



## **Human Development and Youth in the Context of Educational**

---

*Public Private Partnership in Pakistan*

*Dr. Baela Jamil*

*November, 2014*

## CONTENTS

1.)	CONTEXT .....	4
1.1	Perforated Education System .....	4
1.2	Citizenship Fractured and Reclaimed .....	4
1.3	Poor Governance.....	5
2.)	BACKGROUND TO PPPs IN PAKISTAN .....	6
2.1	Definitions of PPPs .....	6
2.2	History of Education PPPs in Pakistan .....	7
2.3	Institutional Arrangements for PPPs.....	9
3.)	YOUTH LED PPPs.....	12
3.1	PPP Models Capitalizing on Youth .....	12
4.)	PPP TYPOLOGIES ENGAGING YOUTH .....	13
	Below provides a summary of typologies of PPPs engaging youth: .....	13
4.1	Genre I: Whole School Improvement Programs (WSIP).....	15
4.2	Genre II: Enabling Technologies for Learning and Social Capital .....	16
4.3	Genre III : Leadership, Citizenship and Heritage .....	17
4.4	Genre IV. Environment, Health and Hygiene /SRHR .....	18
4.5	Genre V: Sports and Children’s Literature Festivals (CLFs).....	18
4.6	Genre IV: Education Governance, Right to Education and Learning Accountability Initiatives	19
5.)	CHALLENGES & SOLUTIONS .....	19

### **Disclaimer**

*This paper has been developed by the external Contributing Author, Dr. Baela Jamil. The opinions, statements and advice contained within this paper do not necessarily represent those of the UN, UNDP nor NHDR.*

## **1.) CONTEXT**

Three major narratives inform this chapter viz. the perforated fabric of Pakistan’s education system; fractured citizenship and the state response to poor governance with public private partnership policies.

### **1.1 Perforated Education System**

The pyramid of education in Pakistan is sharp and thinly spread at the top with only 8 % of eligible population reaching college and tertiary education; 26% make it to grade tenth or matriculate (14-15 years), 38% to middle grades (11-13 years) and 68% to primary level (PSLMs 2012-13). In spite of the rhetoric of technical vocational education, only 2% of the age group has access to formal/technical education and training. As well documented annually by the ASER surveys, learning and quality remains hugely compromised with only 50% of grade V children barely competent in grade II level competencies of basic literacy and numeracy (ASER 2012; 2013; 2014). With GDP allocations of barely 2% year after year, clearly the education enterprise is not a serious one in Pakistan. Embedded in these deeply perforated learning, transition and investment gaps in education and livelihoods, are extreme exclusions exacerbated due to gender, geography, poverty and religion. Our youth, comprising 27% of the total population (aged 15- 29), have explored myriad paths for personal, social, economic, political and spiritual engagement. Demographically the numbers are staggering for the active education age groups up to 29 years of age, comprising almost 66% of the nearly 190 million population. Institutional access, equity and learning challenges in education have been well documented in other papers in this series for ready reference that convincingly corroborate the first narrative.

### **1.2 Citizenship Fractured and Reclaimed**

The vicious break-up of Pakistan in 1971 due to policies of persistent inequity, followed by nationalization, rise of populist Islamic Socialism under Zulfikar Ali Bhutto and the darkest decade of military rule under President Zia ul Haq up to 1988, created vicious ruptures for Pakistani citizens and youth in particular. Just as citizenship, voice and loyalty were the predominant values in 1947 for the new state, the post 1970 period marked a rapid dwindling of its core meaning. Citizenship is a legal term and carries two core concurrent meanings of ‘a state of being vested with rights, and privileges as well as duties and obligations’ (Collins 2012). Rights and duties are both positive and normative, steering towards vision, mission, capabilities and action at both individual and collective levels. At a personal level, as an active youth deeply engaged in experiencing the years 1970-1986, I cannot help but acknowledge an early recognition that the state was emaciating its citizens from values of democratic integrity, responsibility, engagement and truth seeking. The results of 1970 general elections were arbitrarily set aside and the country dismembered in 1971 at huge costs in terms of lives lost and psychologically maimed: of geography, history and economy. History was sacked from the syllabus and replaced by Pakistan Studies, the secular week purged, Ahmedis declared non-Muslims, and schools nationalized at a stroke by Bhutto. The mantle so well-crafted by a populist ideologue was impeccably usurped by Zia ul Haq, riding the “Islamic” wave of his predecessor as a praetorian dictator allowing the rapid rise of maktabas, madrassahs and controlled private sector’s re-entry in a fundamentalist all-embracing state, aligning curriculum, teaching, textbooks and society to

his extreme notions of ‘land of the pure’, where secular enquiry had lost all space. Active disconnections were being pushed by the state for over two decades forcing citizens to make non-rational imposed choices of the heart and the mind.

Since 1979, Pakistan and Afghanistan witnessed their profound conversion as the open battle ground for the cold war in the region where youths had to be conscripted, converted and catapulted to the hottest theatre of a bi-polar world of an ever dependent Pakistan. The youth paid a heavy price as an alienated citizenry legitimately lost in conversation about “whose state and whose society” and, inevitably withering rights and responsibilities.

In the post Zia period, since 1989, we have seen multiple tracks travelled by our youth, the good, bad and ugly; from enterprise to jihad, to organized crime, politics, music, media, fashion, technology, innovations and civil society activism and social good. The period of two and half decades up to 2014 can be characterized as opening of spaces in society for our youth in all arenas of life in an environment that has recorded extreme deterioration of governance resulting in poor indicators of well-being and a sense of little hope (British Council 2012). The youth has remained systematically marginalized in a country that superficially courted and quoted the demographic dividend for over a decade without commensurate strategic actions. There have been ad hoc experiments of wooing this constituency but without any sustained engagement at policy and institutional levels. In the 14 years (2000-2014), enrolment in higher education has gone up from 2.5% to 8%, illustrating a higher absorption capacity of secondary graduates. Youth remain potentially a powerful nucleus as partners and innovators in experiments of active citizenship, reclaiming their place in Pakistan by designing energetic initiatives in both public and private spaces. Examples of youth led organizations in the forefront of activism across education institutions at all levels are: CAYAAD- college of Youth Activism and Development; TtP- Teach for Pakistan; Injaaz Pakistan, Rabtt; CAP- Citizens’ Archives of Pakistan, BARGAD Organization for Youth Development ASER/ITA etc.

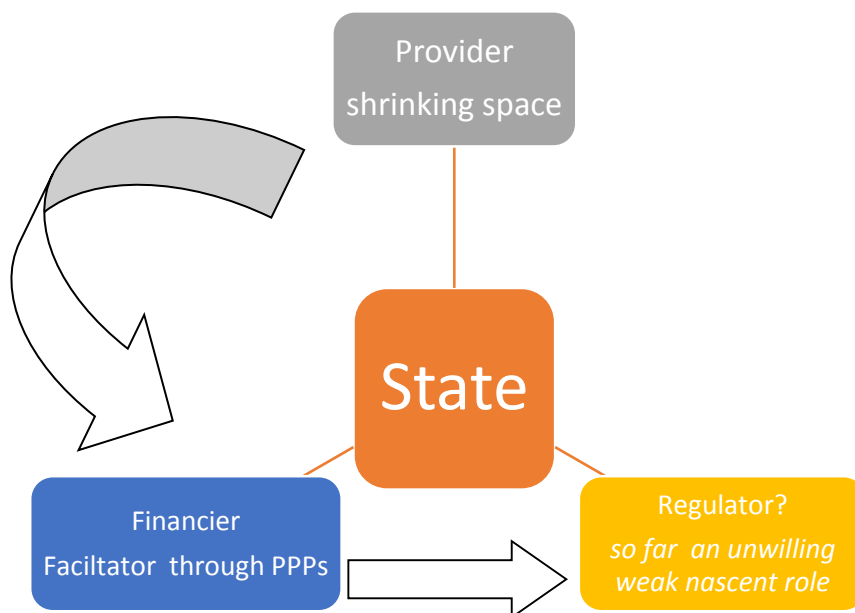
### **1.3 Poor Governance**

The government has been increasingly vocal in acknowledging openly about its inability to cope with human development challenges and its slippery slopes. Since the early 1990s, after Jomtien in 1990, during, the Social Action Plan (SAP) I & II covering the decade of the 90s and Poverty Reduction Strategy Paper (PRSP) 2000 - 2010, the state has been facing consistent challenges of governance marked by corruption, lack of transparency and accountability. The government’s inability to allocate and utilize necessary funds for human development has resulted in being off track to meet the MDGs (UNDP 2013, 2014) and its policy targets in social sectors (Ministry of P,D &R 2013) . Since 1990, Pakistan has established the Education Foundations as semi-autonomous institutions and other autonomous bodies such as rural support programs, Pakistan Poverty Alleviation Program (PPAF), and National Commission for Human Development (NCHD). They were established to reach out to communities in need through grant in aid to private sector partners for meeting access and equity gaps in education; experiment with communities through school management committees (SMCs) to create more ownership in government schools, and allow civil society groups to innovate through school improvements, teaching-learning processes, infrastructure, technology support and citizenship activism.

Since 2000 the government has boldly stepped forward to formally embrace public private partnerships in many sectors to make up for both resource and management constraints that link to the broader area of poor governance. The shifting position of public sector from being the sole provider,

financier and manager, to a financier, enabler and regulator has created new spaces to innovate and ideate by youth initiatives, both formally and informally. The rise of PPPs has also drawn sharp critiques of the state shedding its constitutional responsibilities towards its citizens and downsizing its core functions (Rose et. Al 2014; PERI 2014; Bo-Joe Brans 2011; Srivastava P. 2010; Bano, M. 2009 etc.)

**Diagram I: Shifting Role of the State 1990s-2014 from *Provider to Financier/Facilitator and Regulator***



The paper will elaborate on this shift specifically with respect to Public Private Partnerships (PPPs) in education enabling youth engagement. However, it is important to underscore that whilst we have seen examples of shifts from being the sole provider to financier and facilitator through PPPs in education and health, the state has been reluctant to take on the role as a regulator of partnerships. This may be due to capacity and governance challenges.

## 2.) BACKGROUND TO PPPS IN PAKISTAN

### 2.1 Definitions of Education PPPs

Public Private Partnerships in developing countries are often seen as a panacea for bridging governance and resource gaps to extend basic needs by the governments, whilst in developed countries PPPs have traditionally been associated as efficiency and effectiveness measures to minimize the state. They are formally defined as:

**“Any arrangement between a government and the private sector ((including CSOs) in which partially or traditionally public activities are performed by the private sector”**

(Savas 2000)

A PPP arrangement between the public sector and the private sector is aimed at creating value for money through:

- The joint realization of a public interest service or project;
- By a public sector and a private sector entity;
- With shared risk borne by both entities in the delivery of the public services; and
- Through a formal agreement and/or transaction (Jamil & Hassan for PDSSP 2008)

More loosely and aptly, PPPs are seen as an “umbrella notion” covering a broad range of agreements between public institutions and the private sector, aimed at operating public infrastructures or delivering public services (Education International 2009).

Meanwhile, the OECD definitions of PPPs 2006-2008 span the following definitions

- The transfer to the private sector of investment projects that traditionally have been executed or financed by the public sector (European Commission, 2003, cited in OECD, 2006)
- A generic term for the relationships formed between the private sector and public bodies often with the aim of introducing private sector resources and/or expertise in order to help provide and deliver public sector assets and services, and:
- A wide variety of working arrangements from loose, informal and strategic partnerships, to design-build-finance-and-operate (DFBO) type service contracts and formal joint venture companies (both from European Investment Bank, 2004; cited in OECD, 2008).

PPPs in developing countries are construed as a mix of procurement, philanthropic and good citizenship outreach effort. In its purest transactions, PPPs are mostly found in infrastructure programs but have been used extensively to extend services for education access, equity and quality through non-state partners. The most robust examples of PPPs in Pakistan especially have been those where procurement practices have been followed as per the Public Procurement Regulatory Authority (PPRA) rules 2004 by the Education Foundations to accelerate implementation of EFA goals agreed in Dakar (2000) in programs run by the Education Foundations (Baluchistan, Sindh, Punjab, NWFP & ICT). These PPPs have been for programs such as education vouchers, teacher training, assessments, competitions, establishing new schools, catch up programs and services in low cost private schools.

PPPs in public sector schools are partnerships on government and/or partner determined sites, negotiated by all parties for access and impact. To date in almost 99% cases, the government has not provided resources to the private sector groups for management and implementation of services and/or infrastructure for PPPs in government schools. In rare cases when there is a ‘personalized’ understanding negotiated, local governments have supported private partners (IRC Khairpur, CARE Lahore). However, these are one off cases that were not replicated.

PPPs may be initiated both by government and non-state actors, but have limits to sustainability.

## **2.2 History of Education PPPs in Pakistan**

The education policies in Pakistan since the late 1980s have traditionally evolved through a linear lens more focused towards primary education embedded in the EFA goals /MDG discourse, often at the expense of secondary and post-secondary education as is well reflected in our national indicators.

The Task Force on Education Sector Reforms established in 1999, to implement the National Education Policy (NEP) 1998 under the quasi-military government, agreed to split their mandate into two clear strands viz. a) Education Sector Reforms Action Plan 2001-2005/6 (MoE 2002) up to secondary level focused on access, quality, equity and innovations and, b) Improvement of Higher Education that subsequently established the Higher Education Commission (HEC) to double enrolment at tertiary level from 2.6% to 5% by 2006/7. The focus was on implementation of targets set within a sector wide approach ambitiously designed to shift attention and address the transition gaps. The Ministry of Education in 1999/2000 recognized the rapid mushrooming of private sector providers to over 36,000 schools (FBS 1999) and resolved to create a favorable policy climate for public private partnerships. The PPP guidelines/policy was devised to strategically incentivize partners to help meet the ambitious ESR Action Plan’s goals and targets. PPP was seen as an anchor strategy (MoE 2001/2 ; Bano 2009)

Following this formal shift, nascent PPPs that had emerged in the 1990s began to be recognized more openly as part of official state narrative. The government was not to be seen as the sole provider as was perceived during nationalization (1970s), but also as a facilitator, financier and enabler. By the time the National Education Policy 2009 (MoE, 2009) was finalized, PPPs led initiatives were already mainstreamed into the education system of Pakistan under the governance chapter (NEP 2009) with key policy actions.

<b>Policy Actions for Enhancing Public Private Partnerships- National Education Policy 2009</b>	
<b>Policy Action 1</b>	Mapping of information on private sector presence
<b>Policy Action 2</b>	Transparent and clear procedures shall be initiated in the education sector to allow utilization of private sector inputs. Systems shall be developed through involvement of all stakeholders...keeping in view Ministry’s document “Public Private Partnerships in Pakistan’s Education Sector”.
<b>Policy Action 3</b>	Provincial Governments shall encourage private education at the school level as an additional option to those who can afford such education...Governments shall encourage public sector to draw benefit from the private sector.
<b>Policy Action 4</b>	A common curricular framework in general.. professional education shall be applied to educational institutions in both public and private sector;...bring (them) in harmony through common standards.. and regulatory regimes.
<b>Policy Action 5</b>	Where already a private school exists with additional admission space, the children shall be accommodated through public financing and the public sector ...shall either be developed in separate vicinity or for different levels; private sector ..shall be provided permission on a need cum quality basis.
<b>Policy Action 6</b>	The students of Madrassahs shall be brought at par with the students of formal public secondary schools through the introduction of formal subjects.
<b>Policy Action 7</b>	Regulation of private sector and reinvigoration of regulatory bodies for establishing and regulating private sector institutions.
<b>Policy Action 8</b>	Provincial and Area governments to build capacity of the regulators
<b>Policy Action 9</b>	Non-profit educational institutions should be provided tax incentives.

Source: National Education Policy, 2009, p. 26

The NEP 2009 provided comprehensive policy and action space across the sector which needed institutional and legal systems to operationalize the PPP agenda.

### ***Education Sector Plans and PPPs 2014-2018***



The strategic framework of each education sector plan developed in all provinces has integrated strategies of PPPs. The Punjab School Education Sector Plan (PSESP) 2014-18, underscores the need to scale up public private partnerships and to develop minimum uniform standards applicable to all sectors. The Sindh Education Sector Plan (SESP) 2014-2018 goes a step further in creating an expanding space for public private partnerships for improved management and innovations as a cross cutting area across all sub-sectors in all its key components of SESP.

Both Sindh and Punjab have PPP Acts since 2010 with a clear infrastructure bias that needed to be amended for including services upfront as part of the core definitions. The Sindh Public Private Partnership (Amendment) Ordinance 2014 states the key amendments as follows:

2. (I) for clause (x) the following shall be substituted:-

“(x) “Public Private Partnership Agreements” mean and include all arrangements and agreements in writing executed between Government and private party for the purpose of providing public infrastructure, community facilities and related services;”;

2. (II) after clause (z) the following new clause shall be inserted: -

“(z-1) “Services” means any of the professional activities concerning imparting of public benefits in publicly owned institution or facility or the objective ancillary thereof;<sup>1</sup>

This major development provides a legal cover to PPPs, opening possibilities for innovations to be financed by the government for sustainable PPPs.

### **2.3 Institutional Arrangements for PPPs**

Over the past two decades there have been a range of PPPs that have evolved in education and a majority with youth engagement; some of them have been initiated and /or supported by the government, semi/ and autonomous bodies; CSOs, corporate sector, INGOs and donor agencies. The latter have become more supportive knowing that such initiatives are now part of mainstream sector plans and will help to meet provisions under 25 A or right to education.

The typology of PPPs in education and school improvement includes the following key actors:

- Government
- Semi-Autonomous and Autonomous bodies (Ed Foundations; RSPs; PPAF; NCHD)
- Civil Society Organizations – often Youth Led and youth mobilized
- Corporate Sector through CSOs/autonomous bodies/ donors/directly
- INGOs and Donors

The areas of engagement that have been particularly youth led are as follows:

---

<sup>1</sup> <http://www.lawdepartment.gos.pk/NewsDetail.aspx?NewsID=NID-000167> and notification

Figure II. Innovative PPPs in Education and Economy through Youth Engagement

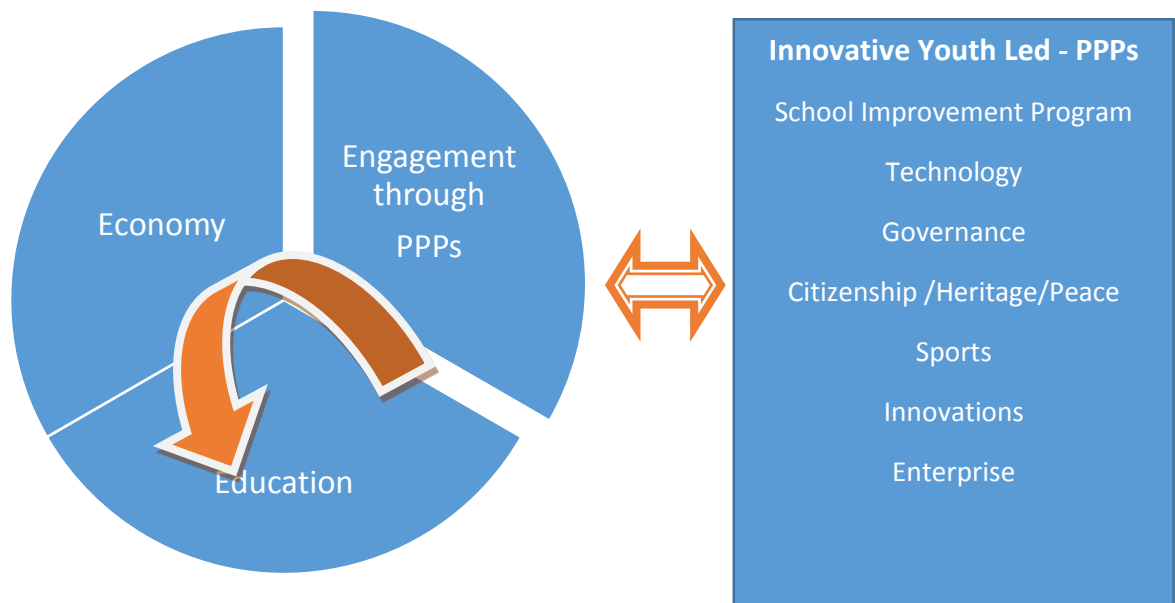


Figure II presents a range of intervention/engagement possibilities under PPPs. The evolution of these partnerships straddles the heart of the three major pillars of this report, comprising Education, Economy and Engagement. The engagement in education through partnerships particularly in public sector spaces informs the reconnection of youth to practical experiences in positive and normative citizenship in Pakistan to be sustained in several cases through various attempts to ideate and innovate through successful social enterprise

### Chronology of Youth Involvement in PPPs for Education Improvement 1980s – 2015



The last 15 years have spurred formalization of PPPs in national/provincial policies and frameworks. This has given encouragement to all partners including youth led groups that could create niches of engagement in the public education sector, ranging from intensive small scale work (Teach for Pakistan) to large scale nationwide efforts for learning accountability (ASER) and popularizing technologies in learning (iEARN; Tele taleem; Telenor; interactive radio etc.) . Some of these groups range from large NGOs such as ITA, SCSPEB, CARE Foundation, NRSP and IRC who have been working with models of school improvement primarily in public sector schools; many others have focused on school improvement and ICT based partnerships such as active citizenship in schools; digital learning; citizens’ accountability learning initiatives and several incubators supported by ILM Ideas and British Council Active Citizens program; Right to Play; Teach for Pakistan, Aman Sports for transforming learning as a right, enabling children and youth in Pakistan<sup>2</sup> etc.

Many NGOs, INGOs and semi-autonomous bodies have established successful PPP models to improve the education landscape of Pakistan with and through youth population of the country.

<sup>2</sup> <http://ilm-ideas.com/>

### **3.) YOUTH LED PPPS**

#### **3.1 PPP Models Capitalizing on Youth**

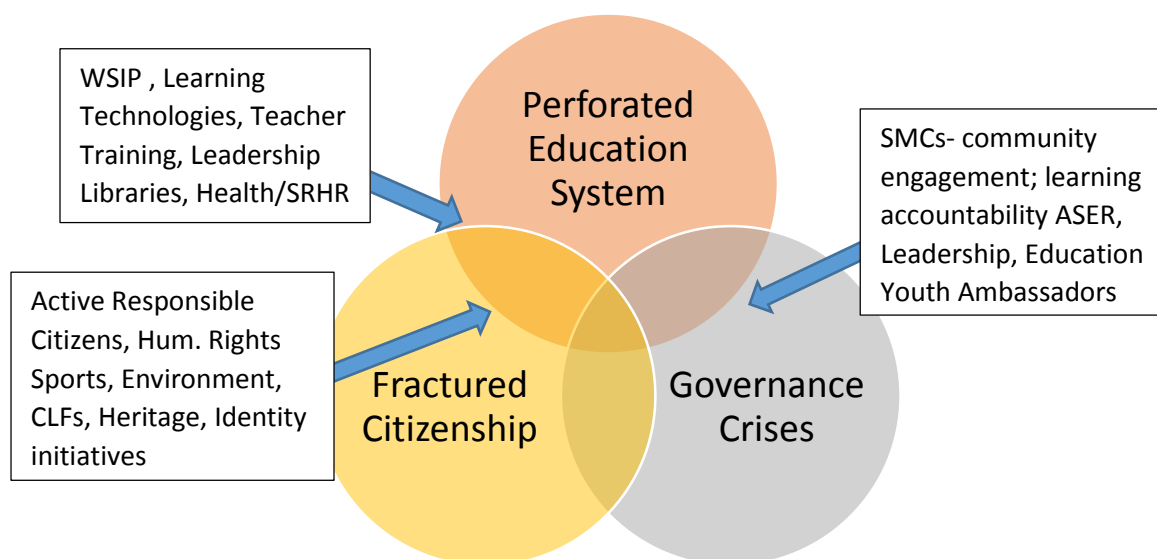
Since 2000 successful examples of youth led /engaged PPPs have been growing in number and categories of interventions. These are: whole school improvement programs (WSIP), enrichment or summer schools, sports programs in public sector schools; technology ICT focused initiatives; teacher and leadership training programs in non-elite private and government schools; active citizenship initiatives that combine ICTs/heritage/democratic practices; life skills based education (LSBE); community learning centers in government schools; content supplementary materials development, library/reading outreach; TVET in public sector schools and capacity building for education departments. Some of these may be youth led and mobilized for interventions, whilst others are implemented by mobilizing youth.

The Pakistani youth has become increasingly aspirational as ‘change makers’ demonstrating that ‘change’ is possible for human and institutional development, democratic participation in reclaiming fundamental rights and equity through quality education. They have sought and been mobilized for active engagement in multiple education spaces.

In spite of mixed narratives on ‘open or closed’ society, conflict, radicalization and shrinking space for progressive ideas, the two general elections (2008, 2013) have produced a proactive youth profile as a valuable democratic constituency.

The three concurrent narratives of a perforated education system that excludes many, fractured citizenship and crises of governance and participation have largely informed youth led PPPs in education. The resultant PPPs have been innovative, leveraging unique forms of energy for creating social capital, promising trends as active citizens, young leaders, practitioners in interactive learning and social mobilization at multiple levels. They have worked on the ground, with evidence and energy, mobilizing schools, universities, teachers and students to help transform classrooms, institutions, attitudes, approaches to learning and mind sets.

**Figure: 3 –PPP addressing the three Narratives in Education-Expand Spaces for Education Opportunities, Create Citizenship, Identity and Participatory Governance**



Youth engagement programs through PPPs are characterized by multiple interventions. Each program has a formal MoU with public sector targeting access, equity, quality and governance. However, the PPPs with education departments are mostly one sided formal arrangements, allowing access to test innovations in public sector schools, but where finances are mobilized only from the private partner for the initiatives they wish to undertake. The only exception has been the six Education Foundations in Pakistan, which may be termed as true PPPs. In such types of PPP models; resources, risks and outcomes are shared in a cost effective manner through formal procurement, following PPRA rules, to mobilize partners formally. These partnerships ensure better outcomes at lower costs than those incurred by the government.

#### 4.) PPP TYPOLOGIES ENGAGING YOUTH

Below provides a summary of typologies of PPPs engaging youth:

Govt./Low Cost Private Schools/ Colleges	Interventions	Institutions mobilizing Youth for Lead Interventions
Whole School Improvement Programs (WSIP)	Changing School Culture; mentoring; teacher training, para teachers; learning materials, libraries; leadership for change; enrichment programs; attitudes and practices; infrastructure  <u>Level:</u> ECE, Primary, Middle to Secondary education	Teach For Pakistan; Idara-e-Taleem-o-Aagahi (ITA) CARE Foundation, Tareen Education Foundation; Indus Resource Centre (IRC); Sindh Education Foundation and partners; Rural Support Programs (RSPs); Society for Community Strengthening and Promotion of Education (SCSPEB); Alif Laila Book Bus Society ALBBS - Karachi

		School of leadership (KSOL)
<b>Technologies for learning</b>	Lesson plans; teacher training, online, project based and blended learning; student exchange programs- tech based- taleemi melas/ education festivals  <u>Level:</u> Primary- Secondary	All of the above and Ilm on Wheels; Telenor Youth outreach for Khan Academy; British Council ; iEARN – Ilm Ideas partners
<b>Citizenship /Heritage/ Peace, Human Rights</b>	Active Citizens, Engaging with local contexts and heritage, human rights; peace, tolerance and youth mobilization  <u>Level:</u> Schools/Universities both public and private	Rabtt; Citizens Archives of Pakistan (CAP); Council through partners – CAYAAD, Democratic Citizens for Human Development (DCHD) BARGAD
<b>Environment /Health and Hygiene ; Sexual and Reproductive Health Rights (SRHR)</b>	Understanding environmental preservation; hand washing; latrines; sexual and reproductive health rights  <u>Level:</u> Primary & Secondary	UNILEVER – lifesaver Rutgers WPF; many local/national NGO partners with a youth focus
<b>Sports, Play Teachers’ Literature/Children’s Festivals</b>	Sports activities; mentorship life skills  15 strands on creativity; Outreach tours <u>Level:</u> ECE to Tertiary level	Right to Play; AMAN Sports, British Council “Dosti” and its partners; Children’s & Teachers’ Literature Festival (CLF/TLF) Bargad; I am Karachi
<b>Governance and accountability</b>	SMCs, evidence based school improvement; policy influence ASER learning accountability initiative and Education Youth Ambassadors working with schools <u>Level:</u> ECE- to High School	ITA, National Commission for Human Development; DCHD, IRC, SEF; NRSP; Leadership for Environment and Development (LEAD)

Selected profiles/ success stories are shared below describing the work undertaken by youth driven PPPs in the education sector creating impressive impact on communities, children, youth and key education indicators in defined geographies and entities. Some may have global affiliations to worldwide initiatives whilst others may be indigenously crafted. These programs offer tremendous potential for large scale PPPs that can only be sustained through government effort and two way partnerships with resource sharing.

## 4.1 Genre I: Whole School Improvement Programs (WSIP)

### *Quality for Equity*

Emanating from a concern that every child deserves quality education as an entitlement, Teach for Pakistan ([www.iteachforpakistan.org/](http://www.iteachforpakistan.org/)) is a unique global and local movement targeting outstanding fresh university graduates who commit to two years to transform academic outcomes and life paths of students in mostly government and private under-resourced schools. TFP began in Pakistan in 2009. It crafts “Fellows” out of graduates from the best universities in Pakistan and abroad. They are placed for two years in low performing schools. The two-year placement as a Fellow in a school through an intensive hands on approach creates many young leaders in the schools and also catapults them into lifelong leaders for educational equity. To date, 49 Alumni have completed the Fellowship, and 71 current Fellows are impacting over 7000 students as multipliers in 28 public and private schools in Karachi and Lahore. The fellows become creators of unique and inspired social capital generating pathways for, changing attitudes, culture of schools, human resource development and social enterprise.

Zohra Nasir a TFP fellow and recent alumni in a govt. school in Karachi writes:

*“We, as individuals need to take charge of the change we want to see...During my time with Teach for Pakistan I had the chance to work with a number of people who believed what we were seeing all around us was wrong, and that we were the ones who could change it...We got into the classrooms and out into the communities, connecting with students, families, and educators and attempting to the best of our abilities to give the students an education worth their potential...Despite the odds, we saw massive changes in two short years.... Change is possible, and if we take ownership of it, it’s probable. And that’s when we’ll be able to say, “That won’t happen. Not to this girl.”*

Alumni of TFP become sought after students, employees and citizens at renowned institutions in Pakistan and abroad.

### *Win-Win Models of Change*

Organizations such as Idara-e-Taleem-o-Aagahi (ITA), CARE Foundation, Indus Resource Centre (IRC) Tareen Foundation; Pakistan Education Network (PEN), National Rural Support Program (NRSP), Alif Laila Book Bus Society (ALBBS) have focused on transforming public sector schools through a whole school improvement program (WSIP), mobilizing youth for implementation. The programs engage in rigorous four to six step improvement models from: “assessment, to mobilization to implementation of change, sustained change over time and exit”. These partnerships are specifically undertaken through a formal PPP MOU vetted by the law department of the government, or through the Sindh Education Foundation (SEF) in the case of Sindh. SEF pioneered the ‘adopt a school’ program in 1997 as a call to citizens’ action for improving run down government schools. The outreach to schools is undertaken through young teams who rigorously undertake school assessments/baselines that can be tracked through a series of interventions (soft and hard). SIP is a win-win program in terms of access and quality; enrolment metrics to curb drop out, repeaters leading to improved learning and facilities and provision of additional staff to offset shortages. Youth engaged in school transformation learn the power of working at grass roots level, generate evidence and effect change.

The British Council led a pioneering series of studies called the “next generation series 2009; 2013 and 2014’, profiling youth and its myriad challenges in Pakistan. This engagement has crafted and informed ongoing and new innovative programs in school improvement, active citizenship, school to school links and social action program (SAP) through local institutions with a heavy youth profile. The program has generated support for over 30 youth led partner organizations across 80 districts, such as College of Youth Activism and Development (CYAAD), Karachi School of Leadership (KSOL); Trust for Development Services and Practices (IDSP); Sudhaar; YES Pakistan; etc.

#### **4.2 Genre II: Enabling Technologies for Learning and Social Capital**

This genre of PPPs was started by youth led organizations since 1999-2000 who boldly set forth to initiate enabling learning technologies for students and teachers. As public sector was keen to integrate ICTs in schools but with little skill, it supported such initiatives. The Society for International Education (SIE) as a non-profit NGO linked through global partnerships to successfully implementing ICT based educational programs for students and teachers in public and private schools. SIE integrated 21<sup>st</sup> century technologies, and best practices in K-12 educational programs through the International Education and Resource Network-iEARN and Youth Engagement Services – YES Network<sup>3</sup>, project based learning is the key method for investigating issues and creating social impact at personal and collective levels through online collaborative projects spanning media and technology, culture, journalism and photojournalism. Both iEARN and YES Network have introduced and institutionalized concepts of youth service, learning and youth social entrepreneurship in the country. To date over 200,000 youth have been mobilized in over 1000 schools and teachers across Pakistan.

Teletaleem is another venture in ICTs that seeks to empower schools/students and faculty through digital media and ICTs. Ilm on Wheels<sup>4</sup> is an initiative by TeleTaleem, as a social enterprise for innovative learning solutions. TeleTaleem is leveraging Advanced Learning Technologies and crowd sourced assessment systems to improve quality of education for children and teachers alike. Using a mobile satellite-enabled Van to provide ICT enabled learning services for teachers, students and their assessment. The mobile Van, or *School Garee* delivers exciting and engaging learning practices and content not previously available to students and youth. It is engaged in tracking and supporting learning in specific subject areas for both public and private schools. TeleTaleem’s initiatives including T2 School is an e-outreach program working in large number of public sector schools, led by young teams across Pakistan, including Gilgit-Baltistan.

“My experience of using wiki assessment system was good. I am a regular user of internet so system usage was not difficult for me. Question making was straight forward. .. The System is very useful and should be implemented on larger scale.” Bakht Zamaan, Primary School Teacher, Government Primary School ASC, Nowshera Cantt<sup>5</sup>.

Connecting Classrooms is a global education initiative developed by the British Council that helps young students learn about global issues. It has penetrated public sector schools with the help of youth led CSOs to undertake “joint curriculum projects, developing skills in teamwork, critical thinking, and acquiring a global outlook”. “Schools Online” provides a web space and online support for schools to link with other schools from across the world and undertake 1-year long equitable partnership with other schools, which involve exchange visits. The program has increased young students' engagement

---

<sup>3</sup> <http://www.yesnetworkpakistan.org/>

<sup>4</sup> [http://www.teletaleem.com/ilm\\_on\\_wheels.php](http://www.teletaleem.com/ilm_on_wheels.php)

<sup>5</sup> Retrieved from [http://www.teletaleem.com/case\\_studies.php](http://www.teletaleem.com/case_studies.php)



in their learning about curriculum subjects and other societies, equipping students for career advancement and facilitating responsible citizenship<sup>6</sup>.

Linked to the Active Citizens program of the British Council, connecting classrooms since 2006 has reached out to students and teachers with peers in the UK and 50 other countries throughout Africa, Asia and the America. The main areas of focus is partnerships, teaching improvement for the 21<sup>st</sup> century; policy engagement and leadership.<sup>7</sup>

Although not necessarily youth led but the INTEL/Microsoft collaboration from 2002-2014 with public sector schools have trained over 200,000 young and old teachers (middle/secondary) in IT skills and project based learning. This is a good base to build on.

### 4.3 Genre III: Leadership, Citizenship and Heritage

To address fractured citizenship, sluggish notions of heritage and identity, several programs have taken upon themselves to create leaders who will embrace change and the need for reclaiming responsible citizenship. These organizations have reached out to government and low cost private schools.

Active Citizens program of the British Council “links civil society, community leaders and youth networks in Pakistan and abroad to deepen trust and understanding within and between communities.” The program supports capacity building, youth led IT enabled social action projects, policy dialogues with development networks both international and national. The program has generated support for over 30 youth led organizations such as College of Youth Activism and Development (CYAAD), Karachi School of Leadership (KSOL); Trust for Development Services and Practices (IDSP); Sudhaar; YES Pakistan; etc.

Rabtt Development Organization<sup>8</sup> began as an indigenous response to challenges of citizenship and failed education systems led by youth who seek to find creative outlets for self-expression, independent thinking. The focus of Rabtt is to bring together students and mentors across all classes of society to explore future possibilities. Rabtt works through a ‘volunteerism’ concept for a year-long engagement with government and low cost /non elite schools. It explores possibilities for the future. Students are trained as young leaders, who can engage in public speaking, educational trips, activity based learning and citizenship workshops.

Meanwhile, the Karachi School of Leadership (KSoL-[sol.edu.pk/](http://sol.edu.pk/)) provides a creative platform for young individuals and public sector principals/leaders to discover and utilize their capabilities. The KSOL develops leadership skills in young adults, and also strengthens capacity of education and enterprise to become more effective and inspiring. *Nucleus*<sup>9</sup> and *Karachi Youth Support Network*<sup>10</sup> (KYSN) are the two most popular initiatives by KSoL through which it complements mainstream education by offering young students personal and professional development programs.

---

<sup>6</sup>See more at:

<http://www.educationinnovations.org/program/connecting-classrooms-school-partnerships#sthash.puxUEFay.dpuf>

<sup>7</sup> <http://schoolsonline.britishcouncil.org>

<sup>8</sup> <http://rabtt.org/home/work/project-3/>

<sup>9</sup>See more at <http://sol.edu.pk/portfolio/nucleus/>

<sup>10</sup> See more at <http://sol.edu.pk/portfolio/karachi-youth-support-network/>

Citizens Archives of Pakistan (CAP) is a youth led NGO, focused on cultural and historic preservation, seeking to create awareness about the nation’s history and heritage. CAP undertakes workshop sessions in government schools as dialogues on national identity as well as support to educational programs, developing educational products and testimonies.

BARGAD is a large youth led and youth focused organization working for youth development in Pakistan at college and tertiary level. With a vast volunteer base, BARGAD’s projects have been collaborated by more than 54 public and private universities. Headquartered in Gujranwala, it has organized and hosted the University Vice Chancellors’ conference at the national level and has been instrumental in finalizing Youth Policies at the national and provincial levels.

#### **4.4 Genre IV: Environment, Health and Hygiene /SRHR**

Corporates, INGOs and other institutions in collaboration with CSOs have been leading this effort in health and environment. Under Unilever’s Lifesaver program each year almost 1500-3000 schools are mobilized equally from government and private sectors to spread the key messages for health and hygiene through the ‘lifesaver’ program, through ITA and other organizations. In Punjab, where posts of health and nutrition supervisors have been created by the health department to undertake a school health program, in rural areas, these PPPs are seen to be very useful for reinforcing key messages. Other more critical but controversial programs such as sexual and reproductive health rights (SRHR) are only just beginning to be launched in public sector schools through PPPs led by CSOs. Both programs are youth led and implemented across Pakistan.

#### **4.5 Genre V: Sports and Children’s Literature Festivals (CLFs)**

Improving schools, reclaiming identities and history requires motivation and confidence to express and learn through multiple outlets. Recognizing the marginalization of sports in public and even private schools, organizations such as Right to Play, Aman Sports and the British Council ‘dosti’ /friendship have become active in primary and secondary schools by providing opportunities for play and sports as essential learning, healing and transformative. These programs go beyond play, encouraging behavior and attitudinal change. The activities are designed to extend to life skills, counselling, health, hygiene and functioning, teaching as fun and play for peace, tolerance and respecting diversity.

Both Aman Sports<sup>11</sup> and the British Council use national and local resources as well as expertise beyond Pakistan to build capacity of partners and participants in integrated development. Dosti enjoys “extensive patronage from the Government of Sindh’s Departments of Sports, Education and Youth. Law Enforcing agencies like the Home Department, City Police, City Administration (Commissioner), Citizens-Police Liaison Committee, Committee for Monitoring and Improvement of Schools and the Federation of Pakistan Chambers of Commerce and Industry. Sports for excellence and peace are also integrated in Dosti working with many partners associated with the program.

The Children’s Literature Festival (CLF) began in 2011 in collaboration with many partners and Open Societies Foundation (OSF) through formal MOUs with public sector institutions for hosting 2-3 days festivals. In three years 15 festivals have been held across all provinces and selected districts across Pakistan with over 300,000 children (3-18) attending CLFs as an ‘equalizer’. Founded by Idara-e-

---

<sup>11</sup> <http://www.theamanfoundation.org/education/amansports/>

Taleem-O-Aagahi (ITA), CLF is now cited as a social movement to transform low learning levels, obsession with textbooks and tests and oppressive school cultures.

#### **4.6 Genre IV: Education Governance, Right to Education and Learning Accountability Initiatives**

Education governance is one of the greatest and most urgent challenges in Pakistan. Whilst the government has been taking some measures to address this dimension through empowering School Management Committees (SMCs), bi-monthly stocktaking (Punjab), sharing information through websites etc. The citizens of the country have gone a step ahead to engage with accountability and transparency. Two examples of youth-led activism for governance are shared below.

The Annual Status of Education Report (ASER) Pakistan has been released each year since 2009/10 completed by the zealous teams in 16 weeks from the date of survey to the launch of the national report. It is the largest nationwide citizen-led accountability initiative on children’s learning aged 5-16 years. 10,000 volunteers, of which almost 90% comprise youth, collect and disseminate ASER data on learning levels across Pakistan. Although it is not a formal PPP as yet, it takes on board public sector teams inclusively from tool making to dissemination as a consultative process. The ASER report generates knowledge and action products; national, provincial and district report cards; thematic policy reports; posters; high quality infographics; ASER village baithaks (gatherings); ASER teacher baithaks and now ASER political constituency report cards to generate action. Fiercely independent, it has the potential of being adopted as a powerful governance instrument through a formal PPP.

The energy of ASER has been leveraged to 500 Education Youth Ambassadors (EYAs) program aged 18-29 years of age, from FATA to Sindh.<sup>12</sup> The EYA initiative uses ASER data for the right to education and out of school children debates and action. EYAs generate voices for accountability, skilled in understanding ASER data and toolkits on MDGs/Sustainable Development Goals and themes such as ending child marriages, child labor, ending terrorism etc. EYAs are actively engaged in schools under attack; holding peace jirgas/councils with citizens; opening closed schools in remote areas; environmental education and climate change; demanding evidence based action to arrest falling learning levels by citizens and government and monitoring school facilities and attendance of teachers and students.

ASER and EYA are examples of contemporary education governance fuelled by youth energy, presenting linkages with coalitions, organizations and initiatives, viz. Pakistan Coalition for Education (PCE), Alif Ailaan, ILM Ideas and Child Rights Movement (CRM), BARGAD, Active Citizens, etc.

### **5.) CHALLENGES & SOLUTIONS**

Almost all the initiatives cited above across genres are PPPs that are voluntary, mobilized through philanthropy, corporates and donors and are rarely illustrative of public sector sharing its core resources with the private entity to meet common goals. In this form of PPPs, the interested parties approach the government departments with proposed support areas and a formal MoU is finalized clarifying the duration, purpose, set of interventions, review and a conflict and mitigation or exit

---

<sup>12</sup> <http://rtepakistan.org/education-youth-ambassadors/>

clause. Whilst the government continues to provide support for its own faculty/staff, usual school improvement schemes and/or school management committees (SMC) or other non-salary funds, there is no transfer of funds for the value addition interventions being undertaken by the private partner. As long as the private partner continues to generate resources these initiatives may be sustained but there is very little element of core business for the public sector in this partnership under the current arrangements. Sadly when the resources, projects or donations come to an end, so does the initiative, leaving youth cynical both about sustainability of improvement and effort.

These models of youth led/engaged public private partnerships in education do promise innovative approaches to tackle quality education, citizenship and governance challenges in many powerful ways. The question is are these ‘do good’ initiatives driven by a great deal of passion and commitment lead to the much needed change in the sector? To what extent do we see potential for them to be mainstreamed in the public sector set-up? There are a number of challenges undermining the rich public private partnerships in education in Pakistan:

- Pseudo Legal Agreements; in the event of violations, litigation is often not feasible, nor desirable
- After the passage of 18<sup>th</sup> Amendment, education is a devolved subject in policy and program implementation; PPP models depend upon the capacity and comprehension of the provincial and/or district governments. .
  - Low institutional capacity for PPPs and support by the public sector
  - PPPs and devolution: Local politics & political-bureaucratic tensions – particularly across provincial and local governments must be resolved.
- Low culture of evidence based policies to influence PPPs for human development
- PPPs tend to be inputs rather than outcomes driven

3Ps although driven by the public sector in policy and operational programs, continue to be undermined by a persistent lack of trust, shifting education and political scenarios and likely to remain under stress due to unprecedented militancy, conflict, political and economic crises in Pakistan. The challenge of partnerships is epitomized by a recurrent phrase: “partnerships on whose terms and whose resources?” The latter is more defining for the former, as public resources tend to be evasive for education, quality learning, critical thinking and citizenship.

The three pillared proposition informing this chapter at the outset regarding a weak education system with little learning and transition opportunities, fractured citizenship and heritage and poor governance has been countered by formidable youth led and energized PPPs. These are across several converging genres of school improvement; technologies, citizenship and leadership, sports, festivals, health/environment and governance. However, at best they may remain a ‘fringe’ phenomenon. This may lead to the whittling away of initiatives if not addressed comprehensively through the recently amended PPP law in Sindh 2014. The amendment to the law must be used as a test case for the Sindh based PPPs to check if the amendment works to cover both infrastructure and services. This would be transformative as increasingly youth initiatives work best when they are opportunities for changing education through engagement and enterprise or perhaps social enterprise through outcomes based government procurement options for PPPs.

The range of showcase programs by youth in education and many public sector spaces offer tremendous synergistic potential. The Post 2015 global development agenda (Sustainable Development Goals and Muscat Agreement) offer strategic spaces for lively youth engagement from ECE to tertiary education, decent work, TVET as a lifelong learning trajectory for the most marginalized. The government needs to actively explore youth engaged PPPs across all sub sectors of

education to meet poverty reduction, education and learning, health, environment, climate change, urbanization and gender targets. Enabling conditions must be provided to the youth to perform their role as accelerators of reforms. The role of 'partners' ( private sector, philanthropists, communities and civil society organizations) in actively supporting the delivery of public goods through non-state provision and/or direct support to public sector facilities for improved social sector services must be further streamlined. Initiatives and reforms must be backed by concrete, timely and legal resource transfers. The Amended Sindh Public Private Partnership Act, 2014 which includes services and infrastructure provides legal cover for the two way sharing of resources. Formal youth led partnerships present a new social contract between 21<sup>st</sup> century youth and the state, as a sustainable contract reaping the youth dividend for human development and well-being!

## BIBLIOGRAPHY

Education Sector Reforms Action Plan 2001-02 - 2005-06. (2004). Retrieved from <http://planipolis.iiep.unesco.org/upload/Pakistan/Pakistan%20Education%20Sector%20Reform%2002-2006.pdf>.

Active Citizens Social Action Protection Guide. British Council (2014) (pp. 2-38). Pakistan. Retrieved from [http://www.britishcouncil.pk/sites/britishcouncil.pk/files/gr-0156-14\\_sap\\_guide\\_finalhh\\_part1.pdf](http://www.britishcouncil.pk/sites/britishcouncil.pk/files/gr-0156-14_sap_guide_finalhh_part1.pdf)

Aserpakistan.org, (2014). ASER Pakistan. Retrieved 31 December 2014, from <http://www.aserpakistan.org/index.php?func=report>

Collins English Dictionary. (2012). the definition of citizenship. Retrieved 31 December 2014, from <http://dictionary.reference.com/browse/citizenship>

Education International (2009). Public Private Partnerships in Education. Retrieved December 31, 2014; <http://download.eiie.org/docs/IRISDocuments/Research%20Website%20Documents/2009-00086-01-E.pdf>

Global Agenda Council on Demographic Dividend 2014-2016 | World Economic Forum,. (2014). Global Agenda Council on Demographic Dividend 2014-2016. Retrieved 31 December 2014, from <http://www.weforum.org/content/global-agenda-council-demographic-dividend-2014-2016>

Government of Pakistan (GoP). 2000. Census of Private Educational Institutions in Pakistan 1999-2000, <http://www.statpak.gov.pk/depts/fbs/statistics/peip1999-2000/peip2000.html> (accessed in March 2007).

KP Youth Policy. Kpyouthpolicy.pk (2012) Retrieved 31 December 2014, from <http://kpyouthpolicy.pk/media.html>

Ministry of Education (2004) b. Public Private Partnerships in the Education Sector: Education Sector Reforms Action Plan 2001-2005— Policy, Options, Incentive Package and Recommendations. Islamabad: Ministry of Education, Govt. of Pakistan.

Ministry of Finance (2009) Poverty Reduction Strategy Paper. finance.gov.pk (2009). Retrieved 31 December 2014, from <http://www.finance.gov.pk/poverty/PRSP-II.pdf>

Ministry of Finance, Government of Pakistan. (2010) (p. 50). Islamabad. Retrieved 31 December 2014, from [http://www.pakp.gov.pk/UserFiles/8.%207th%20National%20Finance%20Commission\(1\).docx](http://www.pakp.gov.pk/UserFiles/8.%207th%20National%20Finance%20Commission(1).docx)

Ministry of Planning, Development and Reforms (2014) Annual Plan 2014-15; “ Youth .. Retrieved 31 December 2014 from <http://pc.gov.pk/annual%20plans/2014-15/15-Youth%20Empowerment-nn.pdf>

Ministry of Planning, Development and Reforms (2013) Pakistan Millennium Development Goals Report; Retrieved December 31, 2014 e<http://pc.gov.pk/PMDGR-2013/Paskistan%20MDGR2013.pdf>

NATIONAL EDUCATION POLICY 2009. (2009) (1st ed., p. 26). Islamabad. Retrieved from <http://unesco.org.pk/education/teachereducation/files/National%20Education%20Policy.pdf>.

National Youth Policy. [moya.gov.pk](http://www.moya.gov.pk), (2008). Retrieved 31 December 2014, from [http://www.moya.gov.pk/national\\_youth\\_policy.html](http://www.moya.gov.pk/national_youth_policy.html)

PAKISTAN VISION 2025. (2014) (pp. 7-99). Islamabad. Retrieved from <http://pakistan2025.org/wp-content/uploads/2014/08/Pakistan-Vision-2025.pdf>.

Pakistan Social And Living Standards Measurement Survey (PSLM) 2012-13 Provincial / District | Pakistan Bureau of Statistics. [Pbs.gov.pk](http://www.pbs.gov.pk),. (2013). Retrieved 31 December 2014, from <http://www.pbs.gov.pk/content/pakistan-social-and-living-standards-measurement-survey-pslm-2012-13-provincial-district>

PDSSP. (2008) (pp. 3-8). Retrieved from <http://pdssp.gop.pk/downloads/news/Roundtable%20Report.pdf>

Recent Initiatives in Higher Education Reforms in Reforming Education in Pakistan Achievements, Challenges and Lessons Learned. Memon M. Ali Sajid. (Eds.) OUP. Karachi. Pakistan

Savas, E. (2000). Privatization and public-private partnerships. New York: Chatham House.

SINDH YOUTH POLICY 2012. Retrieved 31 December 2014, from [http://webcache.googleusercontent.com/search?q=cache:Ge8Bf\\_JsIP0J:sindh-youth-policy.pk/Draft-%2520Sindh%2520Youth%2520Policy%25202012.pdf+&cd=1&hl=en&ct=clnk&gl=pk](http://webcache.googleusercontent.com/search?q=cache:Ge8Bf_JsIP0J:sindh-youth-policy.pk/Draft-%2520Sindh%2520Youth%2520Policy%25202012.pdf+&cd=1&hl=en&ct=clnk&gl=pk)

SINDH EDUCATION SECTOR Plan, 2014-2018. (2014) (1st ed., p. 16). Karachi. Retrieved from <http://www.globalpartnership.org/content/education-sector-plan-2014-2018-sindh-province-pakistan>

National Report on Follow-up to The World Summit for Children. Unicef.org. Retrieved 31 December 2014, from [http://www.unicef.org/spanish/specialsession/how\\_country/edr\\_pakistan\\_en.doc](http://www.unicef.org/spanish/specialsession/how_country/edr_pakistan_en.doc).

<http://www.pk.undp.org/content/pakistan/en/home/mdgoverview/>

UNFPA - United Nations Population Fund | State of World Population 2014. Unfpa.org,. (2014). Retrieved 31 December 2014, from <http://www.unfpa.org/swop>

UNFPA - United Nations Population Fund | Huge potential for economic growth requires fulfilling the promise of youth, flagship report says. Unfpa.org,. (2014). Retrieved 31 December 2014, from <http://www.unfpa.org/news/huge-potential-economic-growth-requires-fulfilling-promise-youth-flagship-report-says>