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RESEARCH PAPER

Public Private Partnership-Challenges of New School Program (NSP) to Enroll Out of School Children: Head Teachers Perception

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PAPER INFO	ABSTRACT	
Received:	Education is as necessary as breath. It is directly connected with	
February 25, 2022	the progress of every significant institution may that social,	
Accepted:	economic and political sector. This research was aimed to	
June 06, 2022	explore the challenges of New School Programs (NSP) to	
Online:	address out of school children in Punjab. Simple random	
June 08 , 2022	sampling technique was used to select heads of NSP partner	
Keywords:	schools. 05 heads teachers of district Lahore were interviewed.	
Education,	Thematic analysis technique was used to get insight about the	
New School,	, 1	
Out of School	phenomena. Study revealed that NSP made efforts to enroll out	
Children,	of school children in Punjab. However, poverty, uneducated	
Partner,	parents, lack of interest of parents, lack of interest of students,	
Program	child labor, death and illness of parents and social restrictions	
*Corresponding	and responsibilities of parents and children, poor performance	
Author	of students and English as medium of instruction are rock of the	
	way to enroll out of New School Program. Further, non-	
	selection of potential sites, stoppage of payment, unrealistic	
arshad.fas@gmail.	monitoring, strict admission policy, B-Form restriction for	
com	admission and shortage of budget also create hindrance to	
	flourish the program.	

Introduction

Education in every sense is one of the fundamental factors of social and economic development of the country. It raises people's productivity, creativity and promotes entrepreneurship and technological advancements. Education is directly connected to the progress of every significant institution may that social, economic and political sector (Lockedhead & Verspoor, 1991). International bodies like United Nations Development Programme (UNDP), United Nations Scientific & Cultural Organization (UNESCO), United Nations Children's Fund (UNICEF) and the World Bank consider education as the provision of learning opportunities in an organized and purposeful manner through numerous means (Inter-Agency Commission, 1990).

But it's woeful to say that the education sector in developing countries does not have importance; so, literacy rate is decreasing over the years. The reason behind this issue showed by UNESCO Institute of Statistic (UIS) and Education for All Global Monitoring Report (GMR, 2015) pointed out that the world could not been able to

bring every child in schools and not giving fundamental education on their door steps.

Pakistan has proclaimed its constitutional duty vide article 25-A to dispense free and compulsory education to all children aged 5-16 (Government of Pakistan, 2012). Pakistan is the second largest country in the world by primary aged out of school children. In Pakistan there are currently 5.6 million primaries, 5.4 million lower secondary and 9.8 million upper secondary school age out of school children. The problem is dealing in higher numbers especially to the ruler areas where the public schools are facing difficulty of maximum drop outs by every year (UIS, 2017b). There are numerous factors which need children to make a decision for termination of their education. High dropout rates are caused by poverty, child labor, poor quality of education, poor standards of health, poor quality teaching, long distance schools and non-educational background of parents (Mughal and Aldridge, 2017).

Pakistan's education system mainly consists of three sectors which are public, private and religious schools. According to the statistics, the public primary schools share the 61% of total primary enrolment (GoP,2014). On the other side, the private sector is more domineering in middle or elementary level which is 63%. Pakistan Education Statics further indicate that 41% of public schools share 65% of the total enrolment of secondary level (GoP,2017). However, in Punjab 7.5 million children having age 5-16 year are out of school (SDPI 2015).

The government of the Punjab has taken many steps to ensure the quality and free education to every child, nullification of school fee and provision of free textbooks was a milestone achieved by the government. The government innovate the public private partnership with the name Punjab Education Foundation (PEF) in 1992. It is a sovereign body to encourage and promote quality education on noncommercial basis. Furthermore, many initiatives have been taken to deal with the challenges of out of school children. This comprehend giving stipend to the female students, Danish School Project, Foundation Assisted Schools & Education Voucher Scheme. Despite of various efforts and initiatives taken by the government, there still exists a large number of children to be enrolled in schools in Punjab. To address this issue government of the Punjab has launched a project named with New School Program in 2007. New School Program has enrolled 297,000 students through 2,133 partner schools in Punjab (Annual Report, 2021) in the presence of multiple nature of issues.

Material and Methods

Research Design

It was qualitative descriptive research based on case study design. Unimpeachable and valid data are guaranteed in qualitative way of research (Merriam, 1998). The research was conducted as a descriptive case study to explore the challenges to enroll out of school children. Case study is powerful approach to understand organizational culture under defined time frame. Case study is a procedure that is used to make sure that data is faultless which guides to authentic results (Merriam, 1998). All heads teachers of NSP partner schools (2,133) who were directly or indirectly involved in NSP activities in the province of Punjab, Pakistan.

Convenience, Purposive and Simple Random Sampling techniques were applied for the selection of sample from the population. By applying convenience sampling technique, district Lahore was selected as sample for this study. For the selection of head teachers, the researcher applied simple random sampling technique. (Bernard, 2004). The logic and power to successful sampling lie in the selecting information-rich cases for study in core (Patton, 2002).

Researcher used self-developed instrument for the collection of data from the participants of the study. A semi structured interview protocol was developed for heads of partner schools to obtain their opinion regarding the challenges faced by the program to enroll out of school children. The qualitative research has not the structural interview (Leedy & Omrod, 2001). Items in interview protocol were based on open ended responses.

The content validity of interview protocols was ensured through expert opinion. Interview protocols were pilot tested on two NSP partner school's heads. Necessary changes were made in the light of suggestions of the experts. The research instruments were administered to the respondents by the researcher himself for getting quick and full response. The data was collected through interviews of the participants.

The analysis of data is compulsory in a way to make sense of data (Miles & Huberman, 1994). Merriam (1998) explain the procedure of establishing a logical thinking and discovering the ingredients of collected data is called data analysis. Thematic analysis was applied to analyze the data.

Results and Discussion

Following are the findings of the study as a result of thematic analysis:

Table 1			
Theme	Detail of Theme		
	 Non provision of reliable data. 		
	• Concerned population unaware about site		
Challenges for the selection of	selection criteria of NSP.		
suitable site	• Public representatives pay least interest to		
suitable site	share site details with NSP.		
	 Non provision of accurate GIS coordinates. 		
	 GIS mapping through untrained staff. 		

According to the majority of the respondents, site selection for opening of new school under NSP one of the serious nature of activities of PEF. If proper site for the opening of new school is not selected, then all allied activities associated with this program have no worth. One of the respondents informed that "NSP relies on the information received from individuals, NGOs, public representatives and different government departments. The details receive through these sources does not meet NSP site selection criteria". Another respondent informed that "NSP concerned population is unaware about the site selection criteria of NSP. Hence, they are unable to share the site details with NSP management for opening of new schools".

Resultantly, the children of these particular areas are deprived their right of getting free education. One respondent shared that "public representatives are considered to be the reliable source to share site details for opening of new schools but they do not bother to do so. They do not want to open schools in their vicinity due to some certain reasons". One of the respondents was of the view that "NSP management relies on different government departments to select new sites but these departments do not cooperate with NSP". One of the respondent was of the view that "NSP ensures initial sites shortlisting through GIS mapping which needs accurate GIS coordinates but most of the applicants are not aware about the usage of GIS coordinates. So, some of the potential areas does not become the part of NSP". He further added that trained staff is required to operate GIS mapping tool but most of the team members consist of untrained personals. Due to lack of experience, they share wrong data with the management for physical verification of sites. This is one of the major factors which creates problem for NSP authorities during sites selection. It was informed by a participant that "six schools were cancelled due to less population which were wrongly selected due to the usage GIS coordinates by untrained staff".

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Theme	Detail of Theme
Challenges of launching of new phase.	 Change of management during launching of new phase. Remote areas have no access of newspapers. Non availability of internet in remote areas. Local candidates/applicants do not meet NSP criteria. Un-necessary documentation. Shortage of human resources.

Majority of the respondents informed that when NSP launches new phase for opening of new schools to enroll out of school children, it faces lot of challenges. They were of the view that PEF suffers badly due to the change of management during the process of selection of new schools. Resultantly, process of opening of new schools stops and target of new enrollment remains unachieved. One of the participants stated that "change of government effects school selection process".

More than half of the respondent shared that advertisement to open new schools is published in newspapers. While the target population of NSP-PEF lives in remote or far flung areas of Punjab. Such areas have no access of newspapers. Therefore, the target population remains unaware regarding the opening of new school under NSP-PEF. So, targets to enroll out of school children cannot be achieved up to the desirable level. One of the respondents said that "newspapers are out of reach of majority of the people in remote and far flung areas.

Majority of the respondent informed that non-availability of internet facility creates problems for the applicants of NSP. They were of the view that applications from eligible candidates are submitted through online module prepared by NSP-PEF. They have to send online applications along with requisite documents to NSP office. While the internet facility in most of the NSP targeted areas is not available. So, the

eligible applicants face lots of problems due to non-availability of internet facility. One of the respondent shared that "most of the NSP targeted areas have no facility of internet. Hence, application cannot be submitted for opening of new schools".

Some of the respondents informed that non-availability of potential candidates having required qualification becomes a challenge to achieve the targets of NSP. Availability female applicants in remotes areas is one of the serious natures of issues reported by some the respondents. The respondents informed that due to shortage of qualified female applicants; target of girl's students remains unachieved. One of the respondents informed that "parents hesitate to enroll their daughters in male dominated schools".

Some of the respondents informed that application form used for the selection of new school is very complicated and lengthy. Unnecessary documents are demanded by NSP-PEF. Due to unnecessary documentation some eligible candidates cannot apply and some other applicants send incomplete applications. One of the respondents informed that "unnecessary documentation leads to the rejection of application". Another informed that "it is very difficult to meet all the requirements of application form". It requires a lot of time and sometimes deadline for submission of the application expires. Resultantly, selecting of potential site is omitted.

More than half of the participants were of the view that shortage of human resources also creates problems to start of new phase of NSP under PEF. One of the respondents was of the view that "due to limited human resources, more than half of the staff is engaged in receiving, record keeping and shortlisting of applications". Due to which NSP routine work is badly affected these days and the applicants as well as NSP staff face numerous types of challenges.

	Table 3
Theme	Detail of Theme
Challanga to annull shildnen	 Opening of admission once in a year.
Challenge to enroll children in school	 Less capacity of school.
III SCHOOL	 Non availability of B-Form.
	• Poverty

Almost all respondents reported that admissions are opened once in a year in NSP funded schools, that is why some children cannot get admission. They also shared that schools enroll students according to the capacity of the school building. So, some of the children cannot get admission in their nearby NSP-PEF partners schools. Another challenge of PEF partner schools is to obtain B-Form from the children at the time of admission. One of the respondents reported that "parents don't give importance to B-Forms of their children; hence, children without B-Form cannot get admission in PEF partner schools". Parents think it the wastage of time and resources as most of them are daily wagers. Most of the orphan children suffer badly as their relatives or guardians do not take interest in getting B-Forms. Resultantly, they can not get admission in the schools. One respondent said that the children whose parents do not possess CNIC cannot obtain B-Forms. Hence, their children cannot get admission in PEF partner schools.

Most of the participants stated that poverty is a serious nature of challenge faced by NSP partner schools. A large number of people have no employment; so, they don't have money to even get bread. In these circumstance, they cannot afford the educational activities of their children. One of the participants informed that "parents do not send their children in schools due to poverty". Another stated "parents are unable to bear stationery and uniform expenses". Some of the participants were of the view that madrassah education is more attractive for poor people. One of the participants said that "madrassas are funded by local, national and international donors which provide free books, food, clothes, accommodation and monthly stipend".

Table 4			
Theme	Detail of Theme		
Challenge during retention of students	 Poverty Illiterate parents Child labour Joblessness among educated persons Lack of interest of parents/students/children Large number of family members Illness or death of parents Social restriction English as medium of instruction Fear of exam 		

Almost half of the participants were of the view that uneducated parents do not take interest to the study of their children. One of the respondents reported that "children do not receive any motivation or educational support from illiterate parents". Lack of parents' interest in their children's studies encourage the absenteeism and eventually causing drop out from the school. One said that "lack of the interest of the parents becomes the reason of the student's dropout".

Child labour was one of the problems faced by the school administrators. Some of the participants informed that parents were either bus drivers and helpers, cattle and sheep herders, or seasonal labourers. They keep their school going children with them for help and support. So, they don't send their children in schools regularly and as a result of it, children left their schooling. Some other reported that the children of deprived communities usually work in the local industries, workshops, restaurants and stores to meet their daily expenses. They reported that children from disadvantaged families were more inclined to earn money in factories and less inclined to attend school.

Some other respondents argued that poor students work in local factories to cover their living expenses by contributing to household income. One of the respondents said that "there is no immediate financial benefit for the students to attend the school, so they choose to leave school and start working in factories, workshops and restaurants".

Majority of the participants were of the view that prevalent joblessness among the educated adolescence discourages the school going children. The students think that they will be jobless same as the other youth who have completed education but could not find their jobs. One of the participants said that "the students and their parents have negative opinions about the future after completing the education". They were of the opinion that the education will not provide them the better job prospects or financial security.

Most of the participants pointed out that a large number of family members was one of the problems faced by NSP. One of them reported that "The families who have more than five siblings faces more financial hardship as compare to those who have small family size. So, they cannot meet educational expenses of their children and prefer to leave school or not to be enrolled". One of the respondent was of the view that "some children were out of school whose sisters were more in number as compare to brothers. They have to earn for provision of Jahez (dowry) to organize an honorable marriage for their sisters". Jahez is a common cultural practice in Punjab where a bride carries adornments, dresses, furniture and other common domestic items when they marry.

According to majority of the respondents, less parental education contributes to higher dropout which create problem for NSP. Children whose parents are less educated are more likely to drop out from schools than their peers. One of the respondents said that "education is more influenced by the father's or mother's educational history". One of the respondent was of the view that "mother's education increases her child's chances of completion of study". Another participant was of the view that "An educated fathers' roles as custodian of the family is more important to continue the education of their children when finances of the family are low". Both parents' education is vital at all levels of education in Pakistan, even if it has little effect on school dropout.

More than half of the participants were of the view that parent's illness or death can have an effect on the schooling of their children. Sick parent affects a child's education in a detrimental way. One of the participants was of the view that "parents who are unable to pay for their own medical care, become a financial burden on their families when there is no social safety net in place". So, their children are forced to work and care for their family members. Ultimately, they have to leave their education". Another participant was of the view that "Orphan children have a greater tendency to drop out of school". One more participant was of the view that "when a child's parent die, their education suffers". Lack of support from the school, their families, and the community lead children to leave or not enroll in school". So, death and illness of parents are the most common problems of NSP to enroll the children in schools.

Some of the respondents were of the view that poor academic performance of students also contributes to the challenges associated with NSP. One respondent said that "teacher-student relationship, low student achievement in science and math and lack of trust on educational system leads towards student's low academic performance". These are the common issues of NSP which leads towards the drop out of students.

Most of the respondents were of the view that medium of instruction has contributed a lot to create hindrance towards promotion of NSP. As a result of English as medium of instruction, most of the students leave education. One respondent was of the view that "English as medium of instruction is big hindrance for educating children. Students can learn more effectively through their mother tongue as compare to any foreign language". English as medium of instruction in schools creates problems for children as well as for teachers; resultantly, they leave school.

Conduct of Quality Assurance Test is reported the most serious nature of challenge of NSP partner schools. Quality Assurance Test (QAT) is conducted to ensure the quality of education of partner schools. Payment of the schools is linked with passing QAT conducted by the NSP. If a school fails twice in QAT, it stands cancelled and its funding is stopped by the authorities. Resultantly, the school stops it functioning and almost all the students of that specific school say goodbye to the education. According to one respondent "average, above average, intelligent and extraordinary students suffer badly as a result of failure of the school". The respondents highlighted that non-availability of trained and qualified teachers in far flung areas are the basic reasons of the failure of the schools.

It was derived from the data that the scope of online complaint system of NSP is very limited in its nature. Only limited complaints can be registered through this system by the partners. Moreover, these complaints are not processed timely to address the problems of the partner schools. One of the respondents stated that "complaints sent to the NSP-PEF are not processed even after passing months. So, the partners face lot of problems in the field due to unattended complaints of the partner schools

Table 5		
Theme	Detail of Theme	
Stoppage of payment of partner school	 Shifting of school building without permission of NSP Closure of school on the day of visit School having less than two rooms 	

More than half of the respondents stated that the process of releasing of payment from the PEF is very difficult; if it is stopped. It takes a long time to release payments despite of the fact that school owner provides all the required documents and fulfill the codal formalities. One of the respondents stated that "procedure of release of funds is very complicated, if it is stopped by NSP".

Transfer of payment to partner schools is a very complicated process. Payment to the partner schools is made through banks. On the other hand, opening of bank account is very complex in its nature which requires a various types of documents. One of the participants stated that 'school registration certificate is mandatory for opening of the bank account. Registration of schools is very lengthy and laborious procedure as various departments are involved in this process". Another informed that "it takes months and sometimes years to issue registration certificate. Bank does not open bank account and NSP does not transfer payment in

the absence of registration certificate". As a result of it, school does not bear expenses and close its functioning.

Another serious nature of problem which arise due to the death and joining government service of the NSP partners' school is the transfer of its rights to the heirs. In case of death or government service of NSP partner; all rights of schools are transferred to the heirs of the partners. One of the respondents was of the view that "transfer of ownership of the school is very lengthy process. In most of the cases ownership is not transferred to the legal heirs of the partners". Transfer of partnership is done due to death or job of the partner in any government department. Another informed that "payment of school is stopped in case of death or job of the partner". It was also reported that most of the schools were cancelled and closed due to unavailability of suitable person who meets the criteria of ownership of school. As a result of above reported factors children belong to that specific area remain uneducated.

Data showed that almost 70% NSP partners schools are running in rented buildings and they are facing multiple problems like, the clashes between building owners and principals, inappropriate buildings and non-availability of proper classrooms. Due to these unavoidable circumstances the owners of the school has to shift buildings on urgent basis and PEF stops payment of schools till physical verification of new building. School principal has to face the challenges of teacher salaries, rent of building and payments of utility bills. The respondents enlisted the following reasons for stoppage of payments of PEF partners' schools:

- Shifting of school building without permission of NSP.
- Closure of school on the day of visit.
- Schools having less than two rooms.

Discussion

Public Private Partnership is one of most significant initiatives of government of the Punjab to promote quality education. Under this initiative government restructured Punjab Education Foundation under the Punjab Education Foundation Act-XII of 2004 (amended as 2016) for the promotion of education to support and encourage the private sector to attract under privileged population of the province of Punjab. New School program is an initiative of PEF which ensures access to schools in those areas where no PEF or government school exists within the radius of one kilometer. NSP-PEF is contributing thorough public private partnership to enroll out of school children to improve literacy rate throughout the province. It encourages NGOs and individuals to operate schools under this program (Annual Report, 2016). The purpose of the study was to explore the challenges faced by NSP-PEF to enroll out of school children because Punjab has approximately 7.5 million children that never enrolled and drop out (SDPI 2015). NSP started its functioning in 2008 with aim to cover these deprived strata. NSP has about 297,000 students in its 2,133 partner schools (Annual Report, 2021). This achievement seems not to be satisfactory as NSP could not facilitate majority of out of school children living in Punjab. There are numerous challenges which emerged in current study.

Current study showed that selection of site for opening of new school is one of the very important nature of the activities of NSP. It becomes a challenge for NSP as some times suitable sites are not selected for opening of new schools. Blending of insights, efforts and expertise of various departments is obligatory for site selection to open schools Harcharek (1971). Another challenge which was reported by the participants was the change of management during launching of new phase for opening of schools. Access of newspaper and availability of internet facility were also reported as big challenges for the interested applicants of NSP.

Non-availability of reasonable number of potential applicants having required qualification was also a big challenge for management. especially, female applicants in remotes areas.

Unnecessary documentation demanded by NSP-PEF was also one the challenges for the applicants of NSP. Shortage of human resources also creates a lot of problems to start of new phase of NSP under PEF. Same nature of problems was highlighted in the study conducted by (Shehzad & Dogar, 2020). Admission policy of NSP also made a challenge for NSP partner to attract out of school children. Poverty and lack of interest were also serious nature of challenges highlighted by the respondents. In accordance with Human Development Report (2014), 26.46 % of the people of Pakistan are living in acute poverty (UN, 2014) and families are unable to meet the expenses of schooling. Some studies evidenced that a lack of interest from parents in their children schooling leads towards drop out from school (Ampiah & Abu-Yeboah, 2009; Jeynes, 2007). The current study also shows the same findings as nearly all the head teachers informed that lack of interest of the parents becomes a challenge for partner schools. Many studies highlight that poor academic performance contributes to school dropout (Hardre & Reeve, 2003; Parr & Bonitz, 2015). This challenge was also reported in the current study. The perspective of PEF officials on the children poor performance in remote areas are largely missing in available literature. Illness or death of parents affects the children schooling attitude (Kane, 2004; Woldehanna & Hagos, 2015). The current study also highlights that children of deceased parents likely to drop out of schooling. Parental illness shrink household income which uninterruptedly impacts on children schooling. Ananga (2011) reported that death of parents became one of the major reason of dropping out of school. NSP is facing the problem of students drop out due to illness or death of their guardians. In addition to the above challenges, NSP partner schools face the problems like stoppage of payment, laborious process of school registration, clashes with building owners, non-availability of proper building, Similar results have been shown in a study conducted by Holloway in 2000.

In line with the other challenges, penalties imposed by the NSP creates various problems for the partner schools. Sometimes these penalties lead towards the closure of schools. The current study shows that complaints of the partner schools are not addressed properly. Various types of penalties are being imposed on the NSP partner schools which create problems for them. These penalties are imposed in the shape of financial loss to the partner schools. In most of the cases financial loss leads towards the closure of schools. Penalties are levied as result of monitoring reports and quality assurance test results. another major challenge of NSP partner schools is the shortage of budget which affects its performance. Abdi (2015) conducted a study

on the effects of reducing school budgets. In the opinion of head teachers and the study conducted by Abdi shows the similar nature of challenges for schools.

Conclusion

Punjab has about 7.6 million out of school children. However, NSP tried its level best to enroll children by providing free education at door step level through opening new schools and lessen financial burden of parents by providing free textbooks to students. On the other hand, it is concluded that non-availability of reliable data, unawareness of population about site selection criteria of NSP, least interest of public representatives, non-provision of accurate GIS coordinates and untrained staff, change of management during launching of new phase, no access of newspapers in remote area, non-availability of internet in remote, candidates of some potential sites do not meet NSP criteria, un-necessary documentation and shortage of human resources are the rocks to open new schools to enroll children.

It is also concluded that opening of admission once in a year, less capacity of schools non availability of B-Form, poverty, illiterate parents, child labor, joblessness among educated persons, lack of interest of parents/students/children towards study, large number of family member, illness or death of parents, social restriction, English as medium of instruction, fear of exam are also challenges that contribute to deterioration of NSP. In addition to above challenges; stoppage of payment of partner schools, imposition of penalties weakens the NSP.

Recommendations

In the light of findings, discussion and conclusion; following recommendation are made to strengthen New School Program (NSP).

Data showed that selection of suitable sites is a challenge for NSP. It is therefore, recommended that awareness campaign should be launched to make aware the general public to retrieve correct data for the selection of suitable sites. NSP officials should contact with public representatives to obtain reliable data for the opening of new schools. Moreover, applications should not be rejected on provision of inaccurate GIS coordinates. To address this challenge, NSP should provide proper training to deputed staff for GIS mapping.

Different modes of advertisement should be adopted in addition to newspapers to attract potential applicants for NSP. Management of NSP should revise criteria for the candidates of far flung areas especially for female candidates. It was reported that working of NSP suffers badly due to shortage of human resources. It is therefore, recommended that reasonable number of staff should be hired to increase the efficiency of the program. NSP allows the partner schools to enroll students once in a year; so, a reasonable number of children cannot get admission in their nearby partner schools. It is therefore, recommended that NSP should not stop admission in its partner schools throughout the year. NSP should provide loan to partner schools to improve the physical facilities of the schools. Admission in the schools should not be linked with B-Form. however, NSP should request government

to bound NADRA to issue B-Form to children after the verification of head of the schools.

Government should give stipend to the students of NSP to discourage child labor and to fulfill the needs poor students. Further, it is also recommended that NSP should provide uniform, stationery, bags and shoes to the children to lessen the financial burden of parents. It is also recommended that NSP should train their head teachers and teachers to motivate the community to get enrolled out of school children. Government should allocate sufficient budget to NSP-PEF to open more new schools in those areas where there is no school within the radius of one kilometer. NSP should avoid to stop payment of partner schools as this act of the management discourage the owners of partner schools.

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