



# Public Private Partnership

Sindh Province

# Sindh PPP Unit



- Asian Development Bank provided Technical Assistance to the Finance Department Government of Sindh to Establish a Public Private Partnership Unit in 2008.



# Sindh PPP Framework



# Legal, Financial and Commercial Arrangements

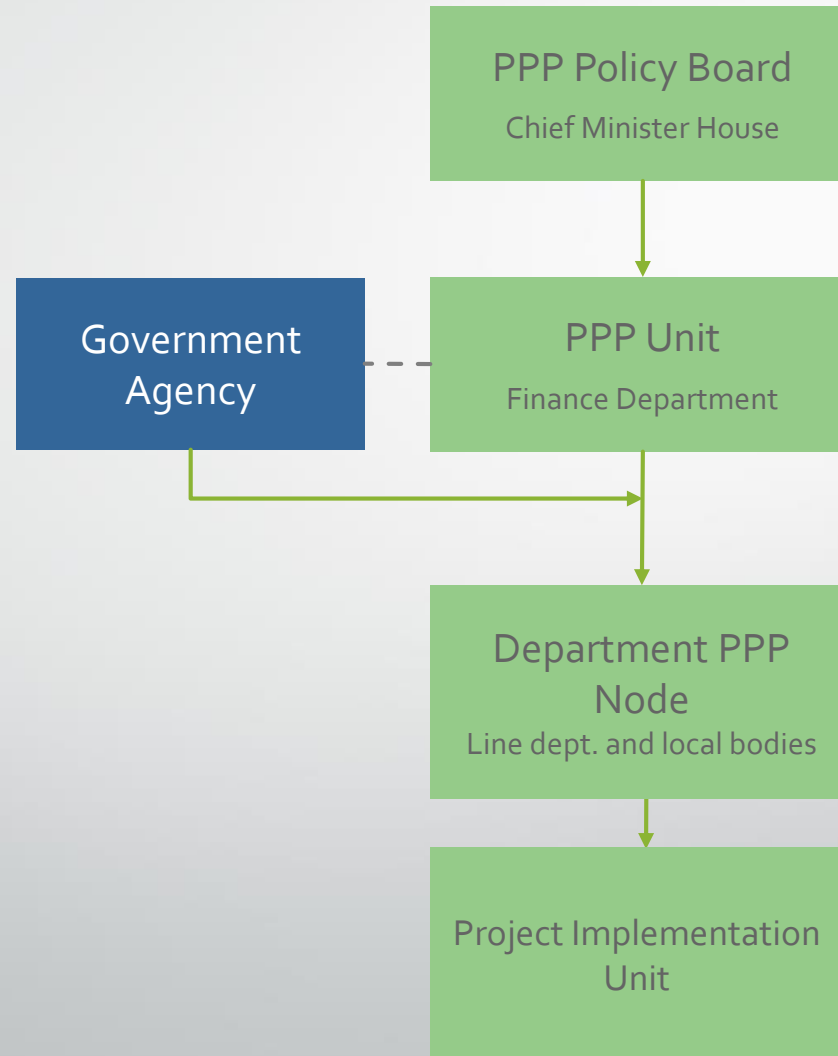
- Government of Sindh has enacted a PPP Law and promulgated new Rules for PPPs in 2010. These policy guidelines have been drafted to supplement the legal and regulatory framework for PPPs and to assist both the private and the public sectors in implementing this innovative procurement methodology.
- **Sindh PPP Act 2010**
  - 1st PPP law of Pakistan.
  - Provides legal cover to the Institutional Framework (PPP Policy Board, PPP Unit, PPP Projects and Departmental PPP Nodes).
  - Regulates the contractual relationship between Public and Private Sectors.
  - Covers processes regarding project approval and spending from PDF (Project Development Fund) and VGF (Viability Gap Fund).
- **Sindh Public Procurement Rules (Induction of PPP chapter).**
- **Policies & Guidelines**
  - Sindh PPP Policy.
  - VGF Guidelines.
  - PDF Guidelines.

# Institutional framework

## Sindh Public Private Partnership Act 2010



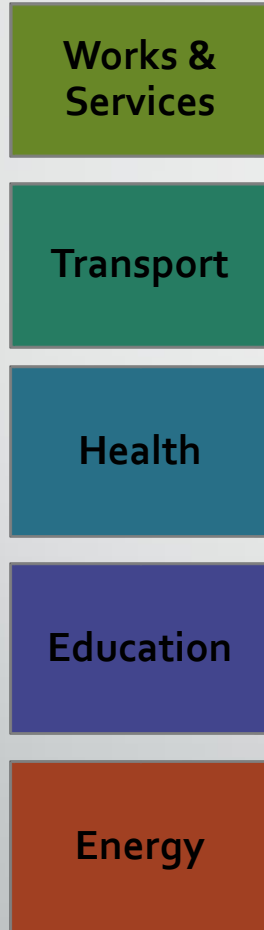
Organizational Framework



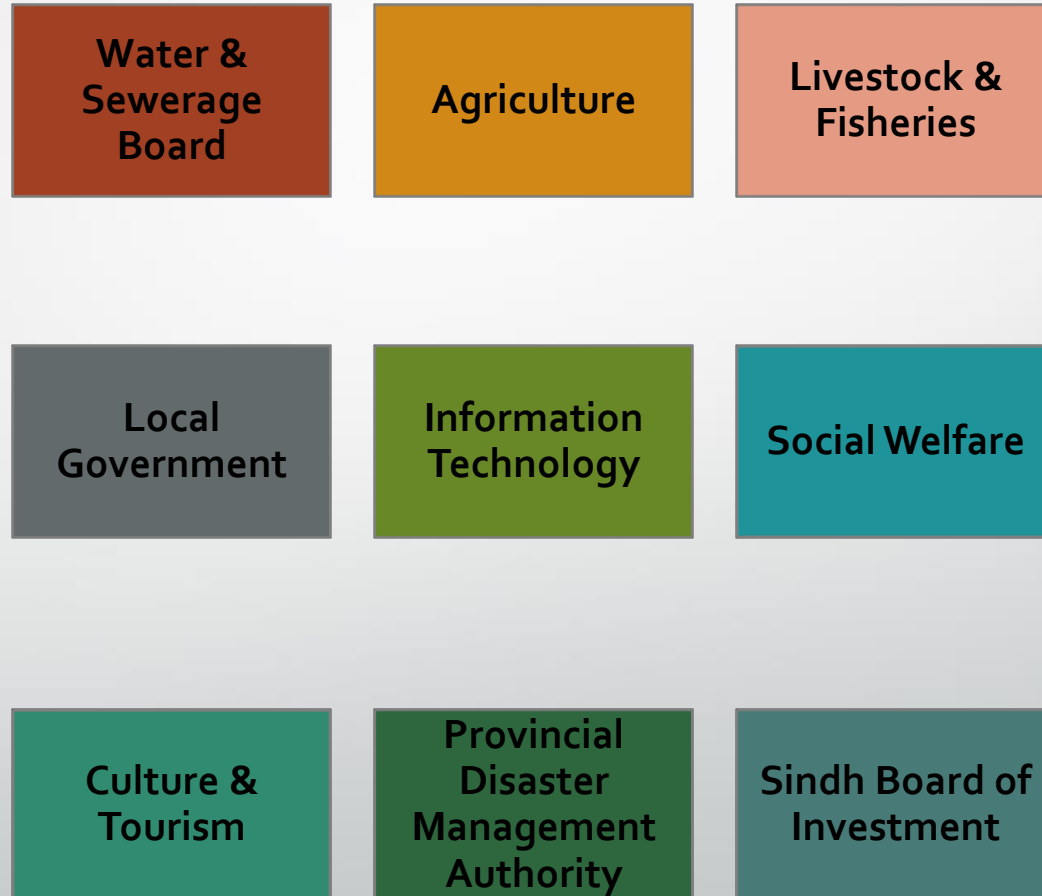


# PPP Nodes & Sectors

## PPP Nodes established



## Other Line Agencies involved in PPP Projects





**PUBLIC PRIVATE PARTNERSHIP NODE**  
**SCHOOL EDUCATION & LITERACY DEPARTMENT**  
**GOVERNMENT OF SINDH**



# Establishment of the 1<sup>st</sup> Public Private Partnership (Node)

With the approval of the Competent Authority, the School Education & Literacy Department Government of Sindh established a Public Private Partnership Node, as required under section 7 of the Public Private Partnership Act 2010 vide Notification bearing NO.SO(G-III)E&L/PPA/2013 dated 3<sup>rd</sup> December 2013.



GOVERNMENT OF SINDH  
EDUCATION & LITERACY DEPARTMENT

Karachi, dated the 3<sup>rd</sup> December, 2013

## NOTIFICATION

NO.SO(G-III)E&L/PPA/2013 With the approval of Senior Minister Education, under section 7 of the Public Private Partnership Act, 2010, a Departmental Public Private Partnership Node is hereby formed

The Node shall be headed by a Director comprising of following positions:

- (i) Transaction Advisor
- (ii) Legal Expert

- DR. FAZLULLAH PECHUHO  
ADDITIONAL CHIEF SECRETARY

NO.SO(G-III)E&L/PPA/2013

Karachi, dated, the 3<sup>rd</sup> December, 2013

A copy is forwarded for information and necessary action to:-

1. The P.S to Adtl: Chief Secretary, Education & Literacy Department, Karachi.
2. The Director General, PPP Unit, Finance Department, Karachi.

*Handwritten signature and date: 04/12/13*



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*Handwritten signature and date: 3/12*  
(Syed Qasim Akbar Nimal)  
Section Officer (G-III)

*Handwritten signature and date: 4/12/13*



# *Story of Sindh*



# EDUCATION MANAGEMENT ORGANIZATIONS REFORM:

An innovative endeavour of the School Education & Literacy Department (SELD), GoS initiated under the Sindh Basic Education Program in collaboration with **USAID**



## Sindh Basic Education Program Sindh Community Mobilization Program Education Management Organizations

On September 21, 2011, USAID signed an Activity Agreement with the Government of Sindh (GoS) to implement the Sindh Basic Education Program (SBEP) which is one of several donor interventions that supports the Government's broader Sindh Education Reform Program (SERP) agenda. SBEP is a large \$155 million five-year program, with \$10 million cost share from Government of Sindh. SBEP aims on increasing and sustaining student enrolment in primary, middle and secondary schools in seven target districts i.e. Sukkur, Khairpur, Larkana, Jacobabad, Kashmore, Qambar Shahdadkot, Dadu and five selected areas of Karachi city i.e. Kemari, Orangi, Lyari, Gadap and Bin Qasim.

### Education Management Organization

Sindh has passed "Sindh Right of Children to Free and Compulsory Education Act, 2013" in compliance with Article 25-A of Constitution of Pakistan. The legislation puts a renewed obligation on the Government of Sindh and the Education Department to provide improved service delivery to all the children.



Given the funding and performance limitations of the public school system in Sindh, the Department of Education is interested in exploring private sector participation in the sector through the development of new management contracts for provision of core and ancillary educational services under the PFP model, whereby the private sector organizations will be expected to manage and maintain the schools and provide services to schools, students, teachers, institutions and to Department during the concession term.

To improve access and quality of education in public sector schools Education & Literacy Department is planning to engage reputable private sector organizations for managing the schools. Over the years private sector organizations have developed considerable expertise in the provision of quality education. The Citizen Foundation, CARE Foundation, Zindagi Trust, and IBA Sukkur are among the pioneers. Similarly, excellence models have also been developed by Beaconhouse School System (Educators), City School System (Smart Schools) and Allied Group of Colleges/Schools. SBEP's state of the art schools will need a high quality of school management to deliver the best education to students. These schools will have a demonstration effect going beyond SBEP schools and covering other schools and other districts of Sindh, bringing hope and 'can do' approach to the public education sector in Sindh.

### Policy Framework

USAID is providing technical support to Education & Literacy Department to prepare a policy framework. In this regard, a legal firm will soon be engaged to provide a legal opinion and the firm will prepare feasibility report for the intervention. The legal firm will also structure the transaction and will assist the Department throughout in the process.

### Approval of EMO Budget

Government of Sindh has allocated Rs. 200 million for piloting the EMOs model in FY 2014/15. It is expected that Package-I, II and III schools in district Khairpur and Sukkur will complete construction phase during the fiscal year and can be outsourced to reputable educational organization under PFP mode.







## POLICY REFORMS:

Sindh Education Management Organizations (EMOs) Reform: An Indigenously developed Policy by the GoS

### Core Features of the EMO Reform

#### Desired Outcomes

- Improved school governance and management.
- Improved quality of education.
- Capacity building of teaching staff.
- Improved engagement with community and parents.
- Revival of trust over public sector education system.



# Timeline of the EMO Reform

- 2010** – Sindh PPP Act promulgated in Sindh Province
- 2011** – Sindh Basic Education Program (SBEP) started
- 2013** – Sindh Community Mobilization Program (CMP) launched under SBEP
- 2014** – PPP Node established in SELD
- 2014** – EMO Project approved by PPP Policy Board, chaired by CM Sindh
- 2014** – Services of Transaction Advisor hired to support PPP/EMO procurement
- 2015** – EMO Policy Framework notified by GOS
- 2015** – Sindh PPP Act amended to facilitate social development projects
- 2016** – First Concession Agreement signed with EMOs by GOS pilot in SBEP school



# Core Features of the EMO Reform

## Fundamentals of EMO School

- Ownership of school remains with the government
- Free Education/Article 25-A
- Job protection of government staff remains intact
- Incentives like SMC funding, free text books, stipends, etc. will continue

## Enhanced Monitoring

- Independent Auditor – Third Party
- Independent Expert – Third Party

## Management Model

- HM is posted by the government
- EMO helps in better management of the school by:
  - Teachers' training
  - Development of assessment systems
  - Development of MIS
  - Interaction with community and parents
  - Enrollment at optimum level
  - Improvement in retention and reduction in drop-out
  - Other interventions

# EMO Reform-Concession Agreement



## Key Performance Indicators (KPIs)\*

1. School management plan
2. Improved staff availability and attendance
3. Improved students' enrollment, attendance and retention
4. Lesson planning and students' assessment system
5. Continuous Professional Development (CPD) of staff
6. School Repair and Maintenance and Improved Community Engagement
7. Improved Health and Hygiene practices, and sporting activities

\* Financial disbursement linked to achievement of KPIs

## Support Mechanism

District Support Team for EMOs

**Notified by Chief Secretary, Sindh**

**Chaired by Deputy Commissioner**

**Representation of:**

- District Administration
- District Education Department
- EMOs
- SMCs

**Purpose is:**

- Smooth Implementation
- Solution of Issues at Local Level

# GOS Commitment for EMO Reform



- **EMO Policy Notified by Government of Sindh in March 2015**
- **GOS financial resource/budget allocation**
  - **PKR 200** million in FY-2014/15
  - **PKR 500** million in FY-2015/16
  - **PKR 1 billion** in FY-2016/17, FY 2017/18 and FY 2018/19
- **Technical & Financial Evaluation Committee (TFEC) Notified** to execute procurement process
- **Four (04)** cycles of procurement of EMOs initiated for SBEP schools
- **Three** signing ceremonies at CM House for concession agreements between SELD and EMOs
- **23 SBEP schools** outsourced to six **(06) EMOs**
  - Charter for Compassion Pakistan (9 Schools)
  - Sukkur IBA (3 Schools)
  - Beaconhouse School System (1 School)
  - Indus Resource Centre (5 Schools)
  - Sindh Rural Support Organization (2 Schools)
  - HANDS (3 Schools)

# Procurement Process for outsourcing of SBEP schools



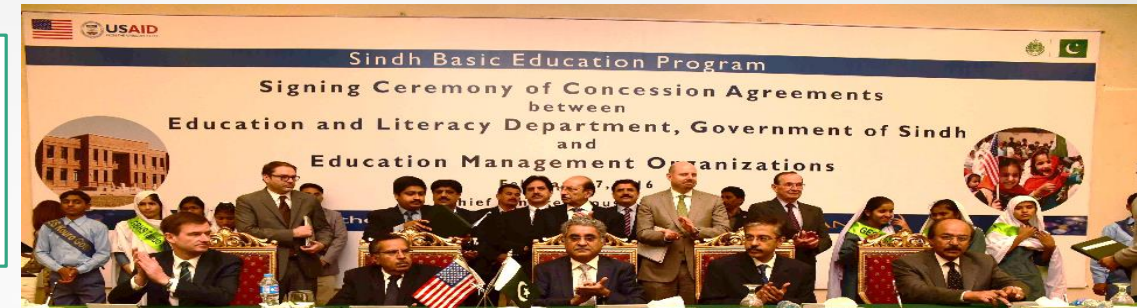
The Expression of Interest (EOI) published on **May 13, 2015** with a deadline for submission of applications being **June 10, 2015**

**39** bids were received and **20** were shortlisted after scrutiny

Two RFPs launched under EOI to seek proposals from 20 shortlisted bidders for 1<sup>st</sup> batch of four SBEP schools (Sukkur-1, Khairpur-3) in 2015 and for 2<sup>nd</sup> batch of five SBEP schools (Sukkur-2, Khairpur-3) in 2016

Two EMOs signed concession agreements for 1<sup>st</sup> batch of four SBEP schools on **Feb 27, 2016** and four EMOs (including two new EMOs) signed concession agreement for 2<sup>nd</sup> batch of nine SBEP schools on **Dec 03, 2016**

3<sup>rd</sup> round of procurement launched in April 2017 for 14 SBEP schools (Sukkur-5, Khairpur-9) under a National Competitive Bidding with Two Stage Two Envelop method. 11 bidders participated in competition with 52 bids for 14 packages.



Signing of 1<sup>st</sup> EMOs Concession Agreements for SBEP Schools



Signing of 2<sup>nd</sup> EMOs Concession Agreements for SBEP Schools



# EMO Reform Schools

**First Batch of four (04) schools**

S.N.	Name of School	SEMIS Code	District	Tehsil	UC	EMO	Independent Auditor	Independent Expert
1	GBES Kouro Goth	415030378	Khairpur	Khairpur	Khanpur	CFC	E&Y	AASA Consultants
2	GGELS Arain	418050131	Sukkur	New Sukkur	Arain	CFC	E&Y	AASA Consultants
3	GBHS Jhahj Regulator	415010528	Khairpur	Faiz Gung	Kot Lalu	Sukkur IBA	Delloite	KASBIT
4	GBHS Tando Mir Ali	415060810	Khairpur	Thari Mirwah	Tando Mir Ali	Sukkur IBA	Delloite	KASBIT

# EMO Reform Schools

**Second Batch of five (05) schools**



S.N.	Name of School	SEMIS Code	District	Tehsil	UC	EMO	Independent Auditor	Independent Expert
1	GBHS Karoondi	415010524	Khairpur	Faiz Gung	Karoondi	Sukkur IBA	Delloite	KASBIT
2	GBHS Bozdar Wada	415060807	Khairpur	Thari Mirwah	Bozdar Wada	IRC	Delloite	KASBIT
3	GBHS Kolab Jial	415040383	Khairpur	Kingri	Kolab Jial	BPS (Pvt.) Ltd	Delloite	KASBIT
4	GBPS Abad lakha	418050091	Sukkur	New Sukkur	Arain	CFC	E&Y	AASA
5	GGELS Bedil Bakus	418020125	Sukkur	Rohri	Bedil Bekas	CFC	E&Y	AASA

# EMO Reform Schools

**Third batch of fourteen (14) schools**

SN	Name of School	SEMIS Code	District	Tehsil	UC	EMO	IA	IE
1	GBHS Tando Nazar Ali	415030402	Khairpur	Khairpur	Khanpur	Charter for Compassion	EY	AASA Consulting
2	GBHSS Setharja	415060822	Khairpur	Thari Mirwah	Setharja	Charter for Compassion	EY	AASA Consulting
3	GBHS Satabo	415020317	Khairpur	Gambat	Belharo	Indus Resource Center	Deloitte	TRC
4	GBHS Sami	415080275	Khairpur	Sobho Dero	Sami	Sindh Rural Support Organization	Deloitte	SHMEN
5	GBHS Gagri	415030380	Khairpur	Khairpur	Wada Machyoon	Indus Resource Center	Deloitte	TRC
6	GBHS Hussainabad	415050584	Khairpur	Kotdiji	Layari	Charter for Compassion	EY	AASA Consulting
7	GBHS Fakirabad	415050578	Khairpur	Kotdiji	FakirAbad	Indus Resource Center	Deloitte	TRC
8	GBHS Pir Essa	415020309	Khairpur	Gambat	Kamal Dero	HANDS	PWC	TRC
9	GBHS Drib Mehar Shah	415040380	Khairpur	Kingri	Drib Mehar Shah	Indus Resource Center	Deloitte	TRC
10	GGPS Numaish Colony	418030006	Sukkur	New Sukkur	New Pind	SRSO	Deloitte	SHMEN
11	GGLSS Bhellar	418010546	Sukkur	Pano Akil	Nindapur	HANDS	PWC	TRC
12	GBHS Kamal Khan Indhar	900000532	Sukkur	Pano Akil	Sultanpur	HANDS	PWC	TRC
13	GBHS Dodanko	418020391	Sukkur	Rohri	Arore	Charter for Compassion	EY	AASA Consulting
14	G (N) Modern High School	418030070	Sukkur	Sukkur	Pir Illahi Bux	Charter for Compassion	EY	AASA Consulting



## SBEP EMO/RFP#4-

Based on positive feedback from market, communities, SELD took decision to expand beneficiary-net, and enhance resource efficiency through introducing group-of-schools model in fourth round – i.e.

- Nearby (GoS priority) schools grouped with newly constructed SBEP school
- Schools combined in district-packages

- Launched on April 02, 2018
- Four District Packages  
Sukkur  
Larkana  
Qamber  
Shadadkot  
Dadu
- **20 SBEP Construction** schools, and **25 non-construction (priority) schools** (20,000 Children are Waiting)
- 13 bidders have submitted 25 bids for four packages
- Draft TER ready for review and **approval of TFEC**

# EMO Reform Schools

**Fourth Batch – Cluster Model; and District Packages  
Procurement Cycle Initiated in April 2018**

SN	District Package Summary	Package # 1 Sukkur	Package # 2 Larkana	Package # 3 Qambar Shahdadt	Package # 4 Dadu	TOTAL
1	Number of Construction Schools	5	4	5	6	20
2	Number of Grouped Schools	11	6	4	4	25
3	Number of Classrooms	211	86	108	120	525
4	Student Enrollment	7,835	2,964	4,137	3,770	18,706
5	Number of Teaching Staff	327	87	121	147	682
6	Number of Non-teaching Staff	74	27	32	9	142

# Student Enrolment Increase RFP 1 & 2

S. No	School Name	SEMIS Code	District	EMO	Student Enrolment			Comments
					At Handing Over	Current	%	
<b>RFP # 1</b>								
1	GHS Kouro Goth	415030378	Khairpur	Charter for Compassion	415	652	57%	
2	GHS Arain	418050131	Sukkur	Charter for Compassion	333	496	49%	
3	GHS Jhajh Regulator	415010528	Khairpur	Sukkur IBA	826	900	9%	
4	GHS Tando Mir Ali	415060810	Khairpur	Sukkur IBA	1,134	1,144	1%	
<b>Total</b>					<b>2,708</b>	<b>3,192</b>	<b>18% Increase in Enrollemnt</b>	
<b>RFP # 2</b>								
5	GGELS Bedil Bekas	418020125	Sukkur	Charter for Compassion	604	714	18%	
6	GBHS Karoondi	415010524	Khairpur	Sukkur IBA	1189	1311	10%	
7	GBPS Abad Lakha	418050091	Sukkur	Charter for Compassion	929	1702	83%	
8	GBHS Kolab Jial	415040383	Khairpur	Beacon House Pvt. Ltd.	442	486	10%	
9	GHS Bozdar Wada	415060807	Khairpur	Indus Resource Center	674	741	10%	
<b>Total</b>					<b>3,234</b>	<b>4,241</b>	<b>31% Increase in Enrollemnt</b>	



# 5 years of the Reform

<https://vimeo.com/167392720>

<http://sbep.gos.pk/>















