

**Report of the Working Group on Private Sector
participation including PPP in School Education**

for the 12th Five Year Plan

**Department of School Education and Literacy
Ministry of Human Resource Development
Government of India**

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PREFACE

The 12th Five year plan period coincides with the period of the implementation of the Right to Education Act (RtE). India is poised to provide quality education to all children in the country irrespective of gender, caste, creed, religion and geographies. The provisions of the RtE such as the prescription of a pupil teacher ratio of 1:30, the prescribed standards for teacher qualification are creating an enormous need for teacher education of 12.84 lakh teachers.

Seen in this light, a focus on teacher education in this five year plan represents the biggest opportunity to have a long lasting impact on the quality of education in India and to make it significantly more equitable. Such a large influx of teachers into the government school system may never happen again. Failure to meet this challenge will put all future efforts at improving school education at enormous risk, as these teachers will form the backbone of the school education system for decades to come. The challenge shall be to recognize and enhance the role of teachers in shaping the social transformation India is witnessing. The energies and resources of the nation as a whole must be directed towards solving it; corporate / non-government players bring a number of unique and complementary skills to the table.

The Organization of Economic Cooperation and Development (OECD), 2005, puts the average spend on education proportionate to national GDP at 5.6%, while Korea being 8% and 3.5% in Turkey and Greece. India spends on an average, less than 3% of it's GDP.

In the 12th Five Year Plan(FYP), there have been active efforts to engage the private partner in the school education. We have proposed an overall scheme: "PPP framework for enhanced access to inclusive quality School Education". Key principles underlying the framework are:

- *Equity and inclusion*
- *Efficiency/commonality in standards*
- *Continuous Professional Development*
- *Teacher Learning Resources*
- *Support services* : administration, building, infrastructure.

The primary purpose of PPP in education is not just for using the private party as an executor or a source of funds though these may be parts of the role in specific cases, but to seek a collaborative engagement that builds on the strengths of different players and creates a total greater than the sum of the parts. In this regard, 12th five year plan envisages involvement of private players to provide quality education, with social objectives in mind. This report has been prepared to provide some ideas on how could private players be engaged in the provisioning of education.

The report of the sub-group should be treated as a base paper to initiate a wider deliberation/debate on the issue of PPP in school education. In that sense this report is different from other WG reports on the 12th FYP.

SECTION I

No.M-12015/1/2011-HRD

Planning Commission

Yojana Bhavan, Sansad Marg,

New Delhi-110001

Dated: 8th April, 2011

ORDER

Subject: Formulation of the Twelfth Five Year Plan (2012-17) – Constitution of Working Group on Private Sector participation including PPP in School Education – regarding.

In the context of the formulation of the Twelfth Five Year Plan (2012-17), it has been decided to set up a Working Group on Private Sector participation including PPP in School Education, under the Department of School Education and Literacy, Ministry of Human Resource Development.

1. The Composition of the Working Group is at Annexure I
2. The Terms of Reference of the Working Group are given at Annexure- II
3. The Chairperson of the Working Group, if deemed necessary, may constitute sub-groups and/or may co-opt additional members.
4. The Working Group will finalize its report by 30th September 2011.

6. The expenditure on TA/DA etc. of the official members in connection with the meetings of the Working Group will be borne by the parent Department/Ministry/ Organization to which the official belongs, as per the rules of entitlement applicable to them. The non-official members of the Working Group will be entitled to TA/DA as admissible to Grade I officers of the Government of India and this expenditure will be borne by the Convener Department.

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(Shakila T. Shamsu)

Joint Adviser (HRD)

Annexure-I

**LIST OF EXPERTS FOR THE WORKING GROUP ON PRIVATE SECTOR PARTICIPATION
INCLUDING PPP IN SCHOOL EDUCATION– TWELFTH FIVE YEAR PLAN.**

1.	Ms. Anshu Vaish, Secretary (DoSEL), MHRD	Chairperson
2.	Shri Gajendra Haldea Adviser to DCH, Infrastructure Division, Planning Commission	Member
3.	Shri Dileep Ranjekar, CEO, Azim Premji Foundation WIPRO group	Member
4.	Shri Chandrajit Banerjee, Director General – CII,	Member
5.	Shri Harish Mariwala President, FICCI	Member
6.	Shri Dilip Modi, President , ASSOCHAM	Member
7.	Smt. Sushma Berlia, President PHD CCI	Member
8.	Dr. Indrani Sanyal, Principal, DPS Mega City, Rajarghat, Kalikapur, 24 Parganas (North) Kolkata-700136	Member
9.	Ms. Anita Kaul, Addl. Secretary (Elementary Education) MHRD	Member
10.	Shri S. C. Khuntia, Joint Secretary (Higher Education) MHRD	Member
11.	Dr. Amarjit Singh Joint Secretary(EE.I) MHRD	Member

12.	Dr. Jagmohan Singh Raju, Joint Secretary (Adult Education), MHRD	Member
13.	Principal Secretary(SE) Govt. of Gujarat	Member
14.	Principal Secretary (SE) Govt. of Maharashtra	Member
15.	Principal Secretary(SE) Govt. of Tamil Nadu	Member
16.	Principal Secretary(SE) Govt. of Uttrakhand	Member
17.	Principal Secretary Govt. of Chhattisgarh	Member
18.	Principal Secretary(SE) Govt. of Karnataka	Member
19.	Shri K.P.Singh Deputy Adviser (HRD) Planning Commission	Member
20.	Shri Amitabha Bhattacharya, Former Pr. Adviser (Edn.), Planning Commission	Member
21.	Dr. C. Chandramohan Adviser (SE), Planning Commission	Member
21.	Joint Secretary (SE), Department of School Education & Literacy MHRD	Member - Convener

Sub-Group on Public Private Partnership in School Education

In the context of the formulation of the 12th five year plan, Planning Commission vide its order No. M-12015/1/2011-HRD dated 6.8.2011 had set up a working group on Private Sector Participation including PPP in School Education under the Department of School Education and Literacy, Ministry of Human Resource Development. The working group in turn set up the sub group on **Public Private Partnership in School Education**. Details of composition and Terms of Reference of the working group are enclosed.

Education is the single most important instrument for social and economic transformation. The Twelfth Plan must pick up the challenge of ensuring that all children including differently abled children are able to enjoy access to education. In the Twelfth Plan, possibilities will have to be explored for involving private sector more meaningfully to achieve the objectives of expansion and quality improvement. With this in view, a sub-group on Public Private Partnership was constituted with the following members:

1. Dr. Amarjit Singh, Joint Secretary (EE-I), Ministry of HRD
2. Ms. Namita Mehrotra, Director (Infra), Planning Commission, New Delhi
3. Shri Vinay Rai, Assocham, A-41, MCIE, Delhi Mathura road, New Delhi
4. Colonel Gopal Karuna Karan, Confederation of Indian Industry (CII), Mantoshi Sandi Centre, 23, Industrial Area, Lodhi Road, New Delhi
5. Ms. Indrani Sanyal, Principal, DPS, D-202, City Centre Salt Lake, Kolkata
6. Shri Amit Gupta, Chairman, Education Committee, PHD CCI, Khel Gaon Marg Gautam Nagar New Delhi-110017.
7. Shri S.S. Chawla, Sr. Director, Assocham,1, Community Centre, Zamrudpur, Kailash Colony, New Delhi-110048
8. Shri C.V. Som, IAS, Commissioner of School Education , Gandhi Nagar, Gujarat
9. Shri R.P.Sisodia, Joint Secretary (HE), MHR
10. Shri Harish Kumar, Dy. Secretary (MS), Ministry of HRD, New Delhi.
11. Shri Dilip Ranjekar, Azim Premji Foundation, 134 Doddakannelli, Next to Wipro Corporate Office, Sarjapur Road Road, Bangaluru - 560035
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13. Prof. Janaki Rajan, Jamia Millia Islamia, New Delhi-110025
14. Ms. Shabnam Sinha, Senior Education Sepcialist, The World Bank, 70, Lodi Estate, New Delhi -110003

15. Ms. Aparna Bhatia, Director, PPP Cell, Department of Economic Affairs, Ministry of Finance, North Block, New Delhi
16. Dr. Chandra Shekhar, Vice President, IL&FS Education Technology Services, NTPCL building, IInd floor, next to DND toll plaza, NOIDA-201301
17. Ms. Charu Malhotra, Vice President, IL&FS Education Technology Services, NTPCL building, IInd floor, next to DND toll plaza, NOIDA-201301
18. Ms. Madhumita Gupta, Head Education, USAID, US Embassy Shantipath, Chankya puri, New Delhi -21
19. Shri Saurav Banerjee, Education Specialist, USAID, US Embassy Shantipath, Chankya puri, New Delhi
20. Dr. K. C. Agrawal, ASSOCHAM, A41, MCIE, Mathura Road, New Delhi
21. Shri S. K. Sharma, Project Manager, RMSA-TSG, Edcil House, 18A, Sec-16A, Noida-201301, U.P

The Terms of Reference of the Working Group were to:

1. Examine the various dimensions of public private partnership in school, vocational, and teacher education sector
2. Identify and frame viable PPP models in education sector and formulate policies for PPP in the sector,
3. To develop clear and transparent guidelines for identification and selection of interested private partners to support/run the residential schools.
4. Examine the present rules and regulations that inhibit private investment and suggest suitable modifications/amendments in existing statutes
5. Devise suitable policies to invigorate the educational and banking sectors in the overall context of PPP in social sector
6. Examine the viability gap funding and viability support funding in PPP models
7. Examine how PPP can ensure equity concerns and promote inclusion
8. Review existing PPP success stories in educational enterprises and examine ways of adopting it

SECTION II

2.1 Background

India currently has the world's largest student body with 135 million children attending primary school. The 86th Amendment makes free education of children aged 6-14 a fundamental right. Over the past decade the SSA programme has brought over 60 million additional children into school – expansion at a scale and pace unprecedented in history – achieving near universal enrolment and gender parity. ASER (2009) finds only 4% of children in the 6-14 year age group who are not enrolled in schools. However, the International Sub regional Information System on Child Labour of ILO in 2009 estimates that 12.6 million children are child labourers; 6.8 million boys and 5.8 million girls are in the 6-14 year age group. Kingdon (2007) estimates that the gross enrolment ratio for the 11-14 year olds or those in classes 6-8 is only 61%, with 10.3% girls and 7.7% boys dropping out. At the secondary stage, the report points out that 10.6 million children are in classes IX and X; and 5.3 million in classes XI-XII, and that according to National Family Health Survey (2006), only 54% of all children at the secondary school age (11-17 year) attend school. When data is broken down by incomes, the net enrolment ratio of children in the richest 20% of households is 83% compared to 29% among children from the poorest households. All this points to enormous provisions required in the school education (K12) sectors.

There are 5.23 lakh teacher vacancies at the elementary level. 7.74 lakh teachers already working in the school system are untrained. There is therefore the need to train 12.84 lakh teachers in the 12th FYP period. These 12.84 lakh teachers represent a quarter of all the teachers in the country. Assam, Bihar, Chhattisgarh, J&K, Jharkhand, Orissa, Uttar Pradesh and West Bengal together account for 6.06 lakh untrained teachers and 9.73 lakh teacher vacancies.

Taking the whole school system together, this represents around 26.6% of teachers in the school system. The introduction of such large number of teachers in the school system provides challenges, but also a unique opportunity for qualitative improvement. Teacher education has taken on a special urgency. To prepare 9.73 lakh teachers, 22,500 teacher educators per year are required. The present institutional capacity is only 3775. An additional 19,000 teacher educators are urgently required (MHRD, TE-EFC, 2011).

The Rashtriya Madhyamik Shiksha Abhiyan (RMSA) launched by the MHRD aims to universalise education at the secondary level by 2016 - 17. This calls for additional preparation for teachers and teacher educators.

2.2 Issues in school education, teacher education and vocational education

1. Undoubtedly the government is constitutionally responsible for provision of public school education. Since the 1960s, expenditure of 6% GDP on education has been recommended in

policy documents. In the past decade, the % of GDP for education has been steadily decreasing. The Economic Survey of India (2010-2011) reports that total expenditure in 2008/9 on education was 2.89% and budget estimate for 2010/11 is 2.98%. Clearly there is need to more than double the expenditure in education. 80% of funds allocated go towards teacher salaries, leaving limited resources for school improvement initiatives. This spending profile needs to be viewed in the context of the total budgetary requirement for running a school that provides quality education. Expenditure profiles must be made on the required funding rather than acquired funding.

2. Schooling in India can be largely categorized as those run by Central/State governments/Municipal bodies; aided schools run by private institutions which get aid from the government up to 95% of the teacher salaries, and private schools which charge fees from children. DISE data for 2007-08 shows that 14% of the elementary schools are under unaided management. The National Sample Survey 2009 reports that at primary level, 7% of students study in private aided, and 20% in private unaided schools. Quality of education remains a major issue in *all* types of schools. The NCERT Learning Achievement of Class 5 survey shows that average achievement is 46.51% in Maths, 50.3% in science (EVS) and 58.5% in language. 17 states fall below this national average. A recent study on Science, Maths and English on 32,000 children in 5 metros drawn from an international survey that has been used in 43 countries found that Indian children scored below the international average. Clearly, we need to change what we teach and how we teach. (Student learning in metros: How well are our students learning? Education Initiatives and Wipro, 2006). Rote learning rather than critical thinking still rules even among the elite private schools in India.

3. Private schools can only be afforded by parents who can pay fees, which are often substantial and children from the educationally backward sections of society do not get to study in these schools. The expansion of fee paying schools which function effectively will be limited by the number of parents who can pay enough fees to enable effective education. The private schools running on low fees have been severely constrained in terms of quality education. Economic survey 2008-2009 estimates 37.3% Indians live below the poverty line. Hence large scale capacity to pay for education does not exist. The Government is the only agency that can fund education. Further, as Kothari Commission pointed out, while making a case for common schools, that private schools tend to have monochromatic composition that tend to exclude rather than function as an inclusive institution. This inclusion refers not only to bringing in children with disabilities, but also to children from the marginalized sections of the society. At the broader level, schooling in India needs to be neighborhood based, it requires creation of infrastructure, create school compositions that are inclusive, provide a climate for equitable, sensitive teaching-learning, prepare teachers pedagogically, linguistically and sociologically to work effectively with children. At present, it can safely be said that there are very few schools which fulfill those criteria. With some notable exceptions, the schools that are effective, are not inclusive, and vice versa. The RTE stipulates that 25% of seats in the private schools must be reserved for children from weaker sections of society. This provides a historic opportunity towards inclusive education.

4. The debate surrounding government and private schools is longstanding, and polarized. On the one hand, private players make the case for entry into the education sector by pointing to poor functioning of government schools. Yet, low fee-paying private schools face severe constraints in terms of quality. The fact is that the government schools stand alone with a proven record of educating the educationally backward, despite very poor resources. The private sector, while applying the 'market yardstick' of performance, should not ignore the constraints that government schools face. It is also important to note that the private sector, so far has no evidence based record of having educated children from marginalized sections of the community for the full Class I-XII cycle, successfully. There has not been much investment in R&D in the field of school education by the private sector unlike some other commercial ventures where the private sector may be engaged in. While there is some evidence of R&D in school education from the private sector, it remains patchy. Schools are very different from projects that the private sector may have engaged in so far and thus the need for a different approach; private sector may need to invest more in R&D, as well as experience sharing. While many features of the private sector, such as organizational structure, accountability, feedback are as welcome in schools as in other sectors, the highly centralized system of government schools can learn from management systems of the private sector made possible by availability of resources required for effective management systems. For government schools to improve, key additional resources are necessary. Among the many tiers of schooling in the government system, the cost per year per child varies from approximately Rs. 900 in SSA, to Rs. 2000 in municipal corporation schools, to Rs. 8000 in government schools and Rs. 20,000 in KVs. It is well established that KVs and state pace-setting schools such as Pratibha Vikas Vidyalaya, Delhi, which perform very well, do spend 12-20,000 per year per child. There is need for *all* schools to be provided funding of this order on a goal setting, performance-linked basis if the children in government schools are to be provided equitable education. In brief there is no escaping the fact that government has to provide sufficient resources to their own schools. The poor utilization of allocation of the 11th Plan funding under PPP shows the hesitation of private partners to enter into uncharted fields.

5. There exists a (mis) understanding that 'common school' implies that private schools will not exist, or, that all schools will be run by government. The idea of the common school is that it is based on neighborhood, and children from within the neighborhood are fairly represented in the school irrespective of caste, creed, color, gender, ethnicity, ability/disability or religious persuasion. This idea is as much applicable to private schools as government schools. Diversity is an asset pedagogically, for quality. This quality eventually helps the private sector through the work force and R&D.

6. Key challenges across primary and secondary sectors include:

- Full enrolment and completion rates for the 6-14 year age group and increased rates for secondary stage i.e. 14-18 years of age.
- Ensuring access becomes more equitable

- Modernizing curricula so that it is in accordance with RTE and the needs of a knowledge society.
- Improving levels of learning achievement
- Increasing public financing and exploring alternative means to supplement public financing given public financing is not adequate to meet demands.
- Increasing efficiency in use of resources.
- Provision and preparing of qualified teachers

7. Teacher education is a vital part of school education. It is the single most important factor for meeting quality parameters in schools. This sector is responsible for preparing teachers prior to entering the school system, and for continuous professional development of teachers who have entered the system. 45.34% of the 4.7 lakh teachers in the elementary (Class 1-8) school system have not studied beyond class 12 and a quarter of them have not studied beyond class 10. Only 35% teachers are graduates, 12% post graduates; 0.4% have M.Phil./Ph.D. degree (Mehta, A.C. 2006). The failure to build sufficient teacher education institutions has been compounded by the induction of under-qualified and un-trained teachers into the school system, even while lakhs of graduates with B.Ed. remain unemployed outside the system. Quality issues in teacher education continue to remain a cause for concern. As has already been mentioned in Section 2.1, teacher educators required for preparing so many teachers would be around 22,500 in the states with largest teacher training requirement. A slew of statutes (NCTE), policy directions (NPE 1986) and the centrally sponsored scheme for re-organization and restructuring of teacher education consisting of IASEs, CTES, SCERTs, DIETs are in place.

Around 8 lakh teachers are prepared by around 8000 teacher education institutions (NCFTE, 2010) most of which are run by the private sector. The National Council for Teacher Education created in 1995 by a 1993 Act of Parliament has the mandate to achieve planned and coordinated development of teacher education system in the country, regulate and maintain norms and standards in TEIs. Till 1993, there were 633 TEIs in both private and government sectors. Since then, around 8000 TEIs have come into being prompting accusations of indiscriminate permissions being granted with accompanying steep fall in quality in teacher education quality and infrastructure. Two committees set up by the MHRD, the Sathyam Committee (2004) and Sudeep Bannerji committee (2007) have gone into issues of the open door policy of granting recognition to private TEIs resulting in substantial numbers of prospective teachers who write their exams and are awarded degrees without attending their course of study often for even a single day, unmindful of the reality that qualified teacher educators were simply not available. (Yasmeen, S., Education World,2008). While the Sathyam committee identified the routine bypassing of out of turn applications and inspection teams approving applications of promoters of questionable credibility, the Bannerji committee recommended that license and regulation functions of NCTE be eliminated from it and transferred to affiliating universities/SCERTs, and NCTE be transformed into a teacher training and pedagogy research organization.

SCERTs and DIETs have been in existence since 1988 and their performance has been uneven. While some have performed extremely well, others are yet to do so (Dyer, 1990, 1996, 2000). NCERT has conducted a comprehensive evaluation of the teacher education schemes including IASEs, SCERTs and DIETs and presented its report in 2009. NUEPA has done an evaluation of DIETs. Two of the key recommendations are to strengthen teacher education by linking them with higher education institutions, professionalising teacher and teacher educator status and salaries.

Following the RtE, clearing the Teacher Eligibility Test, 2010 is now part of the minimum qualifications for becoming teachers. Notwithstanding this, huge challenges of upgradation of teacher qualifications remain.

8. Vocational education

Vocational education is quite small, enrolling less than 3% of senior secondary students. Vocational education has hitherto been a parallel system to the general education stream. Critics have pointed out that this results in providing vocational education for the marginalized without opportunity for them to enter professional education such as medicine, engineering, which can be accessed only via the general education stream. The Knowledge Commission (2007) made specific recommendations for vocational education in schools to provide seamless multi-point entry to appropriate jobs and /or higher education. Some of these are:

- Aspects of general education such as numeracy skills should be retained in VE to enable students to return to mainstream education at a later stage.
- Links should be established between Vocational Education stream and the school and higher education streams.
- Courses devoted to certain skills training must be introduced at primary and secondary level in all schools.
- Expand the capacity of vocational education through innovative delivery models.

The MHRD has prepared a National Vocational Education Qualification Framework to enable mobility between academic and vocational streams, establish National Occupation Standards, and firmly link vocational education with industry. MHRD has also put in place a revised scheme for vocationalization of secondary education. A vocational education cell has been set up in the CBSE. MHRD estimates that by 2020, 220 million students will pass out from schools, of which 150 million would opt for work rather than higher education (PIB, GOI, Dec 8, 2010).

SECTION III

3. Various dimensions of public private partnership in schools

3.1 Private sector in Education in India

Estimates offered by different sources vary. Yet, private sector in schooling is estimated to be around 14%. Other estimates show that the share of unaided secondary schools has increased from 15% in 1993-94 to 35% in 2006-07. DISE data for 2007-8 places the number of schools under private, unaided management at 173,282 out of 1,250,775 schools in India. The National Sample Survey, 2009 reports that 7% of students are in private aided and 20% in private unaided schools. At elementary stage, the figures are 12% and 17% respectively. Private sector participation in secondary sector is considerable and it is estimated that 63% schools are under private management. According to the World Bank (2011), the education sector in India caters to 600 million people up to the age of 30 years. The annual government spending is 30 billion USD, and it still only amounts to 2.8% of GDP. Already, annual private spending on education is 43.2 billion USD, making it one of the largest capitalized spaces in India.

3.1.1 Private sector schools

The quality of education being offered by private sector varies widely. Good quality private schools charge commensurate fees which are affordable by only a relatively select proportion of the population. In schools with medium fees, there are several reports of charging of additional amounts for study trips, building funds etc. There are also a large number of private unrecognized schools which have earned the sobriquet of 'teaching shops' run across the country in cramped rooms at least at the primary stage. NCAER household survey of 1993-94 puts this number to around 4-5% of all primary schools.

3.1.2 Teacher Education in the Private sector

As stated in section 2.2.7, there has been a sizable presence of private teacher education institutions which conduct elementary and secondary teacher training. Private institutions encompass a wide spectrum in terms of quality. Private teacher education institutions certainly suffered in terms of public perception when, as described in section 2.2.6, several were found to be operating sub-optimally. The challenge for the 12FYP is to ensure that only those private parties are in TE, who have a professional attitude, commitment and expertise.

3.1.3 Vocational Education and the Private Sector

Private sector provision of vocational education is less than that of the public sector, though difficult to estimate due to the large number of unaccredited training institutions according to Ed.Cil. which conducted a survey of private providers in 2002. The survey also shows that youth preferred public sector to private sector provisions, and continued to aspire for higher education.

Given that the private sector is the largest beneficiary in terms of qualified workforce, quality vocational education remains very much a space still to be explored in scale by the private sector.

3.1.4 From Private players to Private Public Partnership

It must be remembered that private schools can only be afforded by parents who can pay fees, which are often substantial and children from the educationally backward sections of society do not get to study in these schools. The expansion of fee paying schools which function effectively will be limited by the number of parents who can pay enough fees to enable effective education. This proportion cannot be more than 40%. Those private schools that run on low fees have been severely constrained in terms of quality education. In general the private schools tend to exclude rather than function as inclusive institutions. This inclusion refers not only to bringing in children with disabilities, but also to children from the marginalized sections of society. At the broader level, schooling in India needs to be neighborhood based, it requires creation of infrastructure, and school compositions that are inclusive, provide a climate for equitable, sensitive teaching-learning, prepare teachers pedagogically, linguistically and sociologically to work effectively with children. At present, it can safely be said that there are very few private schools which fulfill any of these very reasonable criteria. If schools are effective, they are not inclusive, and so on.

Have private partners been effective in school education? Has the government? In both cases, the answer must be 'in parts'. While PPP sounds like an attractive proposition in the school education sector, there is a need to have clarity of purpose, concept and philosophy behind the PPP approach and not take it as "fait accompli".

Concerns that arise regarding private partners are:

- It is believed that private sector has the competence for delivering quality education or they can quickly develop the same. A quick survey would reveal that there are very few private sector organizations or NGOs that have a solid competence and understanding to contribute to quality education. This too has happened only after they made efforts towards understanding issues, for years. Private agencies need to demonstrate capability to educate first generation learners through the full schooling cycle.
- Teachers, their accountability and their salary have long been an issue of debate. In several PPP models, while the government school and infrastructure and facilities are handed over to the private agencies, the agencies insist on hiring teachers on their own, at 'competitive' costs in the short run. While this may well be a successful model in BPO type of industries, it may not be appropriate for schooling. Being human resource intensive, teachers' experience base is critical for quality of public

schooling. Under the RtE, teacher pay will be determined by the central/state authorities.

- Private sector is considered to be synonymous with efficiency, good governance, expertise, results and quality. This needs to be evidence based rather than a general 'given' and / or impressionistic.
- Private partner is generally taken to mean a corporate organization. We need to include NGOs, civil society organizations, SHGs, Community, Parent bodies etc. in the definition of 'Private Partner'. Many corporate organizations would be willing to establish schools under their CSR.
- We do not have well articulated quality standards. These must be applicable across the board to all schools. Alongside, the standards for provisions that are required to attain these quality standards must be created. With this basic frame in place, it would be possible to assess what exactly is happening in every school, what is needed, and who can best provide what, when, where and how.

The challenge in education is a large and extremely complex one, and the energies and resources of the nation as a whole must be directed towards solving it; corporate / non-government players bring a number of unique and complementary skills to the table. The primary purpose of PPP is not merely to use the private party as an executor or a source of funds though these may be parts of the role in specific cases. Rather it needs to seek a collaborative engagement that builds on the strengths of different players and creates a whole greater than the sum of the parts. PPP can then become possible, meaningful and effective on credible parameters. PPP can be an important part of the overall strategy to achieve quality at scale, but is not a panacea. The PPP strategy must fit into and be in line with the overall school education strategy and priorities. PPP is useful to the extent that it helps meet the larger goals. Also PPP should never limit or restrict government itself from offering educational services or running schools because it has a PPP partner in that area. To private partners, working amongst the dispossessed, is a new arena which will need much learning, and the learning curve will be steep; but not impossible. It may well be that the model of PPP evolving in this manner may well be very different from what we see today or envisage for the future. We need to proceed with the conviction and processes to make sure that the best amongst all players come forward.

3.2 Defining PPP for the 12 FYP

“PPP is often described as a private investment where 2 parties comprising government as well as a private sector undertaking form a partnership” Ministry of Finance, Government of India.

“A risk-sharing relationship based upon an agreed aspiration between the public and private (including voluntary) sectors to bring about a desired public policy outcome. More often than

not, this takes the form of a long-term and flexible relationship, usually underpinned by contract, for the delivery of public funded service.” –Commission of UK PPPs

“A cooperative venture between the public and private sectors, built on the expertise of each partner that best meets clearly defined public needs through the appropriate allocation of resources, risks and rewards”. – Canadian Council of PPPs

3.2.1 Some existing forms of PPP in Education

There are several areas of public education where PPP already exists in central and state school systems. The engagement may be one-time such as construction of school buildings, or recurring such as printing of textbooks, notebooks, stationery, library books, uniforms etc. There may also be on-going engagement for provision of services such as security, cleaning, electricity, examination related printing, data processing, results, certificate printing, teaching aids etc. In recent years some of the school activities such as computer education, mid-day meals, sports, running of reading rooms/libraries have been outsourced to the private partners. All these form a substantial portion of the schooling costs. Typically, most private engagement is focused on one or few strands of schooling. For instance, a private agency may take up computer education in a thousand schools, or security in a 100 schools and so on.

3.2.2 Institutional PPPs: Aided Schools: A form of PPP

There are no major examples of PPP in mass scale education – except the grant in aid schools which has been a long-standing model of PPP in schools. Aided schools are schools run by private managements, which receive substantial funding from the government. While the performance of aided schools varies from State to State and school to school, there are some commonalities. As the salary is paid by the government and schools are managed privately, the accountability link remains weak. Children in aided schools pay no or very low fees and are mostly drawn from the disadvantaged sections. By and large, it has been noticed (with exceptions such as in Kerala and in minority institutions) that aided schools do not perform very much better than the government schools. Thus, the results are mixed and need to be assessed in a structured way with clearly defined parameters.

3.2.3 Structural forms of PPP

The Ministry of Finance's PPP India database shows the current level of PPP in states:

Table 3.1: Summary of Education PPP Activity across the States - 2011

State	Type of PPP				Type of Project	Value (Crores)
	BOO/BOOT/BOO ¹	Service contract	J/V or Lease ²	PPP		
Andhra Pradesh	4			3	Computer Education, Mid day Meal, Up gradation of ITIs, ICT in Schools, Skills Development Centre	1.069
Assam			2		Engineering College, Knowledge City	998
Haryana	4	2			Computer Education, ICT in Schools	276
Orissa	1				ITI/ITCs	N/A
Punjab	5				Hotel Management Institute Polytechnic	441
Rajasthan	1				165 schools	600

Source: www.pppindia.com accessed 31-08-11

Table 3 highlights some significant aspects regarding PPPs in Education including the fact that many States are yet to use PPP as a means of achieving their objectives; there are very few examples of using service contracts as a means of PPP; and the value of deals only amounts to 3,384 crores.

¹ The public-sector partner contracts with a private developer - typically a large corporation or consortium of businesses with specific expertise - to design and implement a large project. The public-sector partner may provide limited funding or some other benefit (such as tax exempt status) but the private-sector partner assumes the risks associated with planning, constructing, operating and maintaining the project for a specified time period. During that time, the developer may levy charges/fees in accordance with sectoral laws and regulations. At the end of the specified period, the private-sector partner transfers ownership to the funding organization, either freely or for an amount stipulated in the original contract. Such contracts are typically long-term.

BOOT is sometimes known as BOT (build, own, transfer). Variations on the BOOT model include BOO (build, own, operate), and BLT (build, lease, transfer)

² Joint Venture (JV)

Despite the large and growing role the private sector already plays across the school education sector, there has been little actual progress under the 11th Plan in using PPP in Education. Some PPP models in education sector are presented in Table 3.2.

Table 3.2: Range of ‘PPP in Education’ Options

<i>Type</i>	<i>Features</i>
<i>Contract Schools</i> ³	Private schools educate public students ⁴
<i>Design/Build/Manage</i>	Private provider designs, builds/leases and manages facilities
<i>Design/Build/Manage/Deliver</i>	Private provider designs, builds, and manages facilities as well as delivers education services
<i>School Management</i>	Private education management companies run existing public schools
<i>Works & Services Contracts</i>	Private providers carry out and manage school works and services such as construction, security, catering, maintenance, admin systems etc

Clearly, under the 12th 5-Year Plan, there is a need for a greater discourse and agreement about what constitutes partnership in the education sector, how it is defined and, perhaps more importantly, how partnerships can be structured in a manner that ensures accountability for the use of public resources by private agents. At this critical juncture, greater dialogue is required between stake-holders to discuss debate and understand PPPs- their definition, role, types, structuring systems, key performance indicators, financial arrangements, regulatory and legal aspects and exit strategies.

3.3 Challenges in the School Education Sector

3.3.1 India has never been challenged to provide quality education to first generation learners and vulnerable groups at the scale that RtE compels it to do today. Without marshalling large amounts of resources and skills from both government and non-government sectors, this challenge will not be met. There is already considerable private sector contribution to the construction of school infrastructure, supply of educational materials (including ICT hardware and software support), in the provision of support services such as cleaning, security etc., and in the provision of entitlements such as mid-day meals. And while it is critical to realize that PPP is not the panacea for all educational

³ 'Contract schools' remain publicly owned and publicly funded, but are managed by a private sector operator in return for a management fee. They are generally required to meet specific benchmarks in areas such as student attendance and performance, and community involvement.

⁴ Money is paid State or Central government to parents to offset the cost of tuition, books, or other educational expenses for their children to attend a private school.

challenges, there is increasing recognition that private sector efficiency, innovation, and institutional effectiveness can play a significant role in directly supporting the provision of quality education.

3.3.2 The PPP strategy, however, must fit into and be in line with India's overall education sector priorities. Its effectiveness will be guided by the extent it helps to compliment and strengthen public sector education service delivery; it is not expected to either limit or restrict the government's role. The aim during the 12th FYP is to test PPP models to see if they can become meaningful and effective on credible parameters. We recognize that the models that finally evolve may very well be different from what we perceive today or envisage for the future.

3.3.3 However, as both potential private sector partners and the government explore viable PPP options in providing quality education to first generation learners and vulnerable children at scale, there is a need to recognize and take account of the number of areas where there is still a lack of adequate knowledge and experience till date:

- Provision of quality inclusive education, both in government and private schools.
- Research on how children learn, especially children from marginalized sections of society. Structural and functional inequalities of gender, class, caste, ethnicity, minorities that push children out of schools.
- Theories and practices for special supplemental teaching and learning for children in need of extra support.
- Techniques/sensitivities required for educating children with special needs (children with autism, learning disabilities, visually or aurally impaired, etc).
- Need for teachers to be foundationally re-oriented towards rights-based approach to children learning.
- How to introduce ideas of citizenship, rights, nationalism, pluralism and inclusion.
- How to reach millions of classrooms with the new ways of looking at delivery and pedagogy based on research in NCERT and elsewhere.
- How to train teachers to quickly learn the effective use of ICT.

3.3.4 There are also a number of constraints to attracting private sector participation / investments to the education sector. Some of the more binding constraints are:

Table 3.3: Constraints to Education Sector Investment

Constraints	Description
Policy Framework	<ul style="list-style-type: none"> ▪ Weakness in enabling policies.
Regulatory Framework	<ul style="list-style-type: none"> ▪ Weak and inadequate regulation and enforcement.
Management and Operational Framework	<ul style="list-style-type: none"> ▪ Absence of required coordination among and between the Center and State governments and agencies. ▪ Inadequate management capacity within government to manage the design, implementation, and evaluation processes. ▪ Inadequate capacity to develop bankable education sector projects.
Financial Framework	<ul style="list-style-type: none"> ▪ Insufficient instruments to meet long-term equity and debt financing. ▪ Non-availability of land at terms that would make the project viable.
Advocacy	<ul style="list-style-type: none"> ▪ Low acceptance of PPPs by stakeholders.

3.3.5 There are also risks involved that both the private sector and government need to be cognizant of. These risks should be recognized early in the discussions and negotiated so that they do not derail/delay the process once started. Some examples are enumerated below:

Regulatory Risks:

- Multiplicity of Regulators
- Multiplicity of Agencies for obtaining clearance
- Possibility of conflict due to Ownership structure (Trust, Society, Section 25)

Procurement Risk:

- Procurement processes poorly defined/lacking clarity
- Bidding specifications lacking clarity
- No bidding timeline

Client Capacity:

- Client has limited experience with PPP
- Lack of project management skills and capacity
- Absence of PPP monitoring mechanisms

3.4 Public-Private Partnerships: Opportunities for advancing class 1-12 Priorities

There is increasing recognition of the potential of PPPs in meeting the objectives under school education. A well designed PPP, can, among others, do the following:

- Bring additional resources (investment). Private investment can come out of pure corporate interest, corporate social responsibility, and philanthropic contribution.
- Supplement existing capacity of the public school system by helping to absorb growing numbers of children entering the education stream. This will help to expand access and reduce class sizes in government schools.
- Expand the knowledge and skill base of the education sector, introducing new innovative approaches – whether pedagogic, technical or managerial in nature – that may not be easily available in the public sector.
- Better achieve the desired outcomes in the education sector; greater innovation in the delivery of education will enable the focus to shift to the desired outputs and outcomes rather than specifying how those outcomes should be achieved.
- Introduce a longer, more structured (well thought-out) time horizon into the public-private relationship to better align the interests of both the sectors.
- Make the cost of services more transparent and accountable through the use of explicit contracts and improved costing mechanisms and.
- Broaden the number and scope of players in the education sector, spurring greater efficiency, effectiveness, and innovations.

Therefore, while there is a great opportunity to raise revenues and promote savings to help meet the 12 FYP funding targets through PPPs, there is an equally great potential to increase efficiency as well as equity in education spending.

3.5 Key Principles to Making PPP Work

3.5.1 Recognizing Private Sector Concerns:

Following discussions with a number of private sector partners with significant experience in the field of education, it is clear that the primary concern revolves around transparency/clarity. The entire process of PPP from start to finish should be as transparent as possible with clear directives and platform for information sharing. This will help all partners to adjust in advance to

any changes in the enabling environment (on-the-ground conditions as well as changes in the policy/regulatory framework, if any) and move forward on an informed basis. For example:

- The Government should come out with a clear framework/white paper, providing specific areas and modes of PPP engagement. This will allow different types of private players to engage in ways best suited to them but in line with the larger coordinated plan which keeps national priorities in mind.
- Objective outcomes (not inputs or efforts) should be defined as clearly as possible and revised each year based on ground-level experience. Although it is well recognized that based on the ground reality, some refinements may be required as we proceed, the expected outcome(s) must be defined up front so all partners agree to take full ownership.
- Where the intended outcomes are not met, support may need to be provided and/or penalties imposed. The original agreement should clearly state the consequences of non-performance.

3.5.2 Working Together

As recognized above, a major challenge under PPP, and one that will play a key role in ensuring success, is of all partners being to move together in a transparent, informed manner. PPPs may involve multi-organizational, multi-level, multi-functional collaborations and interactions that will crucially determine the outcome(s).

- It may not be easy for the various partners (senior government officers, field personnel, NGOs, private sector companies) to work together as they will bring with them the different styles of working, culture and approaches. There will have to be a conscious effort to make PPP work with the belief that the synergy will be valuable and beneficial.
- There may be questions raised about intentions. Trust levels may not always be high. This is natural. However, a conscious, formal effort must be made to understand each other and build the trust that is called for to achieve the intended outcome. Platforms should be created to keep the channels of communication open at all times. There are valid points on each side of the debate – and education sector development is arguably not just a national but an international debate and discourse.
- Platforms/forums should be established to help address challenges in implementation faced by all parties. These challenges may be at the policy or at the operational level.

3.5.3 Recommended Key Policy Directions

An underlying premise of this report is that the general education sector needs augmentation of public sector financing. There is, therefore, a critical need to diversify sources of finance and institutionalize cost-recovery schemes where possible.

- 'Allocation' of resources becomes as important as the amount of resources made available. This will require clear definition of the role of both government and private sector and evidence-based choices in the allocation of resources (i.e. most effective, in terms of cost and quality, in their impact on learning).
- Effective systems need to be developed to promote and ensure access by the poor.
- The non-government education sector (both community and private-led) should play an increasingly prominent role in the financing of education.
- While encouraging private sector participation, it is essential to ensure that school education responds effectively to both national priorities as well as to the expectations of local communities. Nurturing local community support, therefore, shall be vital.
- Mere annuitizing of capital costs may not be sufficient, rethinking in this area is required.
- Significant flexibility in management also needs to be provided to private sector to allow them to be effective.
- A variety of PPP models should be promoted to respond to the different local enabling environment and conditions; it is unlikely that one single model could prevail across the whole country.
- Key performance indicators shall be drafted and carefully monitored through the Concession Agreements/Contracts under PPP arrangements to ensure achievement of intended results.

3.5.4 Policy Instrument grouping for Educational Objectives

This document recognizes that the GOI has a number of policy instruments at its disposal to meet its educational policy objectives. They are *funding, regulation, ownership of schools, and provision of information*. Reforms in the sector, in the context of PPPs, can be grouped under the following themes:

- Improving the way private schools are regulated.
- Improving the way private schools are funded.
- Increasing access to finance for private institutions.
- Strengthening the capacity and capability of the sector to deliver PPPs.
- Improving information available to students, parents, and regulators to support informed educational decision-making.
- Financing educational opportunities, including cost recovery

The MHRD intends to set up an Education Commission, which could among other things deliberate and suggest ways to deal with the above issues in a comprehensive manner.

3.5.5. Some ways Forward

There are therefore, many reasons why governments are increasingly opting for PPPs to assist in meeting their policy objectives in the school education sector. The following initiatives are suggested for creating an environment to encourage PPPs in school education:

- Organise workshops for Ministers, Ministerial advisers and government officials on new directions in education policy and the changing role of government in education;
- Develop a resource and training programme outlining good practice in regulation, with a focus on approaches to “light-handed” regulation;
- Provide training and mentoring in good regulatory practice for selected education officials from the State, District and Panchayat levels of administration;
- Establish a ‘PPP in Education Portal’ with similar components as that employed by DEA with the www.PPPIndia.com;
- Establish a central PPP Unit in the MHRD as well as PPP Cells at the State level with cross-agency participation as well as participants from the private sector;
- Learn lessons from the considerable experience that has been gained over the past decade in India with the rollout of PPPs in the other sectors.

3.5.6 Learning from PPP in other Sectors

There is considerable experience in the use of PPPs in public sectors, notably, telecommunications, power, water, transport, road, rail, air, and irrigation. There is little comparable activity in the education sector. While acknowledging that education sector is unique in nature, especially entitlement through RtE, there is a case for examining initiatives in other sectors and draw lessons from them.

Table 3.4: Summary of some Drivers and Lessons on PPP from the Other Sectors

<i>Aspect</i>	<i>Drivers</i>	<i>Lessons</i>
Framework	Strategy, Policies & Legislations Empowered Nodal Agencies Model Documents & Agreements Regulatory Bodies	<ul style="list-style-type: none"> ✓ Model Concession Agreements, Standard Bidding Documents. ✓ BOT Laws of Gujarat, AP, Punjab etc. ✓ Nodal Agencies in AP, Punjab, Bihar, Kerala, Karnataka, Rajasthan, Uttarakhand etc.
Risk allocation	Risk allocation Focus	<ul style="list-style-type: none"> ✓ Enable strengths of private sector to be leveraged by transferring risks that private sector can best manage ✓ Private sector efficiencies and private finance in order to enhance Access, Quality and Cost Reduction

<i>Aspect</i>	<i>Drivers</i>	<i>Lessons</i>
Contract Design & Enforcement	<i>Defining Standards</i>	<ul style="list-style-type: none"> ✓ Measurable and enforceable standards ✓ Should the focus be on Inputs, Outputs, Outcomes or Impact? ✓ Defining and measuring intangible standards in education is much more challenging than in infrastructure ✓ Outcomes and Impact are far more important measures than Inputs and Outputs
Performance Criteria	<i>Creating Meaningful & Measurable Criteria</i> <i>Enforcing Criteria for Education</i> <i>Market Mechanism</i>	<ul style="list-style-type: none"> ✓ Quantitative parameters like enrollment figures or test scores possible but ignore the importance of qualitative aspects of education ✓ Easier for certain segments like vocational ✓ Regulatory Mechanisms: Challenges of Indicators, Tools, & Capacities ✓ Align Incentive of Private Player with Number of Students?

Source: GOI/WB International Conference on PPPs in Education. 29-30 August 2011

SECTION IV

4.0 Suggested Models for PPP in 12 FYP

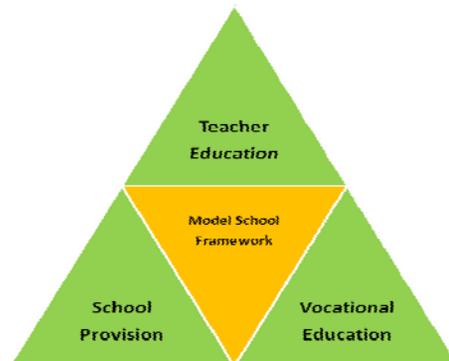
Keeping in mind the issues outlined in sections II and III, some models are recommended for PPP in education for the 12FYP in the following areas:

- Schools: Triad and Residential Models
- Teacher Education Support Systems
- Re-vitalizing DIETs, SCERTs, IASEs, Universities for Teacher Education.

4.1 SCHOOL TRIAD MODEL

In the context of PPP the school is defined as has been laid out in the Model School Scheme. The Planning Commission and the MHRD, Government of India announced the draft framework to launch 6000 Model Schools (3500 public funded + 2500 set up and managed under PPP) in the context of the Independence Day announcement by the Prime Minister in 2007. While the public funded component is already operational, the PPP model schools are expected to be rolled out in 2012-13.

Keeping the Model School at the basis, and further to broad base resources and address sustainability issues, we are proposing a Triad Model for PPP in the Model Schools. The Triad Model as the name suggests will be made up of three components: School, Vocational Education, and Teacher Education as represented below:



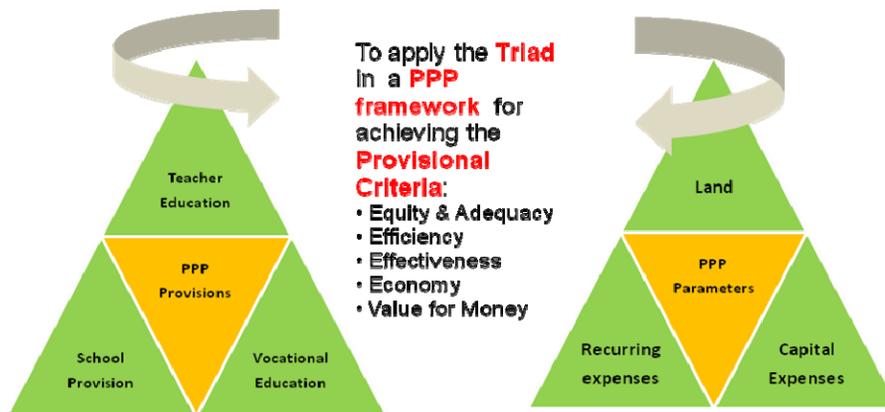
Considering the challenges of creating a sustainable infrastructure by the private players and a level playing field for providing quality education in the schools, a potential framework is proposed, which shall be the guiding factor for the key players:

4.1.1 Principles:

- Equity & Adequacy
- Efficiency
- Effectiveness
- Economy
- Value for Money

4.1.2 Aims:

- Govt. to ensure more education is produced (without being a provider) by financing judiciously :
 - *To get private sector efficiencies (financial and technical) in education*
 - *Reducing intensive capital costs for government*
- Make it attractive for the private sector by
 - *Allowing conduct educational and skills activities in addition to core PPP provision*
 - *Providing greater support through recurring grant for 1st 2 years*
- Track achievement of PPPs on the benchmark of:
 - *Equity, efficiency, effectiveness, economy & value for money*



4.1.A THE SCHOOL

The Scheme for model schools in PPP mode has been formulated and is expected to be rolled out in 2012-13. A note on this Department's proposed scheme is at Annexure A.

4.1.B COMPONENT 2 : VOCATIONAL EDUCATION IN MODEL SCHOOLS

The second component of the TRIAD model is Vocational Education for Providing Skills and Opportunities for young people as they enter the workforce or pursue further studies in the related sectors. The objective shall be to prepare secondary school children for different skill sets, which either make them employable beyond the age of 19 or allow them to further their skill development/academic education in accordance with the National Vocational Education Quality Framework. A note on the NVEQF is at Annexure B. The industry in the region shall be suitably associated to provide this enabling environment.

The Model Schools should also provide for a vocational education alternative for students. Regular industry interaction is recommended in different areas of secondary education if we all are partners in this process. PPPs are particularly well placed to enable this.

The NCF 2005 Focus Group on Work Education provides an exhaustive critique and recommendations for alternatives. The Model schools provide a unique opportunity to re-visualize vocational education according to the recommendations of NCF 2005.

Vocational education for secondary school students can be organized in the PPP mode. Model School private partners can use the school premises and equipment to run courses on fee paying basis. The Government can sponsor children from weaker sections of society. However, the extension of the Model School Scheme for this purpose will have to be anchored in the NVEQF, and the details of the extension will have to be separately worked out.

4.1. C COMPONENT 3: TEACHER EDUCATION AND TRAINING IN MODEL SCHOOLS

The third part of the suggested TRIAD MODEL is Teacher Education and Training.

With the RTE and RMSA becoming realities, the greatest challenge, apart from setting up infrastructure, would be to prepare enough teachers and teacher educator's in requisite numbers.

Thus the need is to train more teachers and prepare more teacher educators at every level. The Model school can be developed as a hub for in-service training for teachers in the area. Thus, an investor in model school, may open a teacher training institution within the school premises, get the necessary approvals, the right linkages with the concerned departments and appoint teacher educators as per the State and Central rules. They can conduct pre-service teacher education programs such as the D. Ed. etc and also in-service teacher training programs.

The training institute would work as any other institute but will not have to create a new infrastructure, nor invest in land and other tangibles. However, it will increase the income of the private player in the form of fees collected from the potential teachers. This can become a good model to increase the viability of investment for the private player.

Teachers in the Model Schools and also neighbouring schools would require continuous professional support and this needs to be made a part of the system. Further, there is need to encourage interaction with teachers from schools in the neighborhood, and exchange of

practices. The Model school can therefore be developed as a hub for in-service teacher training for teachers in the area along with the teachers in the school. Private partners can organize continuous professional development (in-service) teacher education programs for teachers in the neighboring schools. Government can defray the cost of training of government and aided school teachers. Private partners can also apply for and conduct pre-service teacher education programs such as the D. Ed. in the school complex provided they establish linkages with institutions of higher education.

The Model school is thus envisaged as a triad: School with a strong vocational and teacher education component. Further, in view of the great demand for residential schooling in some areas. The triad school can also operate as a residential school.

For this purpose also, the model school scheme will need to be extended, and the details of the extension will have to be separately worked out.

The financial implications (unit costs) of the TRIAD model can be seen in Table 4.1 below.

Table 4.1 Detailed Summary of the Unit Cost for PPP in TRIAD Model School

Detailed Summary of Budget Plan for PPP in School Education in 12th Five Year Plan (2012-2017)						
S. No.	Component No. and Title	Description: Number of Schools, unit cost, basis of unit cost	Unit Cost (Rs in Cr.)	GOI contribution in Rs. Cr. (Cumulative)	PPP Contribution in Rs. Cr. (cumulative)	Supporting Remarks for Provisions/ Deviations
1	TRIAD Model Schools					
a	School					
	Land Cost		0.25		375	Student Strength: 1960
	Building & Civil Works		6.95		10,425	Details in Table 1
	Furniture, Furnishing & ICT Equip.		1.55		2,325	Details in Table 2
	Pre-oper. & Teach. Dev		0.55		825	Details in Table 3
	Contingencies		0.27		405	
	Capital Expenditure		9.57		14,355	
	Salaries to Teach./Staff		2.18		3,270	Details in Table
	Administrative Expen.		0.65		975	Details in Table
	Recurring Expenditure (per annum)		2.83		4,245	
	Recurring Expenditure (for 5 Yr period)				21,225	
						Table 4
	GOI Subsidy for Schools	980				Total students to be subsidised 50%
	Subsidy per child/month	2000				Tuition Fees Rs.1600 + Rs.400 (Capital)
	Subsidy per annum		2.35	3528		
	Total Subsidy (for 5 Yr period)		11.76	17640		
b	Vocational Education					
	Land		-		-	
	Building & Civil Works		0.10		150	2 Workshops: 1000 Sq. ft. URC Rs.900
	Equipment, Fur/Fng/ICT		0.20		300	

Pre-Operating Expenses	-	-	
Capital Expenditure	0.30		450
Salaries & Expenses Per annum	0.24		360
Other Expenses Per annum	0.09		135
Recurring Expenses per annum	0.33		495
Recurring Expenses (5 Yr. period)	1.65		2,475
c Teacher Training			
Land	-		- School Infrastructure to be shared
Building & Civil Works	-		-
Equipment, Fur/Fu/ICT	-		-
Pre-Operating Expenses	-		-
Capital Expenditure	-		-
Teacher Training under SSA	0.04	53	Budget under SSA to be allocated for Model Schools for 500 teachers per school
Salaries & other Expenses/ Yr.	0.03		42
Contribution per annum		53	42
Contribution for 5 years	-	262.50	210

5. PPP in residential schools

5.1 Concept

The Government of India has decided to set up 6000 model schools @ one school per block as benchmark of excellence. Out of these 3500 schools are to be set up in Educationally Backward Blocks (EBB) to State / UT Governments and 2500 schools are proposed to be set up under Public Private Partnership (PPP mode) in blocks which are not educationally backward. Presently, only the component to set up 3500 schools in EBBs through State/ UT Governments is operational.

The infrastructure proposed for the residential schools are on the lines of Navodaya Vidyalaya and Kendriya Vidyalaya. It is proposed that the schools may have a capacity of 840 students of which residential facility for 280 students would be provided. The proposed student enrolment in the school is shown in the Table 5.1 below. Large size schools would mean the catchment area of one school would be larger than smaller schools thereby requiring students to travel longer, which may not be desirable. It is, therefore, proposed to have a school of size 840. Some distant and needy children may be accommodated in the limited residential facility available.

Table 5.1: Proposed Student Enrolments

Year	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022 onwards	
FYP	12TH FIVE YEAR PLAN					13TH FIVE YEAR PLAN					14TH FYP	
Class	Yr 1	Yr2	Yr 3	Yr 4	Yr 5	Yr 6	Yr 7	Yr 8	Yr 9	Yr 10	Yr 11	Yr
VI	Construction of assets		120	120	120	120	120	120	120	120	120	...
VII			120	120	120	120	120	120	120	120	120	...
VIII			120	120	120	120	120	120	120	120	120
IX			120	120	120	120	120	120	120	120	120	
X			-	120	120	120	120	120	120	120	120	
XI			-	-	120	120	120	120	120	120	120	
XII			-	-	-	120	120	120	120	120	120	
TOTAL	-	-	480	600	720	840	840	840	840	840	840	

5.2 The infrastructure required for 280 residential and 560 day scholar students are shown in the Table 5.2 below.

Table 5.2: Area & Cost Estimate for a Model School for 840 students

Asset Creation Specification	
Phase A	
School Building	Area for school building: 2870 sq m (NVS norm for 560 students is 1913 sq m) 21 Classrooms for 560 students; 40 students for each class room; Each class to have 3 sections
Kitchen & Dining	Area for Single Storey: 400 sq m
Dormitories	2405 sq m for 280 students (separate dorms for boys and girls)
Wardens residence	Total 3 no. (2 no. for Boys, 1 no. for Girls) Each residence of 55 sq m
Principal's Residence	One for 106 sq m
Type III Quarters	Total 24 no. (Each residence of 60 sq m)
Type II Quarters	Total 9 no. (Each residence of 50 sq m)
Type I Quarters	Total 9 no. (Each residence of 40 sq m)
ICT Infrastructure	Provisioning of ICT facilities in the schools
Other Works	Boundary Wall, Water Supply, Sewerage Network, Electrification, Internal Roads and pathways, external electrification

5.3 Proposed Funding

The total cost of a residential school along with hostel facility is expected to be Rs 16 crores of which 14 crore is towards physical asset creation and Rs 2 crore would be required towards development of library, ICT, science laboratory, and computer laboratory.

Table 5.3: Area & Cost Estimate for a Proposed School (840 students of which 280 have residential facilities)

S.No.	Description	Total Area (sq m)	Total Amount (in Rs Crore) @ April 2011 prices
1	School Building	2,870.00	4.80
2	Boy's & Girl's Dormitory Buildings	2,405.00	4.00
3	Kitchen and Dining Hall	400.00	0.52
4	Principal's Residence	106.00	0.15
5	Staff Quarters Type 1, 2 & 3	2,250.00	2.70
6	Site Development (lump sum)		1.75
Total		8,031.00	13.92 ~ Rs 14 crore

5.4 Operational cost (annual) per school

The operational cost has been estimated for 280 residential and 560 day scholar students and it has shown in the Table 5.4 below:

Table 5.4: Annual Operational Cost Estimate

S. No.	Description	Total Amount (in Rs Lakh)
1	Salary (as per NVS Norms) and 6 th Pay Commission	120.00
2	Operation of ICT	4.50
3	Teachers Training	5.40
4	Computer Lab Maintenance	3.00
5	General Lab Maintenance	2.50
6	Asset Maintenance	6.30
7	Hostel and Misc Expenses, & management expenditure	5.00
8	Total Annual Operational Cost	146.70 ~ Rs 1.5 crore per year

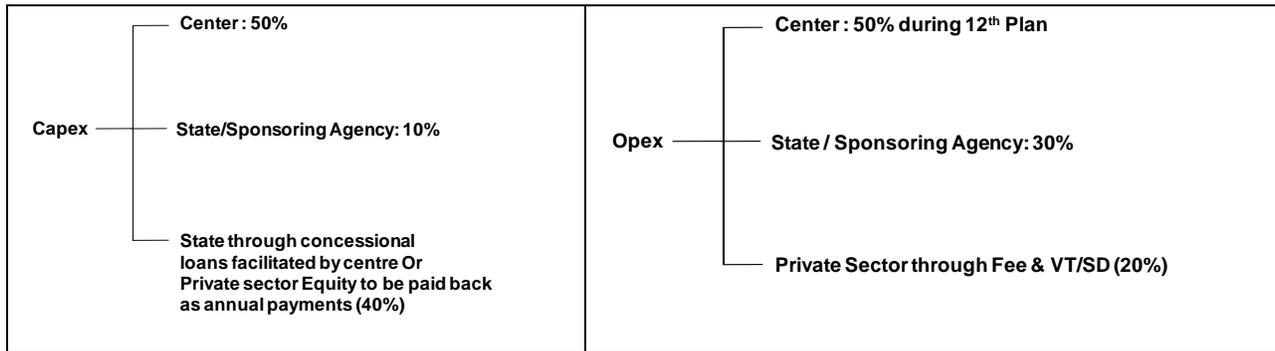
5.5 Revenue

Private Player may be able to generate additional revenue from fee charged to the students and vocational training/skill development program during the 12th five year plan (maximum 3 years of operation is possible considering that the private sector partner has been identified in 2014). Further, private players may also be permitted to charge fee from 50% or the students, similar to a private school. It has been envisaged that the fee charged from the students and earnings from vocational training programs would cover 20% to 25% of the operational expenditure during 12th Five Year Plan. It would cover 50% of the operational expenditure during 13th Five Year Plan. 14th Five Year Plan onwards, it is expected that the schools would be operationally viable. These assumptions are based on the increasing per capita income and increasing desire to pay for quality education in rural and semi-urban areas.

Central government would fund 50% of the capital expenditure and 50% of the operational expenditure during 12th five year plan. During 13th Five year plan, the central government would fund 30% of operational expenditure.

Sponsoring State would provide 10% of the capital expenditure and annuity of 40% of the capital expenditure to the private player over the 12th and 13th Five Year Plans. It is envisaged that the State would provide 25% of the operational expenditure during 12th Five Year Plan and 20% of the expenditure during 13th Five Year Plan.

Further, the central government may also provide or create mechanisms for loans at concessional rates (for asset creation with a longer maturity period and moratorium period) to enable State Governments to pay their contribution towards asset creation. In the case of asset creation, supply side subsidy is envisaged to be more efficient as compared to demand side subsidy. The operational expenditure should be provided as demand side subsidy to ensure private sector efficiency in delivery of services.



5.6 Salient Features of the Model

- The schools would be run as operationally viable entities beyond 13th Five Year Plan
- The estimates provided in the note are assuming that the fees charged to the students and net revenues from Vocational Training/Skill Development programs are able to cover 25% of the operational expenditure during 12th Five Year Plan and 50% of the operational expenditure during 13th Five Year Plan. It may be possible to generate more net revenue from Vocational Training/Skill Development Programs in semi urban areas and economically well off states. Therefore, it is expected that the private player would seek lower annuity payment in these blocks. This would bring private entrepreneurial energy into developing appropriate skill development and vocational training programs.
- These additional programs would also ensure that the per capita income in the area increase at a higher rate than otherwise, thereby creating further avenues for cost recovery in the next plan
- The private partners will be identified through competitive selection process to be devised.
- **The land for the school would be provided by the State government.** The school would be back to the government after 15 years. However, the State has the option of allowing the private partner to run the school for another 10 to 15 years without any operational support provided the services during first 15 years were considered as satisfactory.

6. Teacher Education Support Scheme (TESS): Revamping the Teacher Education System

As mentioned in the last section, a large number professionally qualified teachers are required under the RTE. The importance of Teacher Education Institutions (TEIs) cannot be over emphasized in the present context. For the elementary sector, the District Institutes of Education and Training (DIETs) provide pre-service teacher education and in-service programs along with the Block and Cluster Resource Centres (BRCs and CRCs). The teacher education system in India is multi-layered, ranging from DIETS to CTEs, SCERTs, IASEs, university departments of education, schools of education etc. Given the huge task of teacher preparation ahead, there is need to strengthen, streamline and strongly interlink TEI, and tie them together towards quality school education.

While there are several teacher education institutions run by the private sector, there are indications that many of the private institutions who have received permission from NCTE to start TEIs are reportedly engaged in commercialization, and allegedly going so far as to enable degrees/diplomas for high fees without students ever having participated in the programs.

Given this scenario, the Working Group suggests a multi-pronged strategy for re-vitalizing the TEI system in the 12th FYP:

6.1 Quality Assurance of Teacher Education Institutes (TEI)

Scope:

Teacher Education Institutes (TEI), Triad-based-Model-Schools (MS) and Teacher Learning Centers (TLC), DIETs

Purpose:

The objective of this scheme is to ensure that existing and new DIETs/TEI's, new MS's/TLC's become vibrant, high-quality institutions. It is imperative that these institutions conform to holistic standards of excellence, pursue ongoing development journey and delivering results of a high quality.

Recommended Approach:

The recommended pathway is a holistic "institution building" approach rather than a narrow audit/inspection approach. Private partners can contribute in designing and delivering on this quality assurance approach. A framework of expected 'best' practices in a TEI/MS/TLC/DIET needs to be evolved; incorporating inputs, processes, outputs & outcomes [building on the work done by NAAC, NCTE, QCI, etc]. Responsibility for conducting objective assessments and accreditation of these institutions will have to be vested with credible independent agencies (through PPP). Institutional structures of supporting, mentoring, capacity building of

DIET/TEI/MS/TLC will need to be strengthened or established to ensure that development areas identified by these assessments are duly addressed.

- Central/State bodies will monitor the quality/health of the overall program [through regular dashboards]
- TEI/MS/DIET/TLC's will be assessed on their conformance to this framework; and improvement plans will be prepared (through PPP)
- An Accreditation scheme will be launched to recognize TEI/MS/DIET/TLC's that show steady improvement in their performance over time
- Database of TET participants and their performance will be maintained at Central/State levels (through PPP)
- Responsibility for building the system's (e.g. SCERT) capacity to leverage/conduct these assessments will be vested with credible agencies (through PPP)
- One of the key parameters of quality for a TEI/TLC/DIET will be the performance of its graduating teachers on the (TET (Central or State)).
- Performance of TEI's against the holistic framework and TET will be shared in the public domain to increase public accountability and to create positive pressure
- Existing TEI's will be provided with a 24 month window to conform to the new standards

It is proposed that an amount of 75 crores be allocated for quality assurance in Teacher Education Institutions under the 12 FYP for government institutions. Private partners will contribute similar component by enabling Quality Assurance in private Teacher Education Institutions on payment basis.

Estimated budget for Quality Assurance in Teacher Education Institutions

Illustrative Budget

- A) Number of institutional assessments* in 5 years:
- | | |
|------------------------------|--------------|
| a) TEI (new)**: | 1000 X 2 |
| b) TEI (existing)**: | 2500 X 2 |
| c) Model Schools: | 1500 X 2**** |
| d) Teacher Learning Centers: | 1500 X 2**** |
| e) DIET: | 300 X 2 |

B) Total assessments to be performed over a 5 year period = 13600

C) Total cost per assessment:

Professional fees:	Rs. 32,000 (4 days X 2 assessors X Rs. 5000 per day)
Logistics:	Rs. 16, 000
Materials/Misc:	Rs. 4000

	Rs. 52,000

D) Assessor Training:	
# assessors to be trained****:	200
Cost of training per assessor:	Rs. 100,000 (lumpsum)
Total: Rs. 2 Cr	

Total budget (rounded off) over 5 years: Rs. 75 crores

ASSUMPTIONS:

*each institution will also need to be re-assessed every 2 years; hence the number of assessments is shown as double of number of institutions over a 5 year span.

**assumption

***assumed that at least 2000 existing NCTE approved private TEIs will get assessed

****since they will be setup in a phased manner; only half the total number will be available for assessments

*****each assessor can perform 2 assessments per month; 20 in a year; 100 in 5 years. Some buffer added for assessor attrition

6.2 Research and Development

Government should fund and support building of expertise in the overall system. It is possible that innovation is very likely to take root and grow strongly in the private sector as well as research institutions. (the National Science Foundation in the US funds research based on the quality of the research, its potential compared to national priorities and the track record of the concerned agency irrespective of whether it is for-profit or not, and a similar model could be considered in this case.) RFPs for Centers for Research with budgets: Government will initiate centers of research in specific areas (e.g. Centre for Reading Research, Centre for Research into Primary Math Learning) and fully fund these. The Request for Proposals (RFPs) will be designed by and the selection process would be done by a team of renowned experts in the specific area. The proposed bidders will be expected to have linkages with the higher education system.

International Collaboration: Role of PPPs

It is said that it takes a village to educate a child. In the village of humanity, it will take the world to educate its children. The initiative to provide for education of one-fifth of the world's population cannot be envisaged only as an in-house effort; it requires global co-operation. The Millennium Development Goals (MDG) provide a framework where Some front-line core areas needing urgent attention for which government (or an appropriate government agency) releases an international Request for Proposal (RFP) for establishment of Centres of:

1. Reading Research
2. Learning of Primary and Elementary Mathematics

3. AI-based Intelligent Teaching Systems
4. Inclusion and Exclusion Studies
5. Child Studies
6. Faculty Development for Teacher Educators

Vision

To seek cooperation and collaboration from international agencies with proven experience in research and development in the above six areas with special expertise in plurality, diversity and first generation learners.

Objective

To generate contextualized body of research in the six areas, publish, translate in multiple languages, orient, disseminate and energize research right up to the district and block levels of the education system.

Model

The Centres will not be stand alone, but be embedded in existing institutions of excellence within the country, in the mould of IITs (Each IIT initially, collaborated with international centres of excellence).

Process

Drawing on RtE as research agenda, each Centre will initiate itself by calling for a national consultation and sharing of experiences of researchers and practitioners from across the country. Drawing from these, research design, field and tools will be drawn up that reflects the diversity of India. Theoretical orientations will be inherent part of this process.

Field and theoretical studies, based on quantitative and qualitative cross disciplinary methods are expected to roll out by Year 2 under close mentoring and support. By year 5, a series of authentic, embodied, original research literature is expected to flow, on each of the six areas; the kind that has not been attempted at a holistic level in India.

It is proposed that an amount of Rs. 679 crores be provisioned in the 12 FYP. Additional funding can come from international funding agencies and studies commissioned by private partners.

Estimated budget for setting up Research and Development centres in:

1. Reading Research Studies
2. Learning of Primary and Elementary Mathematics Studies
3. AI-based Intelligent Teaching Systems
4. Inclusion and Exclusion Studies
5. Child Studies
6. Faculty Development for Teacher Educators

Table 6.1 Establishment of Research and Development: Estimated Costs

No.	Item	Unit Cost and No. of Units in Cr. Rs	Total in Rs. crore
1.	Creating a National Centre with website for each of the 7 centres; Equipping with research tools and materials; Core Team	Core team salaries, website, tools@30 per centre; 7 centres=210	210
2.	Establishing 6 regional partners per centres	6 regional partners/centres@10 per partner; 7 centres=42 partners	420
3.	Field research and collation of data by 6 regional partners; 7 centres	regional partners@1 per partner; 42 partners	42
4.	Publication and Dissemination	@ 1 per centre; 7 centres	7
	Total		679

6.3 ICT based Support for Teacher Education

A scheme at MHRD is envisaged to provide an open web site with materials related to schooling and education, both at the theoretical level for prospective teachers, for teachers, for educators and for the interested general public. This requires massive support in terms of materials to be generated. These will be placed in an open domain web site and that can also be accessed via social networking sites and You Tube. Hence an ICT based support for teacher education is envisaged. The proposal is to:

- a) make films, video tape lectures, theatre, on all the areas and disciplines that are taught at the elementary teacher education level. The films will be provided with multiple language sub titles and/or provided with voice overs in various languages.
- b) collect available good quality films in India and provide sub-titles/voice overs in various Indian languages
- c) procure copyright for internationally best made teacher education materials and provide subtitles in multiple languages/voice overs

In collaboration with private partners in media and education, this resource is also expected to consist of a facility that delivers teacher education through VCR based live training technology or through the use of an e-learning portal. This will add to the efforts made by the teacher training institutions by adding high quality teacher educators and high quality training inputs through the use of technology including film making. This Central Resource is proposed to be equipped with a studio from where expert faculty could deliver lectures to

audiences anywhere in the country. These lectures can be delivered to start with in 10 chosen centers of excellence by the Government where class rooms are fitted with VCR technology for students to interact with and listen to the lectures in real time mode. These class rooms can be extended to more and more institutions till all IASEs, CTEs and DIETs are covered over a 10 year period. Private Colleges that are interested in using this Resource can set up their own class rooms to receive such lectures. Thereby over a period of time the bulk of government teacher training institutions and the private colleges giving B Ed degrees can potentially start receiving high quality teacher education. For those who find this technology expensive, the alternative is to use an e-learning based portal. Through the use of broadband based connectivity, all teacher training colleges and institutions can connect their class rooms/ IT labs/ on line class rooms to this central e-learning portal. The students, then, in addition to their own faculty, receive material, exercise, assessments and support from this portal. This again would give high quality inputs to would be teachers.

Specific activities envisaged are: creation of training content, delivery of content, payments linked to independent certification of completion of courses (or independent assessment where appropriate), campaigns to increase awareness of new and innovative ideas, Media campaigns (TV, print, net), enlisting celebrities, encourage documentaries / movies / serials, educational material like Videos, teaching learning material, children's literature, CD's, and carrying out independent assessments.

The financial model would be:

1. Technology partner invests in setting up the Central studio and e-learning portal and getting content and support systems in place
2. The Government sets up appropriate class rooms and labs in their colleges and DIETs etc.
3. The private colleges may also set up such class rooms/ labs in their premises
4. The technology partner gets reimbursed on a per student basis by government and private colleges.

An amount of Rs. 340 crores is recommended for the 12 FYP. Private partners would bring in 60 crores.

Table 6.2 Indicative statement of expenditure for PPP in ICT.

Item	Particulars	Media Mode	Government	Private Partner
1	Documentaries/lectures on child development, sociology of education, nature of knowledge, science, mathematics and language education, right to education, inclusion and exclusions, theatre and performing arts in elementary education etc.	Film	10	10 to extend and complement government efforts. Government can but the products and private partner can sell to private sector, use in advertisements, teacher training etc.
2.	Purchase, Sub-titling, voice over, uploading of available films and audio visuals in India	Audio visuals	10	10 Collaboration and Service delivery of sub titling and uploading
3.	Obtain copyright of internationally renowned documentaries, lectures, audio visual materials and provide multi lingual sub titles/voice overs	Audio visuals	10	10 Collaboration and Service delivery
4	Translate and upload works of classics in education, and contemporary writers	Audio Visuals	10	10 Collaboration and service Delivery
5.	ICT Resource Centre for Teacher Education	Multi media	100	10 Collaboration and service delivery
6.	E Learning Portal and Video Conferencing for teacher education	Multi Media	100	10 Collaboration and service delivery
	Total for 12 FYP		340	60

**Total amount for ICT in Teacher Education: Government Contribution Rs. 340 cr;
Private contribution Rs. 60 cr.**

6.4 Re-vitalizing DIETs (Re DIETs)

The National Policy on Education (NPE), 1986, proposed the establishment of district Institutes of Education and Training as a major effort to re-organize and decentralize elementary teacher education. The first DIETs were established in 1987-88 and there are presently around 571 DIETs.

Several reports on DIETs have highlighted that they do not clearly define the social function and role of teachers in educational transformation. The various functions of DIETs are not inter-linked towards the common goal of universal elementary education. There has been limited provision for systematic academic and technical support to DIETs from institutes of research and higher education and various levels of school administration. Major barriers to the emergence of DIETs are their recruitment and staffing policies, and lack of accountability. Yet, there is also evidence from a few DIETs of progress towards establishing productive partnerships. In an emerging process of decentralization, the DIETs can play a significant role in supporting teachers and thereby demonstrate the potential of a decentralized teacher education system to improve systemic accountability towards quality improvement in teacher education. While DIET-school-community linkages are rare, yet, in the few instances they have existed, they have shown heartening effectiveness in improving quality of education.

Important starting points for re-vitalizing DIETs include:

- i. Re-instating the social function of teacher education and associated research program.
- ii. Ending the isolation of DIETs by providing necessary academic and field support, informed by a holistic view of elementary education.
- iii. Evolving content and pedagogy of teacher education rooted in local social realities linked to regional and global realities.
- iv. Re-constructing knowledge base and inter-weaving it with teacher education curriculum and pedagogy for preparing a new genre of teacher educators.
- v. Systematically involving community, particularly women and youth of marginalized sections at every stage of school planning and implementation.
- vi. Curriculum and pedagogy rooted in local geo-cultural realities needs to flow both into teacher education and the schools.
- vii. New issues for the teaching-learning process and modes of school planning and management systems.
- viii. Engagement of DIETs with the district to generate local knowledge base.
- ix. Networking with district based groups and institutions to improve school education
- x. Networking with institutions of higher education and research agencies to keep abreast with contemporary issues and research.
- xi. Lead the school curriculum and materials development process for the district
- xii. Develop and act as academic support for the district educational system

6.4.1. Running New DIETs in PPP Mode

Private partners will be invited to set up and run 50 DIETs to re-vitalize them through augmenting infrastructure, equipment, capacity building, pre-service, in-service education, research, etc.

For the capital cost, the funding would have to be provided as grant from the Centre and the State government. The centre can provide 50% grant initially and the State would provide 10%. The private partner would bring 40% of the capital expenditure which would be paid over a period of 15 years by the government in the form of annuity.

The detailed costing in this regard is being worked out.

It is recommended that Rs. 259.36 crores be allocated on 80:20 basis between central and state government. Private partner will contribute Rs. 173 cr.

Running of New DIETs under PPP

209 green field DIETs need to be created under the DIET Scheme of one DIET/ perdistrict. 50 of these can be considered under PPP.

Table 6.3 Construction cost for New DIET

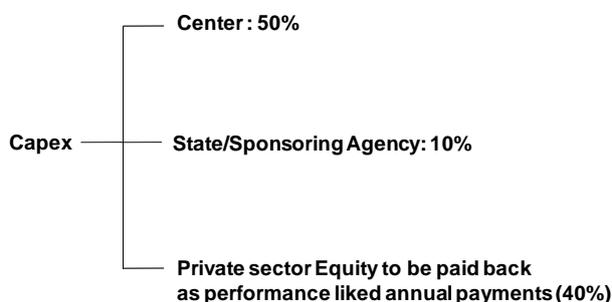
S. No.	Description	Total Per DIET (in Rs Lakh)
1	Construction Cost (EPC)	380.00
2	Insurance (0.15% of 1)	0.57
3	Pre-operative Expenses (1% of 1)	3.80
4	Financing Cost (2% of debt)	3.50
5	Interest during Construction	6.40
6	Consulting & Expert Fee	40.00
7	Total Estimated Project Cost	434.27

Table 6.4 Operational Annual Expenses for one DIET

S. No.	Description	Total Per DIET (in Rs Lakh)
1	Salaries	55.00
2	Admin (manual, teaching material, maintenance, admin)	25.00
3	Total Estimated O&M Cost	80.00

Table 6.5 The annual revenue estimates from DIET are expected to be as follows:

S. No.	Description	Per Training Fee (Rs)	Total Per DIET (in Rs Lakh)
1	In-service Training	1000	15.00
2	Specialized Training Programs	5000	5.00
3	Skill Development Programs		5.00
4	Research Grant		5.00
5	DEd Program	50,000 per year per participant	50.00
6	Total		80.00
7	Additional Annual Support from State		20.00



Capex=Capital Expenditure

The annual support from the State may come for every qualified / trained person passing out of the institute (demand side subsidy) and a fixed support every year towards infrastructure creation and maintenance (supply side).

6.4.2 Upgradation of Existing 100 DIETs

Out of the 571 operational DIETs, 100 DIETS may be upgraded through PPPs by equipping them with better infrastructure and facilities to provide training to new and existing teachers. The upgradation on infrastructure is expected to cost Rs 1.5 crores to 2 crores while setting up of ICT and Labs would cost Rs 1.5 crores each. The annual expenditure is expected to be Rs 1.4 crore per year. The government would identify the DIET which may be upgraded and facilitate the process of upgradation.

The payments to the private partner would be based on the number of successfully trained teachers coming out of the Institute every year (demand side) and a fixed payment per year towards infrastructure development and maintenance (supply side).

For 12 FYP, it is proposed that 100 DIETs be upgraded. Rs. 350 crores may be provided for the 12 FYP Private Partners will contribute Rs. 913 cr.

Table 6.6 Upgrading 200 Existing DIETs

	Unit cost	Total Cost Government	Private Partner cost
3 Teacher Training Support System			
<i>Upgrading Existing 200 DIETs</i>			
Refurbishment Civil Wks	0.50	100	Creation of ICT Labs, Lang. Labs,
Total Capital Expenditure (Existing)	0.50	100	
Operating Expenses			
Salaries	0.55		138
Administrative Expen.	0.18		45
Pre & In-service (SSA)	0.22	55	
Research - NMEICT	0.03	7.5	
Teacher Learning Materials-SCERT	0.03	7.5	Teacher Learning Resources in SCERT
Total Recurring Expenditure/ Yr.	1.01	70	183
Total Recurring Expenditure 5 Yrs.	5.05	350	913

6.4.3. Running Pre-service Training in DIETs

1. Interested private parties may be contacted to implement the pre-service teacher training for the DIETs within the policy framework.
2. The private party will have freedom to innovate to achieve the DIET's pre-service training objectives, subject to established approval procedures.
3. The State curriculum for the D.Ed will be used, and the students will appear in the examination organized by the Board of Secondary Education/other recognised examining bodies in the State.
4. The intake of pre-service students will be according to the guidelines of the State Education Department.
5. The private party will train and appoint a team of trainers for the pre-service teacher training. The DIETs may select lecturers from among its faculty to be part of this team.
6. The State Government would select and appoint the Principal and other faculty as per procedure and practice for this purpose.
7. During the 1st Year the programme will train a batch of 100 students (teacher students) and will appoint ;
 - 1 Team Leader
 - 6 Trainers

During the 2nd Year the programme will take another batch of 100 students and will again appoint 6 Trainers. Hence, the programme will have a total of 12 Trainers + 1 Team Leader handling 2 batches of 100 students each every year from the 2nd year onwards.

8. The salaries and honoraria for the programme staff as well as operational costs of running the Teacher Training Programme will be paid for by the State Government. The budget will follow the guidelines for pre-service training in DIETS.

Standards for the Programme:

1. New and innovative methodologies.
 - a) Student-centred learning.

The students are the main force in their own training. By experiencing student-centred training as students, they will be able to practice child-centred teaching as teachers.
 - b) Integration of IT in studies of subjects.

Computers will be used by the students as a part of their studies, where they access information through the digital library and use computers for their studies digitally thereby providing the future teachers with good capacities in computer applications.
 - c) Focus on modern science and knowledge about the world.

A teacher needs to be knowledgeable about how things work and about the world we live in. An important part of the curriculum is therefore studies and personal experiences in these subjects, also through travelling periods with explorations and communication with people and studies of society.

2. Focus on the remote rural areas.
Private parties would be specially encouraged to work with DIETs that will be situated in the remote rural areas to make an effort to include some of the educationally most backward areas.
3. The teachers will provide quality-education in remote rural areas.
The methodology of training combined with the content will prepare teachers who can provide quality-education. The training will also prepare the teachers for finding solutions and overcoming difficulties posed by working in remote rural areas.
4. The teachers will be capable of integrating school and community.
During their education the student teachers will have practiced active community work and thus be ready to play an active role not only in the primary schools but in the community as such. Community outreach and community-inclusive school management will be included in the training as well, preparing the students to engage and involve the community in supporting and caring for the school.

This model can be taken up in 100 DIETs in the 12 FYP. Each DIET can cater to 50% students/year @ Rs. 100,000 for two years from SC/ST/Minority communities and private partner can train 50% students on fee paying basis. Allocation of Rs. 50 crore is proposed.

7 MHRD-PPP Cell

It is proposed to constitute a formal group in MHRD for sustainable PPP initiatives. This group should continuously work jointly to achieve the outcomes in participatory mode during the 12th FYP plan. It is recommended that a PPP cell be established within the MHRD with the following mandate:

- To explore areas in which PPP models would be feasible within the school education sector
- To nurture and build capacity for PPPs
- To periodically monitor, evaluate and review PPP projects in school education
- Set up and supervise quality assurance processes for all PPP projects
- To report on performance periodically

The cell will have a secretariat in the MHRD and would have an advisory committee drawn from different stakeholders relevant to the PPP space. Such a Cell would ensure continuity from programme formulation to implementation and monitoring and evaluation.

An amount of Rs. 10 crore is recommended to be set aside under the 12 FYP for the MHRD-PPP Cell.

**Table 7.1 : ABSTRACT OF ESTIMATE OF EXPENDITURE ON PPP IN SCHOOL,
VOCATIONAL AND TEACHER EDUCATION (Rs in crores)**

Item	Particulars	Government Contribution	Government Contribution	Private Contribution	Private Contribution
		Capital Expenditure	Recurring Expenditure	Capital Expenditure	Recurring Expenditure
4.1.	Model A: School For 1500 model schools (TRIAD)	-	17,640	14,355	21,225
5.1.	Residential Schools	22601	10264	14884	0
6.1	Quality Assurance for Teacher Education Institutions	-	75	-	50% private institutions on payment basis
6.2	Research and Development Centres	-	679	-	-
6.3	ICT Resource for Teacher Education	-	340	-	60
6.4.1	Running 50 new DIETs in PPP Mode	259.36	-	173	100
6.4.2	Upgrading 200 existing DIETs	-	350	-	913
6.4.3	Pre-Service Training in 20 DIETs; 50% sponsored by government; 50% fee paying	-	50	-	50
7	MHRD-PPP Cell	-	10	-	-
	Grand total	22,860	29,408	29,412	22,348

Draft scheme for setting up of 2,500 Model Schools under Public-Private Partnership (PPP) mode

1. The concept of Model school

1.1 A model school will have infrastructure and facilities at least of the same standard as in a Kendriya Vidyalaya and with stipulations on pupil -teacher ratio, ICT usage, holistic educational environment, appropriate curriculum and emphasis on output and outcome. The standards of a model school will be better than those in an average KV. Normally, the quality should be much better than what is prevalent in KV. Similarly, the target for performance in Board examinations should not be lower than the average performance of the KVS.

1.2. Some of the key features of a model school will be:

- (i) Education provided in a Model school should be holistic and integral touching upon physical, emotional and aesthetic development in addition to academics.
- (ii) Either brand new schools may be established or existing schools may be converted into Model schools.
- (iii) Necessary infrastructure will be provided in such schools not only for satisfying teaching needs, but also for sports and co-curricular activities. There will be sufficient scope for sports, recreation and out door activities. Facilities like play ground, gardens, auditorium etc. will be provided in Model schools. A good library with books and magazines for students and teachers will be provided
- (iv) These schools will have adequate ICT infrastructure, Internet connectivity and full time computer teachers. Special emphasis may be given on teaching of Science, Maths and English. If required, bridge-courses may be introduced for weak students.
- (v) These schools will be provided with Arts and Music Teachers besides subject specific teachers as per the usual norms. These schools will also create facility for activities emphasizing Indian heritage and art & craft.
- (vi) The Teacher Pupil Ratio should not exceed 1:25 and the classrooms will be spacious enough to accommodate at least 30 students. However, classroom-students ratio will not exceed 1:40.
- (vii) The schools will have to follow the National Curriculum Framework 2005 and its subsequent versions as adopted by Government of India from time to time. At the same time, the curriculum should cast the local culture and environment and learning should be activity based.
- (viii) The school curricula should include the material/items that inculcate leadership qualities, team spirit, participation abilities, development of soft skills and ability to deal with real life situations.
- (ix) Health Education and health check up will be introduced in these schools.
- (x) These schools will have facilities to cater to disabled children and should have special teachers.

- (xi) Field trips and educational tours will be an integral part of the curriculum.
- (xii) Each school should have one counselor to address the educational, emotional and behavioural requirements of students.
- (xiii) The schools may provide for NCC training for students to inculcate the value of nationhood among them, as also to make them appreciate a disciplined way of life.
- (xiv) Selection of students will be through independent selection tests.
- (xv) Selection of Principals and Teachers will also be through an independent process to be developed in consultation with State Governments.
- (xvi) Model schools will have appropriate pace setting activities so that schools in the neighbourhood can benefit.

2. Objective of the scheme: To provide access to high quality school education at the block level through these schools of excellence, so that every block in the country will have at least one such school which would be a model for all other schools in the block. All round development of the children of the school will be the goal.

3. Benefits of PPP: Some the reasons for adopting the PPP approach for setting up model schools are as follows:

- (i) Possibility of setting up much larger number of schools than what the public outlay can support, through contribution to capital expenditure from private partners;
- (ii) Functional efficiency of private entities enabling early delivery of quality education;
- (iii) Risk of project completion and delivery of agreed outputs will be borne by the private entity;
- (iv) Public funds would be expended only upon delivery of agreed outcomes; and
- (v) Private sector efficiency in the context of a long-term agreement is expected to optimize on life-cycle costs and improve on quality of education, including the school infrastructure.

4. Location of the schools: Location of the school would be headquarters of the blocks which are not educationally backward. In blocks where a model school has already been set up or being planned to be set up under Corporate Social Responsibility (CSR), no model school is to be set up.

5. Proposed framework: The school infrastructure will be provided by the private entity which is legally competent to run an educational institution. This private entity could be a trust or a society or a not for profit company. *The Government will contribute to recurring cost on per capita basis for the students sponsored by the Government. Besides, additional 25% support will also be provided in respect of sponsored students towards capital cost.* The initial period of the contract for such provision of quality education would be 10 years for each school, which is extendable as per mutual agreement.

6 Land: Land may be procured by the private entity on its own. However, the State Government will be requested to assist the private entity in securing the required land. The state governments will also be requested by the Central Government to make available required land on lease basis to private entity wherever possible subject to the condition that

the lease period should be for a minimum period of 25 years. The minimum requirement of land will be 3 acres except for hilly and difficult areas.

7. Stage of schooling: Like the model schools in EBB, these non-EBB schools would have classes from VI to XII.

8. Affiliation to the Board: The schools will be affiliated to Central Board of Secondary Education (CBSE). In exceptional circumstances, affiliation by other national Boards may also be considered.

9. Norms for infrastructure: Irrespective of whatever Board the school is affiliated to, the school would have to adhere to all norms of CBSE with reference to infrastructure, teaching resources and pedagogy

10 Medium of instruction: The medium of instruction will be as per the norms of the affiliating National Board.

11. No. of Students: The Government would sponsor 140 students in each class totaling 980 for the school. *In case, any private partner is unable to get adequate number of sponsored students in a particular class, the ceiling per class may be relaxed within the overall limit of 980 sponsored students.* In addition, the school management can take students directly on payment of fee as appropriate. Total number of students however would not exceed 2500 in the school. However, there will be flexibility with regard to the number of students in each class subject to the limit prescribed.

12. Admission: As far as filling of Government quota is concerned, the model schools to be set up in PPP mode would follow the extant policy with regard to admission, i.e. the admission policy applicable to State sector model schools would also apply to PPP model schools. Students from the same block who have studied up to Class V will be eligible for admission. The admission test to be conducted would be a holistic one which will test the intrinsic potential and capabilities of the child.

The modalities of admission to the management seats will be left to the management to decide. However, the process would have to be transparent. The students from the management quota and the government quota will be mixed together in each class and should not form separate sections.

13. Reservation: Within the Government quota, reservation for SCs, STs and OBCs should be as per the State norms. There would be a reservation of 33% for girls. There will also be reservation as per the state government norms for the disabled children. There will be no reservation for any category under the management quota.

14. Management quota seats: Ideally, the ratio of Government sponsored seats to management seats is envisaged to be 50:50 which implies that the private entity could directly admit 140 students in each class resulting in a total student's strength of 1960 in the school. However, to make the school financially more viable, the private sector can be allowed to fill up to 60% of the seats leaving 40% for Government sponsored quota. In this case, the private sector can add 210 students in each class under management quota implying a maximum class size of 350 and the total strength of the school would be 2450.

It is possible that in some areas, which are comparatively backward and where affordability of fee for management seats is limited, the private sector could be asked to run the school with only government quota for the first three years and then bring it down to 60% in the next five years. In the opposite cases where the demand for management quota is very high, the private entity can be allowed to increase the management quota to 60% subject to the

condition that the Government quota in absolute number remains at 140 in each class, i.e., a maximum of 980 for the school as a whole. It will be desirable to have fee paying students in the interest of viability of the schools. However, there will be no mandatory provision in respect of any minimum percentage of such students.

15. Fees: No fees will be charged from the Government sponsored students upto class VIII. Students sponsored by the Government in classes IX to XII will pay a nominal fee, which will be Rs.25/-for SC/ST/Girls/BPL students and Rs.50/- for other select students. The private-partner may charge appropriate fee from the students under the management quota. School premises may be used by the private partner for vocational education or any approved educational activity (excluding coaching). However, the additional revenue generated by the private-partner will have to be ploughed back to the school since this will go towards improving the quality of schools. However, it will not reduce the financial support to be provided by the Central Government.

16 Financial support from the Government:

16.1 : Recurring support :

- (i) Financial support will be provided to each school management for every student under Government quota on a half yearly basis in advance against security to the extent of an equivalent amount valid for a period of 2 years. The amount due every year would be equivalent to the comparable average recurring cost incurred by KVS for a student *in the corresponding year* (excluding expenditure on employees' pension, maintenance of teachers' quarters, KVS Headquarters, regional offices, Zonal Institute of Education & Training etc).
- (ii) Normally, the figures for the current year will not be available and there will be a likely lag of 2 years. Because of this likely lack of two years in computing the accounts of KVS, the recurring support for a particular year (say nth year) would be fixed provisionally on the actual admissible expenditure incurred in KV schools two years earlier {(n-2)th year} plus 10% thereof calculated at the rate of a provisionally increase of 5% per annum. Necessary adjustments would be made in future payments.

16.2: Infrastructure support : In addition to the aforesaid, a sum equal to 25% of the monthly recurring support for each sponsored student shall be disbursed by way of infrastructure grant which may be used for defraying rentals, interest, debt repayment, etc. The annual infrastructure grant shall not exceed an amount equal to 10% of the capital investment in the school, as certified by an approved valuer.

17. Graduated support based on location: The entire support to be provided by the government will vary between locations having regard to the differential costs and the likely availability of students. The following graduated support would be provided for different locations:

- 75% in cities with population exceeding 30 lakh.
- 90% in cities with population exceeding 10 lakh
- 100% in towns with population exceeding 1 lakh
- 105% in towns with population exceeding 20000
- 115% in towns/villages with population less than 20000
- 125% in NE, J&K and Tribal areas.

18. Conditions for financial support: The support will be provided on the basis of fulfillment of certain performance parameters with due weightage to the following:

- a) Results in Board Examinations
- b) Results of Learning Achievement Surveys to be conducted in schools for different classes every year.
- c) Availability of infrastructure including class rooms, laboratories, computer rooms, toilets, drinking water etc. and the quality of infrastructure.
- d) State of maintaining of infrastructure
- e) Students attendance,
- f) Teachers attendance,
- g) Performance in co-curricular activities including sports, games, art and music.
- h) Qualification of the teachers
- i) Status of refresher training of the teachers.
- j) ICT usage in the school.
- k) Reduction in drop out rates
- l) Test on spoken English used by the children

Whereas incentives may be provided for excellence in any of these items, stiff penalties will be imposed for not meeting the standards of any of the parameters. The payment would be based on “no service no fee” principle. Whether the parameters have been achieved would be certified by an independent third party monitoring agency.

19. Phasing and duration of the Govt. support:

In the first year, Classes 6 to 8 will be started together and thereafter one higher class would be added in each year till the school reaches Class 12. State support would be provided in the first year for 420 students and this would increase every year by 80 till year 5 when it would reach 980.

Initially the period of concession would be 10 years and the scheme would be extendable by mutual consent. However, the children who are already sponsored by Government and are in the school at the end of 10 year-period, will continue to receive Govt. support till they complete their education in the same school.

20 Roll out plan: The phasing would be as follows:

- a) 2012-13 : 500
- b) 2013-14 : 1000
- c) 2014-15 : 1000

21. Financial requirement:

(i) Assuming that 500 schools would be opened in 2012-13 (to be started in temporary buildings and to be shifted thereafter to permanent buildings) followed by 1000 each in 2013-14 and 2014-15, the financial requirement, including 3% of the outlay earmarked towards monitoring, administration, research and evaluation etc, would be as follows:

Rs. In crore			
Year	Plan period	Estimated outlay	With 3% MMER
2012-13	12th FYP	559	576
2013-14		2759	2842
2014-15		4545	4681
2015-16		6503	6698

2016-17		8900	9167
2017-18	13th FYP	11470	11814
2018-19		13778	14192
2019-20		15605	16073
2020-21		17674	18204
2021-22		20018	20619
2022-23	14th FYP	22025	22686
2023-24		22744	23426
2024-25		21605	22253
2025-26		19764	20357
2026-27		17055	17567
2027-28	15th FYP	13280	13679
2028-29		8204	8450
2029-30		5470	5634
Total		231958	238918

(ii) The estimated requirement as per the plan periods would be as under:
(Rs. in crore)

12th FYP (2012-13 to 2016-17):	23964
13th FYP (2017-18 to 2021-22):	80902
14th FYP (2022-23 to 2027-28):	106289
15th FYP (2027-28 to 2029-30):	27763
Total	238918

22. Bidding process:

(i) Bidding would take place for each of the 2500 blocks. Each bidder would have to provide details about its financial and technical capability. The evaluation of bids would be based on the track record in the field of education, the financial standing and the commitment and preparedness to provide necessary infrastructure and governance structure. In the first stage, the bidding would take place with an understanding that not more than 60% of the seats would be from the management quota. However, if no satisfactory response is received in the first round, this can be varied in the second round.

(ii) It will be specified in the bid document that the school premises would be permitted to be used for vocational education and training and for other genuine educational purposes outside school hours. However, the private entity must indicate its desire to this effect in the bid document indicating clearly whether they would like to do so and if so, the extent to which the entity would be ready to reduce the per capita recurring cost reimbursable by the Government.

(iii) Ceiling of 20 schools per state and 50 schools overall in the country will be fixed for any single private entity to run model schools. However, if sufficient number of private entities does not come forward at the bidding process, this condition can be relaxed appropriately in the subsequent rounds of bidding.

(iv) A Committee will be set up under the Chairpersonship of Secretary, Department of School Education and Literacy to frame the Request For Proposal which will also detail the modalities for the technical evaluation of the bids.

23. Eligibility for selection: The following entities may be eligible to be selected:

- An entity running at least one CBSE school from where at least two consecutive batches have passed out from class 10 will qualify for upto 3 schools;
- Those who have not come up to the Board examination level will qualify for one school
- An entity would qualify for 3 schools if it has a track record of running educational institutions for at least 5 years and if it makes an interest-bearing deposit of Rs 25 lakh for each school, to be released in 3 annual installments after commissioning
- A corporate entity would be eligible for one school for every Rs 25 crore net worth subject to interest-bearing deposit of Rs 50 lakh each for upto 3 schools and Rs 25 lakh per school thereafter.

24. Concession agreement: The private partner will have to enter into a concession agreement with the Central Government. The Concession agreement would basically be between the Government of India and the private entity. The concession agreement would be enforced by regular inspections, audit and monitoring for quality assurance. There would be stiff penalties for violation of the agreement or for shortfalls in key performance indicators coupled with incentives for better performance.

Detailed arrangements would be spelt out in the concession agreement for regular reporting of outcomes which will be closely monitored by the government through extensive use of IT and UID systems besides appropriate tests, inspections and surveys. Since payment to the private entity will be based on output parameters, a close monitoring thereof would be ensured. Detailed arrangements for regular monitoring would be spelt out and enforced as part of the concession framework.

25. Role of State Government: The State Government would facilitate availability of land for the school. It may also consider providing financial support beyond the initial 10 year period which is committed by the Central Government. It would also be requested to provide uniforms, textbooks and mid day meals as applicable in government schools. The State Government may also consider providing transport subsidy or free transport for students to come from different part of the blocks to the school and back.

For issues concerning the States, such as land, admission test for children, teacher training, continuance of support beyond 10 years, provision of uniform, textbook, transport subsidy etc, a separate State support agreement between the State Govt. and the private partner may be drawn up. However, it would not be mandatory for the private entity to sign an agreement with the State Government.

26. Special responsibilities of Model Schools

26.1. Networking responsibility: A model school would have the responsibility to have network with all the other secondary classes in the block. Whereas quarterly meetings of all the school principals are envisaged, the school would also organize teachers' in-service training. Therefore, the school must provide training facilities. It may be stipulated that the training room should be made available for at least 75 working days in a year to the Government to organize in-service training of teachers. However, the school can charge a reasonable fee for the use of its campus and facilities.

26.2. Special teaching for weaker students: In addition to ensure the optimal level of learning achievement, intensive supportive teaching at the beginning of Class VI will be arranged so as to enable students for smooth transition to Class VI. Since many of the students selected under government quota may have studied in the regional medium up to Class V, whereas the medium of model school could be English, intensive coaching in

English language will be made available by such school for students in classes 6 and 7 so that they can fully integrate.

27. Name of the school: The name of the school should be started with two words to be selected by the private entity (not associated with any caste, community or religion) followed by the words “Rashtriya Adarsh Vidyalaya”. However, once the Government stops sponsoring children through government quota to the schools, the words “Rashtriya Adarsh Vidyalaya” will no longer be used by the private entity.

28. Management of the school: The management of the school will rest with the private entity with full autonomy in decision making. However, the school management committee will have representatives from parents, local bodies, state government and educational experts. The Central Government will have the discretion to nominate a representative if it so desires. There would be state level coordination councils for model schools and there will be parent teachers associations stipulated to meet on a quarterly basis in every school.

29. Model School Organization: A separate organisation called “Model School Organization” would be set up to look after both types of model schools, i.e. those under state government and those under PPP. This organization will be responsible for guidance, school inspection, regulatory issues and quality aspects.

30. Evaluation: There shall be an independent third party assessment on a continuous basis of the quality parameters as laid down. The assessing body will be selected in consultation with State Governments. While doing the evaluation, input will be taken from Block Panchayat also. The physical and financial progress of the project will be shared with the Block Panchayat concerned.

31. Corporate Social Responsibility: It is possible that several private firms would be ready to set up schools and run them as part of their corporate social responsibility. They may be requested to respond to the request for proposal. In the first instance such request for taking care of both capital cost and the operating cost will be considered for blocks preferred by the entities subject to their standing at a pre-determined level of technical capability. In such a case, the private entity will bear both capital cost and the recurring cost for a period of at least 10 years. At the end of the 10 year period, the entity can opt to continue to run the school free. In such cases, the entities will be given the first preference to set up schools in the chosen blocks. The bids for running the schools will thereafter be decided for the remaining blocks.

The Ministry of HRD will take up the matter with Department of Revenue to provide income tax incentive to the private entities which take up the schools under CSR.

**SCHEDULE OF SPACE REQUIREMENT FOR CENTRALLY SPONSORED SCHOOL FOR
ESTABLISHMENT OF NEW SCHOOLS IN KV TEMPLATE**

<u>S. No.</u>	Description of Space	<u>From Class VI to XII</u> (02 Sections in each class)			<u>From IX to XII</u> (02 Sections in each class)		
		No. of Rooms	Dimension (in Cms.)	Total Area (Sq.M.)	No. of Rooms	Dimension (in Cms.)	Total Area (Sq.M.)
A)	<u>TEACHING SPACES</u>						
1	Upper Primary Class Rooms	6	700 x 700	294.00
2	Secondary and H.S. Class Rooms	8	700 x 700	392.00	8	700 x 700	392.00
3	Computer Room	2	700 x 1060	148.40	2	700 x 1060	148.40
4	<u>a) Physics Lab.</u>						
	(i) Laboratory	1	700 x 880	61.60	1	700 x 860	61.60
	(ii) Store cum Teacher's Room	1	700x360	25.20	1	700x360	25.20
	<u>b) Chemistry Lab.</u>						
	(i) Laboratory	1	700 x 880	61.60	1	700 x 860	61.60
	(ii) Store cum Teacher's Room	1	700x360	25.20	1	700x360	25.20
	<u>c) Biology Lab.</u>						
	(i) Laboratory	1	700 x 880	61.60	1	700 x 860	61.60
	(ii) Store cum Teacher's Room	1	700x360	25.20	1	700x360	25.20
5	Resource Room	1	700 x 700	49.00	1	700 x	49.00

	(for Upper Primary & Secondary/H.S.)					700	
6	Activity Room	1	700 x 1060	74.20	1	700 x 1060	74.20
7	Art Room	1	700 x 1060	74.20	1	700 x 1060	74.20
8	SUPW / Work Shop	1	700 x 1060	74.20	1	700 x 1060	74.20
9	Library	1	700 x 1420	99.40	1	700 x 1420	99.40
	Total (A)			1465.80			1171.80
B)	<u>ADMINISTRATIVE SPACES</u>						
1	Principal's Room	1	700x700	49.00	1	700 x 700	49.00
2	Office	1	700 x 700	49.00	1	700 x 700	49.00
3	Staff Common Room	1	700 x 700	49.00	1	700 x 700	49.00
4	Examination Room	1	700 x 340	23.80	1	700 x 340	23.80
	Total (B)			170.80			170.80
C)	<u>SERVICE & SUPPORT SPACES</u>						
1	General Store	1	700 x 700	49.00	1	700 x 700	49.00
2	NCC/Scout / Guide Room	1	700 x 700	49.00	1	700 x 700	49.00
3	P.E.T Room	1	700 x 700	49.00	1	700 x 700	49.00
4	Medical Room	1	700 x 340	23.80	1	700 x 340	23.80
5	Math Lab.	1	700x700	49.00	1	700x700	49.00

						0	
	Total (C)			219.80			219.80
	Grand Total (A+B+C)			1856.40			1562.40
	Add conversion factor 60% approx			1113.84			937.44
	Total plinth area (subject to vary as per site conditions and architectural planning)			2970.24			2499.84

NOTE ON NATIONAL VOCATIONAL EDUCATION QUALIFICATIONS FRAMEWORK (NVEQF)

The National Vocational Education Qualifications Framework (NVEQF) is a descriptive framework that provides a common reference for linking various qualifications. It organizes qualifications according to a series of levels of knowledge and skills and set common principles and guidelines for a nationally recognized qualification system covering Schools, Vocational Education and Training Institutions, Technical Education Institutions, and Universities/Colleges.

Development of NVEQF

- ✚ In 2007, the MHRD proposed the need to develop a NVEQF for establishing a system of clear educational pathways from school to higher education through its document on Revamped Centrally Sponsored Scheme of Vocationalisation of Secondary Education. The document also suggested pathways for the various qualifications.
- ✚ Recognizing the high demand for skills in the country, the Central Advisory Board of Education (CABE) Committee in its 57th Meeting held on 19th June, 2010 in New Delhi, highlighted the need for a NVEQF to provide a common reference framework for linking various vocational qualifications and setting common principles and guidelines for a nationally recognized qualification system and standards.
- ✚ The MHRD organized two meetings of the State Education Ministers on 14.12.2010 and 20.1.2011 to deliberate upon the various issues related to the implementation of the NVEQF. All the State Education Ministers unanimously supported the initiative of the MHRD in developing and implementing the NVEQF. It was resolved to set up an “Inter-Ministerial Group” which would also include representatives of State Governments to develop guidelines for such a National Framework.
- ✚ A Group of State Education Ministers was constituted to develop a road map for the implementation of NVEQF.
- ✚ A Coordination Committee comprising officers of MHRD, MoLE, IAMR, and NSDC was set up for submitting a “working document” on NVEQF to the Group of State Education Ministers
- ✚ A ‘working document’ has been prepared by the Coordination Committee, which outlines the areas where major initiatives have to be taken for establishment of NVEQF. It enlists critical steps that the Government will have to take, to realize the goals and objectives of the NVEQF. A multi-stage ‘Action Plan’ has also been laid out at the end of the document. It will need to be followed by a detailed and extensive discussion with various stakeholders to take decisions on various aspects of the NVEQF.

- ✚ The CSS Vocationalisation of Secondary Education has been approved on 15.9.2011 by CCEA. The scheme would be implemented in Classes XI-XII across the country and 2 pilots of the NVEQF in Class IX in Haryana and West Bengal

The term NVEQF

In the Indian context, the employment scenario demands a different approach towards NVEQF. Since the majority of the workforce (about 90%) is in the unorganized sector, which possess lower levels of literacy and numeracy skills and there is no mechanism available for them to enter into the formal education system, it would be desirable to emphasize on developing the 'educational component' for building a sound base of TVET and providing clear educational pathways for progression. In addition, there is a need to build the general education element into the vocational training programmes and vice versa for a holistic approach to human resource development. The Ministry of Human Resource Development (MHRD), Government of India has, therefore, adopted the term National Vocational Education Qualifications Framework (NVEQF).

Purpose and Scope

- ✚ At present a majority of TVET programmes, including those offered at School, Industrial Training Institutes, Polytechnics, and Private Training Institutes are terminal in nature, as they have been designed without any clear cut entry requirements and progression routes for vertical mobility and therefore, act as dead ends. In the absence of a National level approach to TVET planning, implementation and monitoring, the courses and programmes lack uniformity in terms of duration, entry requirements for the course/programme and nomenclature of qualification across institutions. Provision of clear progression pathways for the horizontal (across the courses) and vertical mobility (between lower and higher level courses) through clearly defined 'NVEQ levels' under the NVEQF will open up possibilities for the students to pursue higher education in the same or related vocation. Such provision will also enable addressing the issue of inequity and disparity between the vocational and general education courses. In addition the barriers to entry into universities for students going through TVET will be reduced and greater career options would be available to the students.
- ✚ There is no mechanism for certification (recognition) of informal learning, which disadvantages the worker in the labour market, and constrains labour mobility and national and international level. Indian education system so far has been planned and organized primarily to cater to the needs of the organized sector, which employs less than 10% of the workforce. Unorganized sector, which primarily deals with serving the community to provide repair and maintenance and other services as per felt needs employ 90% of the workforce. With the demand for high quality services, India will need highly skilled workforce as well as technician engineers, who have diagnostic capabilities and are able to provide repair and maintenance services. A majority of workers in the unorganized sector are with lower levels of literacy, as they have left the school at various stages of education. They face difficulty in returning to schools or training institutions to improve their skills, as the education or TVET system does not allow them to do so. The NVEQF will facilitate the recognition of informal learning, e.g., skills acquired at the workplace could be formally certified through an awarding body. It

will provide opportunities to the people working in the unorganized sector to gain recognition of their competencies for National and International mobility or join the formal education and training system.

- ✚ It is critical that there is a direct link between the educational inputs and the occupational employment outputs. Vocational courses should be demand and need-based, keeping in mind the constantly changing requirements of technologies/industries/employers. The syllabi of vocational courses should be updated on a regular basis to keep pace with changes in technology. Modularisation of courses will reduce the drop-out rate in the school system as the modules are of short duration and as modularisation makes credit transfer possible – so even if a learner drops out of a modularised training programme he/she may still accumulate credit and reenter the learning pathway. In addition, modularisation increases the responsiveness of curriculum to technological changes and skill demands of the industry, as it is possible to change and update specific modules instead of changing the whole programme. The modularization of courses/programmes under the NVEQF will create the possibility for changing only 'specific units' of the syllabus for cyclic updation of the courses in 2-3 years.

Design of NVEQF

- ✚ The proposed NVEQF will be organized as a series of levels of learning achievements, arranged in ascending order from 1 to 10 levels. NVEQF levels will be defined in terms of learning outcomes i.e., the competencies which the learners must possess regardless of whether they were acquired through formal, non-formal or informal education and training. NVEQ levels depend on the complexity of learning; 1 is the least complex and 10 the most complex. Levels 1-4 are of approximately the same standard as secondary education and basic vocational trades training, including those offered in ITIs. Levels 5-6 approximate to advanced trade certificate, diploma, and advanced diploma qualifications. Levels 7-10 approximate to advanced qualifications of graduate and postgraduate standard. NVEQ levels will be based on the level descriptors. Each level on the NVEQF is described by a statement of learning known as a level descriptor. The NVEQ level descriptor provides a broad indication of 'learning outcomes' specified in the National Occupation Standards (NOS) that are appropriate to a qualification at that NVEQ level. Once the requisite bodies are set up and the guidelines are made available to the Education and Training Providers (ETPs) and the public, it will be possible to compare levels of qualifications in different States/UTs against the NVEQ levels.
- ✚ Qualifications will be classified and registered, according to a set of nationally agreed standards/criteria for different levels of learning. A qualification can, however, be customized to meet the specific needs of clients by adding, substituting or modifying units of competency. Each qualification will be registered by the identified body (e.g. qualifications related to automobile will be registered by Automobile Skill Development Council) for the sector. The comprehensive listing of all qualifications will be represented on the "Register" in terms of title, levels, credits, outcome statements and subject classification.

- ✚ A 'credit framework' will be developed to facilitate the measurement and comparison of learning outcomes achieved in the context of different qualifications, programmes of study and learning environment on the basis of student workload measured in time. Appropriate credit recognition, accumulation and transfer are critical to support learners along the learning pathway and consequently will be the core element of the NVEQF.
- ✚ Those learners who wish to enter directly into a level will have to complete the pre-requisite level or pass through the system of Accreditation of Prior Learning/ Recognition of Prior Learning (RPL). Candidates possessing unrelated NVEQ level competencies will have to undertake required units through a bridge course for becoming eligible for the programme. Bridge or foundation courses will have to be offered to students to enable them to establish their competency levels in the eyes of those who offer testing and certification. Such courses will have to be offered by the "Registered Education and Training Providers" (RETPs).

NVEQ Levels 1-4

- ✚ Qualifications at NVEQ levels 1-4 will allow a learner to acquire entry level competencies (basic competencies) needed for "work preparation" (NVEQ levels 1-2) or "transition from an unskilled to a skilled person" (NVEQ levels 3-4).
- ✚ NVEQ levels 1-2 will prepare students for the work environment, generic competencies, understanding career options and pathways and develop positive attitude towards life, work and further education. National Certificate for Work Preparation 1 (NCWP 1) will be issued to those who have cleared NVEQ level 1, which would be equivalent to 9th Standard, opting for vocational course units along with general subjects. The National Certificate for Work Preparation 2 (NCWP 2) will be issued to those who have cleared NVEQ level 2, which will be equivalent to 10th Std., again with a combination of general subjects and vocational course units.
- ✚ Learners will be able to acquire vocational qualifications in a particular occupation from level 3 onwards, i.e., 11th Std, and subsequently upgrade their qualifications through gradual acquisition of competencies.
- ✚ A "Selection Test" will be carried out by the accredited assessor for testing minimum levels of competencies prescribed for that NVEQ level. If there are "competencies gaps" identified in a candidate, then the candidate will have to undertake the required units through a "bridge course" to acquire those competencies.
- ✚ Guidance and counselling session will be an integral part of the admission procedure.

NVEQ Levels 5-6

- ✚ At NVEQ level 5-6, learners will acquire “technician” or “supervisory level competencies”. They would be required to complete NVEQ level 3 or 4, as the case may be for entry into NVEQ level 5. The bridge courses will be offered by the same ETP which is offering other units of competencies. Open and Distance Learning Institutions such as NIOS and IGNOU will play a vital role.

Level 7-10

- ✚ Programmes under NVEQ levels 7-10 are to be offered by Colleges, and Universities offering General Education and TVET courses.

Benefits

The present Technical and Vocational Education and Training (TVET) system in India is fragmented and lacks coordination between various stakeholders, as there are more than 17 ministries offering skill development programmes through their specialized institutions. There is lack of articulation arrangements for progression of students from School to Polytechnics and University. The NVEQF will act as a translation device to make qualifications more understandable to employers, students and institutions. It will provide clear cut qualifications pathways, to facilitate workers and learners' mobility, both horizontally and vertically between different qualifications, thus encouraging lifelong learning.

Operationalization of NVEQF

- ✚ In order to implement the various elements of NVEQF, the structures and capacity in the present education and training system will have to be modified and expanded for bringing about necessary changes in funding arrangements, governance, buildings, classrooms, tools and equipment, faculty, teaching-learning approaches and assessment and certification system.
- ✚ The education and training administrative set up will have to be reorganized and made responsible for policy, norms and standards, planning, provision of budgetary resources and the management for implementing the guidelines within the NVEQF.
- ✚ In addition, statutory bodies and structures of institutional governance based on appropriate democratic representation of stakeholders will have to be established to advise on policy issues and assist in implementation of elements of NVEQF.
- ✚ The reconstruction of the curriculum for schooling and higher education will be essential in order to provide necessary flexibility and to get rid of the outmoded teaching-learning practices prevalent in our education system.
- ✚ Participation of the Industry and employers will be a critical prerequisite for the success of NVEQF. TVET courses have to be design and developed in consultation with the Industry and employers. The learning outcome will be linked to employment outcomes defined in National Occupation Standards (NOS). NOS specify the standard of performance an individual must achieve when carrying out a function in the workplace, together with the knowledge and understanding they need to meet that standard consistently. Currently, National Occupation Standards do not exist and therefore, they will have to be created. NOS for each Industry Sector would be laid down by the respective SSC.
- ✚ A 'sectoral framework' or if required sub-sectoral frameworks will have to be developed to map out all existing qualifications, skills and qualifications held by the current workforce, analysis of the future skill requirements, training requirements, national occupational standards relevant for the sector and design for clear cut

progression pathways and provisions for seamless vertical mobility of a student. A sector could be an industry sector (e.g., organized retail, plumbing, etc.) or an education sector (e.g. teacher preparation, special education, etc.). This would require initial agreements by the various stakeholders on levels, description of each level, requisites for mobility between different levels, etc.

- ✚ The curricula changes that would be required at various NVEQ levels will have to be explicitly worked out with the concerned Ministries/Departments and Institutions. The reconstruction of the curriculum for schooling and higher education will be essential in order to provide necessary flexibility and to get rid of the redundant teaching-learning practices prevalent in our education system presently.
- ✚ Competency standards for training of teachers and trainers for bringing about radical changes in teacher training and retooling programmes to suit the needs of the NVEQF will have to be developed. Strategic steps will be taken for promotion of vocational pedagogy and blended learning.
- ✚ A quality assurance system for competency based education and training and assessment will have to be developed under a Quality Assurance Framework (QAF) for providing nationally consistent high quality education and training. The quality assurance system will have three pronged strategy: (i) national standards are registered, (ii) national standards are used by the accredited organizations, and (iii) a moderation system that ensures national consistency.
- ✚ There will be an additional expenditure on setting up new institutional structures and mechanisms over the next few years and therefore, the partnership between the Central Government, State Governments, Industry, Employers, and Communities should become the new foundation of the financing system

Levels 1-4

School Education

- ✚ The general academic education system should be modified to allow students more flexibility in subject options viz., a mix of academics and vocational at Classes IX & X and dedicated vocational specialization at Classes XI & XII.
- ✚ The Centrally Sponsored Scheme (CSS) of Vocationalisation of Higher Secondary Education, which has been recently revamped by the MHRD, will serve the purpose of NVEQ levels 3 & 4. National Competence Certificate 1 (NCC1) will be issued to those who have cleared NVEQ level 3, which would be equivalent to 11th Std. The National Competence Certificate 2 (NCC 2) will be issued to those who have cleared NVEQ level 4, which will be equivalent to 12th Std.

Craftsmen Training Scheme

- ✚ Courses offered under the Craftsmen Training Scheme in ITIs will have to be revamped to suit the needs of the NVEQ levels 1- 4.

Levels 5-6

- ✚ At NVEQ level 5-6, learners will acquire “technician” or “supervisory level competencies”. They would be required to complete NVEQ level 3 or 4, as the case may be for entry into the level 5.
- ✚ Arrangement for progression into the qualification offered by Polytechnics will have to be made uniform and explicit to suit the needs of NVEQ levels 5-6.

Levels 7-10

- ✚ Programmes under NVEQ levels 7-10 are to be offered by Colleges and Universities offering General Education and TVET courses. The academic system should be modified to allow students more flexibility in subject options viz., a mix of academics and vocational or a dedicated vocational specialization. Universities have introduced the Choice Based Credit System. Arrangement for progression into the qualification offered by Universities will have to be made uniform and explicit to suit the needs of NVEQ levels 7-10.

Open Learning Institutions

- ✚ Open Learning Institutions like National Institute of Open Schooling (NIOS), State Open Schools (SOS), Indira Gandhi National Open University (IGNOU), and State Open Universities (SOUs) will not only have to align their courses to suit the requirements of NVEQ levels, but will also play a major role in offering bridge or foundation courses for seamless progression of students from one level to another.

Management Mechanism

- ✚ The MHRD and MoL&E together will be responsible for implementation of norms and standards of NVEQF in school, technical education institutions, vocational education and training institutions and higher education institutions. The MHRD will work in close co-operation with Mo L & E, other Ministries, Statutory Councils, Boards, and NSDC to formulate policies, rules and guidelines in consultation with the representatives of various stakeholders for establishment of NVEQF.
- ✚ A National Steering Committee (NSC) for development of NVEQF will be set up jointly by the MHRD and MoLE to develop and establish NVEQF. Institutions for management of implementation of integrated education and training system will be set up by the Government in collaboration with other stakeholders.
- ✚ The National Skill Development Corporation (NSDC), through the Sector Skill Councils (SSCs) being set up for each economic sector, would be a major player in bringing about synergy between the NVEQF and Industry. SSCs in association with institutions (e.g. schools, ITIs, Polytechnics, Universities) will develop National Occupation Standards, Competency based Curriculums, Training Packages,

Assessment guidelines, etc. and would also impart training to trainers for building their capacity. SSC will provide certificates jointly with the Awarding body and the Registered Education and Training Provider (RETPs) to successful candidates and will ensure acceptance of the qualification by the industry.

- ✚ A single statutory body like “Indian Qualifications Authority” for policy level planning, taking strategic decisions and to ensure quality of TVET under the NVEQF will be needed. However, till such body is formed, the responsibility can be assigned to the National Boards of Accreditation under AICTE.
- ✚ The existing education/training providers or new educational institutions providing formal education and training can get themselves registered as ETPs under NVEQF if they want to conduct accredited TVET programmes against NOS. Formal approval and recognition of the ETPs will be done by a national registering body in accordance with the norms and standards for registration.
- ✚ Management at the grassroots level will enable the framework to align to the local requirements at District level, which will work in close coordination with each other. One is the office of the District Education Officer (DEO), and other is Skill Development Center (SDC) to be set up by NSDC with support from MHRD and MoL&E. All education and training establishments in the District will be gridded to DEO and SDC. The SDC will provide inputs on job opportunities, certification, on-the-job training, industry interface, while the DEO’s office will provide curriculum, training packages and aids, teachers, trainers, tool rooms and materials for training. The SDCs will have backward linkages to NSDC and SSC for real time inputs, and will be connected to local industry for coordinating internship, on-the-job training and other activities.

Policy Implications and Changes

Few policy initiatives have been taken at the National, State and Institutional levels to address the problems of career progression between school vocational education and higher education. Some examples of existing policies that can contribute to supporting progression into, within, and from TVET are as follows:

- ✚ Vocational passouts in engineering courses at 10+2 level can get admission into the 2nd year of Polytechnic (3 year programme).
- ✚ Qualified ITI candidates pursuing studies in the various fields of engineering corresponding to their trades can get admission through the seats remaining vacant in the Polytechnics in the State, provided the trainees have passed SSC examination and secured 60% of marks in the final ITI examination.
- ✚ Polytechnic passouts can get admission into the 2nd year of B.Tech. (4 year programmes).
- ✚ Provisions for admission of students of 10 + 2 vocational stream to BA/B.Sc./B.Com. (General Academic) courses.

But these policies or modifications on their own have not served the wider purpose of providing seamless pathways for vertical mobility to a majority of the students. The various complementary policies that need to be in place to support establishment of NVEQF are as follows:

- ✚ Policy to ensure compliance with provisions for registration and accreditation,
- ✚ Policy to enhance 'articulation arrangements' between school/ITIs/ Polytechnics and Higher Education Institutions for providing vertical mobility,
- ✚ Policy for recognition of prior learning,
- ✚ Policy for quality assurance, and
- ✚ Creating institutions to fill the current gaps in teacher/instructor training.
- ✚ Policy of changes or modifications in recruitment rules and procedures. It would require changes in recruitment and employment policies for hiring 'competent' rather than just 'qualified' people for a job. The financial institutions will also have to align their policies of funding to encourage people with 'skills' rather than just 'qualifications'.