

9. Public-Private Partnership in School Education in India: An Analysis

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Abstract:

In India, Public-Private Partnership (PPP) practice has been adopted in all the major sectors, i.e., social and commercial infrastructure, energy, communication, transport and water sanitation. It is no longer confined to the development of roads, airports and railways and so on but has also been expanded to the human development sectors particularly education and health. In the educational sector, it is a method of delivering quality educational services through the government with the greater involvement of the private sector including non-governmental organisations, business corporations and communities in the finance and management of services. The expansion of PPP Model in education sector will be a step forward towards the achievement of improved learning outcomes. Since the implementation of Right of Children to Free and Compulsory Education (RTE), Act 2009 in India which provides for free and compulsory education to every child till the completion of elementary education, the quality of education has been decreased. Though, the Act was enacted to provide equitable education of good quality but teaching and learning have fallen further. This paper presents the concept of Public-Private Partnership and also evaluates its progress in school education in India.

Keywords:

Education, Privatization, Partnership

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Introduction

Education is essential for the all round development of individuals as well as of society. It generates employment and income for the impoverished masses. It also improves health and reduces poverty for the development of individuals. Moreover, it contributes towards technology advancement and innovation, and produces skilful human resource for the overall development of the society. Education is a basic human right recognized under Article 21A of the Constitution of India. Thus, the government has an obligation for ensuring the availability of affordable education for every child. The enactment of the Right of Children to Free and Compulsory Education (RTE) Act in the year 2009 was a step to ensure free education for all children from 6 to 14 years of age. The RTE Act has resulted into the increased enrolment of children into the schools throughout the Country. Unfortunately, it hampered the quality of education imparted in the schools. So, need for an alternative system was felt to ensure and enhance the quality of education in the Country which led to increase in the scope of Public-Private Partnership. The emergence of Public-Private Partnership in Indian school education system could help to improve the dwindling standard of education in schools.

Conceptual Framework of Public-Private Partnership (PPP)

Generally, PPP is not a privatization. There is a difference between PPP and privatization. When the absolute responsibility of an asset or enterprise is permanently transferred to private sector, it is called as privatization. On the other hand, the ownership of the asset in Public-Private Partnership is continued to be maintained by the public sector which is also engaged in partnership with a private sector. Basically, a contractual arrangement between public and private sector is known as PPP. They contracted for a particular period of time for the distribution of various public services. (Department of Economic Affairs, Ministry of Finance, 2015) According to the Ministry of Finance, Government of India, "PPP is often described as a private investment where two parties

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comprising government as well as a private sector undertaking form a partnership.” (Department of School Education and Literacy, 2011)

Models of Public-Private Partnership in School Education

The most common forms of PPP models in Indian school education system are School Management (Private management of public schools, but publicly owned and funded), Capacity Building (Government pays for provision of specific support such as teacher training, textbook provision etc.), School Infrastructure Initiative (Private partner builds, owns and operates school infrastructure and government pays a fee for its use), Purchase of Educational Services from Private Schools (Government sponsors students to attend private schools) and Vouchers and Voucher-like Programmes (Government gives vouchers to parents to pay for education of their children in a school of their choice). In India, PPP models in school education depends upon the ownership of the school, infrastructure provider, type of teachers, extent of government funding, fee and operating model.

The Central government of India initiated the Model School programme which falls in the category of School Infrastructure Initiatives Model. In this model, the private partner builds, owns and operates the infrastructural facilities. The government makes use of these infrastructural facilities for managing the school during a specific contract period generally between 20 to 30 years and a fee is paid to the private partner on the basis of their performance in return. The ownership and asset may be retained by the private partner at the end of the contract period depending on the terms and conditions of the contract. (Chaudhry & Uboweja, 2014)

Emergence of Public Private Partnership (PPP) In School Education System in India

Education plays a significant role for the development of the nation. It has always been given an honoured place by the great Indian leaders (National Council of Educational Research and Training, 1970). It is the result of their efforts that education has been recognized as a fundamental human right in India. The Government of India has also launched various schemes for the promotion of education in the Country such as Model School scheme, Rashtriya Madhyamik Shiksha Abhiyan (RMSA), Information and Communication Technology (ICT), Girls Hostel, Inclusive Education for Disabled at Secondary Stage (IEDSS) and Vocationalisation of Secondary Education. Among these schemes, the Model School scheme was initiated by the government explicitly for the promotion of secondary education in India. A detailed explanation about the model school scheme is given in following heads:

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I Model School Scheme

Under the model school scheme, the Ministry of Human Resource Development (HRD) provides the quality education to the brilliant children in rural areas. This target will be achieved through setting up of 6000 model schools, i.e., 3500 model schools through State/UT Governments in Educationally Backward Blocks (EBBs) on Kendriya Vidyalaya pattern and 2500 model schools in non- educationally backward blocks under Public-Private Partnership (PPP) mode.

The foremost objective of this scheme is to set up at least one school in every block which provides good quality education to children. The main purpose of the Model School Scheme is to make one good quality senior secondary school in each block, innovative curriculum and pedagogy and to be a model of excellence in the form of infrastructural facilities, curriculum, evaluation procedures and school governance. (Department of School Education and Literacy)

II Main Features of Model School Scheme

The model school scheme aims to provide such education which should contribute to the physical and emotional development of children in addition to academics. The main features of the model schools are: adequate ICT infrastructure with full time computer teachers and internet connectivity; activity based learning; Pupil-Teacher Ratio (PTR) should be 25:1 and spacious classroom to accommodate at least 30 students; sports and co-curricular activities; Arts and Music teachers besides subject specific teachers; activities on Indian heritage and Art & Craft; stress on the teaching of Science, Maths and English subjects; special emphasis on the development of curriculum in such manner through which leadership qualities and team spirit among the students will be developed; educational tours; library facility equipped with books and magazines; regular health check up facility; medium of instruction and affiliation of these schools is the responsibility of the State Governments and selection of principals, teachers and students will be through an independent selection process. (Ministry of Human Resource Development)

III Types of Model Schools in India

There are two types of Model Schools in India, i.e., Model school under State/UT Governments and Model School under Public Private Partnership (PPP) Mode. The total number of 6000 schools, i.e., 3500 Model Schools in Educationally Backward Blocks (EBBs) under State/UT Governments and 2500 Model Schools in Non-Educationally Backward Blocks under PPP mode shall be set up in India. The information about EBBs and Non-EBBs in State/UTs of India is shown in table

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1.1. The Central Advisory Board of Education (CABE) Committees, i.e, “Universalisation of Secondary Education” and “Girls’ Education & Common School System”, recommended that the model schools should conform to the norms and standards of the Kendriya Vidyalayas. Further, the funding pattern and management structure will be different in both model schools (Ministry of Human Resource Development).

A brief explanation of the types of Model School Scheme is given as under:

(i) Model School Under State/UT Governments

The Model schools under State/UT Governments are to be set up in the Educationally Backward Blocks (EBBs). The Ministry of Human Resource Development (HRD) will set up 3500 Model Schools in the blocks identified as EBBs.

These blocks are identified through State/UT Governments. India has 28 State/UTs which have some Educationally Backward Blocks (EBBs). Andaman & Nicobar Islands, Chandigarh, Daman & Diu, Delhi, Goa, Lakshadweep, Puducherry and Sikkim has none of the blocks identified as EBBs. (Department of School Education and Literacy)

(ii) Model School Under Public-Private Partnership (PPP) Mode

The Model Schools under Public Private Partnership (PPP) mode are to be set up in Non-Educationally Backward Blocks (EBBs).

The HRD Ministry aims to set up 2500 model schools, i.e., one school in every block under PPP mode as benchmark of excellence. These schools should be recognized as ‘Rashtriya Adarsh Vidyalaya’ and serve as a model for all other schools.

The Authority proposes to undertake development, operation and management of 2,500 “Rashtriya Adarsh Vidyalaya” through Public-Private Partnership (PPP) on Design, Build, Finance, and Operate (DBFO) basis. The PPP initiative was announced by the Central government in 2011 for increasing access to secondary education in the Country. The main objective behind this scheme was to provide quality education to the children of rural areas. (Ministry of Human Resource Development)

Table 1.1
State-wise Details of EBBs and Non-EBBs

S. No.	States/UTs Name	Total No. of Blocks	No. of EBBs	No. of Non-EBBs
1	Andhra Pradesh	664	341	323
2	Arunachal Pradesh	79	40	39
3	Assam	178	81	97
4	Bihar	534	530	04
5	Chhattisgarh	146	74	72
6	Dadara & Nagar Haveli*		1	
7	Gujarat	224	85	139
8	Haryana	119	36	83
9	Himachal Pradesh	118	05	113
10	Jammu & Kashmir**			
11	Jharkhand	259	203	56
12	Karnataka	180	74	
13	Kerala*		1	
14	Madhya Pradesh	313	201	112
15	Maharashtra	355	43	312
16	Manipur	35	05	30
17	Meghalaya	39	09	30
18	Mizoram	36	01	35
19	Nagaland	47	11	36
20	Odisha	315	173	142
21	Punjab	142	21	121
22	Rajasthan	254	186	68
23	Tamil Nadu**			

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24	Telangana	464	396	68
25	Tripura	40	09	31
26	Uttar Pradesh	830	680	150
27	Uttarakhand	96	19	77
28	West Bengal	362	87	275

(Department of School Education & Literacy, Ministry of HRD, Government of India)

*Dadra & Nagar Haveli has one EBB which is eligible for model school under State/UT sector. The UT Government is yet to send proposal in this regard. Kerala has one EBB which is eligible for model school under State sector. The State Government is yet to send proposal in this regard.

**Information was not available on the website.

IV Proposed framework for PPP schools

The framework for setting up and managing 2,500 model schools under this scheme is proposed in such manner: (i) The CBSE norms, standards and guidelines should be followed by all the model schools under PPP mode. (ii) These schools shall be set up in Non-Educationally Backward blocks. (iii) The responsibility of providing infrastructural facilities, i.e., school buildings and land will be of private entity such as trust, societies and NGOs. The land can be purchased by the private entity from their respective State Governments or local authorities at applicable rates. They can also purchase it through long term lease of at least 25 years. In order to facilitate private entities in procuring their land, the Central Government will advise the respective State Governments time to time. (iv) The estimated capital cost of setting up schools shall be borne by private entity.

In this respect, financial risk is also shared by the private sector as the payment will be received only upon successful delivery of educational services. (Ministry of Human Resource Development) (v) The schools under this scheme will be known and displayed by the name of 'Rashtriya Adarsh Vidyalaya'. The respective private entity has a permission to add two words of their choice before 'Rashtriya Adarsh Vidyalaya'.

The said two words will not be associated with any religion, caste or surname. The words 'Rashtriya Adarsh Vidyalaya' will no longer be used by the private entity when the government stopped its sponsorship. (Ministry of Human Resource Development)

V Norms of recurring grants under the Model school scheme

Under the Model school scheme, the Ministry of HRD provides funds for certain activities of model schools. The State Governments/UTs Administration may incur expenditure under various activities per student per annum for recurring grants. The list of activities for recurring grants under the model school scheme includes repairs and maintenance of school building, furniture and fixtures, etc.; laboratory consumables; school functions/sports activities/excursions; conduct of examinations; library facilities e.g. Purchase of books, Magazines etc; teaching aids and craft equipments etc.; maintenance of computers and software; medical care and first-aid kit etc.; miscellaneous office expenses and contingencies, including payment of electricity bills and water charges etc. (The Ministry of HRD, Government of India, 2014)

PPP in School Education in India: An Analysis

Public-Private Partnerships (PPPs) in school education system was developed with a view to enhance access to equitable schooling and also for improving learning outcomes particularly for marginalized section of the society. For achieving this, contracting plays an important role as it is considered as a distinctive mechanism from any other educational accountability mechanisms. It is defined as a process of acquiring education or education related services at an agreed price for a specified period of time. The contracts are used to hold all partners accountable for considerable improvements in educational services (See table 1.2). (The World Bank, 2009)

Table 1.2
Types of Contracts in Education

What governments contract for?	What governments buy?
Management, professional, support services (input)	<ul style="list-style-type: none"> • School management (financial and human resources management) • Support services (meals and transportation) • Professional services (teacher training, curriculum design, textbook delivery,

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	quality assurance, and supplemental services)
Operational services (process)	<ul style="list-style-type: none">• The education of students, financial and human resources management, professional services, and building maintenance
Education services (outputs)	<ul style="list-style-type: none">• Student places in private schools (by contracting with schools to enroll specific students)
Facility availability (inputs)	<ul style="list-style-type: none">• Infrastructure and building maintenance
Facility availability and education services (both inputs and outputs)	<ul style="list-style-type: none">• Infrastructure combined with services (operational or educational outputs)

(The World Bank, 2009)

The Ministry of Human Resource Development in the first phase (2012-2013) was proposed to set up 500 model schools under PPP mode. In the Second phase (2013-2014) 1000 schools and again 1000 model school in the third phase (2014-2015) will be set up by the government. These schools will operate classes VI to XII and shall have minimum infrastructure and facilities on the standards of Kendriya Vidyalayas. On pilot basis, the ministry set up 41 model schools under PPP mode in non-educationally backward areas. The concessions for the remaining 449 schools shall also be awarded subsequently. For setting up these schools big corporate such as ITC, Bharati Foundation, Educomp etc are partnering with the government. The role of private players is to invest in land or building for managing the school. The operational cost for teaching the admitted students in this school will be paid by the Central government which is similar to the operational cost for the students at Kendriya Vidyalayas. (Parvathi, 2013)

The private sector has played an important role in terms of delivering public services for many years. Nonetheless, Public-Private Partnerships (PPPs) are also gaining importance in health and education sector in recent years. (Gopalan, 2013) For instance, States like Chhattisgarh, Gujarat, Haryana, Karnataka, Madhya Pradesh, Maharashtra and Punjab are much ahead of others in terms of number of functional schools under PPP model while States like Andhra Pradesh, Jharkhand, Rajasthan, Telangana and Uttar Pradesh can be considered progressing (See table 1.3).

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Table 1.3
State-wise Details of PPP Schools

S. No.	States/UTs Name	No. of Schools Approved (@ one school per EBB)	No. of Schools Functional
1	Andhra Pradesh	272	163
2	Arunachal Pradesh	Nil	Nil
3	Assam	77	Nil
4	Bihar	368	Nil
5	Chhattisgarh	74	74
6	Dadara & Nagar Haveli*		
7	Gujarat	84	84
8	Haryana	36	36
9	Himachal Pradesh	05	Nil
10	Jammu & Kashmir**		
11	Jharkhand	164	89
12	Karnataka	74	74
13	Kerala*		
14	Madhya Pradesh	201	201
15	Maharashtra	43	43
16	Manipur	Nil	Nil
17	Meghalaya	09	Nil
18	Mizoram	01	Nil
19	Nagaland	11	Nil
20	Odisha	162	Nil
21	Punjab	21	21
22	Rajasthan	134	72

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23	Tamil Nadu**		
24	Telangana	317	192
25	Tripura	07	Nil
26	Uttar Pradesh	274	193
27	Uttarakhand	Nil	Nil
28	West Bengal	67	Nil

(Department of School Education & Literacy, Ministry of HRD, Government of India)

*Dadra & Nagar Haveli has one EBB which is eligible for model school under State/UT sector. The UT Government is yet to send proposal in this regard. Kerala has one EBB which is eligible for model school under State sector. The State Government is yet to send proposal in this regard.

**Information was not available on the website.

In the education sector, Public-Private Partnership creates competition in the education market. PPP contracts are more flexible as it better fits between supply of and demand for education. It helps in improving quality of education because government already defines its specific requirements for the quality of education. On the basis of which contractor is chosen through an open bidding process. There is also a risk sharing between the government and private sector which increases their efficiency in the delivery of public services. (The World Bank, 2009) It also brings additional resources, class size reduction and enlarges access by absorbing growing number of children, enhances knowledge and broadens the skills, makes use of innovative methods and helps in achieving the desired outcomes. (Department of School Education and Literacy, 2011) Despite all this, the PPP model in the Country has not brought optimum results. As per the Ministry of Finance, Government of India, there are 1539 PPP projects have been awarded so far in India. At present, about 50% are in operational stage out of which social and commercial infrastructure sector accounts only for 9 per cent. The absence of suitable PPP framework is the main reason for the declining private investments in the social and commercial infrastructure sector. (NITI Aayog) Further, the PPP model can have adverse effects also such as the reduction of the government control over a public service would lead to the privatization of education. The educational choices for the students are increasing which may increase socio-economic segregation. Poorer students will be left behind in the government schools which worsen the situation of these schools. (The World Bank, 2009) Therefore, Public-Private Partnership framework must be prepare in such manner that meet the needs of their citizens and considerable efforts should be made towards increasing the private investments in the social and commercial infrastructure sectors.

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Conclusion

In conclusion, it can be said that the introduction of PPP model in school education in India could help in the achievement of desirable results as the payments are made by the government against the services delivered through the private sector. But there is a risk sharing between both government and private sector which is helpful for the delivery of public services in an efficient manner. However, PPP in education sector has a long way to go as the schools approved under PPP model in some states of India like Assam, Bihar, Himachal Pradesh, Meghalaya, Mizoram, Nagaland, Odisha, Tripura and West Bengal are still not functioning.

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