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Challenges and Approaches to Expanding Learning Opportunities in Africa**

Parallel Session 4B

Public-Private Partnerships

**The Provision and Financing of Quality Secondary Education
Through PPP in Mauritius
A Success Story**

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**Working Document
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Executive Summary

With Universal Primary Education (UPE) becoming a reality and pressures for free and compulsory secondary education, Sub Saharan African (SSA) countries will need to come up with more innovative educational policies to address the challenges for the development of secondary education. Most SSA countries will need to reform deeply their provision and financing policies to accommodate this pressing social demand. However, in most cases efforts of the State by itself will not suffice. All partners will need to be mobilised to meet this challenge.

The main objective of this study is to share experiences on Public Private Partnership (PPP) provision and financing of secondary education in Mauritius. The study shows a public and private partnership model which has been the successful in the development of secondary education in Mauritius.

Mauritius is a small island State in the Indian Ocean with a population of 1.2 million. It got independence from British rule in 1968 and became a Republic in 1992. There has always been a high social demand for education in Mauritius as Mauritians place a high value on education recognizing the close linkage between education and economic and social development.

A glance at the different national development plans since independence shows that all reforms in education had very similar objectives mainly laying stress on broadening access, equality of opportunity, diversified curriculum, promotion of science and technology, technical and vocational education, improvement of the quality of education and strengthening management of the education system. This shows the strong political commitment to education on the part of successive governments since independence. There has been continuity in implementation of major education policies, despite changes in governments and even changes in Ministers of Education.

The, Government provides the bulk of primary and secondary education and part of higher education. However, private operators are allowed to operate at all levels. Primary education has always been free in Mauritius. The Government extended free education to the secondary level in 1977 and to the higher level in 1988 for a limited number of students locally. The present education system is a 6 + 5 + 2 one, with six years of primary schooling, five years of secondary leading to the O 'level studies / School Certificate and two years for "A" level / Higher School Certificate. The six years of primary education culminates in the Certificate of Primary Education (CPE) examination, which serves as a selection device for entry into secondary schools. When secondary education became free for all students up to the age of 20 in 1977, it was not compulsory. It became compulsory up to age 16 in 2005.

Enrolment in secondary education increased by three-fold from 1955 to 1968. When the country got independence in 1968, the State provision was about 6 percent of this sub-sector of education and the private sector accounted for more than 94 percent (out of which private-aided secondary schools enrolled around 16 percent and private non-aided enrolled 78 percent). The Gross Enrolment Ratio (GER) at secondary education level has more than doubled (from 30 percent in 1968 to nearly 70 percent in 2005). The provision of free secondary education, in 1977, brought about significant transformation in the way secondary education was dispensed in Mauritius. In that year, nearly 19 out of 20 youth in secondary education were attending private colleges, the rest were in State colleges. Since then the situation has changed drastically. In 2005 only 13 out of 20 students were in private secondary schools.

The Private Secondary Schools Authority (PSSA) was created to channel assistance to, and exercise control over, private secondary schools supplemented by a range of incentive grants which are provided to encourage the managers of these schools to improve infrastructure facilities for teaching, learning and sports. The PSSA is responsible for ensuring quality of infrastructure, education facilities and the effective allocation of grants to private aided secondary schools. It used to be responsible for pedagogical control in private aided schools operating as a semi-autonomous sub-inspectorate. This power of inspection was revoked in 2001 and reinvested in the National Inspectorate under the Ministry of Education and operating in a hierarchical structure. The National Inspectorate was to take responsibility for ensuring the quality of teaching/learning processes in both public and private schools. This was not as effective as anticipated for various reasons including resistance from some private secondary schools. The National Inspectorate is not functional.

There is a wide disparity in unit costs between State and private secondary schools. Unit costs are highest in State secondary schools. With this huge difference in unit costs substantial savings could have been made possible had the whole sector been under private provision. Despite this cost difference, it is noted that the differences in pass rates between State and Private secondary schools especially at the HSC level are not significant taking into account that private secondary schools enrol students whose performances are generally lower at the CPE level than those admitted in State schools.

The Mauritian education system has some characteristics which make it different from that of countries. For instance, the common language of the people is the Mauritian Creole, but the medium of instruction is English. Mauritius is certainly multi-cultural in reality, but its schooling is based upon an intellectual process which lies outside of the cultures as well as the languages of the people. The students are drawn into a mode of thought expressed in English and French. The desired effect is not to turn the students into English or French cultured persons, nor is it to make them synthetic

Mauritians. Rather, the desired outcome is to produce human capital for the economic development of the country.

Furthermore the most favoured schools in Mauritius are State schools; with few exceptions, private schools are less well funded and cater mostly for the children of the families at the lower rungs of the socio-cultural ladder. The Mauritian elite is formed and produced by a State-sponsored schooling. The schools of Mauritius, particularly the better quality schools which receive a full measure of State support, are not schools of any particular community. Their children may come from all strata of the society and all ethnic groups.

Education is not just the concern of the Government in Mauritius. The system of education comprises several partners including private schools, non governmental organisations, education authorities, religious bodies, parastatal institutions, the State, private fee paying schools, parents and the community at large. The contribution of the private sector in the field of education cannot be understated. The private secondary schools opened up access to secondary education to many students from lower income groups, for whom no other avenues were available. Government has always honoured its contractual obligations towards the private schools and in many cases it has made special concessions so that they may continue to offer efficient educational services to Mauritian children. No action of Government has been taken with a view to reduce the importance of any school or to close or nationalise private schools. It has never been the intention of the Government to nationalise education in Mauritius. In fact it has believed more in a PPP approach to the provision of education but reserving the right to regulate and intervene to ensure access, equity and quality. The public-private dimension of investment in education is diversified at all levels in Mauritius. The private sector plays a key role in the provision of education with a share of 83 percent for pre-primary; 25 percent, primary; 66 percent general secondary; and 58 percent pre-vocational in 2005. The secondary education landscape is becoming even more complex with a growing diversity on the supply side.

Government has taken a series of measures to eliminate disparities within the Secondary Education Sector. It has collaborated with other partners in the field of education to devise ways and means to develop and upgrade infrastructure and physical facilities in private secondary schools. New criteria have been laid down for the assessment of academic and sports facilities and the system of grants to private aided secondary schools through the PSSA, has been rationalised and rendered more equitable so as to provide better incentives to Managers of such schools to invest in educational and recreational facilities. The salaries and conditions of service for both teaching and non-teaching staff in the private secondary schools have been improved. This was a move towards bringing parity of esteem in the system.

“The major dysfunction of the Mauritian educational system” was associated with “the bottleneck situation constraining access from primary to secondary education”. Although every Mauritian child who has successfully completed the primary cycle has been guaranteed a seat in secondary schools, there was a competition which resulted in a ‘rat race’ beginning right from the lower primary years. With the construction of new State secondary schools, change from ranking to grading at the CPE, regionalization of admission to secondary schools, the introduction of a pre-vocational stream housed in the main stream secondary schools, and legislation to make education compulsory up to the age of 16, the dual functions of CPE (certification and admission to secondary) was to a very large extent addressed by 2005 with transition from primary to secondary reaching a record high of 90 percent.

While the total number of schools seems to be on the rise, the public-private participation ratio is likely to change: the public share will increase although the private share will grow for pre-vocational schools. With the projected decline in enrolment in primary and secondary, the Government plan would not necessarily lead to the closure of private schools but would bring about a potentially positive effect by implementing quality measures such as decreasing class size from 40 students per class on average at the secondary level. The closure of schools, however, could happen but it is noted that most private schools that have been “long identified as substandard” have not ceased to exist.

List of acronyms

CIE	Cambridge International Examinations
CPE	Certificate of Primary Education
GER	Gross Enrolment Ratio
GDP	Gross Domestic Product
GTER	Gross Tertiary Enrolment Ratio
HRDC	Human Resources Development Council
HND	Higher National Diploma
HSC	Higher School Certificate
ICT	Information and Computer Technology
IGSCE	International General School Certificate Examination
JSS	Junior Secondary School
IVTB	Industrial and Vocational Training Board
MAB	Mauritius Audit Bureau
MCA	Mauritius College of The Air
MEDCO	Mauritius Educational Company
MES	Mauritius Examinations Syndicate
MGI	Mahatma Gandhi Institute
MIE	Mauritius Institute of Education
MQA	Mauritius Qualification Authority
NQF	National Qualification Framework
NTC	National Trade Certificate
PGCE	Post Graduate Certificate of Education
PSLC	Primary School Leaving Certificate
PPP	Public Private Partnership
PSSA	Private Secondary Schools Authority
PTA	Parent teachers' Association
PTR	Pupil Teacher Ratio
SC	School Certificate
RTI	Rabindranath Tagore Institute
TCR	Teacher Class Ratio
TEC	Tertiary Education Commission
TSMTF	Technical Schools Management Trust Fund

TVET	Technical Vocational Education and Training
U o M	University of Mauritius
UTM	University of Technology, Mauritius

1. INTRODUCTION

1.1 Background and Justification

Education has become a major catalyst for increasing social capital and promoting social cohesion. It is a major determinant of economic growth and development. During schooling therefore, students should obtain a wide range of skills not only to earn a living but also to be good citizens. These objectives can best be achieved with the active participation of all stakeholders including the private sector. With Universal Primary Education (UPE) becoming a reality in most African countries and pressures for free and compulsory secondary education, Sub Saharan African (SSA) countries will need to come up with more innovative educational policies to address the challenges of a sustainable scaling up strategy for the development of secondary education. Apart from the socio-economic need to extend both the duration and quality of education to more significant levels, the rising number of pupils completing primary education in SSA countries as a result of the Education for All (EFA) endeavour is increasing the pressure for more access in secondary education in this region.

The financial perspectives for a rapid expansion of this level of education are nevertheless quite bleak for most SSA countries. The degree of efficiency and effectiveness of the financial policy choices will be of paramount significance in shaping the future of secondary education in SSA countries. In addition, the quality, equity and relevance components of post-primary educational development will also matter in the policy choices at this level of education. Most SSA countries will need to reform deeply their provision and finance policies to accommodate this pressing social demand. However, in most cases efforts of the State by itself will not suffice. All partners will need to be mobilised to meet this challenge.

1.2 Objectives of the study

The main objective of this study is to share best practices and experiences on Public Private Partnership (PPP) provision and financing of secondary education in Mauritius. It shows a public and private partnership model which has been successful in the development of post-primary education in Mauritius.

The study makes a review of the national policy, regulatory framework and strategies for private provision of public-private partnerships for the development of secondary education (including TVET programs). It also analyzes the cost structure of the institutions and programs included in the case study and the financing modalities (including corresponding analysis of the internal and external efficiency). It demonstrates how the policy on private provision and public private-partnerships has

affected access to post primary education and identifies lessons that can be learnt from this experience and which can guide to other SSA countries that are considering similar reforms.

As most colonial educational systems, the Mauritian system was characterised since inception by a small elitist system. After independence in 1968, efforts have been made to democratise the system. This has led to the significant growth witnessed in both the public and private sectors across the educational system. The private sector has contributed significantly in the development of secondary education in Mauritius, with the State keeping a strategic regulatory role.

In 1977 when secondary education became free in Mauritius, the role of the State regulation was enhanced to incorporate the financing of the private secondary schools. As there was already a large number of secondary schools charging fees to their students, with the policy of free secondary education a new governmental body was set up, called the Private Secondary School Authority (PSSA) to contract private secondary schools to provide education at this level in Mauritius. Funding to private schools is made through a formula funding system which also has an inbuilt mechanism to enhance quality education.

The Mauritian experience shows that access, equity, quality, and relevance have on the whole improved significantly through this innovative PPP delivery system. The underlying rationale and international experiences with similar modes of delivery for secondary education has been extensively studied in recent years. Although more research is needed in the education sector (Harry Patrinos and Norman La Rocque, April 2007, World Bank), the lessons learned from the Mauritian experience can therefore be useful to other SSA countries facing similar challenges.

1.3 Methodology

The methodology used in the preparation of this paper has been basically desk research. Given the time constraint it was difficult to administer a uniform, closed-type instrument for the data collection. Information and data reports and publications were accumulated and transformed to create new databases for the analysis of related parameters. Examination data has been used to glean some insight into differences in performance between schools. The latest data used has been that of 2005.

The study focuses on the secondary education only and references are made to other sub-sectors with the PPP approach as well. An analysis of policy review documents in education in Mauritius since independence has been undertaken.

2. The development of the education sector in Mauritius

2.1 The Country

Mauritius is one of the three small islands collectively called the Mascarene Islands, situated in the southwest part of the Indian Ocean (the other two being Reunion and Rodrigues islands). It lies on longitude 57° east of the Greenwich meridian and its latitude ranges from 19° 58" to 20° 32" in the Southern Hemisphere, just north of the Tropic of Capricorn. It is a volcanic island of 2040 sq km situated at a distance of 2000 km from the east coast of Africa and 900 km from Madagascar. Although the total land area is small, yet its exclusive economic zone is quite vast, covering some 1,700,000 sq km. of seas. In 2005 the population of Mauritius was estimated at just above 1.2 million.

The French occupied the Island from 1715 to 1810. In 1810 the British conquered the Island and it remained a British colony but was ruled by proxy until its independence in 1968. It became a Republic in March 1992.

The early years of French colonisation were insignificant in terms of educational development. Under British rule after the 1948 constitutional reforms, elections were held on an extended franchise and political power was transferred from the Whites to the non-Whites. Having realised the importance of education for development, the politicians became committed to the idea of national literacy, more so when Mauritius does not have any natural resources. Measures were taken to increase the literacy rate among the underprivileged groups.

2.2 Education in post independent Mauritius

During the post-independence period, education in Mauritius became increasingly an affair of the State. Discrimination on the basis of race, colour and sex was eliminated. The newly born State focussed on bringing education more in line with the development needs of the country - these needs relating mainly to improvements in the economic performance of the country.

Recognizing the close linkage between education and economic and social development, Mauritians place a high value on education. As such there has always been a high social demand for education in Mauritius. Education meant better jobs and a higher standard of living. The Prime Minister of Mauritius, Sir Aneerood Jugnauth, in his foreword in "*Citizens of Tomorrow – Education in Progress 83-93*" (Parsuramen, p .V, 1993), has stated that:

“The expansion of education and the improvement of its quality and relevance are central to our progress as a nation. Economic growth depends on a well-educated workforce. If we are to survive in a competitive world, we need people with knowledge and skills, with imagination, with the ability to think and with the power to translate thought into action. All these can be stimulated by the educational system.”

2.3 A review of Mauritius’s national development plans since independence

A glance at the different national development plans, beginning with the first 1971-1975 national plan and those of 1975-1980, 1980-1982, 1984-1986 and 1988-1990 indicates very similar objectives mainly laying stress on:

1. broadening access
2. equality of opportunity
3. a diversified curriculum
4. promotion of science, technical and vocational education
5. improvement of the quality of education
6. strengthening management of the education sector

The first major review of the education system in Mauritius which took a holistic view is the Master Plan on Education of 1991. This plan followed the Jomtien Conference and was prepared with the assistance of international institutions such as IIEP, UNDP, UNESCO and World Bank. The main objectives of the Master Plan can be summarised as follows:-

1. Every child should reach an agreed standard of basic education. This should include the acquisition of the skills of literacy and numeracy and the development of attitudes conducive to the healthy growth of Mauritian culture and society. The principal means of meeting this objective will be the introduction of a minimum of nine years of basic education for all.
2. The quality of education should be improved at all levels.
3. Differences in life chances resulting from inequalities in the educational system should be reduced by improving standards in low achieving schools.
4. The educational system should help in the continued economic and social development of the country.

5. The different abilities and aptitudes of those passing through the system should be developed to the fullest practicable extent.
6. The management and structure of education should promote the most effective use of resources in this sector.

In 1998 Government came up with an Action Plan for a new education system in Mauritius for pre-school, primary school and middle school and college education. The plan however was not implemented.

In May 2001, the Ministry of Education and Scientific Research came up with a reform paper “Ending the Rat Race in primary education and breaking the admission bottleneck at secondary level - The Way Forward”. The main reforms included:

1. Elimination of ranking at CPE
2. Admission to secondary schools on a regional basis
3. Construction of additional secondary schools
4. Creation of form VI schools

The construction of additional secondary schools facilitated the elimination of ranking at the CPE. The new grading system introduced in 2003 enabled admissions to be made to secondary schools on a regional basis—a move accepted by the population. The creation of Form VI schools allowed the centralisation of teaching of certain subjects where there was low demand, thus resulting in more cost effectiveness.

In 2005, the new Government re-introduced admission to secondary schools (Form I) on the basis of performance/ grades at the CPE level. Furthermore all Form V State schools started to offer HSC classes. A selected number of schools were identified for admission to be effected on a national basis.

It is observed that all the plans broadly had similar objectives. There has been continuity in the implementation of major education policies since independence despite changes in Ministers of Education (9 in all since independence) and changes in governments (6 in all since independence). Decisions taken by one government have been implemented by successive governments (free education, compulsory education, pre-vocational stream, ZEP schools etc.)

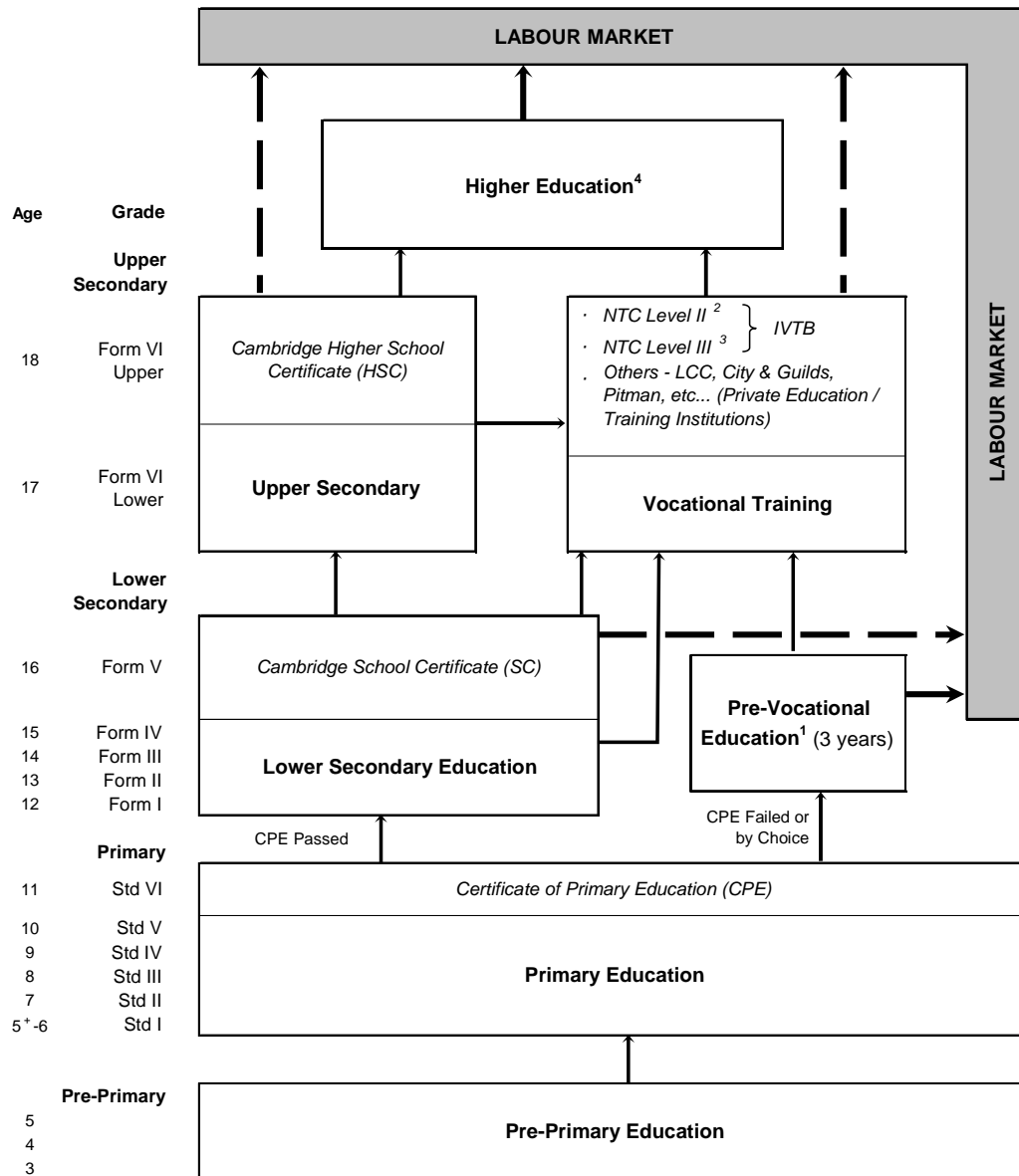
2.4 The Mauritian Education System

Provision of education in Mauritius is governed by the Education Act of 1957. Government provides the bulk of primary and secondary education and part of higher education. However, private operators are also allowed to operate from pre-primary to vocational and higher levels. Primary education has always been free in Mauritius and Government extended free education to the secondary level in 1977 and, for the limited student capacity available domestically, to the higher level in 1988.

The present system is a 6 + 5 + 2 one, with six years of primary schooling, five years of secondary leading to the O 'level studies / School Certificate and two more years for "A" level / Higher School Certificate. The six years of primary education culminates in the Certificate of Primary Education (CPE) examination, which serves as a selection device for entry into secondary schools. The medium of instruction, at all levels, is English (it is even compulsory at the SC and HSC) although French is also widely used in the system.

2.5 The structure of the education system

The overall structure of the Mauritian Education System indicating the academic track and the TVET track is, shown in Figure 2.1:



- ey : NTC - National Trade Certificate, IVTB - Industrial & Vocational Training Board
- ot 1 : Pre-Vocational Education was launched in 2000/01 school year and comprises predominantly students who failed CPE examinations; it is followed by the NTC Foundation Course
- 2 : Requirements for NTC Level II vary between SC and HSC or NTC III
- 3 : Requirements for NTC Level III vary between Form III and SC or NTC III Foundation Course (Min. Age: 15)
- 4 : Refers to Post A -Level / HSC

Notes:

1. *Pre-Vocational Education was launched in 2000/01 school year and comprises predominantly students who failed CPE examinations; it is followed by the NTC Foundation Course*
2. *Entry requirements for NTC Level II vary between SC and HSC or NTC III*
3. *Entry requirements for NTC Level III vary between Form III and SC or NTC III Foundation Course (Min. Age: 15)*
4. *Refers to Post A -Level / HSC*

A sub-sector wise description of the above Mauritian education structure is provided hereunder.

Pre-primary education: Pre-primary education is basically provided by private fee-paying schools with a subsidy from the Government. However, Government is gradually increasing its presence in this sector by providing pre-primary education in selected primary schools, priority being given to deprived areas. In 2005 there were 1072 pre primary schools in Mauritius catering for some 63 percent of children aged 3 to 5 years old. Only 17.4 percent of the enrolment in pre-primary schools was in State schools.

Primary Education: The primary cycle lasts six years, from Standard I to Standard VI, at the end of which the Certificate of Primary Education examination (CPE) is held. The CPE results are used as a selection device for admission to secondary schools. In 2005 there were 291 primary schools in Mauritius, comprising 221 government schools, 53 private aided and 17 private non- aided. Among the private schools, some were administered by the Roman Catholic Education Authority (51) and by the Hindu Education Authority (2). A few were fee-paying schools. The gross enrolment rate at the primary level was 102 percent in 2005. Government schools enrolled 75 percent of the pupils, while the aided schools absorbed 21 percent. Private non aided schools enrolled the remaining 4 percent. Compulsory primary education was introduced in 1992 only after the GER reached 104 percent.

Secondary Education: The secondary education cycle lasts seven years. The School Certificate examination takes place at the end of 5 years of secondary schooling (Form V) and the Higher School Certificate examination (after 2 more years) is at the end of the cycle. Secondary education is provided in State schools, in schools run by religious bodies, and other paying and non-paying private secondary schools as well. In 2005, there were 70 State secondary schools and 118 private secondary schools (98 aided and 20 non-aided). Secondary school enrolment in 2005 was 120,132. There were some 43,304 students attending the State secondary schools. These Schools enrolled 34 percent of the overall student population, while the private schools had the remaining 66 percent.

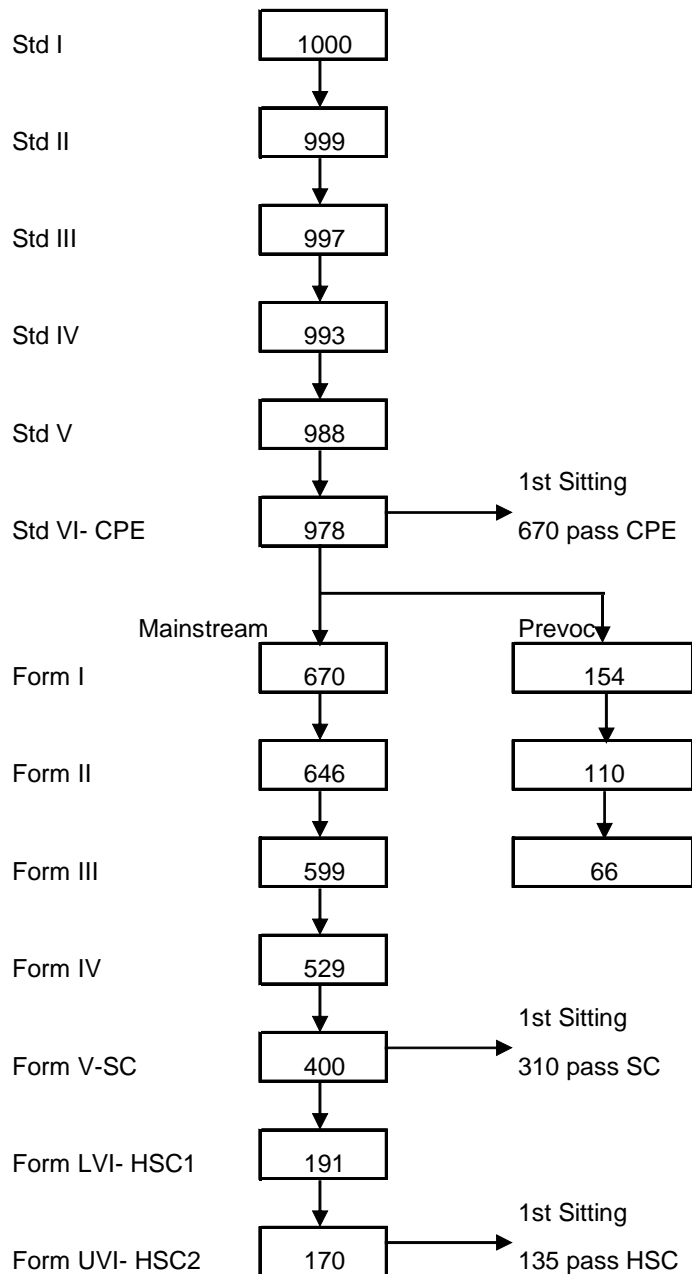
Technical and Vocational Education: Technical and Vocational education and training are provided mainly by three Polytechnics, by the Industrial and Vocational Training Board (IVTB) and some private institutions. The polytechnics which operate under the responsibility of the Technical School Management Trust Fund (TSMTF), a parastatal body under the aegis of the Ministry of Education run courses at the certificate and diploma levels while the IVTB run predominantly lower level courses, although it is slowly embarking into programmes leading to a Higher National Diploma (HND) and Diploma. With demand for technical and vocational education and training in certain areas outstripping supply, private training institutions have inevitably mushroomed on the island. These institutions are being required to register themselves with the Mauritius Qualifications Authority (MQA) which is responsible to ensure that reasonable quality and standards are maintained in respect of infrastructure and other physical facilities, curriculum for courses and trainers.

Higher Education: Higher education in Mauritius is currently offered at various levels by a range of institutions from both the public and private sectors. In the public sector, higher education is built essentially around the University of Mauritius (UoM), although there exists 5 other institutions, the University of Technology, Mauritius (UTM), the Mauritius Institute of Education (MIE), the Mahatma Gandhi Institute (MGI), the Rabindranath Tagore Institute (RTI) and the Mauritius College of the Air (MCA) which run higher-level courses either on their own or in collaboration with the UoM and overseas recognised institutions. Additionally, there exist in the country a number of institutions outside the public sector which run higher level courses. Most of these private institutions are affiliated with overseas institutions in delivering sub-higher and higher level courses through a mixed-mode delivery system, encompassing both distance learning and face-to-face tutorials. The Tertiary Education Commission (TEC) was set up in 1988 to plan, rationalise and co-ordinate the higher education sector in the country. Until 2005 it was overseeing the operations of the public higher education institutions only. In 2005 it was given the responsibility for regulating the provision of postsecondary education in the private sector also.

2.6 The Flow of Students in the Mauritian Education System

The education system in Mauritius can be divided into three main distinct parts, namely, primary, secondary and higher. An analysis of a hypothetical cohort of 1000 students who joined Standard 1 in 1994 shows a survival rate of 97.8 percent at the end of the primary cycle. However out of the 1000 students, only 670 (67 percent) passed the CPE, 310 (31 percent) the SC and 135 (13.5 percent) the HSC in 2006 in their first attempt. This is shown in Figure 2.2.

Figure 2.2: Flow of a hypothetical cohort entering Standard I in 1994 and reaching UVI in 2006



In terms of efficiency it is interesting to note that according to the Master Plan 1991 (P.16), based on promotion rates at 1990 and using a hypothetical cohort of 1000 students, only 7.5 percent of the number of students joining standard I would graduate at the HSC level. This rate was 13.5 percent in 2005.

3. The role of PPP in the expansion of Secondary Education: Provision

3.1 Public and Private Provisions

The importance of sharing of responsibility for the provision of education through the involvement of other partners together with the State has long been acknowledged. The State alone will find it more and more difficult to financially sustain, manage and provide quality education for all and at all levels. *”National, regional, and local educational authorities have a unique obligation to provide basic education for all, but they cannot be expected to supply every human financial or organizational requirement for this task. New and revitalized partnerships at all levels will be necessary.”* (World Declaration on Education for All – 1990).

In Mauritius the contribution of the private sector in the provision of secondary education has been tremendous. The PPP in the education sector in Mauritius is very strong. In fact the private sector plays an important role in the provision of education at all levels in Mauritius, although with different degrees of involvement in the different levels. This is evidenced by the enrolment in the private sector, of 83 percent of students in the pre-primary, 25 percent in primary, 66 percent in secondary main stream and 58 percent in prevocational education sectors in 2005. In the higher education sector more than 50 percent of enrolment is in the private sector. The private education sector has contributed significantly to the high literacy rate in Mauritius. The share of private sector enrolment for pre-primary, primary and the secondary education sub-sectors are shown in Figure 3.1.

Figure 3.1: Share of private sector in total enrolments				
Year	Pre-primary	Primary	Main stream Secondary	Prevocational
1997	82%	22%	78%	-
1998	83%	24%	75%	-
1999	85%	24%	75%	25%
2000	83%	24%	74%	24
2001	83%	24%	73%	47%
2002	82%	24%	73%	57%

2003	82%	25%	70%	63%
2004	83%	25%	68%	60%
2005	83%	25%	66%	58%

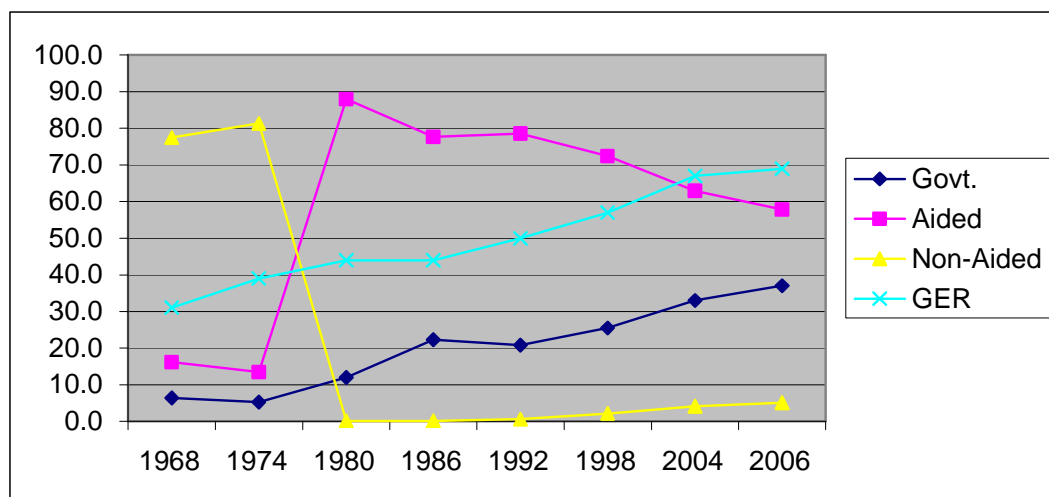
It is observed that in pre-primary education sector the Government has not taken the entire responsibility for provision but has funded this sector based on a voucher system and has allowed for expansion of access to occur through private providers. A regulatory body has been set up to regulate the sub sector. In the primary education sector the Government has been responsible for the bulk of the provision with its share remaining almost constant at 75 percent.

In the secondary sector, the same scenario as pre-primary prevails but because some schools were condemned by the Management Audit Bureau (MAB), Ministry of Finance, the Government had no alternative than to construct new State secondary schools to meet the demand and to raise standards. Even in the higher education sector, provision is mixed and a framework has been established to allow private institutions to operate.

3.2 Secondary education in Mauritius

When the country got independence in 1968, the State provision for secondary education was about 6 percent of this sub-sector of education, the private sector accounted for more than 94 percent. Private-aided secondary schools enrolled around 16 percent and private non-aided enrolled 78 percent. Private secondary education has expanded rapidly after independence in Mauritius. The Gross Enrolment Ratio (GER) at secondary education level has more than doubled (from 30 percent to nearly 70 percent in 2005) in Mauritius. This is shown in Figure 3.2.

Figure 3.2: Development of public, private-aided and private non-aided colleges in Mauritius (1968-2006)



Source: MOE, Mauritius.

The provision of free secondary education in 1977 brought about significant transformation in the way secondary education was dispensed in Mauritius. In that year, nearly 19 out of 20 youth in secondary education were attending private secondary schools, the rest were in State schools. Since then the situation has changed drastically. In 2005 only 13 out of 20 students were in private secondary schools.

Since 1980, the public sector has been growing at a steady pace (more than 35 percent in 2005) while the private-aided sector has been decreasing (less than 60 percent in 2005).

3.3 Access

With the universalisation of primary education achieved in the 70's the pressure for expansion of post primary education presented a number of strong challenges. Numerous reports such as the White paper on Education, We have all been children (1964), Private costs of education (ADEA & CODESRIA, 2001), Master Plan in Education (1991), the 20 point programme (1996), The Action plan for Education,(1997), Ending the rat race (2002) and the Curriculum renewal project (2002), are evidences about the felt need for a holistic reassessment of the education sector and bring about the necessary reforms which would establish a planned evolution of the different sub-sectors in line with demands of the job market and the diversifying economic priorities of the country. The challenges that policy makers have had to face were related to broadening of access especially at the post secondary level; improvement of quality and strengthening the management of the sector while ensuring equity.

The survival rate at the end of the primary cycle peaked at 99 percent in the early 90's. However the prerequisite of a pass at the (CPE) Certificate of Primary Education (held at the end of the 6-year

primary cycle) for admission to the secondary level not only created a bottleneck but also marginalized those who had failed the CPE. The provision of secondary education was dispensed by State secondary schools, private aided non- confessional schools, private aided confessional schools and private non-aided fee paying schools. The GER at secondary level starting at just over 30 percent prior to independence in 1968 rose constantly to about 45 percent in 1980 to just under 50 percent in 1990 to about 60 percent in 2000 and reached just under 70 percent in 2005. In 1968 the public sector consisted of less than 10 percent of this sub sector with the private sector share standing at 75 percent and the private aided share at about 15 percent. By 1980 all the non-aided fee paying secondary schools had closed down and the public sector share of provision went on increasing to reach at 34 percent in 2005. The introduction of a prevocational stream (for the CPE failures) run in the mainstream junior secondary schools coupled with legislation in 2004 to make education compulsory up to the age of 16 has boosted the transition rate from primary to secondary from about 53 percent in the early 90's to about 90 percent in the year 2005.

The percentage of enrolment in State and private schools are shown in figure 3.3.

Figure 3.3 : Secondary Enrolment in State and private Schools							
Total Enrolment	1999	2000	2001	2002	2003	2004	2005
% Enrolment in State	27.6%	28.8%	28.1%	28.3%	30.2%	32.6%	34.4%
% Enrolment in Private	72.4%	71.2%	71.9%	71.7%	69.8%	67.4%	65.6%
Enrolment Mainstream							
% Share of State	25.4	26.4	26.9	27.4	29.8	32.0	33.7
% Share of Private	74.6	73.6	73.1	72.6	70.2	68.0	66.3
Enrolment Prevocational							
% Share of State	75.1	76.3	53.3	43.2	36.8	40.1	41.6
% Share of Private	24.9	23.7	46.7	56.8	63.2	59.9	58.4

3.4 Quality, Performance and Outcomes

In terms of performance at the School certificate level it is observed that the pass rate in State schools varied between 83 percent and 91 percent between 2000 and 2005. In private schools it varied between 69 percent and 73 percent for the same period. At the HSC the pass rate in State schools varied

between 75 percent and 82 percent for the period 2000 to 2005. It varied between 70 percent and 75 percent in private schools. Figure 3.4 below shows the performance at SC and HSC in State and Private schools for the period 2000 to 2005.

Figure 3 .4: Performance at SC and HSC							
SC Examination		2000	2001	2002	2003	2004	2005
Total		76.6	76.6	74.6	75.5	77.5	78.4
	State	90.5	89.8	82.9	82.5	87.5	89.9
	Private	71.3	71.1	69.4	71.0	72.6	73.3
HSC Examination							
Total		72.3	73.2	75.8	75.1	76.2	78.2
	State	76.0	74.8	77.6	75.4	78.8	82.8
	Private	69.7	71.9	74.2	74.8	73.5	73.8

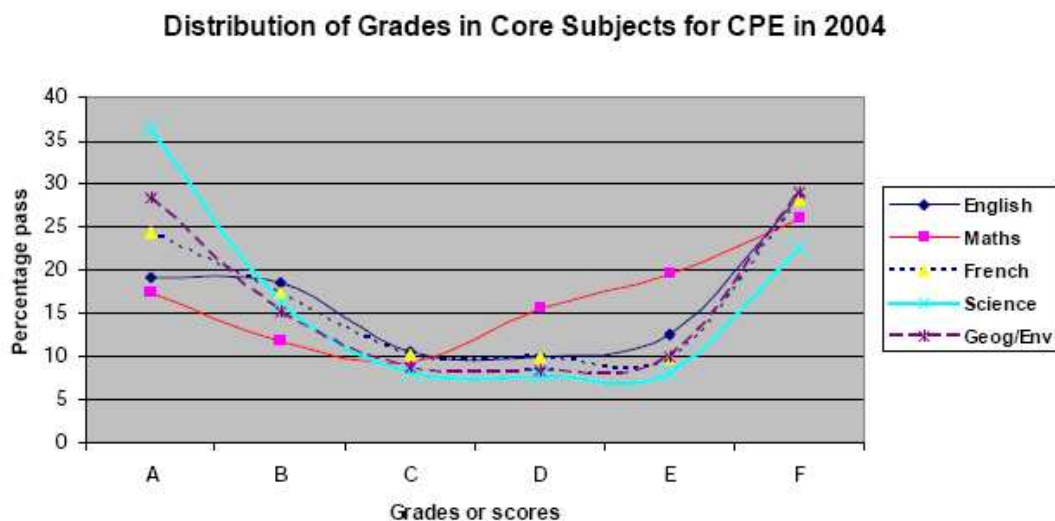
It is noted that the differences in pass rates between State and Private secondary schools especially at the HSC level are not significant taking into account that private secondary schools enrol students whose performances are generally lower at the CPE level than those admitted in State schools.

3.5 Differences at Intake level

Performance at SC and HSC in a secondary school is directly related to the quality of intake at the Form I level of that secondary school. On the basis of their rankings at a national level at the CPE Standard 6, students are allocated schools. The best students go to what are perceived to be the best State Secondary Schools and the best Private confessional schools (these secondary schools are commonly called “star” schools). Hence within the three different categories of schools the best ranked students (as per the CPE ranking) are admitted to the State Secondary Schools, and best Confessional Secondary Schools and the remainder go to Private non-Confessional Schools. Even within each category of schools there are preferences mostly based on past performances of the schools and more importantly on the perceptions of parents and students. The demand for some specific “star” schools has increased competition at the level of the CPE examinations and has resulted in making the CPE a highly competitive examination.

An analysis of the distribution of pupils’ pass rates at the CPE level over the past six years that the distribution of scores is “U-shaped” instead of the expected normal bell-shaped distribution associated with the distribution of intelligence in the population. This confirms that the expected primary school

outputs (i.e. the CPE exams) are biased towards a highly academic approach that does not recognize the barriers to learning faced by the majority of pupils. Mauritius produces a significant number of primary school graduates with “A” scores and a significant number with “F” scores and a low number of pupils with the intermediate scores of “B” to “E”. Indeed, the distribution of pupil achievement scores is very unusual. The figure below illustrates the scores for 2004 but the previous years are almost identical.



The above “U- shaped” curve indicates that the system has developed into a two track-system. Remedial measures have to be taken through curriculum reforms and teacher development to reverse this situation and to avoid its occurrence in the secondary sector.

3.6 Private Tuition

Private tuition (or private coaching) is the main way in which households participate in the financing of education in Mauritius. Private tuition may be defined as the extra tuition or coaching which students may opt for outside the normal school hours and for which they have to pay a fee. Mauritians place a high premium on education. This coupled with the competitive environment in the education sector causes about 90 percent of parents to have recourse to private tuition for their children. In spite of growing criticisms levelled against private tuition, this practice has persisted and has grown rapidly in recent years into an industry - a parallel education system. The prevalence of private tuition is deemed to be part of a self-reinforcing system attributable to a large extent to the extremely competitive environment in the education sector. It is widely believed (by parents, in particular) that classroom teaching is insufficient for doing well in examinations and hence pupils have to take private tuition.

Free education in Mauritius means that pupils do not pay tuition fees. However there are other indirect costs such as books, stationery, transport, uniforms, examination fees, and the like that are met by the students and their families. For very poor families these costs can be too high to ensure enrolment and learning. Funding assistance is provided to some of these needy families by the Ministry of Social Security. Since 1989 the government has provided free textbooks to all primary school children. At the secondary and higher levels students purchase their own requisites.

The costs of extra tuition, when viewed as a percentage of the income of families, represent a significant investment that increases as more tuition is taken. A study carried out on the subject by the MIE (T R Morisson, 1997) revealed that the percentage of income depending on the number of subjects taken as private tuition could range from 5 percent up to 83 percent (for up to five subjects at SC level and up to four subjects at HSC level). The conclusions of Morisson have to be read with caution as it would be very unreasonable to expect that a household to spent 83 percent of its income on private tuition only. In fact the income used in the study conducted by Morisson was 'declared' income. Many Mauritians have income from sources other than their salaries. Nevertheless they provide a good indication on expenditure on education and on private tuition by households.

Generally private tuition at the secondary level is provided in large groups (up to 30-35) and some times by the same class teacher. At the primary level private tuition is provided by the same class teacher to the same students and in the same class room in the schools! Given the fact that almost all students participate in private tuition and pay for it privately, it can be argued that private tuition is not, in practice, an addition to the basic education service. It forms an integral part of the provision of education in Mauritius. Seen in this perspective, it can be argued that private tuition is a parallel system of education and an informal form of PPP.

3.7 Private Aided Secondary Schools: Curriculum and Teacher Development

Private secondary schools satisfying the requirements of the Education Act has the right to exist and can teach any curriculum other than the national one. Some schools have adopted curricula leading towards awards by bodies other than the Cambridge SC and HSC such as the International Baccalaureate and IGCSE. However very few such schools go for these examinations.

The MIE is the only institution in Mauritius responsible for the provision of teacher education both pre-service and in-service. It is not a degree awarding institution. The B.Ed programme run by the

MIE is awarded by the UoM. It also runs an MA education awarded by University of Brighton. Its training facilities are limited because of its limited financial and human resources.

All primary school teachers have to follow a mandatory 3 year pre service course at the MIE before they can start to teach in primary schools. In service courses are also provided by the MIE leading to certificates, diplomas and advanced certificates and diplomas and advanced diplomas. For secondary schools the MIE runs PGCE and BEd programmes, both of which are in service. Some teachers from both primary and secondary sectors do study privately to upgrade their qualifications. As per the present Government policy additional increments are granted for additional qualifications obtained.

The minimum entry requirement for primary school teachers has been upgraded to HSC in 2004 and that for the secondary level to a degree. An analysis of the qualifications of teachers in the year 2005 at the secondary level reveals that:

- 17 percent of the teachers have a qualification of HSC or below
- 35 percent have qualifications below the degree level;
- 56 percent are graduates; and
- 9 percent have post graduate qualifications

3.8 State and Private secondary schools in Mauritius

The notion of private secondary schools in Mauritius is not the same as in other countries. In Mauritius, private secondary schools are often not as elitist, expensive and conservative as in some other countries. In fact there are only four private secondary schools of this type in the country and these are fee paying schools. The other private secondary schools in Mauritius (also called private colleges or private aided secondary schools) are funded by the government through the PSSA, and are non fee paying. Amongst these private schools, there is a handful which is run by religious organisations and is often referred to as the confessional schools. The entry requirement for the teaching staff in State secondary schools is a degree. Hence there is a whole graduate teaching force in the State schools except in scarcity areas and some non-graduate teachers who were employed previous and are still in the system. Moreover the buildings and equipment are better than in the private schools. Because of this the State schools are perceived by parents as being “good” schools and are most preferred.

With free education, the PSSA was created to channel assistance to, and exercise control over, private secondary schools (both confessional and non confessional schools), supplemented by a range of incentive grants which are provided to encourage the managers of these schools to improve facilities like playing fields, laboratories and specialist rooms. The administration of aided or denominational

schools is made by Religious Authorities (Catholic, Anglican, Hindu and Islamic). Private non-confessional schools are administered by autonomous private entrepreneurs.

The number of State schools increased from 4 in 1965 to 70 in 2005 (including the Mahatma Gandhi Institute (MGI) secondary schools). These schools are presently administered by the Ministry of Education and enrol about 34 percent of the pupils.

3.9 Categories of Secondary Schools Operating in Mauritius (2005)

The different kinds of secondary schools in Mauritius can be classified as follows-

1. State Secondary Schools.
2. Private aided non-Confessional Secondary Schools.
3. Private aided Confessional Secondary Schools.
4. Private non-aided fee paying Schools.

Figure 3.5: Categories of Secondary Schools Operating in Mauritius

	DESCRIPTION	NUMBERS
A. State Secondary Schools	Owned by Govt. Employees are Civil Servants. Managed by the State Inspectorate: State	70
Private Secondary Schools (Confessional and non Confessional)	Owned by Private Sector Employees are not Civil Servants. Managed by Private Sector/ Religious authorities. Inspectorate: PSSA Up to 2001	98
D. Private Fee Paying School	Owned by Private Sector Employees are not civil servants. Managed by Private Sector. Inspectorate: none	20

TOTAL		188
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After independence in 1968 the demand for secondary education expanded rapidly in Mauritius and hence private secondary schools mushroomed up in every corner of the island. There was no minimum entry requirement for the private schools. Standards in private schools dropped. Schooling became more of a profit making business. In 1978, an entry requirement was set up - only those who had passed the Primary School Leaving Certificate (PSLC) were allowed admission to private secondary schools.

The setting up of an entry requirement brought the inefficiencies and weaknesses of the system out into the open. A large number of failures from primary schools could not have access to secondary schools. It became necessary for the government to provide some form of schooling for the drop-outs who were too young to join the labour-force, since the official minimum working age was 15 (Kistoe-West, 1983: 52). ‘Community schools’ were set up for those who failed the last year of primary school. Jagatsingh (1979: 11) writes: ‘The aim of the community schools is to recycle the drop-outs by providing them with a three year additional education’.

Community schools were criticised right from the start. The World Bank, which was one of the most active agencies in promoting education reforms in the country, was in favour of replacing them with technical schools. When the World Bank launched its new development strategy in 1974, vocational and technical education was a key element. A few schools were set up in the country and were called Junior State Secondary Schools (JSS). However, these Junior State Secondary Schools oriented themselves towards the traditional academic mode and technical and vocational education was quickly ignored and ultimately the JSS became State secondary schools (SSS).

3.10 Free Secondary Education.

The policy of free secondary education became effective in January 1977, and marked a turning point in the history of education and social development in Mauritius. Prior to 1977, only scholarship winners of the Primary School-leaving Examinations were entitled to free education in State schools. A few seats were allocated to non-scholarship winners who had to pay a moderate fee ranging from Rs 10 per month (about 1.5 US \$) for Form I to Rs 40 (about 6.0 US \$) per month for Form VI. The Government collected some Rs 720,000 from school fees in 1975. Private schools were fee-paying too, and fees claimed increased with grade. Fees also varied according to region and category of college. Monthly school fees ranged from Rs 30 to over Rs 300 in private secondary schools.

In view of its policy to introduce free education at the secondary level, Government set up the Private Secondary Schools Authority (PSSA) in 1976, to channel Government assistance to, and exercise control over private secondary schools. According to present practice, Government pays the wages of staff of private schools and their running expenses based on a Grant Formula, through the PSSA.

Although all levels of formal education are “free”, that is, there is no payment of tuition fees, the private costs of education are still quite considerable in terms of extra tuition, uniform, books and transport, and increased as the child moves up in the system. Textbooks are provided by the Ministry of Education for all primary students. At the secondary level, students have to buy their textbooks which in general are costly. There is no organised book exchange, so that each year a student must buy a complete set of books. Uniforms represent a considerable cost too. Transport, especially at the secondary level, is estimated to be one of the larger items of private costs (in 2005, transport for students at all level became free). But, the most significant private costs remain private tuition, which concerns students at all levels of education.

Another important issue at the secondary level remains the disparity between State schools and most private schools, in terms of physical conditions, specialised facilities such as laboratories, and lower entry requirements for teachers resulting in a higher unit cost in State schools than in private schools. The reasons for this discrepancy are many. State schools teach a larger variety of subjects than private schools thus requiring staff qualified in the various disciplines. The teaching of sciences and technical subjects which require expensive laboratory and workshop facilities is concentrated in State schools. Moreover, the pupil/teacher ratio is higher in the private schools than in State schools mainly because of the wide range of subjects offered in State schools which in many cases are taught in small groups.

In an attempt to bring equity in the secondary sector, Government has topped up the grant to the PSSA by other incentive grants, such as Development Bank of Mauritius loans which are made available to private schools at preferential interest rates to upgrade their infrastructure facilities. In addition, a scheme has been elaborated for the construction and management of school buildings to house some 18 private secondary schools, where no scope for expansion or improvement exists. For this purpose a private company, The Mauritius Educational Development Company Ltd (MEDCO) was set up in 1993 and was managing 5 schools and receives grants like other private schools through the PSSA.

3.11 The Private Secondary Schools Authority

The Private Secondary Schools Authority (PSSA) was set up under Act No. 20 of 1976 and it started its activities on 20 September 1976.

As per its present mandate, PSSA acts as an enforcement agency by overseeing the standard of infrastructure in Private Secondary Schools and school operations across the Sector. In addition, it manages the disbursement of grants under the New Comprehensive Grant Formula after assessing school facilities by using approved parameters as a basis for the assessment and payment of grants.

Its main objectives are:-

- i) promoting and encouraging education in secondary schools;
- ii) setting up and operating, with the Minister's approval, schemes to provide aid;
- iii) controlling the manner in which and the purposes for which aid is made use of;
- iv) ensuring that the terms and conditions of employment of staff in secondary schools are fair and reasonable;
- v) paying grants properly accruing to private secondary schools;
- vi) registration and inspection of private secondary schools, the Principals, Rectors, Managers and teachers.

PSSA has a vital and decisive role to play in the Private Secondary Education Sector both as a regulator and a vehicle to upgrade the quality of services provided by private secondary schools so as to ensure that

- (i) Government gets value for money invested in the Sector
- (ii) the goals set by the Government in providing a World Class Quality Education for All are achieved.

The PSSA was responsible for ensuring quality of infrastructure, education facilities and the effective allocation of grants to private aided secondary schools. It used to be responsible for pedagogical control in private aided schools operating as a semi-autonomous sub-inspectorate. This power of inspection was revoked in 2001 and reinvested in the National Inspectorate under the Ministry of Education operating in a hierarchical structure. The National Inspectorate was to take responsibility for ensuring the quality of teaching/learning processes in both public and private schools. This was not as effective as anticipated for various reasons including resistance from some private secondary schools. The National Inspectorate is not functional.

4. The role of PPP in the expansion of Secondary Education: Funding

4.1 Funding Mechanism

The total recurrent expenditure on education has increased by 432 percent during the period 1989/1990 to 2004/2005. The share of the recurrent education budget compared to the total Government recurrent expenditure increased from 13.2 percent in 1989/1990 to about 13.9 percent in 2004/2005. As a percent age of the Gross Domestic Product however, Government recurrent expenditure on education increased from 3.4 percent to 3.9 percent. Details of the Recurrent Expenditure of the Government on Education for the years 1989 -1990 and 2004/2005 are shown in Figure 4.1.

Figure 4.1 Government Recurrent Expenditure on Education		
	1989/1990	2004/2005
	Rs(m)	Rs(m)
Total Govt. Expenditure (Rec)	7,978	40,490
Expenditure on Education (Rec)	1,055	5,611
of Exp. on Education on total	13.2	13.9
Expenditure by Sectors	Rs(m)	Rs(m)
Pre primary	Nil	107.9
Primary	424.1	1,565.0
Secondary	405.1	2579.3
Higher	70.5	796.7
Technical & Vocational	14.6	113.7
Others	140.6	449.7
Total	1054.9	5611.4
% of Rec. Exp. by Sectors.	%	%
Pre primary	0	1.9
Primary	40.2	29.9
Secondary	38.4	46.0
Higher	6.7	14.2
Technical & Vocational	1.4	2.0
Others	13.3	8.0
Total	100.0	100.0

It has to be pointed out that the figures do not account for all Government expenditure for education. Some other Ministries, besides the Ministry of Education, also provide funds for education purposes (e.g. Ministry of Health and Ministry of Environment).

With regard to secondary education it is observed that the expenditure has increased from 38.4 percent in 1989/1990 to 46 percent in 2004/2005. This is explained by a 60 percent increase in enrolment at this level over the period concerned.

4.2 Public and Aided Colleges

The funding of both public or State secondary schools and private aided colleges are made by the Government. For State secondary schools the funds are provided in the budget of the Ministry of Education and Human Resources. These schools are administered and funded directly by the Ministry of education and their staff is civil servants. Private aided secondary schools (confessional and non confessional) are owned and managed by private individuals, companies or religious bodies. They receive their grant through the PSSA. A one line item appears in the budget of the Ministry of Education as “Grant to the PSSA”.

4.3 PSSA: Comprehensive Grant Formula

A Comprehensive Grant Formula has been developed over the years for payment of grant to private secondary schools. Within the framework of the grant formula all teaching and non-teaching staff costs, in the private secondary schools, are paid directly by the Private Secondary Schools Authority (PSSA). Other running and management expenses are also paid by PSSA to individual institutions but on the basis of the criteria established in the Comprehensive Grant Formula.

1. Operations Grant

Personnel Expenses

1.11 Teaching Staff Costs

1.12 Non-teaching Staff Costs

Other Operational Expenses

1.2.1 Per Capita Grant

1.2.2 Per Student-Subject Element

2. Management Grant

Basic Element

2.1.1 Fixed Element

2.1.2 Percentage of other operational expenses

Incentive Elements

2.2.1 Academic Facilities

2.2.2 Sports and recreational Facilities

2.2.3 Academic Performance

2.2.4 Participation and Performance in Sports & Extra Mural Activities

Details on the purpose, basis of payment and how payments are made for each of the above components of the grant formula are given in appendix. The Government also gives matching grants to the PTA

4.4 Cost and Efficiency

Unit Cost: There is a wide disparity in unit costs between State and private secondary schools. According to a study carried out under the auspices of the ADEA, CODESRIA (2001), the average unit cost in private secondary schools was 50 percent of the national average and less than 33 percent of the average unit cost in state secondary schools. Unit costs are substantially higher in State secondary schools. The study revealed that the minimum unit cost in the private secondary schools was more than 10 times lower than the maximum unit cost in the state secondary schools. With this huge difference in unit costs substantial savings could have been made possible had the whole sector been under private provision.

From Figure 3.3 it was observed that with a much lower unit cost Private Secondary Schools attain similar performances at SC and HSC levels than those of State Secondary Schools. Hence more expensive schools do not necessarily produce best results. In fact even with each category of schools, large difference exists between unit cost of each school. The differences in unit cost are explained by the way resources have been allocated to the different schools. The private secondary schools unit cost does not increase with size. The underlying reason for this is that the formula for the funding of the private secondary schools is predominantly a pupil related formula.

The performance at school certificate and higher school certificate is widely taken as an indication of the school quality in Mauritius. Some schools with high pass rates at school certificate and higher school certificate manage to have these with low unit cost as a result of a high pupil teacher ratio and high average class sizes. Unit costs depend to a very large extent on pupil teacher ratio and average

class sizes. The higher the pupil teacher ratio and the higher the average class sizes the lower will be the unit costs.

Pupil Teacher Ratio: A high PTR shows that more students are being taught by one teacher and hence a more effective use of resources. The average PTR in state secondary schools is more than 33 percent less than those in private secondary schools. The difference between the lowest PTR in private secondary schools and the highest PTR in the state secondary schools is about 3 times. As staff cost is a major part of the education budget, a low PTR is normally associated with a high unit cost whereas a high PTR is normally associated with a low unit cost.

Average Class Size: It is observed that the average class size is the lowest in state secondary schools as compared to that in private secondary schools. The average class size in state secondary schools is about 10 percent lower than that of private secondary schools.

Teacher Class ratio: It is observed that the average TCR is higher by some 30 percent in State secondary schools as compared to private secondary schools. The abovementioned TCR goes a long way in explaining the higher unit costs State Secondary Schools than those in Private Schools. This indicates that there is a more intensive use of teaching staff in Private Schools and that teaching loads of teachers are also greater in these schools.

Another reason explaining lower costs in private secondary schools is that teachers are “licensed” by the PSSA to teach several subjects on the basis of their qualifications Hence allowing for more flexibility in the use of teachers to teach several subjects. Teachers in State schools are recruited as subject teachers. This result is more idle teachers in Sate schools.

With the reforms being undertaken by the Government to improve quality of secondary education (e.g. going for a graduate teaching force), the above disparities are being reduced.

5. Lessons learnt and Policy Implications and Conclusions for SSA countries

The Mauritian education system has some characteristics which make it different from that of other countries. For instance, the common language of the people is the Mauritian Creole, but the medium of instruction is English. Mauritius is certainly multi-cultural in reality, but its schooling is based upon an intellectual process which lies outside of the cultures as well as the languages of the people. The students are drawn into a mode of thought expressed in English and French. The desired effect is not to turn the students into English or French cultured persons, nor is it to make them synthetic Mauritians. Rather, the desired outcome is to produce human capital for the economic development of the country.

Furthermore the most favoured schools in Mauritius are State schools; with few exceptions, private schools are less well funded and cater for the children of the families at the lower rungs of the socio-cultural ladder. The Mauritian elite is formed and produced by a State-sponsored schooling. The schools of Mauritius, particularly the better quality schools which receive a full measure of State support, are not schools of any particular community. Their children may come from all strata of the society and all ethnic groups.

Education is not just the concern of the State in Mauritius. The system of education comprises several partners or components which include private schools, non governmental organisations, education authorities, religious bodies, parastatal institutions, State and private fee paying schools, parents, and the community at large. The contribution of the private sector in the field of education cannot be understated. This includes confessional bodies whose contribution in the development of education is unanimously recognised. The private secondary schools opened up access to secondary education to many students from lower income groups, for whom no other avenues were available. It has played a significant role in increasing the literacy rate in the country.

The public-private dimension of investment in education is diversified at all levels in Mauritius. The private sector plays a key role in education with a share of 83 percent for pre-primary; 25 percent for primary; 66 percent, for general secondary; and 58 percent for pre-vocational in 2005. The secondary education landscape is becoming even more complex with a growing diversity on the supply side. Among private schools, there are not-for-profit and for-profit schools in Mauritius.

There has always been a strong political commitment to education in Mauritius. This is evidenced by the continuity in the implementation major education policies even with changes in governments and

in Ministers of Education. Secondary education became free, though not compulsory, for all students up to the age of 20 in 1977. It became compulsory up to age 16 in 2005.

Government has always honoured its contractual obligations towards the private schools and in many cases it has made special concessions so that they may continue to offer efficient educational service to Mauritian children. No action of Government has been taken with a view to reduce the importance of any school or to close or nationalise private schools. It has never been the intention of the Government to nationalise education in Mauritius. In fact it has believed more in a PPP approach to the provision of education with a policy of parity of esteem between State and private secondary but reserving the right to regulate and intervene to ensure to access, equity and quality.

Government has taken a series of measures to eliminate disparities within the Secondary Education Sector. It has collaborated with other partners in the field of education to devise ways and means to develop and upgrade infrastructure and physical facilities in private secondary schools as recommended by the Management Audit Bureau. New criteria have been laid down for the assessment of academic and sports facilities and the system of grants has been rationalised and rendered more equitable so as to provide better incentives to Managers of schools to invest in educational and recreational facilities. The salaries and conditions of service for both teaching and non-teaching staff in the private secondary schools have been improved. In fact, Government strongly resisted World Bank pressures for closing of schools. Since 1983, a series of specific positive measures have been taken to help aided primary and secondary schools to play their role fully in educational sector. Government has agreed to a loan scheme administered by the Development Bank of Mauritius Limited on very favourable terms and conditions for the development of private secondary Schools.

“The major dysfunction of the Mauritian educational system” was associated with “the bottleneck situation constraining access from primary to secondary education”. Although every Mauritian child has been guaranteed to have a seat in secondary schools, there was a competition which resulted in a ‘rat race’ beginning right from the lower primary years. With the construction of new State secondary schools, change from ranking to grading at the CPE, regionalization of admission to secondary schools, the introduction of a pre-vocational stream housed in the main stream secondary schools, and legislation to make education compulsory up to the age of 16 the dual functions of CPE (certification and admission to secondary) was to a very large extent addressed by 2005 with transition from primary to secondary reaching a record high of 90 percent.

While the total number of schools seems to be on the rise, the public-private participation ratio is likely to change: the public share will increase although the private share will grow for pre-vocational schools. It would be important therefore to devise institutional and technical arrangements for sharing

responsibility between public and private in order to ensure quality secondary education. With the projected decline in enrolment in primary and secondary, the Government plan would not necessarily lead to the closure of private schools but would bring about a potentially positive effect by implementing quality measures at the secondary level. The closure of schools, however, could happen but it is noted that most private schools that have been “long identified as substandard” have not cease to exist.

THE COMPREHENSIVE GRANT FORMULA

		PURPOSE	BASIS FOR PAYMENT	HOW IT IS PAID
1	Per Capita Grant	To cover all expenses in respect of classrooms, sports and other facilities, office and basic requisite in the teaching of all subjects.	It is based on school population existing in May/June.	The payment is revised in July of each year after a new assessment is done by the Inspectorate Section. The payment is on a monthly basis.
2	Per Student Subject	It is meant to cover the running expenses in respect of laboratories, specialist room, workshop and farm.	It is based upon the number of student taking part at SC and HSC examinations in subjects requiring the use of such facilities.	Payment is revised in July each year after a new assessment is done by the Inspectorate Section. The payment is on a monthly basis.
3	Management Grant	The Management grant was designed to cater to managerial input, compensation for infrastructural investment, and for maintaining an agreed level of upkeep of infrastructural facilities.	It includes a managerial input element plus a rental and owned element.	Based on information provided by the Government Valuation Office. The payment is on a monthly basis.
		PURPOSE	BASIS FOR PAYMENT	HOW IT IS PAID
4	Academic Facilities	To compensate for the level of	Those facilities are assessed percentage wised and	Payment is revised in July of each year based on the new assessment

		investment in setting out these facilities such as laboratories, specialist rooms, audiovisual room, libraries and computers.	payment made accordingly.	done by the Inspectorate Section. Paid on a monthly basis.
5	Sports and Recreational facilities	To compensate for the level of investment in these facilities in particular, the land area and equipment.	Those facilities are assessed percentage wise and payment made accordingly.	Payment is revised in July of each year based on the new assessment done by the Inspectorate Section. Paid on a monthly basis.
6	Academic Performance at SC and HSC Level.	An incentive bonus to schools in proportion to the number of successful students they have produced.	It is based on the pass rate at SC and HSC exams for the last three years and the figures are obtainable from the MES.	It is paid on a monthly basis in respect of performance level of each school.
7	Participation and Performance in Sports and Extra Curricular Activities	A reward for participation and performance at regional and national level.	It is based on the participation and performance of schools in sports and extra curricular activities. Evidences are produced to the Authority and they are assessed percentage wise	% obtained by schools / Total % obtained by all schools X amount

Number of schools and enrolment 1967-2005				
Year	Number of Schools	Enrolment		
		Govt	Private	Total
1967	141	2,505	35,778	38,283
1977	130	3,809	74,229	78,038
1990	122	15,227	61,213	76,440
2000	135	28,799	71,344	100,143
2001	136	28,840	73,726	102,566
2002	143	29,896	75,757	105,653
2003	175	33,595	77,578	111,173
2004	179	37,268	77,208	114,476
2005	188	41,304	78,828	120,132

Enrolment in State and Private Secondary schools

	1999	2000	2001	2002	2003	2004	2005
Total Enrolment (Mainstream)	95,187	95,448	97,647	99,687	103,847	105,988	110,287
State	24,185	25,217	26,219	27,319	30,900	33,865	37,205
Private	71,002	70,231	71,428	72,368	72,947	72,123	73,082
% Enrolment in State (Mainstream)	25.4	26.4	26.9	27.4	29.8	32.0	33.7
% Enrolment in Private (Total)	74.6	73.6	73.1	72.6	70.2	68.0	66.3
Enrolment in Prevocational Stream							
Total Enrolment Prevocational	4,489	4,695	4,919	5,966	7,326	8,488	9,845
State	3371	3,582	2,621	2,577	2,695	3,403	4,099
Total Private	1118	1,113	2,298	3,389	4,631	5,085	5,746
% Enrolment in State (Prevocational)	75.1	76.3	53.3	43.2	36.8	40.1	41.6
% Enrolment in Private	24.9	23.7	46.7	56.8	63.2	59.9	58.4

Total Enrolment (Mainstream +Prevoc)	99,676	100,143	102,566	105,653	111,173	114,476	120,132
State	27,556	28,799	28,840	29,896	33,595	37,268	41,304
Total Private	72,120	71,344	73,726	75,757	77,578	77,208	78,828
% Enrolment in State (Mainstream +Prevoc)	27.6%	28.8%	28.1%	28.3%	30.2%	32.6%	34.4%
% Enrolment in Private (Total)	72.4%	71.2%	71.9%	71.7%	69.8%	67.4%	65.6%

No. of Schools	1999	2000	2001	2002	2003	2004	2005
Total	135	135	136	143	175	179	188
State	31	34	34	40	63	67	70
Total Private	104	101	102	103	112	112	118
Private Aided	97	94	93	92	99	99	98
Private Non - Aided	7	7	9	11	13	13	20

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