

Report of key messages based on the outcomes and deliberations of the Globalisation, Regionalisation and Privatisation in and of Education in Asia Conference organised by PERI and OSF-ESP, and held on 28-29 September 2012, Kathmandu, Nepal.

**Regional Conference Report
Globalisation,
Regionalisation and
Privatisation in and of
Education in Asia**

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Hotel Yak and Yeti,
Kathmandu, Nepal**



**OPEN SOCIETY
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**Privatisation
in Education
RESEARCH INITIATIVE**

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The conference in Asia was characterised by an atmosphere of open and vibrant exchange of critically-reflective knowledge and experiences. Very sincere thanks to the presenters who invested their valuable time to prepare and deliver their papers. They are (in order of presenting): Abbas Rashid and Salaeya Butt, Ravish Amjad, Keith Lewin, Mariko Shiohata, Richard Thompson, Abhijeet Singh, Atiyab Sultan and Tareena Musaddiq, Kiran Javaid, Muhammad Ashraf, Hamna Ahmed, Claire Noronha, Akanksha Bapna, Christy Sommers, James H. Williams and Yuto Kitamura, Muhammad Naeem and Raja Muhammad Anwar, Karen Mundy, Thea Soriano, Saraswoti Bahrati, Musharraf Hossain Tansen, William C. Brehm, Tuot Mono, Iveta Silova, Sahar Amjad Shalikh and Bisma Haseeb, and Mark Bray.

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Foreword

This conference formed part of a larger set of activities in 2012 of the Privatisation in Education Research Initiative (PERI). PERI was established in 2010 to better understand the different manifestations, motivations, and consequences of increased engagement of private sector actors and private sector thinking in education. Low-fee private schools in India and Pakistan, private after-school tutoring in Vietnam and Cambodia, public private partnerships in many African and Asian countries, academies and free schools in the United Kingdom - these variants raise serious questions about the role of the State in providing and regulating education, the motivations and competencies of private sector actors in education and the implications of these arrangements for open society values.

The debate on privatisation in and of education remains deeply ideological with protagonists of non-State and private sector provision arguing that the market logic of competition and choice drives innovation and increases overall quality in both the private and public sectors. Reciprocally, champions of State provision contest that education is a public good and a basic right that the State has the responsibility to guarantee for everyone, regardless of the ability to pay. These competing ideologies dichotomise the debate into an unhelpful polarity.

Additionally, many positive claims of private sector provision are not only made on questionable bodies of evidence but the lack of attention to social justice implications of private, public and private-public hybrids narrows the discourse to focus on the 'private premium' – learning outcomes in private schools being marginally better than poorly performing public schools – that make much of financial cost-effectiveness – which is debatable – yet avoids the more significant development question of the societal impact of hybridised education systems.

PERI set out to develop a small but robust evidence base of its own research, production of short films, seminars and consultations that refines a critical perspective and establishes an evidence-based narrative in response to the question of 'Who gets access to what kind of education and at what cost?' The insistence on evidence and a social justice lens militates against the debate collapsing into ideological camps and its evidence already shows that those who access low-fee private schooling and private tutoring in Asia and Africa are upper-lower and lower-middle class children from aspirational and relatively-solvent families, not the poorest sections of society who are the ostensive beneficiaries of education privatisation who remain relegated to terribly performing public schools. In the face of significant influence for deregulation of the education sector, liberalised education markets and enabling policy environments from institutions like the World Bank, the Asian Development Bank and bi-lateral donors such as DfID, the need to articulate a critical counter-narrative is imperative.

The activities of PERI have contributed to a deeper understanding of the dynamics of the neo-liberal economic agenda in education, assisted in the identification of key discourse shapers in this area, and enabled a better comprehension of contextual socio-cultural and politico-economic realities in which privatised education services are mushrooming. The work has further enabled the development of a

network of critical thinkers and critical actors from academia and civil society who hold similar concerns and are able to undertake analysis and action in response.

The conference in Nepal preceded a similar event in Johannesburg, South Africa that looked at privatisation of education across Africa. Proceedings from both conferences and other PERI materials can be accessed at www.periglobal.org. We invite you to join the debate.

Ian Macpherson

Open Society Foundations Education Support Programme

List of acronyms

ASER	Annual Status for Education Report (Pakistan)
ASD	Alliance for Social Dialogue (Nepal)
DSP	Dailekh School Project (Nepal)
ESC	Education Service Contracting
EFA	Education for All
ePPPs	Educational Public-Private Partnerships (sometimes reduced to PPPs)
EVS	Education Voucher Scheme
IFIs	International Financial Institutions
INGO	International Non-Governmental Organisation
MDGs	Millennium Development Goals
NGOs	Non-Governmental Organisations
NSAs	Non-State Actors
NSP	Non-State Provision
OSF	Open Society Foundations
OSF-ESP	Open Society Foundations Education Support Programme
PEF	Punjab Education Foundation
RBPOP	Rato Bangala Partnership in Outreach Programme (Nepal)
RNGPSs	Registered Non-Government Private Schools (Bangladesh)
RTE	Right to Education (Act)
TVET	Technical Vocational Education and Training
WB	World Bank

1 Introduction and background

Privatisation in and of education in Asia is occurring at a rapid pace. Non-state provision (NSP) of education is delivered by a mix of community, non-governmental organisations (NGOs), faith-based, philanthropic and private providers and takes a myriad of forms including low-fee private schools, for-profit private schools, community schools, educational public-private partnerships (ePPPs), private tutoring, and religious schooling through madrasas and church schools. While the drivers of NSP in education have historical anchors, the relatively recent tide of low-fee private schools and ePPPs is couched within a neo-liberal agenda and a discourse of state failure. Central to the neo-liberal argument for greater engagement of the private sector in education are arguments of increased effectiveness, efficiency, competition and choice that altogether drive better quality learning outcomes in both State and non-State education.

Yet the rigor of the evidence-base for greater efficiency and effectiveness through privatised education – low-fee private schools in particular – is being questioned, alongside new primary research that challenges these claims. Some emergent concerns include: that quality varies enormously across a range of private providers and in many cases is only marginally better than public education, if at all; that access to better quality institutions is based on the ability to pay thereby further stratifying already divided societies; and that governance of privatised education increasingly abdicates the role of national governments and locks out civil society. Associated concerns include the de-professionalisation of teachers and the erosion of confidence in public education, even in spite of increasingly audible claims around the right to education and the roles of States as duty bearers for its provision.

The global economic climate over the last five years is further reducing the amount of capital being allocated in absolute terms to public education through shrinking national budgets. At the same time reduced overseas aid budgets for education is focusing more sharply on methods for greater private sector engagement in education.

As a result, in spite of a burgeoning contrary evidence-base, privatisation in and of education continues to increase, promoted by international financial institutions (IFIs), multi and bi-lateral organisations and private sector providers.

1.1 Objectives and methodology of the conference

The goal of the conference was to bring together a range of institutions and representatives for two days to critically debate the relative merits and demerits of privatisation in and of education on education **quality, equity, effectiveness** and **efficiency**. The intention was for the event to contribute to greater knowledge production and knowledge sharing on privatisation in and of education in Asia, and the critical engagement of a broader range of stakeholders in policy discussions and processes occurring regionally and nationally across Asia.

The event was attended by 68 practitioners and experts representing academics, national education coalitions and civil society networks and organisations, national and regional research organisations,

bilateral and multilateral organisations with country offices in Asia as well as international NGOs (INGOs) working in Asia.

The conference methodology involved plenary sessions and critically reflective discussions around six key sub themes. These were: i) *quality of educational services as a result of alternative educational service regulation and delivery mechanisms* ii) *learning outcomes of private and public schools*, iii) *access and choice*, iv) *equity effects of educational liberalisation and marketisation*, v) *educational public private partnerships in regional multi-lateral education policy and different forms at national levels*, and vi) *globalisation and market-based education provision: the role and shape of private tutoring in South Asia*. Two resource persons and four facilitators ensured the conference deliberations remained focused on the sub themes as well as the overarching conference theme. They also provided insights to further contextualise the debates.

This report is organised to align chronologically with the sub themes, presentations, discussions and summations which emerged from the conference on each of the two days. The focus of this report is on the key messages and deliberations. The full length papers and presentations shared during the conference are available on the PERI website at www.periglobal.org and are summarised, but not reproduced in this report. The conference programme and list of participants are provided as annexes to this report for convenient reference.

1.2 Welcome address

Hari Sharma, Director: Alliance for Social Dialogue (Nepal)

Participants were warmly welcomed to Kathmandu and to the conference proceedings. An overview of the partnership between Alliance for Social Dialogue (ASD) and the Open Society Foundations (OSF) was shared, particularly with regards to collaborative programmes which range from formal education to youth oriented programmes and women centred programmes. The conference was a continuation of the previous year's programmatic work and served as a platform to provide space for the key concepts regarding education in and of Asia to converge and be openly deliberated.

In addition to the importance of education being paramount, the need to converse on the changing perspectives, who should own education and what needs to be done to make education a better experience was emphasised. Nepal was described as an open and welcoming society, and thus an ideal place for a broad range of relevant education actors to converge and converse on the critical issues in and of education in Asia. The hope was expressed that the conference would stimulate fruitful deliberations, contributing to the larger endeavour of advancing quality education in the region and elsewhere.

1.3 Opening remarks

Ian Macpherson, Deputy Director: Open Society Foundations Education Support Programme (OSF-ESP)

It was outlined that the Privatisation in Education Research Initiative (PERI) is a global research and networking initiative seeking to animate an accessible and informed public debate on alternative education provision. Bringing together a broad range of civil society actors, academia and other key stakeholders to raise questions about the role of the State in education and the emergence of non-state actors (NSAs) was considered crucially important. Education is ensconced in the notion of a **basic societal good**, and PERI has been working in recent years towards understanding the varied models of education - that is the private, public and public-private hybrid models of education. The importance of continuous informed debate with relevant stakeholders in order to “rescue the debate from collapsing into an ideological abyss” was advanced.

Alongside guiding principles that obligate the State to be the duty bearer of education, a growing network of critical thinkers is required. In addition, it was recognised that the private sector has, and has always had, a supportive and complementary role to play in education. However questions arise when the private sector starts to move from a supportive role to placing itself at the centre of education policy decisions and provisioning. This means it is important to not only critique the State and look at how it is or is not providing education, but also to apply the same critical lens to the private sector. Critical questions include considerations around:

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- i) whether equal opportunities for **access** to education is provided for all;
- ii) whether an education system is delivering **quality** (with the focus not just being on the acquisition and utilisation of cognitive skills but also on non-cognitive skills);
- iii) whether an education system promotes or reduces social **equity**;
- iv) whether an education system is **efficient and effective**, particularly in terms of reducing or perpetuating social inequalities.

In closing and welcoming participants to deliberate these and other relevant questions, the need for a robust and dependable evidence base in order to continue the discourse on education was highlighted.

2 Quality of educational services as a result of alternative educational service regulation and delivery mechanisms

Abbas Rashid & Salaeya Butt: Are private schools the answer to the crisis of public sector schooling in Pakistan?

The current status of education in Pakistan was presented. Two-thirds of children attend public sector schools and the private sector has a limited reach, with the focus of private sector provisioning being primarily on the wealthier sections of society. According to the available data, almost twice as many students enroll in public schools in comparison to private schools. In spite of this evidence there has been an upward trend in the growth of private schools. Since the national education policy of 2009, Pakistan has witnessed a slight drift towards private sector education, while at the same time funding for public schooling has decreased over recent years. There is need to understand this trend against the backdrop of the broader global context of privatisation and a neoliberal consensus that sees the market mechanism as the most efficient system with regard to the delivery of education for both a public and private good.

Concerns were raised regarding the fact that, although education outcomes have shown marginal improvement in the private sector, overall learning levels have been alarmingly low in both the public and private sectors. Reasons contributing to better performance results of private schools were pointed to as i) the choices available and used for screening students, ii) the provision of out-of-school paid tuition for these (wealthier) students, and iii) such students coming from more secure and affluent family backgrounds.

Although education outcomes have shown marginal improvement in the private sector, overall learning levels have been alarmingly low in both the public and private sectors.

Issues related to citizenship education were also raised. Rote-learning was presented as commonplace in Pakistan, resulting in students in Pakistan continuing to be largely devoid of any meaningful education.

It was thus advanced that the focus for educational debate in Pakistan needs to be not on which sector (public or private) is performing better, but whether the end result for students is of beneficial educational gain.

Questions and responses

- **Can you elaborate on the crisis of public education in Pakistan?**

Private schools in Pakistan have been centered on the richer clusters and thus cater largely to the economically well-off sections of society. Though the learning outcomes nationally are low in both the public and private sectors, public education trends fare slightly worse owing to poor teacher education levels and training.

- **There has been a growing focus on literacy outcomes emerging from the global agenda, which primarily addresses the ‘what’ as opposed to ‘how many’. Who is setting the agenda for education in Pakistan?**

Global donors and multinational organisations that invest in education have a greater voice when it comes to education. There is, however, very little focus on fixing the basics in colleges and universities alike, and very limited focus on teacher education and training which ultimately affect the quality of education.

- **How do we involve parents in deciding the agenda for education?**

The notion that parents know better is much contested. Parents can easily be misled in the absence of clear determinants as to what results in better quality of education for pupils. Literacy levels, social class, parental background are also determinants of the effective role of parents in educational decision making. Given the social politics of technical interventions, parents do not always necessarily make sound judgments.

- **How is the public sector funding directed towards private schools? In India more boys are sent to private schools in comparison to public schools—does a similar situation exist in Pakistan?**

National policy over the years has been effecting the funding in education and there has been a drift towards private education. In Pakistan boys are also prioritised when it comes to enrolment in the private sector, owing to the fact that private education is considered better and societal expectations are that it is they boys who will grow up to become the bread-winners for the family. Thus investment in boys’ education is considered to yield better results in comparison to investment in educating girls.

In Pakistan boys are (also) prioritised when it comes to enrolment in the private sector.

Ravish Amjad: Student attainment in government and low-cost private schools in rural Pakistan – Do fees (and higher fees) lead to greater academic attainment?

The presentation was based on a secondary study from the Annual Status for Education Report (ASER) of 2011, which entailed a nation-wide household survey as well as a small school survey. Based on a regression analysis, the difference in learning outcomes across private, public and public-private partnership (PPP) models of schooling were assessed.

Private schools revealed the greatest levels of academic achievement. Factors contributing to this finding were the effects of private tuition, learner demographic and prior experience factors (age,

gender, pre-schooling). Thus academic achievement was not just determined by the school type. Private schools only provided a marginally better service compared to public schools. In closing, it was recommended that ensuring quality in both public and private schools was a critical need in rural Pakistan.

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Questions and responses

- **How does the family background have a part to play?**

The household level survey identified that the kind of family and their socio-economic background along with their levels of education impacts on the education of children.

- **The number of children reported in the PPP schools is a small sample - does that not make the research statically limited?**

The Annual Status for Education Report categorises PPP schools as private schools (zero fee private schools). Although it was a small sample, the data does reveal the broader picture of education in Pakistan.

- **What is the language of schooling and are there any learning outcome impacts associated with the language of education?**

Pakistan has 5 major and 55 minor languages. As of last year, English was identified as the official language of learning but schools chose the languages to suit their convenience and context. Education in the mother tongue is considered to be most appropriate, and in that regard it can be said that language does impact the learning outcomes.

- **Have the benchmarks for education been low? Has this ever been investigated?**

In rural areas, public schools were found to have better performance results than private schools. Possibly the schools that underperformed had no incentive to perform better to begin with, but we do not have data to assert that assumption.

Keith Lewin: Who pays the Piper? Can low-price, low-paying schools self finance and enroll the poorest?

Critical questions were raised regarding private-public investments in development through education. The need to focus on **meanings** (and how people use terms and definitions loosely) was outlined, such as; **markets** (do they really have qualities they are assumed to have or is the market hypothesis flawed?), **mechanisms** (those needed to move from means to ends), and **motives** (what is the end motive, is it pushing in the same direction, or is it financial gain versus educational gain?). In short, the importance of understanding the definitions and the key concepts - primarily the differences between what is understood to be 'public' and 'private' education was emphasised.

It was illustrated how demographics, the labour market and choice determine the kind of education one is enrolled into. Choices are determined by price and the poor generally do not have a choice. That school fees (income) can be generated from the poor is a mere fallacy. Private education was couched

as being primarily a business model and catering to beneficiaries in accordance with cost structures and capital investments.

Globally there is a need for at least 2% of a country's GDP to be spent on primary schooling. However, as evidenced by practices worldwide, wealthier countries allocate more into their education budgets compared to poor countries. Privatisation in education is not necessarily a panacea as demonstrated by the success of public schooling in the Indian state of Kerala. In addition, private schooling in the Indian state of Bihar has not yielded very positive results. If private education is to yield more beneficial results, it must not be left unregulated such as an example cited of a computer project in north India.

Choices are determined by price and the poor generally do not have a choice.

In concluding it was pointed out that, since States are failing to meet the educational needs of their populations, the private sector has emerged to reach the places and people the public sector cannot – or is not. Although it was proposed that there is nothing wrong with private sponsorship of education per se, the problem is that the evidence reveals education sponsorship is not about poor people in practice – it is about 'moving targets'. The important question to ask, therefore, is 'what works best to benefit the children and broader social needs of a country?'

Questions and responses

- **There is a difference in the nature of the public and private sectors. The implicit assumption is that the State is always efficient, and civil servants are always benevolent—why do we only have negative criticism for the private sector?**

As long as the children fall on the receiving end of the dividends, it does not really matter which sector out-performs which sector.

Mariko Shiohata: Improving educational access and quality for all children? Regaining the purpose and role of an INGO in Nepal

It was asserted that strong collaboration exists between government and the private sector in Nepal's educational domain, and this is characterised by a commitment to achieve the Education for All (EFA) and Millennium Development Goals (MDGs). It was also advanced that there has been progress over the last ten years, in terms of both micro and macro issues regarding the role of international non-governmental organisations (INGOs) in Nepal. This was due to the experience of INGOs entering the domain with a focus on strengthened implementation of educational programmes.

In Nepal INGOs work predominantly with local partners to ensure community ownership. However, there have been many cases of programme duplication due to the quantity of INGOs present in the country. National data has demonstrated that general school enrolment before the 2006 conflict was low, and that private schools have been mushrooming post the conflict period. The INGO sector is continuously concerned with the

School enrolment before the 2006 conflict in Nepal was low, and private schools have been mushrooming post the conflict period.

extent of their programme contributions to improve the quality of education, and that keeps them sufficiently motivated to continue to implement programmes. However, it was considered that there remains a limited evidence base and thus more systematic analysis is needed.

Questions and responses

- **How was the data generated? What are the specific roles of INGOs?**

There is a Community Education Management Information System for the collection of data. This however has been implemented in a few selected areas and constraints in scaling up are continually faced. Government subsidies for education are not enough, so social and resource mobilisation through local partners is carried out - and this is where INGOs play a major role as facilitators.

- **Are there different ascribed roles for INGOs as opposed to the local bodies? Are the INGOs' role just in terms of funding or otherwise?**

The roles differ from country to country in the Asia context. INGOs in Nepal cannot directly implement and work with the government at the same time. INGOs do not just provide financial support but also technical assistance.

- **How much money is spent on private tuitions / shadow education in Nepal?**

That is something we need to work on in the future. Currently no concrete data exists in that regard.

Richard Thompson: Progress and challenges in the Kathmandu Valley

Reflecting and building on the previous presentation, educational progress in Nepal over the last ten years was presented. Progress was indicated in the Kathmandu Valley by improved school leaving certificate results and an improved enrolment ratio, amongst others. Questions were raised as to whether contributing factors were due to grade inflation or improved teaching.

It was pointed out that Nepal is among the ten Least Developed Countries in the world and that there is a need to understand what the country seeks to achieve in terms of national education goals. The presentation shared how the number of public schools in Kathmandu has remained the same in the last ten years while the number of private schools has continued to rapidly rise. Concerns were raised regarding the political affiliations of the education system which were marked by a lack of professionalism. It was asserted that Nepal needs to urgently demarcate the role of the State in a system which is characterised by a mixed economy. At the same time, an effective model that can push forward the education agenda must be put forward and implemented.

Nepal needs to urgently demarcate the role of the State in a system which is characterised by a mixed economy.

Questions and responses

- **How is PPP defined in the context of a fragile State where there is apprehension about State run schools and where schools are politicised?**

A big gap exists in both the private and the public sectors in Nepal as the figures clearly show, and understanding PPP in this context is problematic.

- **Are the curriculum and the medium of instruction for both the sectors the same? What are the key factors for private schools to do better?**

The same curriculum in both sectors exists, there is not much innovation. While the private schools dominantly use English as a medium of instruction, the public schools use Nepali - though in recent years they have been trying to switch to English. Private schools in Nepal are relatively more expensive and are thought to provide better facilities and hence better education.

Private schools in Nepal are relatively more expensive and are thought to provide better facilities and hence better education.

- **What are the reasons behind the high incidence of children absence in government schools? Are teachers also absent? What are the differences in the quality of teachers in public and private schools?**

Children in rural areas always have work to do at home and so opt to be absent from schools. Teacher absenteeism is also an issue of concern. In terms of differences, it is easy to hire and fire at private schools whereas the same is difficult to apply in public schools due to the many restrictions and regulations that are monitored by the government.

- **Is the discipline in private schools better? Does corporal punishment exist?**

Concrete data is lacking, there is only anecdotal evidence. Students in private schools have been observed being beaten when they are found talking in Nepali.

- **In Kathmandu private schools out-number public schools — does this happen because of the underperformance of public schools or the better performance by private schools?**

Results clearly favour private schools in Kathmandu. Private schools are preferred to public schools because they have better facilities and are thought to provide competitive English-medium education.

- **Comment:** The presence of INGOs in Nepal should be taken as more of a symbolic representation. Private schools have adopted public schools in remote villages of Nepal; from donating money to providing teacher trainings. PPP needs to grow - such models need fostering and private schools should work in the spirit of social responsibility and citizenship education.

3 Learning outcomes of private and public schools

Abhijeet Singh: The Private School Premium: Size and sources of the private school advantage in test scores in India

The presentation was based on data gathered for the Indian state of Andhrapradesh, where the rapidly rising role of the private sector was highlighted. It was explained how the average performance of private schools was higher than that of public schools, and this was because the prerequisites for

attending private schools were considered to have a more advantaged starting point. Such as student selection processes, student background, and existing abilities of children. The need to identify and understand which determinants for educational performance success are overlooked could account for unanswered questions.

The importance of empirical data for value addition and estimation reliability was thus emphasised. For example, it is important to account for migration across the private and public sectors, as well as remain cognisant that differences in classroom characteristics are not necessarily in favour of private schools. Furthermore, where a country prioritises its GDP investments in education is one of the primary questions one needs to ask - and have answered - if one is to understand a country's educational priorities and agenda.

Where a country prioritises its GDP investments in education is one of the primary questions one needs to ask - and have answered - if one is to understand a country's educational priorities and agenda.

Questions and responses

- **How are household investments of not much importance in terms of determinants?**

More happens beyond parental investments in schools. Elements like parental support and tuitions are also determining elements.

- **The choice of school is linked with future economic opportunities and hence private schools are favoured over public schools – is there thus a preference for fee based education over free education?**

Private schools that charge a fee as opposed to free government schooling are considered to be better options across the country, and that has got to do with the attitude to invest in children owing to the economic prospects in the future.

- **We are to understand that schools are not doing well while students are doing well – how is that?**

The median performance scores are better as revealed by the data. May be it is not just the schools but also the backgrounds that matter. Given that private schools have choices over screening children and also over reaching richer segments of society, they perform better.

- **How were the controls for motivation accounted for? Was parental motivation included?**

Starting with 8 years olds, household surveys were conducted. We used values of variables in 2007 and assumptions in 2009 for the analysis. Parent motivation was correlated, but in this study children were given priority.

- **What is the children/teachers ratio in schools? Does that affect performance?**

The student/teacher ratio is seen to be better in public schools. However, as per the data, private schools seem to perform better in comparison to the public schools. School choice strengthens completion, which appears to create better perception of value – thus there is a transaction and benefit cost association. In the urban context the evidence reveals that the private sector is performing better. However, there is insufficient data for the rural context to determine which model of education - private, public or public-private is performing better.

Atiyab Sultan & Tareena Musaddiq: Prying the private school effect - An empirical analysis of learning outcomes in public and private schools in Pakistan

The public 'versus' private education debate has been gaining much prominence in Pakistan, resulting in questions being raised regarding the role of the State in and of education. The presentation shared a range of differentials, based on empirical analysis, in private and public school learning outcomes in Pakistan.

It was emphasised that Pakistan has been lagging behind in meeting the MDGs for education, owing not only to fiscal constraints but also to a lack of political will and commitment. The role of government as a sole provider of education was questioned, and it was suggested that government should act as a facilitator to encourage public-private partnerships. This was especially important in a context where a very low budget is allocated to education and other fiscal constraints prevail. In addition, studies have suggested that private schools perform better than public schools and this gives impetus for government to accommodate private education provisioning.

Government should act as a facilitator to encourage public-private partnerships...especially in a context where a very low budget is allocated to education and other fiscal constraints prevail.

Questions and responses

- **How was the scaling done? What were the assumptions there?**

A subjective scaling was used by scaling in accordance to the increasing level of difficulty.

- **Are private schools low cost schools in Pakistan? What are the reasons?**

Studies show that private schools are low cost schools. Private schools pay below the minimum wage to the teachers which the public schools cannot do. Private schools also have an easy hire-fire system as opposed to public schools. And that is why the public schools are relatively expensive in Pakistan.

- **How are the private schools financed? How does the government monitor performance and ensure quality control?**

Private schools are run on a business model - to make profit - and are financed accordingly by private parties. They do not fall under government regulations and, given that many private schools are not even registered, monitoring them isn't a possibility.

Private schools are run on a business model - to make profit - and are financed accordingly by private parties. They do not fall under government regulations and, given that many private schools are not even registered, monitoring them isn't a possibility.

- **Private schools out-perform the public schools as per the Annual Status for Education Report (ASER) in Pakistan. What factors account for it? Why does the public sector fail?**

Attendance and teacher salaries are determinants that affect performance. Teachers in private schools are more motivated and have better attendance because if they don't perform well they can always be replaced. The public system is also characterised by large dysfunctional management systems that are highly bureaucratic and have poor accountability. This can be compared with a lean and efficient structure of private schools.

- **Are private schools categorised according to pay scale?**

Not at all, they are not the same across the board.

4 Access and choice

Kiran Javaid: Investigating dimensions of Privatization of Public Education in South Asia

The presentation was based on a study conducted over four different levels of stakeholders in India and Pakistan. The study set out to investigate the role, nature and spread of non-state actors (NSAs) in relation to the State and the impact on social justice. The study sought to answer questions in terms of both the demand and supply side of education, as well as how education as a whole caters to social justice and equity.

Drawing on case studies in the Pakistan and India contexts, it was demonstrated how the dimensions of privatisation of education in these countries have grown over recent years. Important factors such as private tutoring, the burden on households and gender issues in understanding the role of education and in contributing to equity and social justice were referenced. It was highlighted how school choices were based on costs and affordability and such factors - to a large extent - affected the realities for the choice of school. In summarising, education for societal welfare was advocated for over and above any other agendas in and of education in South Asia.

Questions and responses

- **Let's do a thought experiment: what if private schools were paid more and they paid their teachers better? What would happen to education?**

If so, schools would no longer remain low cost. Currently private school teachers remain more accountable because they do not have job security.

- **Comment:** For poor households, giving even 5% to education is a lot to ask for: Children are stunted— and in such a scenario, why focus on education and not health? Proportionally, people living in poverty spend more on education. How can we charge the lowest quintile proportionally more in the name of education? We need to consider this when we make plans around education.

- **What has government done to ensure standards of schooling?**

In India and Pakistan a lot of unregistered schools exist that are not even accounted for let alone government regulated.

In both countries, a lot of unregistered schools exist that are not even accounted for let alone government regulated. India has certain standards set – the right to education, for example, sets criteria for schools. In Pakistan, no law has been drafted as such. Some small initiatives by multi-nationals have been made in recent times however.

Muhammad Ashraf: Globalisation and education policy in Pakistan - The challenges of access and equity in education

The rising trends of globalisation in the education sector in Pakistan have correlated with an inclination towards privatisation in education. With the emergence of international funding in the sector, not only had the number of private schools mushroomed, but there was also increasing concern regarding the hidden agendas that escort these investments. Critical concerns particularly related to whether or not such agendas are appropriate in terms of relevancy to a country's culture, religion and values. The study included an analysis of education policies in Pakistan dating from 1947-2009 and no uniformity was identified across the policies.

In summarising, the need for globalisation and privatisation of education was advocated in the light of comparative advantages these were asserted to engender —from breaking down cross border and cross cultural barriers to promoting global citizens, and from promoting competition to placing the needs and aspirations of individuals over the State.

Questions and responses

- **Doesn't your presentation cover a very small range?**
Given that the study entailed analysis of all the education policies from 1947-2009, it can be argued that it has quite a broad range.
- **What is the relevance of English when it comes to globalisation?**
English is a global language of power and is much needed if one is to compete in the global arena.
- **Where does the number of madras schools come from?**
A report by a PhD student, 'Madrasa enrolments in Pakistan'.

Globalisation and privatisation of education was advocated in the light of comparative advantages these were asserted to engender; from breaking down cross border and cross cultural barriers to promoting global citizens, and from promoting competition to placing the needs and aspirations of individuals over the State.

5 Equity effects of educational liberalisation and marketisation

Hanna Ahmed: Determinants of school choice: evidence from rural Punjab

Pakistan has been experiencing a rapid growth in private schooling, not just in the urban areas but also in the rural parts of the country. With evidence from literature, quality was advanced as a key determinant for the selection of schools by parents. However, given that the studies did not take into

account the behavioural aspects underlying parents' decision-making process, it was considered that this was an area for further research.

Based on the data available, academic achievement was found to be higher in low income private schools when compared with government schools. The study thus sought to understand why parents choose low cost private schools when free public schools are available. It was found that i) the perceived quality of schools, ii) perceived employment opportunities, iii) cost of schooling, iv) wealth and v) access were the five major determinants of school choice. The need to re-think the role of government from being the sole provider to a facilitator and financier of education was emphasised.

Questions and responses

- **How do parents determine the kind of skills acquired? What tools can be used?**

This was concerned with the study of impact, based on specific determinants, such as: whether parents visit the school, amount of parental awareness, the time they spend engaging with their children's education. It was considered however that these are hypothetical determinants.

- **Regarding perceptions of types of jobs available for the child—is this owing to the differences in gender roles?**

We did have a child specific job related question in the survey. Each child was focused as far as the framing of questions was concerned. There were differences in perceptions of jobs available.

- **Can the idea of education as a greater public good be included in the next survey?**

Government did include something like that. Only 20% of people showed up in the end. There is no way to ascertain that people will opt for the services as they say they would in surveys. The idea of positional good is also important. If everyone is in private school – where are the choices and where is the positional good?

Claire Noronha: The Right to Education Act in India and private schooling - a case study in Delhi

The presentation was based on findings from a study in a slum community in Delhi. How the spectrum of child rights had changed in India in the context of the Right to Education Act (RTE) was outlined. The study involved household surveys through which a diverse range of schools were assessed in terms of their management, level and cost. This was in order to understand the primary determinants affecting school choice and enrolments.

The study identified that parents preferred private schools to public schools. It was also found that the RTE has positively brought economically limited students into the mainstream of private education through quota reservations. However, there were constraints to the application of the quota system and many parents opted not to utilise it because of the underlying costs that they cannot bear.

The Right to Education Act has positively brought economically limited students into the mainstream of private education through quota reservations.

Questions and responses

- **Why is there no focus on non-formal education?**

The modern discourse in India is to modernize the madrasa system and all other forms of educational structures. This particular study was based on RTE and that is relevant only to formal education.

- **Will the implementation problems in RTE impede the goal of Education for All?**

Having a law in place is not a panacea. For cheaper schools with an unstable clientele, a 25% quota assures a more stable clientele though it can have negative effects in the long term. Implementation has so far been problematic and, given the complexities of implementation, it will continue to be so for the foreseeable future, thus education will ultimately suffer.

- **Why are secondary schools more expensive?**

There is hopeless under-spending in primary schooling. So, by the time access to secondary schooling becomes a question we are left with only relatively rich people to cater for - hence the costs at that level.

- **Do the varied psycho-social factors affect children?**

Children weren't surveyed. Parents were aware of the varied elements but most choose to take it for granted.

Akanksha Bapna: Clause 12 of the Right to Education (RTE) in India

An analysis of Section 12 of the Right of Children to Free and Compulsory Education Act (2009) was presented. The act required all specified and unaided schools to admit at least 25% of students from disadvantaged and economically poorer groups. According to estimates this provision within the Act seeks to impact over 6 million children per year in over 250,000 schools in the country. The Act also specifies requirements of school infrastructure, teacher qualifications, pupil-teacher ratios, and curricula, as well as considerations to ensure effective education.

The need to define neighbourhood schools, increase awareness, identify economically weak students, clarify the admission and selection process, and reimbursements were all identified as issues to be considered when implementing the Act. If such a system was to be efficiently and effectively managed, it was asserted that monitoring and evaluation needed strengthening, and that serious questions remained regarding school transfers, the right to education, as well as the issue of 'two and a half students'.

Questions and responses

- **Does RTE provision address the target, marginalised groups?**

Because the country and its legal provisions are largely decentralised States have a say. And as such it is a mixed bag which can either address or not address the targeted, marginalised groups.

- **The provision looks ideal in terms of random selection but a lot depends on parents. Since Delhi has a 1-3 km radius when it comes to defining neighbourhood schools, what have other States done with regards to defining neighbourhood schools?**

Self-selection happens when parents apply. Randomised allocation is expected henceforth. Delhi is thinking of expanding the radius to 8 kms. Other States like Gujarat have broader criteria.

Opening schools to scrutiny as opposed to rent seeking is what stops a lot of budget schools from wanting to adhere to the Right to Education (Act)

- **PPP is usually the private sector renting from the public sector. What is the driving dynamic of budget schools not wanting to adhere to RTE? What are the monitoring and evaluation provisions to scrutinise private schools? What about over-regulation?**

Opening schools to scrutiny as opposed to rent seeking—this is what stops a lot of budget schools from wanting to adhere to RTE. Better management, a centralised lottery and school inspectors can be some of the measures to ensure efficient services. Over-regulation needs to be checked because better performance can be ensured only through less interference.

Christy Sommers: Primary education in rural Bangladesh - Degrees of access, choice and participation of the poorest

The speaker presented findings of research conducted in primary education in rural Bangladesh, specifically in Dimla which has a high incidence of poverty. The research methodology included primary observation, focus group discussions, community profiling, surveys and interviews.

Various types of primary school options available in the context were outlined, and ranged from secular government funded schools to non-formal schools to fee charging private schools and Madrasas. Quality of education was assessed quality based on factors such as student readiness, teacher motivation, teaching methods and perceptions of quality based on various measurable indicators. The prevalence of multi-tiered system of education was highlighted, as well as its inefficiency. School choice was particularly found to be affected by cost.

Questions and responses

- **How are the Registered Non-Government Private Schools (RNGPSs) managed? What will happen with the increase in the number of such and what will happen to the shifting roles of the State?**

They have their own management system. They are regulated by the government, only in a more lenient manner. This is a way for government to save money. So long as the schools provide good education to children, the increase in their number should not be much of an issue or concern.

- **Comment:** RNGPSs are providing services at grassroots level in rural areas, shifting State responsibility to communities, thus allowing civil society to have a greater say and this should better the education system, if nothing else.

- **Did you find a flexible school calendar? Were there kindergartens?**

A flexible calendar was not identified. The number of kindergartens, however, has been on the rise owing to the State's inability to address the growing needs and demands.

- **Was there a notion that private schools are better?**

Yes, especially with regards to infrastructure.

- **What exactly are RNGPSs?**

They are government schools just called otherwise to save on teachers' salaries.

James H. Williams & Yuto Kitamura: Privatisation and teacher education in Cambodia - Implications for equity

Cambodia was described as a very poor country with a rapidly growing economy. The school system was rebuilt from a very poor starting point after the Khmer Rouge. How teaching is perceived in the country was outlined, as well as factors affecting enrolments.

Private sector schooling has grown in recent years and the fee-paying school structures were perceived as better options than public schools. The rise in the private sector has largely been attributed to the failures of government educational provision. Public-private partnership in education, has not yet emerged in higher education, nor in teacher education. In addition, how the complexities of public-private partnerships results in a 'blurred binary' in Cambodia was outlined. That is, the blurred costing system has resulted in blurred choices in education. It was considered that, in spite of its negative and positive ends, private education in Cambodia has potential positive implications for quality, equity and social mobility.

The blurred costing system (of ePPP) has resulted in blurred choices in education.

Questions and responses

- **How is the private sector regulated?**

Fairly minimal laws currently exist in terms of quality and quantity assessments.

6 Educational public-private partnerships (ePPPs) in regional multi-lateral education policy and different forms at national levels

Muhammad Naeem & Raja Muhammad Anwar: Public private partnerships for education provision in Pakistan - How does Punjab Education Foundation address equity?

The presentation focussed on the implications of PPP policy and practices in Pakistan, the role of the Punjab Education Foundation (PEF), how to address equity by assisting the private sector and through the Education Voucher Scheme (EVS).

The government of Pakistan has made provision for PPP in its education policies since the 1990s and the dynamism of the private sector has led to the rise in the share of the private sector from 3% in the past to 40% currently. The Punjab Education Foundation works to promote PPP and seeks to address equity across education sectors. Despite the Education Voucher System being subject to a range of questions in terms of its sustainability, it is nevertheless implemented in Pakistan.

The success of PEF was attributed to low cost and high quality education, transparency, a culture of meritocracy and strong monitoring and evaluation systems. An example of the PPP model in Pakistan which had demonstrated positive results was shared and it was hoped that the model would gain enough recognition to grow and expand to reach out to more children.

Questions and responses

- **What is the delivery mechanism for the vouchers? How do you identify children?**

The vouchers are distributed on a quarterly basis. The children are identified through household surveys.

- **Is there a minimum criterion for accessing the voucher system? How is quality assessment done?**

Quality assessment tests are conducted twice a year which are outsourced to private firms to reduce the potential for corruption.

Karen Mundy: The World Bank and the private provision of K-12 education - history, policies, practices

The World Bank (WB) was described as the largest multilateral provider of external finance and expertise to education systems in the world, and it has been expanding education operations on a global level. However, evidenced gaps exist between policy talk and policy action.

The World Bank consistently advocated for increasing engagement with the private sector almost rhetorically in numerous ways between the 1980s and early 2000. Issues promulgated have ranged from cost recovery and parental contributions, to “school choice” and the role of private providers in stimulating efficient educational (quasi) markets. After 2005 the WB adopted a broader discourse of “partnership” and PPPs, though support for private provision or other forms of PPPs occur in only a small number of World Bank funded education sector projects.

In spite of claims to focus otherwise, the World Bank allocates very little funds into private education.

The WB’s Education Strategy 2020 (published 2011) has a strong focus on private education. However, and in spite of claims to focus otherwise, the World Bank allocates very little funds into private education. Rather the WB is more concerned with accommodating the agendas of wealthier countries than risking investments in poorer countries. Citing a range of international examples it was advanced that it is important to question the logic of the World Bank’s sustained efforts to advocate for private provision. The lack of a concrete evidence base for the WB’s Education Strategy also needs to be questioned.

Questions and responses

- **In Pakistan, the World Bank is perceived and accepted as an information bank—how much of a say should it be allowed to have?**

Pakistan has always been a ‘poster child’ for the Bank. It is important that programmes be implemented only if they rest upon a strong evidence base.

- **Comment:** The role of a global partnership for education is a need. The World Bank should provide seed funding to countries so that they can carry forth educational programmes based on PPP.
- **What does leveraging the private sector mean? Based on the presumption of market failure, why would anyone want to guarantee bad failure?**

Bankers need to be honest to begin with. It’s tax payers’ money after all!

- **There is a small number of academics and researchers and a shortage of large scale government funded quality empirical research, which is increasingly paramount. Can’t the Bank fund such research instead of citing itself?**

The World Bank has a missionary field to reduce poverty and runs on parallel visions. It chooses to fund research that furthers its inherent principles.

Thea Soriano: Education service contracting in the Philippines - Investing trends towards PPP education

Partnership in education, Education Service Contracting (ESC) and a research conducted for PERI in the Philippines was presented. The motto of the Department of Education is ‘Education for all, All for Education’ and PPP has been adopted as a strategy to strengthen the delivery of education in the country.

Education Service Contracting aims to increase social cohesion, equity, efficiency and sensitivity. From findings based on case studies conducted across the country, it was found that giving funds directly to private schools lessened corruption but it was necessary to make sure funds reached the right places at the right times.

- **Given that licensing is necessary and teachers are paid a low salary—what does the Teachers’ Association do? Does this impact education? If market values take over what will happen to marginalised children?**

- There is a ‘Magna Carta’ for teachers to protect their rights in the public sector. In the private sector there are no associations and hence nothing to safeguard the rights of teachers. If market values take over perhaps there would be no focus on marginalised children as it would primarily be concerned with preparing a better work force.

- **Were parents approached in the research study?**

Yes, focused group discussions were conducted with parents.

Saraswoti Bahrati: Resource management for quality education - Concerns and measures

That education is essential for the development of a competent human resource was emphasised. However Nepal falls behind as a developing State due to the lack of a skilled human resource.

An example case of PPP was presented. The Dailekh School Project (DSP) is a five year project initiated in 2009. It was described as a unique project in the nature of its formation, due to collaboration between the Rato Bangala Partnership in Outreach Programme (RBPOP) - the charitable wing, with the Government, NCED, DEO, (project district), District Development Committee, municipality and Village Development Committees. It was proposed that, due to the participation of a wide range of stakeholders, the project has been an exemplary model of child-friendly PPP schooling.

Due to the participation of a wide range of stakeholders, the Dailekh School Project has been an exemplary model of child-friendly PPP schooling.

Questions and responses

- **What were the challenges, achievements and way forward? Has the post training performance of teachers been evaluated?**

Though there were many challenges—from having to understand the PPP model to implementing it - so far the progress has been good in terms of study outputs in Dailekh, and it has been planned that the model will be replicated in other parts of the country too. The post training experience of the teachers were evaluated and, though there wasn't complete transformation in their teaching patterns, there were substantial positive changes.

- **The code of conduct evolved by and followed by students—was it found to be effective?**

Indeed it was. For example students made a code of conduct that mobile phones won't be used in classrooms and, given that they felt accountable for their decisions, it was found that use of mobiles in classrooms reduced.

- **The Department of Education has a framework for child friendly education which was drafted in 2011. Dailekh wasn't involved in the pilot project. Does it follow the framework?**

The Dailekh project was piloted in accordance to the framework formed by the private partner. It does have a set of standards to ensure child friendly education.

Musharraf Hossain Tansen: Public private partnership (PPP) in the technical vocational education and training (TVET) sector in Bangladesh - Challenges and prospects

It was argued that, characterised by low levels of education and training, people in South Asia are not unemployed; they are unemployable. With the majority of the labour force being uneducated and a major proportion of the economy being based on informal occupations, the urgent need to provide for the demands of technical vocational education and training (TVET) was advocated.

The case of Bangladesh was presented with a discussion on how policies addressed the need for TVET in order to meet the growing market demands. Accordingly, there is need to foster PPP in technical and vocational education and training (TVET). This is with the aim of addressing major challenges such as non-functional national level bodies, the lack of proper market research, the lack of quality control mechanisms, the lack of private sector participation, and management. More effective policies, the expanding role of the private sector and pedagogical reform were advocated as contributing to the prospects for PPP.

Characterised by low levels of education and training, people in South Asia are not unemployed; they are unemployable.

Questions and responses

- **What are the criteria for enrolment into TVET?**

Since it caters to largely the informal sector, those who have passed grade 8 can enroll in TVET implemented by the government. This is guided by certain rules, but then anyone who wishes to enroll can do so.

- **Coordination is weak—does the government have representation from the private sector when it comes to PPP?**

No, not as yet.

- **A lot of work is done in the informal sector. How can the informal and formal sectors be integrated?**

Save the Children plans to carry out such programmes of coordination.

7 Globalisation and market-based education provision: the role and shape of private tutoring in South Asia

William C. Brehm: The public private education system in Cambodia - Conceptualising complementary private tutoring

Shadow education (private tutoring) in Cambodia has grown exponentially, where private tutoring is not only remedial and competitive but also a requirement to supplement the national curriculum. Supporting the notions of Mark Bray (one of the presenters to follow), it was explained that:

- First, private supplementary tutoring only exists because the mainstream education system exists;
- Second, as the size and shape of the mainstream system change, so do the size and shape of supplementary tutoring;
- Third, in almost all societies much more attention focuses on the mainstream than on its shadow education, and;

- Fourth, the features of the shadow system are much less distinct than those of the mainstream system.

In a country like Cambodia where education is not well developed and teaching remains to be a low paid profession, low-skilled job shadow education plays a supplementary role given that the national curriculum cannot be completed if unaided by shadow education. The scenario of high stake examinations and how cheating had become a norm was shared. In concluding, questions were raised as to whether education was moving towards a hybrid model, particularly in the Cambodian context.

The national curriculum (in Cambodia) cannot be completed if unaided by shadow education.

Questions and responses

- **Why are high stake exams taken?**
High stake exams are most important to pass grade 9. But then students can always cheat as has been the case in the past.
- **Does the tutoring add up to learning experience?**
That would be very hard data to acquire and/or verify. We do have unadjusted scores, though not concrete survey results, which suggest that tutoring does add to the learning experience.
- **How was the ‘cheating’ data accessed?**
It was put forward by another researcher but with a small sample. I do have anecdotal evidence myself. After the freedom experienced following the 1970’s, the number of students increased while the quality of education decreased and technology aided in cheating.
- **How do you regulate cheating— through INGOs?**
Classroom can have proctors, multiple controllers, the head of exams, a ministry official in each school to ensure that cheating is reduced.
- **Is the curriculum actually too long and therefore the need for private tutoring to finish? Or are the teachers just trying to make extra money?**
As per the data, the curriculum is actually too long.

Tuot Mono: The impacts and implications of complementary tutoring in Cambodia

As described in the previous presentation, private tutoring has become an integral part of the education system in Cambodia. The lines between public and private sector education have been blurred in the wake of the supplementary role of private tutoring.

Based on the presenter’s research, it was asserted that private tutoring contributed to the privatisation of public education, and this has potential for long term implications in terms of social and economic equity. Differences between children who took private tutoring and those who did not were outlined. Children accessing private tutoring i) come from upper middle class or middle class families, ii) tend to perform with better academic results, and iii) their parents engaged more in issues related to their

children’s education in comparison to those who do not access private tuition. In concluding, it was argued that private tutoring provides continuation to formal government schooling in Cambodia and it remains a need in and of education in the country.

Questions and responses

- **Comment:** the presentation lacked mention of the financial aspects of tutoring.

- **Gender disparity—how is that dealt with? And what about absenteeism?**

There has not been anything done on gender issues as of yet. Absenteeism is a major problem amongst both students and teachers.

In Cambodia, absenteeism is a major problem amongst both students and teachers.

Iveta Silova: The shifting boundaries of teacher professionalism - Education privatisation(s) in the post socialist education space

The presenter sought to demonstrate how the three themes of ‘education privatisation(s)’, ‘private tutoring’, and ‘teachers’ converged. Locating the presentation in markedly different contexts of Cambodia and Eastern/Central Europe and the former Soviet Union, space for examining the shifting boundaries between public and private education was provided. In addition, the role of teachers in navigating these shifting boundaries was explored. Citing tutoring as ‘education freelancing’, it was argued that this in and of itself has a range of occupational consequences.

In addition, education spaces play an important role in both pursuing local education interests and challenging the hegemony of neo-liberal reforms. A broader understanding of the full realm of education provision must thus be reached.

Questions and responses

- **Is private tutoring organised?**

Largely, no.

- **Do public schools have unions?**

It is important to understand how they organise and position themselves but they do not have such strongly stated unions.

‘Education freelancing’ in and of itself has a range of occupational consequences.

Sahar Amjad Shalikh & Bisma Haseeb Khan: Shadow education in Pakistan - Does it explain the learning gaps between private and public schools?

The case of shadow education in Pakistan within the context of significant learning gaps between private and public schools was presented. Students in Pakistan use tutoring as a means to out-perform other students who do not access private tuition. However, with the lack of quantifiable data, the impact of shadow education on academic performance is ambiguous and subject to varied interpretations.

Having conducted complimentary research on the topic, the researchers shared that they found evidence of private tuition to be important on both the demand and supply sides. Similarly to the context of Cambodia, private tuition is been taken as complementary to mainstream education. The high prevalence of private tuition across private school students as opposed to public school students was outlined. It was argued that private tuition has policy implications since they have a profound impact on learning outcomes.

Questions and responses

- **Does a government school student taking private tuition perform on par with a private school student?**

Yes, the data suggests this is the case, but it needs to be further investigated.

- **Is it fair to make private tuition a policy issue?**

The public private dialogue continues in this regard. Present education policy in Pakistan condemns private tutoring. Since it aids education, it would be fair enough to make it a policy issue.

- **What about the regulations on tutoring when not even private education can be regulated?**

Trials are being conducted though we have a long way to go.

Present education policy in Pakistan condemns private tutoring.

Mark Bray: Mapping shadow education in Asia - Implications of scale and diversity in types of private supplementary tutoring

Issues of shadow (private tutoring) education previously highlighted in the conference were unpacked further. How the notion of shadow education emerged and what reference materials are available in this regard were shared. It was highlighted that shadow education still continues to be better understood and a lot of research and other implementation concerns still remains to be accomplished.

Some research agendas that can be pursued were proposed, including research on, amongst others; i) gathering basic statistics, ii) understanding which types of students seek what types of tutoring, and why, iii) exploring what relationships exist between tutoring and regular schooling (Who is shadowing whom), and iv) implications for the work of teachers and other relevant education professionals. In concluding a questions was posed to the conference to consider: does shadow education help or hinder?

Questions and responses

- **When we talk about quality - what do we look at?**

We look at everything, at all the possible intersections.

- **In the Philippines, we haven't looked at private tutoring. What has your methodology been?**

In many cases we have used available literature to make sense of the data. In Hong Kong empirical research was conducted.

- **How can the increasing costs for private education be reduced?**
Once tutoring gets into a culture, it becomes difficult to get it out. It does add up to the cost. It can be done with gradual reduction.
- **How can shadow education be dealt with?**
By initiating debates and getting people to talk about it can be a good start to deal with the issue.
- **Comment:** We continue to look at the supply side - endogenous drivers. We need to look at the demand side - exogenous drivers and bring it all to the discussion table.
- **Comment:** Private tutors are like the 'McDonalds effect in education': cheap, not so nutritious but young people love it!

8 Synthesising remarks

In order to generate reflective dialogue, summative comments were shared by some of the conference resource individuals:

Ian Macpherson (OSF-ESP): The need to create an open and just education system that engenders quality, equity, efficiency and effectiveness was reiterated. This requires raising and seeking answers to questions such as: Are in fact the private schools doing only marginally better than the public schools? Is cost not related to choice? Are private schools cheap when social costs are calculated? Do private schools promote a social good?

Are private schools cheap when social costs are calculated? Do private schools promote a social good?

In addition, issues concerning the de-professionalisation of teachers have not been touched on in the particular discourse and issues emerging during the conference. Such issues need to be identified and talked about. The need for both qualitative and quantitative analysis was emphasised as well as the need to identify more nuanced research agendas and conduct competitive and empirically strong research. It is also important to promote further collaboration while at the same time seek out and identify ways to convert critical narrative into a deliberate course of action to steer education towards development and transformation.

Susan Robertson (Bristol University, UK): The need for the expansion of education was emphasised. Not only aspirations of parents but also anxieties regarding the future bound. In the present times the idea of education has been found to be shifting the boundaries away from the State to other non-state actors (NSAs) and is probably moving towards a dual track system. The need to focus on the exogenous elements of education and that the interests of private education actors

Interests of private education actors should be understood in a broader context of globalisation.

should be understood in a broader context of globalisation was advanced. Hope was expressed that the discussions started at the conference will gain momentum in the immediate future so that education systems and societies as a whole can benefit as a result of such discourse.

Geoffrey Walford (Oxford University, UK): The convergences of privatisation of education and globalisation were reinforced, as well as the importance of understanding regionalisation and country specific differences. Based on the experiences of one country, it was urged that generalisations should not be drawn. Education should always seek ways to better itself, even if a few bad experiences are faced along the way.

9 Closing reflections from participants

- A lot is left behind because a lot is not even looked at. Information exists and we need to research and process it more.
- A better private sector would be good but then we need to evaluate constraints to delivery in either sector.
- It was a productive learning experience and issues relevant to the region were discussed. We need to build on the knowledge shared and move forward with the added knowledge base.
- This has been a milestone for the advocates of education, academics, experts and researchers in that they were provided with an open space to come together to initiate a dialogue, if nothing else.
- We need not jump into policy recommendations instantly. Studies on alternatives, e.g. peer learning for tutoring can be conducted. We need to push more on the articulation of nuances of stakeholders' roles; learn more on what the idea of rationalisation implies, and unpack the idea of partnership in PPP.
- Need to look into education issues more from empirical, theoretical and ethical starting points.
- Basic problems exist in primary education. There is a need to focus on the foundations of education.
- Making use of the comparative advantages is a need. Where this is situated within the human rights discourse and the spectrum of development needs to be better understood.
- We must carefully consider how we position ourselves in the ideological battle.
- We must leave here carrying the new insights and incorporate this into policy in our various contexts.

9.1 Closing remarks

More space needs to be opened to move away from a polarised dichotomy, which is not at all constructive. PERI and OSF-ESP we will keep on with the dialogue in 2013 as the purpose of this conference was just to open up the discussion. Participants were thanked for their valuable time, experience and insights and directed to the PERI website (www.periglobal.org) to continue dialogue and exchanged learning.

Appendix A Conference programme¹

Day One: 28th September 2012

9:00am-9:30am	Welcome, opening remarks and address
9:30am-11:00am	<u>Quality of educational services as a result of alternative educational service regulation and delivery mechanisms</u>
	Abbas Rashid & Salaeya Butt - Are Private Schools the answer to the crisis of Public sector schooling in Pakistan?
	Ravish Amjad – Student attainment in government and low cost private schools in rural Pakistan: Do fees (and higher fees) lead to greater academic attainment?
	Richard Thompson - Progress and challenges in the Kathmandu Valley
11:00am-11:15am	Coffee
11:15am-1:00pm	<u>Quality of educational services as a result of alternative educational service regulation and delivery mechanisms continued.</u>
	Mariko Shiohata – Improving educational access and quality for all children? Reimagining the purpose and role of an INGO in Nepal
	<u>Learning Outcomes of private and public schools</u>
	Kiran Javaid & Tareena Musaddiq - Borders and bridges: mapping public and private school education outcomes in Pakistan
	Abhijeet Singh - The Private School Premium: Size and sources of the private school advantage in test scores in India
	Atiyab Sultan & Tareena Musaddiq - Prying the Private school effect: An empirical analysis of learning outcomes in public and private schools in Pakistan
1:00pm-2:00pm	Lunch
2:00pm-3:45pm	<u>Access and choice</u>
	Baela Raza Jamil, Kiran Javaid & Baladevan Rangaraju - Investigating Dimensions of Privatisation of Public Education in South Asia
	Muhammad Ashraf - Globalisation and Education Policy in Pakistan: The Challenges of Access and Equity in Education

¹ Some minor adjustments were made to the order and actual presence of some speakers during the conference.

	Hamna Ahmed - Determinants of School Choice: evidence from Rural Punjab
	Christy Sommers - Primary education in rural Bangladesh: Degrees of access, choice, and participation of the poorest
3:45pm-4:00pm	Coffee
4:00pm-5:30pm	<u>Equity effects of educational liberalisation and marketisation</u>
	Claire Noronha & Prachi Srivastava - The Right to Education Act in India and Private Schooling: a case study in Delhi
	Akanksha Bapna – Clause 12 of the RTE in India
	Sanju Nepali - Gender Equity Effects of Educational Privatization in Kathmandu Valley of Nepal
	James H. Williams & Yuto Kitamura - Privatization and Teacher Education in Cambodia: Implications for Equity
5:30pm	Close

Day Two: 29th September 2012

9:00am-9:15am	Welcome and introductory remarks
9:15am-11:00am	<u>Educational Public Private Partnerships (ePPPs) in regional multi-lateral education policy and different forms at national levels</u>
	Karen Mundy: The World Bank and the private provision of K-12 education: history, policies, practices
	Saraswoti Bharati– Resource Management for Quality Education: Concerns and the Measures (needs sharpening)
	Musharraf Hossain Tansen - Public Private Partnership (PPP) in the Technical Vocational Education and Training (TVET) Sector in Bangladesh: Challenges and Prospects
	Muhammad Naeem - Public Private Partnerships for education provision in Pakistan: How does Punjab Education Foundation address equity?
	E-Net Philippines - Education Service Contracting in the Philippines: Investigating Trend Towards PPP in Education
11:00am-11:15am	Coffee

11:15am-1:00pm	<u><i>Globalisation and market-based education provision: the role and shape of private tutoring in South Asia</i></u>
	Mark Bray & Chad Lykins - Mapping Shadow Education in Asia: Implications of Scale and Diversity in Types of Private Supplementary Tutoring
	Sahar Amjad Shaikh & Bisma Haseeb Khan - Shadow Education in Pakistan: Does it explain the learning gap between private and public schools?
	Monazza Aslam – Private Tutoring in India and Pakistan: extent, participation and equity effects
	Tuot Mono - The Impact and Implications of Complementary Tutoring in Cambodia
1:00pm-2:00pm	Lunch
2:00pm-2:45pm	<u><i>Globalisation and market-based education provision: the role and shape of private tutoring in South Asia continued</i></u>
	William C. Brehm - The Public-Private Education System in Cambodia: Conceptualizing Complementary Private Tutoring
	Iveta Silova – The Shifting Boundaries of Teacher Professionalism: Education Privatisation(s) in the post-socialist education space
2:45pm-3:30pm	Facilitated discussion
3:30pm-3:45pm	Coffee
3:45pm-4:30pm	Closing reflections and remarks
4:30pm	Close

Appendix B List of conference participants

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