



SYSTEMS CHANGE ACTIVATION

Empowering philanthropy's catalytic
role in transformational PPPs

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Laudes
Foundation



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Finally, thank you to David Brazier, our Advisory Group, and a further eighty individuals who have contributed their examples, experience, and thinking towards this publication. The full list of contributors is in *Acknowledgements*.



The Partnering Initiative was founded by the University of Cambridge and the International Business Leaders Forum in 2003 to develop and promote the theory and practice of multi-sector collaboration. With two decades of drawing out learning while supporting hundreds of partnerships and organisations and training thousands of people, TPI is a pioneer in codifying best partnering practice standards and in developing the methodologies to build partnering capability.

TPI's mission is to professionalise the practice of partnership and so unleash the power of collaboration to deliver transformational sustainable development.

This research is a product of TPI's collaborative programme which seeks to drive a step change in philanthropy sector partnering practice to deliver far more transformational impact.

TPIglobal.org

In association with:

The World Association of PPP Units & Professionals, WAPPP, is a multi-stakeholder network bringing together public-private partnership professionals from PPP units, infrastructure agencies, long-term investors and consultants from around the globe, to learn from each other and create better PPPs that deliver value for the future. WAPPP has set up a "Philanthropy in PPPs Chapter" that provides a space for collective learning, and knowledge exchange as well as inspiration and implementation of solutions for multistakeholder partnerships at the intersection of philanthropy and PPPs. WAPPP is registered as an NGO in Switzerland and has its seat in International Geneva.



WAPPP.org

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Acronyms

CSO(s)	Civil Society Organisation(s)
FCDO (UK)	Foreign, Commonwealth & Development Office, Government of the United Kingdom: including UKaid
GEAPP	Global Energy Alliance for People and Planet
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
ISP	Internet Service Providers
MSP(s)	Multi-stakeholder Partnership(s)
NGO(s)	Non-Governmental Organisation(s)
PPP	Public-Private Partnership
PPPP	Public-Private-Philanthropy Partnership (for People and Planet)
SDG(s)	United Nations Sustainable Development Goal(s)
UN	United Nations
UNICEF	United Nations International Children's Fund
UNIDO	United Nations Industrial Development Organisation
USAID	United States Agency for International Development
WASH	Water, Sanitation, and Hygiene

FOREWORDS



If you ask any foundation what they do, chances are they will say: "We work on systems change."

And indeed, we at Laudes Foundation are part of that club.

But systems change is hard. Systems are messy, complicated, and ever-changing. And while we know we need to partner with unlikely allies, we also know that partnership, like marriage, requires compromise. And the queen of partnerships – the powerful yet elusive Public Private Philanthropy Partnership (or PPPP) – is even harder. How do you get a mayor of a major city, a food company, a philanthropist, an investor, and a school to work together to enable more nutritious and cost-effective school meals? As Johnny Cash said, "There ain't no easy runs."

That's why I'm inspired by this report. It helps us understand why PPPPs are critical to the systems change we want. It helps us see where philanthropy can play a unique role in accelerating such partnerships. And it highlights practical examples across five continents of where PPPPs are moving the needle, showing us what is possible when we collaborate, meaningfully and authentically.

Leslie Johnston

CEO, Laudes Foundation



As humanity faces unprecedented and complex challenges, collaboration is increasingly vital.

The African Climate Foundation, a philanthropic re-granter committed to fostering positive change in Africa, operates at the intersection of climate change and development. Navigating diminishing development gains, climate impacts, and strained economies, which compound existing unique social and economic challenges, seems a weighty task. Although philanthropy has proved an important development resource, maximising impact calls for innovative capital deployment beyond funding.

TPI here addresses questions that we, too, grapple with. We are thrilled, alongside the Laudes Foundation, to support this relevant and topical work. Public Private Partnerships are relatively well-understood, but this research highlights the "fourth P": Philanthropy.

This report provides practical and substantive content on what Public Private Philanthropy Partnerships (do and could) look like in practice. The examples highlight diverse PPPPs spanning different sectors, issues, and geographies – including across Africa and the globe. Philanthropy has the potential to anchor social, environmental, and development objectives throughout the partnership lifecycle.

It is our hope that seeing PPPPs in action here will kickstart new conversations and inspire more philanthropies to explore the potential of PPPPs. Although it is early days, PPPPs evidently already offer dynamic approaches to transformative change, by uniting three diverse sectors. We look forward to exploring this work further with TPI, Laudes, and others.

Saliem Fakir

Executive Director, African Climate Foundation

Statements of support

Ziad-Alexandre Hayek

President, WAPPP, global

The SDGs cannot be achieved without public-private partnerships. WAPPP has advocated for socially and environmentally transformative PPPs since its founding. The catalytic role of philanthropy provides an opportunity to further leverage funding and impact for a sustainable and socially just future. This is why WAPPP is at the forefront of developing and promoting PPPPs.



Frank Aswani

CEO, AVPA, Africa

Africa's unique demographic and social landscape is not just a field for intervention but a springboard for innovation and change. To truly harness the potential of PPPPs, we must strategically align our efforts, play to each partner's strengths, and create an environment that nurtures innovation. Through transparent collaboration and mutual trust, we don't just aim for temporary alliances but for enduring partnerships that will stand the test of time and continue to contribute meaningfully across our continent.



Delphine Moralis

CEO, Philea, Europe

In light of green, digital, and social transitions; growing radicalization and conflict; and the serious challenges to democratic ideals and freedoms in some parts of Europe, philanthropy has an important role to play in finding solutions alongside public and private actors.



Carolina Suarez Visbal

CEO, Latimpacto, Latin America

The cases shared by our members in Latin America, presented in this study, show that the synergy of PPPPs can catalyse a profound and sustainable impact. Latimpacto firmly believes that collaboration is a critical key to a brighter and more equitable future for all, following SDG 17. We will continue to support the construction of an ecosystem through PPPPs where sectors can work together to address and find solutions for the most complex challenges and create impact.



Tristan Ace

Chief Programs Officer, AVPN, Asia

Philanthropic capital is perhaps the most precious of all sources of funding, as it has the potential to take the most risk and support the most ambitious impact agendas. When it is harnessed to support governments and the private sector there are significant opportunities for transformational impact. AVPN stands ready to support the development of PPPPs in Asia as a key pathway to supporting a Just Transition.



EXECUTIVE SUMMARY

Introduction

Right now, the world is facing complex, severe, and accelerating challenges. Solutions to these challenges require us to simultaneously transform economic, social, and environmental systems to ensure the long-term sustainability of people and planet.

The public sector and the private sector have significant and complementary resources and levers to help make those transformations. Partnerships between these sectors, along with civil society to ensure they meet the needs of people, have the power to change systems. However, such partnerships are often met with significant obstacles. This is where the role of philanthropy can be so vital in providing the ‘activation energy’ necessary to spark and drive forward these collaborations, through **Public Private Philanthropy Partnerships**.

About the report

While philanthropy is already partnering to a certain extent with the public and private sectors, we believe it is only scratching at the surface of the global potential of PPPPs. This research forms the first phase of a major programme that aims to influence sector practice to scale up the use of PPPPs. The report, undertaken alongside our collaborators, the World Association of PPP Units & Professionals (WAPPP) and a global network of regional philanthropic organisations, sets out to:

- make sense of the landscape of PPPPs and provide new conceptual clarity around how they combine multiple ‘levers’ to deliver transformation;
- understand fully the role of philanthropy as a driving force to make PPPPs happen;
- illuminate good practice from examples of effective structures, models, and approaches;
- inspire and motivate more PPPPs to be developed.

The learnings in this report come directly from the voices that we heard in interviews and the insights flowing from 46 examples of PPPPs from across the world and many different sectors. Context is added from TPI’s experience of studying and supporting multi-stakeholder partnerships for 20 years. A [library of PPPP examples](#) has been built to serve as a repository for some of the extraordinary work currently being undertaken.

The power of PPPPs

We define a Public Private Philanthropy Partnership (PPPP) for People and Planet as:

*A long-term **multi-stakeholder collaboration** in which **public, private, and philanthropy sectors** align and combine their unique resources and powerful levers to together deliver social, economic, and/or environmental **transformation**.*

A PPPP has at least one organisation from each sector – public (including governments, development banks, and the multi-lateral system), private (including companies, investors, and social enterprises), and philanthropy – and is a collaborative and co-creative relationship. It can be global, regional, national, or local, and have any theme that contributes to sustainable development. **Importantly, all partners must be playing their societal role** (for example, a business providing philanthropic funding does not count as a private sector partner). PPPPs will often include other partners, most notably from civil society, which also provide an essential part of the puzzle.

The PPPPs included in the research sample were chosen because they are transformational in their impact or have the potential to be so in the future.

What can PPPPs achieve?

PPPPs are able to respond to significant social and environmental challenges, creating scalable approaches that are often investable with public and/or private capital. By bringing together the unique resources and levers of public and private (see below), PPPPs are able to deliver interventions that address deep-rooted issues or inefficiencies and can transform systems to make them more equitable, sustainable, or effective. We define systems change as:

*Moving from an **unsustainable** (in economic, social, or natural resource usage terms) situation to a **more sustainable** ongoing situation delivering for People and Planet. Transformational change leaves behind a self-sustaining, resilient legacy where little or no further action or ongoing external inputs are necessary.*

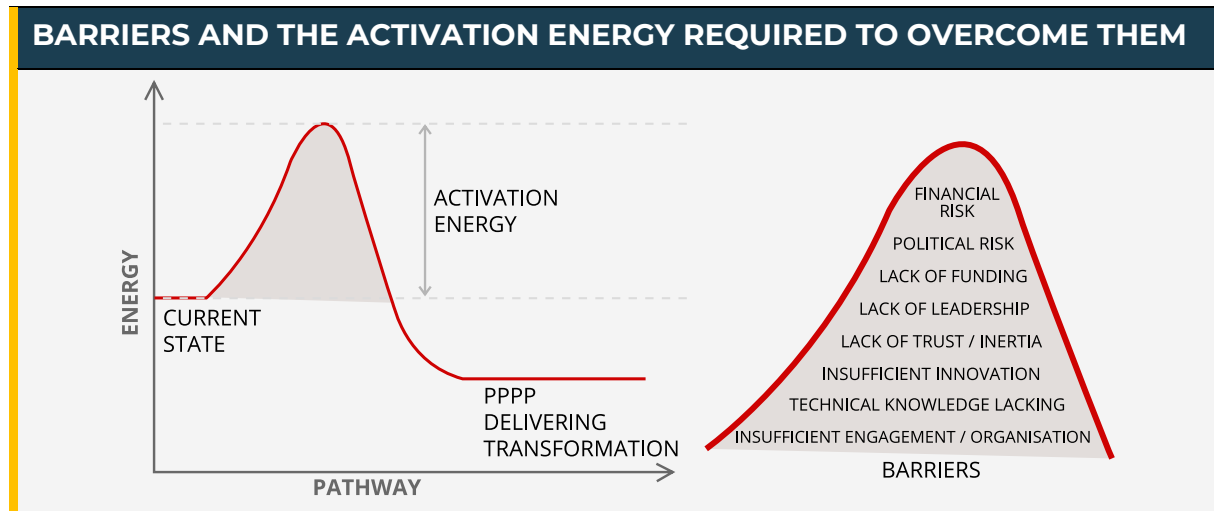
One of the most exciting features of PPPPs is that they can enable businesses and investors to act in a fully commercial way, supporting private sector-led growth or business solutions to societal and/or environmental problems, that are not limited in scale by the amount of public or philanthropic funding available. Indeed, a key finding of the report is that any **funding provided by philanthropy is catalytic in nature**, supporting the PPPP to unlock financing to deliver the system change.

The research demonstrates how **the PPPP mechanism can be an extremely flexible and adaptable** one. The following provides a snapshot of just a few areas where PPPPs are able to deliver transformation. PPPPs may:

- Unlock investment in infrastructure, for example through blended finance, for **net-zero energy production**, while simultaneously ensuring that transitions are just;
- Change the regulations and societal rules and norms that influence or define how business and people use resources in order to build more **sustainable infrastructure and a healthy environment** in which to live;
- Raise **standards in education and health** through innovative finance mechanisms that optimise the impact of public funds;
- Enable more **equitable, resilient, and sustainable supply chains** by bringing all of the actors involved together;
- Extend **access to vital services and livelihood opportunities** by de-risking investment in the infrastructure that is required;
- **Provide a demonstration of pro-development business model** that can be scaled commercially, where a company or investor had assumed it would not be possible.

The essential role of philanthropy in activating PPPPs

While public-private collaboration has enormous potential, all but the simplest partnerships are challenging to develop and deliver. They require a complex mix of financial and technical expertise, overcoming cultural friction, trust-building, visioning, deal-making, attitude-shifting, financial pump-priming, long-term commitment, and potentially deep knowledge and engagement with communities. There can be significant risks for those involved, and even where the business case and return on investment are clear, any major change always needs to overcome significant inertia.



This is where the role of philanthropy can be critical in building momentum, solving problems, and helping the partnership to overcome existing barriers to success. We term this the **activation energy**, appropriated from the scientific term meaning the initial energy that may be needed for a chemical process to start.

The six key roles of philanthropy to activate PPPs

The research found philanthropy can inject the activation energy required in six main ways:

1. **Initiating/convening** the partners, taking them through a partnership development process, and potentially coordinating the partnership's activities, bringing credibility as a connector, and enabling dialogue among partners;
2. **Cocreating** and **codesigning** PPPs with public and private partners and, if appropriate, with peer organisations;
3. **Initial and catalytic funding** of a PPP's set up and running costs (but not the cost of implementing the transformation);
4. **Capacitating** partners to be able to play their roles in the PPP and **accelerating progress with technical assistance**. Philanthropy often brings the technical expertise to develop new models and can support partners as they adopt new ways of working;
5. **De-risking** a PPP for other partners such that it can tackle the most difficult challenges and then reach large scale by mobilising mainstream private sector investors;
6. Enabling PPPs to be able to **test and learn** through multiple iterations of a solution, and by prototyping innovative ways of working.

Philanthropic organisations are very flexible as to which roles they play according to the needs, context, and maturity of a PPP. As the situation demands, philanthropy is 'doing whatever it takes' to make change happen by drawing from the extensive menu of options open to them.

How PPPs deliver system change

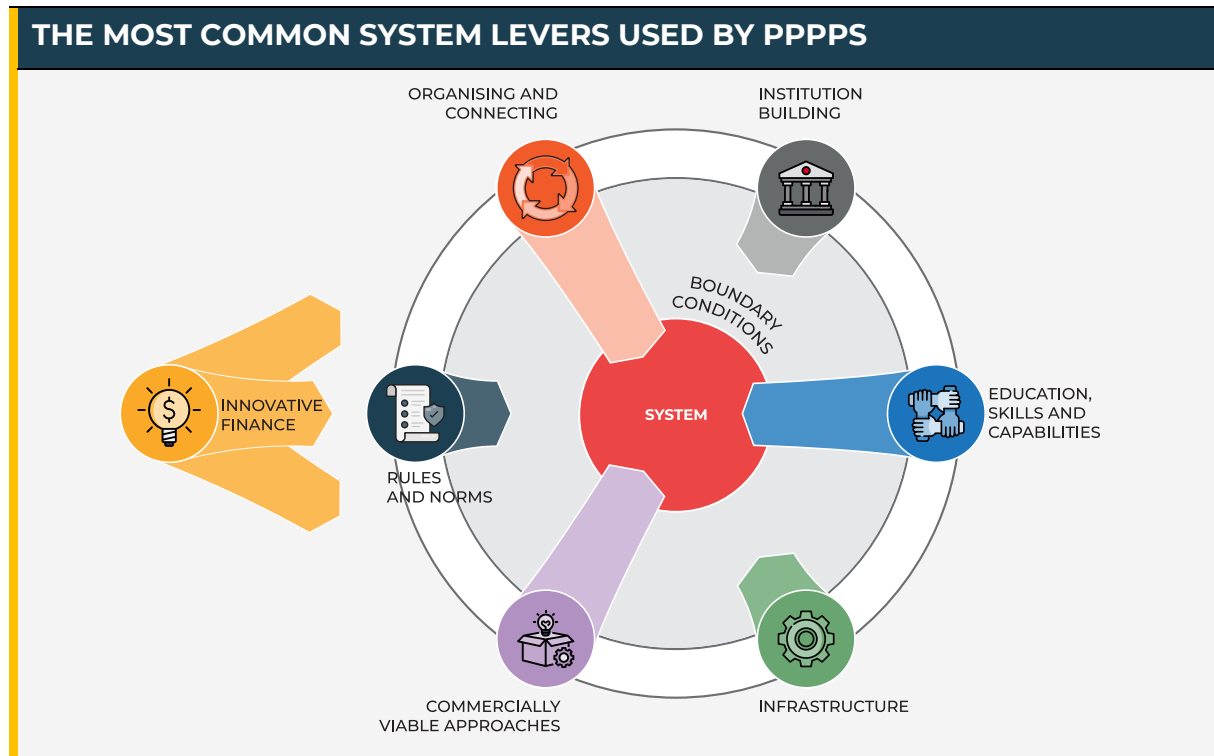
Levers of system change

Transforming or rewiring systems involves using a range of levers from public, private and philanthropy applied simultaneously or sequentially. The PPPs in the sample have many varied and often unique features and use a variety of different levers to deliver change. The framework used to analyse PPPs in this research identifies the following three kinds of levers:

- The **system-level levers** that capacitate, connect, influence, and reorient the different entities within the system;

- The **boundary condition levers** that change the environment in which the system sits in a significant way, such that the actors in the system adjust their behaviours and practices;
- The **innovative finance** that enables the application of the above levers or can take approaches to scale.

The following framework captures the main levers of change that we found:



The three most common system-level levers in PPPPs are:

1. **Education, skills, and capabilities:** Improving education, skills, and capabilities creates a new resource and allows people to tackle challenges in new ways;
2. **Organising and connecting:** Bringing organisations together enables synergies, economies of scale, and increased power for small actors;
3. **Commercially viable approaches:** Inclusive business and market-based approaches can scale, as they are economically sustainable and internally funded.

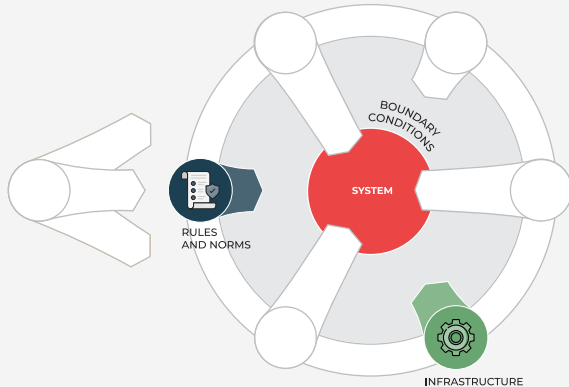
The three most common boundary condition levers are:

1. **Infrastructure:** Developing infrastructure creates new opportunities for people and businesses, can reduce costs, provide infrastructure for essential services, and reduce damage to the environment and climate change;
2. **Rules and norms:** Governments can change policies, regulation, or taxation to promote more sustainable or equitable value chains, or to create new social systems. Business and government can together create new standards for products and production;
3. **Institution building:** Support to public sector institutions to deliver their mandates more effectively can provide the conditions needed for system change.

While infrastructure is the lever most utilised by PPPPs in the sample, the majority accessed at least two levers with a wide variety of structures, demonstrating that PPPPs are a highly flexible instrument. The table below illustrates the most frequently used combination of levers in the 46 PPPPs we analysed.

THE MOST COMMON SYSTEM LEVER COMBINATIONS USED BY PPPPS

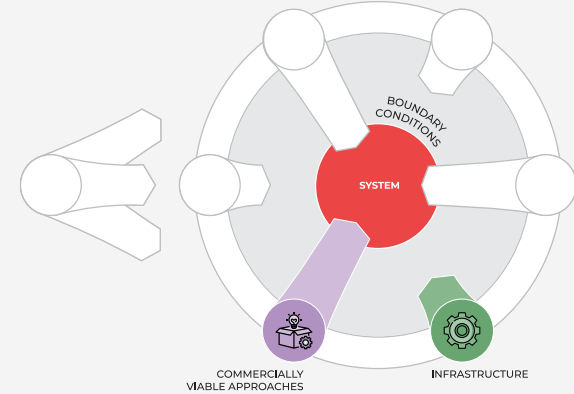
Infrastructure + rules and norms (8 PPPPs)



Example: Capacity

The PPPP piloted a new way for the municipal government in the town of Messina, Italy, to address the low quality of housing in parts of the city. It created an integrated new model working with public partners and social enterprises that unlocked public funding for new housing and urban regeneration, developed in collaboration with the local community.

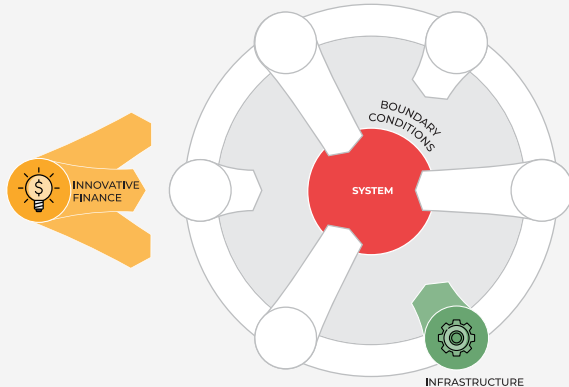
Infrastructure + commercial viability (4)



Example: Digital Access for East Carroll Parish

The PPPP enabled an internet service provider (ISP) to overcome its perception that it would be unprofitable to install the infrastructure for internet provision because of lower-than-average incomes in this community. A business model was developed for the ISP to implement commercial provision of digital health, education services, and employment opportunities through fees from consumers.

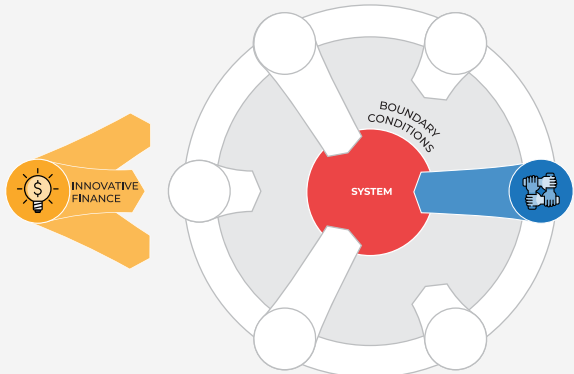
Innovative finance + infrastructure (4)



Example: Just Energy Transition Partnerships (JETPs), South Africa

The JETP mechanism connects large-scale finance being made available to address climate change, and national priorities and plans. JETP South Africa will support the government and private sector to decarbonise electricity production infrastructure, targeting primarily the reduction of coal-based power generation.

Finance + capacity development (3)



Example: Quality Education India Development Impact Bond

This PPPP worked in the education systems in three states in India with the aim of improving learning outcomes for children. Investors provided risk financing, with the expectation of securing a return on their financing if the educational objectives were achieved. Philanthropic organisations provided funding to repay the investors, to prove the worth of this model to the public education authorities.

Emerging findings on what makes PPPPs effective

While not the main focus of this phase of research, the following findings have begun to emerge about key success factors for PPPPs.

Building blocks

The research demonstrates the need for PPPPs to incorporate four key building blocks to deliver effective, efficient collaboration:

- 1. Fundamentals:** alignment of interests, a shared vision, sufficient compatibility of partners, and the potential for significant value creation, are the underpinnings of any partnership.
- 2. Partner relationships:** trust among partners, a clear process of working together, valuing what each partner brings to the table, and mutual accountability for achieving objectives, are all important to PPPPs.
- 3. Structure and set-up:** PPPPs should be fit for effective collaboration between public, private, and philanthropic actors. Difficulties can arise when the burden falls unequally on one partner to keep the PPPP on track. Legal hurdles and bureaucracy can also be significant barriers to progress.
- 4. Management and leadership:** Managing PPPPs, as with any partnership, goes well beyond typical project management, requiring new approaches to engagement and relationship management; ongoing monitoring, evaluation, and adaptation; exemplary communication; further, committed, collaborative leadership is essential to provide the necessary drive.

An enabling environment for PPPPs

Some emerging findings for what may contribute to an enabling environment for PPPPs are:

- **Legal and regulatory support:** PPPPs require a legal and regulatory framework that encourages, and supports these partnerships and gives public sector permission to act.
- **Capacity building:** Building the capacity of public, private, and philanthropic sector entities involved in PPPPs is vital. This includes providing training, sharing knowledge, and offering technical assistance to enhance both their technical and partnering capabilities.
- **Stakeholder engagement:** Systems for engaging relevant stakeholders, such as local communities, civil society organizations, and other affected parties.
- **Standards:** Sharing knowledge and experiences about good practice standards among different stakeholders involved in PPPPs is helpful.

Join us in the next phase!

In the next phase of this ongoing programme, we will **undertake a needs assessment** to understand what it will take to optimise and mainstream PPPPs. Further, we **plan to work with a number of new and existing PPPPs** to support their development and draw out learning from the experience as we **codify effective practice** and **develop guidance**. Finally, we will continue to develop the **community of PPPP practitioners** to exchange knowledge and experience.

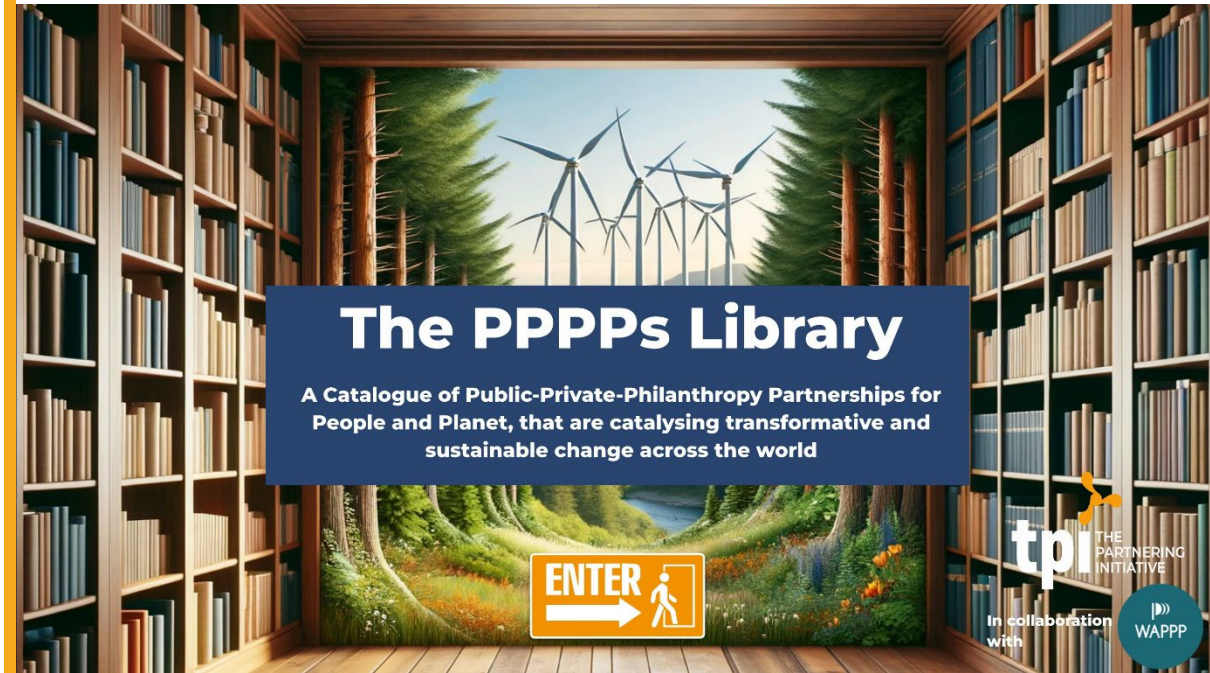
In the long-term, we aim, together with WAPPP and our global support network, to **build partnering capacities** across public, private, and philanthropic organisations and develop a **global PPPPs support infrastructure**.

The **PPPPs Library** (see below) will continue to be updated and your entries are welcome.

To discuss your potential involvement, please contact Max von Abendroth (max.abendroth@tpiglobal.org).

PPPPs LIBRARY

All 46 PPPP examples analysed in this research have been compiled into a [PPPPs Library](#). It serves as a catalogue of informative 'factsheets' about inspiring PPPPs. These examples can be sorted based on region, geographic scope, and SDGs. It is a living document that will be continually updated with additional examples.



1. INTRODUCTION

1.1. The urgent need for collaboration

At The Partnering Initiative (TPI), we know that partnerships have a unique ability to bring together resources from all different sectors of society and to use these to deliver transformational change that is otherwise not possible.

We also know that humanity is facing complex, severe, and accelerating challenges.

Progress on the Sustainable Development Goals (SDGs) has stalled. Crises, both man-made and natural, have put many countries in decline. And despite the urgency and severity of the threat from climate breakdown and biodiversity loss, no country is currently simultaneously delivering a sufficiently high quality of life to all its citizens, and operating within sustainable planetary boundaries. We are falling a long way short in our current efforts to put this right.

Solutions to these challenges require us to address the underlying reasons why we are failing and to concurrently transform economic, social, and environmental systems to ensure the long-term sustainability of people and planet. Many of the challenges will require a fundamental shift in the way that we all live, work, shop, and travel.

The private sector

The private sector has a critical role to play in transformative system change through its ability to develop innovative technologies, the products and services it delivers, the financial investments it can make in everything from infrastructure to housing, and the good jobs and livelihoods it provides.

Responsible, sustainable, inclusive business is one of the most powerful forces to improve people's lives and, through its value chain, to stabilise and improve the natural environment. And because such approaches are commercially viable, they can be scalable, and not limited by grants or precious government expenditure.

In 2017, the Business and Sustainable Development Commission¹ estimated that achieving the SDGs opened up US\$12 trillion of market opportunities in just four major sectors: food and agriculture, cities, energy and materials, and health and well-being. That number is dwarfed by the investments required (and the potential business opportunity) to tackle climate change.

However, while the opportunities are there, the conditions in most countries around the world are not sufficient for business to 'go it alone'.

The public sector as an enabling partner

The public sector, through public-private partnerships, can utilise its unique resources and levers to unlock the business contribution and deliver transformational sustainable development, for example by:

- tackling market system failures or creating new market opportunities by creating enabling policies or incentives, for example to deliver a just energy transition;
- investing in infrastructure, for example new roads or ports, that open up private sector investment in an industry park;
- financially and/or politically de-risking investment sufficiently for the private sector to commit finance at scale, for example in new social housing;

¹ Business and Sustainable Development Commission, 2017

- providing their vocational training infrastructure alongside a business-developed curriculum to skill up the workforce that business needs in order to thrive;
- develop, alongside business, new sector standards or new public attitudes to living sustainably that can raise the game for all.

People

All public-private partnerships that deliver for people and planet need to engage civil society (potentially through NGOs or other community organisations) as partners, or at the very least through extensive consultation, to ensure local buy-in and that the design and implementation are just, fair and fully suited to the local context and the needs of people.

Further, the world's citizens have huge potential to change systems through mass movements. The role of youth activists in shifting behaviour around climate change is well documented. Formal and informal citizen networks, community groups, and/or community-based organisations can bring the necessary sense of urgency, purchasing decisions, electoral power, moral authority, creativity, and the voices that are needed to force progress.

The challenge

Public-private partnerships can be difficult to develop and deliver. They require a complex mix of financial and technical expertise, convening power, trust-building, visioning, deal-making, attitude-shifting, financial pump-priming, long-term commitment, and potentially deep knowledge and engagement with communities. There can be significant risks for those involved, and even where the business case is clear, any major change always needs to overcome significant inertia.

The essential role of philanthropy

Even with a clear 'business' case for collective action, sometimes the barriers are just too great. This is where the role of an additional partner – philanthropy – can be critical in building momentum, solving problems, and helping the partnership to overcome the barriers to success. We term this the **activation energy**, appropriated from the scientific term meaning the initial energy that may be needed for a chemical process to start.

1.2. The exciting potential of public, private, philanthropy partnerships

In order to find ways to be more transformational, the philanthropy sector is already beginning to work more regularly with both the private and public sectors. In Alliance's recent report on the future of philanthropy, ² one of the top findings is that there are '*positive trends in the role of business in social development...[which] is very much in evidence and generally intensifying*' with philanthropists '*more open to collaboration with business*'. Additionally, Rien van Gendt says in his recent book ³, '*the potential of partnering with governments has become more understood, which has led to foundations being more willing to accept the pitfalls of cooperation.*'

This research focuses on philanthropy's possibly unique ability to provide an injection of the 'activation energy' that is required to bring together the relevant public and private actors and create the impetus to transform systems to a point where the economy and society are providing for all, equitably and sustainably.

When preparing for the research with our collaborators, the World Association of PPP Units & Professionals (WAPPP), and our global support network of philanthropic organisations, we quickly observed that there are a wide array of PPPPs already operating across various geographies,

² Milner et al., 'The Future of Philanthropy'

³ van Gendt, 'Philanthropy Back to the Drawing Board: Shaping a Future Agenda'

scales, and thematic areas. The sample in this report alone contains PPPPs in five continents, more than 57 countries, and a wide variety of sectors.

What we couldn't find was any existing systematic analysis of why and how PPPPs are being implemented, how they utilise the partnership collaborative advantage mechanism to achieve their goals, or what is required to make them happen. Through TPI's collaborative programme on Philanthropy and Transformational Partnerships, we have also found that there is limited awareness of PPPPs, and what they can achieve, among practitioners from public, private, and philanthropy.

Our thesis is that although we see philanthropy already engaging in PPPPs to some extent, it is only scratching at the surface of the global potential. We were motivated in this research by our belief that a better understanding of this potential, and clarity on the catalytic role philanthropy can play, would inspire and guide those not yet involved in PPPPs.

We therefore had multiple aims for this research:

- to make sense of the landscape of existing PPPPs and understand how they combine multiple 'levers' to deliver transformation;
- to understand fully the role of philanthropy in making PPPPs happen;
- to inspire and motivate more PPPPs to be developed.

The report seeks to do this by bringing new conceptual clarity on PPPPs, identifying and sharing insights on how they can achieve impact, and sharing good practice on effective structures, models, and approaches.

We hope, when you have read what we have found out these PPPPs, that you will be informed and inspired by PPPPs, and be as excited as we now are about the potential for them to make a major contribution to solving the world's most intractable challenges.

1.3. About this report

This report, developed by TPI in association with WAPPP, is drawn from the real experience of the 46 PPPPs that we use here as examples. They operate in five continents, more than 57 countries, and a wide variety of sectors. We also share insights from the practitioners we interviewed.

The report is designed to inspire and help equip philanthropy with knowledge and insights to play a far more active role in transformative PPPPs. It draws on an extensive research base provided by a network of global and regional philanthropic networks, combined with TPI's 20-year experience in understanding what makes partnerships effective.

The report is divided into two halves:

The **first half** defines PPPPs and explains why they are important. This section provides some common understanding of this complex topic, drawing on the extensive interview process undertaken for this report (see Annex 4: Methodology). It explains how philanthropy's roles enable PPPPs by providing the 'activation energy' that kick-starts the partnership and keeps it on track to deliver system transformation. The section provides a simple 'levers of change' framework, demonstrating the extraordinary potential that is unleashed when the public, private, and philanthropic sectors join forces.

The **second half** uses the different roles of philanthropy and the levers of change framework to review and analyse various examples of PPPPs. It also highlights some important lessons learned from the experiences of a wide range of interviewees working at the sharp end of PPPPs.

While this document has been produced with philanthropy in mind, we also hope that it will play a role in showing government, business, and other stakeholders, the power of philanthropy beyond providing grant funding.

2. THE POWER OF PPPPS

KEY POINTS

- A Public Private Philanthropy Partnership (PPPP) for People and Planet is a 'long-term multi-stakeholder collaboration in which public, private, and philanthropy sectors align and combine their unique resources and powerful levers to together deliver social, economic and/or environmental transformation'.
- Transformational change means moving to a **more sustainable and equitable** ongoing situation delivering for people and planet. It leaves behind a self-sustaining, resilient legacy where little or no further action or ongoing external inputs are necessary.
- The public sector brings key resources including finance and instruments such as policy and regulation; the private sector brings complementary resources including a commercial approach, innovation, and investment.
- Public, private, and philanthropy 'levers' can be accessed to drive change in three interconnected ways: 1) **acting directly on a system** (organising and connecting; improving education, skills, and capabilities; utilising commercially viable approaches); 2) **acting on the 'boundary conditions'** in which the system sits such that the system adjusts and changes (rules and norms; building infrastructure, institution building); 3) **providing innovative finance** (blended finance, grant funding) in support of the other levers.

2.1. Definition of a PPPP for People and Planet

Based on our understanding of how these initiatives are operating in practice we created the following definition of a PPPP which can help to create a common language:

*A long-term **multi-stakeholder collaboration** in which **public, private, and philanthropy sectors** align and combine their unique resources and powerful levers to together deliver social, economic, and/or environmental **transformation.**'⁴*

- A PPPP must have at least one organisation from each sector (public, private, philanthropy), each playing an active role and tapping into their core societal role (for example the private sector's contribution must relate to their business model, not simply be a charitable financial contribution);
- The relationship among partners is collaborative and co-creative rather than transactional in nature (e.g. a company that is simply contracted to deliver a service does not count as a partner);
- PPPPs must not be completely informal in nature, but should be based on a shared vision, and deliver transformational change;
- PPPPs can have multiple modalities, funding or implementing projects (or both) and include blended finance partnerships that also meet the definition;

⁴ The original definition used in the research was a slight variant: "A long-term multi-stakeholder partnership in which public, private, and philanthropy sectors combine funding and/or non-financial resources to enable social, economic and/or environmental transformation"

- They can be global, regional, national, or local (or span across geographies) and can focus on any theme that contributes to social, economic, and/or environmental transformation;

In addition, there are public-private-philanthropy platforms that support the creation of PPPPs, such as the Global Energy Alliance for People and Planet (GEAPP)⁵ and the Global Methane Hub⁶.

2.2. Defining transformational change

We define transformational change for PPPPs as:

*Moving from an **unsustainable** (in economic, social, or natural resource usage terms) situation to a **more sustainable** ongoing situation delivering for People and Planet. Transformational change leaves behind a self-sustaining, resilient legacy where little or no further action or ongoing external inputs are necessary.*

For example, undertaking a socially-just transition within a country from coal-fired power stations to renewable energy moves from an unsustainable use of carbon to a transformed system that is low-carbon and, because it is commercially viable, self-sustaining.

The PPPPs included in the research sample were chosen because they are transformational in their impact or have the potential to be so in the future.

2.3. What do public and private bring to the table?

Private sector

When referring to the 'private sector' in PPPPs, this primarily means for-profit businesses, private investors, and social enterprises using commercial approaches to achieve social goals.

The private sector is an essential actor in development. Business doing business responsibly, sustainably, and inclusively provides livelihoods, taxation, affordable products, and services people need, it builds infrastructure and residential property, and it finds commercial solutions to societal problems. In addition, it has a considerable environmental, economic, and societal footprint due to the wide reach of its activities and its supply chains and can contribute to improving society and the environment through how it chooses to operate.

Business becomes a *partner* in sustainable development when it invests and operates in ways that also build longer-term societal value. The overlap between business goals and public development goals is the sweet spot from which partnerships can emerge.

The resources business can provide are in the table below. However, in addition to resources, the way that the private sector works can also be highly beneficial in partnerships. The private sector's "*metrics-oriented approach*" brings a lot of rigour to how PPPPs are developed and implemented according to Ernenek Duran (One Drop Foundation). Abha Thorat-Shah (British Asian Trust) suggested that this level of rigour helps deploy public funding in a way that is "*more cost-conscious... more focused on outcomes.*"

Public sector

Public partners in PPPPs can be national or sub-national governments and agencies or intergovernmental bodies including development banks and parts of the United Nations system.

⁵ <https://www.energyalliance.org/>

⁶ <https://www.globalmethanehub.org/>

Public sector actors bring enormous resources and power and have a major influence on all types of systems. For example, they can change the rules through regulation and legislation, they can incentivise (or disincentivise) behaviour through taxation. They can create standards and influence how other players act and behave. They provide the basic services and infrastructure that allow society to function.

Ziyad Cassim (GEAPP) told us that working with governments is “*central to sustainability and accountability*”, because the provision of basic services to citizens is a prerogative and a key responsibility of governments.

Denis Mizne (Lemann Foundation) noted that the budget of a government is “*hundreds of times bigger than that of any philanthropic organisation*” and funding by governments or other public institutions is, therefore, a key driving force of PPPs. Indeed, some PPPs “*would not happen without public money*”, according to Martina Gaus (UBS Optimus Foundation).

The size and influence of the public sector is key to its role in system change, but its sheer power can also make it a challenging partner. There are also limits to the power of governments, which is where collaborative solutions are required.

Complementarity of the public and private sectors

The table below shows the complementary mandates, roles, and resources of the public and private sectors. It demonstrates the combined power of bringing the two sectors together and explains why public-private partnerships have become increasingly common over the past couple of decades.

COMPLEMENTARY FUNCTIONS AND RESOURCES OF PUBLIC AND PRIVATE		
	Public sector	Private sector
Mandate and interest	<ul style="list-style-type: none"> • Ensure democratic representation of their citizens • Maintain law and order and security • Provide a stable, regulated environment for trade • Provide public services • Provide public infrastructure. 	<ul style="list-style-type: none"> • Produce and distribute goods and services (directly, or as part of a supply chain) • Make a financial profit for investors/owners.
Roles and resources	<ul style="list-style-type: none"> • Democratic legitimacy • Convening ability • Mandate for long-term development planning • Public budget/spending • Public services delivery infrastructure • National ‘hard’ infrastructure (roads, rail, water, power etc.) • Policy, taxation, and regulatory framework • Financial investment • Data 	<ul style="list-style-type: none"> • Capital for investment (both financial investors and ‘bricks and mortar’ companies investing in their business projects) • A market-based / value creation approach • Marketing, advertising, and communications expertise • Direct access to, and influence of, customer base and employees • The goods and services (including financial) they provide • Technical innovation/efficiency/management • Infrastructure/logistics

Table 1: Roles of government and business ⁷

⁷ Adapted from TPI and UNDESA’s [SDG Partnership Guidebook](#)

THE ROLE OF CIVIL SOCIETY

Although this section focuses on the role of the public and private sectors, civil society often plays an essential role in partnerships, either as a key partner in the design and implementation or supporting initiation by advocating for government action. With their direct connections on the ground, NGOs and communities will often be in the best place to understand local contexts and so can be critical in designing implementable solutions, as well as ensuring that the needs of the people are met.

Civil society organisations (CSOs) often assume key responsibilities in PPPPs by implementing projects. For example, in the social housing project in Ciudad del Bicentenario, CSOs with relevant expertise in areas such as health, education, and community development, are instrumental in delivering the project.

There are also various cases in which transformational change finds its origins in grassroots movements. Civil society plays a key role in advocating for action, including through PPPPs. This is evident in the Digital Access for East Carroll Parish, Louisiana. The partnership began when the community itself came together, determined to enact change: "assemblies have been held to rally support for change. Local organizations have united to fundraise." In this example, local civil society provided the necessary organisation and gained financial and technical support from local government and philanthropic partners. In this case, therefore, the community is the driving force behind the transformation.

2.4. PPPPs and system change

Many of the significant and urgent challenges faced by humanity are systemic. It is increasingly acknowledged – including by philanthropy – that such challenges are *'both global and mutually aggravating... are everyone's business... and beyond the scope of one organisation or sector'*⁸.

Solutions to systemic problems require transformational and sustainable change. Abha Thorat-Shah explained that it is necessary to *"shift from one system which is not doing what you wanted to do to another one, which is working better."*

The nature of these challenges means that transformational change cannot be achieved by any one actor, but rather only through collaboration by actors across a system. As Ernenek Duran put it: *"There's no other way to do impactful and sustainable things...if you don't get all these different organizations together, there's no way [it will happen]."*

What do we mean by a 'system'?

A 'system' refers to a **complex set of interconnected elements, entities, or components that function and interact together within a defined boundary**. These systems are usually a mix of social, economic, environmental, and are political in nature.

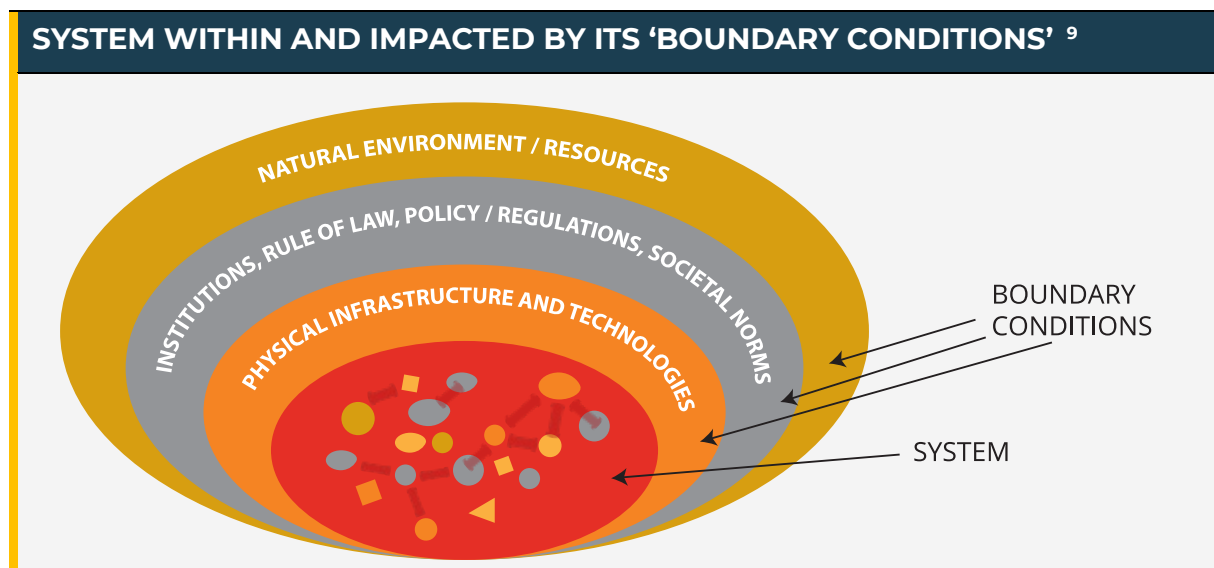
An agricultural supply chain, for example, can be thought of as a system connecting companies selling 'inputs' – such as seed and fertiliser – to farmers, to consolidators, to manufacturers, to supermarkets, and eventually to purchasers. In this case, the interconnection is that one purchases from the other, with a physical moving of goods from one to the other (requiring trucks, sufficient roads, etc.). Each element, such as a farmer, has its own set of capacities, access to finance or data, power/influence, etc., which can be built or influenced. For example, farmers can be trained in new techniques and provided access to funding to purchase new equipment that increases yield and quality. Further, new connections can be made, for example, to connect farmers into supply chains, or in organising farmers into cooperatives.

⁸ Milner et al., 'The Future of Philanthropy'

Some systems have a **specific purpose or function**. For example, a ‘health system’ aims to ensure a healthy population. In other cases, the system under focus might be an entire societal system with the system change aim being, for example, to remove gender pay inequality.

Systems can **exist at various levels and scales**, from small community systems to global systems. Systems that are well established tend to **resist change**, and due to their complexity do not necessarily react as predicted when change is attempted.

While **systems are defined by boundaries**, no system sits in isolation. Rather, systems are contained within – and impacted by – their environment: the physical infrastructure in which they sit; the institutions, laws, regulations, and societal norms in which they operate; and the natural environment (including the availability of water, climate, etc.). These elements of the environment are known as the ‘boundary conditions’.



System change

If a current system is not delivering sufficiently for people or the environment then a system change intervention may address deep-rooted issues or inefficiencies and transform it to make it more equitable, sustainable, or effective.

Transforming or rewiring systems involves using a range of levers towards a final configuration and dynamics that are stable and optimised to deliver better outcomes for people and planet.

2.5. Levers of systems change

The PPPs in the sample use a variety of different levers to deliver change. The framework drawn from, and used to analyse, PPPs in this research is based on three kinds of levers:

- The **system-level levers** that capacitate, connect, and reorient the different entities within the system. For PPPs, these are primarily levers that affect entities within a social system, such as the delivery of health services or education, or an economic system where there are private sector supply chains for goods and services.
- The **boundary condition levers** that change the environment in which the system sits in a significant way, such that the actors in the system adjust their behaviours and practices. For example, many PPPs in the sample involve either developing infrastructure or developing policy and regulation, which are both boundary-condition levers.

⁹ Adapted from TPI and UNDESA’s [SDG Partnership Guidebook](#)

- The **innovative finance** that enables other levers to be accessed to make changes in the system. Many PPPs access this lever by combining finance and funding from different partners, which creates the opportunity for system change activation in a way that more traditional forms of finance are unable to do.

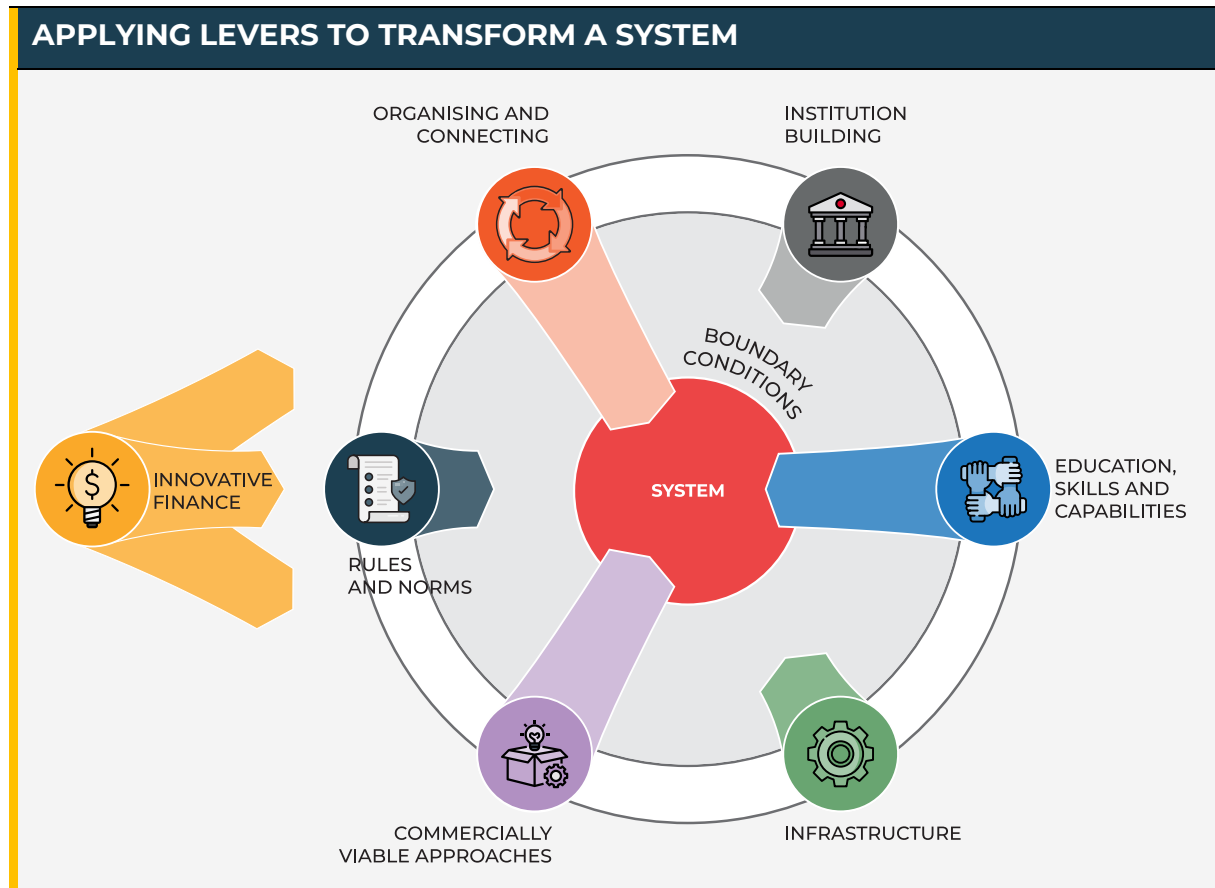
The table below provides a full list of levers for delivering systems change.

LEVERS FOR TRANSFORMATIONAL CHANGE	
<p>Levers that change the boundary conditions</p>	<ul style="list-style-type: none"> • Infrastructure development: Developing energy, water, and transport infrastructure, in which the system operates, directly creates new opportunities for people and businesses, can reduce the cost of essential purchases, provide infrastructure for essential services, and reduce damage to the environment and climate change. • Policy, regulation, taxation: Governments can change laws to promote more sustainable or equitable value chains, or to create new systems, such as universal health coverage. Partnership with business results in better-informed policies and regulation. • Influence to change behaviours / create new societal norms: The power of business, media, education, and people (e.g. through community organisations) can shift consumer purchase choices towards more environmentally friendly products and healthier lifestyle choices, or tackle issues such as gender inequality. • Standards: The creation of recognised standards can be a driver for change in institutional and industry sector practice and behaviours. • Institution building: Support to public sector institutions to deliver their mandates more effectively can provide the conditions (e.g. anti-corruption) needed for system change. • Innovative technologies: New technologies, developed or implemented at scale (most often by business) can open up the potential for transformation.
<p>Levers that change the system</p>	<ul style="list-style-type: none"> • Commercially viable, inclusive business and market-based approaches: Overwhelmingly provided by the private sector, these approaches have the potential to scale since they are economically sustainable and internally funded. • Organisation: Bringing organisations into larger groups can result in multiple synergies including economies of scale and increased power for small actors. • Education, skills, and capabilities: Improving education (public sector), skills, and capabilities (public and private) creates a new resource and allows people to unlock new opportunities and new ways of tackling challenges. • Governance, management, and operational structure: Support to create effective governance, management, and operational structures can help public systems operate more efficiently. • Data and evidence: Access to data, including in real-time, can open up new opportunities for action and increase efficiencies.
<p>Innovative finance levers</p>	<ul style="list-style-type: none"> • Blended finance: Partners from philanthropy, the donor community, and commercial investors combine their fully or partly concessional funding with investment capital that requires a financial return to create a financing instrument tailored to its purpose. • Grant funding: Partners combining forces to provide fully concessional funding to cover the cost of transformation where there is no expectation of a financial return.

Table 2: The powerful levers that multi-stakeholder partnerships can bring to bear ¹⁰

¹⁰ Adapted from TPI and UNDESA's [SDG Partnership Guidebook](#)

The following diagram illustrates the six most common ways that the PPPs that were part of the research are changing boundary conditions (short arrows) or impacting the system directly (long arrows). Innovative finance can support the application of levers or directly impact either boundary conditions or the system itself.



3. PHILANTHROPY'S ACTIVATION ROLE IN PPPS

KEY SUMMARY

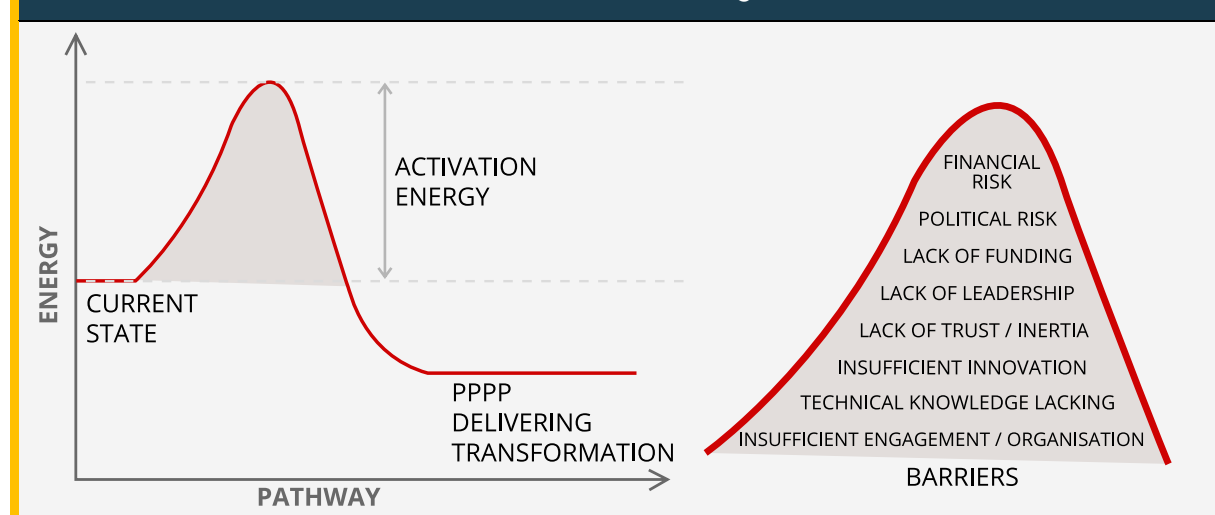
- Although Public Private Partnerships have the potential to deliver transformational change, a number of barriers, from political or financial risk to system inertia, from a lack of leadership to a lack of trust, stand in the way.
- Philanthropy can provide sufficient 'activation energy' to a PPP to provide the momentum, overcome those barriers and deliver on its potential.
- There are six key roles of philanthropy as an essential catalytic partner: funding set-up and activities; co-designing; convening and coordination; capacitating and accelerating; de-risking; and testing and learning.

3.1. The challenge

While the potential for public-private partnerships to deliver system change is clear, the reality is they can be extremely difficult to get off the ground. Even though the business case might be strong with the final solution delivering significant social and business value, and even after a successful workshop garnering great excitement, actually putting the partnership into practice comes with significant barriers. These may include:

- A perception of too great a risk for private sector engagement, whether financial, political, or otherwise;
- A lack of political will or bureaucracy, preventing public sector engagement;
- A lack of leadership and drive to create momentum, engage and persuade key players, and stay the course;
- Insufficient trust among the various parties;
- A lack of innovative thinking or the technical knowledge required;
- No trusted, safe space to convene the various parties or the specialist support required to take a partnership through a development process;
- A lack of resources to allow NGOs to come to the table with their essential insights;
- Active resistance to change the status quo or its lazier cousin, inertia.

BARRIERS AND THE ACTIVATION ENERGY REQUIRED TO OVERCOME THEM



3.2. Six ways philanthropy provides the activation energy to enable system change

In chemistry, a reaction between chemicals may require an initial input of energy to get it started. Think of burning paper. You need to heat a part of the paper up to a certain temperature before it catches fire and then happily burns without further interaction ¹¹. The scientific term for the input of energy that enables a chemical reaction is **activation energy**. We appropriate the term here, to capture the activation role required to enable the partnerships that can change systems.

Activation is needed because public and private sector actors alone rarely have sufficient motivation, risk tolerance, long-term perspective, flexibility, or incentives to change systems.

Below we set out how philanthropy has a critical activation role in six main ways.

1. Funding set-up and activities

More often than not, philanthropy provides a significant amount of funding for the PPPPs in the sample. Public and private sector actors tend to focus on short-term financial goals or work within annual budgets. System change typically takes a long time, with the benefits falling well beyond these timeframes. Longer-term 'patient' catalytic capital from philanthropy is therefore often essential. Funding can also be needed for NGOs or community organisations to be able to bring their considerable (non-financial) resources to the table.

It should be noted that philanthropy itself cannot be expected to fund a transformation, but rather can provide catalytic funding that can unlock others' investment. As detailed by Chris Worman (Connect Humanity), philanthropy can help mobilise funding from the "*mainstream capital market... where the real money is*".

Philanthropic actors contributed financially to 40 out of the 41 cases in the sample for which information on funding is available, although there are only 15 examples where the actual amount of the philanthropic contribution is disclosed. In this sub-sample, the size of philanthropic contributions ranged from \$10,000 to the highest contribution of \$130 million. While contributions in the lower half of the range are more numerous (7 out of 15), contributions in the hundreds of millions are not a rarity either (4 out of 15).

2. Co-designing

In some cases, philanthropy actively engages in co-designing the programmes. For example, the Capacity_PPPP "*was designed jointly by the Municipality of Messina and the Community Foundation Messina, with the aim of overcoming the problems around run-down neighbourhoods.*" ¹²

The strategy of the programme was based on the capability approach and long-term sustainability criteria encompassing social, environmental, and economic factors.

In the Child Learning and Education Facility (CLEF) PPPP, the Jacobs Foundation played a pivotal role, actively participating in selecting, co-funding, and co-designing activities in collaboration with government, industry, and peer foundations. The Jacobs Foundation's expertise was acknowledged by a private sector respondent, who commended them for "*providing great technical expertise in the design of the initiative.*" ¹³

¹¹ Another analogy can be imagined from the diagram above: the barriers are a hill between you and the destination. If you can summon sufficient energy to roll the heavy ball up the hill and get it over the peak, it will start to roll under its own momentum to get to the destination.

¹² Leone et al., 'Urban Regeneration through Integrated Strategies to Tackle Inequalities and Ecological Transition: An Experimental Approach'

¹³ Unpublished TPI research undertaken for the Jacobs Foundation

3. Convening and coordinating

Philanthropy often has the independence and credibility to convene different actors in ways that enable the necessarily complex and difficult conversations to take place, leading to real change. It can also help to build the trust that is essential in partnerships.

Ernenek Duran (One Drop Foundation) explained that *"...when you bring the philanthropy...you add another layer of credibility to a partnership."* This can increase public support for transformational change and confer a 'license to operate' even in systems – for example, around mining operations – that have a history of conflict.

Philanthropy makes use of its convening power when developing PPPPs. In almost half of the examples in the survey, ¹⁴ the philanthropic partners use their convening power to bring different actors to the table. As Ziyad Cassim (GEAPP) told us: *"Getting the public and private sector to work together is challenging – philanthropy can help fill this gap and convene unlikely partners."*

Juan Diego Cespedes Henao (Fundación Santo Domingo) reported that in the Ciudad del Bicentenario PPPP, the foundation has the role of connector between the partners: *"We are the ones that are at the centre of calling all the different players to play their roles, and [we are] in the middle that sort of attracts everybody, that's what makes us [as a partnership] successful."*

In Just Energy Transition Partnership (JETP) in South Africa, GEAPP plays *"a convening role, helping partners understand what the government wants, what the private sector wants, and bringing these two sectors together... to drive progress on a more rapid and inclusive energy transition"*, according to Ziyad Cassim.

In some cases, philanthropy initiates a PPPP. In other cases, where a government or community has already started a process or made a plan, philanthropy brings other complementary partners together to accelerate activity or find a solution to issues that are blocking progress.

This insight echoes the findings from a report on climate and nature PPPPs from the World Economic Forum (WEF) and McKinsey Sustainability ¹⁵, who report that: *'at least one motivated actor is needed to put 4P models together and/or drive action. Philanthropic actors play this anchor role frequently but not exclusively.'*

4. Capacitating and accelerating

In almost half of the PPPPs in the sample (20 out of 46), the philanthropic partners bring their technical expertise to the table. Various kinds of support are provided, from performing due diligence and developing knowledge through research to building the capacity of implementing partners – whether public, private, or civil society.

For example, in the Digital Access for East Carroll Parish PPPP, Connect Humanity supplied technical assistance to the community to help them build the digital infrastructure, as they are doing in an initiative that supports 50 communities in Appalachia. This includes technical feasibility studies to identify the type of technology suitable for a particular community and training on how to identify the type of ISP and the appropriate business model. They also help the community to develop a financial plan that helps both grant funders and commercial investors assess the feasibility of the model.

Philanthropic partners can use a PPPP to incubate organisations that have developed a promising solution. Alternatively, foundations may choose to lead the implementation of projects themselves, using their own expertise and capabilities.

¹⁴ 21 PPPPs

¹⁵ Samandari et al., 2023

For example, for Lazos de Agua, One Drop Foundation provides funding, but also, according to Ernenek Duran, " *brought...all the methodologies, the approach, provided technical assistance to the executing partners and played the role of convening organization to create a shared agenda among funders and executing partners*".

One Drop Foundation developed a model that helps organisations to assess their sustainability and played " *the role of this strategic implementing partner ... [such as] ... coordination and creation of a common agenda with funders and executing partners, reporting, supervision and, providing technical assistance around the methodologies and the model.*"

For Ciudad del Bicentenario, the intervention model developed by Fundación Santo Domingo promotes access to education, health, income generation, sports, and culture and includes three dimensions: social, urban, and economic.

For around half of the examples in the survey, ¹⁶ there was no information available about the technical assistance provided by the philanthropic actor involved in the PPPP. Therefore, the provision of technical assistance might be even more widespread but 'flying under the radar' as an in-kind contribution by philanthropy to the PPPP.

5. De-risking

Philanthropic actors can focus on solving a societal issue or generating better outcomes without having to make a financial return. It can " *start with the hardest part of the community and work... [its] way backwards to the easier, more profitable parts*", as related by Chris Worman.

In addition, philanthropy can fund high-risk/high-reward potential solutions. This ability to work adaptively is essential for system change. Early interventions may fail to shift a system, but in the process allow for useful learning and knowledge that informs future attempts.

Philanthropic funding and finance can also be crucial to the development of PPPPs, acting as catalytic capital. In the words of Chris Worman, when used in this way the philanthropic funder " *accepts disproportionate risk and/or concessionary return to generate positive impact*". This unlocks third-party investment that would otherwise be unlikely.

Chris explained that philanthropic capital, therefore, often has the role of de-risking investments for mainstream private sector investors by using philanthropic money as " *first loss to leverage other people's money.*" This " *helps a lot because the 5 million we have invested brought another 50 behind it.*"

John Balbach (MacArthur Foundation) expanded on this idea, saying that one application of catalytic capital is " *...investing earlier than a conventional investor would invest...taking disproportionate risk but not explicitly expecting a concession with deployed capital*" while also " *...seeking to mobilise capital downstream from when you're investing.*"

For public stakeholders, the risks that philanthropy can mitigate are not solely financial. State budgets have limitations in terms of how much, when, and how money can be spent.

Philanthropic partners also offer the flexibility of funding when the money is needed. However, Abha Thorat-Shah (British Asian Trust) clarified that: " *you can transfer financial risk or implementation risk and at the end of the day, the investor is called to question. It's their reputational risk - it doesn't get transferred to a philanthropic actor.* "

¹⁶ 18 PPPPs

6. Testing and learning

A philanthropic organisation might also be willing to bear the risk that initial ideas may not work, and to pilot and test interventions for which there is not yet any evidence that they have impact. As Ernenek Duran explained, philanthropic organisations can "*test things and fail*," using the lessons learned both from successful trials as well as failures.

An organisation from the philanthropic sector may then have the flexibility to develop, design and test multiple further iterations of a solution because they can fund PPPPs for longer than a public or private sector partner might be able to do. Organisations from these sectors may well be limited by short political cycles or shareholder pressure for quick returns from an investment.

PPPPs can also prototype innovative ways of working enough scale to be ready to reach significant scale quickly if successful. For example, the [Quality Education India Development Impact Bond](#) PPPP was the world's largest education impact bond when it was launched in 2018. Dayoung Lee (Dalberg India) reported that the philanthropic funding in the PPPP, but also the "*unique structure and with the support of intermediaries*" allowed "*for interventions that are not fully proven, but with the potential for massive impact to happen.*"

3.3. Playing multiple roles simultaneously

In the case of 16 of the 46 PPPPs we studied, the philanthropic partner simultaneously plays two or more of the six roles detailed above.

The research suggests that foundations typically utilise their convening power and provide technical assistance irrespective of the size of their funding. For example, the Jacobs Foundation provided the Child Learning and Education Facility (CLEF) with funding, acted as a neutral broker to convene different stakeholders, facilitated access to decision-makers, networking and exchange, and mobilised resources from other foundations.

Similarly, for Lazos de Agua, One Drop Foundation provided funding and technical assistance on the ground, as well as used its convening power to unlock capital and attract partners.

Flexible roles according to context and maturity of a PPPP

Experience shows time and again that philanthropy can be highly flexible and adaptable depending on the stage and type of PPPP.

Chris Worman reported that the team behind Connect Humanity spent "*a lot of time figuring out why we still have a digital divide when technically we don't need one and where there were gaps in the ecosystem that needed support.*" They concluded that there are many needs that philanthropy could meet such as a "*lack of knowledge about how to get this done. There's a lack of political will. And there's a lack of just the right kind of cash.*"

Chris explained that Connect Humanity's role in the community-led PPPPs they support is also tailored to what each community wants and needs and what type of funding is available. They often start by offering a grant and then graduate to a form of innovative finance such as returnable capital to attract commercial finance to provide the capital for the infrastructure needed.

4. PPPPS IN PRACTICE

KEY SUMMARY

- The PPPPs mechanism is an extremely adaptable one that is being **applied in a wide variety of sectors and contexts**. However, there is a notable concentration on **net-zero energy production**, more **sustainable infrastructure and supply chains**, raising standards in **health and education**, or extending **access to vital services and opportunities**.
- The combination of different levers and resources enables PPPPs to add value in many ways, such as through innovation that results in **new solutions to challenging issues**.
- PPPPs offer the exciting potential to empower businesses and investors to engage in fully commercial activities, enabling **solutions at large scale** through private sector-led growth.
- The majority of PPPPs in our research sample are accessing at least two levers. This is what enables PPPPs to have a wide variety of structures and be such a **highly flexible instrument**.

4.1. What are PPPPs able to achieve

This section explores how the PPPPs we studied are responding to significant, intractable social and environmental challenges, often focussing on the root causes of failure in the systems where they are operating. The PPPPs are creating scalable projects that are also often investable.

The PPPPs mechanism is an extremely flexible and adaptable one, as the scan of the PPPP landscape reported in Annex 2 illustrates. They are therefore able to achieve a wide variety of goals. However, we have found a concentration of PPPPs that:

- Unlock investment in infrastructure for net-zero energy production;
- Change the rules and norms that influence how we use resources in order to develop sustainable infrastructure and a healthy environment to live in;
- Raise standards in education and health by changing how public funds are used;
- Enable more equitable, resilient, and sustainable supply chains by bringing all the actors involved together;
- Extend access to vital services and livelihood opportunities by de-risking investment in the infrastructure that is required.

4.2. How PPPPs deliver change

PPPPs can bring complementarity, innovation, and impact at scale

Some PPPPs in the sample create value through complementarity.¹⁷ As Mila Lukic (Bridges Outcomes Partnerships) told us, such PPPPs are “...*harnessing the differences in a way whereby they are additive, and they’re trying to unlock something that each individual partner wouldn’t be able to do on their own.*”

For example, Siena Carbon Neutral – ‘Alleanza Territoriale Carbon Neutrality Siena’ – a project of the Provincial Administration in Siena, the University of Siena, and the MPS Foundation, aimed to

¹⁷ Complementarity: Bringing together essential complementary resources. Impact delivered by a complete, workable solution impossible without the full set of key resources :16 PPPPs out for the 46.

achieve carbon neutrality in Siena, Italy. The PPPP combined environmental policy with greenhouse gas emission analysis and monitoring with sequestration, control, and certification.

As a result of the PPPP, the province was the first extended area in Europe to obtain certification to international ISO standards, but the goal was reached four years sooner than planned and 14 years sooner than forecast by other green regions.

PPPPs in the sample also create value through innovation.¹⁸ These PPPPs aim to disrupt the status quo and create change in a system, but not necessarily to scale impact.

'OuiShare', the CASBAH PPPP led by the Fondation de Lille, aims to encourage the inhabitants of Lille in France to adapt their homes to climate change. With support from the community, the PPPP enabled innovation such as the design of low-tech cooling systems by local students to achieve this goal.

PPPPs also create value by enabling impact at scale¹⁹. For example, they can create scale in solutions using public funding when there is activation of state- or national-level initiatives that are struggling to attract support from other sectors. The JETP South Africa and Capacity PPPPs are examples of where this is happening.

This ability for solutions to be scaled also makes PPPPs attractive to philanthropy. They are a great opportunity to leverage philanthropy's wide range of financial and non-financial resources to much greater benefit and for a much longer time than when resources are utilised in a more traditional way.

The 'Alliance for Clean Air' is a PPPP initiated by the Clean Air Fund (CAF). CAF is a philanthropic initiative tackling global air pollution through funding, and partnering with, organisations that promote air quality data, build public demand for clean air, and drive action. By targeting the reduction of air pollution, the PPPP aims to generate significant impact at global scale to *"save and improve millions of lives...tackle climate change, build fairer societies and strengthen economies."*



¹⁸ Innovation: Combining diverse resources, thinking, approaches. Creating new, more effective approaches, technologies, services and/or products with the greater impact they will deliver: 15 out of the 46 PPPPs.

¹⁹ Scale: Combining delivery capacity across geographies. Taking successful programmes, products and approaches to scale to multiply the impact: 11 PPPPs out of 46 PPPPs.

PPPPs can enable commercially viable approaches

One of the most exciting features of PPPs is that they can enable businesses and investors to act in a fully commercial way. This will be needed if the world is to reach the scale of solutions necessary for the challenges we face. PPPs can create a pipeline of projects that will be an attractive proposition for the large amounts of investment capital that are available in global markets.

We also know that some public and philanthropic stakeholders may be inspired by this, but nervous about a company receiving a subsidy or otherwise unfair commercial advantage.

PPPPs have a variety of ways of creating these opportunities for private sector-led growth through partnerships that are not limited in scale by the amount of public or philanthropic funding available, as tends to be the case in more traditional development:

- **Structural:** partners from the private sector have a separate governance mechanism and contract from those in the public sector, philanthropy, and civil society. However, these two components of the PPP are interdependent, such that both are needed for the PPP to have impact.

Examples: the commercial investors in the Quality Education India Development Impact Bond only make a profit if the partners that are paying for the education of the students have evidence of higher educational standards. In the Ciudad del Bicentenario PPP, the private companies that build the city's infrastructure are also responsible for selling them to their new owners such that only good quality buildings that people want to live in qualify for public sector funding.

- **Blended finance:** each funder or investor in the package is receiving a return commensurate with their appetite for risk, which for commercial investors is benchmarked against a financial market.

Example: ACELI is a PPP that adopts a blended-finance approach to finding suitable investment for small agricultural companies in Africa such that investors with large amounts of capital will make that available for lending in this sector when they are not prepared to do so as part of their normal loan business.

- **Demonstration:** providing evidence that a business model, which a company or investor believed would not be profitable, can be scaled commercially.

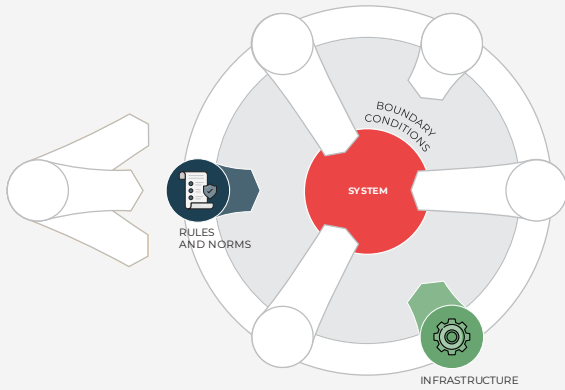
Example: the East Carroll Parish PPP has been able to attract a private sector partner because the company was given a detailed business model and financial plan that provided evidence that the ongoing provision of internet services to the community would be profitable. The long-term goal of the philanthropic partner is that this PPP would also serve as a model for other, similar communities, such that it would not be necessary for the foundation to fund the development of tailored plans for each new community they serve.

- **Pre-competitive:** The type of PPP where all the partners are integrated into one governance structure appears to be less common, but there are examples of this: in the Child Learning and Education Facility (CLEF), the business benefits are shared across a supply chain and do not create a competitive advantage for any one company.

4.3. The levers PPPs are utilising

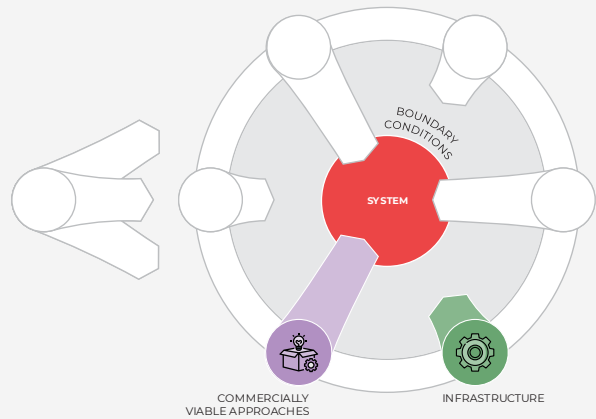
The following graphic summarises the ways that PPPs are using the different levers of change. The many combinations of system-change levers help us to understand why PPPs are such a flexible, adaptable mechanism that can be used in a wide variety of sectors and contexts (as the landscape analysis in Annex 3 also demonstrates):

THE COMBINATIONS OF LEVERS USED BY PPPs



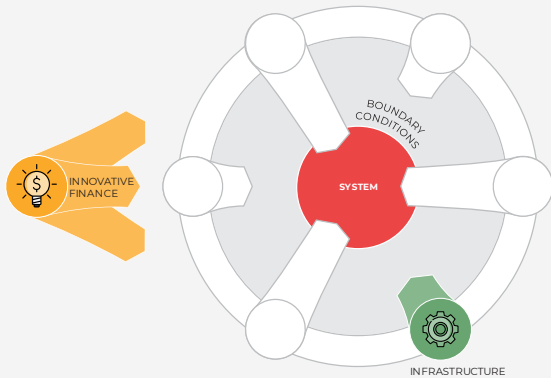
There are 8 PPPs that combine the development of infrastructure with influencing rules and norms to change boundary conditions

Example: Capacity PPPP



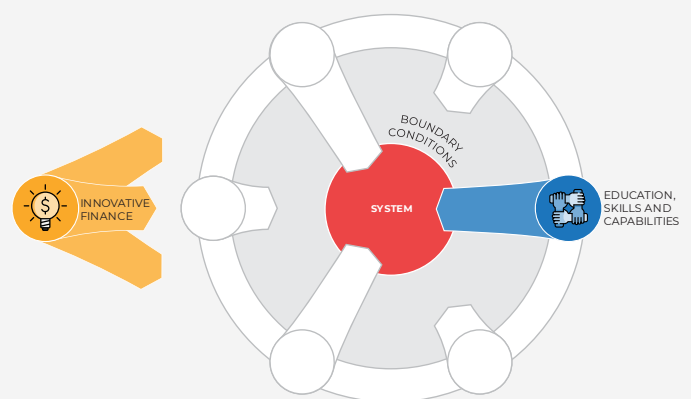
There are 4 PPPs where new infrastructure is accompanied by a commercially viable approach in the system

Example: Digital Access for East Carroll Parish



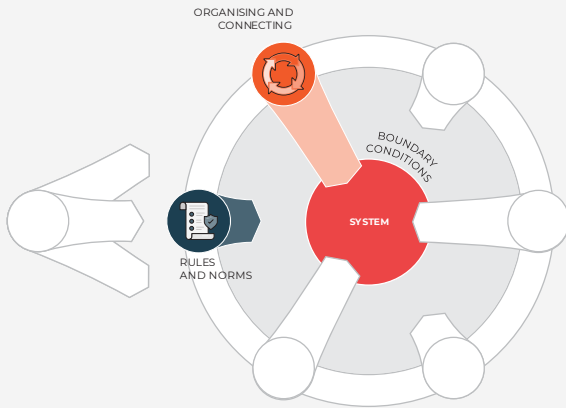
There are 4 PPPs where innovative finance catalyses the development of infrastructure to change the boundary conditions

Example: Just Energy Transition Partnerships (JETPs), South Africa



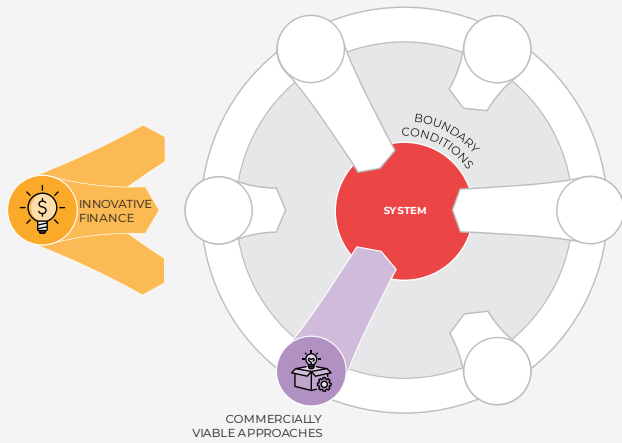
There are 3 PPPs where innovative finance enables improvements to education, skills and capabilities in the system

Example: Quality Education India Development Impact Bond

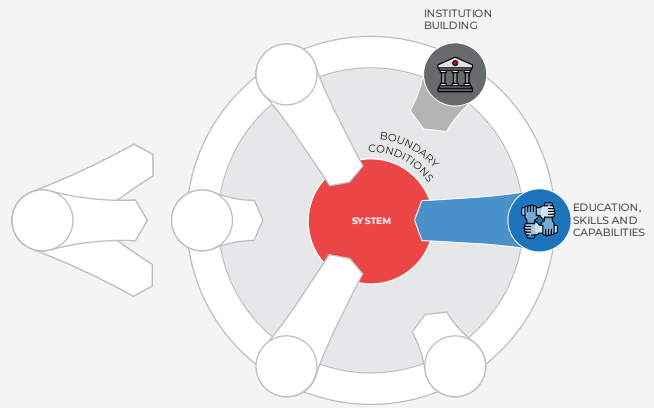


There are 3 PPPPs influencing rules and norms to change the boundary conditions alongside the benefits from organising and connecting actors in the system

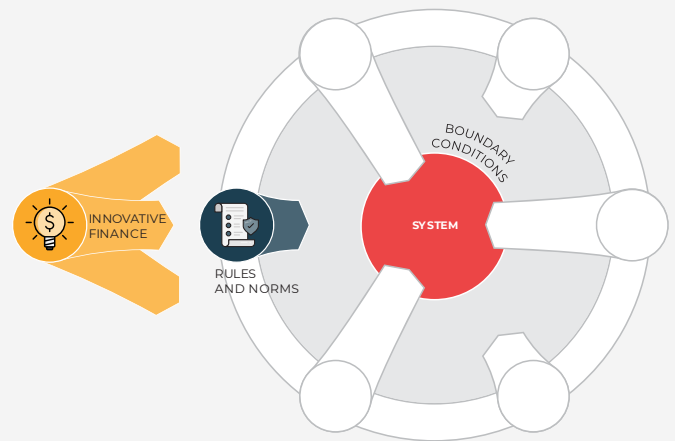
Example: [#Building Life](#)



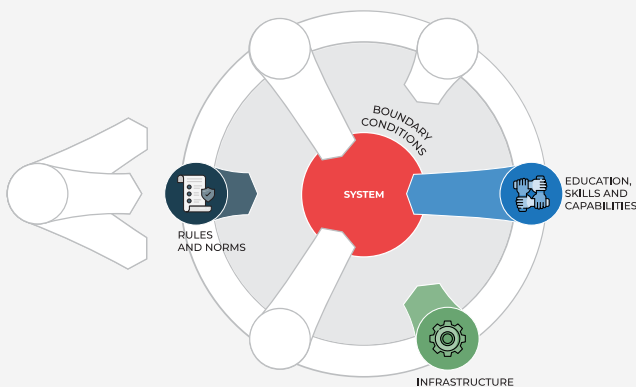
There are 2 PPPPs in which innovative finance is combined with the development of new, commercially viable approaches in the system



There are 3 PPPPs building or strengthening institutions that change the boundary conditions alongside improvements to education, skills and capabilities in the system









There are 3 PPPPs in which blended finance is used to influence rules and norms that change the boundary conditions



There are 2 PPPPs that access more than two levers

There are 13 PPPPs that access the following single levers:

 <p>3 PPPPs ORGANISING AND CONNECTING</p>	 <p>3 PPPPs INNOVATIVE FINANCE</p>	 <p>3 PPPPs EDUCATION, SKILLS AND CAPABILITIES</p>
 <p>2 PPPPs INFRA-STRUCTURE</p>	 <p>1 PPPP INSTITUTION BUILDING</p>	 <p>1 PPPP COMMERCIALLY VIABLE APPROACHES</p>

Infrastructure is the lever in the sample most accessed by PPPPs. Many of these PPPPs are aimed at addressing climate change or have another objective related to environmental sustainability.

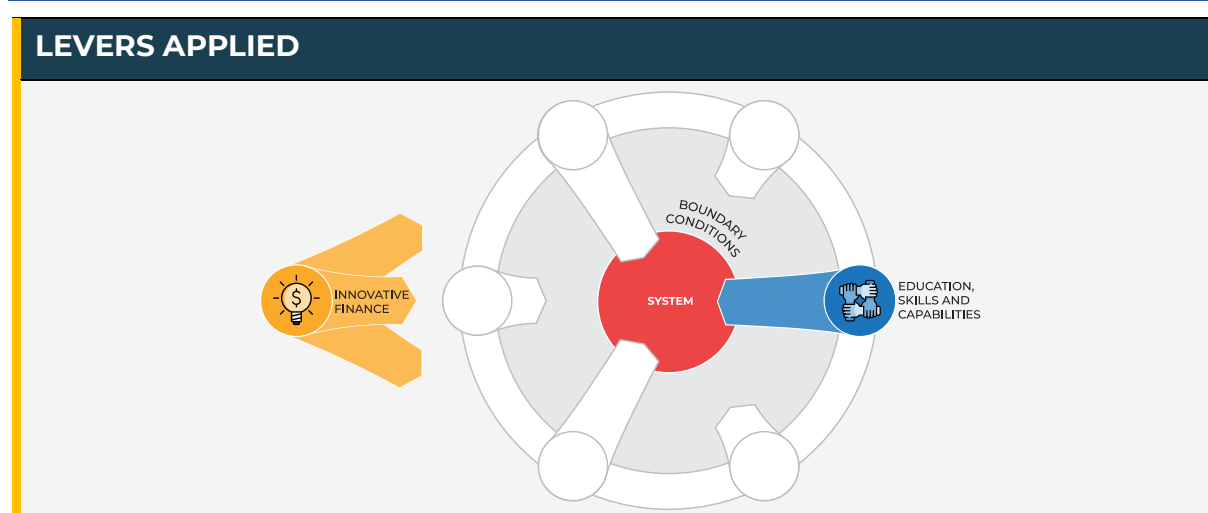
The most commonly occurring transformation pathway used by PPPs combines infrastructure with rules and norms. These are both boundary condition levers. Many of these PPPs are within a city that is improving its environment by changing attitudes to how people want to live and the buildings they want to live in, such as the Capacity PPPP in Messina, Italy.

It is more common for PPPs to combine a boundary condition with a system-level lever, or to access one lever only, than for two levers to change only the boundary conditions or the system directly.

More data on which levers are accessed by PPPs can be found in Annex 3: Landscape analysis.

The following examples illustrate some of the most commonly occurring pathways in the sample and provide insights into the structure and features of each PPPP that have enabled them to access these levers.

EXAMPLE 1: Quality Education India (QEI) Development Impact Bond



This PPPP worked in the education systems in three states in India with the aim of improving learning outcomes for children. It accessed two levers of change to achieve this goal.

System-level levers

There were interventions at school and classroom levels to improve educational outcomes for students. These included community learning centres, remedial programmes, computer-based learning platforms, and training for teachers and school leaders.

Innovative finance levers

These system-level activities were accompanied by an innovative finance initiative.

Private investors provided risk financing, with the expectation of securing a return on their investments if the objectives were achieved. To pilot and prove the model, this finance was initially provided through a corporate foundation, with institutional investors filling this role in later iterations of the PPPP.

Philanthropic organisations provided the outcome funding to repay the investors, to prove the worth of this model to the public education authorities, which are the long-term funders.

Funding from a donor helped cover some of the other costs of designing and setting up the PPP. NGOs delivered the interventions within the schools.

“It was a risk transfer away from the public sector to the private sector to allow for innovation at the ‘good’ end of the spectrum. You're therefore more cost conscious, you're more focused on outcomes”

Abha Thorat-Shah, British Asian Trust

Features of the transformation pathway

This complex structure required partners from many sectors. The public sector provided: access to the public school system; a mandate to intervene; and in-kind support to enable the other partners to implement the activities.

Philanthropy also played a convening and facilitation role, alongside specialist consultants.

The system-level interventions in this PPP were only possible because of funding from the innovative finance partners. The financial returns received by investors were determined based on an agreed set of indicators for how successful the school-level interventions were.

The structure of the development impact bond enabled partners to provide support in different ways, beyond rigid roles and responsibilities.

While the costs of setting up and implementing the PPP were high compared with making a direct grant to the same number of schools, the PPP enabled higher learning outcomes such that the price per outcome ended up being very low.

Additional value was created beyond the direct impact on students. Partners learned how to use real-time data more effectively, for example, and other programmes have adopted the approach.

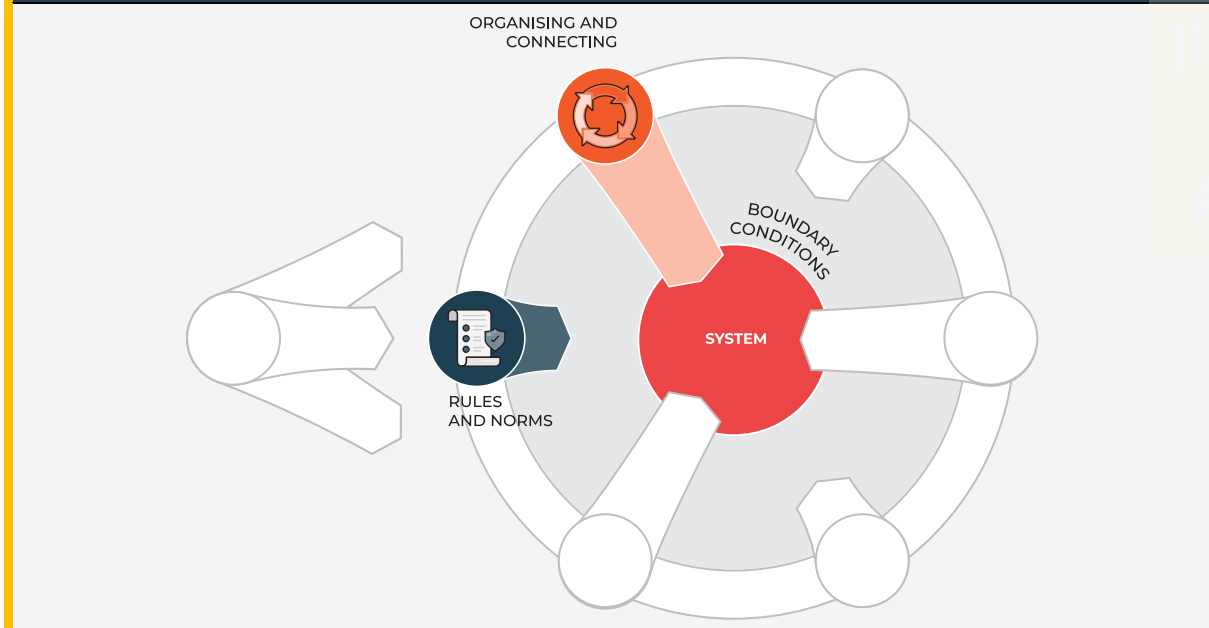
However, the main benefits from the model that the PPP piloted will arise when the model piloted by the PPP is taken to a larger scale, as is starting to happen in India.

This will include outcome funding from the government and large-scale investment from the private sector. The templates for the complex elements of the model, such as legal agreements and measurement of indicators, will also be used again.

The Child Learning and Education Facility (CLEF) is also accessing levers in innovative finance and at the system level. However, this PPP utilises a fully integrated model, within one partnership structure. Observers have noted that, while CLEF is an archetype for the most collaborative way of working, the QEI version described above has the merit of simplifying the partnership such that some of the challenges of structuring and formalising PPPs involving partners from various sectors can be avoided.

EXAMPLE 2: #Building Life

LEVERS APPLIED



The construction market in Europe is a complex system consisting of many companies of different sizes, and long global supply chains. It is highly regulated, to minimise the risk of harm to its stakeholders, and to ensure that buildings are safe and meet national standards. It is also a market that is making serious efforts to reduce its carbon footprint and avoid damage to the environment.

System-level lever

Building contractors in Europe, including the largest ones, are appreciating that no actor alone can decarbonise the industry, or has the ability to act at sufficient speed.

The #Building Life PPP is structured around a partnership between private sector actors from all parts of the construction supply chain. It provides a forum for them to share and combine their insights into what will be the most effective, realistic policy-making and provide the right incentives to bring about positive change.

The PPP takes the form of a set of initiatives, which include co-creation by partners of decarbonization roadmaps, and a cross-sector community of #BuildingLife ambassadors, including Members of the European Parliament, national policymakers, and industry leaders.

The PPP also undertakes policy advocacy and provides technical assistance where needed to support its mission.

Boundary-condition lever

A key activity is the creation of national-level multi-stakeholder platforms in which companies, philanthropic organisations, NGOs, charitable organisations, and government bodies work together.

This brings together public sector decision-makers and the businesses that are affected by government policies and regulation. Through dialogue, stakeholders are able to reach consensus on what is needed to accelerate transformational change in the building supply chain.

All partners then co-create and commit to a roadmap to achieve this common goal.

Features of the transformation pathway

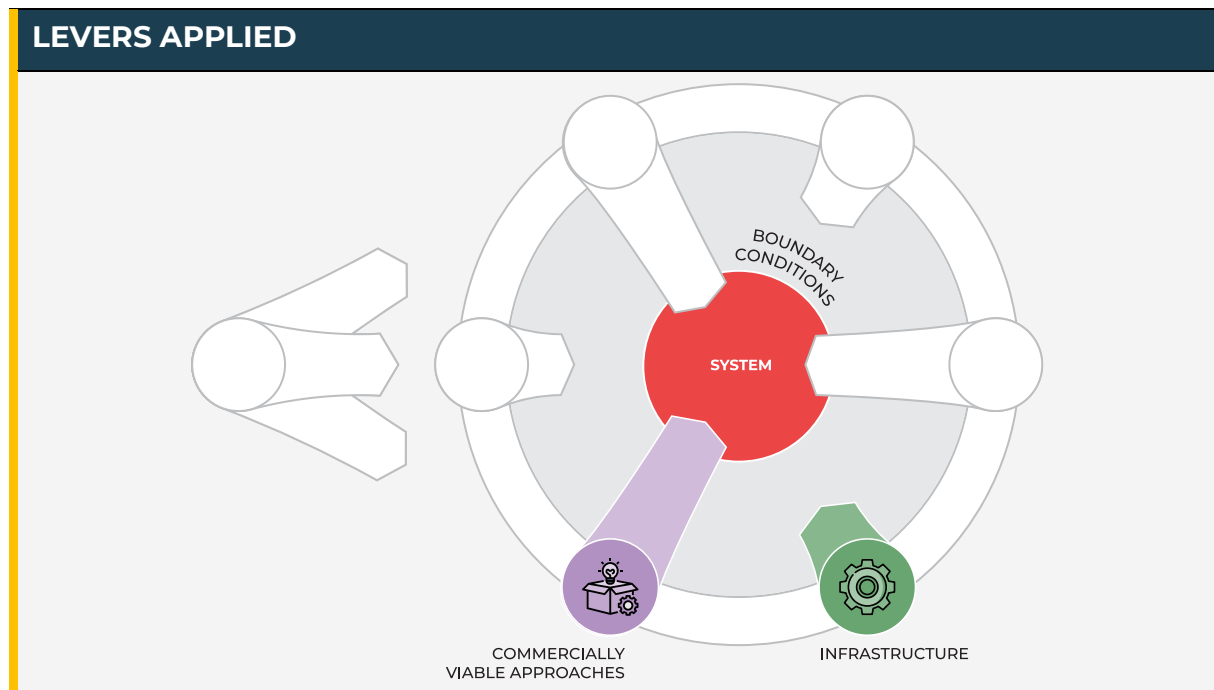
Combining these levers brings together all the actors who want to develop regulations that are informed by the industry. They are therefore more likely to be effective in changing how buildings are constructed, the materials used, and the way that the supply chain is organised, all resulting in a more environmentally sustainable sector. Developing effective policy in a complex sector is challenging in part due to the technical knowledge required and also due to the risk of unintended consequences. Being able to work on policy together with the private sector in such an integrated way is particularly valuable in the construction sector because there are so many different actors across a large number of diverse supply chains.

World Green Building Council (WorldGBC) and its local councils, which are the coordinators of #Building Life, are well-placed to stimulate that dialogue between all parties because they have a very wide and extensive membership that can bring together and align many supply chain actors.

The role of the philanthropic organisation in the PPP was to provide funding to allow the PPP to have this coordination role and support the multi-stakeholder dialogue and activities. Carrying the IKEA brand name was also an advantage for the PPP, as the company is a large and influential actor in the sector.



EXAMPLE 3: Partnership to accelerate broadband access in East Carroll Parish, Louisiana



The internet is an important part of systems for delivering information to people on a wide range of topics. In many societies, government services, such as in health education, are also delivered through the internet. Access to the Internet is also necessary for many employment opportunities.

People without access to the internet in these societies are therefore at a significant disadvantage. Lack of access to the internet may accelerate a downward spiral for communities such as the one that took part in this PPP.

Boundary-condition lever

The [Digital Access for East Carroll Parish](#) PPP addressed the challenges of installing the necessary infrastructure for broadband internet in a place that had been ignored by private sector internet service providers (ISPs). Because of the PPP's activities, the ISP reversed a decision not to invest because it would be unprofitable to install the infrastructure for internet provision in lower-than-average income communities.

The ISP was incentivised to reverse this decision through a combination of technical help and de-risking of the investment.

System-level lever

Commercially-viable, market-based approaches delivering for people and planet have the potential to grow and reach significant scale because they are economically sustainable and internally funded. The business model and financial plan developed by the PPP, demonstrated to the ISP how it could put in place a sustainable, self-funding provision of a socially useful service through fees from consumers for internet access.

Features of the transformation pathway

The partnership began with the community coming together with a determination to address the lack of digital provision in the parish. Local civil society organisations provided organisational services and gained support from local government and the philanthropic partner. The partners

worked together to attract an ISP and investors. Local authorities also played a role in the PPPP, issuing permits, providing funding, and granting permissions for infrastructure.

This PPPP began by targeting the least accessible, and potentially least profitable, part of the community. This ensures that they are not left behind when digital infrastructure has been installed in the rest of the community. This is because ISPs tend to bypass neighbourhoods with high poverty rates in favour of installing infrastructure in more affluent communities.

“The only realistic way to solve for digital infrastructure is public private partnerships, [and] philanthropy has some role in helping people either to fight the problem or de-risk the solution.”

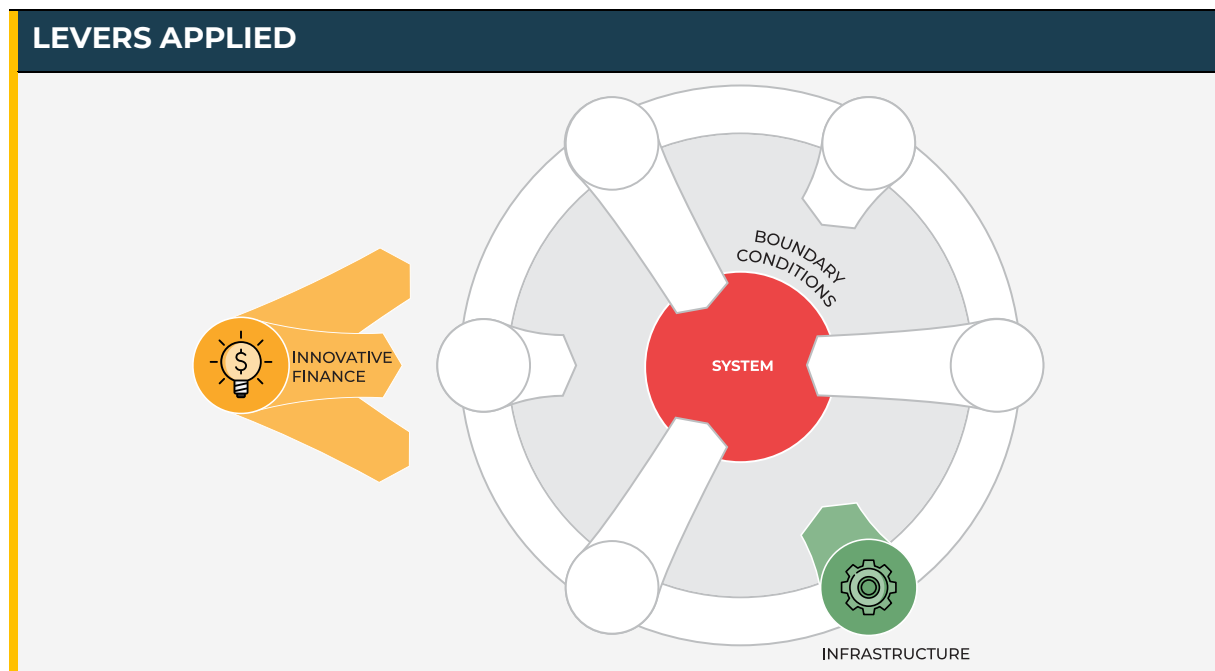
Chris Worman, Connect Humanity

The result of combining these levers in the PPPP, including activation from the philanthropic partner through the provision of a comprehensive set of resources, was that it made it an easy commercial decision for the ISP to install digital infrastructure and provide ongoing internet services in East Carroll Parish.

The wider goal of the philanthropic partner is that ISPs provide their service to such under-served communities as a part of their core business. This would not happen at the scale needed if it was part of these company’s corporate philanthropy rather than their normal operations.

With investment, this approach could make it possible for such PPPPs to reach the scale necessary to make the internet accessible to all 3 billion people globally who currently lack access to the internet.

EXAMPLE: Just Energy Transition Partnership (JETP), South Africa



Just Energy Transition Partnerships (JETPs) South Africa is a large-scale initiative working to transform the country’s power supply system.²⁰

The PPPP has a complex structure and governance model. It aims to achieve pre-existing national priorities and involves government participation at many levels. A task force involving other stakeholders is being set up to plan and coordinate activity, overseen by a multi-stakeholder

²⁰ Note that other there are other countries which also have a JETPs

partnership established by the President of South Africa. Observers have noted that JETP functions as a type of platform ²¹.

"The JETP represents a shift from this incremental consideration of funding for climate purposes, towards embarking on a more fundamental, systemic transformation that links climate issues to a broader economic agenda via strategic investments in the electricity sector, while also supporting measures to overcome social resistance."

Country platforms for climate action, ODI 2022

Innovative finance levers

JETPs provide a link between large-scale finance being made available to address climate change, and national plans that have not yet been operationalised.

With access to public funds, commitments from partner countries have been made to provide significant additional funding, and a plan to blend this with finance from the private sector has been established.

Boundary-condition levers

Infrastructure development, such as the building of greener energy production facilities, can reduce the cost of essential purchases, enable the provision of essential services, and reduce damage to the environment and contribution to climate change.

The PPPP will support the government and private sector in South Africa to decarbonise electricity production infrastructure, targeting primarily the reduction of coal-based power generation.

The desired outcomes of JETP South Africa are that national and international climate goals are achieved; and that the reliability and cost-effectiveness for consumers and industry in the value chain are improved. This, in turn, will help to create jobs and make South Africa's industry more internationally competitive.

Features of the transformation pathway

Levers of change through innovative finance and new infrastructure are both needed to make the energy transition in South Africa happen.

The involvement of public and private sectors is essential to enacting change at this level of complexity and scale.

The participation of the philanthropy sector is also very valuable in this PPPP. This is because government and business often find it very difficult to make progress when many powerful interest groups in both sectors have to be party to, and support, decisions that are made. This can result in paralysis, but philanthropy can demonstrate the benefits of change and remove roadblocks to progress.

In JETP South Africa, the philanthropic partner was also able to convince the private sector that there was a strong business case for engagement, including by seconding staff to a partnership secretariat.

Nimble and flexible philanthropic funds in this PPPP are enabling progress acceleration. It is also helpful in JETP South Africa that funds are being provided by global philanthropists, including GEAPP. They have a Global Leadership Council and Board comprised of people with a 'seat at the table' amongst the world's political leaders.

²¹ Hadley et al., 2022

5. EMERGING FINDINGS ON EFFECTIVE PPPPS

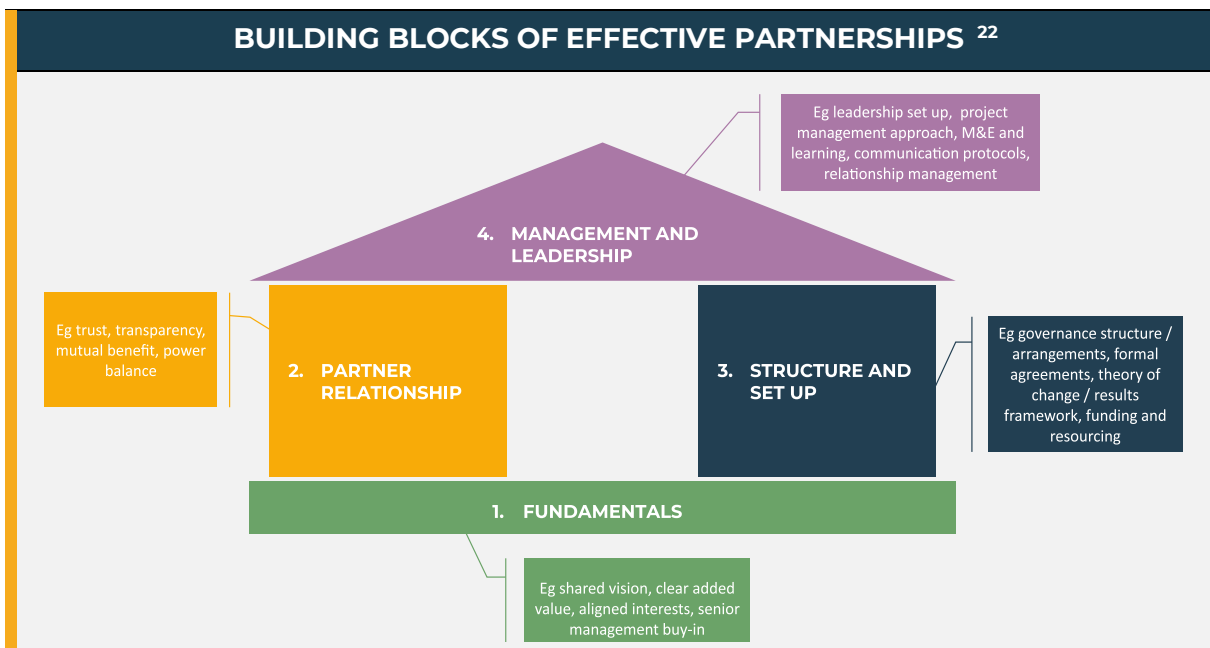
KEY SUMMARY

- As with other partnerships, **four building blocks** are necessary to deliver effective, efficient PPPPs: fundamentals; partner relationships; structure and setup; management and leadership.
- **An enabling environment** can substantially benefit all multi-stakeholder partnerships. Some initial suggestions for what may contribute to an enabling environment for PPPPs include legal and regulatory support; capacity building; stakeholder engagement; and standards.
- We recommend further research into enabling environments for PPPPs, in the hope that this may provide more thorough and context-specific advice for partners in PPPPs.

5.1. Building blocks of effective partnerships

While every partnership is unique, there is a range of **building blocks** that are necessary to deliver effective, efficient collaboration.

These building blocks are distilled from the success factors for partnerships that have been highlighted by multiple organisations over many years. They can be explicitly and deliberately developed to good practice standards through a well-designed, co-creative partnering process.



1. Fundamentals

The fundamentals of successful partnerships are: having alignment and a shared vision that delivers on all partners' mandates; sufficient compatibility of partners; significant value creation (i.e. delivers more than the sum of its parts).

Establishing "*clearly stated and common objective across the different parties who are involved*" as well as having clarity about "*who has to play what role...not the roles they want to play, but the*

²² Adapted from The SDG Partnership Guidebook (TPI and UN DESA, 2020)

roles they have to play and for things to work out" are key elements of PPPPs suggested by Chris Worman (Connect Humanity).

This complementarity of skills was also seen to bring added value in the [Quality Education India Development Impact Bond](#) example. QEI evaluators recorded that the participation of private sector partners that do not usually work in education strengthened both project design and problem-solving, and brought useful tools and methodologies²³. The fact that these partners from the education and finance sectors worked collaboratively was also seen as adding value by project evaluators, as stakeholders generally agreed that these additional skills strengthened delivery.

These factors not only lay the groundwork for the functioning of the PPPP but also contribute to building a strong foundation for the relationship between the partners.

Having clear benefits and positive outcomes for all partners involved not only increases the likelihood that the partnership will last but also ensures that each partner maintains their commitment to the success of the partnership. Additionally, a solid understanding of the risk appetite and tolerance of each partner, along with appropriate risk mitigation mechanisms, helps reduce friction between partners, strengthening their relationships within the PPPP.

Challenges in all multi-stakeholder partnerships, including PPPPs, often stem from diverse perspectives among stakeholders, which is reflected in the differences in the language they use. As Martina Gaus (UBS Optimus Foundation) highlighted, *"With the investor community having a totally different language system, then the public sector for sure, but then also as the philanthropy sector"*, establishing a shared vocabulary and fostering open communication channels become crucial in bridging these linguistic gaps. Shaheen Kassim-Lakha (Conrad N. Hilton Foundation) suggested that while finding a common understanding between different stakeholders may prove difficult, it is a key element in supporting the ability of partners to co-create solutions to the pressing challenges.

Common standards and definitions are important not only within partnerships but also at the emerging ecosystem level, according to Martina Gaus.

2. Partner relationships

Partnerships are strong when there is transparency and trust, equity, mutual benefit; and a strong partnering culture.

Trust is at the core of successful partnerships. Ernenek Duran (One Drop Foundation) noted that trust is essential such that all stakeholders are confident about the fact that the parties *"are not there to take advantage of the other one but to work towards a shared purpose acknowledging that each party will leave something on the table."*

Having a very clear process of working together, as well as adequate procedures and transparency, also contributes to the smooth operation of the PPPP and cultivates trust. For example, part of the success of the [Capacity](#) PPPP in Messina derived from the trust that had developed between partners, as well as between these organisations and the community. Partners had worked with each other for a long time before starting a PPPP and had built trust to the extent that they were able to implement the PPPP without a high level of formality.

Being able to value what each partner brings to the table, partners having an equal footing, and being able to negotiate and compromise, are the hallmarks of a healthy partnering relationship.

²³ Finding from the second research wave of the independent Evaluation of the FCDO Development Impact Bonds Pilot Programme 2021

As Felicity Tan (GEAPP) suggested, partners *"don't have to agree on everything but...[need to]...find common ground."*

Mutual accountability is another important factor in partner relationships, as seen in the QEI Development Impact Bond example. Interviewees for this research reported a sense of mutual accountability among partners in the QEI. There was a shared feeling between partners that the stakes were high, and that they needed to perform well for each other's sake. Even the partners who were not taking a risk based on the results felt a responsibility to the investors to make sure they did not lose money.

Those who were closely involved in the QUI PPP also reported to us that constant communication, transparency, and trust were extremely important, as was the very effective support system. The model also makes good use of the complementarity that occurs when partners with different perspectives, expertise, and value systems are brought together.

3. Structure and set-up

Partnerships benefit from effective, flexible, and adaptive governance, management, and operational structures; sufficient funding and other resources available; clarity of roles and responsibilities.

The partnership setup should be fit for purpose for effective collaboration between public, private, and philanthropic actors. For example, in the QEI Development Impact Bond, the partnership approach was strengthened because the PPP was structured in a way that aligned partners' interests to achieve shared goals. The governance structures and facilitation and convening roles played by philanthropy and specialist consultants, also supported increased collaboration between all partners.

"The more parties you add to an objective, the more complex it becomes bringing more challenges to an already complex collaboration framework. Balancing the involvement of the government and private sector, navigating complex governance structures, and streamlining the process for agreements and investments is no easy feat"

Ziyad Cassim, GEAPP

A potential challenge related to PPP structure lies in the unequal distribution of roles among partners, a dynamic evident in multiple cases throughout the sample. In some instances, philanthropic partners have to add more input to keep the PPP on track. If not addressed, this imbalance not only places strain on the individual organisation but also poses a risk to the overall health of the partnership.

Other barriers to the development of PPPs mentioned by interviewees include legal hurdles and bureaucracy, which may be significant obstacles for philanthropic organisations.

Navigating these challenges demands a concerted effort to streamline processes and foster a more cooperative environment.

4. Management and leadership

This can include ongoing monitoring and review (including checking the 'health' of the partnership) and adaptation and iteration of the partnership; shared 'collaborative leadership'; and constant communications.

Management and leadership of PPPs play a key role by coordinating the contributions of multiple actors as well as managing relationships between actors. In several cases, we saw philanthropy undertaking this role. For example, in the Ciudad del Bicentenario PPP, Fundación

Santa Domingo played a key convening role: *"We are the ones that are at the centre of calling all the different players to play their roles, and [we are] in the middle that sort of attracts everybody, that's what makes us [as a partnership] successful"* (Juan Diego Cespedes Henao).

Managing partnerships goes well beyond typical project management and it requires different forms of leadership depending on the context and complexity to ensure partnerships are successful.

An enabling environment for PPPPs

Some initial suggestions for what may contribute to an enabling environment for PPPPs are:

Legal and regulatory support: PPPPs require a legal and regulatory framework that defines, encourages, and supports these partnerships. Martina Gaus described that without this framework in place, *"the lion's share of... energy"* may be spent on *"legal compliance operations"* while the *"legal and the practical service component...is entirely lacking."*

Effective risk management: Risk-sharing mechanisms, risk assessment, and appropriate mitigation strategies, are crucial to manage and allocate risks among the public, private, and philanthropy sectors.

Capacity building: Building the capacity of public, private, and philanthropic sector entities involved in PPPPs is vital. This includes providing training, sharing knowledge, and offering technical assistance to enhance their capabilities.

For example, Chris Worman described that: *"We [Connect Humanity] train other foundations. Everybody who's involved in the capital stack is trained in how to do this work going forward. I don't just want your money. I want you to be an intelligent participant in financing digitalisation...If you care about this work, learn how to do it because we're talking about a trillion-plus-dollar problem across the world that has to be solved. If we are going to solve it, we are going need a lot of people in the finance space knowing how to do this work."*

Stakeholder engagement: Systems for involving relevant stakeholders, such as local communities, civil society organizations, and other affected parties, are important. Stakeholder engagement in co-designing a PPPP and having a leading role where possible in its implementation will increase relevance, trust, transparency, and inclusivity.

Standards: Sharing knowledge and experiences about good practice standards among different stakeholders involved in PPPPs is very helpful: such knowledge exchange provides the opportunity for all parties to learn from both successes and failures, develop standards, and *"educate each other on those respective standards"* (Martina Gaus).

6. INVITATION TO ENGAGE

In the next phase of this ongoing programme, we will **undertake a needs assessment** to understand what it will take to optimise and mainstream PPPs. Further, we **plan to work with a number of new and existing PPPs** to support their development and draw out learning from the experience as we **codify effective practice** and **develop guidance**. Finally, we will continue to develop the **community of PPP practitioners** to exchange knowledge and experience.

In the long-term, we aim, together with WAPPP and our global support network, to **build partnering capacities** across public, private, and philanthropic organisations and develop a **global PPPs support infrastructure**.

The **PPPPs Library** (see below) will continue to be updated and your entries are welcome.

We welcome your involvement in any aspect of this programme.

To discuss potential engagement, please reach out to **Max von Abendroth**, TPI's Lead on Public, Private, and Philanthropy Collaboration and Chair of WAPPP's Philanthropy in PPPs Chapter (max.abendroth@tpiglobal.org).



ANNEX 1: IN-DEPTH EXAMPLES

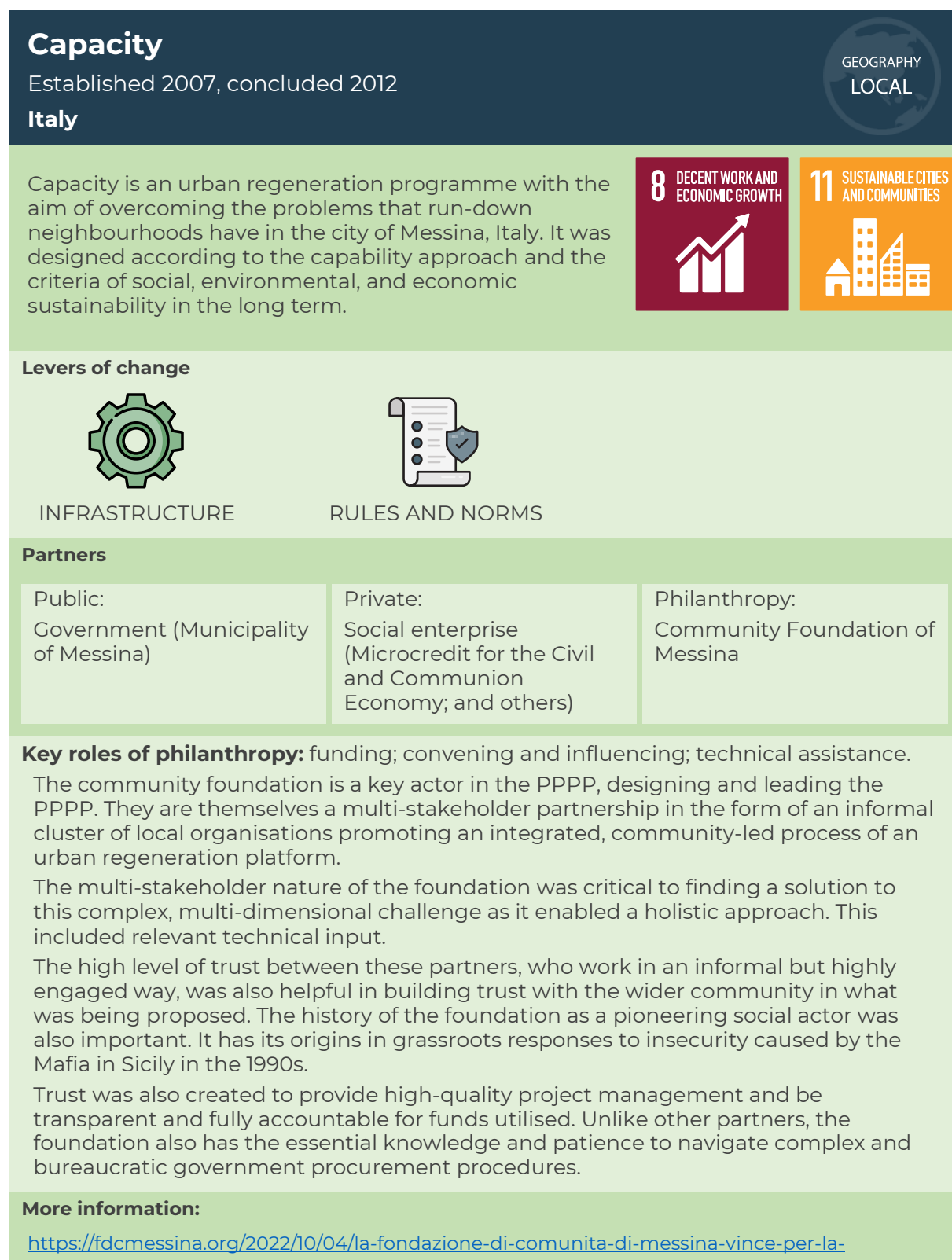


Figure 1: Capacity



Figure 2: Child Learning and Education Facility (CLEF)

Ciudad del Bicentenario

Established in 2008, ongoing

Colombia

GEOGRAPHY
LOCAL

Located in the city of Cartagena, Ciudad del Bicentenario is the largest Social Interest Housing Macroproject in Colombia. The intervention model of the Fundación Santo Domingo in Ciudad del Bicentenario includes three dimensions: social, urban, and economic. In this way, it promotes access to education, health, income generation, sports, and culture.



Levers of change



INFRASTRUCTURE



INSTITUTION BUILDING

Partners

Public:

Government (Colombian Ministry of Environment, Housing and Territorial Development)

Private:

Business (Constructora Bolívar and Constructora Normandía)

Philanthropy:

Fundación Santo Domingo

Key roles of philanthropy: funding; convening and influencing; technical assistance

The foundation instigates the process and coordinates all of the activities. They meet regularly with public partners to agree how to use the funds, but also at other levels to collaborate on how public services will be delivered and may other detailed decisions.

The construction is done by companies referred to as 'developers', who also then market the houses and manage the sales and the support afterwards.

Private banks, which are less integrated into the model, provide mortgages to the new homeowners. The funds in the trust are used to subsidise part of the purchase cost and to reduce the interest rate paid on the mortgages.

The foundation also works closely with civil society organisations with relevant expertise, such as health, education, job creation, and community development.

The model depends on the technical expertise of the foundation, their ability to manage a complex project, and the relationships they have with both public and private partners. However, these partners are all essential, as the foundation could not do this on its own.

More information:

<https://fundacionsantodomingo.org/noticias/ciudad-del-bicentenario-avanza-de-la-mano-del-gobierno-nacional/>

Figure 3: Ciudad del Bicentenario

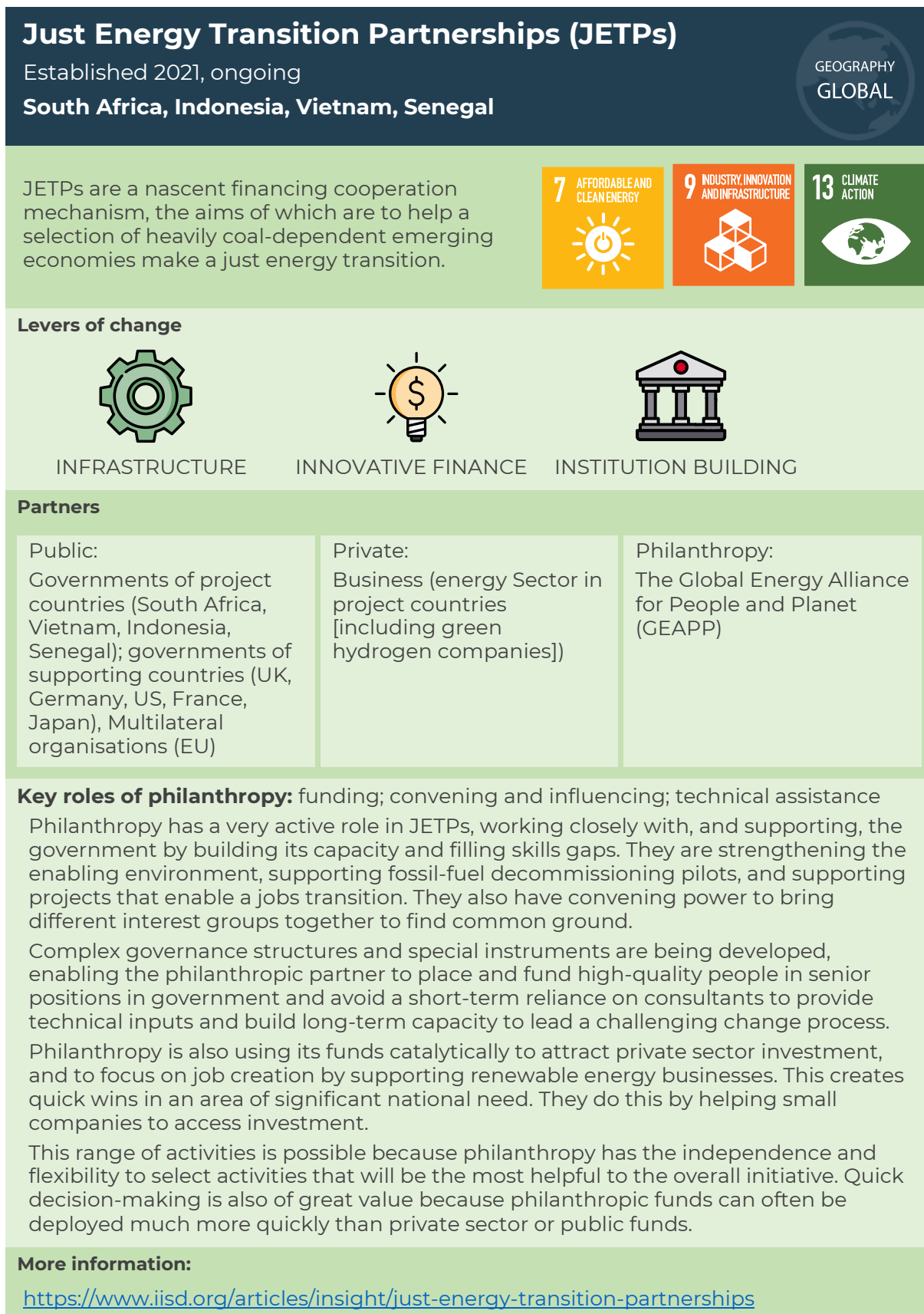


Figure 4: Just Energy Transition Partnerships (JETPs)



Figure 5: Digital Access for East Carroll Parish

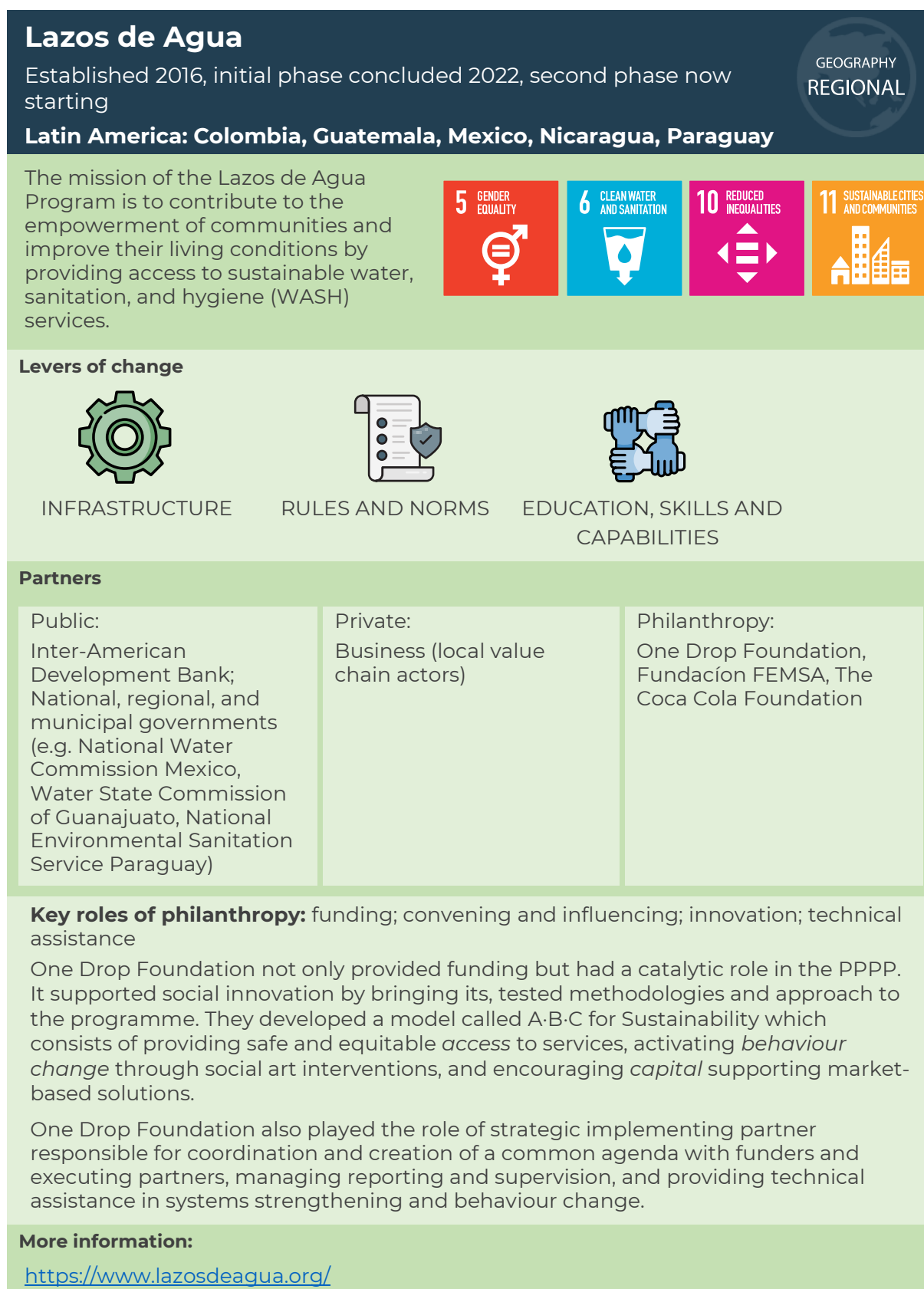


Figure 6: Lazos de Agua



Figure 7: Quality Education India Development Impact Bond



Figure 8: #Building Life

ANNEX 2: FULL LIST OF PPPPS

Global

[2030 Water Resources Group](#)

[C40 Cities](#)

[Cities of Service](#)

[Clean Air Fund](#)

[Clean Cooling Collaborative](#)

[Climate Finance Partnership](#)

[Connecting Business Initiative](#)

[Convergence](#)

[COVID Treatment Quick Start Consortium](#)

[International Trachoma Initiative](#)

[Just Energy Transition Partnerships](#)

[\(The\) Neglected Tropical Diseases Supply Chain Forum \(NTD-SCF\)](#)

[Sea the Future](#)

Regional

[ACELI Africa](#)

[#Building Life](#)

[Circulate Capital](#)

[Lazos de Agua](#)

[m-mama maternal health](#)

[Restore Local](#)

[Southeast Asia Clean Energy Facility](#)

[Village Enterprise Development Impact Bond](#)

National

[CLEF \(Child Learning & Education Facility\) - Côte d'Ivoire](#)

[Community Health Unites for Universal Health Coverage \(CHU4UHC\) - Kenya](#)

[Deutsches Rheuma-Forschungszentrum \(DRFZ\) - Germany](#)

[Emprendedoras Bavaria Program - Colombia](#)

[Hanga Ahazaza: 'Create the Future' - Rwanda](#)

[Lupus Accelerating Breakthroughs Consortium - USA](#)

[Mashrou3i \(M3i\) - Tunisia](#)

[Mass Madera - Spain](#)

[SDG Outcomes Initiative - Ghana](#)

[SDG Partnership Platform - Kenya](#)

[\(The\) Seychelles' Conservation and Climate Adaptation Trust \(SeyCATT\) - Seychelles](#)

[SIBs.CO - Colombia](#)

Local

[Alleanza Territoriale Carbon Neutrality Siena - Italy](#)

[\(The\) Cameroon Cataract Bond - Cameroon](#)

[Capacity - Italy](#)

[\(The\) CASBAH Project - France](#)

[Ciudad del Bicentenario - Colombia](#)

[Deshkan Ziibi Conservation Impact Bond Project - Canada](#)

[Digital Access for East Carroll Parish, Louisiana - USA](#)

[\(The\) Mississippi Alliance for Nonprofits and Philanthropy - USA](#)

[PPP Partnership to boost Ethiopian coffee production, benefit local farmers and consumers - Ethiopia](#)

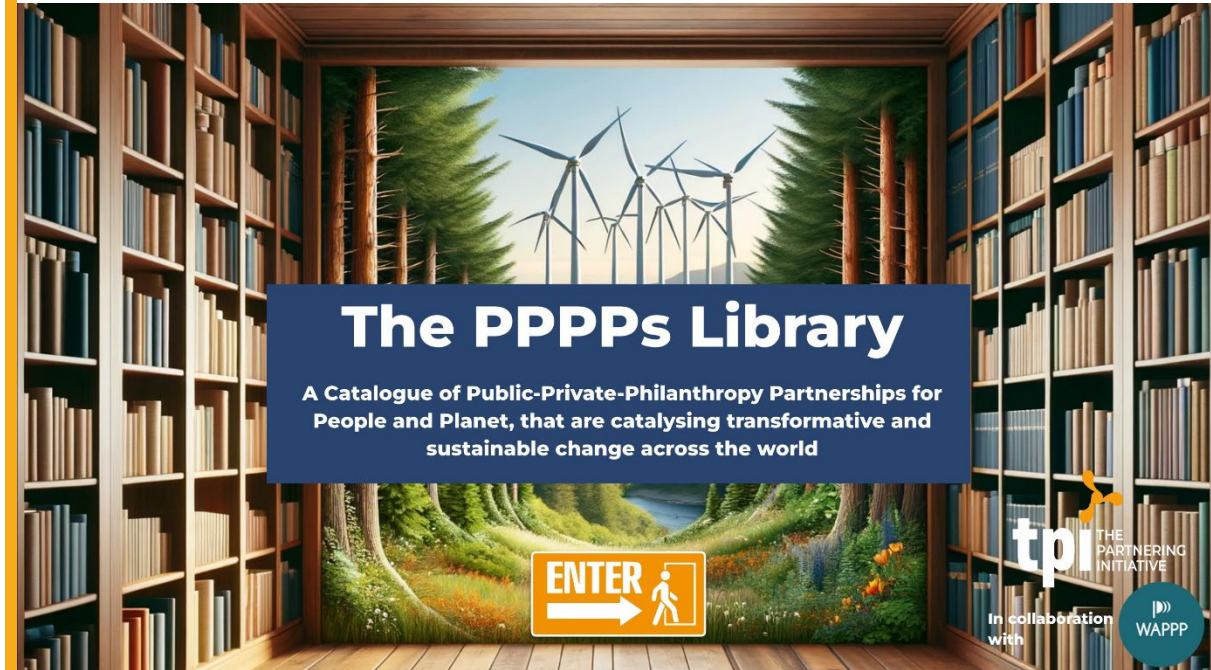
[Partnership for Equitable and Resilient Communities \(PERC\) - USA](#)

[Quality Education India \(QEI\) Development Impact Bond - India](#)

[South African ECD Impact Bond Innovation Fund - South Africa](#)

PPPPs LIBRARY

All 46 PPPP examples analysed in this research have been compiled into a [PPPPs Library](#). It serves as a catalogue of informative 'factsheets' about inspiring PPPPs. These examples can be sorted based on region, geographic scope, and SDGs. It is a living document which will be added to over time with additional examples.



ANNEX 3: LANDSCAPE ANALYSIS

Thematic focus

This research has used the lens of the Sustainable Development Goals (SDGs) ²⁴ to analyse the thematic focus of the PPPPs in our sample. Both the individual SDGs, as well as the “5 Ps” ²⁵ or 5 pillars ²⁶ of the SDGs provide a commonly accepted framework to summarise and compare how the PPPPs are addressing the goals.

At the level of individual SDGs, the PPPPs in the sample primarily aim to contribute to climate action ²⁷ and good health and well-being ²⁸, but industry, innovation, and infrastructure ²⁹, as well as decent work and economic growth ³⁰, are almost equally targeted.

The 17 SDGs have been grouped into five key thematic pillars by the UN General Assembly. These are 'people'; 'planet'; 'prosperity'; 'peace'; and 'partnership'.

- **People** focuses on human welfare, dignity, and equality
- **Planet** focuses on protecting the planet from degradation, sustainable resource management, and action on climate change
- **Prosperity** focuses on enjoyment and fulfilment of human life (including economic, social, and technological progress) in harmony with nature
- **Peace** focuses on peaceful, just, and inclusive societies without violence
- **Partnership** focuses on global solidarity, cooperation, and leaving no one behind.

These two lenses, of the individual SDGs and the five broader pillars, have been used in this study to thematically analyse the PPPPs in the sample.

There is a small majority of PPPPs within the prosperity pillar ³¹, but the purpose of many others falls within the planet ³² and people ³³ pillar. This underlines the versatility of the PPPP mechanism.

More than half of the PPPPs in our sample ³⁴ target a single SDG in their work. However, a number of PPPPs work in multiple clusters (e.g. 'planet' and 'people') as complementary areas of action.

For example, to accelerate the green transformation of urban environment by reducing CO₂ emissions in the construction sector, the Mass Madera PPPP aims to contribute to three related

²⁴ <https://sdgs.un.org/goals>

²⁵ People, Planet, Prosperity, Peace, and Partnerships. United Nations (2015). [A/RES/70/1 Transforming our world: the 2030 Agenda for Sustainable Development](#).

²⁶ <https://www.unssc.org/news-and-insights/blog/sustainable-development-what-there-know-and-why-should-we-care>

²⁷ SDG13 = 12 PPPPs.

²⁸ SDG3 = 12 PPPPs.

²⁹ SDG9 = 11 PPPPs.

³⁰ SDG8 = 10 PPPPs.

³¹ 31 PPPP out of 45.

³² 23 PPPPs out of 45.

³³ 21 PPPPs out of 45.

³⁴ 28 PPPPs out of 45.

SDGs: climate action, sustainable cities and communities ³⁵, and industry, innovation and infrastructure.

Geographic coverage

Geographic scope	Number of PPPPs
Global	14
Africa	12
US & Canada	8
Europe	7
Latin America	5
Asia	3

PPPPs in the sample have a wide geographic coverage. Just over a quarter of them are global in scope and another quarter are operating within Africa. ³⁶ There are the least number of examples of PPPPs from Latin America and Asia.

This data might indicate a preference of PPPPs for certain geographic areas. However, from the small and non-random sample of PPPPs used in the research, it is not possible to know whether this is a general characteristic of PPPPs and their contexts. Two other trends are discernible in the sample. The PPPPs with a global reach tend to focus on the overarching issues of good health and wellbeing and climate action. Those

that operate in Africa focus more on decent work and economic growth, good health and wellbeing, and industry, innovation, and infrastructure. Again, these may not be more general characteristics.

Focus level

Focus level refers to the extent to which the PPPP is aiming to impact a wide or narrow geography, as opposed to *where exactly* the PPPP operates (which was covered above).

Almost two-thirds of the PPPPs in our sample work at global level and another two-thirds are local PPPPs. A quarter work at national level, but only 7 of them are regional.

The only other trends apparent are that the PPPPs with a 'planet' thematic focus ³⁷ tend to be active at global level, while those related to 'people' and 'prosperity' tend to work increasingly closer to the level of the communities.

Organisation types in PPPPs

Type of organisation	Number of PPPPs
Corporate foundation	10
Family Foundation	7
Community Foundation	3
Grant-making foundation	5
Mix	17
Support organisation	2

³⁵ SDG11.

³⁶ 12 PPPPs each.

³⁷ SDGs 6, 7, 13, 14 and 15.

Philanthropy sector

Other (e.g., fund)

2

Philanthropic partners tend to be mostly corporate foundations, entering in PPPs either alone³⁸ or in partnership with other types of foundations or support organisations³⁹.

Family foundations, grant-making foundations, and community foundations are also key partners in the PPPs in the sample. Support organizations are the least common.

This suggests that while the connections of corporate foundations to the business community might prove useful when

mobilizing partners, other types of philanthropic actors may also successfully initiate or contribute to PPPs.

Private sector

Businesses are the private sector partners in most of the PPPs in the sample. Social enterprises also play a role but are only partners in two PPPs within this sample.⁴⁰

There is a wide range of other private entities involved in PPPs. This includes examples with financial institutions, producers, and service providers. There is no clear pattern linking any type of business to either the scope or the thematic area of the PPP.

Public sector

Type of organisation	Number of PPPs
Government	33
Development finance institution	2
Multilateral	2
Mix	9

Public partners in the PPPs within this sample are primarily national and local governments⁴¹ Other public entity types are also represented, however, including multi-lateral agencies such as UNICEF, USAID, and national or local utilities.

For the public sector, the type of entity involved is more strongly linked to the thematic focus of the PPP and/or to the thematic area that it addresses than for the private sector. For example, Lazos de Agua, a

PPP that aims to provide access to sustainable water, sanitation, and hygiene, the public partners are water commissions and utilities such as the National Environmental Sanitation Service in Paraguay.

Levers of change accessed by PPPs

Infrastructure is the lever in the sample most commonly accessed by PPPs⁴². Many of these PPPs are aimed at addressing climate change⁴³ or have another objective related to environmental sustainability⁴⁴.

³⁸ 10 PPPs out of the 45.

³⁹ 8 PPPs out of 45.

⁴⁰ 30 PPPs with business vs. 2 PPPs with social enterprise.

⁴¹ 32 PPPs out of 45.

⁴² 20 PPPs

⁴³ 7 PPPs include SDG 13: climate action in their objectives

⁴⁴ 6 PPP aimed at SDGs that include sustainable energy use, cities and communities, and consumption patterns 6 PPPs.

The next most commonly accessed lever is innovative funding ⁴⁵. Both infrastructure and rules and norms are boundary condition levers that are accessed by more PPPPs in the sample than system-level levers ⁴⁶.

The most frequently accessed system-level levers are education and skills ⁴⁷ followed by organising and connection ⁴⁸.

More PPPPs access two or more levers in the sample than those that access a single lever ⁴⁹. Innovative funding is as likely to be used in combination with a system-level boundary as a boundary condition lever and is used alongside most other levers.

The most commonly occurring transformation pathway used by PPPPs combines infrastructure with rules and norms ⁵⁰. These are both boundary condition levers. Many of these PPPPs are within a city that is improving its environment by changing attitudes to how people want to live and the buildings they want to live in, such as the Capacity PPPP in Messina, Italy.

The fact that there are so many examples in the sample that use this pathway could be because of sampling issues or because changing the boundary conditions within such a well-defined system is a very powerful way to use the PPPP mechanism.

ANNEX 4: METHODOLOGY

This report reflects the reality of PPPPs and the voice of PPPP practitioners. The learning shared comes directly from the voices that we heard in interviews and the reports we read in our desk research. Context is added, where relevant, from TPI's experience of studying and supporting multi-stakeholder partnerships for 20 years.

The report also reflects the many debates the research team has had during the process. In discussions between TPI and WAPPP, internally, and in a series of events and consultations, we developed a research definition of PPPPs. We received nearly 100 suggestions for examples to include in our study. The team pored over each one, slowly refining our understanding of the ingredients that combine to make each PPPP transformational in its impact.

At the end of this process, we had whittled the number down to 46 PPPPs that met our definition, across an astonishing range of sectors, topics, and geographies.

The next task was to discern useful patterns within such a rich and complex set of examples.

The framework and typology that is presented were shaped by what our interviewees were telling us about the transformational power of PPPPs. This pointed towards systems approaches being a guiding principle for understanding what PPPPs can achieve. It became apparent to the team that a common thread between PPPPs lay in the way that they combined the unique roles of the three partners to change a system.

This became even more evident when we understood how sophisticated PPPPs are, often using their strengths as multi-stakeholder partnerships to make several coordinated changes at the same time.

⁴⁵ 17 PPPPs and rules and norms 16 PPPPs

⁴⁶ 40 vs 25 PPPPs

⁴⁷ 11 PPPPs

⁴⁸ 8 PPPPs

⁴⁹ 30 PPPPs vs 13 PPPPs

⁵⁰ 8 PPPPs

The team also wanted to provide a sense of the current landscape and, to give the report even more value, a roadmap for a way forward that can lead to a step-change in how philanthropy and their partners exploit this powerful mechanism.

PPPPs were identified through a referral sampling technique acquired from philanthropic communities (AVPA, AVPN, ECFI, Latimpacto, Philea, United Philanthropy Forum) as well as WAPPP, the global community of PPP professionals. The initial sample consisted of 99 examples gathered through the referral from this extensive global network that included philanthropy, impact investing, and PPP professionals.

The identified examples were then reviewed in order to identify those that fit the 5 criteria for a partnership to be considered a PPPP, which were derived from the definition of PPPPs.

Partnerships that fit these criteria were selected for a more comprehensive review with further information on their nature and characteristics captured through desktop research and, in some cases, interviews.

A comprehensive set of variables were derived to collect information on the scope, thematic area, geographic reach, and the impact of the PPPPs, but also on the characteristics of all the partners, their roles, and the governance structures. However, the lack of data on a number of these variables forced the reconsideration of the key variables to focus on. Therefore, alongside scope, thematic area, geographic reach, and the added value of the PPPPs, the analysis homed in on the roles that philanthropy can play in such partnerships, and the different functions that partners in each sector take on in the creation and functioning of successful PPPPs.

The quantitative data collection process was complemented by a qualitative analysis, whereby a number of exemplars were selected for in-depth study. Additional information on these cases was collected using semi-structured interviews. The qualitative analysis of these interviews allowed us to not only identify different types of PPPPs and their defining characteristics, but also to uncover how these partnerships work, which "P" takes on the different function(s) within such a partnership, and the significant roles that philanthropy plays in making such partnerships a success.

Interviews were coded using Atlas.ti to begin the process of making sense of the organised set of information. Information was coded using both deductive and inductive coding in two rounds, the second round was meant to refine codes assigned in the first round. Codes were then organised into categories based on their similarity or relevance to specific topics or concepts. These categories were further refined by rearranging the codes to identify meaningful connections and patterns relevant to our analysis, which then were consolidated into narratives on specific aspects of PPPPs.⁵¹

⁵¹ Creswell, J. W., & Poth, C. N. (2016). *Qualitative Inquiry and Research Design*.

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