



## **Public-Private Partnership: Understanding the impact of Educational Management Organization model towards the fulfilment of Sustainable Development Goal 4 in the context of Sindh Province of Pakistan**

**Mr. Muhammed Nawaz Sohoo**

Director General, Monitoring & Evaluation, Planning and Development Board,  
Government of Sindh Karachi Pakistan.

**Mr. Alishah Mukhtar Chandani**

Research officer,  
Deloitte Yousuf Adil chartered accountants- Sindh Capacity Development Project- USAID.

**Mr. Lahoot Tariq Abro**

Executive Finance,  
Institute of Business Administration, Karachi, Sindh Pakistan.

**Mr. Zamir Ahmed Khoso**

Regional Director,  
College Education Department Government of Sindh Karachi, Pakistan.

**Dr. Hamzo Khan Tagar**

Director of Public-Private Partnership Node, School Education & Literacy Department,  
Government of Sindh, Karachi Pakistan.

### **ABSTRACT**

This paper attempts to develop an understanding regarding the different types of Public-Private Partnership models operating within the education sector of Sindh province of Pakistan and to understand the impact of the Education Management Organizations (EMO) model since its adoption towards the fulfilment of Sustainable Development Goal (SDG) 4. Further on the paper highlights the bottlenecks in the delivery of quality education under the EMO model in of which suggest certain policy recommendations. This study presents insights from personal observation of the authors; a field's empirical work and another reliable primary data set. It is concluded that it's a successful model to some extent so it can be imposed with inclusions of philanthropist low-cost model in the entire region for the welfare of humanity and to address the challenge of quality education for all in the region.

**Key Words:** Public-Private Partnership (PPP), Sustainable Development Goals (SDGs) Education Management Organizations (EMOs), Subsidy Model, Quality Education, PPP Node, PPP Unit, Sindh Education Management Organization Policy. Independent education expert (IEs) Independent Audit Expert (IAs), Key Performance indicators (KPIs) School Management Committee (SMC) District Education Officer (DEO) Sindh Education Management Organization Policy (SEMO Policy)

### **INTRODUCTION**

#### **Purpose of the Study**

The purpose of this study is to first evaluate the different types of Public Private Partnership model in the Sindh province with regards to the education sector. Secondly to examine the

impact of this structure upon the quality of education delivered, thirdly to highlight the value for money of these partnerships and lastly to develop a sustainable strategy for a more efficient and effective means of ensuring the delivery of quality education with the available limited resources as per the obligation of the Sustainable Development Goal 04.

### **Objectives of the Study**

The specific objectives of the study are to:

- i. To conduct a review of Partnership models in the education sector in terms of its level of competitiveness.
- ii. To examine the progress of sustainable development goal 04 in the Sindh Province
- iii. To formulate future development strategy as a way forward that can lead to achieving the sustainable quality educational destination.

### **Research Questions**

The study is guided by the following questions:

- I. What are the different types of partnership model operational in the educational sector of Sindh?
- II. How is the EMO Model different from the already existing PPP model in the educational sector Sindh?
- III. What are the bottlenecks within the EMO model?

### **METHODOLOGY**

The study is an attempt to examine the EMO model within the public schooling system, discuss its significance towards cost-benefit analysis and its important role as the future strategy. An evaluation and assessment exercise were carried out with available primary and secondary data set covered a set of key indicators for valid results. Empirical evidence mostly provides in conclusion and policy recommendation section is based on progress monitoring and assessment reports and personal observations of as the field experience. The data is also depending on SEMIS from various years.

### **REVIEW OF RELEVANT LITERATURE ON PUBLIC AND PRIVATE PARTNERSHIP MODEL**

In a nutshell a Public-Private Partnership is a model where the Public sector acknowledges the better ability of the Private sector and employees the Private the sector to deliver a service or to construct a hard or soft infrastructure for the Public sector. Although the essence remains the same there is a minuet variations in how different organization defines a PPP. The World Bank Institute (2012, p. 11) defines a PPP as a long-term contract between a private entity and the public sector agency for providing a public asset or a service. Furthermore as per the World Bank's definition in such a contract the private the party must bear significant risk and management responsibility [1]. On the other hand according to the PPP Handbook of the Asian Development Bank PPP is a framework to engage the private sector while acknowledging and structuring the role of the Public sector in ensuring the fulfilment of social obligations, successful sector reforms and achieving public investment. A robust and sound PPP allocates the task, obligation and risk in an optimal manner between the Public and Private entities involved [2].

The Sindh Public-Private Partnership (PPP) Act of 2010 defines it as: "a partnership carried out under a Public-Private Partnership Agreement between the public the sector represented by an Agency and a private party for the provision of an infrastructure facility, management functions and/or service with a clear allocation of risks between the two parties." [3]. Over the decades PPP as a model has been seen as a viable alternative to public funding by the public sector [4]. In much of the developing countries, the adequate amount of technical

competencies and resources are missing both on an individual and institutional level. As noted above PPP as a model acknowledging the fact that there are areas where the private sector may hold better ability to generate more positive result than the public sector given the same resources. The World Economic Forum (WEF) defines infrastructure in three categories which are economic social and soft infrastructures. According to this segmentation done by the WEF economic and social infrastructures are defined as tangible networks which are necessary precedents for the functioning of any modern industrialized nation [5]. Unfortunately, although much attention has been given to PPP in terms of economic infrastructure attention towards PPP as a means to deliver in social infrastructure has been very limited [6]. Implementation of social infrastructure projects in PPP modalities is the need of the hour as noted by Inderst (2015). If the signatories of the SDG's belonging to the status of developing and emerging economies wishes to fulfil their signed obligation, in particular, the SDG goal 4 model such as the PPP model which bring financing, better technical skill and best practices to the public sector must be adopted.

However not everyone views the Public-Private Partnership Model as a beneficial one. There is another school of thought called the Marxist/ socialist school thinking which criticizes the above PPP's. In conclusion, this school of thought states that the Public Private Partnership model of development serves in the larger interest of vested group's i.e. corrupt and time-barred managerial and political system. They further argued that they are not able or bring good governess/reforms in their countries they hardly conclude it as total silent failure all levels. One of such critics is David Hall who concludes that PPP's is an expensive and an inefficient way of financing infrastructure and service initiatives, "If you're a good public sector, you shouldn't need PPPs. If you're bad, you shouldn't go near them." [7]. David Hall has raised a number of concerns regarding the Public-Private Partnership Model of development. These concerns are listed below:

- i. PPPs add to the long-term debt of developing countries, at the same time as undermining the public sector provision of services.
- ii. Private finance and PPPs focus on profitable projects at the expense of the needs of the poor.
- iii. Channeling public money through private funds leads to a loss of transparency, and leveraging' private finance may just mean reinforcing private investment strategies.
- vi. Countries management have a poor capacity to negotiate PPP contracts, expected impacts are unclear and monitoring weak.
- v. The international promotion of PPPs undermines local democracy and may reinforce corrupt elites.

### **Social Impact Bonds (SIB) New Public and Private Partnership-PPP-HR Model:**

Kim & Kang (2012) discussed a new approach of Public and Private Partnership (PPP) mostly served in America and South Korea as a tool for human development "Social impact bonds (SIBs) model of PPP-HR Model is a subset of social finance using smart social capital to pursue societal benefits through the network of various education stakeholders. This model is used by the public sector to inject private funds into public sector programs and the risk of large-scale high budget projects are transferred to the private party. The entire model is based on performance, in a case where the social entrepreneur is successful in delivering his/her part of the bargain the authority (government) repays the social entrepreneur with greater returns. In such the performance-based education-funding project, measurement and returns are based on "success" metrics which are predetermined during the initial stages before the implementation of the chosen education project with the consultation of both parties. Later

these metrics are made a part of the management contract. In such a structure Private partners are identified as “social impact investors,” or in other words, those who invest for economic as well as social gains. These social impact investors are not limited to philanthropists, philanthropic organizations, pension funds, mutual funds, high, net-worth individuals, insurance companies and financial institution end investors. Another important component of the model is known as an “intermediary”, which is the hub that connects all the stakeholders involved in the process. This role is usually played by the private or public sector financial institutions that would issue structured bonds to investors for contract with the government in order to hire service providers, NGO’s or state, in carrying out the given social service [8]. This model has proved to be an effective model in reducing homelessness, recidivism and building infrastructure in Europe and the United States. The use of Social Impact Bonds -SIB can be extended to other social benefits and causes. It may prove as a highly effective remedy for developing and emerging economies where the public sector faces many constraints with regards to poverty alleviation and socioeconomic development. As noted by Novack (2013), Kim & Kang (2012) and McKinsey (2012) PPP-SIB the education-funding framework would allow the government to save costs and have the safety net of the private sector. The incentive and performance-based PPP-SIB allows the social impact of investors an opportunity to generate both monetary and social gains. It can be concluded that the PPP-SIB model is evidence-based and enhances transparency since an external evaluator would be used, whereby the community would reap benefits for a growing opportunity to gain a quality education. This model has potentials to resolve the issues of underdeveloped in a rapid and sustainable way to develop which is essentially required to compete globally

#### **Charter School model of Public-Private Partnership:**

The Charter School model is a model developed in the United States where a public school is managed with by the community located around the school, for-profit and non-profit organizations. These schools are managed by the private manager within the broader guidelines of the state but with a great amount of autonomy. The schools are exempted from many restrictions compared to a normal public sector school. The model was introduced in the '90s and has done well within the States. The schools are closely monitored and the manager’s performance is evaluated. As the model was seen viable it latter matured into a Charter Management Organization (CMO). The CMO model focus upon non-profit organization to provide services in specific geographical positions. This model has shown immense prospects of reforming large-scale public schooling system [9].

#### **Public Private Partnerships Model in Sindh-Pakistan:**

In 2010 the Government of Sindh enacted a Public Private Partnership law called The Sindh PPP Act, 2010 and subsequently was included a separate chapter for PPPs in the Sindh Public Procurement (SPP) Rules, 2010. To fully utilize the potential that PPP holds and to ensure that the PPP projects are successful and mutually beneficial for both the Private and Public parties, a comprehensive enabling environment for private parties and private investment is being created. The provincial government of Sindh is pursuing to create such an environment by adoption of relevant policies, frameworks.

The PPP-Act 2010 defines in details 14 types of PPP in Sindh, the same has been done under the revised SPPRA versions of 2017 and 2018. Amongst the 14 types, the last two types are considerably more important to our discussion here. Type number 13 and 14 deals in service contracts focusing on the provision of social services. Under the relevant heading, a Management Contract is defined as “A contractual arrangement whereby the Agency entrusts the operation and management of an infrastructure project to the private party for an agreed period on payment of specified consideration and Service Contract”. Further under the heading

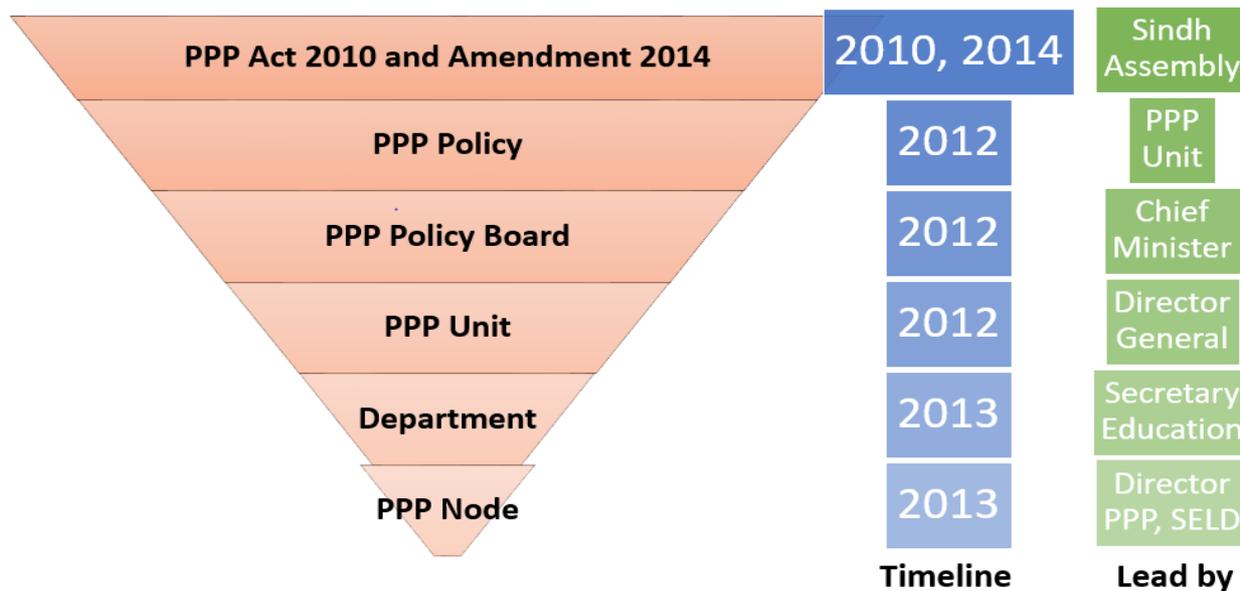
of a Service contract is defined as “Any outsourcing contract by an Agency to any private party whereby the private party undertakes to provide services to the Agency for a specified period with respect to an infrastructure facility. The Agency shall pay the private party an amount according to an agreed schedule” (SPPRA 2017pp.45).[10]

As a byproduct of this legislation creation of certain departmental layers took place. A PPP Policy board was established, an apex body for all PPP projects in Sindh under the chairmanship of the Chief Minister. A PPP Unit was established under the Finance department of Sindh and subsequently, a PPP Node was created within the Education Department. It is to be noted that the legislation allows the provision to create Node’s in other departments as well but to initiate a PPP project it is not necessary that a department must have a PPP Node within itself. The details are mentioned in **figure 01 below** for review and more understanding of the mechanism.

The PPP unit was to facilitate the development of PPP’s within the province, it was designated the responsibility to evaluate PPP projects in all aspects after receiving it from the relevant department and before submitting in front of the policy board. As per the PPP toolkit developed by the School Education and Literacy Department of Sindh there are two ways to conduct a PPP project in Sindh, first is the solicited method where the relevant department (agency) identifies the need and prepares a project and submit it to the PPP unit for further consideration. Another is an unsolicited method where the a private party may approach the relevant department with a project aligned with the department's goals, upon the approval of the relevant the department the project shall be put forward to the PPP unit for consideration.

Figure-01

### PPPs in Sindh - Genesis of PPP Node



[8]

## **PUBLIC PRIVATE PARTNERSHIP OPERATIONAL MODALITIES AND THEIR SIGNIFICANT IMPACT IN SINDH**

In this section we will discuss three types of PPP modalities which are operational in the educational sector of Sindh, Pakistan namely: Adopt a school policy, Subsidy model and Educational Management Organization. The first two operational models are a product of the Sindh Education Foundation. The Sindh Education Foundation (SEF) is a semi-autonomous agency set up in 1992 by the Provincial government of Sindh. Since then the core of their educational framework has been to form Public-Private Partnerships in the field of education in an effort to deliver quality education to all citizens of Sindh. SEF has established different programs based on a per child subsidy model. The latter is a newly inducted model by the School and Literacy Department of Sindh. Following the passing of the PPP act 2010, a framework was developed to allow the private sector to manage and improve the functioning of public sector schools by the introduction of modern pedagogical techniques, up-gradation of the facilities and providing technical training to the staff of these public sector schools.

### **Adopt a School' policy of Public Private Partnership**

Adopt a school the policy is one of the oldest modalities operational in Sindh and is a PPP in its very basic form. The concept of a adopt school policy was originated in the 1990s and served as a base for the development of other PPP modalities pertaining to the educational sector in Sindh.

Under this modality, the private party takes over the responsibility for improving and rejuvenating the public schools by taking on the capital and financial resources. Apart from bearing the operating cost of the schools the contribution by the public sector is quite limited. The foundation mainly acts as a facilitator during the adoption process and a disseminator of information between all stakeholder i.e. District Education Offices (DEOs), community and school staff [11].The private actors who get involved under this modality either belonging to the vicinity of the public school that is being adopted or are a philanthropist and other social agents.

More than 500 schools are being operated under this modality in the province of Sindh serving more than 110000 students. **Table-01 below** shows the total coverage of adopt the school policy has in Sindh.

**Table-01**  
**Government Schools Under Adopt-A-School Public-private Partnership Program**

<b>Row Labels</b>	<b>No. of Schools</b>	<b>Total Enrollment</b>	<b>Total Teachers</b>
Badin	22	4195	108
Ghotki	15	1949	34
Hyderabad	36	11116	509
Jacobabad	5	3126	86
Jamshoro	4	806	55
Karachi	267	53343	1806
Khairpur	18	9723	366
Larkana	2	846	40
Matiyari	6	694	33
Mirpurkhas	8	856	42
Mithi	2	275	4
Naushero Feroz	6	3083	74
Qamber SDKT	3	339	16
Sanghar	7	3185	112
Shaheed Benazirabad	8	3934	136
Sujawal	1	683	20
Sukkur	6	2904	57
T.M. Khan	49	2307	65
Thatta	36	6670	281
Umerkot	1	0	0
<b>Grand Total</b>	<b>502</b>	<b>110034</b>	<b>3844</b>

[7].

### **Subsidy Model of Public-Private Partnership**

The per child subsidy model has received much appreciation as a viable model to serve amongst the marginalized communities of rural and urban Sindh. The province has failed to bring all the children under their jurisdiction under the net of formal or informal education resulting in 30% of its children remaining out of school. Different programs based on the subsidy model allows an opportunity for private agents and institutions to contribute to ensuring the commitments made under the SDG goal 4 and 25A of the constitution of the Islamic Republic of Pakistan. There are three different programs run by the SEF under the per child subsidy model, namely Promoting Private School in Rural Sindh (PPRS), SEF Assisted Schools (SAS) Program and the Existing School Support Program (ESSP). Each of these programs has its own core competencies. The PPRS program is an initiative designed by the SEF the Reform Support Unit and the World Bank under the Sindh Education Reform program I back in 2008-09 and continues under phase II of the above-mentioned program. This initiative geographically covers 18 districts of Sindh. Other than providing a subsidy rate against each child taught this program also provides free oxford university press books to children's. The PPRS program has made substantial achievements in their cause. The program has been able to ensure the upgradation of Primary schools to Elementary, Elementary schools to Secondary, the program has also provided support for constructing audio/visual rooms in selected schools, provided technical assistance in establishing computer labs and provide grants for Science Labs in PPRS schools. Substantial achievements have also been made with regards to the Early Childhood Education program (ECP) as formal ECP's have been initiated in 300 schools of Sindh. Over the course of a year, the private party is monitored based on a teacher-centric evaluation of their pedagogical skills and an evaluation of students learning outcomes [12].

School Adoption model program is another subsidy model program run by Sindh education foundation (SEF), unlike the PPRS this initiative has a geographical reach of the entire province. The said program is an integration of two previously conducted programs by the foundation called the Education Learning Program (IELP) and Rural Based Community School (RBCS) program. Apart from providing an upgradation of the schools from primary to elementary and elementary to secondary and development of audiovisual, science and computer labs, the intervention focuses upon the use ICT in teaching as IT-based reforms are brought in the existing teaching methods. Similar to the PPRS the support extended to the schools by the foundation in this program is based on a fixed rate of subsidy against each enrolled child. Free copies plus textbooks are also provided for students along with training for teachers and school operators intended to enhance their existing capacities.

The monitoring and evaluation of this program are done on the similar parameters as of PPRS. Last of the subsidy-based model programs conducted by SEF is the Existing School Support Program (ESSP). The initiative is targeted upon supporting existing low-cost private schools within Sindh serving the marginalized communities across the province where the school operators do not charge any fees from the student or charge a fee of within the limits of 200 ruppies per child. The core of this initiative is to support private actors who are devoted to ensuring the delivery of quality education to everyone to the best of their ability by providing technical and financial support. Under this initiative, the private partner is not allowed to charge additional fees from the students, the private party is obligated to provide continuous development training to the teachers, enrollment of students is prohibited and the party is obligated to derive a plan to cater the out of school kids within the vicinity who are not currently being targeted by the operators. Furthermore, the operator of the schools under this program are also obligated to conduct subject specific hiring and hiring of a qualified management team in order to improve quality to the overall academic unit. The supported extended by the foundation and the monitoring of the private party is mostly the same as in the other two programs [14]. **Table-02 below** shows the total coverage of subsidy-based

**Table-02**  
**Details of Subsidy Model Schools in Sindh Province of Pakistan**

Division	District Name	Total No of Schools	Total Enrollment	No of Teachers	No of Classrooms
Hyderabad	Badin	114	22,251	572	532
	Dadu	174	39,965	1,010	953
	Hyderabad	109	12,894	401	395
	Thatta	70	15,061	377	355
	Jamshoro	89	18,006	454	460
	Mitiari	57	11,960	306	301
	Tando Allah Yar	13	3,013	85	70
	Tando Muhammad Khan	10	2,573	72	61
	Sujawal	15	2,939	57	67
Karachi	Central Karachi	1	176	7	4
	East Karachi	1	276	16	12
	Karachi	150	37,569	1,295	1,029
	West Karachi	10	3,051	96	59
	Malir Karachi	46	16,521	357	423
Larkana	Jacobabad	89	13,229	326	357
	Larkana	80	27,588	694	643
	Shikarpur	29	8,602	221	206
	Kashmore	22	7,017	141	173
	Kambar-Shahdadkot	139	32,471	871	788
Sukkur	Khairpur Mirs	267	78,420	2,017	1,840
	SUKKUR	48	9,960	252	220
	Ghotki	49	14,593	401	366
Mirpurkhas	Mirpur Khas	65	14,718	354	339
	Tharparkar	115	16,734	381	407
	Umerkot	100	22,834	594	573
Shaheed Benzirabad	Sanghar	156	37,338	956	915
	Naushero Feroze	34	11,367	315	288
	Shaheed Benazirabad	61	13,636	359	329
Provincial Total		2,113	494,762	12,987	12,165

[7].

### **Education Management Organizations Model of Public-Private Partnership:**

The Education management organization (EMO) model is the most matured version of PPP practice being conducted in Sindh within the educational sector. The model finds its constitutional backing within the Sindh Education management organization (SEMO) policy which was developed by the Education and Literacy Department of Sindh with the assistance of Sindh Basic Education Program, a USAID supported program with constitutional backing of the Sindh PPP Act of 2010. The policy was notified by the competent authority on the 12<sup>th</sup> of March 2015 [15].

As mentioned above under the SEMO policy the government of Sindh would contract credible organizations from the Private sector as an EMO to ensure the delivery of quality education to all. The credibility of private sector organizations is determined based on the technical and

financial competency of their bids. As the financial model of an EMO project is based on a reimbursable model the financial capabilities are the judge to ensure that the potential EMO has the sufficient financial resources to keep the project running in case of a delay of payment by the authorities i.e. the government. Once a party comes under a management contract with the government as an EMO it is monitored and evaluated based on the Key Performance Indexes (KPI) mentioned under the above-said contract upon which quarterly annuity payments are made to the private party according to their respective bids.

The 7 KPI developed by the Education and Literacy Department of Sindh covers the entire scope of work of the private party. To ensure compliance of EMO with regards to the set KPI's an Independent Auditor (IA) and an Independent Expert (IE) is hired by jointly by both parties. The scope of work for both IE and IA are captured under the IE and IA contracts respectively. The IE evaluates the qualitative side of the intervention while the IA evaluates the management of the financial side of the intervention. Once the IE has evaluated the EMO it submits a quarterly report marking the EMO against the 7 KPI's based on which the IA makes their quarterly report stating the annuity amount paid to be disbursed. A copy of the IE and IA reports are submitted to the PPP Node, School Education and Literacy Department, Government of Sindh and another copy of the IA report is submitted to the authorities bank were based on the IA reports the bank disburses the annuity amount payment from an escrow account between EMO and authority. The well designed Seven (7) key performance indicators are mentioned **in table-03 below** for quality check and balance in EMOs schools.

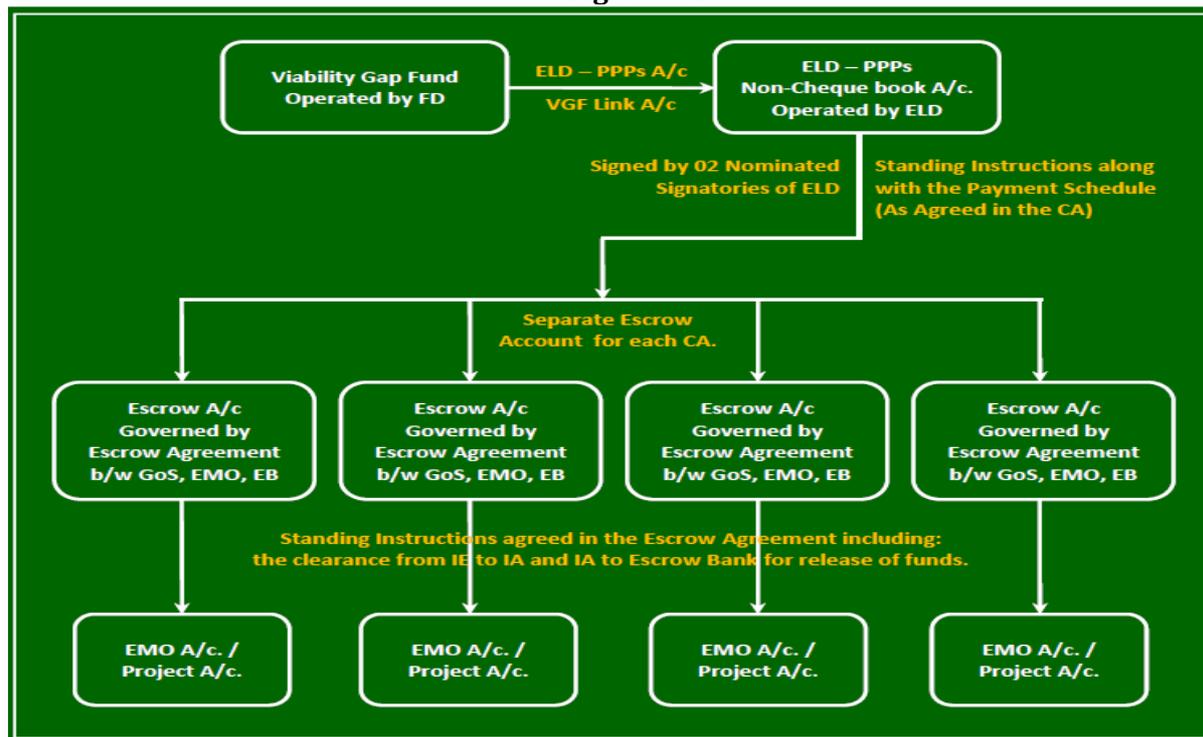
**Table-03**

7 Key Performance Index for EMO's		Marks
<b>1</b>	<b>School Management Plan</b>	<b>17</b>
<b>2</b>	<b>Improved Staff Availability and Attendance</b>	<b>08</b>
<b>3</b>	<b>Improved Students' Enrollment, Attendance and Retention</b>	<b>10</b>
<b>4</b>	<b>Lesson Planning and Students' Assessment System</b>	<b>25</b>
<b>5</b>	<b>Continuous Professional Development (CPD) of staff</b>	<b>15</b>
<b>6</b>	<b>School Repair and Maintenance and Improved Community Engagement</b>	<b>15</b>
<b>7</b>	<b>Improved Health and Hygiene practices, and sporting activities.</b>	<b>10</b>

[8].

The flow of funds from the Authority to the EMO's is carefully designed in such a fashion which ensures the swift movement of funds at the end of each quarter with minimal dispersion. The Education Department of Sindh signed its first EMO management contract back in 2016 when it handed over management of schools constructed under the Sindh Basic Education Program (SBEP). Since then the Education Department of Sindh has given out more than 50 schools under EMO policy which are both SBEP constructed schools and other public sector schools with the highest enrollment which are located near the SBEP schools. The Education department of Sindh has also recently handed over the management of a teachers training institute in Karachi under the same modality. This particular EMO has also come into a partnership with the University of Helsinki to enrich the curriculum being taught to the future teachers of Sindh [16]. The flow chart is hereby mentioned in **figure-02 below** for readers to understand the easiness created in the funding flow chart in public interest.

Figure -02



[8] (Public Private Partnership Guide and Toolkit, 2017)

Management Organizations Program in Sindh, Pakistan: Public-Private Partnership Profile” notes that the intervention has had a positive impact on the number of student enrollment. The increasing number of enrollment should be seen as a direct indicator of the overall successful mobilization of communities where the EMO’s are placed which lead to reentrance of out of school children’s into the umbrella of formal education. The study also notes that in the opinion of the stakeholders good learning facilities (hard infrastructure, i.e. newly build SBEP schools and repaired building by the EMO’s) has led to the creation of a good learning environment and has led to making the learning environment more participatory and democratic in nature. In light of the above, it is fair to say that the reform intervention is taken by Education and literacy department (ELD) of Sindh has proved to be a relatively successful one however much can be done to eliminate the bottlenecks within the existing model to ensure better delivery of quality education.

### **BOTTLENECKS WITHIN THE EDUCATIONAL MANAGEMENT ORGANIZATION (EMO) MODEL CURTAILING THE DELIVERY OF QUALITY EDUCATION.**

A policy is only as good as its implementation, theoretically, the EMO model is surely a big step forward by the ELD department of Sindh towards the fulfilment of the SDG 4 but in practicality, the grass looks a lot less green. The model is a new model and has only been in operation since the past 4 years, in this time the size of the intervention has increased on an exponential rate which has led to many issues being remained unsolved. Although the individual contracts of all the stakeholder with the Authority capture their respective scope of works there stills remains a perpetual variation in interpretation of these scope of work. It was observed that in many cases the EMO was reluctant to share their financial bids with the IE in the fear of further scrutiny during the quarterly evaluation period. There still remains a lack of coherence between the IE and IA, both the stakeholders work in isolation which has a direct impact on the quarterly report. In any case, the inadequate knowledge regarding the EMO’s obligation with regards to their financial bids has led the IE to award inaccurate marks to the EMO.

The qualitative KPI's set under the management contracts are subjective by nature this is major trouble for the IE while evaluating the EMO's performance. A prime example of this is the KPI # 7 which deals with health and hygiene practices. It is observed that the IE continuously shared their concerns regarding which parameters to judge the hygiene of the EMO-managed facilities. In many cases, the facilities are very much hygiene compared to the hygienic standards of rural Sindh but fall tremendously short when judged of urban standards. The contracts are silent on many of such matters causing problems in monitoring and evaluating EMO's performance. Although the EMO model transfers the management responsibility to the private party, in reality, the EMO is left at the mercy of the public sector.

The EMO's in Sindh enjoy effective facilitation from the public sector but only at the top tiers, once an EMO comes under a contract with the authority most of its interaction is now related to the district and sub-district officials. Lack of facilitation by the District Education Officers (DEO's) and the School Management Committees (SMC's) which works at the sub-district level is a major hurdle faced by the EMO's. In many cases, the DEO's have failed to stop or even curtail the transfer of public sector teacher which were handed over to the EMO's causing a drastic impact towards the qualitative and financial aspects of the EMO's operations. As per the contract between the ELD and the EMO's the SMC are obligated to facilitate and cooperate with the EMO's in many regards but have failed to do so. The PPP Node constitutionally being the focal office for all EMO related problems have failed to obligate the DEO's and SMC's in fulfilling their duties.

The EMO model theoretically takes a holistic approach towards addressing the problems with the education sector in Sindh, however, in reality, this is far from true. Neither the DEO's or the SMC's are taking in confidence before outsourcing any schools within their jurisdiction this is a major cause behind the rift between the EMO's and the local public sector officials (i.e. DEO's and SMC's). Furthermore, the school admission which is expected to be managed by the private party is also not taken into confidence prior to the intervention adding up to operational problems of the EMO's.

### **WAY FORWARD**

The EMO model is yet to move out of its adolescent stage. Although the model represents a maturity in thinking on behalf of the public sector of Sindh in how to utilize the PPP model in efforts to fulfil the obligation under the SDG 4, the model has only been operational for 4 years hence is still underdeveloped. In the 4 years of its operationally the EMO model has been implemented on a very large scale across the entire province of Sindh. The implementation of this model has brought credible educational organizations to serve the marginalized communities of the province which is a great achievement in itself. Prior to the implementation of this model the status of the public educational spectrum of Sindh was found to be very gloomy. The School Education and Literacy Department of Sindh initiated an exercise of conducting a Standardized Achievement Test (SAT) to evaluate the learning outcomes of grade V and VIII students in Sindh. To conduct this exercise the department employed the services of private academic institutions to ensure the monitoring is unbiased and objective in its finding. The exercise was conducted thrice since its inception. The results of this exercise can be used to understand the situation of Sindh's public education system. The results of the exercise are shown in the tables-04 and 05 below.

**Table-04 Average Score of grade V**

Subject	SAT	II-(2013-14)	SAT-III (2014-15)	SAT-IV (2015-16)
Language		30	32.81	33
Math		17	18.22	24
Science		18	15.26	24
Overall		21	22.1	27

[7]

**Table-05 Average Score of grade VIII**

Subject	SAT-II (2013-14)	SAT-III (2014-15)	SAT-IV (2015-16)
Language	37	40	37
Math	14	18	22
Science	17	17	24
Overall	23	25	28

[7]

As it can be seen through the tables 4 and 5 above over the course of three years there has been no significant improvement in the learning outcomes of the students in their respective grades. In such a situation one way to look at the EMO model would be to ignore all its shortcoming to acknowledge the fact that the model provides a platform for these reputable, technically and financially sound private partners to intervene in the public education spectrum of Sindh. However, this is not the objective of this study.

The fact that the model has been scaled on such vast demographical level within the province has brought about more problems than solutions. As highlighted in the above section the sheer un-alignment between the top tiers and the bottom tiers of the government with regards to the implementation of the EMO model has adversely affected the quality of the intervention. Rather than expanding the model, there is a dire need to mitigate the rift between the EMO and the local government structures that they have to deal with in order to make the model self-sustainable.

The value of money can always be justified with regards to social projects in developing countries due to the in competencies of the public sector. However, this low benchmark set by the public sector must not be used to compare the performance of the private sector when serving in the public sector. Such a comparison would lead to creating faulty results. It is imperative that the government of Sindh must revise the EMO model and the SEMO policy to incorporate the lessons learned from the 4 years of its operationally.

The PPP Node must make to ensure that there must be coherence between the IA and the IE and neither must be allowed to work in isolation to the other ensure better monitoring of the EMO. The KPI's must be standardized and the language of these KPI's must be made more specific so that variation between the interpretations of the KPI's can be removed. Moving forward the Education and Literacy Department of Sindh must not go into an active inertia and must look to improve the EMO model or to replace it with something more effective and efficient.

### POLICY RECOMMENDATION

- 1) A mechanism must be developed to involve the relevant local government stakeholders (i.e. the District Education Officer and the School Management Committee of the respective districts and sub-districts) prior to the initiation of the tendering process for an Education Management Organization.
- 2) Currently, the payments of the Independent Education Expert and the Independent Audit Expert are done by the Education Management Organization partners which is a conflict of interest and it provides the Education Management Organizations with leverage over the Independent Education Expert and the Independent Audit Expert. A new mechanism must be derived to solve this problem.
- 3) The government must take the responsibility of developing trust between the Education Management Organization and the local government stakeholders (i.e. the District Education Officer and the School Management Committee of the respective districts and sub-districts).
- 4) Revision must be done by the government with regards to the Sindh Education Management Organization Policy to incorporate the lessons learned.
- 5) Independent Education Expert and Independent Audit Expert must be synchronized in a manner which allows them to be aware of each other's activities while not overstepping into each other's role.

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