Innovative Financing FOR OUT-OF-SCHOOL CHILDREN AND YOUTH
1 Why the need?

Despite government commitments to Education for All (EFA) and Millennium Development Goals (MDGs) to improve access to education, more than 18 million primary-aged children remain out of school in the Asia-Pacific (UNESCO, 2014). Given the impact of education on individuals, societies and economies, there is great urgency for governments to provide alternative interventions for these children to receive basic education outside the conventional school system.

Flexible learning strategies have been an effective vehicle in equipping out-of-school children with foundational literacy and numeracy skills, as well as life competencies for the 21st century.

However, in spite of their strong potential to achieve EFA goals, the disconcerting reality is that education programmes for disadvantaged children have been chronically underfunded across the Asia-Pacific region. This stems from a range of different causes, including
non-formal education’s poor societal image, decreasing foreign aid to education and governments’ tendency to prioritise other sub-sectors that are perceived to be more important, such as primary and higher education. With swelling numbers of out-of-school children in the region and the EFA agenda still unfinished, there is a need more than ever to ensure increased, sustainable and stable financing for education for out-of-school children.

In recent years, innovative financing for development has not necessarily created new financial mechanisms but rather creatively leveraged existing funding and revenue streams to produce impactful outcomes. Having proven to be highly successful in health and other sectors, innovative financing strategies may effectively supplement traditional sources of education funding, such as government resources and official development assistance.

However, unlike in health, the complexity of education systems makes it challenging to establish direct links between investments and tangible, measurable and sustainable results. This therefore begs the question: *What role can innovative financing play in improving the education sector?*

This booklet aims to serve as a rapid reference for policymakers in the region who wish to familiarise themselves on non-traditional financing approaches. It compiles successful cases drawn from various sectors that not only break new ground but offer feasible fiscal solutions to better support educational interventions for out-of-school children.

It is our fervent hope that you find this booklet useful and consider replicating or adapting the strategies presented in your own country context.

**The Leading Group (2010) proposes three key features of innovative financing:**

1. It is linked to global public goods such as eliminating diseases or reducing climate change and therefore requires a global intervention.
2. It is complementary and additional to traditional official development assistance (ODA). It may help to improve the quality of existing aid but innovative financing can never replace the quantity.
3. It is more stable and predictable than traditional ODA.
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## Broad Typology of Practices in this Booklet

| Taxes, dues or other obligatory charges on globalised activities |
| MANDATORY DUES: CORPORATE SOCIAL RESPONSIBILITY (CSR) |
| AIR TICKET LEVY |
| SIN TAX: ALCOHOL, TOBACCO AND LOTTERIES |
| VALUE ADDED TAX (VAT) |
| EX extractive industries tax: OIL LEVY |
| Voluntary solidarity contributions |
| (BLENDEd SCHEME, INDEPENDENT BODY) IKEA SOFT TOYS CAMPAIGN |
| (BLENDED SCHEME LARGER SCALE, POOL FUNDING) (PRODUCT)RED |
| FRONT LOADING: (BUY NOW, PAY LATER) IFFIm |
| DEBT SWAPS: DEBT-FOR-EDUCATION |
| DIASPORA BONDS |
| Frontloading (Buy now, pay later) and debt-based (converting existing debt) instruments |
| IMPACT BONDS: EDUCATION IMPACT BOND |
| DEBT SWAPS: DEBT-FOR-EDUCATION |
| ADVANCED MARKET COMMITMENT (AMC) |
| State guaranteed, public-private incentives, insurance and other market-based mechanisms |

PRACTICE 1: MANDATORY DUES - CORPORATE SOCIAL RESPONSIBILITY (CSR)

CASE: COMPANIES ACT, 2013

LOCATION: INDIA (*Into effect for most companies April 2014)

ACTORS: Government, Enterprises, Separate CSR Committee, External Revenue Committee

THE CONCEPT: CSR Mandate: requires companies with a minimum net worth of rupees 500 Crore (US$81M) and turnover of up to 1000 Crore (US$163M) to invest 2% of their three-year annual average net profit on corporate social responsibility. CSR commitments are to be carried out in “project programme” mode, with one-off events not qualified.

Identifying several areas for social investment, priorities are highlighted in the need to address educational challenges. Target 2 emphasises the need for initiatives to promote the different segments of education, including special education and programmes to enhance vocational skills for all ages - children, women, and elderly as well as conducting other livelihood enhancement projects.


FACT: If 2% of the US$2 billion was applied to education in India, companies could enroll India’s 17.8M out of school children (ages 5 – 13) into school. By using 0.14% of available CSR funds, companies could help enroll 50,000 girls in school. Only 16% of CSR funds would be required to enroll 100,000 children at risk of child labor all 28 states. And by spending 0.25% of available CSR funds, companies could lead the way and enroll 100,000 children with disabilities in school.”

Source: Global Business Coalition for Education, 2014
“The simple idea is to take a microscopic contribution of solidarity on economic activities that benefit most from globalisation: mass tourism by plane, mobile phones, Internet, financial transactions and extractive resources.” Philippe Douste-Blazy, Chairman of UNITAID and U.N. Under Secretary General for Innovative Financing

PRACTICE 2: EXTRACTIVE INDUSTRIES TAXATION
CASE: CALIFORNIA’S OIL TAX BILL (SENATE BILL 1017)
LOCATION: CALIFORNIA

ACTORS: Government(s), Revenue Collector (Internal or Autonomous), Beneficiaries

THE CONCEPT: With many countries having rich reserves of natural resources, a tax on extractive industries can prove to be a substantial contribution towards financing educational projects.

California is the fourth largest oil producer in the United States. The current proposal under revision in California aims to earmark revenue (allocated through specific percentages) towards educational assistance and aid for vulnerable populations in the aim of ‘planning for the future’. The bill is estimated to result in approximately US$2B per year, and stipulates 9.5% extraction tax on the removal of oil or gas from the land or waters of California state.

FACT: A possible model for regional action can be taken from Philippe Douste-Blazy’s proposal to African governments. The proposed development model is based on an extractive industries micro solidarity contribution (10 cents per barrel of oil) which will be started with Gabon, Equatorial Guinea, Angola, Nigeria and Cameroon.

Source: Innovative Finance Foundation; Leading Group on Innovative Financing for Development
PRACTICE 3: SIN TAX
CASE: LOTTERIES
LOCATION: GLOBAL (NATIONAL AND REGIONAL CASES)
ACTORS: Government or Private Lottery Operator, Earmarked Beneficiaries

THE CONCEPT: With a generally stable and sustainable revenue and no debt generation, sin tax relies on government action in directing a part of national lottery sales to efforts in providing quality education for all.

NATIONAL EXAMPLES:

<table>
<thead>
<tr>
<th>Country</th>
<th>Lottery Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>Philippines</td>
<td>The Philippine Charity Sweepstakes (PCSO) allocates revenues by having 30% of its net sales go to charity, 15% to operating expenses and 55% as the prize fund. The charity percentage assures its primary goal of a sustainable and continuous assistance to the disadvantaged sectors of society. It continues to expand through additional games in order to maximise revenues in response to increasing aid commitments.</td>
</tr>
<tr>
<td>Viet Nam</td>
<td>The Binh Duong Lottery directs a part of its revenue (including value added tax, consumption and corporate tax) to development. Some of this work involves increasing educational access, vocational training, intermediate schools and assisting with back-to-school resource preparation and support for all children.</td>
</tr>
</tbody>
</table>

The Euromillions and the Eurojackpot provide a good model into the possibility of establishing a regional SEA lottery. Extra mechanisms required are a coordinating body and regional regulatory framework, to which the Asia-Pacific Lottery Association may provide a good starting point.

Source: Policycures, Policy Brief 1: Lotteries

FACT: Estimated annual revenue from lotteries:
1) government-operated US$2.9B (Thailand, 2006), US$230M (Philippines, 2006), and;

Source: Policycures, Policy Brief 1: Lotteries
# Practice 4: Sin Tax

## Case: Alcohol and Tobacco (Product-Specific)

## Location: Global (National and Regional)

**Actors:** Government, Autonomous or Existing Agency, Beneficiaries

<table>
<thead>
<tr>
<th>Country</th>
<th>Product(s)</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thailand</td>
<td>Tobacco and Alcohol</td>
<td>Thai Health Promotion Foundation Act (2001) mandated the establishment of the Thai Health Promotion Fund (an autonomous state agency). A 2% government imposed surcharge tax on alcohol and tobacco are directed to this fund. This generates approximately US$50-60M per year. Following off the success of the Thai Health Promotion Foundation, the Quality Learning Foundation (QLF), was established to coordinate 3 core projects: 1) Quality teachers, 2) Assisting disadvantaged youth and 3) Improving skills. QLF projects are funded by 1.5% excise tax on tobacco and alcohol (averaging over US$93M per year).</td>
</tr>
<tr>
<td>India</td>
<td>Tobacco (varying by product type)</td>
<td>Government levies several different taxes on cigarette and bidi (beedi) production for various causes. Examples include 1) Beedi Workers’ Welfare Cess (BWWC) in 1976: revenue went to a consolidated fund for welfare support such as education. 2) The National Calamity Contingent Duty (NCCD) in 2000 earmarked calamity relief levy whose funds were maintained by the Central Government. The levy was on all tobacco products with varying rates: 7% bidis, 11-12% cigarettes, 19% on hookah and gutkha.</td>
</tr>
<tr>
<td>South Korea</td>
<td>Alcohol</td>
<td>The Education Tax in South Korea is an earmarked levy on alcohol as well as several other goods and industries including insurance and finance sectors. The aim is to raise revenue to improve educational quality. It is levied on the excise duty paid on alcohol and dependent on drink type varying from 10-30%.</td>
</tr>
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## The Concept:
The above Sin Taxes, similar to lotteries, allows governments to pool a small percentage of national tobacco and/or alcohol tax in support of development. In this case the funds would provide a sustainable source of investment in quality education and opportunities for equitable aid.

**Source:**
- *The Quality Learning Foundation: Origin and Activities; Innovative Financing from Tobacco Taxation for Health Promotion, WHO (2011)*
- *International Tax and Investment Center (2013): Are earmarked taxes on alcohol and tobacco a good idea? Evidence from Asia*

## Fact:
All existing lotteries in South East Asia (assuming 30% of the total revenue is earmarked) could amount to over US$3B per year as a regional lottery. National lotteries (earmarking 30%) can raise US$80M-1.5B per year.

**Source:** *Policycures, Policy Brief 1: Lotteries*
PRACTICE 5: EDUCATION IMPACT BONDS (DEBT CONVERSION DEVELOPMENT BOND)

CASE: UBS OPTIMUS FOUNDATION AND CHILDREN’S INVESTMENT FOUNDATION: To improve the quality and attract new investment for girls’ education.

LOCATION: GLOBAL

ACTORS: Creditor/Investor, Beneficiary/Service Provider and Outcome Fund (Pooled or Single Entity - Government or Donor), Targeted Programme in Education

THE CONCEPT (See Figure 1): The Impact Bond provides a new source of targeted financing aimed at improving social outcomes. Investors will provide the initial external financing for the service provider. If the pre-agreed outcomes are achieved, investors receive their initial investment back.

This investment is often returned through a government or donor agency (outcome funders). Post-intervention, an external evaluator verifies the outcomes to determine its success level. This evaluation determines whether investors gain an additional return on their investment.


“Development Impact Bonds (DIBS) are a financial instrument that can bridge the gap between investors and opportunities, and between financial returns and social benefits”

Source: Center for CDG, 2013
## PRACTICE 6: DEBT-SWAPS

(Debts are fully or partially ‘forgiven’ for development)

**CASE(S): DEBT-FOR-EDUCATION**

### LOCATION: GLOBAL (BILATERAL AND MULTILATERAL)

### ACTORS:

Government Entities, Creditors (donor countries and commercial banks), Autonomous Institution or Internal Monitoring Committee for Allocation and Tracking, Educational Beneficiaries

### Case Studies:

<table>
<thead>
<tr>
<th>Country</th>
<th>Action</th>
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</thead>
<tbody>
<tr>
<td>Spain</td>
<td>El Salvador</td>
</tr>
<tr>
<td>France</td>
<td>Cameroon</td>
</tr>
<tr>
<td>Germany</td>
<td>Indonesia</td>
</tr>
</tbody>
</table>

### GENERAL CONCEPT:

Forgiving debt in exchange for targeted development. This increases ‘fiscal space’ allowing recipient countries the opportunity to provide additional funding towards education. A detailed analysis of risks and benefits need to be considered.\(^1\)

\(^{1}\) **Source**: 1. UNESCO (2011): Debt Swaps and Debt Conversion Development Bonds for Education  
PRACTICE 7: VOLUNTARY SCHEME
(*Blended value schemes incorporate the donation within the price of marketed goods)

CASE: IKEA SOFT TOY CAMPAIGN - SOFT TOYS FOR EDUCATION (WITH SAVE THE CHILDREN AND UNICEF)

LOCATION: GLOBAL, REGIONAL OR NATIONAL

ACTORS: The scheme uses existing infrastructure to collect funds (service provider/merchant). The current case is a single retailer arrangement: Company (IKEA) and independent agency(ies) to channel funds (Save the Children and UNICEF).

THE CONCEPT: Linked to consumer spending choices, companies agree to brand a product/s (IKEA Soft Toys). A portion of the profits coming from sales (consumer spending) on these products (US$1.30 from Dec - Nov for IKEA Soft Toys) are then channelled to the respective cause (out-of-school children and educational quality).

Source: PolicyCures - Policy Brief 8: Voluntary Consumer Donations
IKEA: http://www.ikeafoundation.org/programmes/soft-toys-for-education/

FACT: Since 2003, IKEA has raised US$85.4M to enhance educational opportunities, access and quality for 11M children globally. In 2013 alone, US$12.9M was raised. Currently, the money is allocated to 99 projects covering 46 countries in Asia, Africa and Central Europe.
### PRACTICE 8: DIASPORA BONDS

**CASE:** Long-term/Short-term Needs-Driven

**LOCATION:** Global

**ACTORS:** Government, Overseas Diaspora, Bank(s)

**THE CONCEPT:** Although they vary largely in terms of target (diaspora-specific or open, country-specific or global) and appeal (patriotism vs. financial interest), the bonds aim to create a formal and directed revenue for development by tapping into diaspora wealth.

<table>
<thead>
<tr>
<th>Country</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>India</td>
<td>The Indian government has raised over US$11B on 3 separate bonds (1991, 1998 and 2000). - Short-term, needs-driven, targeted only at Indian nationals abroad - Rely on patriotism</td>
</tr>
<tr>
<td>Israel</td>
<td>Israel was the first to issue diaspora bonds (1951). Managed by the Development Corporation, they boast having raised US$33B since its inception. - Long-term, targeting Jewish diaspora but open for all to invest - Rely on market interest</td>
</tr>
<tr>
<td>Bangladesh</td>
<td>The government has issued two USD bonds to date, whose balance was US$149.2M (2011), with revenues used to fund communications infrastructure development. - Bonds mainly target Bangladeshi nationals diaspora but are open for all to invest</td>
</tr>
</tbody>
</table>

**Source:** World Bank Migration and Development Brief 2014 & The Graduate Institute Geneva

### PRACTICE 9: VALUE-ADDED TAX (VAT) / D-TAX

**CASE:** Italy (Consumption Tax)

**LOCATION:** National and Regional

**ACTORS:** Government, Consumers, Participating Merchants

**THE CONCEPT:** The de-tax scheme, linked to consumer spending provides an alternative government-led scheme to raising funds. Following the sale of a participating merchant’s products, the government agrees to waive a percentage of the VAT (1%) on the transaction. The following revenues are then directed to an earmarked fund.
The Asia-Pacific region is the source of nearly 60 million migrant workers who sent almost US$260 billion to their families in 2012. This represented 63% of global flows to developing countries. Seven out of the top ten remittance-receiving countries are in the region: India, China, the Philippines, Bangladesh, Pakistan, Viet Nam and Indonesia (in order of magnitude). *Source: IFAD, 2013*

*Values from the World Bank: http://siteresources.worldbank.org/INTPROSPECTS/Resources/334934-1288990760745/MigrationAndDevelopmentBrief14_DiasporaSavings.pdf*
PRACTICE 10: VOLUNTARY BLENDED SCHEME
PLATFORM: USING MULTIPLE SUPPLIERS
CASE: (PRODUCT)RED
LOCATION: GLOBAL
ACTORS: Donors, Manufacturers, Sales Outlets, Fund Managing Body, Distribution Body
THE CONCEPT: A licensed brand (PRODUCT)RED aims to engage the private sector and relies on consumer choices, sustainable flows and spending to fund earmarked development goals (e.g. HIV/AIDS in Africa). Each partner company produces respective products with the (Product)Red logo. In return for possible increased revenue from the approved licensing with (Product)Red, a percentage of participating products’ revenue is then sent to the Global Fund.

PRACTICE 12: PUBLIC-PRIVATE INCENTIVE
CASE: ADVANCED MARKET COMMITMENTS (AMC)
LOCATION: AMC FOR PNEUMOCOCCAL VACCINE
ACTORS: Donors, Manufacturers, Sales Outlets, Fund Managing Body, Distribution Body
THE CONCEPT: Funds donated (donor resources) are used to lower the price of a specific target (e.g. vaccines). This is intended to provide commercial incentives for eligible manufacturers to produce something at scale that may not gain viability otherwise. Those selling (e.g. eligible pharmaceutical companies) agree through legally binding commitments to provide the product at a pre-agreed price. In return, they enter into supply agreements with distributing bodies (e.g. UNICEF) which procures and delivers the product. Funds are earmarked for that specific product.

*Due to the fact that Donors’ assistance in lowering the cost of products is counted as ODA, the following is therefore not creating additional revenue streams, but incentives.
PRACTICE 14: FRONTLOADING
(‘BUY NOW, PAY LATER’ BONDS: SHIFTING FUNDS FOR IMMEDIATE USE)
CASE: INTERNATIONAL FINANCE FACILITY FOR IMMUNISATION (IFFIm)

LOCATION: GLOBAL - CURRENTLY 10 DONOR GOVERNMENTS
ACTORS: Donor Governments, Capital Market Investors (Bond Holders), Government Beneficiaries, Existing Targeted Aid Alliance/Organisation

THE CONCEPT: The IFFIm raises funds through the issuance of bonds (holding a cost-effective credit score) within international capital markets. This is intended to frontload (i.e. shift funds to make more resources available for immediate use). Bonds are repaid through the long-term and legally binding ODA commitment of donor governments. Most of the funds raised are then channelled (and earmarked) to the GAVI ALLIANCE immunisation programmes, providing targeted health and vaccine production assistance to developing countries.

*Due to the fact that funds are intertemporally shifted, and are later repaid using ODA commitments of donor governments, this revenue mechanism is not creating new revenue streams.*

FACT: To date, a total of 18 separate bonds have been issued on 10 occasions in five markets. Funds raised between 2006-2010 was US$3.4B, with US$1.8B disbursed.

FACT: Red is the largest private sector donor to the Global Fund, and has generated over US$150 million for HIV/AIDS programs in Africa. Private partners include Apple, Starbucks, Telcel and Bank of America, to name a few.

Source: (PRODUCT)RED
PRACTICE 11: AIRLINE TICKET TAX
CASE: SOLIDARITY LEVY ON AIRLINE TICKETS FOR UNITAID AND IFFIM

LOCATION: GLOBAL

ACTORS: Governments, National/International Coordinating Body, National Collection/Delivery Modality, Passengers, Beneficiaries

THE CONCEPT: Generating new revenue streams from the private sector. The levy was launched by the governments of Chile, Brazil, Norway, France and the UK in 2006. When purchasing a ticket, passengers are charged an additional low tax rate. Tax rates can vary depending on country, destination and travel class (Figure 3).

Funds collected by UNITAID (specifically created management structure) are earmarked for development. Interested beneficiaries submit proposals for funding to UNITAID directly.


How the airline tax works: France

<table>
<thead>
<tr>
<th>FRANCE</th>
<th>Domestic/European flight</th>
<th>International flight</th>
</tr>
</thead>
<tbody>
<tr>
<td>ECONOMY</td>
<td>€1</td>
<td>€4</td>
</tr>
<tr>
<td>BUSINESS/ FIRST CLASS</td>
<td>€10</td>
<td>€40</td>
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90% of all revenues go to UNITAID

FACT: Airline industry profits in 2014 are expected to hit a record US$19.7B, an increase of more than 50% on the US$12.9B estimate made for 2013.

Source: IATA, 2013
**FACT:** Indonesia, Thailand, Singapore, Malaysia, Philippines, and Vietnam collectively have about 1.6 times the number of passengers as France. Assuming similar take-up rates, an airline ticket levy covering these countries would raise around US$333M per year, with growth relative to aviation in the region expected to grow.

**Source:** Policy Cures, Policy Brief 2
Key Features of Innovative Financing

**Country Ownership**
Country-level ownership over innovative finance is vital to ensure results over the longer-term. Country ownership involves much more than country devised project proposals. It involves meaningful stakeholder engagement in the governance structures of innovative finance initiatives. It involves alignment behind countries’ nationally devised education strategies and plans, including much greater use of direct budget and/or sector wide support by innovative initiatives.

**Capacity development**
Development results can only be sustained and improved over time where local capacities are strengthened. Innovative finance must balance ‘quick wins’ with longer-term capacity development. Short-term initiatives may be more suitable to certain types of interventions (e.g. humanitarian action).

**Complementarity**
As innovative financing schemes expand and diversify in the future, it will be vital to ensure complementarity and effective coordination between different initiatives. There is a risk that too many new structures will be created in order to deliver innovative sources of non-formal education finance. This will only reduce overall effectiveness of delivery.

**Additionality**
More clarity is needed on how innovative finance should be ‘counted’ to reduce substitution risks and ‘double-counting’. Although many forms of external finance have dual development and education objectives, they need to be counted and assessed separately next to different international commitments, such as the UN target of 0.7 percent ODA as a percent of GNI and the new post-2015 education goals.

**Predictability**
Innovative financing programmes should deliver predictable finance so as to ensure maximum aid effectiveness. Many mechanisms will tend to generate more revenues in good economic times than in bad, i.e. they will be procyclical, or growing simultaneously with the economy. It may be useful to consider ways in which some instruments could deliver resources in a countercyclical setting (that is, moving in the opposite direction of the overall state of an economy).

1. Have innovative financing for education initiatives generated additional resources for disadvantaged children and youth?

2. Have innovative sources of financing delivered concrete results?

3. Which countries have benefited from innovative financing?
   - What lessons can be drawn from their experience?
   - What best practices can be replicated or adapted in your own national context?

4. Have innovative financing initiatives delivered stable and predictable resources?

5. Have innovative financing initiatives strengthened country ownership of the education development process?

6. Have innovative financing initiatives supported capacity development in beneficiary countries?

7. Have innovative financing initiatives accentuated issues related to fragmentation and coordination in education delivery?

8. Is innovative financing sustainable over the longer-term?

9. Can innovative financing be scaled up and/or initiatives replicated in other development areas or regions?

MEET THE TEAM

Mr Ichiro Miyazawa  
Programme Specialist in Literacy and Lifelong Learning  
Email: i.miyazawa@unesco.org

Ms Mary Anne Therese Manuson  
Project Officer  
Email: m.manuson@unesco.org

Mr Nay Lin Aung  
IT Consultant  
Email: nl.aung@unesco.org

Ms Karen Triquet  
Education Consultant  
Email: karenetriquet@gmail.com

Ms Khaing Sandar Htun  
Education Consultant  
Email: k.sandar-htun@unesco.org

Ms Eun-jae Shin  
Assistant Programme Specialist  
Email: ej.shin@unesco.org

Ms Intiranee Kanthong  
Programme Assistant for APPEAL  
Email: i.kanthong@unesco.org

Ms Sowirin Chuanprapun  
Programme Assistant  
Email: s.chuanprapun@unesco.org

Contact:
Asia-Pacific Programme of Education for All (APPEAL), UNESCO Asia and Pacific Regional Bureau for Education  
920 Sukhumvit Road, Prakanong, Bangkok 10110, THAILAND  
Tel: +66-2-3910577  
Fax: +66-2-3910866  
Email: appeal.bgk@unesco.org

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<tr>
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<tr>
<td>The Leading Group on Innovative Financing for Education</td>
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