Education Foundation**

A B Malik, Asian Development Bank, 2010

<http://www.adb.org/documents/reports/ppp-education-punjab/ppp-education-punjab.pdf>

As the name suggests, this report draws lessons from the experience of the Punjab Education Foundation (PEF) in Pakistan. It discusses the various PPP initiatives of the foundation, including the Foundation-Assisted Schools (FAS) programme, the Continuous Professional Development Program (CPDP), the Teaching in Clusters by Subject Specialists (TICSS) program, and the Education Voucher Scheme (EVS). It tracks the history of the development of PEFs programmes, describes them, and presents findings from evaluation studies on the programmes. The report assesses the PEF programmes as a success, particularly the FAS, in terms of growth and coverage. According to the author, the PPPs:

- have been cost-effective
- have encouraged the private sector to be pro-poor and to improve gender equity in schools
- provided quality education in urban and rural areas
- have helped students score better in standardised tests and decreased drop-out rate drastically (through the FAS)
- improved learning outcomes of students (through TICSS)
- improved school choice for poor households (through EVS).

#### **Public Private Partnerships (PPPs) as 'Anchor' of Educational Reforms: Lessons from Pakistan**

Masooda Bano, 2008

<http://unesdoc.unesco.org/images/0017/001780/178017e.pdf>

This paper served as a background paper for the Global Monitoring Report 2009, and it looks at the performance of PPPs in Pakistan. It suggests that although a number of dynamic PPP models emerged in Pakistan and have helped boost education to an extent, they also demonstrate certain limitations and cannot be the primary method to provide education for all. It argues that most PPP programmes have been ad hoc and not systematically addressed problems of access, quality or equity. This is primarily because they are reliant on NGOs or donor funds rather than the state funding. Financial sustainability is therefore an issue. They are also limited by weak relationships between the private and public sector officials.

#### **Public Private Partnerships and Educational Outcomes in Pakistan: A gendered perspective**

Sharmeen Irfan, RECOUP Policy Brief, 2010

<http://recoup.educ.cam.ac.uk/publications/pb9Annfinal.pdf>

This briefing draws from qualitative research which looked at access to quality education in Pakistan, for boys and girls. It finds that parents prefer to send children to private schools and

would pay for it if possible. However this becomes more difficult at the secondary level when fees increase. Also distance to schools becomes a problem for girls' education and there is a preference for girls-only schools. However the quality of education for girls is not as good as that of boys in private schools, thus affecting their learning outcomes. Other factors that emerged as important include gender differences in terms of parent interactions with school and the need for functional institutions for parent-teacher interactions.

### **Evaluating Public Per-Student Subsidies to Low-Cost Private Schools: Regression-Discontinuity Evidence from Pakistan**

Felipe Barrera-Osorio and Dhushyanth Raju, The World Bank Policy Research Working Paper- 5638, 2011

<http://www->

[wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2011/04/25/000158349\\_20110425102033/Rendered/PDF/WPS5638.pdf](http://wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2011/04/25/000158349_20110425102033/Rendered/PDF/WPS5638.pdf)

This paper presents results from an econometric impact assessment of the FAS programme. It examines the programme's effect on enrolment and schooling inputs. It uses as the minimum stipulated student pass rate (cutoff) in the standardised tests as the indicator for assessing impact. The cutoff is the basis on which the programme offers the monthly subsidy to students (i.e. students become eligible for programme entry). The evaluation looked at the Phase 3 and Phase 4 of entry into the programme and found that the latter phase had a considerable impact on improving enrolment of students, increasing in the number of teachers, classrooms and inputs such as blackboards. However, similar effects are not seen in Phase 3. The paper also finds that the programme is one of the cheapest interventions for improving enrolment in developing countries.

### **Summary of preliminary findings on the impacts of the Foundation-Assisted Schools Program in Punjab, Pakistan**

Dhushyanth Raju and Felipe Barrera-Osorio, 2009

<http://www.educationfasttrack.org/epdf/uploads/184>

(The complete evaluation report of the FAS – and this is a version of the policy paper above)

### **Public-Private Partnership: the cases of Colombia's Concession Schools and Pakistan's FAS Program**

F Barrera-Osorio, Workshop Presentation

[http://info.worldbank.org/etools/docs/library/252254/Barrera\\_Colombia\\_Pakistan.pdf](http://info.worldbank.org/etools/docs/library/252254/Barrera_Colombia_Pakistan.pdf)

This presentation complements the above two papers.

The presentation compares the two programmes and presents their impact. It finds that concessions reduce drop-out rates and have some effect on improving test scores. Subsidies on the other hand improve enrolment, teacher numbers, classrooms and blackboards. These are also very cost-effective.

### **Can Private School Subsidies Increase Enrolment for the Poor? The Quetta Urban Fellowship Program**

Kim, J., Alderman, H. and Orazem, P. F., *The World Bank Economic Review*, Vol. 13, No. 3, pp. 443-465, 1999

<http://wber.oxfordjournals.org/content/13/3/443.short>

This is one of the earlier studies which looked at the impact of PPPs in terms of subsidies. It evaluates a subsidy programme which tried to improve enrolment rates amongst girls in poor urban areas of Quetta, Pakistan through new private girls' schools. Enrolment in these programme areas compared to enrolment other similar non-programme areas showed that the programme increased girls' enrolment by 33 percentage points. Boys' enrolment too increased as boys were allowed to attend these schools and parents would not send girls to

school without also educating boys – implying programmes for girls can encourage parents to invest more in their boys too.

**Design, evaluation, and sustainability of private schools for the poor: the Pakistan urban and rural fellowship school experiments**

H Alderman, J Kim and P Orazem, *Economics of Education Review*, Volume 22, Issue 3, June 2003, Pages 265-274, 2003

<http://www.sciencedirect.com/science/article/pii/S0272775702000511> (requires subscription but may be available through the DFID library)

This paper looks at the two pilot programmes (one urban and one rural) in Balochistan which aimed to create new private schools for poor girls. The pilot schools were successful in urban areas, but were relative failures in rural areas. Urban schools had a greater demand as there were a large number of children in urban areas who did not go to schools; there were more teachers available and parents who were educated. Also urban schools were run by experience private providers which made a difference. This study showed that private schools may encourage demand and fill the gap between demand and supply in urban areas but not in rural areas.

**The Urban and Rural Fellowship School Experiments in Pakistan: Design, Evaluation, and Sustainability**

Peter F Orazem, The World Bank, 2000

<http://www.uoit.ca/sas/Health%20and%20Education%20Economics/UrbanRuralFellow.pdf>

This is the fuller report on the basis of which the above paper was published.

**Liberate to Learn: Education Vouchers in Pakistan**

Ali Salman, *Economic Affairs*, Vol. 30, No. 3, pp. 35-41, October 2010

<http://onlinelibrary.wiley.com/doi/10.1111/j.1468-0270.2010.02019.x/abstract> (requires subscription but may be available through the DFID Library)

A version of this paper is available at

[http://enterprisingschools.com/sites/default/files/library/documents/Liberate\\_to\\_Learn.pdf](http://enterprisingschools.com/sites/default/files/library/documents/Liberate_to_Learn.pdf)

Using both quantitative and qualitative data on vouchers, this study looks at their impact in Pakistan. It uses the results from quality assessment tests to compare educational standards across Education Voucher Scheme (EVS) and non-EVS students. It finds that

- EVS students, from lower income groups, exhibit the same academic standards as students from middle income groups.
- Vouchers help students meet the costs and thereby increase enrolment.
- EVS makes the schools accountable to parents instead of the government.

However, these achievements, though positive, are small as a large number of children are still out of school in Pakistan.

#### 4. Other useful resources

**Public-Private Partnerships and Educational Outcomes: New Conceptual and Methodological Approaches**

Shailaja Fennell, RECOUP, 2010

[http://recoup.educ.cam.ac.uk/publications/WP37-PPP\\_and\\_Educational\\_Outcomes.pdf](http://recoup.educ.cam.ac.uk/publications/WP37-PPP_and_Educational_Outcomes.pdf)

This conceptual paper looks at how public-private partnerships affect the educational experience and outcomes of the poor. It sets out the conceptual framework and methodology

developed for the project on Public Private Partnerships and Educational Outcomes for the Poor.

**Non-State Providers and Public-Private Community Partnerships in Education: Contributions toward achieve EFA**

Caroline Arnold and Kathy Barlett, 2010

[http://www.nuepa.org/Download/Publications/JEPA%20July%202010%20\(Sample%20issue\).pdf#page=99](http://www.nuepa.org/Download/Publications/JEPA%20July%202010%20(Sample%20issue).pdf#page=99)

This paper is based on the background paper on PPPs written for the Global Monitoring Report 2009. It reflects on some of the issues and debates surrounding non-state provision of education and also examines partnerships between the state and non-state sector. Recommendations are made that may help to determine how best to leverage the contributions of the non-state sector towards reaching EFA goals.

**Public-Private Partnerships And Schooling Outcomes Across Countries**

L Woessman, CESifo Working Paper no. 1662, 2006

<http://www.ifo.de/portal/pls/portal/docs/1/1188282.PDF>

This cross country analysis of PPPs across 29 developed and emerging nations finds that public funding to private schools improves students' performance in maths, reading and science.

**A Dime a Day: The Possibilities and Limits of Private Schooling in Pakistan**

Tahir Andrabi, Jishnu Das and Asim Ijaz Khwaja, World Bank Policy Research Working Paper 4066, 2006

[http://www-wds.worldbank.org/servlet/WDSContentServer/WDSP/IB/2006/11/10/000016406\\_20061110130153/Rendered/PDF/wps4066.pdf](http://www-wds.worldbank.org/servlet/WDSContentServer/WDSP/IB/2006/11/10/000016406_20061110130153/Rendered/PDF/wps4066.pdf)

This paper looks at the private schooling sector in Pakistan. Using new data, it documents the phenomenal rise of the private sector in the country and shows that an increasing segment of children enrolled in private schools are from the rural areas and from middle-class and poorer families.

**Learning and Educational Achievements in Punjab Schools (LEAPS): Insights to inform the education policy debate**

Andrabi, T., Das, J., Khwaja, A., Vishwanath, T., Zajonc, T. and The LEAPS Team, 2008

[http://www.leapsproject.org/assets/publications/LEAPS\\_Report\\_FINAL.pdf](http://www.leapsproject.org/assets/publications/LEAPS_Report_FINAL.pdf)

This is report on the status of enrolments and primary education services in Pakistan based on LEAPS surveys in all the public and private schools. Government school reform and a 'modified role for the government' are proposed suggest 'out-of- the-box' solutions such as PPPs as seen as the way forward.

**Private Sector Involvement in Education: A perspective from Nepal and Pakistan**

Save the Children, 2002

[http://www.savethechildren.org.uk/en/docs/private\\_sector\\_involvement.pdf](http://www.savethechildren.org.uk/en/docs/private_sector_involvement.pdf)

This examines the involvement of private sector from a rights based approach, and includes PPP engagement.

**Tilting At Windmills: Public-Private Partnerships in Indian Education Today**

Shailaja Fennell, RECOUP Working Paper, 2007

[http://recoup.educ.cam.ac.uk/publications/WP5-SF\\_PPPs.pdf](http://recoup.educ.cam.ac.uk/publications/WP5-SF_PPPs.pdf)

A conceptual paper which examines the Indian scenario and possible outcomes. Educational initiatives by state and non-state providers are mapped onto the exit and voice typology to gain an understanding of how new models of education, such as PPPs, would affect the current provision of education.

### **Public Private Partnerships in Education in India**

Geeta Kingdon

<http://siteresources.worldbank.org/INTINDIA/Resources/Kingdon.ppt#256,1>, Public private partnerships in education in India

This powerpoint presents some of the comparisons in mathematics and reading outcomes from government, aided and private schools.

## **5. Additional information**

### **Author**

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