



# PUBLIC PRIVATE PARTNERSHIPS MODEL AND PRIMARY EDUCATION IN WEST BENGAL

Madan Ghosal<sup>1</sup>, Dr. Ujjwal Kumar Panda<sup>2</sup>

<sup>1</sup>Principal, Sanka Govt. Primary Teacher's Training Institute Purulia, West Bengal.

<sup>2</sup>Professor, Dept. of Education, Seacom Skills University, Bholpur, West Bengal.

## ABSTRACT

*The concept of Public Private Partnerships (PPPs) has emerged as a viable option for infrastructure development especially in the context of developing countries. PPPs are emerging as an innovative policy tool for remedying the lack of enthusiasm in traditional public service delivery. They represent a claim on public resources that needs to be understood and assessed. They are often complex transactions, needing a clear specification of the services to be provided and an understanding of the way risks are allocated between the public and private sector. Objectives of the study are to know the primary education system in West Bengal, to find out the opportunities and Challenges of PPP in West Bengal, To find out the Role of PPP in primary Education in West Bengal.*

## INTRODUCTION

Education is one of the most powerful instruments known for reducing poverty and inequality, and for laying the basis for sustained economic growth. It is fundamental for the construction of democratic societies and dynamic, globally competitive economies. For individuals and for nations, education is the key to creating, applying, and spreading knowledge. Education is an important means to empower the society in general and the underprivileged section in particular. The need for basic education or Primary Education, which is the focus of the present work, is based on six basic arguments. The first set of arguments stands upon a moral foundation: devoting resources to education is the right and fair thing to do. The second argument is that education is a "fundamental human right," to which all human beings are legally entitled. The third argument is economic, that is, education improves the productivity and economic well-being of individuals, and it promotes technological and institutional innovation and economic performance of societies. This includes the reduction of poverty. Fourth, basic education can play a major role in tackling health problems in general and epidemics in particular. Fifth, basic education strengthens the democratic voice of the rural masses by reducing insecurity and organising resistance against the violation of their established rights. Lastly, it enhances women empowerment in general and their voice in family decisions in particular.

Primary Education develops the capacity to learn, to read and use arithmetic, to acquire information, and to think critically about that information. Primary Education is also the gateway to all higher levels of education that train the scientists, teachers, doctors, and other highly skilled professionals that every

country, no matter how small or poor, requires. The role of Primary Education in reducing poverty and income inequality is even more strongly established than is its contribution to overall economic growth. Illiteracy is one of the strongest predictors of poverty, and unequal access to educational opportunity is one of the strongest correlates of income inequality. Primary Education is the foundation on which the development of every citizen and nation as a whole is built on. From the beginning of the clan society, basic education played a pivotal role in developing the society. Evolution of human civilisation had taken place basically through widespread development of knowledge and education in different fields. New knowledge, ideas, innovations, discoveries and other related activities transformed the ancient society to present civilised society. Unfortunately, this civilised world is characterised by innumerable conflicts, differences and deprivation at different spheres and different segments. The worst sufferers are the weaker section of the society and the children. Education plays an important role in mitigating this deprivation, through the creation of general awareness, consciousness and sense of belonging of the masses in the society. Without any basic education, people cannot exercise their democratic rights and privileges properly and are unable to participate in the process of development of the country.

The scenario of Primary Education in India into consideration, the objective of the nation was to put an emphasis on Universalisation of Primary Education. To achieve this target, access to education, retention and quality of performance of the students were identified as the three key factors. To enhance the scope for an access to education followed by retention of the students in the system by minimising the "school



dropouts” as far as possible, certain well defined policy approach seemed urgent. To ensure this term end examination system at the primary level was abolished, and a „no detention” policy was prescribed. With this policy in mind, efforts were taken to ensure inclusive education without compromising with the aspect of the quality of knowledge building process. To achieve this goal, Continuous and Comprehensive Evaluation (CCE) system was introduced. The principle of CCE envisage that the students acquire knowledge in a stress free condition but at the same time appropriate remedial measures are ensured to eliminate the weakness of students in learning. This new system requires intensive orientation and proper training to all the stakeholders in general and the teaching community in particular.

At the all India level, there was a cry that “No-detention” policy followed by most of the states in Primary Education could result in children reaching next higher classes without the expected learning outcomes. A major drawback of the existing system is that, neither the teacher and the pupils nor the parents and the education planners know where they are and where they ought to be, as there is a lack of well defined criteria for measuring real progress of the student in terms of learning.

The Bengal renaissance was led by some enlightened Bengali elites who educated themselves within the colonial education system based on the Western Philosophy of Education. They played an important role in spreading education in different parts of Bengal. However, a large section of enlightened Bengalis was not always in favour of expansion of education, particularly among the rural masses. In 1919 the Bengal Primary Education Act was passed in order to provide compulsory Primary Education to the students of the municipal areas and in the Unions constituted under the Bengal Local Self-Government Act of 1885. In 1921 this Act was amended to first cover all municipalities, and later Union Boards under the Bengal Local Self Government Act of 1885. The SSM, in its first phase called Sarva Shiksha Abhiyan (SSA) was launched countrywide in 2001-2002 with the purpose of UEE and to further strengthen the DPEP. It is functional in all the educational districts including the DPEP districts of West Bengal since 2002-2003. Keeping pace with the existing structure and programmes of the Primary Education of the State Government, the SSM was launched with an objective to enroll all children in the age group of 6 to 14 years in school, to establish education guarantee centers, alternative and innovative schools by 2003 and to ensure five years quality and holistic Primary Education to all children bridging the gender and other social category gaps by 2007. The scheme was implemented initially through the „Pashchimbanga Rajya Prarambhik Siksha Unnyayan Sansthan” at the state level and then it was renamed as Paschim Banga Sarva Siksha Mission

## PUBLIC-PRIVATE PARTNERSHIP (PPP)

Nowadays privatization of every sector is going to current trends. Every sector such as - the development of airports, railways, roads, and so on. But it is no longer confined to these sectors and in this context, PPP has playing a vital role to introduce a new world of privatization. Public-private partnership (PPP) has been the latest mantra of development. It has also become a fashionable slogan in the development strategies, particularly during the last couple of decades in many developing as well as advanced countries. A public private partnership is tremendously entered in education over the last three decades across the world. In India, the 12th five-year plan introduced RTE, for 6-14 years child in elementary level irrespective of caste, creed, gender, Geographic's to provide quality education. PPP involves in many ways in the education sector such as- funding the public school with vouchers, stipends, subsidies, capitation grants, etc. Even prohibited countries (privatization) they also show interest on PPP mode. They know very well that PPP can be a good number of economies in various infrastructure development sectors, such as the development of airports, railways, roads, and so on. But it is not only confined to these sectors. It also has entered the sectors of education. Now PPP is being extended to education, including elementary education, which is regarded as a universal human/fundamental right, and also other human development sectors such as health and even to activities relating to poverty reduction.

## CONCEPT AND DEFINITION OF PPP

It seems there is no proper and clear definition of PPP; but various interpretations are available. We cannot define PPP in a few words, because its scope is vast. Most countries embarking on PPP programs have attempted to provide some form of the definition of a Public Private Partnership. Such as- According to the Department of Economic Affairs, Ministry of Finance, Government of India, 2007, PPP is defined as, “A partnership between a public sector entity (sponsoring authority) and a private sector entity (a legal entity in which 51% or more of equity is with the private partner/s) for the creation and/or management of infrastructure for public purpose for a specified period of time (concession period) on commercial terms and in which the private partner has been procured through a transparent and open procurement system”

Aims & Objectives of the PPP Model in Indian Education System are To uplift the quality of the Indian education system, Helps to increasing enrolment ratio of the students, to Improve the outcomes of the education system, To maintain the coordination between Public Private and Government sector and To reduce the overload of the government.



## PRIMARY EDUCATION IN WEST BENGAL - A STATISTICAL VIEW

This section presents a statistical overview of Primary Education in West Bengal based on the secondary data. As per the Census 2011 (provisional) the rural literacy rate, urban literacy rate and the total literacy rate in India was 68.91%, 84.98% and 74.04% respectively. Those for West Bengal were 72.97 %, 85.54 % and 77.08 % respectively. In respect of the district-wise literacy rate in West Bengal, it is higher in Paschim Medinipur, Purba Medinipur, Kolkata, Howrah, Hooghly and North 24 Parganas than the average rate in West Bengal. The literacy rate is very low in Uttar Dinajpur, Maldah, Murshidabad, Purulia, Bankura and Birbhum. According to Census 2011, West Bengal contributes 7.55% population in India whereas the contribution of the percentage of students enrolled in the elementary education for West Bengal is 7.03. 7.24% Girls and 6.82% Boys in India are enrolled in Primary Education from West Bengal. That for the SC and ST category is 9.42% and 4.97% respectively.

According to MHRD the Gross Enrolment Ratio (GER) in elementary education in West Bengal for all categories of students is 115.3. For boys and girls the figures are 113.7 and 116.9 respectively. GER for the SC category of students in West Bengal is 131.2 and that for the boys and the girls are 131 and 131.4 respectively. For the ST category students the figures of GER are 135.4, 134.9 and 136 for total ST students, ST boys and ST girls respectively.

The Net Enrolment Ratio (NER) in Primary Education is 98.53. In respect of Gender Parity Index (GPI) West Bengal is ahead among the majority of the states in India. GPI for all category of students in India is 1.01 and that for West Bengal is 1.03. For SC category and ST category of students the GPI are 1 and 1.01 respectively in West Bengal. West Bengal is lagging behind the other states in respect of dropout rate in elementary education. The dropout rate for boys, girls and total students for all categories of students in India are 23.4, 21 and 22.3 respectively. Those for West Bengal are 27.6, 20.8 and 24.3 respectively. It is noteworthy that the dropout rate for the girl students in West Bengal is lower than both the boys and the overall dropout rate in West Bengal. Dropout rate for the girl students in West Bengal is also lower than that in India.

## REVIEW OF LITERATURE

Chaudhury (1970), on the basis of field study in four different villages from four different districts of West Bengal dominated by Scheduled Caste (SC), Scheduled Tribe (ST) population, observed that illiteracy among backward castes is very high, ranging from 65% to 96%. For the female population of the backward castes, the range of the illiteracy level is between 90 to 100% for all the villages. He also observed that at the primary level, 84.11% of the total enrolled students belonged to the three upper strata of the agrarian society, namely, jotedars, rich peasants, and middle peasants who constituted only 52.24%

of the total population. Based on the data from 58 sample schools in Mohammad Bazar block in Birbhum district, Lieta (1992) observed that children from backward communities were lagging behind despite overall educational development in the state in the post land reform period. On the basis of an assessment of Minimum Learning in Primary Education in Hooghly district conducted by Basumallik (1992), it was observed that 86% of government school children, 45% of urban school children, 29% of municipal children and only 20% children from rural schools achieved the minimum expected score. Referring to the Ashok Mitra Education Commission Report (1992), Majumdar (1993) pointed out that performance of Primary Education in West Bengal is poor with respect to other states with same per capita expenditure on education.

Acharya (2002), from a study conducted in six gram panchayats in West Bengal, found that successful students generally belonged to the upper castes and upper income groups of rural hierarchy. On the other hand, the dropouts and underachievers were mainly from the lower castes and lower income groups of rural society. In the study, an overwhelming majority of the respondents opined that the standard of teaching-learning had deteriorated during 1998 to 2002. Almost 85% of guardians and 83% of school inspectors, 65% of teachers and 63% of attendance committee members opined that the standard had really fallen. He was, however, critical about the role of panchayats in developing Primary Education in West Bengal. He viewed panchayats and district level educational agencies like District Primary School Councils (DPSC), and inspectorate were practically meant for implementing the command from the above.

Pratichi (India) Trust surveyed randomly selected schools of six districts in West Bengal, twice in 2001-02 and in 2008-09. Mentioning remarkable progress, the first report based on the study in 2001-02 expressed its concern over some important issues of Primary Education in West Bengal. These are – children's achievement level, infrastructure, teachers' involvement, caste, ethnic and gender discrimination and community participation. It expressed concern over the growing demand for private tuition. The Trust felt the necessity of cooked Mid-day Meal for improvement of child nutrition, positive role of Teachers' Unions, regular and constructive use of parent-teacher committees. The Report mentioned the need to revive the inspection system for schools. On the other hand the report categorically highlighted the keenness of the parents about the education of their wards.

Sen (2010), based on the major findings of Pratichi (India) Trust, expressed concern over the disadvantageous sections of the society, curricular overload, poor cooperative effort and weak collaborative understanding. He stressed on the need for a radical reform of primary school curriculum to make home tasks redundant and to eradicate the necessity of dependence on private tuition.



The State Council of Educational Research and Training (SCERT), West Bengal, in its Report (2009) stated that in West Bengal a large section of the students in the age group of 6 to 14 are quite habituated with private tuition. Students' and parents' responses indicated several causal orientations for increased interest in private tuition. These are: 1) most of the students do not get any sort of educational guidance from their families. So private tutors help and guide the students in their study. 2) Private classes help the students with their assigned home tasks of schools. 3) Students can easily communicate with private tutors. They can ask questions frequently to solve their difficulties and queries. 4) Students opined that the guiding procedure of tutorial classes help them to acquire high marks in the examinations. Students also claimed that a suggestive set of probable questions for examinations obtained from the private tutors help them to prepare for the examinations.

Banerjee and Roy (2012), after observing the activity levels of six primary schools under a gram panchayat of Hooghly district in West Bengal, had concluded that the decentralising institutes of Primary Education in West Bengal, like Village Education Committee (VEC), Parent-Teacher Association (PTA), Mother-Teacher Association (MTA) have been reduced to a mere instrument for retaining political dominance in rural Bengal.

Majumdar and Rana (2012) had observed substantial improvement in Primary Education of West Bengal. However they pointed out major trouble spots of the system, such as uneven resource allocation, poor public provision in terms of school infrastructure, irregular school inspections, shortage and mal distribution of teachers, uneven student attendance across the state. Narrow "decision space" for teachers in designing curriculum and syllabus, selecting text books, inadequate and inappropriate teacher training facilities, and curriculum overload were also identified as the hindering factors of Primary Education in West Bengal.

## OBJECTIVES OF THE STUDY

- To know the primary education system in West Bengal
- To find out the opportunities and Challenges of PPP model in West Bengal
- To find out the Role of PPP in primary education in West Bengal

## RESEARCH DESIGN

This present study is completed based on secondary data in nature. The secondary data has been collected from books, journals, research articles and PPP reports, West Bengal education reports and internet. This collected data has been discussed and developed on PPP Model of West Bengal.

## ADVANTAGES OF PPP MODEL IN WEST BENGAL

Advantages of PPP Model "Education is a societal duty and the responsibility not only of government, but also of civil society. The effects of our history on the fabric of our whole society, including education, have been so profound that it will take the efforts of all sectors to build a stronger education system," says Barbara Valentine, Research, and Development for Institute of Training and Education for Capacity Building"

PPP provides the good infrastructure which is fully private or fully public. Every participant does what it does best. PPP ensure adequate investment into the public sector and provide effective public resources management; PPP complete every infrastructural project very fast that's why they can reduce delays or maintain time –to completion. One of the important benefits of PPP is 'Return of the Investment' or ROI is greater than traditional or government system. In PPP project risks allocation enables to reduce the risk management. Most of the time the risk of project execution are transferred to private authority, which has more experience in cost containment. Another important benefit of PPP is it reduces government budgets and budget deficits. PPP is economically very healthy and it also allows lower taxes. PPP has ensured higher quality and timely provision of public services.

## CHALLENGES OF PPP IN WEST BENGAL

There are various types of challenges that PPP models are facing in India. These challenges are-

When you are going to start any projects sometimes carried out some risk are arising, such as- construction risk, financial risk, market risk, demand risk etc. This risk can't give you thrive properly.

In PPP projects profits are depending in so many things like assumed risk, the competitive level, complexity of the project etc.

In our country the acquisition of land is a big challenge for PPP because of various policies regarding the land issue.

Lack of proper coordination between public-private and government, the mission becomes not so fruitful.

Some project are becomes failure due to mismatch of the overall costing of the project. • And as we know that due to the involvement of too many people and processes PPP projects are always subjected to the risk of corruption.

### Role of PPP in Primary Education

As we can see that Public Private Partnership is a current fashionable trend in various sector, so basically it has also a great role in education system. Various Eastern and Western country such as – Pakistan, US, England etc. have already used the PPP model in education to increases the accessibility, improve the quality of education and provide choice in underserved communities. India is not lagging behind from them, so our country also try to implement PPP model in our education sector. Well-designed PPP model makes feasible of



the school system in India. Various governments at the central, state and local level are exploring and implementing PPPs in education

**Effective Utilization of Underutilized School Infrastructure:** All over West Bengal, we can see that major metropolitan areas such as – rural , and urban areas have experienced almost quarter decline in enrolment in government schools last one decades. And that’s why their education budgets have almost doubled. As a result, this trend makes the government school hollowing out. If we give a chance to the Private sector, obviously they can manage high-quality schools in these empty buildings. By this governments can effectively utilize of underutilized school infrastructure.

**Widen access and Utilization of Existing Assets of Education:** As we know that India is a rural-based country, and here some metropolitans, cities are highly decorated in school infrastructure. But on the other hand, in rural areas, India still has lagging behind in good school infrastructure particularly in the secondary space. So the accessibility of the education did not reach the certain levels. By giving the chance, PPPs can help increase access to schools. In the above mention point, we can see that, in urban areas how effectively PPP can utilize the underutilize school infrastructure. As well as in rural area, only PPPs can rejuvenate the Widen access and utilization of existing assets of education.

**Lift the Quality of Education:** In across West Bengal privatization of education system is still not fulfilled. In existing schools, PPPs can introduce skills and innovations within the government system. In similar condition, PPP projects in education have a high level of relevancy rate and level of funding as government schools. PPP providers are scientifically sound, flexible, innovate, and introduce better management and pedagogical techniques etc. For instance, they can use technology in teaching-learning, administration, evaluation system, or teachers can use various innovative techniques etc. All of this uplifts the quality of Indian education system.

**Increase Choice for Low-Income Parents:** Every Parent’s desire that his son/girl becomes fluent in the English language, but our government school teaches students through a vernacular medium. That’s why they are increasingly leaving the government school system. On the other hand, the enrolment ratio is increasing in private school or English medium almost 250% in the last one decade. And also we can see all national level exams are being conducted in English medium. So in generally those PPP schools, who introduce high-quality English instruction, would allow governments to provide parents the option to receive an education of their choice.

**Reinforce Responsibility in the Government System:** It is very easy to say that the increasing number of PPP institutions helps to increase reinforce responsibility in the government system. Parents begin to expect fair measurement of education

standards and the PPP and government school systems have to respond to the demand for greater accountability

**Efficiency Gains:** It is argued that because of specialization in certain areas, the private sector has greater efficiency. For example, the Public-Private Partnerships in real estate including road and building have shown the expertise of private sector in the infrastructural development. For schools also the private sector may bring innovative building designs more convenient for schools.

**Risk Sharing:** A fundamental principle in a partnership is that any risk should be allocated to the particular partner who can properly manage the same. The various risks of PPP project may be allocated between the public and private sector optimally so that the overall risk gets reduced significantly.

**Reduction of Costs:** Because of greater efficiency and competition among private partners, the cost of operation is expected to be much lower than in government set up. This is due to the greater managerial efficiency in the private sector.

**Quality Monitoring:** In the case of PPP, the government will monitor the quality in the school as payment is related to quality. The private partner would have an incentive to raise the quality of education in the school to be eligible for payment.

**Greater Flexibility:** Under PPP, there will be greater autonomy and flexibility at the school level whereas the government systems have rigidity. The private partner will have much higher autonomy in hiring teachers and organizing the school. Similarly, depending upon the need, the schools processes can be modified quickly.

## CONCLUSION

Infrastructure development through PPP needs much effort. India faces a very large financing gap which needs to be bridged by domestic as well as foreign private sector investments. Success in attracting private funding to infrastructure will depend partly on India’s ability to develop a more sophisticated financial sector, requiring reforms that facilitate the use of diverse financial instruments by investors and address the current barriers to increased participation by both sponsors and financial institutions. From the above detail, it is clear that public- private partnership (PPP) has playing a vital role in all sectors. And nowadays PPP is also disseminating in the field of education. We cannot deny the core needs of privatization. Above discussion, we can see that PPP has become a fashionable trend of the modern era. All sectors like airways, roadways, electricity, everywhere we can see the significant role of PPP. Educational sectors are also not an exception. Well-designed PPPs can create models of innovation for the education system in India. PPP enhancing access to school, Using underutilized school infrastructure, the quality of education Strengthen accountability in the government system. And we can also see that World Bank Group (2011) has emphasizing the role of PPP in the school education system.



## REFERENCE

1. *Building Capacities for Public Private Partnerships (India)*, (2006), retrieved from <http://www.un.org/esa/coordination/Alliance/Ex-PPP%20in%20India.pdf> on 04.06.2018, pp-15
2. *Building Capacities for Public Private Partnerships (India)*, (2006), retrieved from <http://www.un.org/esa/coordination/Alliance/Ex-PPP%20in%20India.pdf> on 04.06.2018, pp-17.
3. *World Bank Report (2006)*, "India – building capacities for Public Private Partnership", Energy and Infrastructure Unit and Finance and Private Sector Development Unit, South Asia Region.
4. Majumdar, M. and Rana, K. (2012), *In Defence of Public Education/Voice from Bengal*, *Economic and Political Weekly*, 6 th October, 50-55.
5. Banerjee, P.S. and Roy, D. (2012), *Decentralised governance reforms in Primary Education some reflections on West Bengal*, *Economic & Political Weekly*, XLVII(24), 67-74.
6. Sen, A. (2010), *Primary schooling in West Bengal*, *Bangladesh Education Journal*, 9(1), June, 29-39.
7. Acharya, P. (2002), *Education: panchayat and decentralisation myths and reality*, *Economic & Political Weekly*, 23rd February, 788-796.
8. Chaudhari, S.K. (1970), *Educational Progress in Rural Bengal/A Study of Four Village*, *Economic & Political Weekly*, 7 th February, 301-306
9. *Government of India*, (2010), "Compendium of PPP Projects in Infrastructure", Planning Commission, New Delhi, March 2010.
10. Leitch, S. and Motion, J. (2003), "Public private partnerships: consultation, cooperation and collusion", *Journal of Public Affairs*, Vol. 3 No. 3, pp. 273-8.
11. *Education benefits from public-private partnership*, (2015), retrieved from <https://www.news24.com/SouthAfrica/Local/Kouga-Express/education-benefits-from-public-private-partnership20151111>, on 31.05.18.
12. Linder, S. H. (2000), "Coming to Terms With the Public-Private Partnership – A Grammar of Multiple Meanings", in P. V. Rosenau (ed.), *Public Private Policy Partnerships*, Cambridge, MA: MIT Press.