



# Building Inclusive Societies through Access to Quality Education:

## **The Role of the Private Sector**

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# Foreword

The active and passive exclusion of certain income, racial, ethnic, or geographic groups from meaningful political participation and access to basic services is a problem faced in societies around the globe, with important consequences for both economic and political stability. The problem stems from the weakness of states, imperfect markets, political and economic monopolies, and, many times, a legacy of racism and marginalization. Its resolution will lie largely in innovations that recognize the root causes of exclusion and their negative consequences, and in involving and promoting fresh voices in the policy debate.

In 2010, with funding from the Ford Foundation and leveraging the relationship with its sister organization, Council of the Americas, Americas Society embarked on a research and policy initiative to investigate and promote ways in which civil society, the private sector and public policy can expand social inclusion in the Americas. Given Americas Society's relationships with leading investors and policymakers in the Americas, it is well-positioned to engage stakeholders across sectors and bring them together to address the issue of social inclusion. We focused specifically on market access, health care and education because of their paramount importance to social and economic development. The first two initiatives are discussed in separate white papers. This report presents the findings and conclusions of Americas Society's research on education. In addition, three issues of Americas Society and Council of the Americas' (AS/COA) policy journal, *Americas Quarterly*, were dedicated to full coverage of these themes.

To begin the research, Americas Society formed a peer review committee that helped establish what was known on the topic and the areas appropriate for further research. The next step included collecting information from corporations, NGOs and foundations about existing initiatives. Preliminary findings of this research were presented at a conference in June 2010 in which diverse stakeholders, including the ministers of education of Panama and the Dominican Republic, participated and offered their recommendations. Building off conclusions from that meeting, the Americas Society traveled to Brazil, Peru and Panama to further identify programs that aspire to increase inclusion in education and to gain a better understanding of public-private partnerships in education operating in the region. In-country researchers in Brazil and Peru then set out to identify examples

of private programs or public policy initiatives that have met with success in broadening access to education. It is essential that we consider these cases in their larger regional context and use the lessons learned from them to promote improvements in education region-wide.

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The education component of our Social Inclusion Program is led by Christopher Sabatini, AS/COA senior director of policy, in collaboration with Edward J. Remache, graduate student at the Center for Global Affairs at New York University. Our in-country counterparts include Sandra Ribeiro, an independent researcher in Rio de Janeiro, Brazil, and Brigitte Davey, an independent researcher in Lima, Peru. Jason Marczak, AS/COA director of policy, provided support and assistance throughout the research and writing process.

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# Introduction

The Americas Society project on public-private partnerships (PPPs) in education stems from a Ford Foundation-funded project to investigate and spark policy discussion with business leaders, policymakers and civil society on ways to expand social inclusion in the Americas. Our decision to start this multi-year research and policy-discussion project with education is based on a central assumption: all things being equal, broad-based access to quality education is the key to social inclusion. This is not an assumption drawn out of thin air. Recent comparative studies have demonstrated that the greatest factor affecting social mobility is educational attainment.

Yet, despite the evidence and an emerging policy consensus on the importance of education, Latin America still lags behind in global measures of student performance and basic indicators of student enrollment beyond primary school. One of the conclusions is that the public sector—despite genuine efforts in some countries—remains hamstrung for a variety of reasons in its capacity to implement the reforms necessary for far-reaching improvements in access and quality.

Frustration has led many to hope that the private sector can serve as both a prod and/or implementer of educational reforms. Private-sector leaders and businesses hold the potential to inject fresh ideas in hidebound educational systems, to apply their considerable political capital to force politicians and policymakers to pay greater attention to education, and to provide resources and financial support to financially-strapped educational systems. Unfortunately, while genuinely innovative and committed efforts by private-sector leaders and businesses have proliferated, we discovered that the solutions were not that simple.

The paper that follows is the result of an eight-month research project that examined education-oriented PPPs in the region and conducted an analysis of case studies in Brazil and Peru.<sup>1</sup> These two countries were selected as contrasting examples of government-led reforms aimed at improving the quality of and access to education. Brazil's public education system has improved in recent decades through legislation aimed at improving basic education, and now focuses on making strides at improving other aspects of

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<sup>1</sup> The initial results of the study were published as an article in the Fall 2010 *Americas Quarterly*. See Edward J. Remache, "Public-Private Education," *Americas Quarterly*, Fall 2010, Vol. 4, No. 4, (New York: Americas Society/Council of the Americas, 2010.), pp. 72-79.

education. Peru's efforts continue to focus on basic education improvements, with a strong emphasis on technology. For the purposes of this study, the private sector has been defined as including for-profit, nongovernmental and nonprofit organizations and, more broadly, organizations not affiliated with any levels of government.

From our initial research and discussions on education initiatives in the region, we developed a typology comprising the range of activities undertaken by the most prominent PPPs. We divided these into thematic foci, recognizing, of course, that no one activity was mutually exclusive. Most PPPs can be identified by their work in these areas:

- teacher/student education
- provision of educational material
- support for information technology (IT)
- support and recognition for teachers and students
- curriculum support and enhancement
- donation of infrastructure
- school adoption
- advocacy

Through our initial survey of programs and trips to Peru and Brazil, we developed a matrix of programs that lays out the types of activities by corporation and organization—both foundations and implementing nongovernmental organizations (NGOs)—and by country. Intended by no means to be exhaustive, the chart below [Figure 1] presents an initial attempt at a typology of PPPs in the region based on our field work, surveys and interviews with program representatives.

Two conclusions stand out. The first of these is that, as admirable and effective as these targeted programs may be, they are just that—targeted. Even though many of them may be scalable, their ability to address the entire framework and function of a country-wide educational system is severely limited, especially without the active buy-in and support of the state. Programs like *Todos pela Educação* or *Mexicanos Primero* that convene business leaders to advocate for broader state reform are a step in the right

Figure 1

EDUCATIONAL PUBLIC-PRIVATE PARTNERSHIPS: AREAS OF ACTIVITY AND COUNTRY

	Teacher/ Student Education	Educational Materials	Information Technology (Upgrade/ Education/ Support)	Support and Recognition for Teachers/ Student (Mentoring/ Tutoring)	Curriculum Support and/or Enhancement	Infrastructure Donation	School Adoption	Advocacy
<b>Brazil</b>								
Braxis	●	●	●		●	●	●	
Ensina!	●			●	●			
Fund. Bunge	●	●		●	●			
Fund. Roberto Marinho	●	●			●			●
Fund. Sangari		●		●	●			
Fund. Trevo								●
Fund. Vale/CEDAC	●	●		●	●			●
Instituto Ayrton Senna	●	●		●	●			●
Instituto Coca-Cola	●	●			●			
Oi Futuro			●		●	●		●
Parceiros da Educação	●	●			●		●	●
Todos pela Educação								●
TV Globo	●	●			●			●
<b>Peru</b>								
Backus	●	●	●					
Barrick		●				●	●	
Empresarios x la Educacion	●	●	●	●	●			●
Enseña Peru	●			●				●
Intercorp Financial Group	●	●		●	●			
Fondo Minero Antamina	●	●	●		●	●		●
Care Peru	●			●	●			●
IPAE	●	●	●	●	●	●		●
Fund. BBVA Banco Continental	●	●			●			●
<b>Other Countries</b>								
Alliance for the Family	●	●			●			●
Chevron		●						
Fund. Gabriel Lewis Galindo	●	●	●	●	●			●
Fund. Motta	●			●	●			
IPEF	●	●		●	●			●
Toyota							●	
Fund. Cisneros	●	●		●	●			●
Fund. Santillana	●			●				
HSBC	●				●			
Mexicanos Primero					●			●
Telefónica	●	●		●	●			

direction, but they are still new.

Second, for different reasons (one of them being the disparate goals of the different programs) the collective impact on broad-based access to quality education is still limited. Few of the programs we studied made social inclusion an explicit goal. This is not to say that by failing to do so they are weaker or less effective. Rather, if a funder or implementer seeks to affect broader patterns of inclusion and mobility, explicitly building that into the program strategy and measurement will ensure that organizations can better gauge impact on an issue that we believe is critical and reaches far beyond education.

Finally, this study was not exhaustive and our findings were limited by resources, time and access. The findings presented here serve to highlight different examples of successful public-private collaborations in education in an effort to increase the dialogue between both sectors with the goal of highlighting the need for inclusion in education for greater long-term success in the region.



**No program has taken on as its primary focus improving the quality of education of Brazil's marginalized populations—arguably the overarching challenge confronting Brazilian society and its economy today.**





# Brazil:

## BUSINESS STEPPING UP AND THE PROBLEM OF SCALE

The bulk of public-private partnerships in Brazil are primarily in infrastructure, such as railways, highways and ports, and in general social welfare projects. Education-oriented programs fall within the latter category. Given the complexity of Brazil's multi-layered federal system and the distribution of educational responsibilities across those levels, these partnerships work at one or several layers of government: federal, state or municipal.

Most of the Brazilian federal government's new initiatives in social spending have concentrated on conditional cash transfer (CCT) programs, *Bolsa Família* being the most well-known. As these efforts are intended to break the cycle of intergenerational poverty among the poorest, many focus on education-related goals: *Bolsa Escola*, *Vale Educação*, *Dinheiro na Escola*, and *Brasil Alfabetizado*, among others. These programs have expanded access to basic social rights in education, health care and social welfare and have had a direct impact on improving education-related indices such as school attendance and literacy. But given their focus, the gains have concentrated on the poorest of the poor and not on overall access to education or broader systemic improvement of education.

The Brazilian government has also passed affirmative action legislation, specifically Law 9394/1996 (*Lei de Diretrizes e Bases da Educação Nacional*—LDBEN) on the Guidelines and Bases of National Education, and Law 10639/2003, which establishes the mandatory teaching of Afro-Brazilian and African history and culture in elementary school. Law 10639 has been considered a significant achievement in the educational policies of contemporary Brazil, especially for Afro-Brazilians. In 2008, Law 10639/2003 was amended by Law 11645/2008 to include the teaching of indigenous history and culture. The main objective of these laws is to promote an education that recognizes and values diversity and fosters greater appreciation for the contributions of the Afro-Brazilian and indigenous populations to Brazilian culture.

Overall, public investment in Brazil's basic education has also increased at the federal and state level. Helping this effort was the creation of the *Fundo de Manutenção e Desenvolvimento do Ensino Fundamental e de Valorização do Magistério* (FUNDEF), and its subsequent extension as the *Fundo de Manutenção e Desenvolvimento da Educação Básica e de Valorização dos*



*Profissionais da Educação* (FUNDEB) in 2007. The FUNDEB established minimum expenditures per primary-school student across the country and increased teacher salaries. Additionally in 2006, the federal government announced goals to increase education funding to 7 percent of Brazil's GDP. While a significant increase, two questions remain: how it will be spent, and whether even that increase is sufficient absent other changes. Many experts believe that a simple increase in budget will fail to address the other problems that ail Brazil's much-criticized and overburdened educational system, including teacher quality, difficulties in reaching poorer school districts and students, effective targeting, and administration. It is a problem magnified by the complexity of multiple players and layers of government that have a stake in education decision-making and management, raising in part the risk that the resources will not reach the most needy or be targeted to the root problems of under performance of the educational system.

On the other side, though, these anti-discrimination laws, CCTs and budget increases have opened opportunities for new initiatives by companies, NGOs and nonprofit institutions to focus on marginalized populations. The growing concern among policymakers of achieving near-universal access to primary education has also created a favorable environment and base for creativity. These conditions—some structural, some budgetary and some political—have helped create space and demand and ultimately draw attention to the quality of education by emphasizing factors such as ensuring the qualification of administrators, teachers and other professionals involved in education. Attention has also focused on helping struggling students in marginalized schools and developing new curricula and materials.

These opportunities have led to a spate of collaborations between the public and private sectors in education. In a field trip conducted from August 2 to August 8, 2010 and through on-the-ground research conducted by our local researcher, Sandra Ribeiro, Americas Society examined these efforts and conducted in-depth interviews and research with some of the most prominent and innovative organizations working to improve the quality of and access to education in Rio de Janeiro and São Paulo, Brazil. We interviewed directors of institutions including Jair Ribeiro of *Parceiros da Educação*, Fernando Rosetti of *Grupo de Instituto Fundações e Empresas* (GIFE), Jorge Werthein of *Instituto Sangari Brasil*, representatives of *Rede Globo's* education programs carried out in conjunction with *Fundação Roberto Marinho*, and *Fundação Vale's Ação Educação* program implemented in partnership with *Comunidade Educativa* CEDAC.

In addition, we interviewed Ana Toni of the Ford Foundation in Brazil on the topic of race and educational quality, and public-sector representatives at the state and municipal levels. These interviews provided us with an overview of education in Brazil, focusing on the states of São Paulo and Rio de Janeiro and the role of public-private partnerships, and generated the case studies that are in our report.

In general, these efforts by the private sector have helped to fill some of the gaps left by the state and contributed positively to improving education in isolated areas and cases. But, according to some, the vast majority of these initiatives have minimal impact when compared to the number of students in the school system. Broad accessibility to these programs is limited—a basic reality of the size of Brazil’s school system and its administrative complexity. But the diversity of the system and its decentralization also provide an opportunity for experimentation and initiative. With greater cooperation and effort, the private sector, with its technical skill and organizational mindset, can be a powerful prod and model for reform that goes far beyond individual cases. It can do this by working with public officials to scale up model programs and, through the public demonstration effect, help focus popular attention on the issue and potential solutions.



## **OVERVIEW OF EXAMPLES OF PPPs**

Involvement by the private sector in education has traditionally involved funding state-run projects and services. More recently, there is a growing sentiment that private-sector advantages in reducing costs, executing services, improving efficiency, and enhancing the quality of services offer opportunities to the private sector to adopt more responsibilities typically considered the domain of the state—and to do it better. Nowhere is this more necessary than in education. However, the private sector cannot take sole ownership of the education system. It is ultimately a public good. Nevertheless, the recognition and intent have created an opportunity for both sectors to work collaboratively to merge their strengths and apply them to improving the quality of and access to education in Brazil.

One of the existing PPPs in Brazil to improve management and efficiency in schools is implemented by *Parceiros da Educação* in collaboration with select public schools. Other initiatives emphasize education that goes beyond the basics to provide training for faculty on issues of Afro-Brazilian history and culture. The two programs we discovered that did this—the *A Cor da*

*Cultura/Telecurso 2000* and *Amigos da Escola*—were developed and supported by the *Fundação Roberto Marinho* and *Fundação Vale's Ação Educação*. These initiatives developed from the private sector's interest in improving the quality of education in Brazil by designing, funding and implementing initiatives in collaboration with the public sector that go beyond the basic curriculum. However, no program has taken on as its primary focus improving the quality of education of Brazil's marginalized populations—arguably the overarching challenge confronting Brazilian society and its economy today.

In many cases, educational institutions rely on the voluntary involvement and/or capitalization of resources from private companies that have programs in corporate social responsibility. Projects undertaken by *Fundação Bunge*, *Instituto Sangari Brasil*, *Instituto Coca-Cola*, and *Instituto Ayrton Senna* are prime examples of such corporate involvement. The projects implemented by these foundations and institutions primarily complement public education and often require the approval of administrators, faculties and other public-sector actors, especially for activities that relate to youth and vocational training. But their programs aim to address the needs of children through different approaches including improving the quality of teachers and administrators through teacher training programs and training programs for administrators—including strategic planning and management skills—as well supporting infrastructure development by constructing schools or classrooms or providing and installing educational equipment, including computers.

For the purposes of this study, we focused on three specific examples of PPPs in education: *Parceiros da Educação*, activities supported by the *Fundação Vale*, and the *Fundação Roberto Marinho's A Cor da Cultura* effort to promote inclusion and recognition of the Afro-Brazilian population and heritage. The three represent different approaches to PPPs, each with its own strengths and foci and each with a unique geographic focus and reach.

## PARCEIROS DA EDUCAÇÃO

*Parceiros da Educação* enlists businesses and entrepreneurs to support and work with public schools and then monitors their work and the school's progress. In doing so, it seeks to pair public education with expertise in business administration and management. The central operating belief of the group is that improving the academic success of students requires both financial and managerial investments in schools to make them more efficient and productive. In over 15 years of work, they have developed and sharpened

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methods for orienting, managing and evaluating this process among a growing number of partners.

*Parceiros da Educação* focuses on primary education and currently has 83 active partnerships with primary schools, 75 in the State of São Paulo, four in the State of Rio de Janeiro, three in Goiás and one in Rio Grande do Sul. By their count, more than 100,000 students and teachers have benefited from partnerships with *Parceiros da Educação* over the past 15 years.

*Parceiros da Educação* identifies a public school in need of economic and managerial support that is willing to partner with private investors who can help meet those needs. Generally and for specific schools, *Parceiros da Educação* seeks out and enlists companies and investors to participate in the program. Each school has specific characteristics and needs, so there is no set model for what investors provide for each school. This is determined by a needs assessment conducted jointly by the administrators, teachers, the local community, and the partnering businesses. *Parceiros* then develops a joint action plan centered on four key areas of support: pedagogy, management, community integration, and infrastructure.

Each company or entrepreneur chooses one of the schools selected by *Parceiros da Educação* or selects the area in which they are interested in partnering with a school. The company, under the coordination and monitoring of *Parceiros da Educação*, then invests capital and human and material resources to improve the academic success of students. Companies and individuals who fund these improvements through the *Parceiros* program do not receive any monetary returns for their contributions.

Some of the initiatives undertaken under *Parceiros da Educação* guidance have been: continuing education for administrators and teachers; reinforcement of literacy and accelerated studies; academic support to teachers (acquisition of teaching materials for projects developed by teachers, cultural resources, etc.); reform of the school's physical infrastructure; and maintenance of computer labs, a reading room or library. During the partnership, *Parceiros da Educação* conducts student performance evaluations, comparing student scores on standardized tests before and after *Parceiros*' involvement,

and shares this information with investors, using the results to guide future investments in the school.

Throughout the partnership, the public sector continues to cover the basic expenses of the school, such as electricity, water, salaries, school supplies, and the curriculum. The private investor complements the state investments through sponsored projects beyond the basics provided by the public sector. The private-sector contribution to each school varies from 100,000 to 200,000 reais (\$58,000 to \$116,000)—approximately five to ten percent of the school’s government-funded annual budget. The partnership is not intended to replace the state’s responsibility to provide basic education to the population, but to leverage their investments in this area. Typical partnerships under *Parceiros* are meant to last, at most, five years. And while the contributions of *Parceiros*’ investors have substantial effect on improving the quality of education for children in the schools they help improve, *Parceiros* believes that long-term change will have to happen from within the schools themselves—from administrators and teachers. In order to help this long-term process, throughout the partnership *Parceiros* engages administrators and faculty through 34 “partnership facilitators.”

## FUNDAÇÃO ROBERTO MARINHO: A COR DA CULTURA

*Fundação Roberto Marinho’s A Cor da Cultura* (The Color of the Culture) initiative was born by mobilizing people from the “Black Movement” and other social movements concerned with lack of attention in official curricula to ethnic and race relations and promoting the teaching of Afro-Brazilian and African history and culture. This mobilization was born in the wake of the creation of Law 10639/2003, which introduced a new dimension to education policy and the curriculum in Brazil.

The program began in 2004, with the first phase focusing on training activities in the states of Pará, Maranhão, Mato Grosso do Sul, Bahia, São Paulo, Rio de Janeiro, and Rio Grande do Sul. That phase ended in 2009. The second began in 2010 and is scheduled to conclude in 2011. It consists of conducting training in the states of Ceará, Pernambuco, Minas Gerais, Amazonas, and Mato Grosso. Between the two phases, the program will include every state in Brazil and will provide materials and training in an area often ignored in Brazil’s education system.

*A Cor da Cultura* provides continuing education for primary-school teachers to improve the integration of lessons concerning Afro-Brazilian heritage and its artistic, cultural and historical contributions to Brazilian

society into the classroom. The material backbone of the project is a kit developed by *Fundação Roberto Marinho* to train teachers about Afro-Brazilian history and culture and the government's anti-discrimination and affirmative action laws and programs.

Each program kit consists of:

- Three guidebooks for teachers with tips for using content;
- A glossary: *Memória das Palavras*;
- A CD: *Gonguê—a herança africana que construiu a música brasileira* (The African Heritage that Built Brazilian Music);
- One educational game: *Heróis de todo mundo* (Heroes for Everyone);
- DVDs, featuring episodes of all five programs produced by Canal Futura, specifically for *A Cor da Cultura*. They are: *Livros Animados*; *Nota 10*; *Mojubá*; *Ação*; and *Heróis de todo mundo*—a highlight of some of history's leaders of African descent.

Given the scope of the issue, the effort has worked with and mobilized a spectrum of individuals, schools and organizations. The kit was designed by expert consultants in the fields of Afro-Brazilian history and culture, African history and other content relevant to the educational process. The project has been implemented in more than 1,600 public schools and training centers and has collaborated with 114 NGOs and social movement organizations, 11 universities, and 254 institutional partners and education experts.

This initiative has also received significant support from the public sector, particularly the Ministry of Education. That support allowed for the production of more than 20,000 educational kits by the public sector. The project has also expanded its reach and media approach by adapting its content in collaboration with Canal Futura to create cultural and educational programming that enhances the *A Cor da Cultura* program and is readily accessible to Canal Futura's 44 million-plus viewers.

The *A Cor da Cultura* program's value has also been recognized by the public sector and has been incorporated into the national Ministry of Education's *Plano de Ações Articuladas* (Articulated Action Plan) to enhance the national curriculum, and has assisted in the distribution of over 18,000 *A Cor da Cultura* kits and 75,000 DVDs for schools throughout the country. The Ministry of Culture has also collaborated to produce the *Heróis de todo mundo* program for transmission over 400 community-based radio stations.

## FUNDAÇÃO VALE: AÇÃO EDUCAÇÃO AND ESCOLA QUE VALE

*Fundação Vale* has initiated two programs to improve the quality of education in Brazil. These are *Ação Educação* and *Escola que Vale*, both briefly summarized below:

The *Ação Educação* program, started in 2009, is a social investment program of Vale, Inc., the multinational mining company based in Brazil, which seeks to improve student learning by enhancing the decision-making of municipal authorities and improving fiscal responsibility. A part of this centers on assisting municipal authorities in the implementation and monitoring of the education programs developed by the federal and state authorities in municipal schools. The structural focus of the program is the *Plano de Ações Articuladas*. The program identifies opportunities for local fundraising, diagnoses the educational needs of the municipality, identifies priority measures, and develops action plans to accomplish them. *Ação Educação* assists in carrying out the actions recommended by the Articulated Action Plan. The program is implemented through the company's foundation, *Fundação Vale*, in collaboration with the offices of 38 municipal secretaries of education in the states of Maranhão, Pará and Sergipe—all locations where Vale, Inc. operates.

*Fundação Vale* organizes periodic meetings and the long-distance supervision of educators and public administrators and creates working groups within municipalities of managers and administrators to share strategies and experiences.

*Fundação Vale* invested over 2.7 million reais (\$1.6 million) in 2010 on the *Ação Educação* program and its activities. *Fundação Vale* estimates that, to date, approximately 438,000 people have benefitted directly and indirectly from the *Ação Educação* program. This includes administrators, trainers, teachers, and students. Unfortunately, the organization does not keep other, more systematic information about the impact on its target groups and municipalities, concerning funding raised, structural and pedagogical improvements, test scores, or retention or graduation rates.

*Fundação Vale* works in collaboration with *Comunidade Educativa CEDAC*, a Brazilian NGO dedicated to improving education and teacher quality, to develop new and innovative teacher education programs.

*Escola que Vale*, another of *Fundação Vale*'s initiatives, works in partnership with 26 municipal education ministries in the states of Maranhão, Pará, Minas Gerais, and Espírito Santo, and with CEDAC to train teachers, principals and supervisors from kindergarten and primary schools (first to fourth grades) in language, mathematics, arts, and school management. The goal of *Escola*

*que Vale* is to improve the quality of education by incorporating a professional, private-sector culture in the school's administrators and teachers.

CEDAC developed the training materials and the guidelines and employs approximately 15 trainers for its language, mathematics and management seminars. The trainers are also responsible for long-distance monitoring and supervising between training sessions. Thus far, the program has trained over 7,400 teachers (1,823 currently in the program) to improve education for over 284,000 students in the 10 years that *Escola que Vale* has been in effect. By 2010, *Fundação Vale* had invested over 4.7 million reais (\$2.8 million) in the *Escola que Vale* program.



## **TENTATIVE CONCLUSIONS FOR BRAZIL:**

The initial trip and in-depth field research yielded a number of conclusions and recommendations with implications for Brazil and beyond.

The first of these involves the overall policy environment for improving educational access and inclusion and how to address it. Inconsistencies in education policy in Brazil have undermined institutions charged with improving education. In most cases, each elected federal government, every four years, launches a new “educational project” or arrives with a list of new priorities. The same applies at the state and municipal government level. With some exceptions, namely FONDEB, the lurching from one government to the next (each with its own policies) creates a lack of continuity that challenges long-term planning and, ultimately, progress. As political priorities change, so do budget allocations that directly affect the quality of education students receive. Furthermore, and especially on the local level, priorities are set by individuals who are resistant to change. This further hampers progress.

Only through long-term, dedicated efforts and continuous investment can significant change in the quality of education be improved and meaningful access for the poor be achieved. Addressing this persistent policy incoherence calls for a consensus-oriented education policy that brings together different parties, civil society, businesses and entrepreneurs, and technocrats. The objective should be to establish a non-political education policy that will transcend electoral cycles and parties and serve as a fundamental framework for establishing concrete budget levels and priorities, much like how the CCT programs have been implemented across administrations.

One early step in this process has been the formation of *Todos pela Educação*. But the association of leading Brazilian industrialists and



intellectuals needs to become more engaged in consistently advocating for education reform and improvement for the poor, beyond broader educational reform. Until this fundamental consensus around reform and a more aggressive stance to addressing the lack of access for the poor are established, many of the programs funded by individual corporations and businesses and implemented by dedicated NGOs—while effective—are working on the margins.

Now to the individual PPPs we looked at. The first commonality to all PPPs in education in Brazil is that many initiatives, including the ones highlighted here, have a small impact in relation to the total number of children, youth and adults in need of these initiatives. Brazil is simply too large and complex for any one group to secure a nation-changing impact. That is not to detract from the effectiveness of the individual programs. But it is particularly true of programs that aim to improve access of marginalized and minority groups to quality education.

There are a number of reasons. Primarily this focused impact relates to the limited resources and the lack of coordination across levels of government both vertically (from federal, to state, to municipality) as well as horizontally (from municipality to municipality and from state to state).

Some programs, like *Fundação Vale/CEDAC's Ação Educação*, work around issues of coordination through “working groups” that bring people together across municipalities or within municipalities. But these efforts have only limited effect as the lessons learned are only shared with those they reach out to and who choose to attend. One way to expand impact is for those programs that have demonstrated real success (measured through improved student performance on government tests—something not all programs use) to be encouraged to find partners in other regions, perhaps through government incentives.

A second issue relates to how to measure the impact of PPPs in education. Considering the number of variables that contribute to and influence these projects, it can be difficult to assess the benefits of these programs effectively. Among these is the presence or absence of public-sector programs that promote student attendance, such as the CCT programs. With so many variables, it can be difficult to attribute success to one education initiative without accounting for the effects that other non-educational programs have had on its success. Perhaps one way is a targeted measure of inclusion, evaluated by quintile and/or race and levels of retention and performance. But even more important, it could also offer a broad but focused way of targeting PPPs that could be extended across Brazil.

Initiatives such as those described here represent a valuable contribution to the education system in Brazil, particularly through the ongoing training of teachers and school management. Pedagogical support is essential to improving the quality of education for children; ultimately, the quality of education rests on the quality and dedication of the teachers. But the impact depends on how that affects the chances of those at the bottom rungs of the ladder.

Perhaps the greatest challenge for all these programs is that though there are many collaborative initiatives between the private sector and the various levels of the public sector, only a few focus on inclusion as a central theme. Several initiatives seek to help groups struggling with basic education standards. For the main at-risk groups (Afro-Brazilians, Brazilians of indigenous descent, and girls) these initiatives serve to increase inclusion—though they are not specifically designed to do so. Greater efforts like those of the *Fundação Roberto Marinho's A Cor da Cultura* could be a model, paired with other efforts to foster not only a greater understanding and appreciation for Brazil's diversity among the country's youth but also their chances.





# Where's the Partnership in Peru's PPPs?

## THE LACK OF PUBLIC-PRIVATE TRUST AND COORDINATION

The administration of President Alejandro Toledo (2001–2006) enacted a series of legal and structural reforms intended to improve public education and access. The most notable change was the *Ley General de Educación* (General Law of Education) No. 28044, which entered into law in July 2003. The law “reaffirms the centrality of the learner and education as an ongoing process throughout life, emphasizes the responsibility for educational outcomes and regular assessment of the system, learning and teachers, accreditation of educational institutions, the participation of civil society and the responsibility of different actors and sectors of the state,” according to education expert Luis Guerrero.<sup>2</sup> It also created the National Council of Education, an autonomous public office that developed the National Education Plan through 2021 by working with teachers, administrators and former students.

In 2002, President Toledo decentralized responsibility for education administration and curriculum design and implementation. The push to the periphery in terms of educational policy gave regional governments more autonomy over educational priorities to better allow them to incorporate specific regional needs and cultural diversity, and gave them greater scope to address weaknesses in programs at the local level. Similar to the Toledo administration's efforts in other ministries to engage local communities, the government-established regional councils, *Consejos Participativo Regional de Educación* (COPARE), to bring together the educational community and local civil society to participate in, and oversee, regional education policies.

Through these initiatives and administrative reforms, President Toledo created a new institutional framework that helped to guide and oversee a number of new education initiatives including *Fundación BBVA Banco Continental's Leer es Estar Adelante* and *Instituto Apoyo's Matemática para Todos*. The new initiatives are aimed at improving reading and math skills. Additionally, President Toledo initiated a Peruvian CCT called *Juntos* (Together) that

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<sup>2</sup> Estudio nacional de Perú, Luis Guerrero Ortiz y Karin Rivas Valdivia. Lima, octubre del 2007. Comunidad de Práctica en Desarrollo Curricular. Región Andina / OIE – UNESCO. En [http://www.ibe.unesco.org/fileadmin/user\\_upload/Inclusive\\_Education/Reports/buenosaires\\_07/peru\\_inclusion\\_07.pdf](http://www.ibe.unesco.org/fileadmin/user_upload/Inclusive_Education/Reports/buenosaires_07/peru_inclusion_07.pdf)

provides subsidies—as of January 2009—to over 400,000 single-parent, elderly and foster-parent households with children under the age of 14. Unlike other CCTs, *Juntos* stipends are not conditional on school attendance and are thus marginal to our discussion of educational inclusion.

Following President Toledo, President Alan García focused on improvements in information technology (IT) in education. One of the central programs implemented by the García administration was the “One Laptop per Child” program. The program seeks to integrate simple computer equipment—including a low-cost laptop—and IT literacy skills into the classroom. To date, nearly 115,000 computers have been distributed to classrooms, representing only 40 percent of the government’s goal for 2007–2009. Despite this progress in IT, experts like Patricia Ames of the *Instituto de Estudios Peruanos* (IEP) worry that such efforts may have little impact without mastery of basic education skills.<sup>3</sup>

Another important government initiative was the 2009 creation of the *Colegio Mayor Secundario Presidente del Perú*, a boarding school that selects 1,000 of the brightest public-school students and provides them a high-quality high school education. The objective is to develop their academic potential and leadership skills often limited by scarce resources available for such development. Though small in size, the program represents some recognition on the government’s behalf of the fact that regular public schools currently fail to develop the full capacity of talented students.



## **OVERVIEW OF EXAMPLES OF PPPs**

During the first half of the last decade, private-sector involvement in education began to grow and individual and group efforts, through organizations such as *Empresarios x la Educación*—a Lima-based NGO created to help coordinate private-sector efforts in education—emerged to improve the quality of education in Peru. Some of the best known programs are *Matemática para Todos*, *EducaRed* and *ProNiño* by *Fundación Telefónica*. These efforts operate with little or no support from the public sector. The reason often given is that they do not fit with the government’s education priorities.

Greater collaboration between the public and private sectors is seen in programs that train teachers and administrators to improve teaching methods. One of the main reasons for this convergence is the shared concern over the

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<sup>3</sup> Patricia Ames, Investigator for Instituto de Estudios Peruanos (IEP), In <http://www.foro-educativo.org/index.php/welcome/noticia/395>, (Last accessed January 4, 2011).

poor performance of Peruvian students in rural areas and from the lowest economic quintiles on international surveys conducted by the World Bank and the UNESCO Institute for Statistics. These surveys establish a strong statistical correlation between educational performance and socioeconomic status. Private concern for improving education dovetails with growing programs of corporate social responsibility by investors in Peru such as Backus, Banco de Crédito del Perú, Telefónica, Intercorp Bank, Barrick Mining, and Antamina to name a few. Many companies have made strategic alliances and partnerships with some of the country's leading educational and research institutions including *Instituto Apoyo*, *Instituto de Estudios Peruanos (IEP)*, *Grupo de Análisis para el Desarrollo (GRADE)*, *Universidad Peruana Cayetano Heredia (UPCH)*, *Pontificia Universidad Católica del Perú (PUCP)*, and others with the technical expertise to develop effective education initiatives. To implement these programs, the businesses or their foundation arms must have the approval and participation of the public sector at various levels of government—from national, to regional, to local, and within them the offices with education-related portfolios. Our research found that on many occasions private programs received only tacit approval for their programs and little support to enhance or improve those programs, let alone implement them on a larger scale.

As in Brazil, the greatest weakness of these programs comes from their limited geographic reach. Many of these programs are implemented primarily in the areas in which private-sector companies maintain operations. This has created an opportunity for groups like *Empresarios x la Educación* to provide economies of scale and avoid duplication, and to share lessons learned and best practices to more effectively apply private-sector resources.

However, despite collaboration in the implementation of private-sector initiatives in public education, private-sector efforts remain largely small and limited partly due to the high degree of mistrust between public-sector actors and private-sector investors. Private companies have little confidence in the expertise and technical skill of education administrators and teachers. Professional public educators mistrust the private sector's intentions and see the private sector's interest as primarily driven by their bottom lines. And both mistrust the government officials and decision makers largely because of their historically low support for initiatives aimed at improving education through private institutions. The mutual distrust impedes more cooperative and synergistic relations and hampers the spread of proven, successful efforts throughout the public school system.

This sentiment became especially clear through interviews with directors and managers of various companies, with the leaders of organizations implementing these education initiatives, and with government officials. In fact, several private-sector representatives expressed their belief that the public sector was incapable of implementing the types of programs necessary to improve education due to a lack of technical expertise, ineffective bureaucracy, and, at times, corruption. Other private-sector representatives noted that the public sector operated too slowly to make any meaningful changes and though it did not necessarily “get in the way” of the private sector’s efforts, it did not work in partnership with the private sector. Finally, public-sector representatives expressed their discomfort in dealing with the private sector because businesses have been consistently critical of the government’s efforts.

While some progress has been made by the public and private sectors at improving the quality of education in Peru, the same challenges that have prevented equal access to quality education remain and continue to demand remedies. Studies conducted by the World Bank have highlighted the high correlation between poverty and achievement in education.<sup>4</sup> Most affected by this correlation are the indigenous populations of Peru who make up roughly a quarter of the country’s population, yet are overrepresented among the country’s poor. Recent standardized test results have shown an improvement in math and reading comprehension in schools that have implemented education initiatives developed through public-private partnerships. Bilingual education initiatives have helped to increase performance for some of the population in primary schools but much remains to be done beyond those early years.

Most of the programs surveyed in Peru focused on teacher training and the development and provision of educational materials. But even within these areas, only a limited number of programs were specifically developed to address the inclusion of marginalized populations. That is not to say that marginalized populations are not benefitting from these programs; they are. But in all but one case surveyed, it was not the primary focus.

One possible explanation for this is the difference between the policy environments in Brazil and Peru. In the case of Brazil—where PPPs are more generally focused on this issue—the government has paid specific attention to

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<sup>4</sup> “Toward High-quality Education in Peru: Standards, Accountability, and Capacity Building, ” A World Bank Country Study – The World Bank, (Washington, D.C.: The International Bank for Reconstruction and Development/The World Bank), Web, [http://www.ebook3000.com/others/Toward-High-quality-Education-in-Peru--Standards--Accountability--and-Capacity-Building--World-Bank-Country-Study-\\_74232.html](http://www.ebook3000.com/others/Toward-High-quality-Education-in-Peru--Standards--Accountability--and-Capacity-Building--World-Bank-Country-Study-_74232.html), pp.3-4.

the issues of inclusion and race through legislation and has embraced the support of the private sector. In Peru, despite recent legislation addressing the need for bilingual education in indigenous communities and recognition of their plurinational state, such a policy environment or sense of shared goals does not exist. In fact, improvements to Peru's education system are mainly focused on primary education and in increasing access to technology, according to Martin Benavides of GRADE.

Additionally, public-sector education administrators have developed curricula in native indigenous languages directly targeting these excluded populations. However, these programs have been focused primarily on teaching basic skills, while lacking focus on more technical skills useful for employment or higher education.

There are some sociological factors that have played a role in limiting the amount of government as well as private-sector involvement in inclusion projects. The geographic location of marginalized populations in Peru, outside of the main metropolitan centers, makes it difficult to reach them and requires a concerted effort to address their needs. Additionally, despite an absolute increase in public spending in education, the share of the education budget relative to other areas has remained constant.

Geography also dictates the reach of many private-sector initiatives. Most programs operate in the areas in which the sponsoring company is located or has operations. Focusing programs in these "areas of influence," though, means that they are not aimed at specific populations based on need or a broader social goal, but rather more immediate concerns. More often than not, these are simply efforts at fulfilling corporate social responsibility requirements and thus have a limited effect on making significant and lasting improvements to education.

For the purposes of this survey, we looked in depth at three programs in Peru, each representing a different aspect or focus on PPPs in this field. They are: two projects implemented by the *Fondo Minero Antamina* (Antamina Mining Fund) and *Fundación BBVA Banco Continental's Leeres Estar Adelante*.

## **FONDO MINERO ANTAMINA**

Since its creation in 2007, the *Fondo Minero Antamina* has run several education programs, all developed under the company's policy to invest in education in the areas where it has mining operations in Ancash, Peru. What guides their investment philosophy in education is the belief that human

capital is fundamental to the development of the localities they work in and to the company itself. To this end, the Antamina Mining Fund partners with NGOs and organizations that can assist it in implementing additional programs.


One such program is *Hatun Yachay*, implemented in partnership with Care Peru and with the support of the Peruvian Ministry of Education. This program, initiated in 2008 in the provinces of Huari, Carhuaz and Huaraz, seeks to improve access to quality education in the indigenous areas of the Ancash region. The program focuses on improving access to quality education at the pre-school, primary and secondary school levels. It does so by increasing community involvement, improving the quality of teachers and administrative capacity through continuing education, increasing cultural awareness by promoting education in Quechua and fostering youth leadership skills and gender equity.

The program addresses one critical area in these three remote provinces: the lack of resources for education. The Peruvian government's Local Education Project (CEP) does not yet reach many of these areas, and many of the local government offices lack the capacity to respond to the difficult cultural and socioeconomic needs of the local population. The Antamina Mining Fund fills this gap by providing financial resources while Care Peru oversees their allocation and application at the local level in collaboration with the Ministry of Education of Peru, the Regional Education Directorate of Ancash and the local education authorities in the provinces of Huari, Carhuaz and Huaraz.

As of last year, the *Hatun Yachay* program, also known as the *Educación Bilingüe Intercultural en los Andes* (EDUBINA) program, has been operating in 83 schools serving over 8,000 children, teachers, administrators, public education authorities and local leaders. Among the program's achievements is the accreditation of 176 teachers in the Huari province (representing nearly 80 percent of the province's educators) instructed in the program's curriculum development and teaching methodologies. Additionally, *Hatun Yachay* has helped 30 districts in the Ancash region develop their own curricula adapted to the socioeconomic needs of their respective areas.

A second program supported by Antamina Mining Fund is the *Programa Red Integral de Escuelas* (PRIE), launched in 2009 in three provinces of the Ancash region—Huarmey, Recuay and Bolognesi. The project focuses on improving the education of primary-school children in single-teacher schools and multiple grade schoolhouses. Created to address a critical shortfall in the proficiency of children in the region in reading, writing, math, verbal communication, social skills, and independent learning during the earliest years of





**The mutual distrust impedes more cooperative and synergistic relations and thus hampers the spread of proven, successful efforts throughout the public school system.**

development, it provides training and classroom support to 100 primary schools and works with parents to help them reinforce lessons. The goal of the program is to achieve significant improvements in the retention and learning of reading, writing and math of children in the target provinces.

PRIE has benefitted over 5,000 children and worked with over 100 administrators and over 300 teachers. Through their school networks, administrators, teachers and parents in the program become an integral part of a child's education and development. PRIE owes its success to its a public-private collaboration that brings the *Instituto Peruano de Administración de Empresas* (IPAE), *Empresarios x la Educación*, and the Fund together with the Regional Education Directorate of Ancash and the *Unidades de Gestión Educativa Local* (UGEL), or local education administrations, in the Huarney, Recuay and Bolognesi provinces.

Last, *Fondo Minero Antamina* also supports the construction and maintenance of educational facility infrastructure. Their efforts have included the construction of playgrounds in Huarney, Huari and Bolognesi, ongoing construction of classrooms in the Llata district, and ongoing construction and rehabilitation of 150 educational facilities throughout the Ancash region.

Antamina's efforts also include technical colleges like the *Centro de Educación Técnico Productiva* (CETPRO) education centers. This involves equipping rural schools with computer labs and requires a collaborative effort for teacher and student training from parents, community leaders, and the community as a whole. In addition, Antamina also donates libraries for schools.

The Antamina Mining Fund works with various levels of the Peruvian government. The Ministry of Education, Regional Education Directorate of Ancash, and UGEL from Huari, Carhuaz and Huaraz are all partners and allies in implementing Antamina's programs. But while the effort works well at a national level, according to a number of sources, corruption in regional governments has diluted the impact of the efforts locally, with resources often being used for political or electoral purposes by local officials. Unfortunately, the national ministry has yet to step up to help iron out these local wrinkles.

Antamina Mining Fund's relations with local governments remain difficult. Many view the private sector generally with suspicion and the control of the UGELs by regional governments complicates that relationship all the way to the local level. In addition, most regional governments remain focused on infrastructure. At the national level the relationship between Antamina and the government is more stable; national, public programs for teacher training work with the Antamina Mining Fund programs.

## FUNDACIÓN BBVA BANCO CONTINENTAL

Through their foundation *Fundación BBVA Banco Continental*, BBVA works worldwide to improve education in the countries where they have offices.

In September 2006, *Fundación BBVA Banco Continental* launched *Leer es Estar Adelante* (To Read is to Get Ahead). The program is funded and promoted by *Fundación BBVA Banco Continental* and implemented by a technical team from *Instituto de Estudios Peruanos*. For BBVA, the difficulty has been in working with their counterpart and their conflicting standards for management efficiency. Despite these difficulties, the program has achieved significant improvements in children's reading comprehension and has improved management in the Ministry of Education, regional governments and local UGEL offices.

*Leer es Estar Adelante* works in the provinces of Arequipa, Ayacucho, Lima, Loreto, Piura, La Libertad, and Ancash. The program targets students in primary school (grades 3 to 6) and provides textbooks aligned with the national curriculum. The materials include problem-solving exercises, reading comprehension and recommendations for parents to encourage reading habits in their children.

*Leer* also incorporates an interactive Web program that complements the program literature and provides useful information for teachers, parents, students, and the general public. Accompanying the Web program are teacher training exercises that are also given to educators participating in the program in person. Educators in the *Leer* program participate in teacher networks to share experiences and facilitate peer learning, and serve to provide participants with a peer support network.

The program encourages the involvement of the community to support the curricula and to support their children's reading and education. At the same time, *Fundación BBVA* works with the Ministry of Education and regional governments in testing students (administered by the *Instituto Quanto*) to measure improvement. In all, *Leer* serves 51,225 students in 437 schools and

has led to the development of children's reading comprehension skills as shown by the Ministry/*Instituto Quanto* tests.

The *Leer* program has made as one of its central tenets the need to establish clear national education policies and projects, as well as region-specific education policies. To this end it has facilitated coordination with the local UGELS and the Regional Education Directorates in the seven regions where the project began: Ayacucho, Piura, Arequipa, Loreto, Lima, La Libertad, and Ancash. The task, however, as one *Fundación BBVA* official noted, is easier when the regional directors serve for a longer period of time.

Other companies operating in Peru have noted *Fundación BBVA*'s success in improving student test scores. *AFP Horizonte* is currently involved in implementing the program in schools in Lima and in 2011, Barrick Mining is planning to adopt the program in the areas where it works. Fulfilling its agreement with the Ministry of Education after the improvements in student standardized test scores, *Fundación BBVA* donated the program's methodology and the rights to print their books to the state—which has opened up the opportunity for other Peruvian children to access the same materials.



## **TENTATIVE CONCLUSIONS FOR PERU:**

Although the research is only preliminary, a number of conclusions and tentative recommendations can be drawn from the cases in Peru. The first is the importance of collaboration between the public sector and private efforts. To be sure, overcoming a culture and history of distrust—and even disdain—is not easy. The ability to scale up successful programs from individual schools, communities and even provinces is essential, but it is impossible without the cooperation (not to be confused with intervention) of public authorities. In Peru, the levels of decentralization represent a complicating factor, in part because of the varying levels of government, authority and responsibility, but also—as one of our case studies admitted—the potential for corruption at the local level that can impede progress and drain resources.

In Peru, a greater role for public officials is all the more necessary given the localized nature of these programs. Many of them, particularly those supported by natural resource extraction companies, work primarily in those companies' areas of operation. That in itself is not negative and is understandable. But it limits the positive impact of these efforts to a small number of schools, teachers and students who represent a small percentage of all schools, teachers and students in Peru—and most of them in inland regions and in

particular the “*sierra*.”

To a degree NGOs like *Empresarios x la Educación* are helping to address this by sharing information across companies and groups and with the public sector. Companies like Backus are doing the same by serving as an implementer for a number of programs. What we did not find, however, unlike in the case of Brazil, is a broad coalition of businesses and leading entrepreneurs advocating for nationwide reform. Groups like *Todos pela Educação* in Brazil and *Mexicanos Primero* have banded together in an attempt to provide a powerful, proactive, private-sector voice for education reform. Those efforts are still incipient. Nevertheless, while there are a number of prestigious and technocratic think tanks dedicated to education in Peru—such as GRADE, *Empresarios x la Educación* and *Instituto de Estudios Peruanos*—no such analogous business-based group, with the same private-sector “*poder convocatorio*” exists in Peru yet.

Based on these observations and the roundtable Americas Society convened of business, public officials and NGOs in Lima on November 2, 2010, several recommendations stand out. First, given the levels of distrust between the two sectors—evident even in the roundtable—the Peruvian Ministry of Education should seek to establish a forum in which private-sector leaders, NGOs and public-sector officials—from the national and departmental level—can discuss planning, goals and resources. Such efforts should be done with due respect for the autonomy and the differences in views and goals across all sectors. Such a forum would provide an importance space to share information and coordinate programs and information and, perhaps, build trust.

Second, and along these lines, there should be some effort to clarify the legal roles and responsibilities for PPPs in education. In Brazil, states have established legal frameworks defining those roles. In Peru, based on the roundtable discussion, there appeared to be extensive debate about whether such a regulatory framework existed and—if it did—what it contained. Convening experts and stakeholders to review that topic and, when necessary, revise existing rules would provide an opportunity for trust-building as well as a solid legal basis for collaboration.

Last, to help facilitate this exchange of information and cooperation, a local or regional partner should consider the development of a database. Such an effort could collect information on activities, their locations, points of collaboration with government, thematic foci, etc.





# Conclusion

Several conclusions can be drawn from the regional study and these in-country case studies. For the sake of simplicity and to better track with our recommendations, we list them below:

**First**, the private sector has recognized the problems in the educational systems in the region and has become increasingly engaged. **The private sector’s attention and organizational, financial and political involvement is a valuable asset and much-needed catalyst for improvements in public education, particularly in primary and secondary school.**

Private funding for education initiatives has grown in recent years as companies have sought to increase their involvement in the communities in which they operate and as a means of fulfilling their objectives for social responsibility. This recent development has had the effect of increasing investment in education while incorporating some of the strengths of the corporate world, including implementing quality controls and operating efficiencies that are natural in the business environment but often absent in the public education sector. However, the type and extent of investment varies by country. Most of the efforts involve support for teacher training and curriculum development, though innovations in the adoption of schools or political advocacy are also occurring in places like Mexico and Brazil.

**Second**, the political and policy context matters. **Multiple layers of bureaucracy—both vertically and horizontally—can provide opportunities for experimentation at the local or regional level but can also complicate the ability to scale-up programs to have a broader impact on more students.** As we saw in Peru, local government control (and turnover within those governments) can impede progress and—in one case—risk funds and efforts being diverted for political or even personal ends. Also, a political commitment to education reform—and to assistance from the private sector—from national politicians, ministers and technocrats can help create a more favorable environment for collaboration. In Brazil that has existed. In Peru it has been lacking.

**Third**, **without public support or collaboration, impact will be limited.** The private sector cannot make the necessary changes to public education on its own; at best its resources, energy and commitment can serve

as catalysts. Thus, it is vital that private programs seek public support through collaborative partnerships in order to be successful. Yet it is too often lacking. The private sector has become accustomed to working around the public sector or limiting their interactions with government officials because they see them as an obstacle to implementing their programs. In the words of one private-sector representative, “we only work with the public sector to get approvals for our programs, not for their help in implementing them.” In contrast, programs such as Backus’ *Escuela Virtual Backus* and Bunge’s *Comunidade Educativa* have been successful at implementing and expanding their programs through public-sector support and promotion. These collaborations helped to ensure that successful programs and materials were shared by other departments, adopted across geographic regions and reinforced national educational goals—thus benefitting a larger segment of the population.

**Fourth, stakeholder involvement is key. This includes public education functionaries, local governments, communities, teachers, administrators, parents and even children.** Programs like *Parceiros da Educação*, *Instituto Coca-Cola’s Educação Campeã* and *Enseña Perú* develop their programs through the input of all those involved, acknowledging the fact that a quality education requires the active participation of all. A number of the programs studied here, such as those from the Antamina Mining Fund in Peru focused on ensuring that the value of education and reading were reinforced at home through the parents.

**Fifth, evaluation of impact is difficult but essential.** The risk with any socially-oriented program, especially if conducted as part of a company’s program of corporate social responsibility initiatives, is objectively assessing impact. In our sample companies, foundations and NGOs had different measures of short-, medium- and long-term effects of their support. But in large part, because of the newness of the efforts, many of them had not yet collected consistent longitudinal data. Yet, even when the information is collected, if it is evaluated by the implementing or funding organization itself, then there is an inherent conflict of interest. Given the experimental nature of these efforts, the demand for more, and the potential for good programs to be scaled up, objective analysis of impact is a must.

**Last, none of the programs studied focused specifically on the issue of inclusion.** Many addressed it by working on improving quality of teaching and materials in poor or remote areas, but none explicitly articulated it as a goal.

The closest was the *A Cor da Cultura* program in Brazil that sought to include teaching of Afro-Brazilian history and culture in the classrooms. But even that wasn't dedicated to improving the level of education for poor Afro-Brazilians *per se*. In Peru, efforts to teach indigenous communities in their native tongue represent another effort to address these racial, cultural and socioeconomic divides. But the content in these schools was restricted to basic skills—limiting the capacity of students to move on to higher levels of education. Given the levels of marginalization in the region, the severe constraints on social mobility and the importance of education in addressing those restraints, inclusion should become a focus of future PPPs.

From these conclusions stem a number of tentative recommendations. These are presented below:

**First, businesses and their leaders should seek to become more politically engaged on matters of education.** This is beyond the financial and organizational support that is described above. Instead, it goes to the policy and political context in which those programs operate. Ultimately, without the broader popular, political and policy consensus around the importance of education and educational reform (not to mention which type), many of these individual assistance efforts remain discrete and isolated—useful, yes, but unable to affect the broader socioeconomic conditions in the country. Brazil's *Todos pela Educação* is a step in that direction, though something similar is lacking in Peru. In this, businesses and entrepreneurs not only have a stake—they also have a huge political advantage. Efforts should be made to develop basic consensus documents on the types of reforms necessary and how they should be implemented, and then to collectively promote and meet with public officials to demonstrate support.

**Second, at a lower level, educational and related ministry officials, businesses, foundations, and NGOs should establish working-level forums.** Such efforts need not be formal, but rather an opportunity to share information, collect data, compare results, and learn about the goals and plans of both sides in improving education. These efforts can also help to create regulatory frameworks to guide work in this area, establishing rules and responsibilities for partners and to find ways in which the most successful initiatives, or parts of initiatives, can be implemented on a larger scale. In addition, it is here that stakeholders could “divide and conquer,” recognizing their comparative advantages and working collaboratively to address them. (See the last point on the next page.)

**Third, develop consistent metrics for measuring impact and progress and independent evaluators to collect and analyze data.** It is all too easy in social projects, especially those supported by businesses as part of their corporate social responsibility programs, to fall into the trap that everything is good and that everything matters. **When it comes to education, the metrics are fairly clear: student retention and performance.** Within those, of course, there is substantial scope for differences, which is why all stakeholders should be involved. Yet this is where implementers should be seeking to establish a core consensus and framework. Doing so will ultimately improve and expand impact as others learn from successes.

**Last, focus more on education inclusion as a goal.** Ultimately, the ability of a country to compete economically and to survive socially is its ability to provide opportunities to cultivate and reward talent regardless of race, socioeconomic background or geography. To this end, PPPs should seek to target efforts to reach out to marginalized groups (whether marginalized for reasons of resources, race or geography). These ultimately are the children that suffer most from substandard teachers, schools and educational materials. Political commitment from the top—as has occurred in Brazil—helps tremendously, but it is not a precondition. Given the historically weak institutional capacity of governments in poor and rural areas, this is where a targeted effort by businesses and business leaders can truly help address gaps in the educational system. **A state-led effort to reform the institutions and infrastructure could take years, where businesses have the flexibility and creativity to fill those gaps.** Moreover, the benefit of a focus on inclusion is that, if you know your target population and its difficulties within the educational system, it is much easier to measure impact.

Ultimately, the mark of any modern society and educational system is its ability to provide quality education to its citizens irrespective of their location, race or parents' income. In talking to business leaders during this project, we learned that one of their primary concerns is the social fabric and cohesion of the countries they live and work in. Fortunately, now they are beginning to tackle these issues at their very root. Understanding them and conceptually wrapping them up within the larger topic of inclusion will help better define their status vis à vis the government, promote more collaboration, and define, for everyone, the collective good that these efforts seek to promote.

