

Background paper prepared for
the Global Education Monitoring Report

Non-state actors in education

Analysis of international civil society organizations’ engagements around non-state actors in education

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**NATIONAL FOUNDATION FOR EDUCATIONAL RESEARCH
(NFER) AND GLOBAL CAMPAIGN FOR EDUCATION (GCE)**

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ABSTRACT

The current research investigates the positions, strategies and impact of the work of civil society organisations (CSOs) around the non-state actor (NSA) engagement in education. The work was based on desk research, an online survey sent out to the Global Campaign for Education (GCE) national coalitions around the world, as well as a series of 10 key informant interviews with GCE National Coalitions' members. GCE was selected given its importance in bringing together the largest number of education-focused civil society organisations around the world. The study found that CSOs' positions in the debate around non-state engagement in education were typically guided by the Right to Education lens, with a marked emphasis on equity considerations. The interviewed CSOs had nuanced views around non-state engagement, and although most were largely against the privatisation of education, many of them supported the engagement of other actors, especially in contexts where it was perceived that the state was not able to guarantee the right to free and quality education for all citizens. The research revealed that CSOs engage in diverse strategies to target the different stakeholders in education: government and legislature, school officials, teachers, parents and community members, as well as the international community. The interviews also underscored that the COVID-19 pandemic has the potential to change the situation around these issues, and offers some opportunities as well as challenges to the CSOs working on the topic.

National Foundation for Educational Research (NFER)¹

¹This report was drafted by Katarzyna Kubacka, Ahmad Jawad Asghar, Jenny Price, Gustavo Lopes and Shannon Lindsey with contributions from Maria Galvis at NFER. The report was produced in collaboration with the Global Campaign for Education (GCE). We would like to thank the GCE Secretariat and its members for their time and effort to provide us with all the relevant information through conversations, documents, interviews and online survey. Special thanks to Mr Luis Eduardo Pérez Murcia for all his invaluable advice, guidance and comments at all stages of the work, and to all the participating organisations who took the time to give us detailed information about their work on non-state engagement in their countries. Interviews were conducted with the following coalitions and organisations: The Australian Coalition for Education and Development (ACED); The Campaign for Popular Education (CAMPE) in Bangladesh; The Pakistan Coalition for Education (PCE); The National Coalition for Education (NCE) in India; Algemene Onderwijsbond in The Netherlands (AOB); The Civil Society Action Coalition on Education for All (CSACEFA) in Nigeria; The Campanha Nacional pelo Direito à Educação (BCRE) in Brazil; The Foro por el Derecho a la Educación Pública (FODEP) in Chile; The Ivorian Coalition for the Promotion of Education for All (RIP-EPT) in Côte d'Ivoire; and The Tanzania Education Network/Mtandao wa Elimu Tanzania (TEN/MET). The list of all the interviewees is provided in Appendix B.

Finally, we would like to thank all the members of the GCE who took the time to complete the online survey and provide their inputs. The information proved invaluable to this research and our understanding of the topic. We hope that this background paper will add a unique perspective to the debate around non-state actors' engagements in education and will add more depth to the stances taken by CSOs on this topic.

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Abstract

The current research investigates the positions, strategies and impact of the work of civil society organisations (CSOs) around the non-state actor (NSA) engagement in education. The work was based on desk research, an online survey sent out to the Global Campaign for Education (GCE) national coalitions around the world, as well as a series of 10 key informant interviews with GCE National Coalitions' members. GCE was selected given its importance in bringing together the largest number of education-focused civil society organisations around the world. The study found that CSOs' positions in the debate around non-state engagement in education were typically guided by the Right to Education lens, with a marked emphasis on equity considerations. The interviewed CSOs had nuanced views around non-state engagement, and although most were largely against the privatisation of education, many of them supported the engagement of other actors, especially in contexts where it was perceived that the state was not able to guarantee the right to free and quality education for all citizens. The research revealed that CSOs engage in diverse strategies to target the different stakeholders in education: government and legislature, school officials, teachers, parents and community members, as well as the international community. The interviews also underscored that the COVID-19 pandemic has the potential to change the situation around these issues, and offers some opportunities as well as challenges to the CSOs working on the topic.

1. Introduction

Non-state actor (NSA) engagement in education is a hot topic of discussion among international, regional and national stakeholders working in the sector, with strong views on either side of the debate. The paper focuses on the work of coalition members of the Global Campaign for Education (GCE). GCE comprises over 100 national coalitions and international and regional organisations that advocate for quality public education for all. As the largest consortium of education-oriented CSOs in the world, GCE is an important and influential actor in the global, regional and national education sphere (GCE, 2018). The current paper aims to contribute to the evidence base by shedding light on how civil society organisations (CSOs) around the world approach the topic. It analyses CSOs' approaches, the impact of their work, including in shaping policy discourse on the topic as well as raising public awareness.

Non-state actors engage in many different areas of the education landscape. To illustrate, the 2021 Global Education Monitoring (GEM) Report's concept note defines four categories of non-state activities in education: provision, financing, governance, and influence and innovation (UNESCO, 2020). Despite this diverse involvement and the impact that NSAs have on education practices and policies, research on the topic is nascent, with typologies still developing. Thus, there is an urgency in providing more evidence in this area given that there are concerns around NSA engagement in compulsory education or the equity implications of NSAs engagement (Srivastava, 2020). The issues around the Right to Education (RTE) and equity are typically also at the centre of CSOs' work. For instance, GCE's main aim is to support: a) quality public education systems that promote the right to education, and b) the civil society movement which defends this system (GCE, 2019). This is based on the recognition of the huge costs paid by children and young adults who are denied access to education (GCE, 2019; Tomasevski, 2003).

Thus, non-state actor engagement is typically seen in that context by investigating whether and how public schools are able to provide education. GCE calls for governments to focus on strengthening their own capacity to deliver education and raises concern about whether fee-paying schools are able to deliver equitable quality education (GCE, 2018). Previous research has highlighted CSOs' concerns over the growth of NSAs' roles in education, particularly the involvement of for-profit actors, and the risk of the commodification of education weakening public education systems, thereby negatively affecting the working conditions of teachers and reducing democratic governance and adequate public financing (Verger, Fontdevila and Zancajo, 2016). This concern was illustrated by an analysis exploring CSOs' views in Latin America and the Caribbean, which flagged worries around the growth of privatization, profit-making and commodification in education, and the risks of this leading to weakening of public education systems (Croso and Magalhães, 2016). GCE has voiced clear concerns over the growing privatization and commodification of education but also recognises that the involvement of non-state and private actors is a reality in many contexts, which can have both negative and positive consequences (GCE, 2017).

Previous research speaks to the importance and the special place of CSOs in the sphere of international education. For example, research exploring networks of international educational development found CSOs to be among stakeholders, which are the most likely to occupy a central position. This, in turn, indicated that they enjoy high levels of connectivity with other actors and suggested that they were likely to shape the flow of information and ideas as a result. It also illustrated the expanding participation of CSOs in global education decision-making (Menashy and Shields, 2017).

The position of CSOs within the non-state sphere has been presented in different ways in the research and advocacy work. For instance, the Abidjan Principles make a clearer distinction between CSOs and other NSAs by calling on civil society to regulate the involvement of private actors engaging in education (Abidjan Principles, 2019). On the other hand the 2021 GEM Report think piece and concept note categorize civil society as a type of NSA with a role in evidence generation and advocacy, or influence and innovation activities (Srivastava, 2020; UNESCO, 2020).

As a result, our paper can also provide a somewhat 'meta-analytic' view of a particular group of NSAs (i.e. CSOs engaged in the GCE movement), working around the more general issues of NSA engagement in education. This fills a gap in the literature, as previous literature often did not consider CSOs' positions towards other actors. The different actors have been often grouped together, and the relationship between them largely ignored (Street et al., 2015; Aslam et al., 2017; Moschetti et al., 2019). The present research explores how CSOs themselves view their role in this sphere of education influence and non-state involvement in education.

2. Research framework and methodology

2.1 Research framework

Our analysis provides an overview of positions adopted by civil society organisations around NSAs in education, and aims to answer the following research questions:

- How do CSOs engage in policy dialogue, awareness raising and influence on education stakeholders?
- What strategies do they use and what common patterns emerge?
- How have CSOs impacted the provision of education through their engagement?
- How has COVID-19 influenced CSOs work in the area?

Our findings are organised around three main areas as detailed below: position, strategies, and impact/influence (**Table 1**). This will include a focus on different types of NSAs, including those working in different subsectors of education, public-private partnerships (PPPs), community schools, religious organisations, etc., and how the perceived outcomes of NSA engagement influence CSOs' positions. Country contexts frame the discussion of these main areas, with the subsequent analysis examining how contextual factors constrain and enable opportunities for CSOs' engagement. These factors shape the strategies CSOs choose to adopt and the associated levels of influence and impact created through their application.

Table 1. Main areas of focus of our analysis NSA engagement in education.

Analysis focus	Description
CSOs' positions towards different types of NSAs in education	<p>Within this framing, we explore:</p> <ul style="list-style-type: none"> • How CSOs' views are influenced by the type of NSA (e.g., for profit versus not-for-profit); • The perceived benefits or shortcomings of NSA engagement in education in different country contexts; • Perceptions of the extent to which NSAs are supporting RTE goals and reaching the most marginalised.
Strategies adopted by CSOs	<p>Within this framing, we explore:</p> <ul style="list-style-type: none"> • The stakeholders targeted by CSOs' work (e.g., governments, community members etc.); • The strategies adopted by CSOs in their engagement with NSAs; • How country contexts affect the strategies chosen by CSOs in their work around NSAs.
Impact of CSOs' work around NSAs in education	<p>Within this framing, we explore:</p> <ul style="list-style-type: none"> • The levels of influence CSOs exert on education stakeholders; • The impacts of CSOs' engagement on the education system in terms of policies, laws, community awareness and action, among others; • Impact of COVID-19 on the work of CSO in the area. <p>NB It is not within the scope of this research to attribute causality around impact directly to the civil society organization. Instead, this analysis will focus on the examples provided by CSOs of the extent to which they have contributed and shifted the debates around NSAs.</p>

2.2 Methodology

The current research employed different research methods to unpack the different types of engagements and strategies of CSOs. These included: a) detailed desk review of relevant literature and materials collected from selected countries to create short country profiles exploring CSOs' attitudes and activities around NSAs within their specific contexts; b) online survey distributed to GCE coalition members globally, which will provide a wider overview of CSOs' engagement and attitudes towards NSAs; c) interviews with 10 selected case-study countries. The report has been produced as a result of a partnership with GCE and its member organisations, as detailed below.

2.2.1 Desk review

Documents in the desk review included key literature from GCE, UNESCO-published white and grey literature, documents from CSOs themselves, as well as those from governments and other key stakeholders. Sources were selected purposively, guided by the topic of this research and a desire to represent a variety of publication types. The data collected from the desk review was used to inform our background understanding of the 10 country case studies, to create interview guides as well as to triangulate data collected from interviews. The desk review was also crucial in providing contextual information used to frame the subsequent interviews.

2.2.2 Interviews with CSOs in selected countries

We conducted a series of remote, semi-structured key informant interviews (KIIs) with 10 selected CSOs, most of them GCE coalition members (Australia, Bangladesh, Brazil, Chile, Côte d'Ivoire, India, The Netherlands², Nigeria³, Pakistan, and Tanzania; **Table 2**). We purposively selected CSOs for case studies to achieve regional representation and representation from both low-, middle- and high-income contexts (**Appendix A** presents more information on the CSOs and the NSA engagement in the countries). The sampling process was supported by GCE, who helped to identify relevant national coalitions and provided contact information. Before interview requests were sent, the research team conducted introductory calls with each coalition in order to discuss the purpose of the research and to help interviewees prepare.

KIIs provided a more in-depth understanding of the strategies employed by CSOs in their interactions with NSAs and how this relatedness is shaped by the contexts in which organisations operate. Moreover, they also provided greater insight into the levels of influence and impact achieved by CSOs and helped identify potential commonalities and patterns across case studies. KII guides were developed in line with our research questions and informed by data collected from the desk review. All members of the research team were trained in the use of the guides before the start of the interview process. In total, one interview was conducted in French, one in Spanish, one in Portuguese and seven in English.

Table 2: List of organisations interviewed.

Country	Organisation Interviewed
Australia	Australian Coalition for Education and Development (ACED)
Bangladesh	Campaign for Popular Education (CAMPE)
Brazil	Campanha Nacional pelo Direito à Educação (Brazilian Campaign for the Right to Education) (BCRE)

² The CSO from The Netherlands is not a GCE member coalition but was recommended by the GCE Netherlands Coalition as a particularly relevant organisation for the topic area.

³ The interview with the Nigerian coalition was unfortunately interrupted due to technical difficulties and it was impossible to reschedule it within this paper's timeframe. As a result, the information from the Nigerian coalition presented in the paper is based on an incomplete interview.

Chile	Foro por el Derecho a la Educación Pública (Forum for the Right to Public Education) (FODEP)
Côte d'Ivoire	Réseau Ivoirien pour la Promotion de l'Éducation pour Tous (Ivorian Coalition for the Promotion of Education for All) (RIP-EPT)
India	National Coalition for Education (NCE)
Netherlands	Algemene Onderwijsbond (General Union of Educational Personnel) (AOB)
Nigeria	Civil Society Action Coalition on Education for All (CSACEFA)
Pakistan	Pakistan Coalition for Education (PCE)
Tanzania	Tanzania Education Network/Mtandao wa Elimu Tanzania (TEN/MET)

2.2.3 Survey

A short survey was sent out jointly by GCE and NFER to 93 national coalitions within the GCE network. The survey aimed to provide a global overview of the positions adopted by CSOs around NSAs, particularly with regards to the effectiveness of NSA engagement in education. Survey questions were developed through an iterative process within the research team, utilising the research questions as a guide. Surveys were translated from English into the five official languages of GCE: French, Spanish, Arabic and Portuguese. Translations were conducted by a professional translation firm and quality-assured and checked by members of the research team.

A total of 61 respondents from 42 countries provided their answers. In our analysis we included incomplete answers, as long as the respondents completed at least 80% of the survey. The majority of respondents from the survey were located in Northern Africa and Western Asia (**Table 3**).

Table 3. Summary information on survey respondents.

Tables present the number of respondents across the categories

Areas of CSOs work (multiple possible)	N
Pre-Primary	37
Primary	42
Secondary	45
Tertiary/Higher Education	25
Technical and Vocational Education and Training (TVET)	30
Adult Education/Life Long Learning	36

Note: N is the number of CSOs that partially or fully responded to the survey

Average maturity of the CSO	N
0-10 years	14
10- 20 Years	34
20 – 30 years	8
30 years and plus	5

Note: N is the number of CSOs that partially or fully responded to the survey

Geographical (UNESCO) regions in which CSOs work	N
Eastern and South-eastern Asia	2
Europe and Northern America	5
Latin America and the Caribbean	10
Northern Africa and Western Asia	19
Oceania	2

Central and Southern Asia	5
Sub-Saharan Africa	17

Note: N represents the number of CSOs that partially or fully responded to the survey from each of the regions

Geographical (GCE) regions in which CSOs work⁴	N
Africa	19
Asia – Pacific	9
Latin America	10
Middle East	18
North America and Europe	5

Note: N represents the number of CSOs that partially or fully responded to the survey from each of the regions

⁴ An overview of GCE's regions can be found at: <https://www.campaignforeducation.org/en/who-we-are/members/>

3. Views and positions adopted by CSOs on the role of NSAs in education

Our analysis starts by considering the views and positions expressed by GCE coalitions and CSOs around the role of NSAs in education and the ways in which they perceive them to present either opportunities or threats to the delivery of a quality education for all.

Drawing on both survey results and key informant interviews, the following sections examine:

- The relevance of, and extent to which CSO work engages with, the topic of NSA engagement in education as well as the diversity of NSA roles and types with which CSOs work;
- CSOs' views and attitudes towards the role of different NSAs, and the contextual factors that influence CSOs' views;
- The perceived effectiveness of regulatory frameworks and accountability mechanisms that monitor the role of NSAs.

Throughout this section, we reflect on how the wider goals and mission of the global GCE movement, which is grounded in the notion of education as a basic human right, influence the work of the civil society actors which participated in the analysis. The remainder of this section aims to highlight the complexity of views adopted by CSOs and how they explore the roles of NSAs using a rights based lens.

3.1 GCE's position around NSA engagement

GCE considers NSA engagement through its contribution to right to education and strengthening the public system

Almost all of the surveyed and interviewed CSOs are part of the GCE. Thus it is important to consider the organisations stance around NSA engagement. Overall, the GCE Movement has a strong concern with ensuring that the state meets its responsibilities to deliver a quality education for all, in particular the most marginalised and disadvantages groups. By harnessing a united civil society movement with common objectives across global, regional and national levels, the GCE movement puts pressure *“on governments and the international community to fulfil their commitments to provide free, inclusive, quality public education and lifelong learning for all, particularly for children, adolescents, women and those from marginalised or excluded communities”* (GCE 2019, p. 1).

GCE recognises the reality of private sector involvement in education in many countries around the world. It explicitly acknowledges the role of not-for-profit actors in providing education. At the same time it cautions against the expansion of for-profit providers as contributing to inequality and diverting funding from the public sector (GCE, 2019). This position can also be traced back to the evolution of the debate around the right to education, such as concerns over the devolution of 'quality education' as the goal of governments and main aim of right to education and replacing it with 'access to education' (Tomasevski, 2003). Similarly, GCE's 2019-2022 Strategic plans mentions low-cost private schools, public-private partnerships and government subsidy systems to private schools as potentially leading to *“violations of the human right to education”* and creating barriers to equitable, quality education for all (GCE, 2019, p.13).

3.2 CSOs' views on NSA engagement

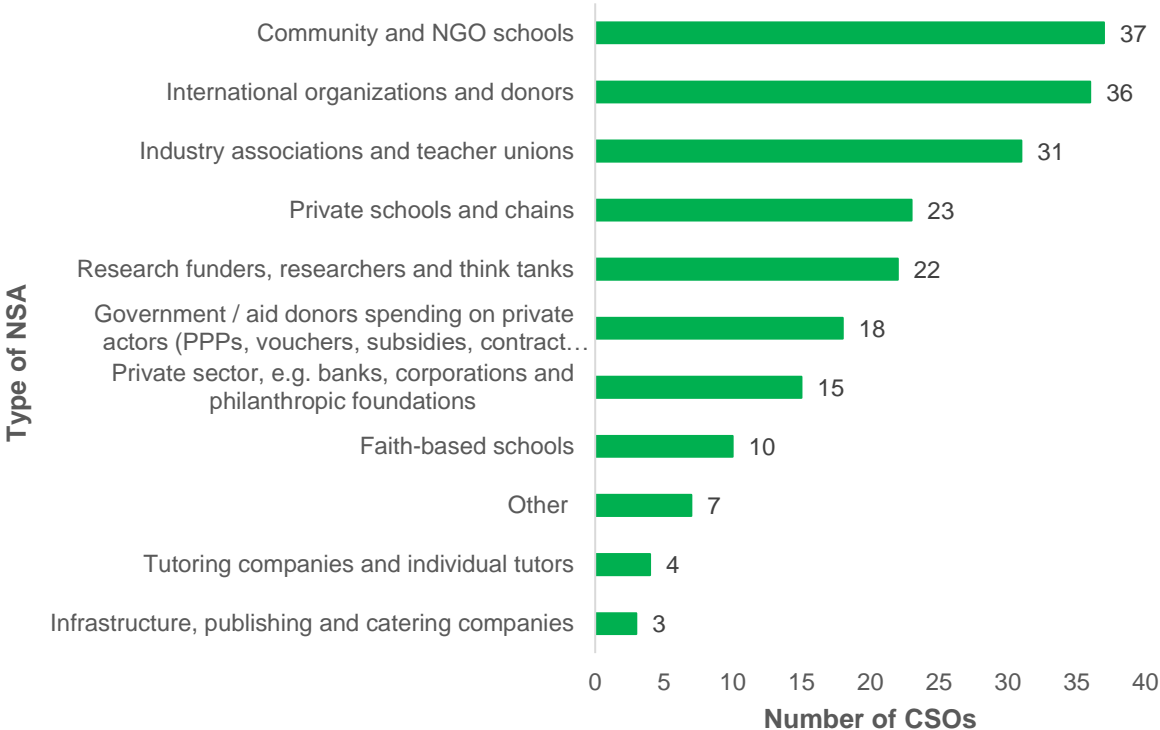
CSOs reported that their work considers engagement of diverse non-state actors in education

NSA engagement in education emerged as a relevant topic to the CSOs involved in our study. Almost

all CSOs involved in our survey (55 out of 61, i.e. 90%) reported that they work on the topic of NSAs in some way, for example through advocacy work, policy dialogue, research, monitoring, or campaigning. Furthermore, survey results also reflect findings from previous literature which highlights the diversity of NSAs which operate within education (Srivastava, 2020).

CSOs most frequently reported engaging with community and NGO schools, reflecting the GCE strategic objectives mentioned in the previous section. These were followed by international and donor organisations, and industry associations and teacher unions, followed researchers or research funders; private schools and chains; and faith based schools. CSOs were less likely to report working on issues relating to tutoring services, or ancillary services such as infrastructure, publishing and catering (Figure 1). This categorisation was consistent across the regions. In addition, the survey queried CSOs’ perceptions of the key roles NSAs play in education sector in their countries. Across all regions provision of different levels of education emerged as the key area (Figure 2).

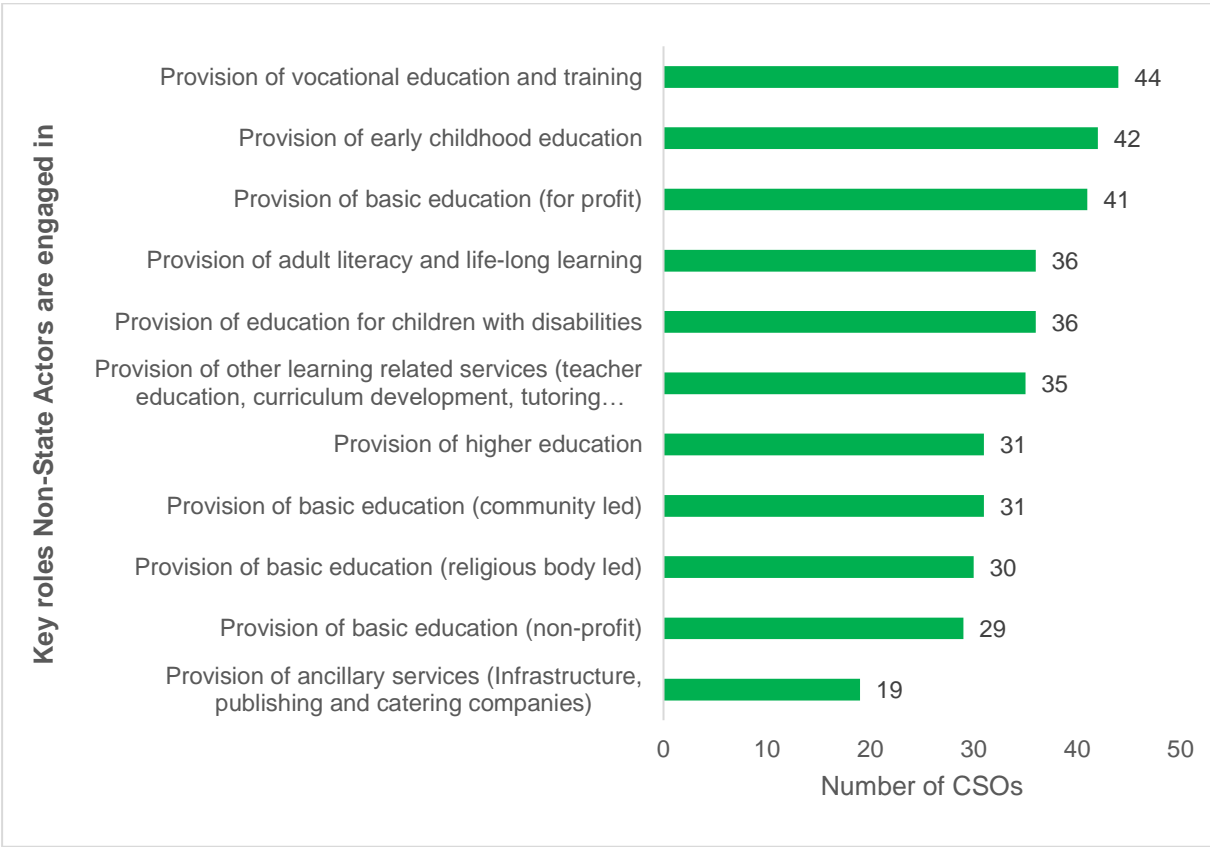
Figure 1: Type of NSAs, with which CSO work typically engages



Note: Based on 54 respondents to this question

Figure 2: GCE members' perception of the key roles non-state actors are engaged in within education sector in their countries

Figure shows the number of CSOs indicating that NSA play the relevant roles in their countries.



Note: Based on 61 respondents to this question

CSOs generally perceived not-for-profit actors to be more effective in promoting the right to education, and were more critical the private sector, but this distinction was not always clear cut and CSO views are context specific

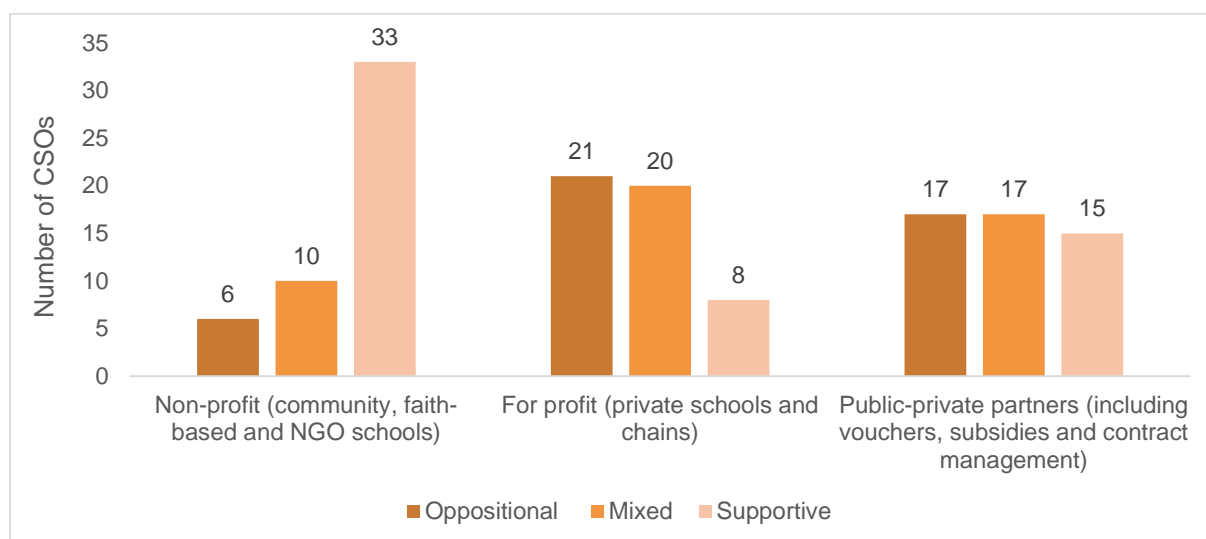
Given the perceptions of NSAs' involvement in provision of education and previously-mentioned concerns raised over the risk of commodification of education, it is not surprising that survey responses and interviews indicated more positive attitudes towards not-for-profit actors. More than half of respondents (33 out of 49, 67%) indicated that they are supportive not-for-profit providers in education.

A high number of CSOs reported an oppositional or mixed stance on the role of for-profit actors, with only 16% (8 out of 49) reporting that they are supportive of for-profit actors. CSO stance on the role of public-private partnerships was mixed, with about one third of CSOs (15 out of 49, 33%) indicating they are supportive of PPPs (Figure 3). Hence, across all regions for profit organisation and public-private partnerships received the most oppositional responses in our survey, while non-profit ones the most supportive responses. Within regions this trend generally continued but there were some slight differences in how CSOs presented their views. This demonstrated a generally nuanced picture of the respondents' stands' around the different types of actors (Table 4).

Figure 3: CSO stance on the role of NSAs in education, by NSA type

Figure shows the number of CSOs responding as having the particular attitudes to the NSAs, across

all regions



Note: Based on 49 respondents to this question.

Table 4. Regional breakdown on CSOs' stance on NSAs

		Non-profit (community, faith-based and NGO schools)	For profit (private schools and chains)	Public-private partners (including vouchers, subsidies and contract management)
<i>Africa</i>	Oppositional	1	5	3
	Mixed	1	7	7
	Supportive	13	3	5
<i>Asia Pacific</i>	Oppositional	0	2	2
	Mixed	2	3	3
	Supportive	4	1	1
<i>Europe and North America</i>	Oppositional	0	1	1
	Mixed	2	3	1
	Supportive	2	0	2
<i>Latin America</i>	Oppositional	0	6	4
	Mixed	5	4	3
	Supportive	5	0	3
<i>Middle East</i>	Oppositional	5	7	8
	Mixed	0	3	2
	Supportive	9	4	4

Note: Table presents the number of CSOs indicating their stance on the NSAs, based on 49 respondents to this question.

Several interviewed CSOs provided examples of NSAs they actively support due to their potential to reach marginalised groups, to improve access to quality education, to fill gaps in public education provision, or to provide services that are not offered by the state (such as pre-primary education and

adult education). Civil society organizations in Pakistan and India provided examples of NSAs who have helped to reach more marginalised populations. For instance, the Pakistan Coalition for Education (PCE) supports the work of non-profit organisations like The Citizens Foundation (TCF) who have wide spread operations in urban slums and rural areas. In India, the National Coalition for Education (NCE) supports faith-based institutions that can provide educational access to marginalized religious communities.

In Bangladesh, the Campaign for Popular Education (CAMPE) has been a supporter of not-for-profit actors such as BRAC in delivering non-formal education where the state has not been effective in providing services directly. They highlighted in their 2019 Spotlight Report that non-state actors, particularly civil society and the NGOs in Bangladesh, were vibrant and played a significant role in fostering the progress in implementing SDGs in the country (CAMPE, 2019). The coalition acknowledged that NSAs can offer an opportunity to address educational issues that have been traditionally ignored or unaddressed by government due to limited resources and capacity, in particular the availability of secondary education, early childhood education, and non-formal education. They further stressed the need to collaborate with NSAs who have specific areas of expertise, such as information and communication technologies (ICT), in overcoming challenges of access to ICT for many marginalised groups.

Australian Coalition for Education and Development (ACED), and in particular the work of the member organisation Adult Learning Australia (ALA), highlighted inequalities within the Technical and Vocational Education and Training (TVET) system. Private actors dominate the TVET sector in Australia, with private TVET institutions enrolling 66.6% of students in 2017 (ACED, 2019). ACED advocates for an extension of non-profit, community-based VET programs known as Adult Community Education. These programmes differ from traditional private institutions as they are non-profit, and distinct from government-run Technical and Further Education Colleges (TAFEs) as they are community run (ACED, 2019). The CSO stressed that such institutions had been more effective in reaching and addressing the needs of marginalised groups, such as indigenous populations and adults with disabilities, and were therefore better positioned to address equity concerns in the sector (ACED, 2019).

Some interviews noted the blurry distinctions between profit and not-for-profit actors, and stressed the need to assess whether non-state actors across all categories genuinely ensure the right to education for all

While the above examples represent positive attitudes towards certain not-for-profit actors, our findings showed that CSO support of NSAs ultimately depended on the extent to which the NSAs in question demonstrated a commitment to the achievement of a quality education for all, without exclusion. Some CSOs reflected that the line between for profit and not-for-profit actors was sometimes blurry, and that it was necessary to ensure that 'not-for-profit' actors were genuinely providing a free education to all learners.

Some CSOs provided examples to show that the supposedly not-for profit actors continued to charge fees to learners, or engage in the process of selective choice of students, thus raising equity concerns. The clearest example of this concern was provided by the FODEP coalition in Chile, who argued that the distinction between for-profit and not-for-profit can be misleading in their country context, as in practise both are usually profit-making in reality. Similarly, in Bangladesh, CAMPE highlighted NSAs who receive government support have a limit to the amount of fees that can be charged imposed by government directives, but in practice, these schools often charge above this set amount. Such practices of charging additional fees, are an example of hidden costs of education, and can include mandatory uniforms or parents-teachers associations' charges. These have been reported in Bangladesh and other countries where low fee private schools are common (Morgan et al., 2012; Cameron, 2017).

Complementing the above findings, the survey also asked respondents about their perceptions of the

factors needed to enable non-state actors to contribute to the right to education (**Table 5**). Strong public education systems, accountability by civil society and government regulations emerged as the main elements indicated by the respondents as needing to be in place to create an environment where non-state actors can effectively contribute to the right to education. Thus, the perceived ineffectiveness of some non-state actors in supporting the equitable education system can also be understood through the lens of these three elements, and the current deficiencies existing across all of them. Interviews with CSOs shed more light on these, as described in the next sections.

Table 5: Factor(s) which could enable Non State Actors to be effective in ensuring the right to education

Table reports the number CSOs that ranked the factors as most effective

	Number of times Raked 1	Number of times Ranked 2	Number of times Ranked 3
Strong public education system	29	6	5
Strong accountability by civil society	4	14	14
Strong government regulations	5	12	15
Support from government (subsidies, vouchers)	6	11	8

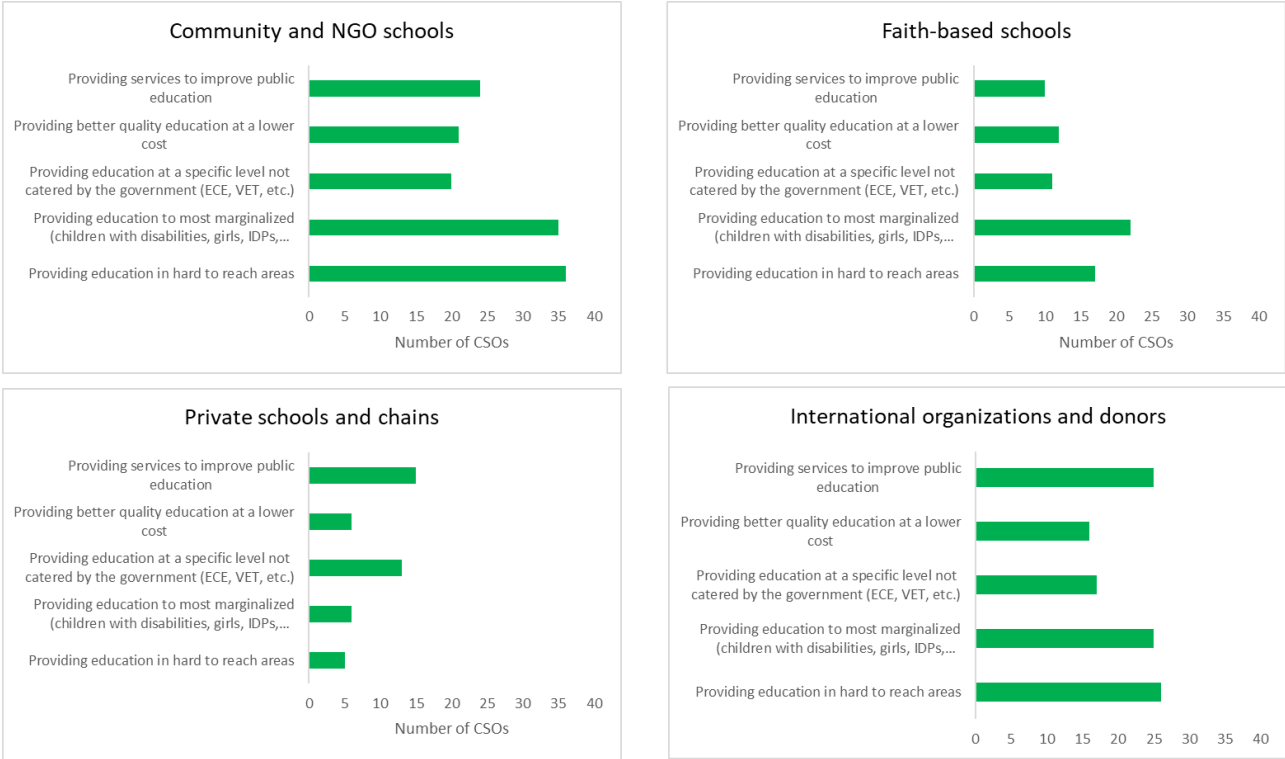
Note: Based on 50 respondents

CSOs were more critical and cautious of private or for-profit actors’ involvement in education, and highlighted how the motivations of different actors can impact on the achievement of the right to education

As reflected in the previous sections, CSOs are often more critical or cautious of the role of private and for-profit actors, due to concerns about marketization or commodification of education and resulting rising inequalities and barriers to quality learning for all (Croso and Magalhães, 2016). Similarly, our survey results showed that 27% of respondents reported that the private sector (including banks, corporations, and philanthropic foundations) were ‘not effective at all’ in achieving the right to education. In contrast, approximately 64% (33 out of the 51) of respondents perceived that not-for-profit actors, such as community and NGO schools, promote the right to education by providing: education to the most marginalised; those in hard to reach areas; and services to improve public education (**Figure 4**). Respondents were much less likely to report that private schools would contribute to the right to education in these areas, although only a small portion of the respondents (7 out of 51, or 14%) felt private for-profit schools were not effective at all in ensuring right to education in any way.

Figure 4: Members perception of different types of NSA contribution towards the right to education

Figure shows the number of CSOs responding that the respective non-state actors are at least somewhat effective in their contributions.



Note: Based on 46 complete responses to this question of the survey

Interviews with Pakistan, India and Chile shed some further light on this concern, with both NCE India and PCE Pakistan expressing concerns about the risk of private company-backed foundations and philanthropies being used to exert influence on behalf of their backers. Organisations linked to technology companies were specifically mentioned by NCE India and the AOb Netherlands. Brazil’s BCRE and Chile’s FODEP also expressed concerns around the influence of corporate-sector-related foundations and institutes on the education systems of these countries. These issues resonate with some of the more critical discourse in the literature around the extent to which philanthropic organisation reflect the more general (tax-payer) interests or their wealthy backers (Giridharadas, 2018). The use of technology and the growing role of technology providers have also raised concerns around ‘datafication’ in education, which can hinder equity, even if inadvertently (Macgilchrist, 2019).

The role of low-fee private schools and public-private partnerships was raised as an area of concern for PCE in Pakistan, who stressed how such models had continued to reproduce issues of inequality and exclusion by remaining inaccessible to out-of-school children. In a similar vein, NCE observed that rising fees represented a gender issue in India as girls are generally deprioritised over their brothers. Thus, if households face a financial crunch boys are more likely to be chosen over girls to attend fee-paying schools. In Bangladesh, CAMPE investigated how NSAs are engaged in education via public-private partnerships and emphasised that such partnerships may not be very useful to fulfilling right to education⁵. Driven by concerns regarding equity and exclusion, CAMPE mentioned that they oppose for-profit and elite institutions as they argue they conflict with the CSOs mandate to reach the most marginalized.

⁵ Based on the interview with CAMPE.

TENMET in Tanzania reflected that NSAs are particularly prevalent for specific educational levels, such as early childhood education and technical and vocational education (TVET). These areas had been historically neglected by the government. However, the organisation mentioned that the private provision of education at these levels remained a challenge, as private centres remain too expensive for the majority of the Tanzanian public to access, and therefore issues of equity remain. Similarly, as highlighted in the previous section, ACED in Australia mentioned that TVET sector is dominated by private providers. ACED opposed to the continued growth of private sector TVET providers, backed up by previous research, which highlighted issues with the quality offered by private institutions and how that served to undermine confidence in the sector. It also further highlighted the under-representation of disadvantaged groups in the sector (Yu and Oliver, 2015).

RIP-EPT in Côte d'Ivoire, mentioned that the majority of secondary schools are privately operated and, in part, publicly funded through grants (subventions). While advocating for public, state-provided education, RIP-EPT has used its position within Ivorian civil society to simultaneously advocate that the government better regulates private educational institutions specifically to ensure that no additional fees are imposed on the students assigned to them (RIP-EPT, 2019).

Many CSOs also reported a pragmatic approach that recognised that private sector involvement is a reality, given a weak public system. This was reflected in the view that while the provision of quality education to all by the state is the ultimate aim of the CSOs, where this is not possible in the short term, CSOs focus efforts on improving the existing system. In Nigeria, the CSACEFA, reported working with low-fee private school providers to build their capacity to deliver quality equitable education. CSACEFA's reported that most primary and secondary students in urban areas in Nigeria attended private schools, including low-fee private schools. Given that CSACEFA was not able to hold these providers to account by themselves, they reported taking actions to support them with capacity building so that they can fulfil their responsibilities in terms of delivering safe and quality education to all their learners. Training topics with which CSACEFA have already worked included school management (school fundraising in particular), ways to prevent bullying and school violence. On the governmental side, CSACEFA indicated that their work with state authorities in relation to private schools seeks to achieve better regulation of such schools, particularly school safety issues and conditions for conducive learning environments.

3.3 Perceived effectiveness of NSA regulations

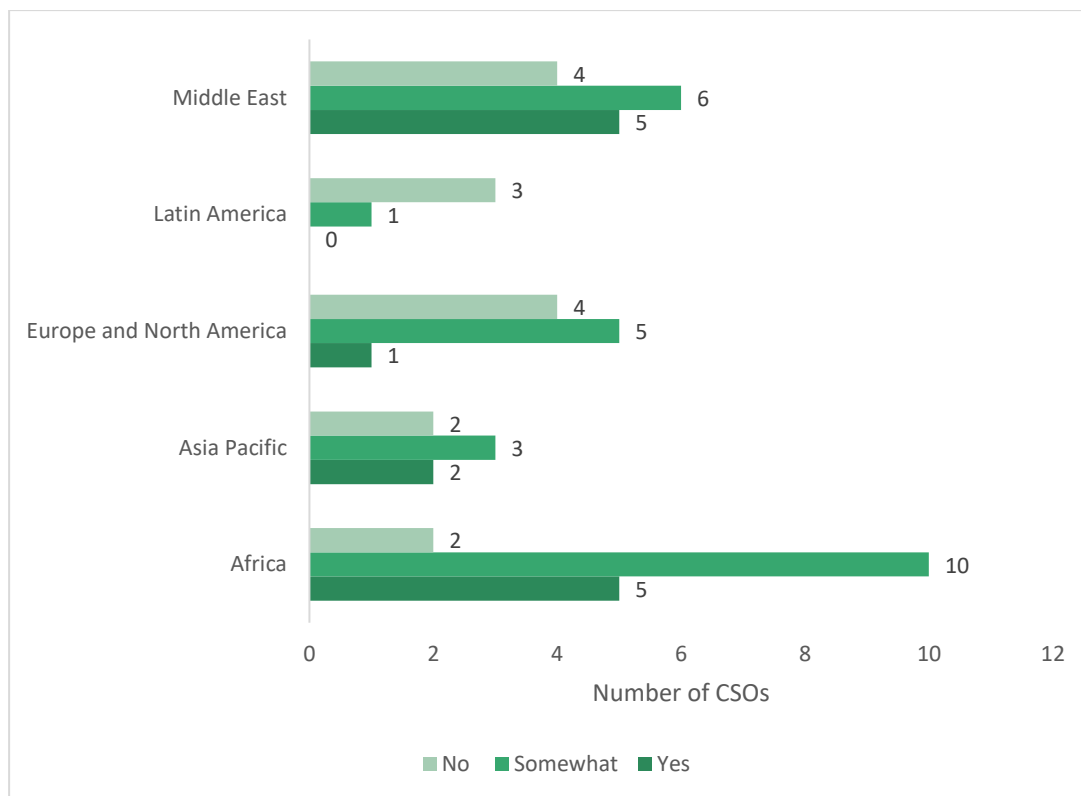
CSOs reported that NSAs are often subject to at least some level of regulation, but the effectiveness and implementation of regulatory frameworks varied across contexts

When asked about CSO's perception towards the governmental regulations around NSA engagement in education and the effectiveness of their implementation, many respondents felt that regulations were largely in place but that there were issues with their implementation. Across all regions, most respondents reported that government policies were holding schools at least 'somewhat accountable' (Figure 6).

Figure 6: Members perception on the policies around NSAs

Figure shows the number of CSOs within GCE regions responding on whether or not government policies towards Non State Actors holding schools accountable⁶

⁶ School accountability is defined as: whether or not schools are given autonomy over decision making, they must be held accountable for the outputs they produce. Increases in autonomy should be accompanied by standards and interventions to increase access and improve quality. The state must hold all providers in the system accountable to the same high standards schools operate.



Note: Based on 54 complete responses to this question of the survey. CSOs responding “Do not know” are not included in this figure.

When asked about specific guidelines for non-state actors, most CSOs (35 out of 54, 65%) reported that the guidelines for registration/certification of for-profit and non-profit private organisations were publically available. However, less than half (43%) of the CSOs that responded that the guidelines are available, felt that the private schools are able to operate without abiding by these guidelines or paying any regulatory fees to the government. On the other hand less than one third of the CSOs (10 out of 35, 29%) who reported that guidelines exist reported that NSAs have to comply with the guidelines to operate.

A majority of CSOs (34 out of 54, 63%) also agreed that their government requires private (profit and non-profit) schools to undergo inspections, and the frequency of inspections depends on the results of the previous inspection. Out of the 34 CSOs that felt that government conducts inspections, 23 (68%) felt that there are also sanctions in place for these NSAs (profit and non-profit) which include additional monitoring, fines, and as a final measure, school closures and most of the times these decisions are made based on the results of school inspections or school performance on standardized exams. Less than half of CSOs (23 out of the 54, 43%) reported their government requires non-state schools to report on the use of funds as a condition for operations in the country. Of the 23 CSOs who reported this requirement, majority (16 out of 23, 70%) also reported that the government conducts greater monitoring of schools that fail to adhere to reporting requirements.

Interviews revealed the nuanced and context driven perception of CSOs towards government regulations of NSAs in education, especially in terms of gaps in implementation laws and regulations around for-profit and public private engagement. Several CSOs flagged weaknesses in the implementation of regulations, and highlighted the ways in which these frameworks could be undermined.

For instance, in India, NCE argued that while legal standards around the functioning of private institutions exist, for-profit institutions are often able to violate these standards because of the weak application by the state governments. This can in part be attributed to the fact that government officials

often have stakes in private institutions. In their research, NCE made a case that regulatory mechanisms of ‘recognition norms’ failed to ensure a minimum acceptable norm of quality schooling though the norms in the Right to Education Act pertain to basic level of infrastructure and quality of Teachers (NCE, 2018). Similarly, NCE reported that even after 11 years since the passing of 2009 Right of Children to Free and Compulsory Education most of the states have not started the process of taking stock or mapping of private schools that was made mandatory in the Right to Education Act. Moreover, NCE found that the private schools do not adhere to the requirement of enrolling 25 percent of the children from the marginalised groups. In their 2017 report on the status of low fee private schools, NCE found that the majority of children in the study schools came from the middle-income families, and children from the economically and socially marginalised sections were unable to afford the costs of attending those schools (NCE, 2017).

CSOs reported that shortcoming in implementation of governmental regulations negatively affected NSAs’ ability to engage all learners

The coalition flagged how failures in implementation of regulations served to undermine the equity commitments made under right to education regulations. Failures of the NSAs to deliver education to all learners have been reflected in past research. For instance, literature demonstrates shortcoming of many private school providers in serving the most marginalised communities as illustrated by the fact that the poorest communities could often not afford the ‘low-fee’ schools (Srivastava, 2016).

In Netherlands, the AOb felt that despite powerful inspectorates, there remained challenges in monitoring the allocation and use of funds by school boards, which in turn made it difficult to assess where there are shortages. AOb mentioned that the government provided a lump sum per pupil, with schools only held accountable for student learning outcomes, a system that was influenced by the constitution’s protection around the freedom to choose in education.

In both Pakistan and Côte d’Ivoire, where governments use vouchers and subsidies for students in private schools in context of limited availability of public education, the CSOs argued for stronger regulations to prevent additional or hidden charges to parents. Pakistan’s PCE reported that where payments from the government to the schools are linked to student learning outcomes, schools have perverse incentives to only admit students with higher abilities to ensure they can meet government payment requirements (PCE, 2015).

In Brazil, the BCRE coalition emphasised that lobbying regulations are not well established and that this is a mechanism whereby private-education actors further advance their agendas. BCRE notes that big groups linked to the private sector leverage their funds to achieve privileged access to parliamentarians, in contrast to the coalition and its members who do not benefit from the same economic power. Still, BCRE draws attention to the lack of quality monitoring of non-state schools licensed by education councils in Brazil.

4. CSOs’ strategies

4.1 Main themes of CSOs’ work around non-state actors

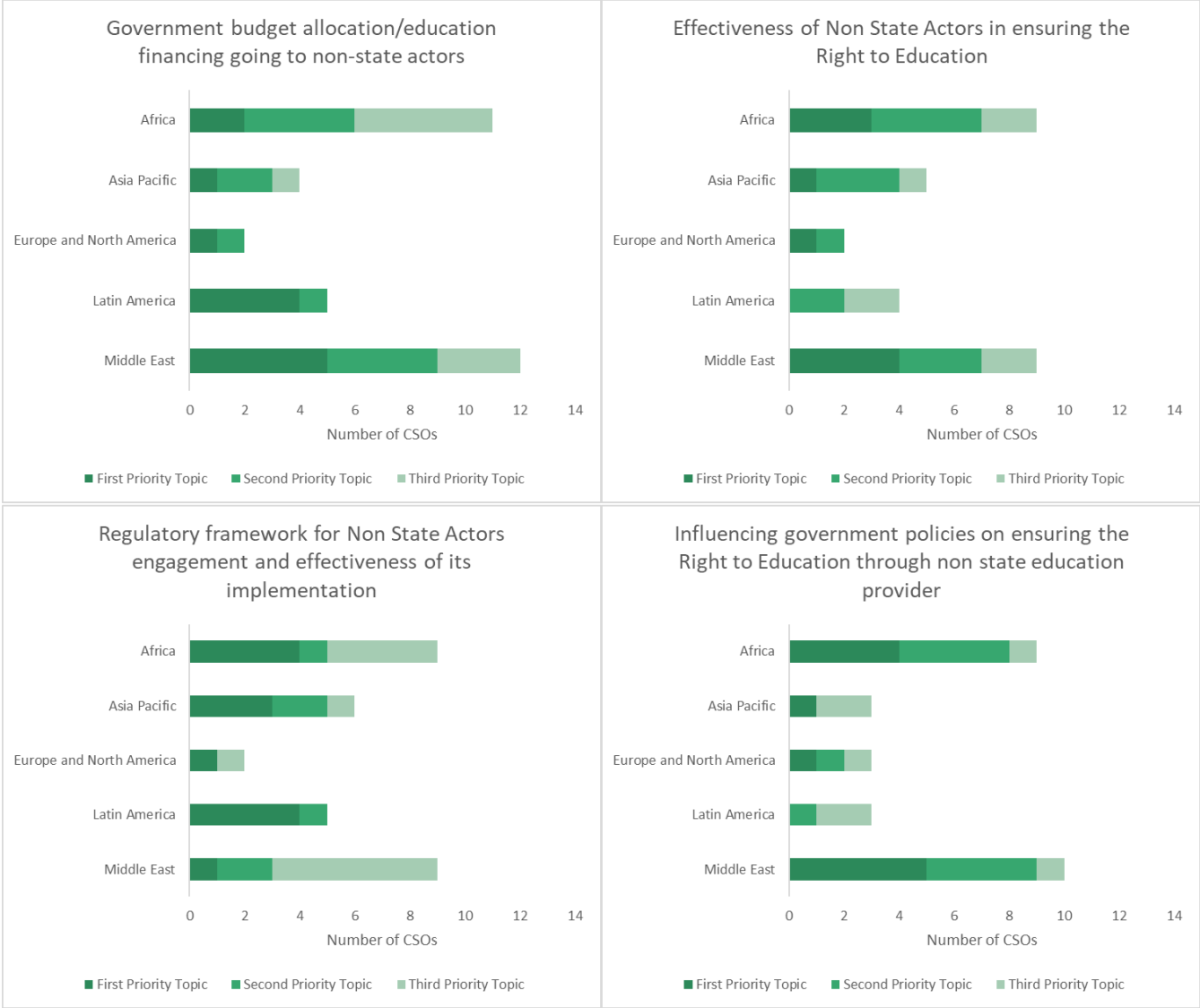
Concerns with equity and inclusion in education, and the impact of NSAs on right to education and equitable, quality education, were clear themes throughout CSOs’ work

Rights-based lens permeates through the approaches of all CSOs who contributed to this study. Interviewed organisations were united in the aim to uphold the right to education, and equity was men-

tioned a core concern at the heart of their work. This influenced the range of topics that the CSOs reported working on around non-state engagement. To illustrate, the survey revealed that among the main topics ranked as priority areas for CSOs' work across all regions were largely consistent. These included influencing government policies on ensuring the right to education through non-state education providers, and regulatory frameworks for NSA engagement and effectiveness of its implementation (Figure 7).

Figure 7: CSOs' key advocacy topics

Figure shows the number of CSOs who indicated the topics as first, second and third priority, within the GCE regions



Note: Based on the survey results of 47 respondents. Respondents were asked to rank areas of work as first, second and third priority.

In working to uphold the right to education, equity remained a central concern at the heart of CSOs' work. Several CSOs have focused on generating research and lessons which aims to better understand educational marginalisation, including how NSAs can overcome or reproduce inequalities. For instance, CAMPE in Bangladesh conducted research demonstrated how educational access was strongly determined by household income (CAMPE, 2015). Although primary education is free and compulsory in Bangladesh, there are substantial private and opportunity costs that parents must meet for their children's schooling (Nath et al., 2005). These costs included examination fees, private tuition, uniforms, and paying for notebooks in the upper grades of primary schools.

In Pakistan, PCE reported that despite the rapid growth of low-fee private schools targeting disadvantaged communities, out-of-school children and poorest families are still not being reached. This was attributed in large part to the fees required for school attendance, which remained out of reach for the poorest families, with poor rural girls being the most affected (PCE, 2017). A 2018 study of PPPs in Pakistan found that the design of Punjab's PPP to be an 'ineffective system of incentives for private sector providers that is resulting in low-quality education and the exclusion of marginalised children' (Afridi, 2018).

The interview with Chile's FODEP also highlighted concerns about equity and inclusion in the education system, particularly in relation to pupils' social-economic backgrounds. Chile's education sector is predominantly private, and FODEP have highlighted how underfunded state schools have become "poverty ghettos". Community schools operating within the country struggle to comply with mandatory accountability mechanisms, in contrast to private schools from major foundations, which allegedly go as far as to commit embezzlement at times. In addition to decrying student equity-harmful student selection mechanisms, FODEP also explains that the right to education as such is not constitutionally guaranteed in Chile.

4.2 Audiences of CSOs' work

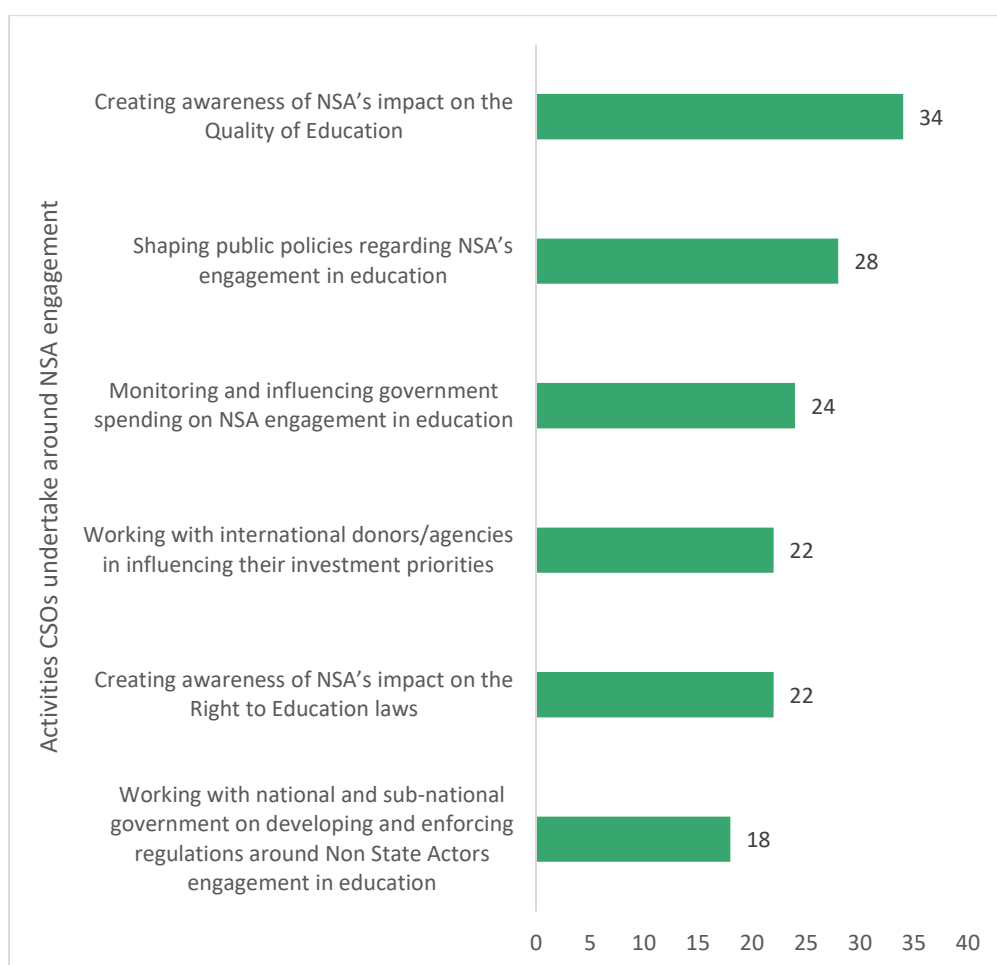
CSOs shaped their strategies according to their aims and target audience and influence by contextual factors

Previous research on advocacy strategy defined audiences targeted by the advocacy and changes as the result of advocacy as the key components of any strategy. Audiences groups included *general public*, *policy influencers* (e.g. community leaders or media) to the *decision makers* (e.g. policy-makers). Changes as the result of the advocacy efforts differentiated between creating the elementary *awareness* of an issue, building *will* among the audience's to take action and finally supporting *action* among the audiences (Coffman and Beer, 2015).

Our research shows that CSOs operate across the levels of these two dimensions. Survey results highlighted some of the key areas in which CSOs are involved in activities around NSA engagement in education. Among them, across all regions, raising awareness on NSA's impact on quality education as well as more policy focused themes of engaging with policies and monitoring government spending on NSAs, emerged as the key topics. The findings showed that CSOs targeted general public, policy-makers as well as education influencers such as international organisation, in their advocacy work (**Figure 8**).

Figure 8. CSOs involved in activities around NSA Engagement

Figure presents the number of CSOs that indicated undertaking the indicated activities.



Note: based on 47 respondents that selected at least on activity

The following sections look at the CSO engagement on NSAs by considering the particular audience groups and discussing the desired changes for each. In all cases the levels of CSOs engagement were shaped by contextual factors such as the organisation of the education system in the country, the degree of NSA engagement and the pre-existing relationships between the CSOs and the key audiences. It is worth noting that some interviews highlighted that debates around NSA roles in education fall under the broad umbrella of CSOs' work concerning the right to education, rather than work targeting NSAs per se. This was notable in the case of PCE in Pakistan, TENMET in Tanzania, AOb in The Netherlands, and to some extent ACED in Australia.

4.2.1 CSOs' direct engagement with government and judicial bodies

Government, and in some cases judicial bodies, are the core audience for CSOs work but there are restrictions to CSOs' abilities to engage with and influence key decision makers

Different levels of the government, and in the case of India and Brazil the judicial system, were frequently discussed as a key audience groups by several CSOs. This was shaped by contextual factors in respective country contexts, such as the system of governance, mainly centralized or devolved, as well as the enabling environment for CSO engagement in policy dialogue, and the government perception of, and willingness to engage with, civil society more broadly. These factors worked to both enable and constrict CSOs interactions with government, including the level of government they targeted. For instance, the independence of judicial system in India was noted as a key factor facilitating CSOs' strategies, in being able to pursue the right to education through the judicial system.

The pre-existing relationship between CSOs and government emerged as an important contextual factor affecting the strategies to engage in education policy dialogue around NSAs and more broadly. Where CSOs were able to build effective working relationships in which government perceives them to be a credible player, they are more easily able to influence policy and engage in decision-making. However, tensions between CSOs and governments frequently exist, and can be impacted by factors such as the current government in power.

During the interviews, CSOs provided positive examples of their success in building working relationships with different levels of government. For instance, CAMPE in Bangladesh is a well-established coalition with an extensive membership. They have maintained a strong working relationship with government, in part due to their ability to access platforms such as Local Education Groups (LEGs) and other working groups. Despite changes in government over time, they have been able to maintain relationships by remaining politically neutral and non-partisan, and producing objective and evidence based research. The coalition noted how they have further utilised the GCE network as well as their membership in various other international networks who give them access to global and regional platforms to enhance their credibility. The ability of the coalition to access these spaces, their strong and diverse membership, and their credibility with government means that they have a clear voice in education policy discussions, and cannot easily be ignored. In a similar vein, as the Ivorian interviewees indicated, the RIP-EPT coalition interacts with the national government via its membership in Côte d'Ivoire's LEG and by sitting in the yearly Education Sector Review, to which it provides a report with coalition's contributions. These examples match previous findings from the evaluation of the GPE-funded Civil Society Education Fund 2016-2019 (CSEF III), which pointed to LEGs and Education Sector Review as being particularly relevant forums for civil society participation in government-led educational processes (NFER, 2020).

These relationships are in flux according to the relevant political climate. For instance, the Brazilian coalition was founded in 1999 in a historical context of strong contestation and criticism to the government (Simielli, 2013). Several years and governments later, however, the coalition's position included "criticism in a constructive sense, and proposition" (ibid., p. 578). As the former executive coordinator of BCRE once explained, this was only possible at that time because "there [was] more space for proposition" (ibid.). Yet, while stressing that BCRE's work has always been of critically monitoring governmental actions regardless of who is in power, the interviewee explained that the changing political climate in Brazil since the mid-2010s has shrunk the space for civil society and deteriorated relations between recent governments and BCRE.

These examples can be understood within the observed trend of declining civic space, which presents a growing threat to the ability of CSOs to interact with government and effect policy decisions (ICAI, 2019). The nature of these relationships, and how they evolve or change over time, impact on the strategies which CSO employ. For instance in Brazil, the coalition pivoted their approach away from government influencing, towards more community-based activities since the previous political election, perceiving a larger impact potential in the new approach. Similarly, the Chilean coalition (FODEP) highlighted their limited success in advocating to parliamentarians due to the limited receptiveness towards CSOs, and as a result they shifted their strategies to focus more on the community level (described in Section 4.2.3 below). In Chile, FODEP reported growing difficulties to advocate policies in favour of public education at the legislative level since the 2000s as it considered the parliament too closed to its advocacy and decided to pivot their strategies to more localised, bottom-up ones.

CSOs further adapt their approaches to differentiate between work targeting the national-level government and the sub-national bodies, such as state government or regional government, reflecting the different education systems structures and accountability lines in the countries. CSOs in Côte d'Ivoire, Brazil, and to some extent, Tanzania and Australia emphasised their efforts in advocating with the national-level governments, while CSOs from Bangladesh, India, Nigeria and Pakistan em-

phasised their efforts around state and province-level governments, which reflects the devolved systems of education present in these contexts. Similarly, the endline evaluation of the Civil Society Education Fund 2016-2019 (CSEF III) identified that some of the national education coalitions in CSEF were able to assist policy implementation by local governments by offering a closer linkage between central-level policy and strategy development, on the one hand, and decentralised implementation on the other hand (NFER, 2020). The level of government targeted is also affected by the stance of national governments towards NSAs and levels of freedom which CSOs are afforded. In the case of Nigeria, the coalitions' national level advocacy is somewhat restricted by the strong level of government support for private NSAs, and an uneven implementation of regulations, with urban zones being predominantly catered to by private schools.

4.2.2 Working with community members and media

Targeting communities through different forms of media is an important strategy used by CSOs, particularly where formal spaces for CSOs to influence policy are limited

Strategies which target the public and community through different forms of media was another important approach taken by interviewed organisations. This was motivated by the aim to drive public awareness of key issues in education, including informing public of matters relating to the role of NSAs in education. CSOs mentioned the goal of supporting the citizens to hold government to account and to make informed educational decisions. This approach has been increasingly important for those CSOs who have less formal spaces in which to engage with government. The Chilean coalition FODEP highlighted how they initially focused on advocacy around these issues with the legislative, but changed their direction after recognising that their efforts were not effective in the context where there was little receptiveness to their propositions in the parliament. By using a bottom up approach to mobilise change, the coalition is able to work with communities to drive constitutional change.

In such contexts, the ability of CSOs to engage with media organisations can play an important role in spreading awareness about the rules and regulations around NSAs. For instance, Côte d'Ivoire contributed to capacity building with media organizations around Abidjan principles, enabled by their strong partnerships with media organizations who form part of the coalition's membership. In contrast, NCE in India stated they have been unable to work with the media in their advocacy around NSAs, due in part to the fact large media companies often own stakes in private institutions themselves. In Bangladesh, CAMPE worked to form powerful partnerships with news stations and other media outlets, who have been receptive to covering the issue of NSAs and have contributed to greater media coverage on the topic.

Awareness raising and capacity building activities also target parents, particularly when there is limited space to influence debates around NSAs at the policy level

Parents formed a key target audience for CSOs strategies involving community mobilization, often as a result of restrictive factors preventing coalition from engaging with higher level actors. In Pakistan, PCE highlighted the restrictions of influencing the political environment which sees many members of government owning stakes in for-profit schools. As a result, they have turned their attention to capacity building at the community level, holding workshops with community members and parents in order to increase their abilities to hold governments accountable to right to education legislation.

Parents have also been the target of work by the Ivorian coalition (RIP-EPT) who discussed conducting community sensitization activities with parents, raising awareness around the debates associated with top-up fees. RIP-EPT has chosen to adopt this strategy in parallel to their work with the government advocating for the removal of these fees. Additionally, despite efforts in India to work with parents enrolled in private institutions, NCE cited they have thus far been unable to as parents are worried that their activism might cause their child to be removed from the school. However, NCE local-

level volunteers work with parents from children enrolled in government schools by activating and engaging with School Management Committees (which private schools are not obliged to have). These committees are especially important to help children of informal workers enrol at school.

4.2.3 Engagement with teachers and schools

CSOs engaged with teachers directly through their memberships, school management committees, and in one case, directly with teachers in private schools

Direct engagement with schools, teachers and other practitioners was mentioned by the Indian, Pakistan and the Dutch CSOs among others, while teachers' unions were represented in other countries' CSOs too. For instance, CSACEFA has among its members the single Nigerian teachers' union, while one of the largest member organisations of Bangladesh's CAMPE is a teachers' union. The Dutch coalition, AOb, was the only trade union in the sample and thus its engagement with practitioners was also a matter of its core ways of working across all topics.

In India and Pakistan the CSOs mentioned their strategies of spreading awareness and capacity building around quality education through the school management committees (SMCs). SMCs were seen as a way to tap into the schools directly to strengthen the learning environments. In Nigeria, CSACEFA engaged directly with private school owners and provided training to the schools' personnel, in recognition of the need for capacity building among these stakeholders in order to provide quality education to the learners they serve.

4.2.4 Engaging with regional and international communities

CSO engagement with regional and international level platforms is enabled through the cohesive, multilevel GCE movement

Engagement around NSA issues beyond the national level was mentioned by organisations in Australia, Bangladesh, Brazil, Pakistan and Côte d'Ivoire. ACED in Australia for instance highlighted how they would time activities and meetings to coincide with Global Partnership for Education (GPE) visits, which helped them to engage in global level advocacy despite limited staff and resources.

In Pakistan, PCE have engaged with donor countries to advocate around donor level support for NSAs in the country in order ensure that rights-based considerations are central in aid decisions (also in Section 5). This can be understood in the context of strong government support for NSAs involved in education in Pakistan, and demonstrates the consistent use of the right to education approach in framing CSOs positions and interactions with issues relating to NSAs in education. Côte d'Ivoire's RIP-EPT and Brazil's BCRE participated in the development of the Abidjan Principles. In 2015, Brazil's BCRE's views on education privatisation integrated into the final observations made by the Committee on the Rights of the Child (CRC) to the Brazilian state and in 2017 many recommendations on the right to education reinforcing public spending in public education were provided by the UN Universal Periodic Review after BCRE's advocacy on the occasion.

Some of the CSOs reflected on how the GCE network itself was an important mechanism through which organisations could access regional and global advocacy platforms and decision making to raise international awareness of the issues around NSAs and other educational priorities. CAMPE in Bangladesh, for example, noted the importance of their membership to the Regional Coalition Asian South Pacific Association for Basic and Adult Education (ASPBAE) to both influence regional advocacy, but also to enhance their own credibility by demonstrating they are active and respected outside of the national level education space.

4.2.5 Engagement with for-profit NSAs

Some CSOs have attempted to engage with the private sector, either directly or indirectly, with mixed levels of success

In some cases, CSOs reported working either directly or indirectly with private NSAs in order to build capacity and strengthen the ability of private NSAs to deliver a quality education for all. This often reflected a somewhat pragmatic approach, which recognised the realities of educational privatization within their context, and thus was aiming to improve the situation for learners enrolled in such schools

The Nigerian coalition, CSACEFA, provided a clear example of this, and stressed that while they are opposed to charging fees for education, the reality is that there is an extensive private education sector, and the state has failed to guarantee the right to education for all. Hence, their efforts have focused on ensuring private schools, including low-fee private schools, provide a safe and quality learning environment. CSACEFA aims to bring private school proprietors on board as coalition members who are committed to the goals of the coalition. Furthermore, engagement with NSAs was also used as a mechanism to monitor the implementation of rules and regulations around private provision, a key concern in the Nigerian context given the high prevalence of for-profit institutions.

Other CSOs have reported less positive collaborations with for profit providers. For example. Côte d'Ivoire's RIP-EPT reported that they previously attempted to work directly with the private sector, but without success. As a result, they decided to avoid this approach. Similarly, Brazil's BCRE highlighted that major groups advocating an educational model fundamentally different than BCRE's do not respond favourably to BCRE's invitations for public debates and debates in the media, even though, as BCRE puts, such groups have previously accused the coalition of being unwilling to engage in such dialogue.

5. Impact of CSOs' work on the NSA engagement and provision of education

This section explores the extent to which CSOs work around NSAs has influenced the education system in terms of the policies, laws, community awareness and action, among others. It is important to note that direct impact of any actor's actions is difficult to measure in an environment as complex and interdependent as education. Measuring the impact of CSOs advocacy work in particular can be difficult to the extent that it relies on awareness raising and capacity building which take time and are difficult to measure (Teles and Schmitt, 2016).

Thus our work considers the CSOs perceptions of impact and their areas of intended impact rather than relying solely on evidence of direct impact. The survey revealed that CSOs considered creating awareness on the impact of NSAs' on right to education laws and working with different levels of the government as the most effective areas of their engagement in the topic of NSAs (Table 5). These mirrored their main approaches in the topic, described in the previous section.

Table 5. Perceived most effective area of CSOs engagement on non-State sector.

Area of CSOs' work chosen as effective by respondents	N
Creating awareness of NSA's impact on the right to education laws	10
Working with national and sub national government on developing and enforcing regulations around Non State Actors engagement in education	10
Creating awareness of NSA's impact on the Quality of Education	5
Working with international donors/agencies in influencing their investment priorities	5
Monitoring and influencing government spending on Non State Actors engagement in education	3
Shaping public policies regarding Non State Actors engagement in education	3

Note: Based on 36 respondents who completed this question

5.1 Examples of CSOs impact and influence

Across the interviews the CSOs reported achieving a varying level of impact across the main areas of their work. These are summarised below. As previously discussed, the work across these areas often considered non-state engagement primarily through the education as a right-based lens. Our findings support the extant research about the centrality of CSOs in education's networks and their ability to draw connections between different stakeholders (Menashy and Shields, 2017). This has been reflected in organisations' ability to bring together a multitude of different actors through their diverse memberships, and as part of the wider GCE network⁷. Oftentimes, this work focuses on being an intermediary between different non-state and state stakeholders.

To illustrate, Bangladesh's CAMPE mentioned their role as a bridge between NSAs (including CSOs)

⁷ For further information on CSOs membership composition and evolution, please see the Appendix A.

and the government, which have historically interacted very little. Acknowledging the sizeable participation of NGOs in the provision of education in certain sectors, particularly pre-primary education, CAMPE sees an important need for government and appropriate NSAs to partner in order to fill gaps in education provision, particularly where there is limited capacity within government to fill those gaps. They are invited to participate in national-level consultations on sectoral analysis and planning, giving an opportunity for its numerous and diverse members, including teacher unions, to have their opinions reflected in high-level fora.

Pakistan's PCE strives for more inclusive consultation with parents and teachers, including in private schools, while both India's NCE and Côte d'Ivoire's RIP-EPT endeavour to reinvigorate participatory school management committees which only exist in government schools. Tanzania's TEN/MET, worked to create a committee to bring together both state and non-state actors for knowledge sharing in the area of ICTs.

Awareness raising in order to inform and influence the public and policy maker opinions is a key areas of perceived impact, although some CSOs face barriers in this area

Informing and influencing public opinion is a central part of CSOs' mandates. To effectively spread the word to the most stakeholders possible, CSOs have utilised different means, according to the enabling environment, in order to impact public opinion, as described in the previous section. In Pakistan, PCE has succeeded in introducing educational themes into the manifestos of all major political parties. A similar breakthrough has come for the Netherlands' teachers' union, which helped enlist the collaboration of all political parties over the abolishment of the pay gap between primary and secondary teachers. While it hopes for this to become effective over the coming year, the union harnesses the potential of social media, particularly Facebook groups, to engage and mobilise teachers.

Political affairs can likewise stifle CSOs' abilities to impact public opinion further. In India, NCE faced barriers in influencing public opinion, for example due to teachers fearing that they will lose their jobs if joining unions. While Tanzania's TEN/MET reports an increasingly tight grip by the government on CSOs' freedom of expression, Côte d'Ivoire's RIP-EPT counteracts ambiguous governmental communications over the lack of public funds for investments in public education. Whereas the coalition relies on its research-based activity to generate evidence on such topics, it also uses TV and radio to inform Ivoirians on issues with private schools charging fees on government-funded pupils.

CSOs have demonstrated some success in shaping policies, regulations and budgetary decisions around NSAs, but challenges remain

The interviews revealed a number of achievements around CSOs' work to shape policies specifically around the provisions of quality education. For instance, NCE in India's and PCE in Pakistan's contribution to processes leading to the Right of Children to Free and Compulsory Education Act (Government of India, 2009) and the National Education Policy (Government of Pakistan, 2009) respectively.

Much of CSOs' work to influence policy was centred on regulatory frameworks and relate to financial aspects of education. On the one hand, some CSOs operate extensively at the national level. Such is the case in Brazil, where for the first time an education financing mechanism created by a CSO (the BCRE coalition) — the concept of Cost of Quality Education per Student – CAQ (BCRE, nod) — was enshrined in legislations pertaining to public education financing. Furthermore, in the mid-2000s, BCRE successfully proposed that pre-primary and secondary education became part of a major national education fund lasting until 2020. In Côte d'Ivoire, during the 2019 education sector review, the RIP-EPT coalition advocated—without success, however—the suppression of the decree 0059/MEN/CAB/SA-PEP from 29 April 2008 which institutionalised parental top-up fees for government-funded students (RIP-EPT, 2019). The coalition used the Abidjan Principles on the Right to Education (2019) together with self-elaborated research works into education financing to back its arguments. In 2019, Chile's

FODEP was instrumental in avoiding that early childhood education were included in the state-subsidy scheme valid in Chile for basic education.

Other CSOs reported being very active on decentralised political-administrative stances. PCE in Pakistan helped ensure that provinces have regulations for right to education implementation and, at the municipal level, seeks to ensure that government funding committed reaches all entitled schools. Similarly, India's NCE's equity-based advocacy of not-for-profit education towards local legislators had some success in ensuring that fee-regulation acts are implemented in some states. The coalition have also counted on the Indian Judiciary to impact relevant subnational legislation by filing lawsuits related to fee-regulation issues to state- and national-level courts.

That said, well-established regulatory mechanisms around private education can make change a long-term effort even in the face of strong evidence calling for improvements, as explained by the Dutch teachers' union (AOB). Powerful education inspectorates and traditional collective bargaining with non-state-run school boards have not been enough for progress in effective, transparent tracking of the uses and shortages of government-allocated lump sums for pupils' education in the Netherlands.

CSOs provided fewer examples of shaping and informing donor decisions around NSAs in education

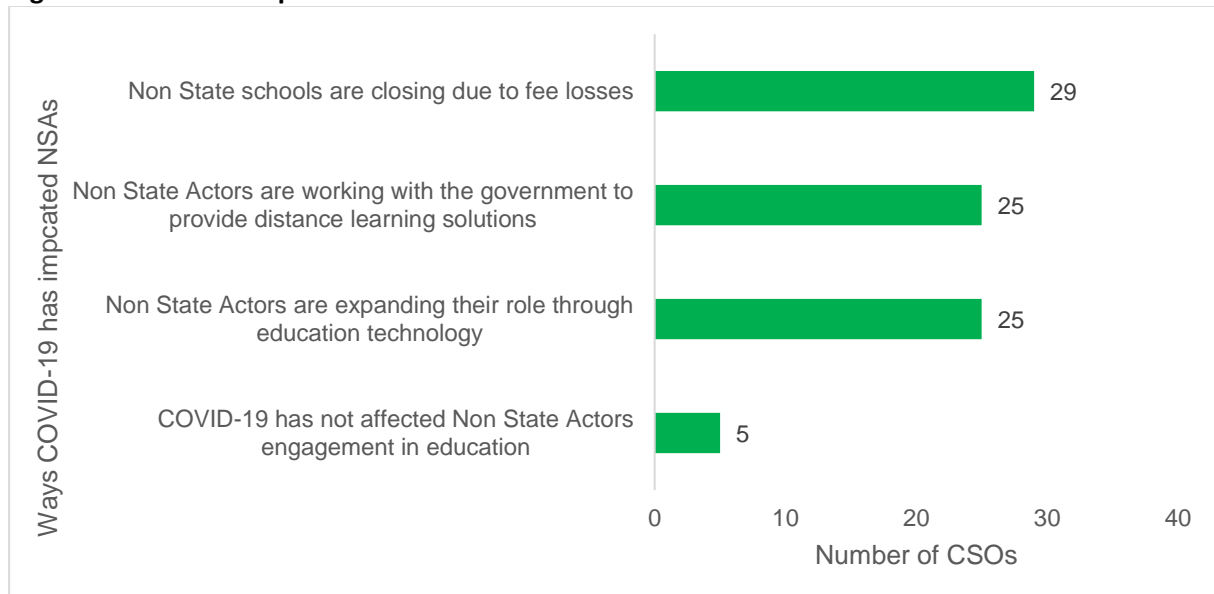
Shaping donor priorities was reported as the area of least focus and thus also impact among the interviewees. This is likely the reflection of the complicated, trans-national and trans-thematic structures underpinning aid to education, which are likely difficult to tap into for many of the CSOs. Previous research demonstrated that through the engagement in the CSEF programme, CSOs were instrumental in modifying the language of GPE's Private Sector Engagement Strategy, adding to it the clause according to which 'no GPE funds can be used to support for-profit provision of core education services' as well as making sure that this ethos permeates the strategy (NFER, 2020). However, in some cases the international schemes directly affected the country NSA's impact on right to education. In such cases, interviewees report engaging in actions aiming to exert influence to bring focus on the right to education considerations.

Pakistan's PCE educational priorities reported being at odds with donors' promotion of low-fee private schools (LFPS) and the disproportionate focus by donor-supported educational public-private partnerships on assessment scores and school attendance. For its part, Côte d'Ivoire's RIP-EPT is a member of the Global Partnership for Education's (GPE) Local Education Group (LEG)—as is CAMPE in Bangladesh—and provides it with a report on national education which is appreciated by the Group. On a different note, Australia's ACED engages in promoting and profiling the country's foreign aid spending on SDGs besides the coalition's domestic focus.

5.2 Impact of COVID-19 pandemic

The current research coincided with the COVID-19 pandemic. As a result, our survey was able to collect information about the perceived impact of the pandemic on the non-state sector. Respondents indicated that the more important consequences included the closing of non-state schools due to fee losses, expansion of non-state actors in the technology sectors and working on the distance learning solutions (**Figure 9**). The interviews with the collations shed more light on the impact of the pandemic also on their own work, as described below.

Figure 9. Perceived impact of COVID-19 on non-State sector.



Note: Based on 43 CSOs that responded to this question

Many CSOs report the negative impact of on their work

CSOs reported several issues that emerged during the pandemic. One of the CSOs, in Australia, mentioned that education was pushed off the agenda with the emergence of the pandemic. This finding is alarming given that in addition to the unprecedented health crises, COVID-19 has also created the 'largest disruption' to education systems around the world (UN, 2020).

CSOs also mentioned that the pandemic negatively affected their own situation. The CSOs from Bangladesh, India, Pakistan, Côte d'Ivoire, and Tanzania all highlighted that the funding for their work was reduced significantly over the past 6 months. The coalition and its members reported difficulties in raising funds for most of their activities. In the meantime, education dropped off the priority list of the governments in these countries, especially during first and second quarter of the year. This together with social distancing and remote working requirements have made it difficult for these CSOs to engage with the politicians and government decision makers. Similarly, most of the members have not been able to engage with community due to lack of funding, social distancing and in India's case losing touch with the community members due to mass migrations.

CSOs raised alarm around COVID-19 fuelling and exacerbating inequalities among learners and staff

An important concern raised by many CSOs centred on the impact of COVID on equity. In Pakistan and India CSOs felt that COVID-19-related discussions on continuing education were a priority in the urban and more privileged areas, putting those in rural and distant areas at a clear disadvantage. Organisations emphasised that government as well as non-state funded digital education platforms remain more accessible to urban population whereas schools in rural areas remain out of reach for most of these interventions. In India even though on paper government schools have started online teaching, children could not afford internet and hence have not been able to continue their education during this time. In addition, Tanzanian coalition mentioned that many schools were likely to raise their fees when schooling resumes in order to recuperate their losses, thus preventing access to the poorest amongst their students.

Some concerns were also raised around the impact on school staff. Côte d'Ivoire coalition reported

that low fee private schools in were facing mass drop outs due to parents losing sources of income. This made it difficult for the schools to pay for teachers' salaries. The Indian coalition reported that some low fee private schools have increased their fees to reduce their losses. These schools, according to NCE, have adopted a stance that in order to continue teaching students online, they need to provide teachers with extra recourse which thereby justifies higher fees.

CSOs raised concerns around the increase influence of technology companies and the dangers of distance learning solutions leaving the most marginalised learners behind

Given the importance of the distant education models, amidst the school closures, many CSOs noted the increased importance of the technology (tech) companies especially those working on technology solutions for education (edtech). In Indian organisation (NCE) noted that COVID-19 has presented itself as an opportunity for large tech companies to influence government to push their own agenda, related to finding markets for their edtech solutions. They noted that as result, the government included a whole section in the upcoming education policy that will try to ensure increased reliance on edtech. However, NCE pointed out that these initiatives will further widen the existing inequity in education with poor households failing to make use of such initiatives due to high cost of internet in the country.

In Netherlands, the AOb also noted that a number of edtech companies with new solutions have emerged in the context of the pandemic. These companies were pitching edtech solutions to schools as well as parents and children. Though, AOb recognised the need for non-state engagement in bringing innovation to the sector, the organisation felt that these companies had too much influence over the government which is problematic in the long term. One example of this was the reported sudden increase in the price of the learning management system that the government has been using for the education department, the company, without any warning ,increased the price by 30% this year and the government, due to its heavy reliance on this firm, had to agree to the new prices. AOb noted that this, in turn, meant lesser finances for the schools for students and teachers.

Pakistan's PCE and Brazil's BCRE have the alarm about the digital education divide that disproportionately disfavours students in slums and rural areas. This has similarly been raised by CAMPE in Bangladesh, who have highlighted that government efforts to reach students through television, internet, radio, and mobile phone are still not accessible to the most marginalised, and have campaigned for the better use and supply of edtech solutions, and for teachers to have their capacities strengthened in this area (CAMPE, 2020). The pose that NSAs with a strong concern for the right to education have a potential role to play in filling this gap.

A few CSOs mentioned opportunities for new ways of working

In addition to these important challenges, some CSOs mentioned that the pandemic can push CSOs towards more agile ways of working. Interestingly, BCRE in Brazil also pointed out that it can 'level' to a certain extent and at first the playing field between their organisation and some of the richer non-state actors. The interviewee in Brazil pointed out that in normal circumstances these actors have the funds to create lavish opportunities for key stakeholders to meet with them and this way advocate their views. In contrast, during lockdown and with physical meeting restrictions that continue, this was of exerting influence was not possible.

The coalition mobilised a well-established social base to engage directly with parliamentarians via WhatsApp and social media in lieu of face-to-face campaigns during the COVID-19 pandemic. The coalition mentioned that this supported the process of gaining approval in national parliament of policies relating to Brazil's Fund for Maintenance and Development of Basic Education and Promotion of Education Professionals (Government of Brazil, 2020). BCRE mentioned that these strategies were aided by the legitimacy of years of experience in the subject and of purposeful action with high-level research and face-to-face negotiations that were developed over 5 years of the proposal's progress

in the National Congress.

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6. Implications of the current research

Our interviewees shared the belief that non-state actors need to be more engaged with the government in order to provide quality education for all. At the same time, CSOs emphasised that the state should play a better role in regulating the non-state actors that are involved in the provision of education, and creating opportunities for different types of non-state actors, especially CSOs and community led organisations to sit with the decision makers and find solutions to some of the key issues facing the education sector. The latter point was especially relevant in the context of a shrinking space for civil society engagement with the officials, which was mentioned in some countries. Across all their work, CSOs mentioned that their main goal was to strengthen the public system, rather than campaign against any particular NSAs. As Australian interviewee put it: ‘they don’t campaign against things, [they] campaign for things’.

Our findings show that CSOs can play an active role in engaging diverse types of stakeholders including politicians, bureaucrats, media, corporate firms, private schools, trade unions, grass root organisations, teachers, school managers and community. The current research suggests that this sometimes requires the CSOs to be adaptable and resilient given that some groups may not be open to engaging with them. CSOs were aware that they might not always be seen positively by other actors, some pointed that CSOs can be seen in a very ‘negative’ manner by the governments and other stakeholders. Improving the credibility of the CSOs was one of the aims of the Civil Society Education Fund (CSEF), which was managed by GCE with regional partners, to support the core work of national CSOs. The recently-closed programme has shown that many CSOs achieved progress in building relationships with their governments but also needed the programme’s support in doing so (NFER, 2020).

Current research suggests that for the CSOs’ to enter the dialogue, both sides (CSOs and governments) might need to break the common stereotypes. Some of the stereotypes mentioned were such as that: teachers’ unions will always oppose government, or that NGOs squander donors’ funds. These stereotypes interfere with CSOs effectiveness and while not necessarily always based on facts, they might need to be addressed to restore CSOs’ reputation and ability to work with other stakeholders.

CSOs’ continued progress in knowledge creation and sharing, as another way to build their credibility and create impact, was highlighted through our research. The findings suggest that CSOs can play an important role in identifying the gaps in the information and knowledge and also work to fill these gaps, as well as play the unique role of fact checker regarding the information spread by other actors (including governments and NSAs) around education system quality and equity. This could be particularly important in light of some voiced concerns about the possibility of ‘overpowering’ of some of the community members. To illustrate, the Indian coalition mentioned that parents in non-state run schools could be manipulated and did not have much voice or would risk to raise in fear of having their children expelled.

The interviewed CSOs, for instance in the Netherlands, also emphasised that attention must be paid to the value of social media and how it can give voice to individual members making them potential activists. This can be both a positive and a negative tool, especially if the information used to mobilise the community is false or incorrect. This again suggests a need and urgency around CSOs working as fact checkers to ensure that the information out there on social media is correct and complete. This also requires CSOs to build their abilities in social media campaigning, different to the traditional campaigning, to mobilise community.

7. Conclusions

The current research bridges a gap in existing evidence base around the attitudes and strategies CSOs take around the different non-state actors engaged in education. It also contributes to a growing body of evidence showing how civil society actors and organisation play, and can play, an important role in international education and policy making. It does so through focusing on the ways that CSOs around the world, which are members of GCE, work with and on the topic on non-state engagement in education. The research shows that non-state presence in education is a relevant issue for organisations working both in the Global North and in the Global South.

The findings showed that the nature of CSO work, attitudes and impact around the topic of NSA engagement are largely shaped by the context of the CSO work and the level to which government is able to play its role in guaranteeing quality education to all its citizens. Right to education was the dominant perspective through which the topics of non-state engagement was approached by the CSOs, with the extent to which the learning needs of the most vulnerable are met, as one of the key concerns. Consistently with previous findings, overall our research revealed that generally CSOs opposed the commercialisation of education (Croso and Magalhães, 2016). This was not limited to concerns around the formally 'for profit' actors – as our research showed that CSOs perceived blurred lines between the profit and not for profit actors, often related to weak government regulations. Instead, distinctions between NSA models were more closely tied with their ability to reach marginalized populations, with CSOs using this to frame their support for certain types of institutions.

Furthermore, the issue of the implementation of the existing regulations was highlighted as a key area of work for many among the CSOs. Concerns were raised around the impact of COVID-19 pandemic on the influence exerted by particularly technology-related non-state actors. Moreover most CSOs saw the pandemic as likely exacerbating the inequalities in education, also around the non-state sector. However, it was also pointed out that CSOs with stronger social media presence have opportunities for new ways of impact, in the necessary absence of physical large-group meetings.

Moving forward, more research is needed in providing the understanding on how CSOs and other NSA interact. Current research shows that the issue of providing education to the most marginalised communities is one of the key topics around which NSAs and CSOs interact, positively or negatively. Future research could focus on the analysis of NSAs' engagement in the provision of education to those furthest left behind, such as poor learners with disabilities. The important implication of the present findings is that such research needs to be contextualised, given that different environments, types of NSAs and even areas of education systems have been shown to elicit different approaches, issues and impact mechanisms which eventually shape education policies and CSOs' actions.

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List of appendices

- A. Background research / country profiles
- B. List of interviewed participants
- C. Research instruments

Appendix A. CSOs' background and illustrations of country contexts

The following are brief case studies presenting the basic information about the organisations interviewed for the purpose of the study. They also include a brief overview of the engagement of non-state actors in the countries. Please note that the latter are meant as illustrations of the situation and are not aimed to provide an exhaustive panorama of the topic.

Asia-Pacific

Case Study 1: Pakistan

1.1 *Pakistan Coalition for Education (PCE)*

PCE was established in 2005 and has community mobilization at the heart of its advocacy efforts. The coalition is a member of GCE and is composed of community-based organizations, non-government organizations, parent-teacher associations, education reporters' associations and other civil society organization. The network works across 65 districts in Punjab, Baluchistan, Khyber Pakhtunkhwa, Sindh, and Azad Jammu and Kashmir. The coalition engages in advocacy and civic engagement activities, concentrating its work around the implementation of the right to education, education governance, girls' education, public-private partnerships in education and the Sustainable Development Goals.

1.2 *NSA Engagement in Pakistan*

Over the last two decades, the private sector has grown exponentially in Pakistan, with an estimated 34% of all primary school children enrolled in private schools (Farooq, 2015). Additionally, it is estimated that 14% of students attend non-formal schools and a further 10% attend Deeni Madrassas (MET and SHE, 2014). The non-state sector within the country functions under two funding models: schools which are funded by provincial governments (with oversight from a semi-autonomous Provincial Education Foundation) and operated by the private sector, and schools which are financed through donor assistance or International Development Assistance (IDA) loans that are mostly run by the community with support from implementing NGO partners.

Enrolment in private institutions in Pakistan is strongly linked with socioeconomic status, with ASER 2015 data citing that only 9% of children from the poorest households are enrolled in private schools, while 87% of the poorest children go to public school (SAFED, 2015). Regulations for private schools are relatively loose, with both primary and secondary private institutions not requiring affiliation with a board, often meaning they can be registered without being accountable for suitable permanent premises, qualified faculty, a library, and other necessary facilities (Muzaffar and Bari, 2010).

Case Study 2: Bangladesh

2.1 *Campaign for Population Education (CAMPE)*

CAMPE was founded in 1991 in the spirit of the Education for All movement which began at the Jomtien conference the year prior (UNESCO, 1990). Presently, CAMPE is composed of almost 1000 members including non-government organizations, researchers, educators and other CSOs and is a part of GCE. CAMPE's programme interventions focus on policy advocacy, networking, campaigning, research and capacity building with its member organizations. The coalition's seminal publication is the annual "Education Watch" report, which concentrates on a different topic each year, and is widely disseminated across key education stakeholders including with national government (CAMPE,

2019).

2.2 NSA Engagement in Bangladesh

The topology of providers of education in Bangladesh is diverse, with non-state provision broadly grouped into government-funded private schools, private for-profit schools, private non-profit schools, community schools, NGO-run education services and philanthropic education services. The government of Bangladesh has recognized non-state providers of education as an alternative means for reaching EFA goals, including through its 2013 decision to nationalise more than 26,000 non-government primary schools (EAS, 2016). The government further supports private institutions through the provision of Monthly Payment Orders (MPOs) which largely cover teachers' salaries (World Bank, 2016). The government has largely handed over the responsibility of secondary education to private providers through the provision of MPOs, with these schools and non-government supported private secondary institutions accounting for 98% of all secondary enrolment (ibid.). At the primary level, private kindergartens and BRAC schools are the largest providers of private education, while Edtabayee madrassas have the highest enrolment of government funded private institutions (World Bank, 2016). Enrolment in non-state schools at the primary level is much lower than the secondary, with 24% of students enrolled in the various types of private institutions in 2013 (World Bank, 2016).

Case Study 3: Australia

3.1 Australian Coalition for Education and Development (ACED)

ACED was established in 2008 and is currently composed of 15 NGOs and CSOs who are working towards the common principles of Education for All and the Sustainable Development Goals. ACED is a GCE member coalition, who's members working across all levels of education, with a particular focus on lifelong learning and adult education. The coalition also has an international orientation, working towards increasing Australian governmental aid to international educational development. ACED's main activities are facilitating knowledge sharing amongst its members and with the wider international community, including working closely with GCE, as well as creating a common advocacy agenda.

3.2 NSA Engagement in Australia

Australia has a significantly higher proportion of students enrolled in private schools than other OECD countries, with an average of 35% of students attending private institutions compared to the OECD average of 18% (UNESCO, 2017). Non-state providers of education are divided into two categories; Catholic schools and Independent schools, contributing 19.5% and 14.8% to total enrolment respectively (ABS, 2019). A similar dominance of non-state education providers is evident in the Vocational Education and Training sector, with private VET institutions enrolling 66.6% of all students in 2017 (ACED, 2019). Attendance at private schools is closely tied with socioeconomic status in Australia, with the average income and SES of students in private schools higher than those in public schools (UNESCO, 2017). Both public and private schools are financed by the Australian Commonwealth and State or Territorial funds. The Commonwealth has a history of providing funding to private institutions as a means to encourage choice and competition, with the proportion of government funding reaching as high as 70% in some private schools (Perry and Southwell, 2014). However, overall public expenditure on education remains below the OECD average of 11%, sitting at 9.3% in 2016 (OECD, 2016).

Case Study 4: India

4.1 National Coalition for Education (NCE)

Founded in 2001, NCE is a GCE coalition with a network of over 400 unions and civil society organizations, representing all 25 states in India. The largest coalition's members are four teachers' unions, which collectively represent more than five million teachers. NCE's main activities include developing advocacy campaigns, conducting research and building the capacity of its members, which are all guided by the Right to Education principles and their effective implementation in the country.

4.2 NSA Engagement in India

India's schooling system, the second largest in the world, catering to 0.25 billion students (WENR, 2018). Nearly 50% of all students in India are enrolled in the .45 million privately managed schools across the country (UDISE, 2019). Some private schools in India receive government aid, but it is the 'unaided' school sector that has experienced massive growth in the last two decades. As of 2019, India had 0.35 million schools privately managed and financed entirely through private funds catering to 8.7 million students (34.8%) (UDISE, 2019). The remaining 2.8 million (11.2%) students go to around 84,000 privately managed schools that receive financial support from the Government (ibid.). Enrolment in private institutions is more prevalent in urban areas, with government sources estimating 73% of students in urban areas attend private schools (UDISE, 2019).

Low-free private schools have become increasingly popular in India in recent years and have been seen as a means to increase access to education for marginalized children. However, evidence has demonstrated that LFPS are composed mainly of middle-income families and often remain out of reach of socially and economically marginalized populations (NCE, 2017). Issues have also been raised regarding the quality of education offered in these institutions, with evidence demonstrating the majority of teachers are unqualified as per the criteria of the national right to education act (NCE, 2018).

North America and Europe

Case Study 5: The Netherlands

5.1. The General Education Union (AOB)

The AOB differs from other case studies as the organization is not a GCE member coalition but is rather a national teachers union. AOB is therefore composed of education professionals, both teachers and support staff, from across the Netherlands and is the largest education association in the country. The organization works across two domains; representing educators in collective labor agreements and labor disputes, while also seeking to play a key role in national education debates through its work with the government, school councils and municipal councils.

5.2 NSA Engagement in the Netherlands

Over 70% of schools in the Netherlands are administered privately but funded publicly, with the state providing equal funding for both public-authority and private schools (Patrinos, 2010). This unique functioning is protected under the Dutch constitutional commitment to the freedom of education, which includes the right of individuals to establish schools and organize teaching (ibid.). This has created one of the most devolved systems of education globally, with responsibility for education being shared between individual schools and the central government (Scheerens, 2017).

In order for private institutions to receive government funding in the Netherlands they must be non-profit (Patrinos, 2010). Additionally, schools must meet certain criteria, including teacher pupil ratios

and classroom hours, but otherwise exercise high degrees of freedom, such as over teaching materials and curriculum (Government of the Netherlands, 2020). Private government-funded schools are split into two groups; religious schools and non-denominational schools, with religious schools making up 91% of all private institutions (Patrinos, 2010). There is a very small sector of non-government funded, for-profit private schools in the country, representing less than 1% of total enrolments (ibid.).

Africa

Case Study 6: Nigeria

6.1 Civil Society Action Coalition on Education for All (CSACEFA)

CSACEFA was founded in the run-up to the World Education Summit in Dakar in April 2000 and is currently composed of over 600 CSOs covering 36 states and territories across Nigeria. The GCE member coalition works across the local, national and international levels, guided by its mission of ensuring free, quality and inclusive education for all. It serves as a body to increase civil society participation in debates surrounding education, while also working to enhance the capacity and skills of its members. The coalition is involved in information sharing, campaigning and monitoring and evaluation activities, working to hold the government accountable to EFA promises.

6.2 NSA Engagement in Nigeria

Non-state providers of education in Nigeria have grown in the past two decades, increasing their share of total national enrolment from 5% to 11.8 % in the primary school sector, and from 12.65% to 19% at the secondary level between 2006 and 2016 (Kolade, 2019). Private schools are mostly independent of government (self-financing), however some private schools in Nigeria have benefitted historically from grants-in-aid (mostly mission schools), but these are relatively few (Härmä, 2012). The non-state sector is therefore divided according to faith, rather than funding model, with the three types of private institutions being non-Islamic (usually Christian-based), Islamic, and integrated-Islamic schools.

Private schools can be disaggregated by 'approval status' (the same as government 'recognition' or 'registration' in other contexts). It is illegal to operate a private school without government approval and it is also against government regulations to operate a private school for profit (Härmä, 2012). Government approval is difficult and costly to obtain as the current approval guidelines are impossible for most schools to meet, and for this reason, most private schools in Lagos (74%) were unapproved in the school year 2010- 2011 meaning that only 26% of 12,098 schools are approved and functioning legally (USAID, 2018).

Case Study 7: Tanzania

7.1 Tanzania Education Network/Mtandao wa Elimu Tanzania (TEN/MET)

TEN/MET is a GCE member coalition, with a national network of over 181 community-based organizations, faith-based organizations, national NGOs and international NGOs working in education on the Tanzanian mainland. TEN/MET main activities include capacity building of its member organizations, advocacy at the national, district and community levels and conducting research on education issues. The coalition works closely with the national government to inform educational policy including education sector plans.

7.2 NSA Engagement in Tanzania

Public provision of education dominates at the primary level, accounting for 98-99% of overall enrolment, with private provisions being more prevalent at the secondary level, representing 17% overall enrolment in 2014 (MOEVT 2014). Enrolment in private institutions in Tanzania has been declining over the past decade, decreasing from 49% of overall enrolment at the upper secondary level in 2004, to 24% in 2013, reflecting an increased expansion by government providers (ibid.). Private institutions are divided into three categories: Islamic seminary schools, Christian seminary schools and schools operated by NGOs and other non-profits, with the later representing around 97% of all private schools in the country (Tanzanian. Ministry of Education and Vocational Training, 2014). Private institutions in Tanzania are independent from state funding, with few for-profit institutions existing in the country.

Case Study 8: Côte d'Ivoire

8.1 Ivorian Coalition for the Promotion of Education for All (RIP-EPT)

RIP-EPT was founded in 2010 with the goal of uniting the diverse and diffuse network of actors working in education in Côte d'Ivoire. The coalition is composed of 20 organizations including teachers unions, women's organization, student's unions and member of the media and is a member of GCE. RIP-EPT draws strongly on the Abidjan and Education for All principles to guide and motivate its work. Its 10 organizational objectives include building the capacity of its members, engaging in advocacy and lobbying work with governments and organizations, and facilitating knowledge sharing amongst members.

8.2 NSA Engagement in Côte d'Ivoire

The private education sector in Côte d'Ivoire is relatively small at the primary level, accounting for 13% of total enrolments in 2017, with this number rising significantly to 49% at the lower secondary level (MENETFP, 2017). Private institutions are the primary provider of lower secondary education in the country, representing 71% of all secondary schools (Koutou and Goin, 2019). Private schools are divided into three groups; religious institutions, secular institutions, and Protestant and Catholic institutions, with the majority of schools being secular (Education Partnerships Group, 2019). In addition, there exists a large cadre of unregistered private institutions, often Islamic schools or those in areas without access to a public institution, which are not accounted for in official records (Results for Development, 2018).

In recognizing its low capacity to provide Education for All, which has been worsened by conflict and economic crisis in recent years, the Ivorian government works in partnership with private institutions to provide increased access to education (EPG, 2019). At the primary level, this partnership functions in the form of grants given to schools on a need's basis, while at the lower secondary level, in the form of fixed subsidies towards fees for selected students attending private institutions (ibid.). Secondary school fee subsidies are not allocated according to financial need, but rather are given to students assigned to private secondary schools by the government, generally in areas where public secondary schools are over capacity or a significant distance from students' homes (EPG, 2019). However, a recent point of contention in Côte d'Ivoire is the issue of "top-up fees," which are costs charged to parents or caregivers of students enrolled at private institutions, whose fees surpass the fixed subsidy provided by the government (L'Expression, 2020).

Latin America

Case Study 9: Chile

9.1 The Forum for the Right to Public Education (FODEP)

FODEP, a GCE member, is composed of a diverse set of NGOs, CSOs, teachers' unions, student unions and parental organizations. The coalition focuses its work on defending the right to education, which it argues is not guaranteed by the Chilean constitution. FODEP's work covers numerous themes in Chilean education from basic to higher education. The coalition's activities include participation in knowledge sharing activities, capacity building amongst its members, research and dissemination, and advocacy through international forums and social protests.

9.2 NSA Engagement in Chile

The overhaul of the Chilean education system in the early 1980s opened the door to the involvement of NSAs in education in enshrining school choice and competition, and decentralising governance to municipalities, municipal councils and "support entities" (Lopez and Moreno, 2016). These reforms have given rise to three types of non-state involvement in schools: subsidised private schools, which are privately run and financed by government-funded vouchers, non-subsidised private schools, which are financed by parental fees and public schools, which are privately run but financed through the direct transfer of public funds (Valenzuela and Montecinos, 2017). In 2018, 54% of overall enrolment was found in subsidised private schools, 9% in non-subsidised private schools and 34% in public schools (which also includes privately operated publicly funded institutions) (MINEDUC, 2019).

Equity in public versus private enrolment in Chile is affected by the fixed nature of government vouchers, in conjunction with the institutionalized nature of top-up fees, which were charged by an estimated 80% of subsidized schools in 2015 (Valenzuela and Montecinos, 2017). This has led to a system whereby only families who are able to pay these additional fees are able to enroll their children in private institutions, leading to a concentration of low-income students in public schools (Aziz, 2018).

Case Study 10: Brazil

10.1 The Brazilian Campaign for the Right to Education (CAMPANHA – BCRE)

CAMPANHA was founded in 1999 in the run-up to the 2000 World Summit on Education in Dakar in an effort to bring together all Brazilian actors working on the defense and promotion of educational rights. Today, as a member of GCE, the coalition is considered the broadest and more diverse educational organization in Brazil, with hundreds of members including school communities, social movements, unions, national and international NGOs and student and community groups. The coalition's activities include government advocacy, community mobilization, knowledge production and judicial advocacy.

10.2 NSA Engagement in Brazil

NSA's in Brazil are involved in a diverse range of roles ranging from direct provision, to the management of public schools and the design of curriculum, including the provision of pedagogical resources for both public and private institutions (Adrião, 2018). The government in Brazil works with private institutions in areas where public schools are overcrowded or unavailable, by providing students with scholarships to cover schools' fees, or establishing direct conventions with these private institutions (ibid.). While the majority (81%) of students are enrolled in public institutions in basic education, private institutions have historically played a larger role in the provision of pre-primary education, higher education and education for children with disabilities (MEC, 2019).

The 2017 edition of Brazil's basic education assessment system (Saeb) evaluated nationwide the

learning achievements by pupils of school years 5, 9 and 12 in Portuguese and Mathematics. It compared a sample of private schools, whose participation in Saeb is voluntary, with all public schools meeting assessment thresholds, whose participation is mandatory (MEC, 2017; INEP, 2019). In general, results disaggregated by subnational states and school type revealed that the highest mean scores were found among federal public schools firstly, followed by private schools. The lowest mean scores were found among public schools under the responsibility of either subnational states or municipalities (INEP, 2020). For information, federal public schools accounted that year for only one per cent of total enrolments in the assessed school levels; private schools for 15 per cent; subnational-state public schools for 45 per cent; and municipal public schools for 39 per cent (INEP, 2019).

These results are best analysed bearing in mind the sampling differences among private and public schools (MEC, 2017; INEP, 2019) as well as the distinct characteristics of wider learning environments in both types of institutions and across regions. For the Brazilian Coalition for the Right to Education, 'student learning ought only to be assessed taking into account the conditions of education provision' (BCRE, 2018, our translation), reason the coalition has historically advocated that education in Brazil be evaluated through mechanisms that go beyond large-scale assessments like Saeb. BCRE's proposition is that education input parameters like school infrastructure; teaching and learning materials and resources; teacher training and remuneration; funding schemes; and education policy implementation aspects have to be considered (ibid.).

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Appendix B. List of Interviewed Participants

Country	Organisation	Organisation Acronym	Interviewee(s)
Australia	Adult Learning Australia	ALA	Ms. Jenny Macaffer
	Australian Coalition for Education and Development	ACED	Ms. Dorothy Lucardie, Mr. Robbie Guevara, Mr. Bruce Wilson, Mr. Bernard Love Grove
Bangladesh	Campaign for Popular Education	CAMPE	Mr. Enamul Hoque, Mr. Shamsun Nahr Koli, Mr. Abdur Rouf
Brazil	Campanha Nacional pelo Direito à Educação <i>(Brazilian Campaign for the Right to Education)</i>	BCRE	Ms. Andressa Pellanda
Chile	Foro por el Derecho a la Educación Pública <i>(Forum for the Right to Public Education)</i>	FODEP	Mr. Juan Alejandro González López
Côte d'Ivoire	Réseau Ivoirien pour la Promotion de l'Éducation pour Tous <i>(Ivorian Coalition for the Promotion of Education for All)</i>	RIP-EPT	Mr. Camille Tano Mr. Charles Deli Siaba Mr. Paul Gnelou Mr. Paulin Junior Kouamé
India	National Coalition for Education	NCE	Ms. Noopur Mr. Rama Kant Rai
Netherlands	Algemene Onderwijsbond <i>(General Union of Educational Personnel)</i>	AOb	Mr. Jelmer Evers
Nigeria	Civil Society Action Coalition on Education for All	CSACEFA	Mr. Adeleke Damian-Mary
Pakistan	Pakistan Coalition for Education	PCE	Ms. Amima Sayeed Ms. Kaneez Zehra
Tanzania	The Tanzania Education Network/Mtandao wa Elimu Tanzania	TEN/MET	Mr. Ochola Wayoga

Appendix C. Research instruments

Appendix C1: Survey

NFER: Who we are

The National Foundation for Education Research (NFER) is an independent, not-for-profit organisation with over 70 years' experience creating and sharing research evidence and insights on education policy and practice, informing policymakers and other key decision makers, and strengthening practice in the classroom.

For the present research, Global Education Monitoring Report (GEM Report) has contracted NFER to produce a background paper to the 2021 Global Education Monitoring Report on Non State Actors involvement in education. The data collected through this survey will form a key part of this background piece, providing insights into CSOs' engagement and attitudes towards Non State Actors involvement in education.

The 2021 Global Education Monitoring (GEM) Report

The 2021 GEM Report (https://en.unesco.org/gem-report/non-state_actors) will focus on the role of non-state actors in education. While the state has ultimate responsibility for its citizens' education, Non State Actors (NSAs) around the world are increasingly engaged in education, including provision, financing, regulation, and management. These NSAs may engage in core education and/or ancillary education services through various formal and informal arrangements with state/public, other non-state, and international actors within and across these domains.

The study aims to:

- Provide an overview of the positions adopted by civil society organisations (CSOs) around NSAs in education
- Understand how CSOs engage in policy dialogue, raise awareness, and influence education stakeholders around the role of NSAs in education
- Identify the strategies and the common patterns of CSO's work around NSAs in education
- Reflect on the impact of CSO engagement on the provision of education and links with NSAs

Our analysis will focus on understating CSOs' diverse engagements in each of the target countries, exploring the specific CSO programmes, outcomes achieved, ways forward, and lessons learned. Proposed CSO engagement areas around NSAs could include: private tuition, community-run schools, NSA in Technical and Vocational Education and Training, and Public-Private Partnership regulation.

Data Protection

All information gathered through this survey will be stored in line with NFER's privacy policy. For details of how NFER processes personal data see the privacy notice [here](#)

Instructions

Thank you again for taking the time to participate in this survey, your insights are essential for the success of this research.

The survey is composed of 25 questions and should take no more than half an hour to complete. We ask that you please answer all of the questions in the survey. If a question is not clear or not applicable to your country context, please select the "Don't Know / N/A" option.

Additionally, we would like to remind you that this survey is seeking to gain an understanding of your organisations' stance and work around the topic of Non State Actors involvement in education and not your personal views on the subject.

If you have any questions about the information contained in this survey, please do not hesitate to contact Shannon Lindsey at s.lindsey@nfer.ac.uk



Section 1: Organisational Information		
	1. Full Name of Your Organization	Open field
	2. Country	Drop down
	3. Year your organisation was established (if known)	Open (year format)
	4. Link to the website (if possible)	Open field
	5. Which areas of education does your organization work in?	Multiple selection: <input type="checkbox"/> Pre-Pri- mary <input type="checkbox"/> Primary <input type="checkbox"/> Secondary <input type="checkbox"/> Ter- tiary/High er Educa- tion <input type="checkbox"/> TVET <input type="checkbox"/> Adult Edu- cation/Life Long Learning <input type="checkbox"/> Other (please specify)
Section 2: Positions adopted around Non State Actors in education		
Q6	Does your organization engage with the role of Non State Actors in education? (For example, through advocacy work, policy dialogue, research, monitoring, campaigning, etc.) <input type="checkbox"/> YES <input type="checkbox"/> NO	Filter question If Yes go to 6A Skip to Q7 if an- swering no
Q6 A	What type(s) of Non State Actors does the work members within your organization typically engage with? (Select all that apply) <input type="checkbox"/> Community and NGO schools <input type="checkbox"/> Faith-based schools <input type="checkbox"/> Private schools and chains <input type="checkbox"/> Tutoring companies and individual tutors <input type="checkbox"/> Infrastructure, publishing and catering companies <input type="checkbox"/> Government (through taxation) and aid donors spending on private actors (vouchers, subsidies, contract management) <input type="checkbox"/> Private sector, e.g. banks, corporations and philanthropic foundations <input type="checkbox"/> Research funders, researchers and think tanks <input type="checkbox"/> International organizations and donors <input type="checkbox"/> Industry associations and teacher unions <input type="checkbox"/> Other (<i>please provide further details</i>)	Multiple Selection Text box if 'Other' option selected

Q7	<p>What is your organizations' stance on the role of Non State Actors in education?</p> <table border="1" data-bbox="290 264 1129 689"> <thead> <tr> <th data-bbox="290 264 564 309"></th> <th data-bbox="571 264 753 309">Supportive</th> <th data-bbox="759 264 948 309">Oppositional</th> <th data-bbox="954 264 1129 309">Mixed</th> </tr> </thead> <tbody> <tr> <td data-bbox="290 309 564 421">Non-profit (community, faith-based and NGO schools)</td> <td data-bbox="571 309 753 421"></td> <td data-bbox="759 309 948 421"></td> <td data-bbox="954 309 1129 421"></td> </tr> <tr> <td data-bbox="290 421 564 501">For profit (private schools and chains)</td> <td data-bbox="571 421 753 501"></td> <td data-bbox="759 421 948 501"></td> <td data-bbox="954 421 1129 501"></td> </tr> <tr> <td data-bbox="290 501 564 689">Public-private partnerships (including vouchers, subsidies and contract management)</td> <td data-bbox="571 501 753 689"></td> <td data-bbox="759 501 948 689"></td> <td data-bbox="954 501 1129 689"></td> </tr> </tbody> </table>		Supportive	Oppositional	Mixed	Non-profit (community, faith-based and NGO schools)				For profit (private schools and chains)				Public-private partnerships (including vouchers, subsidies and contract management)				Matrix, one selection per row.
	Supportive	Oppositional	Mixed															
Non-profit (community, faith-based and NGO schools)																		
For profit (private schools and chains)																		
Public-private partnerships (including vouchers, subsidies and contract management)																		
Q8	<p>To your knowledge, what are the key roles Non State Actors (NSA) play within education sector in your country?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Provision of basic education (for profit) <input type="checkbox"/> Provision of basic education (non-profit) <input type="checkbox"/> Provision of basic education (community led) <input type="checkbox"/> Provision of basic education (religious body led) <input type="checkbox"/> Provision of early childhood education <input type="checkbox"/> Provision of education for children with disabilities <input type="checkbox"/> Provision of higher education <input type="checkbox"/> Provision of vocational education and training <input type="checkbox"/> Provision of other learning related services (teacher education, curriculum development tutoring companies and individual tutors etc.) <input type="checkbox"/> Provision of ancillary services (infrastructure, publishing and catering companies) <input type="checkbox"/> Provision of adult literacy and life-long learning <input type="checkbox"/> Other (please provide further details) 	Multiple selection. Text box if 'Other' selected.																
Q9	<p>Encouraging innovation by providers: Local decision making and fiscal decentralization can improve school and student outcomes. Most high achieving countries allow their schools substantial autonomy over managing resources, personnel, and educational content. Local school autonomy can improve the power of the poor in determining how local schools operate.</p> <p>In your opinion, do government policies towards Non State Actors encourage innovation by providers?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Somewhat <input type="checkbox"/> Don't know 	Multiple choice.																
Q10	<p>Holding schools accountable: If schools are given autonomy over decision making, they are held accountable for the outputs they produce. Increases in autonomy are accompanied by standards and interven-</p>	Multiple choice.																

	<p>tions to increase access and improve quality. The state holds all providers in the system accountable to the same high standards schools operate.</p> <p>In your opinion, do government policies towards Non State Actors holding schools accountable?</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p><input type="checkbox"/> Somewhat</p> <p><input type="checkbox"/> Don't Know</p>											
Q1 1	<p>Promoting diversity of supply: When parents and students have access to information on the relative quality of schools, they have the power to hold schools accountable and the voice with which to lobby governments for better quality services. For empowerment to work equitably, options for parents and students do not depend on wealth or student ability.]</p> <p>In your opinion, do government policies towards Non State Actors promote diversity of supply?</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p><input type="checkbox"/> Somewhat</p> <p><input type="checkbox"/> Don't Know</p>	Multiple choice.										
Q1 2	<p>Empowering all parents, students and communities: By facilitating market entry for a more diverse set of providers, government increases the responsibility for results, as providers subsequently become directly accountable to citizens as well as to the state.</p> <p>In your opinion, do government policies towards Non State Actors empowering all parents, students and communities?</p> <p><input type="checkbox"/> Yes</p> <p><input type="checkbox"/> No</p> <p><input type="checkbox"/> Somewhat</p> <p><input type="checkbox"/> Don't Know</p>	Multiple choice.										
Q1 3	<p>In your opinion how effectively does the government regulate Non State Actors in the education sector in your country? Please select your level of agreement/disagreement.</p> <table border="1"> <thead> <tr> <th></th> <th>Disagree</th> <th>Neither agree or disagree</th> <th>Agree</th> <th>Don't Know</th> </tr> </thead> <tbody> <tr> <td>Guidelines for Registration/certification of private organisations are made public and</td> <td></td> <td></td> <td></td> <td></td> </tr> </tbody> </table>		Disagree	Neither agree or disagree	Agree	Don't Know	Guidelines for Registration/certification of private organisations are made public and					Matrix, one selection per row.
	Disagree	Neither agree or disagree	Agree	Don't Know								
Guidelines for Registration/certification of private organisations are made public and												

	via multiple sources					
	Private schools are able to operate without paying regulatory fees to the government (central or regional)					
	The government (central or regional) requires private (profit and non-profit) schools to undergo regular inspections, with the frequency of inspection depending on the results of the previous inspection					
	Sanctions for private (profit and non-profit) schools include additional monitoring, fines, and as a final measure, school closures for schools; decisions are					



	made based on the results of school inspection or school performance on standardized exams						
	The government (central or regional) requires private schools to report on the use of funds as a condition for operations on a standard-term schedule.						
	The government (central or regional) conducts greater monitoring of schools that have failed to adhere to report requirements in the past						
Q1 4	In your opinion, how effective are the following Non-State Actors in your country in ensuring Right to Education?						Matrix, one selection per row.
		Not effective at all	Improving equitable access	Improving quality	Improving <u>both</u> equitable access and quality	Not sure/ N/A	

	Community and NGO schools							
	Faith-based schools							
	Private schools and chains							
	Tutoring companies and individual tutors							
	Infrastructure, publishing and catering companies							
	Government (through taxation) and aid donors spending on private actors (vouchers, subsidies, contract management)							
	Private sector, e.g. banks, corporations and philanthropic foundations							
	Research funders, researchers and think tanks							
	International organizations and donors							
	Industry associations							



	and teachers unions								
Q1 5	In your opinion, what are the key ways through which Non State Actors are working towards ensuring the Right to Education in your country? (Select all that apply)								Matrix, one selection per row.
		Providing education in hard to reach areas	Providing education to most marginalized (children with disabilities, minorities, girls, IDPs, refugees etc.)	Providing education at a specific level not catered by the government (ECE, higher education, VET, etc.)	Providing better quality education at a lower cost	Providing services to improve public education	Not effective at all	Not sure / N/A	
	Community, and NGO schools								
	Faith-based schools								
	Private schools and chains								
	Tutoring companies and individual tutors								
Infrastructure,									

	publishing and catering companies								
	Government (through taxation) and aid donors spending on private actors (vouchers, subsidies, contract management)								
	Private sector, e.g. banks, corporations and philanthropic foundations								
	Research funders, researchers and think tanks								
	International organizations								



	and donors								
	Industry associations and teachers unions								
Q1 5	<p>In your opinion, what are the factors could which enable Non State Actors to be effective in ensuring the Right to Education? (Please rank the following with 1 being most enabling)</p> <ul style="list-style-type: none"> <input type="checkbox"/> Strong government regulations (Not sure / N/A) <input type="checkbox"/> Support from government (subsidies, vouchers) (Not sure / N/A) <input type="checkbox"/> Strong public education system (Not sure / N/A) <input type="checkbox"/> Strong accountability by civil society (Not sure / N/A) 								Forced ranking 1-4 or Not sure / N/A
<p>Section 3: Methods and strategies of engagement</p>									
Q1 6	<p>What are the key topics of your advocacy with regards to Non State Actors engagement in your country? (Please rank the following with 1 being the most key topics)</p> <ul style="list-style-type: none"> <input type="checkbox"/> Government budget allocation/education financing going to non-state actors (i.e. for profit private, public-private partnerships, community not-for profit) (N/A / Not sure) <input type="checkbox"/> Effectiveness of NSA in ensuring Right to Education (improved availability of educational opportunities, removal of obstacles to access, improved opportunities for minorities, children with disabilities, refugees etc., enhanced regulation and supervision) (N/A / Not sure) <input type="checkbox"/> Regulatory frameworks for Non State Actor engagement and effectiveness of its implementation (Regulatory fees, registration processes, school inspections, reporting requirements) (N/A / Not sure) <input type="checkbox"/> Influencing government policies on ensuring Right to Education through non state education providers (Encouraging innovation by providers, holding schools accountable, promoting diversity of supply, empowering all parents, students and communities) (N/A / Not sure) 								Forced ranking 1-4 or N/A / Not sure
Q1 7	<p>What strategy/strategies do you employ to support or challenge the role of Non State Actors in your country? (Select all that apply)</p> <ul style="list-style-type: none"> <input type="checkbox"/> Work with local legislators to introduce acts/laws to limit/regulate/support role of Non State Actors <input type="checkbox"/> Work with National and Sub national government to develop systems to regulate Non State Actors 								Multiple Selection Text box if 'Other' option selected

	<ul style="list-style-type: none"> <input type="checkbox"/> Work directly with community to increase awareness around Right to Education and ensure community accountability around Non State Actors <input type="checkbox"/> Conduct research (funded by national or international bodies) on the role of Non State Actors and ways to regulate it <input type="checkbox"/> Work with school managers and teachers to regulate Non State Actors <input type="checkbox"/> Carry out mass advocacy campaigns (Print and Electronic) on Right to Education and regulating Non State Actors <input type="checkbox"/> Other (please provide further details) 																										
Q1 8	<p>What are some of the contextual reasons that make the strategies selected in Q3 effective in your country?</p> <table border="1" data-bbox="284 680 1129 1986"> <thead> <tr> <th data-bbox="284 680 459 757"></th> <th data-bbox="459 680 627 757">Not relevant</th> <th data-bbox="627 680 799 757">Somewhat relevant</th> <th data-bbox="799 680 967 757">Very relevant</th> <th data-bbox="967 680 1129 757">Not sure</th> </tr> </thead> <tbody> <tr> <td data-bbox="284 757 459 1104">There is strong government regulatory frameworks in place on the topic of NSA in education</td> <td data-bbox="459 757 627 1104"></td> <td data-bbox="627 757 799 1104"></td> <td data-bbox="799 757 967 1104"></td> <td data-bbox="967 757 1129 1104"></td> </tr> <tr> <td data-bbox="284 1104 459 1373">There is high level of public awareness about RTE in the country</td> <td data-bbox="459 1104 627 1373"></td> <td data-bbox="627 1104 799 1373"></td> <td data-bbox="799 1104 967 1373"></td> <td data-bbox="967 1104 1129 1373"></td> </tr> <tr> <td data-bbox="284 1373 459 1641">There is strong public awareness about issues around NSA in education</td> <td data-bbox="459 1373 627 1641"></td> <td data-bbox="627 1373 799 1641"></td> <td data-bbox="799 1373 967 1641"></td> <td data-bbox="967 1373 1129 1641"></td> </tr> <tr> <td data-bbox="284 1641 459 1986">CSOs have supportive partners including funding from national or international bodies</td> <td data-bbox="459 1641 627 1986"></td> <td data-bbox="627 1641 799 1986"></td> <td data-bbox="799 1641 967 1986"></td> <td data-bbox="967 1641 1129 1986"></td> </tr> </tbody> </table>		Not relevant	Somewhat relevant	Very relevant	Not sure	There is strong government regulatory frameworks in place on the topic of NSA in education					There is high level of public awareness about RTE in the country					There is strong public awareness about issues around NSA in education					CSOs have supportive partners including funding from national or international bodies					Matrix, one selection per row.
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CSOs have supportive partners including funding from national or international bodies																											

	CSOs have strong networks and relationships with schools managers and teachers					
	CSOs have strong print and electronic media presence, especially for use in advocacy					

Section 4:

Impact of CSOs on the Non State Actors engagement and provision of education

Q19	<p>Has your organization been involved in work related to: (Select all that apply)</p> <ul style="list-style-type: none"> <input type="checkbox"/> Creating awareness of NSA’s impact on the Right to Education laws <input type="checkbox"/> Creating awareness of NSA’s impact on the Quality of Education <input type="checkbox"/> Shaping public policies regarding Non State Actors engagement in education <input type="checkbox"/> Working with national and sub national government on developing and enforcing regulations around Non State Actors engagement in education <input type="checkbox"/> Monitoring and influencing government spending on Non State Actors engagement in education <input type="checkbox"/> Working with international donors/agencies in influencing their investment priorities 	Multiple selection
Q20	<p>In which is these areas have your organization been more effective?</p> <ul style="list-style-type: none"> <input type="checkbox"/> Creating awareness of NSA’s impact on the Right to Education laws <input type="checkbox"/> Creating awareness of NSA’s impact on the Quality of Education <input type="checkbox"/> Shaping public policies regarding Non State Actors engagement in education <input type="checkbox"/> Working with national and sub national government on developing and enforcing regulations around Non State Actors engagement in education <input type="checkbox"/> Monitoring and influencing government spending on Non State Actors engagement in education 	Multiple choice

	<input type="checkbox"/> Working with international donors/agencies in influencing their investment priorities											
Section 5: COVID-19's impact on coalition activities												
Q2 1	<p>In your opinion, what affect(s) has COVID-19 had on Non State Actors' engagement in education in your country? (Select all that apply)</p> <p><input type="checkbox"/> Non State schools are closing due to fee losses</p> <p><input type="checkbox"/> Non State Actors are expanding their role through education technology</p> <p><input type="checkbox"/> Non State Actors are working with the government to provide distance learning solutions</p> <p><input type="checkbox"/> N/A COVID-19 has <u>not</u> affected Non State Actors engagement in education</p> <p><input type="checkbox"/> Other <i>(please provide further details)</i></p>	Multiple Selection Text box if 'Other' option selected										
Q2 2	<p>How has COVID-19 affected the ability of your organization to carry out its advocacy work around NSAs?</p> <table border="1"> <tr> <td>It strongly limited the ability to carry out the work</td> <td>It somewhat limited the ability to carry out the work</td> <td>It neither limited nor improved it</td> <td>It somewhat improved the ability to carry out the work</td> <td>It strongly improved the ability to carry out the work</td> </tr> <tr> <td></td> <td></td> <td></td> <td></td> <td></td> </tr> </table>	It strongly limited the ability to carry out the work	It somewhat limited the ability to carry out the work	It neither limited nor improved it	It somewhat improved the ability to carry out the work	It strongly improved the ability to carry out the work						Matrix, one selection per row.
It strongly limited the ability to carry out the work	It somewhat limited the ability to carry out the work	It neither limited nor improved it	It somewhat improved the ability to carry out the work	It strongly improved the ability to carry out the work								
Section 6: Additional information												
Q2 3	Is there anything else that you would like to add about NSA engagement in education in your country, your work around NSA engagement in education or the implications of COVID-19 on NSA engagement in your country?	Text box										

Conclusion

Thank you for taking the time to complete this survey, your input is invaluable for the success of this research.

If you have any questions about the information enclosed in the survey, or the GEMR research more generally, please do not hesitate to contact Shannon Lindsey at s.lindsey@nfer.ac.uk

Appendix C2: Key informant interview guide

Introduction to the interview (5-10 minutes)

Interviewer, please read the following out loud to the respondent:

The NFER is a UK based charity whose mission is to generate independent and objective evidence and insights that can influence education policy and practice globally. We are working in partnership with the Global Campaign for Education (GCE) to conduct research into the role of non-state actors in education, and specifically the ways that CSOs engage with and influence the role of non-state actors in education.

This research will inform the 2021 Global Education Monitoring Report, which will tackle the topic of non-state actors in education in order to monitor the situation, inform and advance research and to provide policy recommendations. Our research intends to understand how members of GCE engage with and influence education policy debates around the role of non-state actors, and to reflect on the impact of CSO engagement on these issues.

During our discussion, we will broadly cover some of the following areas:

- The types of NSAs that are active in education in your country, ways they are operating in the education sector, and your coalition's stance on the positive and negative impacts of NSAs on education
- The key issues and priorities of the coalition relating to the role of NSAs in education, and the activities and strategies you use to influence these roles
- Any examples of what and how coalition has impacted on or influenced the role of NSAs in education, and the factors which help or hinder CSO ability to influence the role of NSAs in education.

- Sharing any lessons or reflections on how CSOs can more effectively influence the role of NSAs in education from your own experience, or where additional support is required.

While your individual name will not be attributed to specific views or opinions represented in the research report, we *do* anticipate that specific views, options or examples expressed within this interview will be attributed to the coalition. If you give us permission to do so, we may include direct quotes from this interview, referencing the coalition but not your individual name. Finally, with your permission only, we may include your individual name in the acknowledgements page of the final report. A draft version of the report will be shared with you ahead of final submission. The recording and notes from this interview will remain confidential and will not be shared beyond the NFER research team.

We would be grateful if you can confirm:

- If you agree to the coalition name being referred to within the report
- If you agree to the inclusion of direct quotes within the report which reference your coalition
- If you agree to being named in the acknowledgements page of the report

Please contact me via email to let me know if your response to any of the above changes following the interview, and I will update our records.

If you wish to stop the interview at any time, please let me know. If you want to withdraw your response at a later stage, please contact me to request this in advance of the final report submission (December 2020) and we will remove your data.

The interview will take approximately 60 - 90 minutes. If you have any questions for me please ask. Are you happy for us to proceed?

Note to interviewer: Please record the oral consent provided in the boxes below.

- Do you give your consent to take part in this interview? *Ensure consent is received from all interviewees*

Yes No

[Suspend interview here if response is 'no'.]

- Would you be comfortable with me recording this interview to ensure I have an accurate account of our discussion? This recording will be stored securely and deleted upon completion of the evaluation

Yes No

[If no, be prepared to take detailed notes]

Part A: Background and context (20 minutes)

The first section of this interview aims to provide us with a brief overview of the coalition and its priorities for education advocacy; a brief overview of types of NSAs / methods of NSA involvement in education in your country; and the key issues that coalition's work is addressing around the role of NSAs in education.

*It is worth noting that while we are interested in learning more about the broader context of NSA engagement in education in your country, we do not expect to discuss all the possible ways that NSAs are involved in education in your context, nor all the potential debates surrounding NSA involvement in education. Therefore, we ask that where possible, your responses focus on the **specific issues or areas that the coalition's portfolio of work that targets in relation to the role of NSAs in education.***

‘Non-state actors’ in this context include various ‘types’ of NSAs, including not-for-profit (i.e. community groups, faith based organisations and NGOs), for profit actors (i.e. private sector), or hybrid organization (i.e. social enterprises, impact investors). This also includes various types of NSA engagement, including providing formal education in various forms (private, NGO, faith-based or community schooling), and those providing ancillary services (school meals, technology, conducting assessments, supplementary tutoring). This can also include those funded privately through charging fees directly, or funded through government as part of public-private partnership (PPP) schemes, vouchers, or subsidies.

A1: Can you start by briefly describing the coalition priorities with regards to the role of non-state actors in education?

[Note to interviewer: make sure that relevant themes identified in advance (saved here) is verified here, if not mentioned by the interviewee, please probe to ask that the theme is indeed a priority]

Probing areas / inspiration

	What are the main education goals, objectives or priorities that coalition and its members aim to address
	How does the role of non-state actors features in the in their priorities (could be either NSAs supporting the achievement of educational goals, or ways that NSAs are hindering progress towards goals)?
	What are the main areas / levels of education that the coalition focuses on (pre-primary / primary / secondary / tertiary / TVET / adult and lifelong learning)?

A2: What does NSA engagement in education look like in your country?

[Note to interviewer – only probe areas that have not already been addressed by the respondent]

Probing questions / inspiration

	<p>What types of NSAs that are most active / prolific in this context? Are there others which are less active but also important to consider?</p> <ul style="list-style-type: none"> - Private schools - Community schools - Faith Based schools - NGO/Philanthropic schools - Infrastructure, publishing and catering companies - Research funders, researchers and think tanks - Other?
	Which of these are most relevant to the coalitions work?
	What Is the relative size of different NSA markets?
	Are those NSAs mentioned free or fee charging?

A3: What are the strengths and weaknesses of regulatory frameworks or accountability mechanisms for NSA engagement in education?

Probing questions / inspiration

	How supportive of NSAs are different actors (i.e. members of the public, the state, civil society organisations)
	How strong and well established are the formal <u>government’s regulations</u> around NSAs engagement? <i>E.g, regular inspections, penalties and rewards based on inspections, taxes, registration processes, checks / restrictions on the growth of NSAs in education etc.</i>
	How strong is citizen / <u>public awareness and accountability</u> of NSAs engagement in education? (<i>e.g. is there a press coverage of the issues you are concerned with, are other CSO organizations raising these issues?</i>)
	Are there any NSAs of types of NSA engagement that are more effectively regulated than others?

A4: In what ways are the types of NSAs and NSA engagements discussed so far contributing positively or negatively to the education sector in your country?

[Note to interviewer: where possible, try to draw on specific themes identified in the desk review]

Probing questions / inspiration

	Why do you think they are <u>improving</u> or <u>hindering</u> aspects of education delivery, in particular in thinking about the goals of your coalition? (e.g. access, quality, equity, accessibility)
	Can you provide any <u>specific examples</u> where NSAs have had a positive or negative impact on the education sector in your country?



Part B: CSO engagement in policy dialogue, awareness raising, and influence on education stakeholders (20 minutes)

Drawing on your responses in the previous section, we would now like to explore further the specific strategies, approaches or activities used by the coalition to engage in issues around the role of NSAs in education.

B1: Thinking about the priorities of the coalition, what are the main issues or debates that your coalition engages in with regards to the role of NSAs in education?

[Note to interviewer: If this question has already been addressed, use this as an opportunity to probe those responses further, as well as picking out specific themes identified in pre-reading. For example, if advance reading tells us they are focusing on improving the quality of inclusive adult education, how does their work on NSAs relate to this? How will it help them to meet their objectives?]

Probing questions / inspiration

	<p>Within the priority areas you have previously mentioned, what are the most pressing issues that your coalition is directly involved in related to NSA involvement in education?</p> <p><i>If the respondent is unclear, some examples might include:</i></p> <ul style="list-style-type: none"> - <i>Advocating for the need for new or strengthened NSA regulation or accountability measures</i> - <i>Putting pressure on the state / government to fulfil its commitments to education for all and restricting private sector growth</i> - <i>Monitoring or generating evidence around quality / effective delivery by NSAs (or lack of)</i> - <i>Advocating for changes in the financing of NSAs (either increasing or reducing government financing of NSAs)</i> - <i>Addressing issues around equity and inclusion in relation to NSA involvement in education (i.e. NSAs are reaching or failing to reach disadvantaged groups)</i>
	<p>Why are these issues important to tackle? How will this help the coalition to achieve its objectives?</p>



B2: Which stakeholders / actors are you trying to influence or target with your advocacy work around NSAs?

[Note to interviewer: try to pinpoint previous responses to this question if relevant and probe further]

Probing questions / inspiration

	<p><i>Types of stakeholders could include:</i></p> <ul style="list-style-type: none"> - <i>School level actors i.e. individual schools, teachers and parents</i> - <i>Government level i.e. policy makers, ministers, parliamentarians, other decision makers</i> - <i>International advocacy groups</i> - <i>Global influencers (i.e. GPE, international donors)</i> - <i>Members of the public</i> - <i>Grassroots organizations</i> - <i>NSA organizations themselves</i>
	<p>Why is it important to target these groups? What can they help to change?</p>
	<p>How effectively are you able to influence different stakeholders views or actions? Are certain stakeholders more easily influenced than others?</p>

B3: What are the specific activities or strategies that you undertake to influence the role of NSAs in education? What are the barriers and enablers to the success of these strategies?

[Note to interviewer: if this has been described already, try to probe those examples further here]

Probing questions / inspiration

	<p>What can / does your coalition do to participate in and influence discussions and debates around the role of NSAs in education?</p> <p><i>Possible examples:</i></p> <ul style="list-style-type: none"> - <i>Generating and disseminating research and evidence</i> - <i>Lobbying for changes to national policies or laws in formal spaces</i> - <i>Utilizing informal spaces or opportunities to engage with and influence decision makers</i> - <i>Conducting public facing campaigns to raise awareness around NSAs</i> - <i>Engaging in global or regional advocacy to influence global goals or policies around NSAs</i>
	<p>How effective are these strategies in influencing the role of NSAs in education? Are there any strategies which proved more effective or less effective?</p>

	<p><i>If more prompting needed, examples of barriers and enablers could include (but not limited to):</i></p> <ul style="list-style-type: none"> - <i>Strength of relationships and networks with influential groups, policy makers, government actors, donors etc.</i> - <i>Strength and cohesion of the coalition membership (do coalition members have shared or oppositional views?)</i> - <i>Reputation or perceived credibility of the coalition’s work by different types of stakeholders (at system, school, government, or international levels).</i> - <i>Availability of spaces in which CSOs can meaningfully contribute to national or global policy dialogue</i>
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Part C: Impact of CSOs on the NSA engagement and provision of education (10-15 minutes)

We would next like to explore the specific ways that the coalition has influenced the role of NSAs in education in a broad range of ways. In this section we will explore *what* changes the coalition helped to achieved, *how* it supported this change, and *why* it is important for education in your country.

Changes / impacts could include (but is not limited to) changing the knowledge of attitudes of target stakeholders; changes to laws, policies or formal regulations; influencing the ways that NSAs are financed; or influencing donor priorities around NSAs.

C1: Can you provide specific examples where your coalition has had a notable impact on the role of NSAs in education?

[Note to interviewer – draw on previous responses where possible, including target stakeholders, strategies and activities previously mentioned]

Probing questions / inspiration

	<p>What are the most significant changes or impacts that you coalition helped to achieve? (please provide specific examples)</p> <p><i>Indicative examples might include (but are not limited to):</i></p> <ul style="list-style-type: none"> - Changes in targeted stakeholder knowledge or attitudes have changed (at community, school or system level) - Introduction of, or improvements to national policies, laws, strategies, or regulatory frameworks relating to the role of NSAs in education, and whether those changes are being successfully implemented - Changes to the ways that NSAs are financed - Changes in donor priorities (both national and global) <p><i>[Note to interviewer – it is not expected to cover all of these examples, these are provided as optional prompts if needed, and should focus on exploring previous responses]</i></p>
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	How did the coalition’s strategies and activities help to achieve this change? Were there other external factors that helped or hindered the achievement of this change?
	Why are these changes important in wider education context? How will these changes help to ensure quality education for all?

Part D: Other lessons (10-15 minutes)

Finally, we would like to discuss any lessons or reflections you can share around CSO relationships or engagements with the role of NSAs in education. This could include any reflections on the ways you have been able to strengthen your role over time, or ways that CSOs could be further supported to engage in these issues more effectively. We are also interested in any lessons that can be derived in the context of COVID-19.

D1: Are there any lessons that you can share that you have learned while working on issues around NSAs in education?

	Has your approach to advocacy around these issues changed overtime? If so, why?
	Are there any strategies that you found did not work in influencing the role of NSAs, and therefore had to change? Or strategies which worked very well, and could be scaled up?
	Are there ways that CSOs could be better supported to engage in issues and debates around NSAs in the future?

D2: Has COVID-19 had any effect on the role of NSAs in education, or in your coalition’s advocacy activities in this area?

	Has COVID-19 led to an increase or decrease of NSA engagement in education in your country? Is this likely to have a positive or negative impact on the education sector?
	Has the impact of COVID-19 affected your coalition’s ability to engage in advocacy around the role of NSAs in education? How have you adapted your approach in light of COVID-19?

Part E: Closing (5-10 minutes)

E1: Before we wrap up, do you have any final reflections or considerations that we should take into account in our research?

E2: Are you happy for us to reach out by email if we have further clarifications or questions?

F3: Do you have any final questions for us before we close?

Thank you for your time and considered responses

