# GPE PRIVATE SECTOR ENGAGEMENT STRATEGY PAPER (2019–2022)

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GPE Transforming Education

# Contents


Executive Summary ..... 3

1. Introduction ..... 6

2. Purpose of the GPE Private Sector Strategy ..... 7

3. Defining the private sector ..... 7

4. Principles ..... 8

5. Policies and Guidelines for Collaboration ..... 10

6. The Private Sector's role in GPE's governance, at Global Level and at Country Level ..... 15

7. Fragile and Conflict-Affected Countries ..... 17

8. Shared Bottom Line ..... 19

9. Theory of Change ..... 19

10. Vision, Goals, and Objectives ..... 21

12. Risks & Mitigation Measures ..... 27

13. High Level Implementation Plan ..... 29

ANNEX 1. Typology of Private Sector actors ..... 31

ANNEX 2. Article 13 of the International Covenant on Economic, Social and Cultural Rights (ICESCR) ..... 35

ANNEX 3. International and regional legislation and agreements, as they relate to the private provision of education ..... 36

ANNEX 4. GPE analysis of whether and how the private sector features in 40 ESPs and 39 ESPIGs ..... 37

ANNEX 5. Private Sector Strategy alignment with GPE's Results Report ..... 38

ANNEX 6: Examples of system-level impacts of Business Partnerships in Education, Health and Agriculture ..... 39

Annex 7: Proposed Operations & Management ..... 41

Annex 8: Private Sector Actors in Education ..... 43

# EXECUTIVE SUMMARY

The **purpose** of the Global Partnership for Education (GPE) Private Sector Strategy is:

- to set clear parameters and principles for GPE's private sector engagement;
- to establish a pathway for GPE to engage, co-create and leverage private sector expertise, finance, goods and services, advocacy and voice to advance GPE 2020 Strategy goals;
- to set forth GPE's policy position that its funds cannot be used to support for-profit provision of core education services (as it is outlined in Annex 8); and
- to outline an approach to implementation, the outcomes to be pursued and the staffing and resources required.

The 'private sector' comes in many forms. This strategy adopts the following broad **typology**. In some cases, there will be overlaps between categories:

i. 'the business community': companies that operate within and across countries and whose core business is primarily outside education;
ii. 'providers of ancillary education services': companies that produce / sell goods and services supporting education service provision (e.g., publishing, infrastructure, training, connectivity, information technology, financial services);
iii. 'providers of core education services': organizations running schools or other educational institutions (e.g., kindergartens; training facilities);
iv. 'membership associations for private sector operators': operating mainly at the national level, but also at the international level (e.g., Global Schools Forum).

The strategy adopts the following **principles**:

a. adhere to and respect the policies and approaches of sovereign national government partners, within the parameters agreed by the broader partnership;
b. engage on the basis of a shared bottom line for GPE and the private sector, anchored in concrete activities undertaken by both parties;
c. pursue a strategy primarily based on securing education systems-level impact while also exploring possible major donations;
d. leverage GPE's convening power to further thought-leadership, best practices and collaboration with the private sector;
e. anchor the strategy and activities in specific GPE mechanisms, e.g., Knowledge and Information Exchange (KIX), Education Sector Planning and Development

Grants (ESPDGs), Education Sector Planning and Implementation Grants (ESPIGs), GPE Multiplier Fund and potentially the new Education Sector Investment Cases (ESICs) under development;

f. start by focusing on one or two key education system challenges/opportunities to address with the private sector;
g. prioritize the challenges identified in the GPE Results Report when selecting areas for engagement with the private sector towards the achievement of GPE 2020 goals;

GPE adheres to **human rights law and international agreements** (e.g., the International Covenant on Economic, Social and Cultural Rights; the Incheon Declaration and Framework for Action), which set legal and other parameters for working with the private sector in education. Parameters for GPE engagement with the private sector have been described in a number of GPE **policies and guidelines**, including *GPE Corporate Engagement Principles* (2016) and *Avoiding Conflicts of Interest: Guidelines for Business Engagement* (April 2016).

The private sector forms part of GPE **governance**. In January 2018, the Global Business Coalition for Education (GBC-Education) assumed coordination of the Private Sector Constituency. The private sector played an active role in both the 2014 and 2018 GPE replenishments. A GPE review of private sector engagement at the **country level** – reviewing Education Sector Plans and GPE grants – found that: the private sector is discussed relatively often in terms of expertise (policy-making and advising); private actors are frequently cited in education sector plans (ESPs) as potential financial contributors to the education sector, whereas in project documents, the private sector is rarely considered in a financier role; most ESPs support fee-based private schooling – often through public-private partnerships (PPPs) including subsidies, stipends, scholarships, tax/fiscal incentives – and many seek an increased focus on regulation; there is limited mention in both ESPs and GPE grants of the potential role of the private sector as advocates.

The private sector has a critical role to play in domestic financing, with corporate **taxation** being a major source of sustainable revenue to governments.

**Fragile and conflict-affected** settings pose significant challenges to both public and private sector operations and investments. However, the business community does engage in conflict settings and is a major partner in relief and reconstruction activities. Research shows that the non-state sector plays an important role in education provision where state capacity is weaker, and that this poses both opportunities and risks.

The **vision** of the strategy aligns to the Vision of GPE 2020: improved educational outcomes, equity/greater inclusion and strengthened education systems in support of Sustainable Development Goal 4 (SDG 4). The **goals** align to the four core functions of the private sector described in this strategy: expertise, financing, provision of goods and services, advocacy and voice. The strategy has seven **objectives**:

- support and accelerate the co-creation by developing country partners (DCPs) of private sector solutions to education systems bottleneck (two areas by 2022; KIX, ESPIGs);
- harness private sector expertise and voice in country policy & planning processes such as local education groups (LEGs), joint sector reviews (JSRs) and education sector plan (ESP) development (five countries by 2022; ESPDGs, ESPIGs, ESICs);
- secure donations of private sector funding for GPE in cash and in kind (e.g., pricing concessions; US$5 million by 2022; KIX, GPE Fund)
- increase the volume and effectiveness of private sector funding at country level (two countries by 2022; ESICs, ESPDGs)
- support DCPs to strengthen policy & regulatory environments for non-state provision of education (five countries by 2022; KIX, ESPDGs, ESPIGs);
- support DCPs to make private sector financing and provision of services more effective and in alignment with national priorities, with a focus on equity (ESPIGs);
- mobilize the Private Sector GPE Board Constituency and engage global business coalitions in education (three coalitions increase in engagement by 2022; Secretariat).

The strategy details an approach to **operations and management**, including: core processes and oversight; corporate alliance screening; review of ongoing alliance(s), risk assessment and mitigation; knowledge management; private sector and foundations constituency; and staffing and resourcing.

Principal **risks** to the partnership and country partners are identified with corresponding risk mitigation mechanisms, as well as a high-level **implementation plan,** listing priority activities over the 4 years of the strategy.

# 1. INTRODUCTION

The global development community, particularly comparator constituency-based organizations such as the Global Fund, GAVI, the Global Environment Fund and UN agencies, recognize the importance of engaging the private sector to achieve their mandates and development goals. They increasingly feature impact-based partnerships with business.

Additionally, globally approved development frameworks, such as the Sustainable Development Goals (SDGs) and the Addis Ababa Action Agenda, have placed increased priority on engagement with the private sector in pursuit of achieving their goals. The Action Agenda highlights the importance of "unlocking the transformative potential" of the private sector; it calls on "all businesses to apply their creativity and innovation toward solving sustainable development challenges". The UNDP Private Sector Framework states: "with its on-the-ground networks and its ability to swiftly adapt and innovate, the private sector is well-positioned to bring new solutions to achieving the Sustainable Development Goals by their 2030 target". The GPE Charter recognizes that a role of the private sector is to "bring technical expertise, voice, innovation, networks and experience to address the complex challenges of delivering education" (table 1). This strategy recognizes that in concert with others, the business community can contribute to and strengthen public education systems.

While, GPE has featured a Private Sector and Foundations constituency since 2011, it has not been guided and supported over these years by an approved strategy for its engagement with the business community. Nor has the partnership defined a clear shared bottom line, which is required to convince a potential business partner to invest its expertise, voice and funding, and develop products and services to advance GPE2020 goals. Hence, up to now, we have had limited engagement with private sector partners. It is with this context and history in mind that the Strategy has been developed.

We have heard directly from developing country partners and the business community, particularly members of the Global Business Coalition for Education (GBC-Education), that their priority interest in engaging with GPE is to co-create opportunities with and in alignment to country partners' priorities and needs. Feedback from DCPs indicate that they are already engaged with the business community over a broad range of partnerships from infrastructure and health, to technology and early childhood initiatives. DCP's have articulated that they would benefit from GPE's support in establishing clearer policy and regulatory framework for private sector provision of education services.

Consultations have revealed that, while the business community does manage 'corporate social responsibility' funds, these are limited, tend to be one-off grants, do not generally address systemic challenges and are not predictable over time.

Our mapping of comparator organizations showed that there is substantial precedent within the global development community for GPE to take a higher-level impact/transformational approach, focused on strengthening education systems. Increasingly, major global alliances/partnerships recognize the benefits of business relationships based on utilization of the private sector's expertise and technical capacity, problem solving skills and the potential of such relationships to address challenges at systems level. This includes, for example, increased efficiency of reading materials procurement, use of data for planning, supply chain systems management and greater resiliency of education systems to the perils of natural disasters.

## 2. PURPOSE OF THE GPE PRIVATE SECTOR STRATEGY

The GPE Board of Directors mandated the GPE to develop a GPE Private Sector Strategy. It has been developed through 2018 and 2019 under the guidance of the Strategy and Impact Committee, and following broad consultation across the partnership. The purpose of the GPE Private Sector Strategy is:

i. to set clear parameters and principles for GPE's private sector engagement;

ii. to establish a pathway for GPE to engage, co-create and leverage private sector expertise, finance, goods and services, advocacy and voice to advance GPE 2020 Strategy goals; and

iii. to outline an approach to implementation, the outcomes to be pursued and the staffing and resources required.

## 3. DEFINING THE PRIVATE SECTOR

The 'private sector' comes in many forms. This strategy adopts the following broad typology. In some cases, there will be overlaps between categories:

i. **'the business community'**: companies that operate within and across countries and whose core business is primarily outside education;

ii. **'providers of ancillary education services'**: companies that produce/sell goods and services supporting education service provision (e.g., publishing, infrastructure, training, connectivity, IT, financial services);

iii. **'providers of core education services'**: organizations running schools or other educational institutions (e.g., kindergartens; creches; out-of-school tutoring/catch- up centers; training facilities); these can in turn be divided along two axes: the *legal identity* of the organization (i.e., for-profit; not for-profit) and the *practice* of the organization (i.e., fee-charging; not fee-charging)[1]:

iv. **'membership associations for private sector operators'**: operating mainly at the national level, but also at the international level (e.g. Global Schools Forum).

Annex 1 provides a detailed typology of private sector actors, including summary data on how different private sectors actors feature in national ESPs and in GPE ESPIGs[2], and also highlighting, in broad terms, implications for education quality and equity.

# 4. PRINCIPLES

The following principles underpin the Strategy:

a. **Adhere to and respect the policies and approaches of sovereign national government partners**, within the parameters agreed by the broader partnership. Build from countries' own priorities and choice of modalities for working with the private sector.

b. **Engage on the basis of a shared bottom line between GPE and the private sector** aimed at systems level impact, anchored in concrete activities that are aligned with national priorities and shared goals, different functions and comparative advantage.

c. **Pursue a strategy primarily based on securing education systems-level impact while also exploring possible major donations**. We will continue to welcome financial contributions from the private sector to the GPE Fund. However, given the Secretariat's limited staffing capacity, lack of legal status, likely heavy transactional costs, and restrictions in our Contributions and Safeguards Policy, we have set a modest initial fundraising goal for the period

[1] Any given organization may appear in multiple boxes, given different legal entities within a single organization (for-profit; not for-profit), and also different practices adopted by a single organization (fee-charging; not fee-charging).

[2] This draws from a review of ESPs and ESPIGs conducted for the GPE Private Sector Strategy and covered in more detailed in Section 6.

covering this strategy.[3] We will therefore prioritize our efforts with the private sector toward education systems-level impact, while also exploring and remaining open to responding to private sector donations.[4].

d. **Anchor the strategy and activities in specific GPE mechanisms**, e.g. KIX, ESPDGs, ESPIGs, GPE Multiplier Fund and potentially the new Education Sector Investment Cases (ESICs) under development. This will play to GPE's comparative advantage, generate efficiencies in implementation and leverage the broader work of the partnership. It will also be more likely to generate system-level impact, when compared to projectized partnerships outside of GPE's core business model.

e. **Leverage GPE's convening power to further thought-leadership, best practices and collaboration**. This includes using GPE operational levers – including maximizing the flexibility afforded by the new Funding & Financing Framework, particularly KIX – as well as expanding engagement with global business coalitions such as the UN Global Compact, Business Fights Poverty and the International Business Leaders Forum, whose members can be brought into the Private Sector and Foundations constituency to broaden and strengthen its engagement.

f. **Focusing on one or two key education system challenges /opportunities** – to build trust, learn and build examples of effective collaborations. Once proven successful, we can then scale and diversify forms of engagement. This will also help in prioritizing the limited capacity of the GPE Secretariat. The Education Data Solutions Roundtable, launched in Dakar in early 2018, presents one such example.

g. **Prioritize the challenges identified in the GPE Results Report when selecting areas of focus for engagement.** This will likely be the most effective way to contribute to the achievement of GPE2020 goals.

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[3] Our global development partners advise, and our own Private Foundations Strategy implementation has confirmed, that fundraising and partnership building takes staff time, at minimum 18 to 24 months per grant, and that given the relatively modest resources generally raised (often measured in the hundreds of thousands, versus tens of millions of dollars hoped for) would require numerous staff reaching out to a large number of potential funders and as long as 5 years to reach a break-even point.

[4] This recommendation draws in part from a review of how comparator global funds and partnerships in other sectors, such as health and agriculture, engage with the private sector. It is clear from this that comparable global funds/alliances are increasing their engagement with the private sector and often doing so in non-traditional ways where the focus in the past has been to secure cash donations.

**'New Employment Opportunities': a partnership between business, NGOs and a multilateral development bank to create jobs for youth in Latin America**

In 2012, five of Latin America's leading employers — Walmart, Caterpillar, Microsoft, CEMEX, and McDonalds — joined with the Inter-American Development Bank (IDB) and the International Youth Foundation (IYF) as part of the New Employment Opportunities (NEO) Initiative to train one million youth in Latin America and the Caribbean by 2022 by launching large-scale training programs, internships, and job placement services. Each company contributed $5 million, as well as technical expertise on workforce needs, internships, and entry-level jobs for program graduates. The IDB and IYF have also worked with companies to define common job competencies and engage more than 300 training partners. As of May 2018, 310,000 young people have received support, 239 service providers have been strengthened and 4,000 companies have offered jobs.

# 5. POLICIES AND GUIDELINES FOR COLLABORATION

The potential role and expectations of the private sector as a member of the GPE, as well as parameters for that engagement, have been described in several GPE Board-approved policies and guidelines. Most significantly: the GPE Charter (last revised 2016); GPE Corporate Engagement Principles (2016); GPE 2020 Strategic Plan (2016); GPE Policy on Conflicts of Interest (last revised 2017); Avoiding Conflicts of Interest: Guidelines for Business Engagement (April 2016); and the GPE Contributions and Safeguards Policy (2017). See table 1 below for a summary of these documents, their functions and how they set direction for GPE engagement with the private sector. GPE's Corporate Engagement Principles are also set out in full in table 2.

Furthermore, it is important to note that any engagement with the private sector at country level for the use of GPE funds will be subject to multiple levels of quality assurance through ESPIG processes. This includes: discussion within and engagement of the Local Education Groups (LEG), Secretariat Quality Assurance processes, scrutiny by GPE's Grants and Performance Committee (GPC) and the final approval by the GPE Board.

**Table 1:** Existing GPE Policy and Guidance Documents

| GPE document | Function and main implications for the private sector |
|---|---|
| **GPE Charter** (Revised December 2016) | **Foundational governance document of the GPE:**<br>➢ Private sector a partner in GPE compact with mutual accountability<br>➢ Private sector defined; role in partnership/governance described<br>➢ roles & responsibilities proposed: adherence to GPE policies, principles, procedures; work with governments on labor market needs; contribute expertise, voice, innovation, networks; align CSR funds to ESP needs; promote transparency and share lessons<br>➢ PS a partner for resource mobilization |
| **GPE Policy on Conflicts of Interest** (November 2011, updated March 2017) | **Governs the identification, disclosure & management of conflicts of interest:**<br>➢ Private sector mentioned as partner; no specific provisions for PS |
| **Avoiding Conflicts of Interest: Guidelines for Business Engagement** (April 2016) | **Conflict of Interest guidelines with respect to business engagement:**<br>➢ a business should not seek to utilize its partnership with GPE to derive a direct business benefit (e.g., influencing decision-making; using information; implying an endorsement)<br>➢ businesses should disclose material conflicts of interest |
| **GPE Corporate Engagement Principles** (May 2016) | **Principles relating to engagement of business with GPE:**<br>➢ proposes 10 principles: accountability and equity; systems strengthening; measurable outcomes; transparency; intellectual property; support to government; investment benefit; beyond philanthropy; shared bottom line; corporate responsibility |

| | |
|---|---|
| **GPE Contributions & Safeguards Policy** (March 2017) | **Governs what financial contributions can be made to GPE and how:**<br>➢ Private sector funding must be comingled in GPE Fund (i.e., notional earmarking only)<br>➢ earmarking in GPE fund allowed if aligned to GPE2020 strategy goals<br>➢ earmarking for KIX by (Board approved[5]) theme only; not individual initiative within themes<br>➢ no contribution can be both thematically and geographically targeted below regional level<br>➢ 'parallel' financing to grant agents not channeled through the GPE Fund is not subject to the C&S Policy |
| **GPE 2020 Strategic Plan** (November 2016) | **GPE Strategic Plan 2016-2020:**<br>➢ restates role of private sector in partnership and governance of GPE<br>➢ Indicator for funding in Results Framework: funding from non-traditional donors (private sector and first-time funders) to rise from $5 million in 2016 to $11.3 million in 2018 |
| **GPE Private Foundations Engagement Strategy 2017-2020** (December 2017) | **Guides GPE collaboration with foundations through GPE 2020 period:**<br>➢ 3 goals: (i) strengthen global engagement of foundations in GPE 2020, (ii) support enabling environment for philanthropy in education, (iii) strengthen role of foundations in GP governance<br>➢ similar structure to proposed private sector strategy (principles, value proposition, strategy); private sector kept distinct from foundations |

[5] The Board approved 4 thematic areas for KIX: (i) strengthening learning assessment systems, (ii) early childhood education,(iii) better data for stronger systems, (iv) gender equality.

**Table 2.** GPE's Corporate Engagement Principles (May 2016)

| | |
|---|---|
| **Accountability and Equity** | Children are the ultimate beneficiaries of all of the Global Partnership's efforts and activities. This brings with it the highest expectations of accountability and commitment to equity of all partners, including the business community. GPE recognizes that cost drivers remain one of the largest drivers of inequity. |
| **Systems Strengthening** | GPE supports countries in strengthening their education systems. The business community can contribute to overall sector planning dialogue and help countries understand what capabilities and capacities are available to address specific education system challenges. |
| **Measurable Outcomes** | GPE collaborative activities with business will contribute to the achievement of sustainable and measurable outcomes in one or more of the following areas: equity, quality learning and stronger national education systems. |
| **Transparency** | GPE operates with transparency in its operations. Information relating to collaborative activities with the business community will be made publicly available on the GPE website. This will be in adherence of GPE's transparency policy and the International Aid Transparency Initiative (IATI), of which GPE is a member. |
| **Intellectual Property** | Any knowledge, technical activity or research produced as the result of collaboration between GPE and the private sector will be made freely available. |
| **Support to Government** | Business can play an important part in strengthening the role of governments as custodians of education systems and guarantor of services, and in GPE context, especially for the poor. GPE's engagement with business will be towards ensuring private sector activity in education strengthens government's capacities to ensure quality education for all. |
| **Investment Benefit** | Education system financing is a central objective of GPE. Investments in education systems, including business investments, can benefit all sectors of society over the long term. Benefits include raised living standards, reduced uncertainty, a stronger economy and more highly skilled citizens, producers, consumers and employees. |

| | |
|---|---|
| **Beyond Philanthropy** | Strategic corporate social investment in education presents an opportunity to fundamentally strengthen businesses while contributing to society at the same time. In addition to philanthropy, business can bring to bear, through GPE its technical expertise, voice, innovation, networks, experience and entrepreneurial flair to the complex challenges of delivering education in developing countries. |
| **Shared Bottom Line** | Partnerships with the private sector, that draw on the complementary capabilities of business and the Global Partnership to address major education challenges, will be based on the potential for quality educational outcomes for all and not direct business opportunity or benefit. |
| **Corporate Responsibility** | As increased and effective use of domestic revenue is essential to ensuring the delivery of quality education to the poorest and most marginalized, the Global Partnership utilizes its convening and advocacy power in part to mobilize domestic resources for education. GPE will encourage corporate responsibility throughout its engagement with the business community. |

GPE also adheres to human rights law and international agreements (e.g., the Incheon Declaration) that set legal and other parameters for working with the private sector in education. Annex 2 reproduces Article 13 of the International Covenant on Economic, Social and Cultural Rights (ICESCR) – the most significant piece of international human rights law governing education. Annex 3 provides a fuller list of international and regional legislation and agreements, as they relate to the private provision of education.

**The Incheon Declaration and Framework for Action**

Incheon emphasizes the right to free and compulsory education: "Education is a fundamental human right and an enabling right. To fulfil this right, countries must ensure universal equal access to inclusive and equitable quality education and learning, which should be **free and compulsory**, leaving no one behind." (p.26, original emphasis); "Ensure access to and completion of quality education for all children and youth to at least 12 years of free, publicly funded, inclusive and equitable quality primary and secondary education, of which at least nine years are compulsory" (p.6).

GPE has adopted the right to education in its Charter and in the GPE 2020 Strategy and aligns itself to the Incheon Declaration and Framework for Action. While governments must make basic education available free at the point of use, this does not render fee-charging education illegal, nor does it preclude the use of public funds to subsidize for-profit education providers.

GPE also endorses the 10 Principles adopted by the UN Global Compact. GPE will continue to follow the work of the Open Society Foundations and others who adopted Guiding Principles on the Human Rights Obligations of States to Provide Public Education and to Regulate Private Involvement in Education in February 2019 in Abidjan. Furthermore, GPE as a World Bank Trust Fund is also held to the same top fiduciary standards, responsible investment strategy, due diligence and robust operational procedures applied to all other World Bank Group activities.

Finally, though the Strategy development process has exposed different views within the partnership on the use of GPE funds by DCPs for for-profit education operators, GPE's position is that **no GPE funds can be used to support for-profit provision of core education services.**

# 6. THE PRIVATE SECTOR'S ROLE IN GPE'S GOVERNANCE, AT GLOBAL LEVEL AND AT COUNTRY LEVEL

The private sector forms part of GPE governance. In 2011, companies and private foundations were placed into a single constituency GPE Board seat. In January 2018, the Global Business Coalition for Education (GBC-Education) assumed the coordination of the private sector constituency. The private sector played an active role in both the 2014 and 2018 GPE replenishments. In partnership with GBC-Education, the 2018 GPE financing conference saw several companies commit to pricing concessions in support of developing country partners. The financing conference also saw the launch of the Education Data Solutions Roundtable, which features the business community working alongside other development partners to identify solutions to the education sector's serious data challenges.

**Collaboration with private sector networks at the global level**

As part of Consultations for the GPE Private Sector Engagement Strategy, one private sector network outlined two functional benefits associated with establishing systematic levers through which GPE engages with the private sector at the global level:

- a more direct avenue or forum for communication between the private sector and the DCPs to facilitate real-time dialogue and co-creation, and to prevent siloing of ideas and inputs between constituents and within countries;
- exchange of knowledge and lessons learned to facilitate scaling of best practices across countries and issues.

GPE private sector engagement at the **country level** is largely noted through support for ESP development and associated ESPIGs. An analysis of whether and how the private sector is included in ESPs and ESPIGs was undertaken as background for this Strategy. Summary findings sector are presented in Annex 4, organized by the four potential private sector functions referred to in this Strategy process: expertise; finance; advocacy and voice; provision of goods and services. These can be summarized as follows:

- **Expertise**: the private sector is discussed relatively often in terms of expertise (policy- making and advising), in both ESPs and ESPIG documents.

- **Finance**: private actors are frequently cited in ESPs as much-needed financial contributors to the education sector, whereas in project documents, the private sector is rarely considered in a financier role.

- **Provision of Goods and Services**: most ESPs and all ESPIGS include significant attention to the role played by the private sector in the provision of ancillary goods and services – particularly infrastructure, textbooks and ICTs. Twenty-eight out of 40 ESPs support fee-based private schooling, often through PPPs including subsidies, stipends, scholarships, tax/fiscal incentives; while 10 out of 39 ESPIGs provide finance to for- profit private schooling, including via PPPs (4 through subsidies to private schools).

  Six ESPIGs provide financing to support better government regulation of private providers.

- **Advocacy and voice**: there is limited mention in both ESPs and ESPIGs of the potential role of the private sector as advocates.

**Harnessing CSR funding for local education needs in Mozambique and Senegal**

Mozambique has established a 'Friends of Education' initiative targeting businesses. Through this initiative, companies work with the Ministry of Education in Mozambique to identify how they can support local education needs through corporate social responsibility (CSR). The initiative has supported mining companies, for example, to help align CSR funding with the needs of schools in rural areas where they operate. CSR support has been provided for classroom construction, materials provision, training and the funding of local NGOs. Senegal also features a successful example of business partners coming together to form a 'Foundation for Education' that provides targeted financial and in-kind support to schools.

Though not examined in the analysis of ESPs conducted for this strategy, the private sector has a critical role to play in domestic financing, with corporate taxation being a major source of sustainable revenue to fund Education Sector Plans.

This strategy also reflects alignment to the Addis Ababa action agenda, which states the important role of taxation in national resource mobilization. This Strategy adopts the following general approach to taxation:

a. Given that taxation, including corporation tax, is recognized as a critical and sustainable source of education domestic financing, GPE can play a role, within the boundaries of its mandate and national sovereignty, to encourage all relevant authorities in relation to tax compliance of national and multinational companies by:
    (i) encouraging the fair payment of taxation through its engagement with DCPs; for instance by helping DCPs to include robust domestic finance measures and policies in their ESPs and ESPIGs, and
    (ii) encouraging the private sector to pay its fair share of tax, for instance by participating in fora that make the case for the relationship between taxes and sustainable domestic financing, or promoting positive practices from the private sector.

b. For multinationals, major corporations/companies with whom GPE has a **direct** relationship (e.g., financing contributions; Private Sector Board Seat): GPE should utilize the work of other globally recognized entities whose mandate it is to assess corporate standards (including the payment of fair and reasonable taxes) and/or to leverage the assessments done by GPE members (e.g., UN Global Compact, UNICEF's due diligence mechanisms). The GPE Secretariat additionally will employ the services of a specialist corporate alliance screening firm as needed.

c. For small scale, single jurisdiction, private entities with whom the GPE has an **indirect** relationship (e.g., as part of national level activities): national systems of regulation and oversight should prevail, including taxation policies. GPE financing, support and oversight would be via GPE operational and quality assurance processes.

# 7. FRAGILE AND CONFLICT-AFFECTED COUNTRIES

Fragile and conflict-affected settings pose significant challenges to both public and private sector operations and investments. Some combination of weak governance, a breakdown of national institutions, intense conflict and violence, economic uncertainty and limited economic and social growth will likely present a major brake on business activity.

GPE commissioned research funded by the Rockefeller Foundation to study the extent of risks affecting education systems, concluded that education systems face significant natural disaster and political risk. Further, the Board-approved approach to risk reduction and risk finance for education notes the potential role of the business community in mitigating risk to education systems through innovations in risk modelling and analysis, data, information and forecasting.

Despite the harsh realities of conflict settings, the business community does engage in relief and reconstruction efforts (e.g., procurement, IT, infrastructure including building schools, logistics and supply of food, shelter and health supplies), building key skills needed throughout the relief to development continuum and facilitating access to finance (e.g., microfinance, remittances). Business contributions are through a combination of in-kind, expertise, skills, advocacy, innovative tools, cash contributions to appeals and communication services. Increasingly, the humanitarian community has partnered with the business community in delivering innovation and technology solutions to refugees, complementing host government responses, particularly in critical sectors such as health, education, shelter, access to information and logistics.

Implementation of the private sector strategy should pay particular attention to conflict-affected and fragile states given that more than 60 percent of GPE's funding goes to developing country partners that are affected by conflict or fragility. Low- and middle-income countries together host more than 85 percent of the world's refugees. USAID-funded research shows that the non-state sector – both for-profit and not for-profit – plays an important role in education provision where state capacity is weaker, and that this poses both opportunities and risks. The research recommends that governments: map non-state education provision; integrate the private sector into sector documents and plans; focus on effective regulation; and assess the feasibility of targeted subsidies.

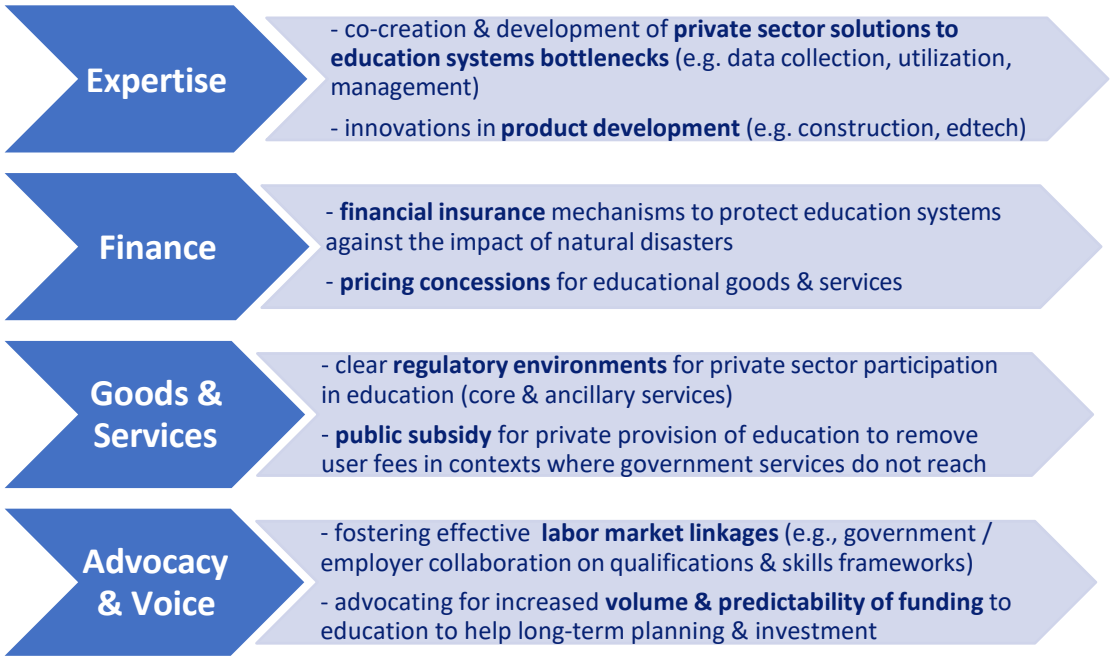
This Strategy proposes that any business community engagement in fragile and conflict settings should be taken via existing GPE mechanisms and flexible financing approaches. We recognize that there are also risks associated with business engagement in fragile and conflict settings. GPE can leverage its convening power to further thought-leadership, best practices and collaboration to ensure that businesses seeking to support education in such settings understand these complex educational environments and that business community interventions are designed and implemented appropriately in alignment with needs that countries face in times of conflict and emergencies.

In addition, this Strategy should be implemented in a manner that acknowledges the primacy of local actors and sensitivity to context, and also helps build trust and confidence, engaging with a long-term view given that conflict and fragility can persist for decades.

## 8. SHARED BOTTOM LINE

As put forward in the GPE Corporate Engagement Principles, partnerships with the private sector, that draw on the complementary capabilities of business and the Global Partnership to address major education challenges, will be based on the potential for quality educational outcomes for all and not direct business opportunity or benefit. Successful collaboration does not mean the promotion by GPE of particular companies, nor products and services. It requires a level playing field, full transparency and a clear investment benefit for GPE and for DCP partners with a focus on strengthening national education systems. Figure 2 gives some examples of areas where GPE and the private sector may collaborate to drive GPE 2020 goals.

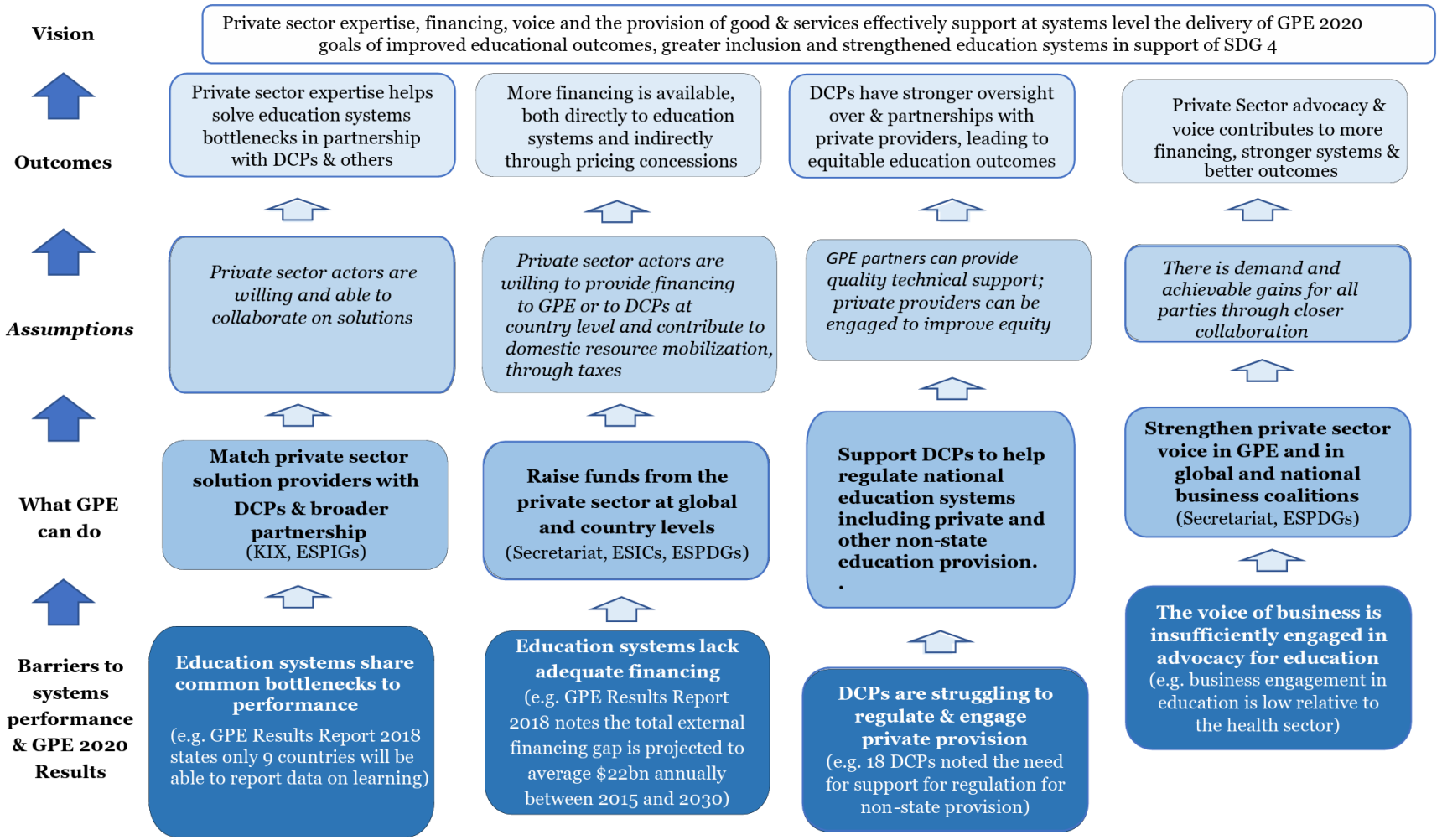
**Figure 2.** Areas of potential collaboration between GPE and the Private Sector




## 9. THEORY OF CHANGE

Figure 3 below shows a Theory of Change for the GPE Private Sector Engagement Strategy, as the basis for establishing corresponding goals, objectives and 2022 targets in the section that follows.

**Figure 3.** GPE Private Sector Strategy: Theory of Change (best read from the bottom up)



# 10. VISION, GOALS, AND OBJECTIVES

Figure 4 below summarizes the Vision, Goals and Objectives of the Strategy.

The **Vision** aligns to the Vision of GPE2020: improved educational outcomes, greater inclusion and equity, and strengthened education systems in support of SDG 4.

The **Goals** align to the four core functions of the private sector described in this Strategy: expertise; financing; provision of goods and services; advocacy and voice.

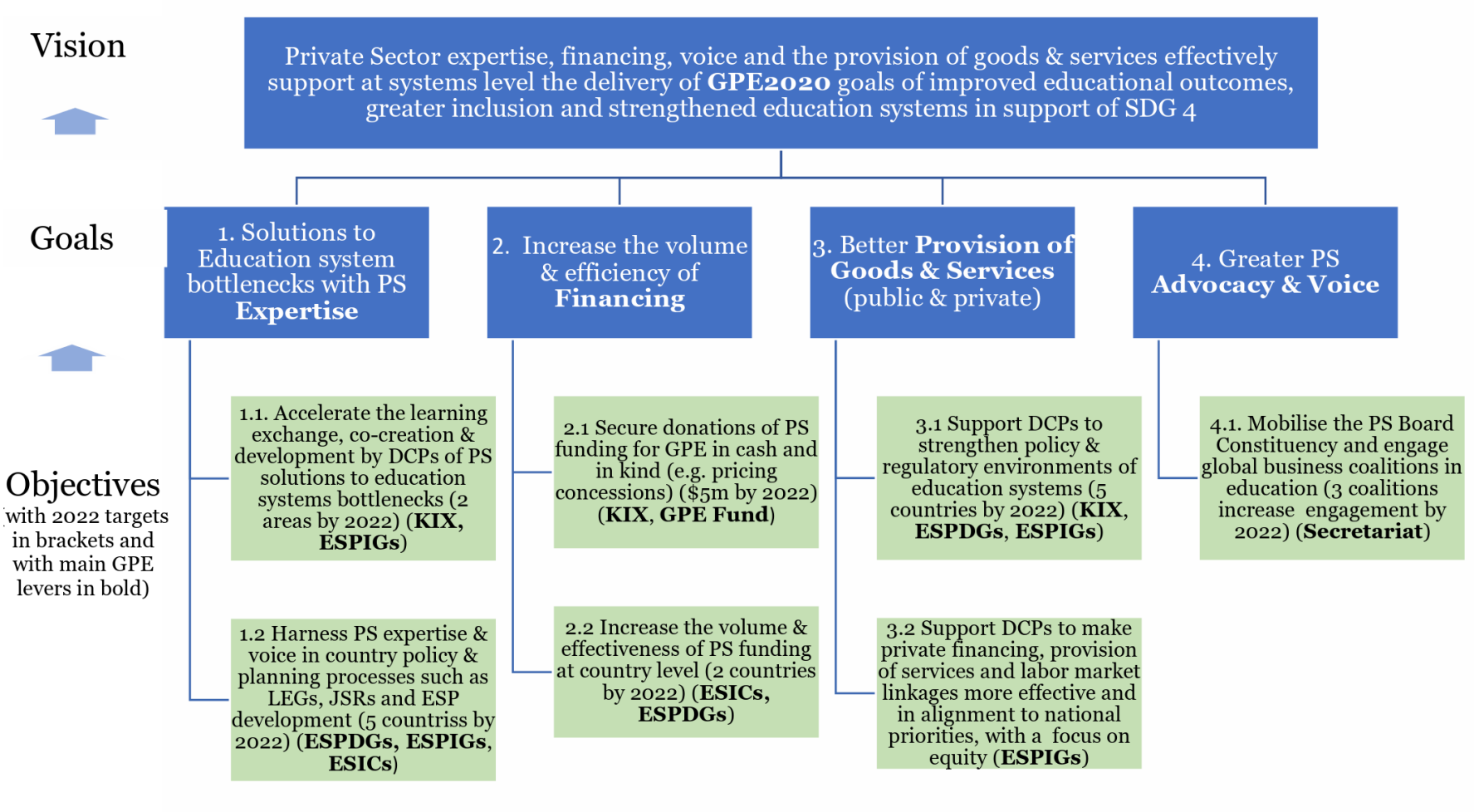
The **Objectives** have been prioritized on the following basis:

- potential for systems-level impact;
- alignment to GPE comparative advantage and operational mechanisms;
- alignment to challenges identified in the GPE Results Report[6];
- feasibility of execution;
- taking advantage of ongoing work and momentum, given limited time to 2022;
- alignment to GPE partners' policies.

Each Objective includes a quantitative target. These targets together constitute the **Results Framework** for the GPE Private Sector Strategy. It should be noted that these targets, and indeed the duration of the Strategy, cover the period to 2022, i.e., 2 years beyond GPE's current Strategy cycle (GPE 2020). This has been decided to allow adequate time to implement the Strategy and reflect on lessons learnt, successes, risks and challenges.

[6] See Annex 5 for a broad overview of the GPE Private Sector Strategy's alignment with the GPE Results Report 2018.

**Figure 4.** GPE Private Sector Strategy: Vision, Goals and Objectives



The **Objectives** can be further described as follows:

- **1.1 Accelerate the co-creation by DCPs of private sector solutions to education systems bottleneck (two areas by 2022; KIX, ESPIGs).** This Objective focuses on ancillary services – e.g., data, infrastructure, connectivity, publishing and supply chain/use – where the private sector partners with governments. It would be operationalized initially through the KIX (focus on knowledge and innovation) and would link over time to ESPDGs, ESICs and ESPIGs. It is loosely modelled on GAVI's INFUSE[7] approach. It could involve KIX co-funding private sector innovations and evaluations of those innovations.

  It is proposed that an initial focus be on data – a critical need for DCPs and for global partners. Data challenges are highlighted in the 2018 Results Report, which concluded that only nine countries are expected to have sufficient data to assess learning improvement for the 2018 milestone. GPE has already launched the Education Data Solutions Roundtable, which seeks to harness private sector solutions and public private partnerships to address challenges in the collection, management and utilization of education data.

**Education Data Solutions Roundtable**

In February 2018, GPE launched, with the private sector and other partners, the Education Data Solutions Roundtable, to leverage partners' expertise and improve the availability and use of accurate and timely education data. In response to bottlenecks identified by developing country partners, partners identified three critical areas impacting data systems: (i) better tools for education information management, (ii) better data communication and visualization tools, (iii) integration of data across different systems to produce holistic school- level information.

Representatives from the business community, including HP Inc., Econet, Tableau, MasterCard, Intel and Microsoft, pledged: "to provide expertise and dedicated in-kind support to develop specifications for sustainable education data systems, design of tools for communication, data visualization and integration of data systems, depending on each company's particular interests, by April 2019. Together with country partners, government donors and multilateral agencies, corporate partners will lend their effort and know-how to help develop solutions to global and national-level education data challenges."

[7] Launched at Davos in 2016, Innovation for Uptake, Scale and Equity in Immunisation (INFUSE) incubates innovations that have potential to improve systems-level bottlenecks. It then 'infuses' them with capital and expertise to help take them to scale. GAVI subsidizes private sector innovations (not > 50% of costs) plus evaluation; then supports governments to procure services through open tender; intention is to develop 'clusters of private sector partners & proven solutions' in three priority areas: (i) supply chain (e.g. UPS, DHL, FIT), (ii) data management (e.g. Orange, Google, Vodafone), (iii) demand generation (e.g. Unilever).

There is also considerable scope to collaborate with the private sector on cross-sectoral issues such as water and sanitation, health (particularly women's and children's health) and nutrition.

- **1.2 Harness private sector expertise and voice in country policy & planning processes such as LEGs, JSRs and ESP development (5 countries by 2022) (ESPDGs, ESPIGs, ESICs).** At the country level, business associations play a role in education policy and share their expertise. Chambers of Commerce and similar organizations (such as Rotary) share business expertise and often represent the interests of the business community in setting education policy. Local Networks also exist for the UN Global Compact (e.g. Nigeria, Kenya) and the SDG Philanthropy Forum. In addition to these industry partnerships, individual businesses invest daily in sharing expertise in education and in spreading innovation, both at the global and country levels, through their core business and through corporate social responsibility and philanthropy. The private sector has a stake in helping support education systems with strong education / labor market linkages, including the development of 21st Century skills.

  GPE is well positioned to help utilize private sector expertise and voice in country policy & planning processes, given GPE emphasis on supporting the development, appraisal, implementation and review of national plans. GPE can work particularly through: country-level financing & planning mechanisms (ESICs, ESPDGs, ESP appraisal), and through Coordinating Agencies, Grant Agents, LEGs and JSRs.

- **2.1 Secure donations of private sector funding for GPE in cash and in kind (e.g. pricing concessions) ($5m by 2022) (KIX, GPE Fund)**. We see potential to raise finance from the private sector for GPE, though this Strategy advises that we set modest expectations, particularly in the early years, given GPE's lack of independent legal status and its predominantly public sector model relative to health sector partnerships such as GAVI. We will also continue to encourage pricing concessions, of the type committed by GBC-Education partners at the January 2018 GPE Replenishment.[8]

[8] GBC-Ed partners announced pricing concessions valued at over $15 million over three years, including: 50% discount from Avanti for broadband connectivity to remote schools in Africa; 40% discount with 2-Track Solutions to provide GPS tracking units to track the location, transit history and shipment of materials to schools; significant price reductions from SafeBus Inc. on technology to track students' journeys to schools. Source: GBC-Education website, accessed 26 March 2018

To achieve this, the GPE Secretariat will work with GBC-Education and with other international partners. Implications for Secretariat resourcing – as in other areas – is set out in Section 11 below.

- **2.2 Increase the volume and effectiveness of private sector funding at country level (two countries by 2022; ESICs, ESPDGs)**. There is potential to support DCPs in raising funding from the business community and other private sector sources at the country level. We will support selected DCPs to do so through GPE levers to support education policy and planning processes, including ESPDGs and potentially the ESICs under development. GPE will work with a few prioritized countries to mainstream disaster risk finance and planning, including using available financial instruments to proactively mitigate the devastating effects[9]s[18] of natural disasters on education systems. This objective overlaps with Objective 1.2 – to harness private sector expertise and voice in country policy and planning processes. We will consider producing guidance for DCPs in this area, based on best practice cross GPE countries (e.g., the cases of Mozambique and Senegal highlighted in Section 6 above).

- **3.1 Support DCPs to strengthen policy and regulatory environments for non-state provision of education (five countries by 2022; KIX, ESPDGs, ESPIGs).** This objective focuses on core services – e.g., pre-schools, schools – and reflects the demand articulated by DCPs to establish clearer policy and regulatory framework for private sector provision of education services. The mapping study of ESPs showed that 18 countries noted the need for better regulatory frameworks for non-state education provision. Six ESPIGs currently support activities related to the regulation of private schooling.

  GPE's approach to DCP Regulatory Frameworks for non-state providers of core education services will be consistent with the first recommendation of the draft Private Sector Strategy, i.e. to adhere to and respect the policies and approaches of sovereign national government partners, within the boundaries of international law and agreements.

  Where GPE funding is used to support not for profit non-state providers of core education services, DCPs should either have regulatory frameworks in place and actionable, or they should be under development. GPE's country level

[9] The low priority that education receives in disaster planning exposes education systems and children. Analysis commissioned by GPE indicates that natural disasters & conflict affected an estimated 84.6 million children on average annually 2000-2016 https://www.globalpartnership.org/content/feasibility-risk-financing-education-task-3-report-annex-june-2017

grants and processes may be used to support the development of regulatory frameworks where governments and development partners decide to do so. Where a regulatory framework does not exist, and where there is no existing financing to develop it, some GPE funds should be used to help establish the regulatory framework.

Support for DCPs could be operationalized through ESPDGs and through ESPIGs, drawing on technical expertise in the international community, including though GPE grant agents. KIX could be used for knowledge generation activities, should this area align with thematic priorities for KIX.

- **3.2. Support DCPs to make private sector financing & provision of services more effective and in alignment with national priorities, with a focus on equity (ESPIGs).** This objective also focuses on core services – e.g., pre-schools, schools – and reflects the reality that private schools account for a large and growing share of education provision in GPE countries[10], that ESPs often include a role for private provision of education,[11] and that there exist models of DCP engagement with private schools that focus on quality and on equity.[12]

  It will be implemented within the parameters of the policy position outlined in Section 5 above. As also noted in Section 5, GPE will work with country partners to secure inclusion of equity related targets related to government school availability and access in regions where they are currently absent as part of its results-based funding model and grant agreements. This is particularly important given the significant risks to equity presented by private schools (see Annex 1, e.g., 1.1, 1.2, 3.1).

**4.1 Mobilize the Private Sector GPE Board Constituency and engage global business coalitions in education (three coalitions increase engagement by 2022; Secretariat).** The UN Global Compact, founded in 2000, has facilitated the flow of expertise and resources in support of international development and now engages close to 10,000 companies operating in 161 countries (as of 2018). It has also prompted the growth of other business coalitions including the International

[10] According to the World Bank, between 1990 and 2010, the percentage of students enrolled in private primary schools doubled from 11% to 22% in low-income countries globally.

[11] The mapping report conducted for this strategy process showed that in two-thirds of ESPs reviewed, there is support for fee- based private schooling, often through PPPs including subsidies, stipends, scholarships, tax/fiscal incentives; and that ten ESPIGs already provide finance to for-profit private schooling, including via PPP mechanisms such as subsidies and stipends.

[12] See, for example: 'The Role and Impact of Public-Private Partnerships in Education', Patrinos et al., World Bank, 2009; 'The role and impact of private schools in developing countries', DFID, 2014; 'Public Private Partnerships in Education in Developing Countries: a rigorous review of the evidence' Aslam et al., 2017.

Business Leaders' Forum, Business Fights Poverty and the SDG Philanthropy Forum which engages both the private sector and philanthropic foundations. Within the education sector, GBC-Education – now part of the GPE Board of Directors – works with over 140 companies to drive progress in international education. GBC-Education has launched initiatives for awareness raising, financing and support in six areas: Youth, Skills and Innovation; Education in Emergencies; Education Financing; Early Childhood Development; Girls' Education; Emerging Technologies in Education.

Through this Objective, GPE will work both to strengthen business engagement in the governance and operations of GPE and will work with and through other business coalitions to help strengthen their engagement in global education. This could consist of joint campaign activities and documenting good practice; not only at the global level but also making use of GPE's engagement at the country level with and through DCPs and through LEGs, Coordinating Agencies and Grant Agents.

# 12. RISKS & MITIGATION MEASURES

**Table 4.** Risks and Mitigating Measures

| Risks | Mitigation Measures |
|---|---|
| 1. Business community partner(s) is/are found to have poor legal compliance record, such as in child labor, resulting in negative media or issue with DCP government, other GPE partners. | ➢ GPE will make use of screening processes used by other partners such as UNICEF, and may additionally use an external firm; additionally, internal review of proposed partners and partnerships will include consideration of possible risks. |
| 2. Objectives of proposed corporate alliance cannot be met resulting in visible failure of initiative. | ➢ All proposed corporate alliances will be reviewed by the Secretariat's Management Team for feasibility, linkage to GPE's core agenda and GPE 2020. MT will also regularly monitor the progress of all corporate alliances and direct course corrections, where necessary. |

| Risks | Mitigation Measures |
|---|---|
| 3. Risk that a corporate partner will seek to gain direct short-term profit – sole source arrangement based on engagement with GPE or benefit from proprietary information. | ➢ All engagements with corporate partners will be on an open source basis and transparent to ensure no one company is gaining unique information or positioning. Additionally, GPE Secretariat will not be directly procuring products or services from such partners. |
| 4. Risk that a proposed corporate alliance will violate GPE financing policy, such as the Contributions and Safeguards Policy. | ➢ The MT's review of proposed corporate alliances will include consideration of the CSP and other related GPE and WB financing policies. |
| 5. Risk at country level, equity principles notwithstanding, that use of GPE resources by DCPs for private provision will result in the unintended disinvestment or flat investment by national governments in public education systems serving the excluded. | ➢ The strategy proposes to address this risk through the variable portion of the funding model by increasing the priority for national governments to progressively increase domestic financing, particularly to serve populations being reached in the immediate period through private providers. Needs to be understood as a temporary solution. |
| 6. Risk of support for private sector leading to inequities, e.g. exclusion of the poorest; long- term stratification of education systems by ability to pay; undermining public sector provision | ➢ DCPs can manage risks to equity, with GPE support, through effective regulation & supervision of the private sector, through targeted subsidies for disadvantaged groups, and through removing fees through subsidy and voucher mechanisms. GPE can additionally support through focus on equity goals and use of performance-based funding for equity goals. |

# 13. HIGH LEVEL IMPLEMENTATION PLAN

**Table 5.** High Level Implementation Plan

| Year | Objective # | Activity |
|---|---|---|
| 2019 | 1. Effective engagement of the Private Sector Constituency<br>2. Private Sector support for the GPE Financing Conference<br>3. Identify one or two specific challenges around which to engage the private sector<br>4. Develop private sector strategy for Board consideration | ➢ Regularly scheduled briefings and consultations with the GBC-Ed and private sector Board member.<br>➢ Secure sponsors for the Financing Conference; facilitate participation by business representatives.<br>➢ Co-lead launch of Data Roundtable<br>➢ Road Map developed; Senior consultant hired; Inception Report, Mapping Report, Goals, Principles and Objectives paper produced; Strategy under development following numerous consultations with partners and SIC. |
| 2019/ 2020 | 1. Assemble PS/F team<br>2. Develop 2-year implementation plan<br>3. Address DCP request for guidance/tools for effective private sector engagement at country level<br>4. Selection of 1 systems level challenge to address with private sector<br>5. Data Roundtable concludes and KIX data thematic work unfolds | ➢ Recruitment and on-boarding of team members<br>➢ Consult with MT, PS/F constituency; confirm financial and technical resources for implementation<br>➢ Organize/participate in DCP consultations to increase/share knowledge re their private sector engagement and challenges<br>➢ Internal and external consultations<br>Prepare for final meeting of the Roundtable and report |

| Year | Objective # | Activity |
|---|---|---|
| 2021/ 2022 | 1. Stock-taking<br>2. Advance systems level alliance(s)<br>3. Continued gathering of knowledge re DCP engagements; assess impact of guidance.<br>4. Look ahead to GPE 2025 | ➢ Consultation with SIC, Constituency, MT<br>➢ Continue working with internal/external partners to develop/implement alliance(s)<br>➢ Organization of/participation in DCP consultations/field visits<br>➢ Contribute to development of GPE 2025 with consideration of potential private sector role/contributions |

# ANNEX 1. TYPOLOGY OF PRIVATE SECTOR ACTORS

| Type of private sector actor | Description of what they do | Examples | Type of engagement | In ESPs | In ESPIGs | Implications for quality | Implications for equity |
|---|---|---|---|---|---|---|---|
| **1. PRIVATE SECTOR / BUSINESS COMMUNITY (whose business is not primarily education-related)** | | | | | | | |
| **1.1 Individual Businesses** | | | | | | | |
| 1.1.1 Individual international businesses | International & national business community, not as provider of core nor ancillary services but as engaged stakeholder (particularly around advocacy and expertise) | Mastercard, Econet | Expertise, Finance, Advocacy, Goods & Services | 22/46 ESPs encourage increased private (mainly business) funding to education; only 1 ESP mentions private sector in relation to advocacy | None of the ESPIGs describe private sector participation in the forms of corporate social responsibility, charitable giving, bonds or tax incentives | Potential to improve quality if expertise and voice is well used; particularly in articulating labor market needs and 21st Century skills development. | Risk that profit is prioritized over social impact; need rules-based systems (e.g. GPE Corporate Engagement Principles) to ensure fair and transparent engagement |
| 1.1.2 Individual national businesses | | National businesses (non-education) | | | | | |
| **1.2 Business Coalitions** | | | | | | | |
| 1.2.1 International business coalitions | Organize business community to provide voice & expertise on the importance of education, particularly as it relates to economic and human capital development (national & global education issues) | GBC-Education, UN Global Compact, Business Fights Poverty | Expertise, Finance, Advocacy, Goods & Services | Several ESPs encourage private sector participation & expertise in policy- making and some in regulation. Private sector (unspecified) seen as contributing to education systems in capacity-building. | 11 ESPIGs support private sector participation in policy- making, including private actors serving on strategy committees, LEGs & JSRs. 14 ESPIGs describe private sector advising / capacity-building in areas such as teacher & leadership training. | Potential to improve quality if expertise and voice is well used; particularly in articulating labor market needs | Risk that profit is prioritized over social impact; need rules-based systems (e.g. GPE Corporate Engagement Principles) to ensure fair and transparent engagement |
| 1.2.2 National business coalitions | | Chambers of Commerce, Rotary | Expertise, Finance, Advocacy, Goods & Services | | | | |
| **2. PRIVATE SECTOR / ANCILLARY SERVICES** | | | | | | | |
| **2.1 Consulting services** | | | | | | | |
| 2.1.1 International consulting firms | Provide advisory services, research, etc. | PWC, Cambridge Education | Expertise, Goods & Services | No apparent mention in Dr. Menashy's analysis | No apparent mention in Dr. Menashy's analysis | Potential to improve education systems if expertise is high quality & well applied; risk of supply-led international technical assistance not being aligned to national priorities | Potential to improve education systems if expertise is high quality & well applied; risk of supply-led international technical assistance not being aligned to national priorities and needs. |
| 2.1.2 National consulting firms | | Universities, LIC/LMIC think-tanks | Expertise, Goods & Services | | | | |
| **2.2 Financial services / Investors** | | | | | | | |

| Type of private sector actor | Description of what they do | Examples | Type of engagement | In ESPs | In ESPIGs | Implications for quality | Implications for equity |
|---|---|---|---|---|---|---|---|
| 2.2.1 For-profit investors (international, national) | Invest for profit (equity or debt) in education companies (both core & ancillary service providers) | Emerging Capital Partners, Spark Capital | Expertise, Finance | No apparent mention in Dr. Menashy's analysis | No apparent mention in Dr. Menashy's analysis | Private investment increases education financing (and may be particularly helpful at below-market terms) and therefore, potentially, education outcomes; but risk that profit is extracted at expense of quality | Private investment increases education financing (and may be particularly helpful at below-market terms) and therefore, potentially, education outcomes; but risk that profit is extracted at expense of equity |
| 2.2.2 Impact investors (international, national) | Mixed-motive investors (investing for profit and social returns) | Omidyar, Eleos Social Venture Fund | Expertise, Finance | | | | |
| 2.2.3 Commercial Banks (international, national) | Commercial banks that lend through commercial products (e.g. to education businesses) & consumer products (e.g. student loans, school fee loans) | Ecobank, Sinapi Aba (Ghana) | Expertise, Finance | | | | |
| 2.2.4 National Development Banks | Equity investors in private sector schools, training, intermediaries; can use other financial products | Commonwealth Development Corporation (UK), KfW (Germany) | Expertise, Finance | | | | |
| 2.2.5 Multilateral Development Banks | Equity investors in private sector schools, training, intermediaries; can use other financial products | International Finance Corporation (WB Group), Asian Development Bank | Expertise, Finance | | | | |
| 2.2.6 Corporate Foundations[13] | International & national corporate foundations that fund education, through investment (e.g. debt, equity) or grant financing; may be structured as companies or charities | Coca-Cola Foundation, Hindustan Unilever Foundation | Expertise, Finance | | | | |
| **2.3 Other general support services (e.g. ICT, infrastructure)** | | | | | | | |
| 2.3.1 Providers of education support services (international, national) | Companies that sell education support services, including Information & Communication Technology (ICT), infrastructure, data, publishing, quality inputs | Microsoft, Fountain Publishers Uganda | Expertise, Finance, Goods & Services | 2 ESPs mention role of private sector in data management; 8 in teacher training; 9 in textbook production; 10 in infrastructure; 7 in ICTs. | 5 ESPIGs include private involvement in teacher training; 1 in accreditation services; 14 in textbook production & distribution; 13 in infrastructure; 3 in ICTs for schools. | Requires effective procurement & management to get value for money for the public purse and also for GPE funds where ESPIGs are financing | Requires effective procurement & management to get value for money for the public purse and also for GPE funds where ESPIGs are financing |

[13] 'Corporate Foundations' will be covered by the GPE Private Foundations Strategy if the Foundation is primarily serving social goals, or the GPE Private Sector Engagement Strategy is the Foundation is a charitable arm of a company primarily serving corporate goals such as brand equity and marketing.

| Type of private sector actor | Description of what they do | Examples | Type of engagement | In ESPs | In ESPIGs | Implications for quality | Implications for equity |
|---|---|---|---|---|---|---|---|
| **3. PRIVATE SECTOR / CORE SERVICES** | | | | | | | |
| **3.1 For profit**<br>**3.1.1 For profit fee-charging** | | | | | | | |
| 3.1.1.1 Majority internationally owned network operators | Operate networks of fee-charging schools in developing countries | Omega, Rising Academies | Expertise, Finance, Goods & Services, Advocacy | 31/46 ESPs support fee-based private schooling (type not specified); 22/46 discuss the need for increased regulation of private schooling; 18/46 express a general encouragement of private school expansion | ESPIGs support fee-based private schooling in 8/46 countries; 5 ESPIGs include regulation of private schooling | Evidence Review shows that evidence is mixed on impact on learning outcomes (and broader quality outcomes) of low fee private schools | Significant risks to equity (e.g. fee-charging; the risk of long-term stratification of education opportunities by ability to pay; risks of gender inequality; risk of undermining public sector provision) |
| 3.1.1.2 Majority nationally owned network operators | | Frontier Schools (Zambia) | Expertise, Finance, Goods & Services, Advocacy | | | | |
| 3.1.1.3 Nationally owned single proprietor schools / KGs | Local entrepreneurs (often former teachers) operating generally single schools or KGs, sometimes 2-3 schools | Mom & Pop schools | Expertise, Finance, Goods & Services, Advocacy | | | | |
| **3.1.2 For profit non fee-charging (PPP subsidy)** | | | | | | | |
| 3.1.2.1 Majority internationally owned network operators (PPP) | As above, but not charging fees, either because schools receive subsidies from the state or parents receive vouchers to pay for schooling | Omega & Rising Academies in Liberia with PPP subsidy | Expertise, Finance, Goods & Services, Advocacy | 13 ESPs describe state subsidies to private providers; 6 stipends for disadvantaged students; 5 scholarships; 8 tax/fiscal incentives. No mention of vouchers. 29/46 detail support to, or encouragement of, PPPs in Early Childhood Education (ECE); 2 in health & nutrition. | 4 ESPIGs support private school subsidies and targeted stipends supported in 1 ESPIG. None of the ESPIGs describe GPE support to vouchers, scholarships or tax incentives. 2 ESPs support teacher training and textbook & materials provision for private schools. 8 ESPIGs support PPPs in ECE. | Evidence Review shows mixed results of impact on learning outcomes (and broader quality outcomes) of different PPP models (e.g. contract management; subsidies; vouchers) | Reduces risks to equity relative to fee-charging schools but equity risks still apparent in PPPs (e.g. performance-based contracting can provide incentives to exclude disadvantaged / weaker students). Targeting (e.g. through scholarships, stipends, vouchers) can help reach disadvantaged students. |
| 3.1.2.2 Majority nationally owned network operators (PPP) | | | Expertise, Finance, Goods & Services, Advocacy | | | | |
| 3.1.2.3 Nationally owned single proprietor schools / KGs (PPP) | | Mom & Pop schools with PPP or voucher subsidy | Expertise, Finance, Goods & Services, Advocacy | | | | |
| **3.2 Not for profit**<br>**3.2.1 Not for profit fee-charging** | | | | | | | |
| 3.2.1.1 NGO schools not for profit fee-charging | Non-profit operators who charge fees for cost recovery / financial sustainability | Some NGO & faith-based schools (e.g. BRAC, The Citizen's Foundation) | Expertise, Finance, Goods & Services, Advocacy | 14 ESPs describe NGO schools (not specified if fee-charging or free) | 9 ESPIGs support NGO schools (not specified if fee-charging or free) | Evidence shows mixed results on impact on learning outcomes (and broader quality | Fee-charging will carry risks outlined in 3.1.1. above (i.e. fee-charging; the risk of |

| Type of private sector actor | Description of what they do | Examples | Type of engagement | In ESPs | In ESPIGs | Implications for quality | Implications for equity |
|---|---|---|---|---|---|---|---|
| 3.2.1.2 Faith-based schools not for profit fee- charging | | Some NGO & faith-based schools (e.g. BRAC, some mission schools) | Expertise, Finance, Goods & Services, Advocacy | 11 ESPs describe faith-based schools (not specified if fee-charging or free) | 3 ESPIGs support faith-based schools (not specified if fee-charging or free) | outcomes) of NGO & faith schools; often, but not necessarily, effects can dissipate with provision at scale | long-term stratification of education opportunities by ability to pay; risks of gender inequality) |
| **3.2.2 Not for profit non fee-charging** | | | | | | | |
| 3.2.2.1 NGO schools not for profit non-fee charging | Non-profit operators who do not charge fees (N.B. some operators, such as BRAC, fit in both 3.2.1 and 3.2.2) | Some NGO & faith-based schools (e.g. BRAC) | Expertise, Finance, Goods & Services, Advocacy | 14 ESPs support NGO schools (not specified if fee-charging or free) | 9 ESPIGs support NGO schools (not specified if fee-charging or free) | Evidence is mixed on impact on learning outcomes (and broader quality outcomes) of NGO & faith schools; often, but not necessarily, effects can dissipate with provision at scale | Evidence on equity is mixed; there is evidence showing that NGO, philanthropic & faith- based schools can reach poorer communities, but also that they can exclude children |
| 3.2.2.2 Faith-based schools not for profit non- fee charging | | Some NGO & faith-based schools (e.g. BRAC, some mission schools) | Expertise, Finance, Goods & Services, Advocacy | 11 ESPs describe faith-based schools (not specified if fee-charging or free) | 3 ESPIGs support faith-based schools (not specified if fee-charging or free) | | |
| **4. PRIVATE SECTOR OPERATOR MEMBERSHIP ASSOCIATIONS** | | | | | | | |
| 4.1 International Membership Associations | Support / represent the interests of non-state operators; typically structured as non-profit organizations | Global Schools Forum | Expertise, Goods & Services, Advocacy | No mention in Dr. Menashy's analysis (was this a search category?) | No mention in Dr. Menashy's analysis (was this was a search category?) | Implications for quality not clear | Implications for equity not clear |
| 4.2 National Membership Associations | | GNAPs Ghana, APS Pakistan | Expertise, Goods & Services, Advocacy | | | | |

# ANNEX 2. ARTICLE 13 OF THE INTERNATIONAL COVENANT ON ECONOMIC, SOCIAL AND CULTURAL RIGHTS (ICESCR)

1. The States Parties to the present Covenant recognize the right of everyone to education. They agree that education shall be directed to the full development of the human personality and the sense of its dignity and shall strengthen the respect for human rights and fundamental freedoms. They further agree that education shall enable all persons to participate effectively in a free society, promote understanding, tolerance and friendship among all nations and all racial, ethnic or religious groups, and further the activities of the United Nations for the maintenance of peace.

(a) The States Parties to the present Covenant recognize that, with a view to achieving the full realization of this right:
(b) Primary education shall be compulsory and available free to all;

(c) Secondary education in its different forms, including technical and vocational secondary education, shall be made generally available and accessible to all by every appropriate means, and in particular by the progressive introduction of free education;

(d) Higher education shall be made equally accessible to all, on the basis of capacity, by every appropriate means, and in particular by the progressive introduction of free education;

(e) Fundamental education shall be encouraged or intensified as far as possible for those persons who have not received or completed the whole period of their primary education;

(f) The development of a system of schools at all levels shall be actively pursued, an adequate fellowship system shall be established, and the material conditions of teaching staff shall be continuously improved.

2. The States Parties to the present Covenant undertake to have respect for the liberty of parents and, when applicable, legal guardians to choose for their children schools, other than those established by the public authorities, which conform to such minimum educational standards as may be laid down or approved by the State and to ensure the religious and moral education of their children in conformity with their own convictions.

3. No part of this article shall be construed so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions, subject always to the observance of the principles set forth in paragraph I of this article and to the requirement that the education given in such institutions shall conform to such minimum standards as may be laid down by the State.

# ANNEX 3. INTERNATIONAL AND REGIONAL LEGISLATION AND AGREEMENTS, AS THEY RELATE TO THE PRIVATE PROVISION OF EDUCATION

**International frameworks**

Universal Declaration of Human Rights (1948, Article 26)

International Covenant on Economic, Social and Cultural Rights (1966, Articles 2 & 13; General Comment 13, 1999)

International Covenant on Civil and Political Rights (1966, Articles 3 & 26; General Comment 28, 2000)

Convention on the Rights of the Child (1989, Articles 2, 28 & 19; General Comments 5, 2003 & 16, 2013 )

Convention on the Elimination of All Forms of Discrimination against Women (1979, Article 2; 2010)

UNESCO Convention against Discrimination in Education (1960, Article 10)

ILO Convention 169: Indigenous & Tribal Peoples Convention (1989, Article 27)

**Regional frameworks**

African Charter on the Rights and Welfare of the Child (1990, Article 11)

Additional Protocol to the American Convention on Human Rights, Protocol of San Salvador (1988, Article 13)

Charter of Fundamental Freedoms of the European Union (2000, Article 14)

European Convention for the Protection of Human Rights and Fundamental Freedoms (1948) and its first Protocol (1952, Article 2)

European Social Charter (1997, Articles 15 & 17)

Council of Europe – Framework Convention for the Protection of National Minorities (1995, Article 13)

Council of Europe - Recommendation on Ensuring Quality Education (2012)

# ANNEX 4. GPE ANALYSIS OF WHETHER AND HOW THE PRIVATE SECTOR FEATURES IN 40 ESPS AND 39 ESPIGS (WITH SPECIFIC COUNTRY EXAMPLES IN ITALICS; 2018)

| ESPs | ESPIGs |
|---|---|
| **EXPERTISE:** the private sector is seen by many countries as a partner in policy- making, regulation and capacity-building, including in the areas of ICTs, curriculum development and M&E<br><br>*In **Lesotho** "the Government counts on development partnerships with religious organizations, the private sector, NGOs, communities, and development partners"*<br>*(2005, p.12).* | **EXPERTISE**: ESPIGs in 13 countries support private sector participation in policy-making (including LEGs & joint annual reviews); advising / capacity-building is the most common form of private engagement (15 countries), including for teacher training, leadership training, M&E.<br><br>*Private actors are members of the Joint Annual Review forum in **Zambia** and are to participate in the design of a private sector policy framework in **Pakistan**.* |
| **FINANCE:** more than half of countries (22 of 40) encourage increased private funding to the education sector; only 2 countries specify CSR; several countries seek to provide tax incentives<br><br>The ESP for the **Organisation of Eastern Caribbean States** (OECS) explains that adequate resource mobilization for public education will *"need significant enhancement through other sources, principally through donor agency funding and public-private partnerships"* (2012, p.53). | **FINANCE**: only 3 projects include components describing private funding to education; none of the projects describe any private sector participation in the forms of corporate social responsibility, charitable giving, bonds, or tax incentives.<br><br>The **Nigeria** ESPIG project document explains the need to address *"weak procurement capacity in the public sector and to build appropriate partnership with the private sector"* (2015, p.68). |
| **ADVOCACY & VOICE:** few ESPs mention the private sector with respect to advocacy<br><br>In **Haiti**, the government seeks to develop "specific activities" that can spread awareness of the importance of education, such as *"meetings, seminars, open days… in the schools with the participation of the private sector and partners"* (2013, p.111). | **ADVOCACY & VOICE**: only 1 ESPIG includes the private sector in advocacy.<br><br>In **Haiti**, an information campaign about education includes: *"External firms would be hired to conduct focus groups and provide technical assistance in the development and implementation of the campaign"* (2014, p.15) |
| **PROVISION OF GOODS & SERVICES:**<br>in over two-thirds of the countries (28 of 40), there is support for fee-based private schooling, often through PPPs including subsidies, stipends, scholarships, tax/fiscal incentives; 27 countries support PPPs in ECE; 18 countries discuss the need for increased regulation; the private sector is mentioned as a partner in data management, teacher training, textbooks, infrastructure and ICTs.<br><br>***Benin** specifies a public subsidy of 15% of the unit cost on average per pupil enrolment in private schools (2013, p.60). In **Kenya**, private school tuition will be paid via bursaries for students "from poor household and vulnerable areas"* (2014, p.156). | **PROVISION OF GOODS & SERVICES**: 10 ESPIGs<br>provide finance to for-profit private schooling, including via PPPs (4 through subsidies to private schools); 6 ESPIGs include regulation of private schooling; 7 ESPIGs support PPPs in ECE; some ESPIGs include private involvement in teacher training (4) and accreditation (1); data management is not supported by any ESPIGs. Most ESPIGs fund ancillary goods and services, including textbooks (12), infrastructure (12),<br>ICTs (4)<br><br>*Four ESPIGs include private school subsidies (**Bangladesh**, **Burundi**, **Haiti**, **Pakistan**), and targeted stipends are supported in one country (**Pakistan**).* |

# ANNEX 5. PRIVATE SECTOR STRATEGY ALIGNMENT WITH GPE'S RESULTS REPORT

| GPE 2020 Goals | Results Report 2018 main findings | Private Sector Strategy Alignment |
|---|---|---|
| **Goal 1: Improved and More Equitable Student Learning Outcomes through Quality Teaching and Learning** | - First milestones will be in 2018 (to be reported on in the 2019 Results Report) for:<br>• Proportion of DCPs showing improvement of learning outcomes (2020 targets are Overall 65%/50%)<br>• Percentage of children under 5 years developmentally on track (2020 targets Overall 74% / Gender disaggregated 75%).<br>- Urgent need for **more and better data on learning outcomes**: only 9 countries are expected to have sufficient data to assess learning improvement for the 2018 milestone.<br>- No new data on early childhood development. However, baseline (2011- 2014) data highlights the **need for greater investment in ECCE**: one third of children under the age of 5 in GPE DCPs were not developmentally on-track in terms of health, learning and psychosocial well- being. | The proposed private sector strategy recognizes the critical importance of improving the availability and use of timely data, including on learning outcomes. The PS team is already working with technical partners and the business community in the Education Data Solutions Roundtable, which is seeking a systems level impact on related data challenges. The need for more and better data on learning outcomes and ECCE will be highlighted in upcoming Data Roundtable meetings. |
| **Goal 2: Increased Equity, Gender Equality and Inclusion** | - 2017 milestones for basic education completion met, except for **primary completion in countries affected by fragility and conflict.**<br>- Gender parity in completion milestone met for primary, but not for lower secondary: suggests the need for a **stronger focus on access for adolescent girls.**<br>- Pre-primary enrolment targets met.<br>- Milestone for out-of-school rates met for both primary and lower-secondary age children overall, but not in countries affected by fragility and conflict: the **absolute number of out-of-school children grew at both levels.**<br>- Milestone for **gender parity in out-of- school rates missed at the primary level.** | The private sector strategy will be anchored on the KIX thematic work, including gender equity and ECCE. We will look for opportunities to engage the private sector in GPE's work in this area, particularly regarding adolescent girls and transition into and completion of lower secondary school.<br><br>We will also explore the private sector's interest in working with GPE on the challenges of fragile/conflict affected countries. |
| **Goal 3: Efficient and Effective Education Systems** | - 2017 milestones **not met** for:<br>• Pupil Teacher Ratio <40 (Overall 24% / FCAC 15% - 2020 targets are Overall 35% / FCAC 21%)<br>• DCP reporting of 10 of 12 international education indicators (Overall 30% / FCAC 21% - 2020 targets are Overall 66% / FCAC 54%)<br>- 2016 public expenditure milestone **met overall but not in countries affected by fragility and conflict** (Overall 79%/FCAC 63% - 2020 targets are Overall 90% / FCAC 86%)<br>- First milestones will be in 2018 for:<br>• Equitable Allocation of Teachers (2020 targets are Overall 48%)<br>• Repetition and completion rates (2020 targets are Overall 42% / FCAC 25%)<br>Use of learning assessment systems (2020 targets are Overall 47% / FCAC 36%) | We will explore Pupil:Teacher ratio challenges with the business community, and the potential application of new technologies.<br><br>On DCP reporting, we refer to the priority given to data in the strategy.<br>We do not believe the business community will likely work with GPE specifically on FCACs' public financing challenges as there are other areas, thematic and geographic, of stronger interest. |

# ANNEX 6: EXAMPLES OF SYSTEM-LEVEL IMPACTS OF BUSINESS PARTNERSHIPS IN EDUCATION, HEALTH AND AGRICULTURE

| Sector & Function | Examples, including impact (focus on scale and ideally 'system-level' impact) |
|---|---|
| ***Education***<br><br>***Expertise & Financing***<br><br>***Ancillary Services***<br><br>***(Jordan)*** | • The **Jordan Education Initiative** brings together multiple private sector actors, including **Cisco, Dell, Microsoft, Intel, and Hewlett-Packard** in support of Jordan's ambitious program of education modernization and reform.<br>• Launched in 2003 under the umbrella of the World Economic Forum, it is a public private partnership, or multi-stakeholder partnership,<br>• Integrates information and communication technologies into the education system in grades 1–12 to help Jordanian students develop critical skills crucial for job competitiveness and economic growth.<br>• The Initiative also seeks to build the capacity of the local information technology industry for the development of innovative learning solutions, and to build a sustainable model of reform supported by the private sector that could be scaled nationally and replicated in other developing countries.<br>• **Impact:** As of 2012, the program had introduced ICT equipment and software into **100 schools** and **trained 3,000 teachers**.[14] |
| ***Education***<br><br>***Ancillary Services***<br><br>***(Brazil)*** | • **Pearson's Sistemas** (school learning systems) provides **more than 2,000 schools** serving more than 500,000 students with a subscription-based package of curricula, technology, analytics platforms, teacher professional development, and school management.<br>• The scope of the Sistemas solution creates significant efficiency by optimizing quality and lowering costs for schools relative to comparable services.<br>• **Impact: 90% of** students in Sistemas public schools tested **at least 20% above the national standard**.[15] |
| ***Education***<br><br>***Ancillary Services***<br><br>***(Global)*** | • Microsoft's Partners in Learning is a 15-year, **$750 million initiative** that uses government partnerships to support teacher and school leader professional development and strengthen technology sales in **134 countries**.<br>• Address factors like teacher quality, 21st century skills development, and technology access at a national level, Microsoft and its partners seek to build the conditions for student achievement and strengthen education systems.<br>• **Impact:** M**ore than 12 million teachers** trained to use technology effectively in the classroom.[16] |
| ***Health***<br><br>***Financing Expertise Goods & Services*** | • **Project Last Mile** launched in 2010, is a collaboration among The Coca- Cola Company, The Coca-Cola Africa Foundation, **The Global Fund**, USAID and The Bill & Melinda Gates Foundation.<br>• Applies the Coca-Cola system's logistic, supply chain and marketing expertise<br>to help strengthen health systems across Africa. In 2014 the partners |

[14] 'The Jordan Education Initiative: a multi-stakeholder partnership model to support education reform', Policy Research Working Paper, World Bank, 2012

[15] The new role of business in global education: how companies can create shared value by improving education while driving shareholder returns', FSG Shared Value Initiative, undated

[16] 'The new role of business in global education: how companies can create shared value by improving education while driving shareholder returns', FSG Shared Value Initiative, undated

| | |
|---|---|
| ***(Global)*** | committed to investing **more than $21 million USD and significant in- kind resources** to reach a total of **10 African countries by 2020**.<br>• **Impact:** In Tanzania, for example, in some areas where the initiative has been implemented, the **availability of critical medicine has increased by 30 percent**.[17]<br><br>The **Gavi Matching Fund** is a funding mechanism that doubles financial and in- kind contributions from private sector donors. I<br>• Supported by the Bill & Melinda Gates Foundation and the Government of the Netherlands, the Gavi Matching Fund has available funds totaling **US$ 87 million** for the current strategic period.<br>• Gavi's **INFUSE (Innovation For Uptake, Scale and Equity) initiative** connects leaders in technology, business, investment, health and government to build an innovation ecosystem that has already **facilitated breakthroughs in vaccine delivery**.<br>• The platform is currently supported by the Governments of Canada and the United Arab Emirates and has available funding of **US$ 21 million**.<br>• **Impact:** Since 2016, the Gavi Matching Fund and INFUSE have collectively enabled **new partnerships worth over US$ 60 million that will help to advance Gavi's strategic focus areas for data management, demand promotion and supply chain, as well as vaccine procurement**.[18] |
| ***Environment***<br><br>***Financing Expertise Goods & Services***<br><br>***(Global)*** | • The Global Agriculture & Food Security Program Private Sector Window offers blended finance through IFC on concessional terms to de-risk & catalyze private sector investment.<br>• To date, the Private Sector Window has supported 61 agribusiness investment projects in 27 countries, deploying approximately $311 million of funds— include 67 projects across 27 countries for over $21 million.<br>• **Impact:** GAFSP reach to over one million smallholder farmers across the world, over 152,00 of whom are women, extend its reach into the most fragile markets in the world, demonstrating that blended finance can be a viable model for mobilizing private capital for development priorities. |

[17] Coca-Cola Company website, http://www.coca-cola.com/global/
[18] 'GAVI Annual Progress Report 2017', GAVI, 2017

# ANNEX 7: PROPOSED OPERATIONS & MANAGEMENT

**Core Processes and Oversight**

During its first year of operation, the Private Sector Engagement Strategy will be coordinated by the Private Sector and Foundations Team (PS&F Team), which is in turn overseen by GPE's CEO. As efforts mature, arrangements may be revised as needed. In addition, from the outset every proposed business or corporate alliance will be reviewed by the Secretariat's Management Team to ensure contribution to the achievement of GPE2020 goals and compliance with all relevant Board approved policies. Consideration and approval of proposed alliances by the Management Team must precede any signals of intent or commitment to third parties.

**Corporate Alliance Screening**

To support consideration by the Management Team of a proposed alliance with any business entity or corporation, the PS&F Team may engage with a professional screening firm to review the profile of proposed corporate partners. Such review shall include membership in globally recognized corporate groups such as the UN Global Compact or Business Fights Poverty, compliance with international and national laws, including human rights, tax, child labor and environmental laws, involvement in the manufacture of arms, tobacco or alcohol, pornography and discrimination. Reports by the screening firm shall be reviewed by the Management Team as part of its consideration of proposed alliances.

**Review of ongoing alliance(s) and Risk Assessment and Mitigation**

The PS&F Team will update the Management Team on a quarterly basis regarding the progress of any proposed or ongoing corporate alliance. The Secretariat's Risk Framework will be updated to include corporate alliances as a new area for regular monitoring and evaluation. Additionally, the PS&F Team will regularly brief the External Relations Team, including donor relations, communications and advocacy staff, of ongoing engagements with or issues with the private sector and mitigation measures underway.

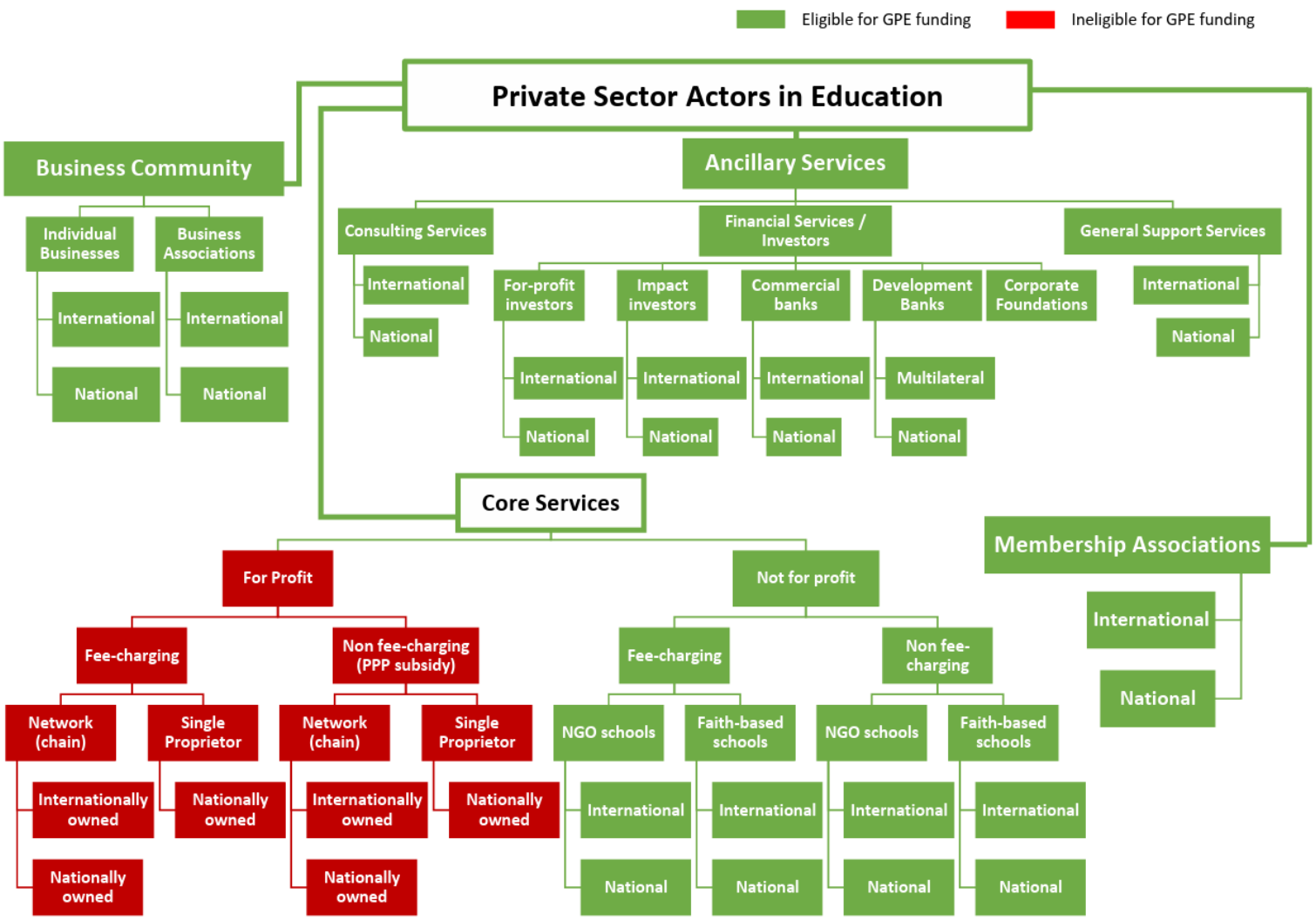
**Knowledge Management**

The PS&F Team will develop and maintain corporate alliance records that will capture all outreach to potential and current private sector parties and partners, and their responses. The Team will work with GPE's Operations Team to ensure that such data/information can be automatically captured by the Secretariat wide database. Additionally, the team will ensure that all alliances with the private sector include a 'built-in' knowledge capture mechanism to ensure that the impact of such alliances and lessons learned are confirmed and available to the Management Team, the Private Sector and Foundations Constituency and the PS&F Team. The Secretariat will report annually via the relevant GPE Committee to the Board on the progress of its work in this area.

**Private Sector and Foundations Constituency**

The PS&F Team will serve as the Secretariat's focal point for this constituency, or constituencies if they are split. In collaboration with the private sector Board member, the Team will organize quarterly briefing calls to bring the private sector members of the constituency up to date regarding GPE's progress generally and on engagement with the private sector, and to seek guidance regarding such engagements. The PS&F Team will also reach out to other business coalitions, such as the UN Global Compact and Business Fights Poverty, to encourage their engagement and broaden the constituency, consistent with Objective 4.1 of the Strategy.

# ANNEX 8: PRIVATE SECTOR ACTORS IN EDUCATION



## CONTACT

information@globalpartnership.org

## OFFICES

**Washington**
701 18th St NW
2nd Floor
Washington, DC 20006
USA

**Paris**
66 Avenue d'léna
75116
Paris
France

**Brussels**
Avenue Marnix 17, 2nd
floor B-1000, Brussels
Belgium

**Chennai**
Global Infocity Park, Block
C 11th floor
40 MGR Salai, Perungudi
Chennai, Tamil Nadu
600096 India

GPE Transforming Education