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DEVELOPMENT MANAGEMENT DIVISION

BEST PRACTICES OF

PUBLIC-PRIVATE SECTOR PARTNERSHIP FOR
IMPROVING THE ENABLING BUSINESS ENVIRONMENT
AND SUPPORT SERVICES
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BEST PRACTICES OF PUBLIC-PRIVATE SECTOR PARTNERSHIP FOR IMPROVING THE ENABLING BUSINESS ENVIRONMENT AND SUPPORT SERVICES

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SUMMARY

The trend towards market-oriented economic development gives an increasingly prominent recognition of the private sector as the engine for economic growth and development. The State on the other hand is more and more been relegated to regulatory role and towards creating an enabling environment for the participation of other development actors, including in particular, the private sector. The emphasis of this new development orientation is on improving the relevance of each development actor, increasing efficiency and effectiveness in the development process.

To meet these formidable challenges, public-private partnership (PPP) is a promising innovative approach that can help the transformation process and achieve development goals. Public-private partnership (PPP) as defined in this report is a collaborative arrangement between the government/public and private sector actors. By combining public sector expertise, assets, and resources with complementary contributions from the private sector, PPPs can offer opportunities to leverage resources and generate new resources. PPP is a promising innovative approach to improving the business environment and support services for private sector development. It can contribute to addressing the many challenges of Africa's private sector development - research and development needs, infrastructure and energy development challenges, policy environment, confront the human capital development requirements, etc.

While African countries are becoming conscious of the relevance of PPP and are moving towards this, a true perspective on the current status of PPP indicates that a number of existing barriers inhibit its potential to mobilize complementary contributions. The barriers include lack of coordination between relevant institutions, limited awareness of the value of PPP, lack of policy direction, etc. Nevertheless, there are already innovative experiences out there, which offer lessons for promoting public/private partnership for improving the enabling business environment and support services.

Evidence of this recognition and use of PPP is provided by a number of innovative ways that have been used in realigning the roles and responsibilities of the public and private sectors. The variety of PPP experiences merits continued analysis and exchange of information to deepen partnership between the two sectors. With this aim, the lessons learned from these experiences will contribute towards fostering and building true partnership.

By capturing the range and extent of PPP, the study provides first and foremost a better appreciation of the constraints and opportunities facing this promising and innovative strategy to development. It also provides a true perspective on the issues as a way of providing further stimulus and for encouraging PPP as well as an understanding of the appropriate incentives and conditions for partnership to flourish on a large scale.

Based on the extensive review of literature and discussion on the subject, a number of critical issues including options, opportunities, process were identified as necessary for forming and fostering sustainable partnership. These include:

- Recognizing the key strength of PPP the complementary contributions of each partner and leveraging on these strengths.
- Good understanding and appreciation of the nuts and bolts on starting, managing and sustaining effective PPP.
Having to address the legislative and policy barriers to create an environment more conducive to public-private partnership.

Exploring the wide range of PPP arrangements most suitable to the circumstance. feasibility and benefits to be derived.

a. The arrangements include collaboration/cooperation/alliance, networking, institutional co-ordination and consultation/coalition.

b. Benefits include: creation of new capabilities and capacities, influence change-technological and other wise, improve operational efficiency, promote collective financing, generate resources, increase value of assets, reduce costs and other assets, impact on competitiveness, etc.

The scope for PPP for improving business environment and support services is wide and varying and could be used to meet the many challenges of private sector development including the human capital needs, infrastructural development needs, technological innovation, accessibility to productive resources including finance, improve information communication networks and links. The nature and extent of PPP may occur at many levels, including the macro, meso and micro levels and may cover the national, regional and international dimensions.

The study shows that PPP is still largely untapped by many African countries and encourages African countries to exploit the range of opportunities PPP offers to help address the operational and competitive needs of their private sector. Finally, it highlights six major lessons that must underpin public/private partnerships. As the discussion on PPP expands, international development partners are been more open to look at their conditions and requirements to include public/private partnership, a case in point is the European Union (EU). In the meantime, other opportunities for PPP transactions are surfacing-privatization present unusual challenges in this area. Last but not least, the study established that PPP could be useful in many ways including:

- Confronting African competitiveness, which will increasingly hinge on the ability to respond to the most important challenge of the business environment- that of the emergence of global knowledge economy and the opportunities it offers to spread more widely the benefits of globalization.

- Providing a global reach for addressing the complexities of the global economy and its numerous interlinked problems, which require concerted efforts involving governments and the private sector from the national to the international scene.
Chapter One

BACKGROUND

For sometime after independence, African countries in their practice of Development Management governments assumed overall leadership and experienced extensive government intervention in their various economies. A centralized economy was in place in many African countries and the private sector not encouraged to actively participate in the development process. During 1985-1989 it is estimated that in Zambia where 80 per cent of the economy was state controlled the Government disbursed US$455 million in subsidies, mostly hidden, in positive outflows and/or negative inflows to public enterprises but received a paltry US$22 million or less as dividends. The average rate of return on capital for parastatals was less than 5 per cent when inflation was well over 200 per cent! This scenario is typical of the African countries, which amassed huge public debts, sought international assistance, had to succumb to structural adjustment programmes, which required substantial downsizing of the public sector and calls for privatization as conditionality for assistance by the international community.

This approach to development coupled with poor economic management characterized by misguided policies and externally induced crisis worsened the economic performance of African countries. As this approach has clearly not yielded the expected results, the dominant role of the state in the economy started to be seriously questioned. Calls were made for policy shifts that would accord other non-state actors an enhanced role in the economy. As a result, many African countries have had cause to liberalize their economies, recognize the importance of the private sector, to the extent in which some countries now regard the private sector as the engine for economic growth and development. Many have started to encourage the private sector in an effort to accelerate the process of economic growth and development to the point where it is now almost universally held that a judicious partnership between the public and private sectors is required.

The new development paradigm involves a fundamental restructuring of the state machinery to reflect its primary role of defining the development goals and aspirations. In this new dispensation, the state would create and maintain economic space for the private sector to do what it does best and achieve reasonable and acceptable returns on investments in the various productive sectors of the economy. The state would play a facilitative, catalytic and enabling role whilst civil society would support and promote the activities of both the state and the private sector. Simply put, the new development approach presupposes a virile public sector performing the functions for which it is best suited and acknowledging the obvious limits to its own capacity by providing an enabling environment for other players in the society to perform their own roles.

IMPROVING THE ENABLING BUSINESS ENVIRONMENT: THE IMPORTANCE OF PUBLIC-PRIVATE SECTOR PARTNERSHIP

While there is consensus that the private sector should now play a central role in the economies of the respective countries. If it is to be effectively involved in the economy, the primary focus of private sector development and promotion strategy will be to provide an enabling environment and support for it to grow and be competitive. The promotion of a dynamic and competitive private sector with strong technological base, cost efficient production system and facilities, is a formidable challenge. The level of efficiency needed to achieve the goal of strong and competitive private sector can only be sparked and driven by strong partnership of public and private sector operators both working towards improving the
operational environment and support. This is even more crucial amidst the rapid changes in which technological innovations and cost effectiveness are constantly redefining and shifting the efficiency margins important determinants for competitiveness in the global scene.

To meet these formidable challenges the public and private sector must act comprehensively and strategically to address the operational environment within which private sector activities take place in Africa. Infrastructure development, increased access to productive resources and other services are all factors contributing to the enabling environment for the growth of the private sector. The public cannot achieve these or private-sector each working in isolation. There is a need to pool together to complement each other. In this respect, a healthy partnership between the two is needed, first to rationalize policies set by government and how these contribute to enhancing the development and growth of private sector. Second, partnership is useful in catalyzing public/private actions and enhances capacity to act comprehensively, renews commitments, builds confidence and allows for consultation on issues of mutual concern and interest.

**PURPOSE AND METHODOLOGY OF THE STUDY**

Best practices of State-private sector partnership in improving business environment and support services is about the potential of multi-stakeholder partnership in promoting more conducive business environment. Its goal is to both inspire and to inform. In this respect, it captures the spirit and framework including the conditions necessary for promoting partnership. It goes on to describe the process of partnership building, and outlines the critical foundations for reinforcing partnership. It also provides various approaches and strategies used in promoting state-private sector partnership and provides sketches of best practices from within and outside the region to illustrate how the state and private sector have joined forces to tackle different environmental challenges. This report, which sets out to provide a snapshot of public-private partnership, lays out the framework to help African countries appreciate the value of partnership in private sector development. It covers the following areas of importance to public-private partnership:

- What is public-private partnership?
- The status of public-private partnership as mechanism for improving business environment in Africa and other regions.
- Approaches and strategies for improving partnership focusing on the experiences and lessons and best practices of public private partnerships in selected areas.

It then went on to examine the structure and nature of partnership in selected areas of operation and outlined best practices within the African region and/or outside it, including critical change process, which are deemed critical in ushering in the progress of the African continent towards economic growth and socio-economic development. The best practice examples including how partnership has contributed to improving business environment and support services cover:

- policy design and implementation;
- infrastructure and energy development;
- technology development;
- human resources development especially for addressing skills and manpower needs;
- market access;
- access to financial resources; and
• access to information and standards certification for quality control and assurance.

Finally, it will conclude by recalling and emphasizing the key lessons and necessary conditions for achieving public-private partnership for improving the enabling business environment and support services.

SOME DEFINITIONAL ISSUES

The use of public-private partnership is based on the recognition that both have a complementary role to play and can benefit by leveraging on the strength of each other and for pooling together scarce resources to improve the development process and results. To help in the partnership building process it is best to craft and fit the partnership relations along the roles that each is best suited to perform hence the need for a conceptual definition.

THE STATE AND ITS ROLE

The State has been variously referred to as ‘Government’ and the ‘Public Sector’ connoting all those persons and institutions of the Government bureaucracy which operate in the public domain. It includes ministries, departments, Authorities, Agencies, national, municipal or local/regional authorities, which are owned, managed and funded by publicly, owned or generated resources.

The State should ideally limit its role to such matters as legislative, policy related and regulatory functions to ensure the smooth running of state apparatus. In the context of the new development paradigm, which encourages a fundamental restructuring of the existing state to make it truly developmental, proactive, responsive and market oriented and people centred. Development now needs to be seen in terms of a genuine partnership between the private sector and civil society on the one hand and the state and its allied agencies on the other. Such a need has been recognized for some time but must now be operationalized by national governments to be reflected in policies, structures, government staffing and, especially, in resources allocation. Assigning to the private sector a leading role in wealth creation and resource allocation does not, however, imply having a weak state-just keeping it in its proper place and function and rolling back its previous activities.

THE PRIVATE SECTOR

The private sector may be conceived as made up of any organization, concern or enterprise that is not in the public sector. The private sector is mainly concerned about wealth creation and profit making a major distinguishing factor between it and other development actors.

Thus far much private sector activity has been dependent on Government contracts and purchases such that any reduction in the scales of these activities has tended to paralyze many private sector enterprises. Though still in its relative infancy compared to its counterpart in the developed and emergent nations the private sector in Africa is making significant strides on the path towards self-reliance. It only needs the vigorous support of the full force of the state bureaucratic apparatus to gain the desired prominence in spearheading the continent’s rapid industrialisation and development.

Because the State lacks resources and its decisions tend to be based on political expediency and judgement rather than on sound business appropriateness the private sector on account of its profit motive and greater efficiency in resource allocation and utilisation and product/service delivery should be joined within a purposeful and conscious partnership of the two sectors to attain the economic development of the African countries and the well-being of their peoples. A comparable pattern of development took place in the developed economies of Japan, the United States of America and even more recently in the newly emergent Southeast Asian and South American nations.
WHAT IS A PUBLIC-PRIVATE PARTNERSHIP (PPP)?

Providing a working definition in an area with lack of agreement and variation in the meaning depending on who the driving force behind the relationship is the most difficult. For governments it is used it to avoid portraying antigovernment sentiments and ideologies. The business community uses public-private partnership to alley any fear of taking over government’s legitimate functions. Agencies use it indicate decentralization and not abdication of responsibilities. Many people are also beginning to use the term public-private partnership synonymously with privatization as many now believe that if governments join with the private sector to provide a service then a de-facto partnership relationship exists.

For the purpose of this study, a Public-Private Partnership (PPP) is defined as a mutually beneficial collaborative arrangement between the public and private sector. The use of public-private partnership is based on the recognition of a mutually beneficial and reinforcing relationship in which opportunity to pool resources to improve delivery of services is greatest. The PPP relationship implies that there is mutual leveraging of each partner’s strengths, and the resulting synergy couples with close Cupertino thus allowing all parties to effectively achieve common goals. It is a relationship built on the desire to address mutually beneficial needs, in which the roles are defined and collective/joint actions taken to address these needs. Generally speaking, the ideal PPP should have built-in mechanism for coordination of strategies and proceed in a co-operative spirit that arises out of mutual trust and desire to promote complementarity, and shared objectives.
Chapter Two

**STATUS OF PUBLIC-PRIVATE PARTNERSHIP: AS A MECHANISM FOR IMPROVING BUSINESS ENVIRONMENT IN AFRICA AND OTHER REGIONS**

THE NEED FOR GOVERNMENT TO FORMULATE APPROPRIATE ENTERPRISE DEVELOPMENT STRATEGIES

Globalization and trade liberalization combined with the rapid development in information and communication technologies have created a new dynamism in many fronts-the production, enterprise development and international competition. These challenges in turn require a global and integrated approach to enterprise development with due account taken of the multiplicity and interaction of factors which underlie the growth and competitiveness of enterprises. These in turn place particular pressure on countries to formulate enterprise development strategies with the involvement of private sector actors with the view of deepening the relationship between the public and the private sector. The deepening of public-private sector relationship should be promoted within a coherent policy framework characterized by a strong desire to co-operate and enhance dialogue between the state and the private sector including the small and medium scale enterprises (SMEs).

In order to ensure the development of enterprises particularly the development of SMEs, the government should first and foremost create an appropriate macro-economic environment covering the legal and regulatory aspects. This environment should also have built in elements to foster transparency, stability and predictability. The experiences of the Southeast Asian countries speak loud on this issue of how much control. In cases where governments have placed greater emphasis on their catalytic and intermediary role of creating an enabling business environment and in providing appropriate level of support services rather than the traditional role of exercising maximum control, private sector development has taken place at a faster and more secured atmosphere. Public sector’s role in many cases focussed on the formulation of policies and in the creation of appropriate institutional environment conducive to the development of enterprises particularly SMEs. Its’ catalytic or intermediary role aimed at addressing a number of operational issues, namely:

- adopting appropriate measures to address the financing of SMEs,
- the development of support services for enterprises covering concerns such as quality control, improvement of productivity, the establishment of networks, and
- market and research development as well as the provision of assistance to new exporters.

In all of the positive examples, governments always have an option of intervention for example between the functional interventions such as creating flexibility in the regulations governing all economic activities or selective interventions such as easing the regulations with particular emphasis on regulations applicable to SMEs. At every stage governments should assess the costs and advantages including the possible externalities.

What is clear is that the opening of domestic markets within the context of globalization or as part of the structural adjustments programme should be accompanied by a corresponding policy adjustment to allow for the local private sector especially the SMEs to absorb the shocks. In several African countries because of the absence of a policy coherent environment, the effects of globalization and the opening of domestic markets within the context of globalization or structural adjustment programmes have had a harmful effect on the structure of enterprises particularly SMEs. The private sector has not been able to compete at the global scene and are further weakened by the effect of dumping. Africa’s private sector must be supported to take gigantic

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1 For a detailed review, please refer to “Développement du secteur privé dans les pays à faible revenu” - Banque mondial, 1996
leaps at several competitive fronts to ensure: production efficiency, quality and standards, sound financial management, market access, access to information, etc.

**THE RELATIONSHIP BETWEEN THE GOVERNMENT AND THE PRIVATE SECTOR IN THE DIALOGUE**

Collaboration and active dialogue between the government and the private sector can contribute immensely to the formulation of a coherent policy framework and the implementation of measures and efficient support structures for the development of SMEs. Such a dialogue can lead to a flexible and concerted approach towards addressing issues as well as the joint formulation of measures and policies.

In contrast to Asian countries, private African entrepreneurs are not closely associated in the design and implementation of reforms by their governments. There are hardly any systematic way of associating the targeted beneficiaries of private sector reforms process, thus resulting in limited understanding of the objectives of the reforms and limited support for the process. However, a new breed of entrepreneurs are emerging who believe in trade liberalization and are convinced that under the appropriate conditions, they could face up to both national and international competition. Their point of view could be useful if consulted during policy formulation.

As the role of government is changing from that of private owner to one of regulator, government’s responsibility in the partnership dialogue should focus on:

- The establishment of a conducive environment for the growth of the private sector through various activities relative to the regulatory framework.
- Providing guidelines and the strategic interventions particularly for facilitating the implementation of crucial structural reforms.

The State should collaborate with the private sector to create economic competitiveness and for opening up to external markets. The success of this approach will depend considerably on the efforts of the governments which should create an institutional framework that is likely to assist the private sector meet the challenges of economic developments and markets access. The support mechanisms to be established should aim at:

- developing infrastructure;
- developing human resources; and
- creating an institutional framework with a civil, commercial and clear penal legislation together with regulatory institutions that are non-discriminatory and independent.

Unlike countries of other regions were there is a relationship in one way or another between the government and the private sector at various levels including regional and local administrative bodies and at time, specific sectors, many African countries are yet to develop such functional relationship. In several countries, contact between governments and the private sector IS often informal, spontaneous, partial and unorganized. The objectives outlined and the issues are often not transparent or imprecise including the specific needs of SMEs as well as the role and the participation of the private sector. The relationships are very often personalized or unclear resulting in undesirable effects.

These shortcomings deprive the State of a contribution in policy formulation as well as depriving enterprises of support in their strategic planning. The SMEs often regret the fact though they are in the majority; they possess little influence in policy formulation, which is supposed to benefit them. Their opinions

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For detailed review, please refer to “Améliorer la compétitivité des PME des économies en transition et des pays en développement dans l’économie mondiale et leurs partenariats avec les PME de pays de l’OCDE” - Table ronde 4, OCDE, Paris, 1998

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and experiences are often only taken into account on a selective basis and in the best of cases only for the establishment and implementation of development plans or in structural adjustment programs. Furthermore, the poorly designed policies resulting from insufficient and erroneous information and the absence of consultation with the private sector mitigate against the establishment of confidence between the private sector and the government, albeit crucial for promoting development.

The picture is not all that bleak. Chambers of Commerce, industrial associations and various forms of professional and non-governmental organizations exist in most countries and are making small but meaningful waves. In some countries, the state and the economic and financial circles are often represented jointly in the steering committee of NGOs whom have been known to play important role in the establishment and the conduct of a dialogue between the government and the private sector. In several countries, these official mechanisms for dialogue between the public and private sector have been in existence for quite sometime and have proved useful. Other countries have also established various similar mechanism particularly consultative councils or national, sectoral or local consultative bodies.

In Botswana, there is a fairly long tradition for public-private sector dialogue, prominently represented by a major conference held in Francistown every two years, with participation of the President and the full Cabinet as well as many other government officials - and from the side of the private sector the President of BOCCIM (Botswana Confederation of Commerce, Industry and Manpower) and a wide array of prominent private sector representatives. Additionally, a High-Level Consultative Council, chaired by the president meets once a year and both parties agree that there is a need for a structured framework for more frequent consultations on the working level.

In Côte d'Ivoire, the Industrial Partnership was established in 1999, and is chaired by the Prime Minister. It was the last in a series of efforts that began in the early 1990 under the auspices of a recovery programme sponsored by the Bretton Woods institutions. In the course of the reform, various mechanisms for public-private sector consultations/partnerships emerged. The former addressed such issues as price control, fiscal regimes and other regulatory frameworks considered as constraints to industrial development. The latter is chaired by the Prime Minister and reviews and makes recommendations on such issues as long-term development perspectives, the enabling environment, institutional framework, monetary and financial issues, etc.

In Egypt for example, the federation of Egyptian industries established a committee in the government, which represents all the sectoral chambers of commerce and reviews the national programs for enterprises. During its regular meetings with the Prime Minister, the members of the committee express on policy issues and act as spokesman for Egyptian industries.

In Ghana, given the emphasis on private sector development in the Economic Recovery programme and Structural Adjustment Programme (SAP), some form of dialogue with the private sector was encouraged. A private sector advisory group was established, which provided a forum for regular consultation between the Government and the private sector. Subsequently, the Private Sector Round Table emerged, thus widening the nature and scope of public-private sector partnership. The private sector also consolidated its negotiating position by establishing the private Enterprise Foundation (PEF) as a credible platform for addressing the interests of the private sector as well as subsectoral concerns. Five major business associations are members of the Foundation, namely, the Ghana National Chamber of Commerce, the Ghana Employers’ Association, the Association of Ghana Industries, the Federation of Associations of Ghanaian Exporters, and the Ghana Association of Bankers. The Governing Council of the PEF has regular bi-monthly meetings with the Vice-President of Ghana, which are attended by high-ranking Government officials. This platform is the main consultative mechanism for industrial development.

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3 For a detailed review of this issue, please refer to “Establishing African private-public sector partnership:” progress report of the AID/CAMUNIDO Africa Bureau 2000
In Mauritius, there is a three-tier system composed of sectoral associations, representative national organs including the chambers of commerce and professional associations and an apex joint economic council which is the spokesman for the private sector within the high level policy-making bodies.

In Nigeria, a National Committee on Industrial Development (NCID) was established in August 1989 as the consultative mechanism. It was conceived to advise the Ministry of Industry of matters related to the industrial sector, especially those with a private sector dimension and has been involved, from its inception to date, in a process of Strategic Management of Industrial Development (SMID). The process resulted in the identification of some pilot priority industrial sub-systems, from four sectors of the Nigerian economy as well as in the establishment of corresponding Strategic Consultative Groups (SCGs) to serve as the basic units for the consultative process. Thus, the Committee was designated to serve as the national platform for operationalizing the Alliance for Africa's Industrialization and a national Plan of Action was drawn up in 1997.

In Senegal since devaluation relationship between the government and the private sector has developed and the government has understood that it could not govern the country alone. A Consultative Development Committee was established and chaired by the Prime Minister and brought together ministers and representatives of the private sector. However, it is rare that all the members of the private sector are represented in this framework dialogue.

Recognizing the need to establish a mechanism for continuous dialogue between the public and private sector, the President of the Republic of Senegal decided to establish the Conseil Supérieur de l’industrie (Supreme Industrial Council) in 1998. The primary responsibility of the Council is to define the country’s industrial Vision 2010-2020, including an industrial policy. The Council is charged with the responsibility of reviewing the legal and regulatory frameworks, as well as monitoring policy implementation. It is chaired by the Head of State and has a Management Committee as its apex, supported by other structures such as the Arbitration Council, the Strategy Committee, Clusters Committees, and a Committee on Infrastructure.

In Sudan, in response to the Alliance Plan of Action, the Government formed the Industrial Partnership Council (IPC) by Decree No. 77, under the Chairmanship of the Minister of National Industry. Members of the Committee include the relevant ministries, government organizations, private and public sector, financial and investment institutions and applied research centres.

The IPC is expected to enhance industrial development efforts by:

- formulating development concepts and plans in the context of globalization, and in close consultation with the private sector, including financial institutions;
- facilitating capacity building efforts of the Ministry of National Industry, especially in terms of investment project feasibility analysis and evaluation;
- incorporating the Alliance plans and programmes in the national development and financing channels;
- formulating an integrating strategy for the establishment of competitive SMEs; and
- providing insights into the necessary human resource development priorities.

In Tanzania, the Tanzania National Business Council (TNBC) is a forum for consultation between the public and private sectors established by the Government and private sector and chaired by the President of Tanzania. The Council is made up of 40 representatives, equally divided between the private sector and the Government including representatives of organized labor and academia. The main objectives of the Council are to: promote the goals of economic growth with social equity and even development; review regularly developments in the external and domestic business environment and propose a course of action; exchange views on the prevailing operating and regulatory environment and propose ways to facilitate the public
service, to improve service delivery and make the civil service business friendly; review and propose changes in the policy environment to enhance the attractiveness of Tanzania for both local and foreign direct investments; improve on competitiveness of its products in the world market, and encourage and promote the formulation of co-ordinated policies and social economic matters.

In Zimbabwe, the National Economic Consultative Forum (NECF) is the formal platform for public-private sector dialogue and it operates with full participation of all major public and private sector stakeholders. A task force on industrial development exists under the NECF, and it was this group which developed the policy framework for industrial development in 1998, which eventually after adoption by the NECF core group was launched in 1999.

The SMEs particularly often feel neglected or unable to participate for various reasons such as the lack of information, resources and time. Furthermore, the activities of the institutions or the bodies organizing this dialogue sometimes only maintain a distant relationship with enterprise development. This is particularly the case when the senior officials of these institutions and organs are designated as representatives or the government or when these institutions only provide administrative services ratifies their appointments. The private and the public sector should work in partnership and cooperate and not to see each other as adversaries (opponents). Their relationship should be based on confidence and skill.

The private sector should be engaged in a meaningful dialogue with the government and this requires that the partners should be well organized. In co-ordinating particularly their activities, the participants in the dialogue would obtain the best results and would strengthen the authority of the institutions involved. Notwithstanding the existence of a model or a standard direction in this matter, the experience of some East Asian countries have demonstrated several aspects and approaches which are valid for other countries. These countries re far from implementing uniform models. The dialogue between the government and the private sector in these countries has been informal first and foremost and focussed on projectionist policy for embryonic industries and the development of technological capacities.

Considering that in some countries such as the Republic of Korea, the problems of SMEs were formally taken into account, it was principally with major enterprises that a dialogue was undertaken. Gradually the nature and scope of the relationship between the government and the private sector developed in almost all countries of the region. The government established an intervention framework in which the dialogue with the private sector was formal and general.

As in Southeast Asia, the establishment of consultative bodies and other similar mechanisms should contribute to the development of a dialogue between the State and the private sector for the formulation of government policies. This dialogue should be regular and efficient leading to and exchange of information, opinions and plans. It would contribute to the establishment of confidence between government and its partners while making policies more predictable and more comprehensive vis-à-vis the private sector and providing it with an opportunity to inform government about how well its policies have been received. It is within this context that a serious and constructive dialogue should be undertaken between the two sectors.

A close co-operation and collaboration between the private and pubic sectors characterize industrialization in Southeast Asia. Various mechanisms have made this partnership official. In each case, the partnership aims at specific areas in which close collaboration and co-operation of these sectors is felt necessary to accomplish progress as well as establishing confidence and co-operation and to enable the private sector to participate in certain activities with a comparative advantage. The official institutions called consultative councils have facilitated the process involved in policy formulation in some Asian countries. These councils generally include senior government officials, representatives of private sector, universities, consumer associations and trade unions. A council is a body where government and private sector representatives often exchange views on policy formulation.

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4 For a detailed review on this issue, please refer to “Rapport de la réunion d'Experts sur le rôle de l'Etat et celui du secteur privé dans le développement des PME,” CNUCED TD/B/Com.3/EM.2/3, 1997
SMEs in the Government’s Dialogue with the Private Sector

To engage in a meaningful dialogue with the government, the partners in the private sector including the SMEs should be well organized. National professional associations exist in most countries. Some of these associations are benevolent organizations while others bring together all the interested enterprises. Some professional organizations have been in existence for decades. These organizations have been recently established in other countries. Many of these organizations pursue a consolidation process and want to strengthen their negotiating power and to be given greater recognition by the government. In several countries, SMEs have attempted to organize themselves by establishing their own units within private-sector led associations. These initiatives often confront strong resistance from already established professional organizations, which fear that their influence might diminish.

The parallel existence of several professional organizations supposedly engaged in a dialogue with the government or supporting the SMEs is a current affair in most developing countries. Although the size of a country as well as the number and diversity of SME activities can justify the existence of several organizations or level of relationships, a heavy institutional superstructure and a multiple and scattered representation of the private sector means increasing costs for SMEs and less effective dialogue with the government. Furthermore, the mandates of these organizations are invariably unclear and competing among themselves for example to recruit members and collect funds or obtain contacts with the government. In Egypt, there are at least 30 government organizations and 107 non-governmental organizations dealing with the development of SMEs.

There is also the case where the establishment of new institutions to represent SME interest seems justified. The emergence of such institutions operating side by side with already established institutions in the same sector or branch of activity is often fraught with dissatisfaction over the type of representation in place with particularly concerning the composition of member, sectors and issues discussed.

A recent trend has been the appearance often with external assistance of national NGOs other than chambers of commerce of local and professional governmental organizations, which are trying to organize the entrepreneurs or to play an intermediary role between the State and the private sector. As many of these organizations were recently created, it is difficult to assess the precise situation in the relationship between the government and the private sector as well as its influence over these relations. Most of these organizations are mainly interested in small-scale enterprises in the informal sector in rural areas as well as in urban areas. They could contribute immensely to disseminate the specific needs of these small-scale enterprises, which are numerous in African countries and invariably not properly represented. On the other hand, government's likewise industrial enterprises seem to need some time to familiarize themselves with the interventions of NGOs prior to harnessing the potential contribution of these organizations in the dialogue between the State and the private sector.

For it to be credible in the dialogue with the private sector, the government should focus on recognized sectoral skills. This is also vital to prevent "bureaucratic capitation" from major enterprises with privileged political connections. However, in view of the employment situation in the civil service, several governments and public institutions are increasingly experiencing difficulties to retain skilled workers particularly workers dealing with the private sector or workers who have acquired some experience with economic and financial circles through their professional relations? The exodus of qualified workers to the private sector weakens the capacity in the civil service to deal efficiently with the issues involved while at the same time the poor working conditions erode the morale of the public service. The efficiency of the governments' action depends basically on an appropriate follow-up on decisions reached during consultations with the private sector.

A regular and efficient dialogue between governments and the private sector is essential for a mutual exchange of information, opinions and plans. It would contribute to the establishment of a climate of confidence between the government and the social partners by making government policy more predictable and better understood in the private sector and provide the private sector with an opportunity to inform
government how well its policies have been received. It will particularly facilitate the establishment of a coherent policy framework for enterprise and SME development.

Generally the coherence of major guidelines does not merely imply the formulation of coherent policies but also a transparent and sustained implementation of these policies as well as an appropriate reaction from the private sector. Among other things include policies with an impact on entrepreneurship and enterprise development such as policies on macro-economic stability or still on taxes and the regulation of economic activities which should be compatible with sectoral and other policies designed to encourage the establishment of new capacities or to ensure the sustainability of enterprise competitiveness. Other government bodies nullify more often than not initiatives aimed at the development of SME or SMEs are victims of real or apparent difficulties such as budget austerity, monetary consideration or foreign exchange problems.

There should also be co-ordination, coherence and complimentarily in the instruments designed and implemented for the development of enterprises. Thus the adoption of programs aimed at improving the access of SMEs to essential production factors namely finance, complex machinery, imported factors will not suffice unless support measures are taken to assist these enterprises for example to make valid loan requests, use the machinery or obtain resources in foreign exchange.

The incoherence in macro-economic policies and policies aimed specifically at enterprises are often more expensive to SMEs than to major enterprises. The uncertainty surrounding budgetary or monetary policies for example can stifle the initiative of business operators while fundamental policy changes undertaken without providing adequate time to SMEs to adopt can be detrimental to the survival of these enterprises as demonstrated in several developing countries which have implemented structural adjustment or trade liberalization measures. In various cases, the SMEs were exposed to competition without developing their capacities, which led to factory closures, and the growth of the informal sector.
Chapter Three

APPROACHES AND STRATEGIES FOR IMPROVING PARTNERSHIP: EXPERIENCES AND LESSONS FOR AFRICA

FORMATION OF PUBLIC PRIVATE PARTNERSHIP (PPP): A MATTER OF DEVELOPMENT VISION AND ORIENTATION

For a number of African countries, partnership is becoming a much more acceptable approach to delivering and addressing various aspects of economic and social development including the development of the private sector, which is gaining increasing importance in Africa’s development agenda. A number of factors explain the increasing emphasis on developing Africa’s private sector. One, it is the key to sustained recovery and growth, as was the case of many Asian countries. Second, in the emerging globalized market, the most productive economic growth for the foreseeable future will come from the creation and development of a sound private sector in diverse areas as manufacturing, agriculture, services, handicraft, etc. Third, with the high level of poverty, characterized by huge unemployment, private sector is vital to the generation of wealth and job creation. These phenomena create a new sense of urgency for governments to foster an environment for a vibrant private sector with the appropriate skills, finances and technologies to compete effectively in the local, regional and global markets. In pursuing these, it is important to renew commitment to partnership as a mechanism for building a sound private sector.

Against this background and the obvious desire to intensify public-private partnership for improving business environment, it is necessary to take stock of the experiences both in and out of Africa especially with regard to the policies and strategies that have been most effective. Our understanding and appreciation would provide valuable lessons to guide public-private initiative aimed at improving business environment. In this connection, this chapter examines various experiences in private sector development with the view to identifying the important role of public-private partnership and the lessons for Africa. It reviews the general trend and describes practices as a way of developing a deeper understanding of the specifics of public-private partnership including the set of considerations that have generally guided the process, the requisite policies and strategies for effective partnership building.

By the 1990s, many Asian and Latin American countries, made major shifts towards market-oriented economic development with private sector playing significant role. As a result, structural changes were introduced with emphasis on the promotion of private initiatives and wealth creation. Many Asian and Latin American countries in spearheading these changes to market-friendly economic reform adopted approaches, which placed private sector at the heart of the process and the state playing more of a catalytic role in mobilizing investments in human, physical and institutional capital, and in facilitating and supporting comprehensive, integrated private sector support programmes, with a view to fostering economic growth and industrial development. Given this development orientation, many Latin American and Asian governments increasingly embraced the private sector as an ally in promoting economic growth and development including private sector development.

As much as there was no uniform model applied in Asia, Latin America or North America to foster greater private sector involvement, an important criterion was the introduction of measures to promote close co-operation and active collaboration between business and government. This was particularly true of East Asian countries, which through various mechanisms formalized partnership, arrangements. Partnership was targeted at specific areas in which close co-operation and collaboration was used as a necessary vehicle for facilitating progress. In many of the countries of these regions, public-private partnership has proved to be not only a mechanism for facilitating the increased involvement of the private sector but served as a useful instrument for designing effective policies for a dynamic competitive environment for private sector development. More importantly, it has also served as a framework for
developing and providing support actions to promote business development. The collaborative involvement of the public and private sector was seen as an important instrument for the provision of support facilities for business, infrastructure and human resources development, provision of basic services, undertaking research and development (R&D) and to other areas crucial to private sector development. Indonesia for example in addressing its institutional capacity for technology development, took a much more integrated approach to comprehensively address all interrelated issues of the technology development including the human, institutional and infrastructure dimensions of the problem. The same could be said of Korea in which the human resources and infrastructure development was addressed jointly by the government and the private sector. Government’s investment in education represented only 30 per cent of the total expenditure on education; the remainder was borne by the private sector. This and other actions were taken to broaden the educational base to make it more relevant to the overall development needs of the country including the technical needs and labor force requirements of the private sector.

NUTS AND BOLTS ON STARTING, MANAGING AND SUSTAINING EFFECTIVE PARTNERSHIPS

Going by the above brief examination of the vision and orientation that has driven public-private partnership; its value cannot be underestimated. As you pursue the development of formal or informal relationships involving public-private collaboration, there are important principles, considerations and conditions to know about and address to ensure eventual success. In discussing the requirements for a successful partnership, it helps to lay the groundwork for a strategic framework to public-private partnership building process. Based on the experiences of a number of partnership arrangements examined, the potential for success seem greater when the process is defined and shaped around the following:

i. Key principles and considerations:

Some of the most effective partnership building processes are those that have been defined and guided by a key set of principles and a number of considerations taken into account. These are:

- Effective partnerships are characterized by building and sustaining “win-win” relationships with a strong desire to address problems.

- Partnership building must reinforce the notion of good governance to underline the importance of inclusiveness. In this connection, government in making laws and formulating policies should work with those whose livelihood it will affect to get their input both in the process and content.

- Partnership must be approached as a constructive response to addressing the various developmental and operational issues of the private sector.

- Public-private partnership initiatives must be based on well defined polices and strategies that seek to leverage on the comparative advantages of each stakeholder.

- Partnership building should be construed as a process not an event.

In summary, the likelihood of a successful partnership depends on a number of considerations and factors. The first has to do with having a good understanding of the complexities of partnership building including the existence of conditions that would build on the synergy of a dynamic state as the regulator and nurturing force and that of the private sector as beneficiary and contributor. The second has to do with modeling partnership around workable strategies and approaches.
ii. Conditions for successful public-private partnership

During the past decade, rapidly changing political and economic forces have created situations that require contributions from competing interests. For example, moving from a centrally controlled development to market oriented has implications on the environment and how this creates opportunities for the participation of other interest groups. Similarly, globalization with competitiveness as the key challenge requires a potent force of actors to meet the major requirements, such as enhanced productivity, quality, cost effectiveness, etc. In pursing these objectives, public-private partnerships are and increasingly viable and popular strategy for responding to the many challenges. However, the impact from such partnership depends primarily on many factors including the way governments and various actors relate and interact. In these respects there is the need to create the necessary conditions to promote and enhance interaction and to form strong problem-solving collaborative relationships.

Many scholars have identified factors that influence the partnership process. For example, Hogue, Parkins, Clark, Bergstrum, and Slinks (1995) from the National Network for Collaboration, in their comprehensive review of partnership efforts, identified specific factors such as leadership, communication as important conditions for effective partnership. Similarly, the United States public-private partnership drive recognized the importance of legislative changes and governments actions that are necessary to create an environment more conducive to PPPs. The legislative changes introduced at the beginning of the 1980s made incremental contribution to the creation of an environment conducive to PPS. The figure below on the timeline of major legislative actions that have helped to create an environment conducive to PPS in the USA is provided to illustrate the strategic necessity of legislative changes as a way of reducing barriers and building trust. 5

Figure—Timeline of Major Legislative Actions Affecting PPS

Source: RAND sponsored publication “ Use of Public-Private Partnerships to Meet Future Army Needs”, RAND, 1999

5 For details on the legislative changes and their incremental contribution to the creation of an enabling environment conducive to PPS, please refer to “Use of Public-Private Partnership to Meet Future Army Needs”, RAND sponsored publication, RAND (1999) No. MR-997-A
The identification of the conditions assists in the strategies to facilitate and enhance partnership as well as influence the process. In summary, the key ingredients for sound partnership include:

- Focus on the goals keeping in mind the competing interest in the interaction and partnership arrangement. A process in place to evaluate progress in the achievement of goals.

- Political climate- an environment in which power and decision making is positive and exercised in a non-threatened way.

- Communication-the partnership has open and clear communication. There is an established process of communication including making greater use of information technology to support partnerships. The Internet has created new opportunities for organizations to communicate, network and collaborate and can be an important mechanism to maximize current and future partnerships.

- Governments efforts to foster appropriate legislative, policies and regulatory environment to stimulate partnership and allow it to function effectively.

- Leadership that recognizes and supports the exploitation of the comparative advantage of each partner.

**PUBLIC-PRIVATE SECTOR PARTNERSHIP APPROACHES AND STRATEGIES**

Partnership has become the byword of current development strategies to overcome a number of realities, such as:

- Shrinking resources are causing many countries to consider the potential benefits of working together need to take advantage of opportunities to expand the development resource base.

- The advent of market oriented development recognizes the important role of markets and of the private sector as engines of economic growth. Inevitably, the private sector is now seen to be a key actor whose role can complement governmental action in the development process.

- Worldwide processes of political and economic liberalization with its complexities have created an urgent need for integrated action involving all stakeholders.

Building relationship is fundamental to the success of partnership. Effective partnerships are characterized by building and sustaining a “win-win” relationship- the kind were benefits accrue to all and it sets out to promote mutually reinforcing expectations. These relationships take various forms, serve a number of purposes, are structured differently and the process varies from situation to situation.

This presentation, which follows highlights a number of partnership approaches and strategies-ranging from formal to informal relationships and processes. The frequently used partnership choices, approaches and strategies include:

- Collaboration/Co-operation/alliance
- Networking
- Institutional co-ordination
Consultation/coalition

Collaborative/Co-operative/alliance efforts as mechanism for promoting partnership

Collaborative/Co-operative/Alliance arrangements are the most common approach to public-private partnership in many countries especially in the United States, Asia and Europe, where it has been used to work on common goals, address sector specific needs and opportunities as well as confront a problem. Countries of these regions, through the collaborative/co-operative alliances have been able to meet various aspects of a problem by leveraging on partners' comparative strength, especially in the areas of resources, knowledge and expertise. Together, with each organization contributing from its strength, the alliance can work towards accomplishing the goal from multiple perspectives. These collaborative/co-operative alliances could be in the form of projects and are goal oriented with a span of life defined by the nature of task or problem at hand.

Participation in a project is quite a common approach for collaborative/co-operative partnership. This often offers the opportunity for undertaking major infrastructure activities. Project approach to partnership building includes:

- Joint ventures for the construction of facilities, promoting business opportunities and establishing services.

- Build, operate and Transfer (BOT): Build operate and transfer enables state and private sector to enter into a temporary operational arrangement to build an infrastructure, under the supervision of the public operator, and operate it for a specified period to recover agreed upon investment and returns from operating revenues during this period at the end of which ownership is turned over to the state and the public operator.

Partnership arrangements through project require a project champion from the State or private sector side who is determined to drive the process forward and to find solutions to problems at all phases of the project life- project development, implementation and operation phases. The following are essential for the successful implementation of the project:

- Political will and determination to make it work.

- Policies and procedures that seek to facilitate effective implementation of projects.

- Having an overall project manager, for co-ordinating the details and providing strategic direction.

- Flexibility, especially if it involves emerging technological innovations and solutions.

- Thorough planning and preparation including having a place a detailed consultation process between the Government and private sector operators.

- A strong project team drawn from the state and private sector to support the project manager.
• Adequate financial support for the project.

The benefits of State-private sector project include:

• Getting major projects done faster, sooner and most times at lower cost to taxpayer than traditional methods.
• Create job and business opportunities.
• Create high-quality infrastructure.

Four examples are cited, as a way of driving home the nature of such collaboration/co-operation, what the motivation were, how they were initiated and implemented. One is the Public Private Partnership of Ireland, the second is SourceCan of Canada, the third is Egypt public private partnership to seek and facilitate joint ventures with Ugandan business community and the fourth is the Philippines build-own-operate-transfer project for raising power. These examples illustrate the value of public-private partnership.

Public-Private collaboration is Ireland’s way of meeting the challenges of improving infrastructure

With respect to Ireland, the government is making greater use of Public Private Partnership to meet some of its goals set in the National Development Plan (NDP), especially with regards to infrastructure development. Under the NDP, the National Roads Authority (NRA) has the primary responsibility to meet the challenges of national road improvements and maintenance as part of the overall objective of providing better road connections and cutting travel time- major considerations in facilitating private sector development. The key motivation and drive for the PPP in Ireland was the need to accelerate the pace of infrastructure development and the objective of sourcing private finance. Partners in this arrangements include, the NRA, the Garda authorities, the National Safety Council and the Environmental Protection Agency, Local Governments and private sector organizations, with each of the partner organization having a well defined role and responsibility covering various aspects of the project- the engineering, finance, environmental impact and construction work. A National Roads Project Management Guidelines and Codes of Practice for National Roads projects were adopted to ensure greater consistency in approach, promote efficient delivery of the programme and guarantees sustainability. The guidelines require extensive consultation at various stages of the project life, especially in the planning process, and obligation phases.

A number of schemes in the national roads improvement programme have been identified as PPP projects, to be carried out on the basis of design/ build/finance/operate arrangements, in which private sector participation receives long-term concessions of not less than 30 years. During this concession period, private sector partners will recoup their construction and operational costs from tolls and public subsidy, where necessary. To this effect three schemes were launched in 1999 on a pilot basis, these are the Waterford by-pass, including a major river crossing; the Limerick Southern Ring Road phase 2, and the construction of a second bridge at West-Link in Dublin. These three and other eight additional projects in the pipeline have a total estimated value of approximately pounds 1.2 m, of which it is expected to attract private sector investment of at least pound 700m.

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* For details on this partnership arrangement, please refer to National Roads Authority-Financing Road Investment. Website: http://www.nra.ie-full/brown
Globalization and its emphasis on access to information pushes Canada to look towards public-private collaboration to improve market information on opportunities and sources of alliance. Despite the lack of public-private partnership dominance on the Canadian scene, it has been used in various cases across Canada and SourceCan is just one such case. Canada has used SourceCan, an information portal, to address the international business development needs of Canadian businesses. Canadian business recognizing the need to increase their market reach and globalize their operations embarked on a project to improve market information on opportunities and sources of alliance. They have, through, SourceCan a good example of collaborative Partnership arrangements designed an innovative programme to make this information available to Canadian businesses. It is a partnership between Industry Canada, the Canadian Commercial Corporation, and HyperNet Inc. In addition to these partners, it received support from Industry sectors, Other Government Departments, the provinces and Canadian Industry. Through SourceCan, Canadian businesses are being provided with the necessary e-business support. This is achieved by integrating a single cross government electronic corporate registry and international tender feed system.

This single database of corporate information and capabilities is designed to ease access and provides a portal for promoting Canadian companies to the world. The main elements of these collaborative partnership arrangements include; cross government/partner single corporate registry (a one-stop information networking, partnering search by capabilities, value added services, increased capabilities database. This collaborative initiative has produced a number of results such as:

- SourceCan in partnership with Team Canada Inc has developed a Virtual Tradeshow, which allows companies to feature their products and services, participate in virtual trade events, exchange business information, learn about current trends in their industry, consult and network with each other and participate in other activities.

- SourceCan is the e-gateway for international trade as it provides a window on international business opportunities open to Canadians.

- Sets new standard for competitiveness in a fast-paced economy.

- Makes it easy for businesses to profit from new partnering and sales opportunities as it allows its network of clients to exploit new opportunities for expanding market for products and services. They have been useful in addressing the many challenges of private sector development, including helping to ramp up distribution networks, extend market outreach, expand financial resources and R&D capabilities especially with respect to technology and environmental management.

Egypt explores joint venture with Uganda through public private collaboration

In the case of Egypt, it uses PPP to explore business opportunities and establish joint ventures with Uganda business community by organizing a visit of Egyptian business delegation led by the Commercial Attaché at the Egyptian Embassy. The preliminary investigation and assessment of the business opportunities in Uganda were carried out by the Egyptian Embassy and provided the framework for evaluating business prospects and conditions for doing business in Uganda. The necessary contacts for

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8 For details on this partnership arrangement, please refer to SourceCan-Canada's Partnering and Business opportunities Network on Website: http://www.sourcecan.com

9 For details, please refer to the All Africa.com Homepage, September 7, 2001
the visit were established and meetings for consultation with counterparts on conditions for doing business in Uganda. The necessary contacts for the visit were established and meetings for consultation with counterparts in Uganda arranged by the Embassy.

The Hopewell Power (Philippines) Corp. (HPPC) led project is considered the largest build-own-operate-transfer project in the power generation sector\(^\text{10}\). The project involving public and private sector collaborators involving Hopewell and support of the government owned National Power Corp (NPC), which is responsible for planning and operating power generation and transmission facilities have championed the process including extensive consultation to gain social acceptance for the construction of the power plant. The process of acceptance and certification included environmental impact studies on which the

Government Department of Environment and natural Resources issued an environmental compliance certificate.

ii. Networking

Networks constitute part of the co-operative/collaborative process for linking partners and accessing each other's domain. By linking and accessing each other's domain, individuals, agencies and organizations are pooled together in an atmosphere of support to systematically solve existing and emerging problems that could not be solved by one group alone.

In this regard, Information and Communications Technology (ICT) provides tremendous opportunities for developing public-private partnership. ICT is a practical tool in the formulation of constructive responses to new global information technology challenges. It could also be very useful in facilitating networking and consultation between public and private sector. It provides avenues for building new relationships and co-ordination mechanisms between government and business community.

In summary, networking in physical or non-physical form including ICT brings synergy to the collaborative process and to leverage on the comparative strength of each partner. Building networks or alliances have been useful for tapping the competitive advantages, pooling of resources and for mobilizing capital including technology and management capacity. It has been used as a useful approach for facilitating dialogue and building common understanding including providing avenues for building information systems and linkages. Cyber-network is a fast growing form of relationship building, where collaborators are inked through ICT, hereby creating a base of support and clearinghouse for information.

iii. Institutional Co-ordination

Another approach is institutional co-ordination involving the establishment of facility/institutional mechanisms to support the development of partnership. The purpose of institutional co-ordination is to share resources to address common issues and for which a central body of people consisting of decision-makers is established to address an issue. This form of relationship can benefit from two types of support. On the government's side, its catalytic and enabling role including creating an enabling regulatory and policy environment. On the private side, it's direct financial and technical contribution.

In other regions of the world, a strong partnership for attracting investment has developed between the public and the private sectors. This partnership goes beyond the mere dialogue to include the creation

\(^{10}\) Please refer to “BBOT Project Raises Philippines’ Power Hope,” By Marcia R. Samson, ADB Technical Assistant (ADB Quarterly Review. May 1994)
of institutional mechanisms to ensure that the private sector participates fully in all aspects of economic and financial programmes. This appears to be the case in Asia and more recently in Africa.

Public-private partnership through institutional co-ordination holds promise for improving the enabling business environment and support services for private sector development. It is in this context, that institutional co-ordination as a partnership approach has assumed significant importance. In the current state of affairs in Africa, the relevance of institutional co-ordination is seen not only in terms of its usefulness to the creation of a business environment, but also as a mechanism for promoting private sector development.

For instance, once the ESCAP region recognized Science and Technology as an important variable alongside land, labor and capital for rapid socio-economic development, countries of the region embarked on an integrated programme to address the various aspects of the S&T issues using institutional co-ordination approach. Indonesia for example, took strategic actions to address S&T development including the creation of a National Technology Authority to assist in the formulation of policies, direction and co-ordination of Research and Development activities. As much as the responsibility for co-ordinating all S&T activities including the formulation of policies was given to the Minister of State for Research, the National Technology Authority involving public and private sector partners was created to better co-ordinate the national response to S&T development. The work of the National Technology Authority and its National Research Council (DRN) were institutional arrangement created to help implement the mandate. Collaborating institutions and agencies working within this institutional structure had the special responsibility to formulate a comprehensive plan of action including the scope of research activities to be implemented within a partnership framework involving public and private sector actors. In addition, the DRN was to co-ordinate, foster communication and co-operation across all engaged in the S&T development process and integrate activities among the various partner institutions to enable the development of a comprehensive and integrated S&T strategy. The institutional set-up covering the necessary administrative, execution and other aspects are depicted in the Chart that follows:

Chart: Institutions Involved in S&T

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Another example of institutional co-ordination is that used by Singapore to facilitate policymaking. Singapore created joint public-private sector councils charged with the initial tasks of promoting favorable FDI policies and strategies and a legal and institutional framework for private sector development. Once these tasks were accomplished, the councils were called upon to establish sector-specific strategies and to respond to more sensitive issues such as privatization and tariff reforms.

The Peoria, Illinois business community bridged the gap between discoveries made in government laboratories and the marketplace eager to receive these discoveries in commercial form through institutional-co-ordination. The goal of this institutional-co-ordination, which was to diversify the community's industrial base with heavy reliance on the manufacture of construction equipment, was primarily achieved through the marriage of government and academic research experiences with private industry's market know-how. The result of this union was the Biotechnology Research and Development Corp (BRDC) formed in 1988, charged with the primary task of discovering and funding technology that holds promise to make significant impact on the international marketplace. BRDC gives special attention to agriculture-based technologies and new market opportunities for renewable agricultural commodities, such as corn, wheat and soybeans.

Investment agencies in Africa have been instrumental in addressing the challenges of attracting Foreign Direct Investment (FDI). Mauritius is one of Africa's most dynamic example of a country, which has promoted institutional framework for public-private partnership on a number of fronts including the formulation, design and implementation of economic policy reforms and on trade and investment promotion. The government in collaboration with the private sector has put in place a number of institutional frameworks in support of private sector development. This framework includes public-private sector development and trade agencies, and research and training institutes. In recent years the government of Mauritius has embarked on a number of initiatives on institutions building aimed at enhancing competitiveness.

iv. Coalition building/Consultative process as partnership building strategy

Each of the above approaches and strategies sought to integrate views of the public and private sector. Each strategy mobilized key stakeholders into undertaking actions or show of commitment of an engaging nature. Thus the strategies of collective ownership allows for each to act within its individual interest as well as in concert with others. None of this will happen without consultation and dialogue.

Vital to the collaborative and institutional efforts is input from all partners through the use of various means of consultation. The Envision Utah Process of facilitating partnership is a best practice case on how consultation of various forms have contributed to shaping ideas and moving the partnership process. Envision Utah is a public-private coalition partners from public and private sector working together to help shape a common vision and strategy for quality growth and preservation of the economic viability of the community of Greater Wasatch. Critical to the partnership was the process of consultation to ensure substantial inputs in the form of ideas and opinions. These consultations take different forms, including:

- Meetings and series of open workshops help shape the partnership process.
- Creation of committees to provide technical and managerial guidance.

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12 Economic Commission for Africa. Private sector Development Programmes: Comparative case studies of selected countries in Asia and Latin America (Working Paper Series, August 1999)
13 USDA-ARS News Information. Website of ARS
• In-depth studies and broad survey to identify and assess different variables and determinants including values and expectations.

The ideas and opinions gathered through consultation contribute to the process and were critical to the successful implementation of a public-private partnership programme.

In summary, defining the nature and scope of the relationship is critical to the partnership building process. When entities with similar interest, mutual understanding join together to face common challenges and opportunities, the impact of their effort is potentially greater. In effect the approach and strategy defines and shapes the relationship and in turns assists in establishing the tasks, the roles and responsibilities. This matrix defines four approaches/strategies to partnership building including their purpose, structure and process.

### Defining Partnership Approaches and strategies

<table>
<thead>
<tr>
<th>Approach/Strategy</th>
<th>Purpose</th>
<th>Relationship</th>
<th>Process</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Collaboration/Cooperation/Alliance</strong></td>
<td>To accomplish common goal and address mutually reinforcing needs and opportunities. These are result oriented with expected outcomes-infrastructure built, an information communication portal created, etc.</td>
<td>Links are formal and guided by written agreement.</td>
<td>Engage in an activity such as a project/programme to address mutually reinforcing needs and opportunities.</td>
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<td></td>
<td></td>
<td>Shared decision making and mainly through consensus.</td>
<td>Leadership high with a project champion from the public or private sector driving the process.</td>
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<td></td>
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<td>Leveraging on the comparative strength of partners.</td>
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<td></td>
<td></td>
<td>Roles, and evaluation formalized.</td>
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<td></td>
<td></td>
<td>In most situations, span of life is defined.</td>
<td></td>
</tr>
<tr>
<td><strong>Networking/Dialogue</strong></td>
<td>To dialogue and generate common understanding on a problem or issue.</td>
<td>Loose/flexible link</td>
<td>Low key leadership and could rotate based on issue.</td>
</tr>
<tr>
<td></td>
<td>Clearing house for information</td>
<td>Roles loosely defined</td>
<td>Minimal decision making.</td>
</tr>
<tr>
<td></td>
<td>Create base for support and linkage building</td>
<td>Action is primarily link among members.</td>
<td>Informal communication.</td>
</tr>
<tr>
<td><strong>Institutional Coordination</strong></td>
<td>Share resource and time to address common issues</td>
<td>Central body of people representing various stakeholders and have decision making authority.</td>
<td>Autonomous leadership but with a focus on issue.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Roles defined</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Resources earmarked and joint budget</td>
<td></td>
</tr>
<tr>
<td><strong>Consultation/Coalition</strong></td>
<td>Share ideas and willing to pull resources from exiting systems.</td>
<td>All members involve in decision making.</td>
<td>Shared leadership.</td>
</tr>
<tr>
<td></td>
<td>Develop commitment to addressing an issue within a limited duration</td>
<td>Roles and time defined</td>
<td>Decision making formal with all members.</td>
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<td></td>
<td></td>
<td>Links formal with written agreement.</td>
<td>Communication is common and of high priority.</td>
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<tr>
<td></td>
<td></td>
<td>Group work within new resources and joint budget</td>
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The practices are drawn from diverse sectors/concerns and countries—from human resources development to market access, from Malaysia to Ghana—and they illustrate a variety of objectives—from human capital development to infrastructure development, access to information, and standard certification for quality control. The message from all of these cases is clear—public/private partnership is not the answer to all the private sector development problems, they are not easy to solve and would require persistence and concerted efforts. However, if public-private partnership can be made to work, it can offer a sense of common purpose and a compelling vision for a more efficient private sector. To capture the spirit of public-private partnership and to describe the partnership building process, cases illustrating how different needs have been addressed through partnership arrangements. It also illustrates how different stakeholders in the public and private domain have joined hands to tackle the macro and micro economic and private sector specific development challenges. The examples cover a wide range of stakeholders—industry, tourism, government ministries, and financial institutions working together at the national and subregional levels. Examples of partnership profiled covers areas to do with:

- Human resources development to address skills and manpower needs
- Access to financial resources
- Access to information
- Access to markets
- Standard certification for quality control and assurance
- Infrastructure development
- Technology development

Human resources development to address skills and manpower needs

All investments in education and health essential for human resources development are national in nature. Human resources or human capital refers to the number, skills, knowledge, attitudes and practices of the people of a nation in both the public and private sectors that are available for sustainable growth and development. Human capital development is then the process of educating, training and retraining the human resource of a country for national development. It follows that any public-private sector partnership in human capital development must be predicted on the programming of education and training institutions and establishments being in harmony with society and the market place and responding adequately and promptly to changing needs, trends, and demands of the consuming environment.

The public-private sector partnership can and does cater for the joint financing of education and training institutions and programmes and the exchange of trained personnel between the two sectors, depending on areas of sectoral competencies, to their reciprocal benefit. The thrust of investment has for some considerable time been more in physical rather than human capital; even though effective human capital is required as an essential ingredient in efficient physical capital utilization. Investment in human capital must be adequate, directed, purposeful and sustained to make any impact on the drive for accelerated economic growth and development as manifested in developed and newly emergent nations and not in the developing ones notably in Africa.
F.H. Harbison in his ‘human Resources as the wealth of Nations’, New York, Oxford University presses, 1973 asserts that: “Human Resources – not capital nor income nor material resources – constitute the ultimate basis for the wealth of nations. Capital and natural resources are passive factors of production; human beings are the active agents who accumulate capital, exploit natural resources, build social, economic and political organizations and carry forward national development. Clearly a country which is unable to develop the skills and knowledge of its people and to utilize them effectively in the national economy will be unable to develop anything else”.

In the new partnership human resources development and management will be a critical component for enhanced productivity. In both public and private sectors rewards and sanctions of employees will have to be linked more directly to performance for enhanced morale and motivation. Whilst investment in human resources has been a major source of growth in advanced economies the indifferent and haphazard attitude to human capital investment in developing countries has not been adequate to enhance the capacity of human beings to deploy their knowledge, skills and technological know-how to meet the challenges of accelerated development. Basic education is a necessary but not a sufficient condition for a properly trained, creative, innovative, skilful and developed workforce. The majority of technical training centres are owned by the private sector whilst the Government has tended to concentrate on management training, but both skills/technical and management training are essential.

Africa is the second largest continent after Asia with a population of 700 million with many of its countries ranking among the poorest in the world and many in Sub-Saharan Africa having GNPs of less than $500.00 per capita. It must place more reliance on the development of its human resources. In Malaysia the Administrative Modernization and Manpower Planning Unit in the Prime Minister’s Office is responsible for coordinating policies of the Government between institutions dealing with public-private partnership and collaboration. The efficiency of its human resources and their contribution to the country’s economic and industrial success is enviable and worthy of emulation. In Kenya private as well as public owned hotels charge a training levy of 15 per cent-17 per cent on all guest room rates and proceeds are paid into the public fund for the training of workers of the hotel and catering industry at all levels. Many African countries send their hotel staff and trainees to training institutions in Kenya established for the purpose. In Nigeria the private sector contributes 2 per cent of its profits to a higher education fund which gives access to educational and special training to the generality of the citizenry including those which might find their way to the private sector.

In Ghana the Ministry of education has entered into partnerships with local communities and civil society to launch rather ambitious school building programmes which has led to better school management and greater commitment to improvements. There has also been collaboration between the Ministry and private Publishers for the production and distribution of school textbooks for use in public, private and mixed ownership schools and tertiary institutions of learning, research and study.

Also in Ghana the Ministry of Agriculture has actively encouraged and entices Non-Governmental Organizations to provide expertise and inputs to farmers in the rural areas in order to supplement the Government’s own extension services.

The Structural Adjustment Programmes which many African countries were constrained to adopt in the mid eighties prescribed privatization of commercialisable assets and cost recovery of social services owned and provided by the public sector. In the education system in the Gambia whilst the primary level is universal, compulsory and free the secondary level is financed by a partnership of public and private sectors including non-profit making voluntary organizations and charities putting up the physical structures and the furnishings, teaching staff occupying standard positions being paid from the national treasury by means of block subventions, ancillary staff being paid from funds generated from school fees paid by pupils’ parents whilst external examination fees are shared on a 50/50 basis between the parents and the schools as a result of an arrangement prescribed by Government policy. Such an ownership and operating structure is interestingly more varied than the traditional paradigm of the State on the one hand and a private company or organization on the other and arises from the fact that education is expensive but essential and as a service does not yield immediately quantifiable financial returns.
In Singapore and Malaysia the Governments have used the usual networks of diplomatic/trade missions for both investment promotion and mobilizing bilateral funds for the building of specialized training institutions for investing countries. The establishment of the German, Japanese and American Schools of Management have contributed to the strengthening of existing bilateral relations and further confidence building in the investors from such countries knowing that their business practices are being taught to the locals.

This confidence has led to the opening up of more business opportunities for the host country at usually no cost to the Government since any local costs are picked up by vested interests within the private sector.

In Botswana as in a number of other developing countries especially in Africa the private sector assists the State by providing financial resources to recruit research and technology staff for Government institutions and improve their basis salaries and provide incentives to enable them to retain their services in the public domain, which they might be unable to achieve single handedly.

The public and private sectors must collaborate to implement human capital development programmes, and the costs/benefits of a highly trained and developed labour force will be shared by the two sectors in appropriate proportions and be mutually reinforcing towards the more elevated goal of national development and social upliftment. In support of this goal, countries are adopting policies and incentives promoting public/private partnership in human capital development areas of strategic importance. Examples of such areas include training systems (the development of training policies, systems and delivery of training services), skills development in critical areas such as technology, and vocational related. Public/private partnership for human capital development may be macro, meso and micro in scope corresponding to the policy, sectoral and enterprise levels.

**ACCESS TO FINANCIAL RESOURCES**

The private sector needs to collaborate with the State by paying their taxes to provide a vital and predominant source of revenue for public services to be rendered to the people. It is a measure of the structural imbalance in public financial resources allocation and utilization to observe that whilst the national debt in Africa is constituted by debts owed by the State used for largely unproductive consumption spending and on unprofitable grandiose projects and white elephants that in South-East Asia and Latin America is made up of private sector debt applied to create and successfully operate income and wealth generating enterprises. When a few years ago Brazil had a financial crisis requiring massive debt re-scheduling an impressive array of trans-national banks formed an eager consortium to bail it out by fresh infusions of loans. The financial markets responded in similar vein to the Southeast Asian financial crises of 1998 and effected a satisfactory resolution, through a combination of private intervention and public sympathy and support.

With the downsizing of the public sector, savings accruing from a smaller public service as well as revenues mobilized from a more amenable and responsive private sector could be applied to reward more satisfyingly, trim, more efficient public service ready and able to provide a wider range, better quality and greater depth of public goods and services.

Through an optimal mix between the two sectors there have been notable success stories such as the one in Canada where the celebrated 407 ETR highway project was executed by a partnership of public and private effort resulting in savings of twenty years in time and some $300 million in resources. In Zambia the private sector was allowed to import vehicles duty free in order to assist the enterprises to minimize their operating costs and maximize their revenues.

In the area of financial resources for housing development the Government of Lesotho, Botswana and many other countries the State has restricted itself to the provision of Site and Services infrastructural facilities whilst the private sector and commercial section of the public sector finance and construct complete houses (superstructures) for sale to members of the public willing and ready to buy them.
In Nigeria the financing and management of public roads and highways is achieved by the Government maintaining ownership of these assets but contracting out to the private sector the procedures and responsibility for toll collection, accounting and upkeep and maintenance.

In Ghana the Ministry of Roads and Transport introduced a scheme to guarantee loans to private bus operators/owners to buy or replace their fleet of vehicles leading to more and better vehicles on the roads and safer and improved transport services for the citizens and greater income and profits to the private entrepreneurs concerned. In the education sphere the Government of Ghana has established partnerships with private interests including civil society to provide finance, land and construction labor for the building of more schools and eventually producing a more sustainable ownership structure and better management of the resources. In the area of text books availability and distribution partnership with private publishers and business people has enhanced access to funding and a more satisfactory pricing structure, production quality and more timely and better distribution networks; the private sector has demonstrated a greater ability to devise more innovative methods and modalities of marketing and implementing repayment terms for liquidity strapped parents, wards and sponsors.

In Zambia the Government has promoted sound monetary and fiscal policies to manage the budget and reduce inflation. Such financial stability enables investors to make sound judgements on investment possibilities and opportunities. The budget surplus achieved in 1995 became a potential source of investable funds/savings for the private sector to borrow from whilst the public sector investment focused on human resources development, infrastructure improvement and public sector reform.

The existence of a strong and credible state system remains a crucial prerequisite for the successful strengthening and development of the private sector. The state is required to conduct macro-economic policy, promote competition and economic stability, skillfully regulate capital markets and banking systems, deepen financial intermediation and generally pursue inclusive financial and economic policies that inspire and animate the private sector. Only when a strong democratic government is able to set and enforce a necessary framework of rules for the market can the sovereign people hold private sector institutions accountable and make them responsive to the public interest. For example the emerging markets of South-East Asia or ‘tiger economies’ achieved their economic break-through or so-called ‘economic miracle’ by the uncompromising use of state interventions and selective subsidies designed to give international advantage to their enterprises. Both the European Union States and Japan have subsidized and protected their domestic industries and agricultural production when it has made economic sense to do so whilst lecturing Africa on the absolute benefits of market forces!

ACCESS TO INFORMATION

Both public and private sectors should produce clear mission statements based on mutually reinforcing values and beliefs. Information is a critical input for promoting efficient resource allocation and procurement. In developing countries it is the Government that is in a position to generate and avail such information for both producers and consumers alike in both public and private sectors who need it to enhance their efficiency and promote their satisfaction and welfare.

There is a need to introduce good management techniques, practices and formulae that have succeeded in the private sector in order to improve performance and service delivery. This could be effected through the dissemination of economic information and the results of scientific and technological research.

Public-private sector partnership implies a common understanding of shared goals, continuous dialogue, supportive policy and institutional framework and a basic inclination to share useful and relevant experiences on best practices to adopt and pitfalls to avoid. Such best practices must be duly identified, publicized and shared between and among the sectors.

Information in the form of brochures prepared in consultation with the intended beneficiaries/chents describing mission statements and objectives and reasonable standards of services as well which the
receiving public should expect is a substantive first step towards achieving efficiency, quality and satisfaction. These describe services and procedures for providing and utilizing them including time scales, costs and procedures for making complaints about unfair or unsatisfactory services.

Modalities such as the Canadian Exchange Programme between the public and private sectors could be initiated elsewhere to enhance a sense of partnership. In Ghana the search has been on since the 1990’s for the evolution of best management and good governance practices. The call has been persistently made not for simply downsizing the public services but making its service delivery more efficient, effective, responsive and supportive of private sector led development initiatives and generally more acceptable to its clients, customers and ultimately the citizens.

What is required in greater advocacy for shared roles in public private partnerships and due recognition of the comparative advantages and strengths of the public and private sectors.

There is the need to strengthen the institutional mechanisms of consultation and communication between the public and private sectors; trained and capable operators and managers within the public sector with the necessary capacity and ability should engage the private sector in meaningful dialogue on both day-to-day issues and strategic partnerships to be effected in a highly competitive global environment. At the end of November 2000 the Department of State (Ministry) for Trade, Industry and Employment of The Gambia, which has policy responsibility for the private sector, in collaboration with the Gambia Chamber of Commerce and Industry organized an “Economic Summit” to chart out modalities for public – private sector partnership interventions to enhance national economic development. The keynote address was given by the vice president deputizing for the President of the Republic. Both sectors found the exchange of information, thinking and ideas most beneficial and by popular insistence it has been agreed since July 2001 to institutionalize the event and make it an annual occasion.

In Zambia the establishment of a National Public/Private Consultative Platform in 1997 under the aegis of the Alliance for Africa’s Industrialization (AAI) formed in Abidjan, Cote D’Ivoire in October 1996 by UNIDO the OAU and ECA was a step in a similar direction. Under this initiative UNIDO provides preparatory assistance to African countries for the formation of platforms to serve as AAI focal points in each country. These will then serve as vital mechanisms at the national level for developing country specific programmes based on country priorities and comparative advantages, bearing in mind that national resource endowments and political and socio-economic conditions vary widely across the region.

**ACCESS TO MARKETS**

In order for markets to function effectively there must be a well-formulated and enforceable and active framework. To create an enabling environment countries must ensure the efficient functioning of domestic markets, facilitate access to these market and create conditions for the competitiveness of their firms especially the micro, small and medium scale enterprises, including those in the informal sector which characterize most of the countries in the region. The informal sector though often marginalized by the state contributes up to 20 per cent to the Gross Domestic Product of many African countries, provides employment opportunities and a ready income for many to alleviate their poverty and market for their products.

The public-private sector partnership has played a crucial role in private sector development and promoted competitiveness and efficiency margins and also industrialization in Asia and Latin America. It could by the same token play an equally vital and indeed urgent role in providing Africa’s rapid industrialization and economic growth and development. It is hardly surprising therefore that industrialization, protection of domestic infant industries against strong foreign based competition and import substitution constituted the decided objectives of African Governments in the drive towards rapid economic growth. The South East Asian tiger economies have taken decisive steps to achieve these environments even at the risk of annoying some single minded overseas competitors and trading partners.
Normally, market liberalization propagates free entry, which implies access to financial resources to establish business or else buy privatized businesses. In practice, lack of access to financial resources and skills necessary to manage such enterprises has meant foreign domination of these sectors. Foreign domination of the private sector in Africa and especially foreign private ownership create imperfect markets, perpetuate capital flight and disrupt the income distribution system and affect the social safety net.

In Thailand, electronic connectivity has facilitated the availability of up-to-date information regarding domestic regional and overseas markets and the dynamics of their daily operations. Markets cover stock exchanges, money, commodities, services, capital, equipment, skills, and even enterprises. The Thai and their sub-regional collaborations and fellow tigers have been pioneers in trade and export-net interconnectivity.

Another example is the Columbus Regional Partnership, dubbed by the Greater Columbus Chamber of Commerce as the true public-private partnership. It is an effort that combines public resources of the Mid-Ohio Development Exchange (MODE) and the private resources of the Greater Columbus Chamber of Commerce to implement a fully integrated marketing initiative to attract corporate relocation and expansion projects of the region. The partnership is designed to achieve a number of objectives including:

- Increasing the number of qualified prospects considering Greater Columbus as a business location.
- Creating a consistent image for the region including raising national awareness of Greater Columbus and providing a sophisticated system for prospect management.
- Providing marketing materials and other development resources for facilitating the decision making process of prospectors.

The partners have clearly defines roles in the development marketing effort. Greater Columbus Chamber is chairing the partnership, creating and implementing marketing strategies and materials, and manages leads through its sophisticated delivery system. MODE, the public partner is providing professional development programs and monthly exchanges for economic development professionals and co-ordinate efforts outside the seven-county region.

**INFRASTRUCTURE DEVELOPMENT**

Few governments have the resources to fully fund investments in infrastructure; making use of public-private partnership is one way of addressing the infrastructure gaps and need to make production more efficient and sustainable. This has been made possible, through improved management of public sector institutions and more importantly through development of public-private partnership. Investments in infrastructure have sharply increased through enhanced cost-recovery and by tapping the resources of private investors, financial institutions and capital markets. This emerging experience of private sector participation pointing to their potential contribution and that they can make a difference in infrastructure development. These potential includes their contribute to the efficiency of delivery of public services and in the mobilization of scarce resources. This has been made possible through improving governance and allowing private sector participation.

In Philippines and Thailand, urban local government agencies are encouraged to tap private equity investment, loans from the banking systems and bonds to finance their infrastructure investments.

The Maputo Corridor Project is the first infrastructure development programme of its size in sub-Saharan Africa. The Project has been initiated both by the private sector and the Governments of Mozambique and South Africa for an investment of US$4.4 billion. The project will link Africa's most

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14 Public/Private Partnership Key to Maputo Corridor Development, Locate Africa, Newsletter of AFRIPA Network (Volume I, NO.4 September/October 1997)
important manufacturing centre, Gauteng, containing half of the sub-Saharan Africa’s industrial capacity with its nearest export/import port in Maputo. This link will create in turn a wide range of development opportunities for both countries, which include the development of mining as well as energy resources along the corridor. This infrastructure project will require a huge investment, which will be developed along commercial lines through private capital. The main components of this project are:

- **Toll road connecting Witbank and Maputo**, established on a Build-Operate Transfer (BOT) contractual arrangement.

- **Port of Maputo**—With the upgrading of this Port, it will play a vital role in reducing transport-related export/import cost and ensure global competitiveness of products manufactured in the subregion and thereby contributing to sustainable economic development. The Government of Mozambique has already announced a restricted tender to sell of 51 per cent of the joint venture companies which will be responsible for the operation, rehabilitation, maintenance and development of the port of Maputo.

- **Railway lines to Maputo**—There are three railway lines to the port of Maputo with an impact on the Maputo Development Corridor namely the line from Swaziland, the Limpopo line from Zimbabwe and the Ressano Garcia line from South Africa. In principle, the four countries concerned would be required to enter into a joint venture with Mozambique’s CFM accounting for 33 per cent, the rail operators 16 per cent and the private sector 51 per cent. A joint venture company will rehabilitate, operate and maintain these railway lines.

- **Access facility between countries**—In order to facilitate easy access as well as the flow of goods and peoples between the two countries, a single border facility has been planned at Komatipoort/Ressano Garcia. It is envisaged that this facility will reduce cross-border bottlenecks by providing a one-stop border control procedure. The relevant ministries in South Africa and Mozambique have already met to discuss financing and other arrangements.

- **Infrastructure programme opportunities**—In order to attain the maximum benefits of the Corridor at provincial and local levels, a wide range of programmes have been initiated to develop opportunities for small and medium-sized enterprises in the tourism, manufacturing and agricultural sectors.

As an example of the expected economic benefits, the toll road is expected to provide a significant boost to Mozambique’s small tourism sector, which has yet to capitalize on its vast natural assets and the Kruger National Park. It attracts a million tourists every year.

The successful implementation of the project is expected to generate ripple effects on other sectors. A number of very large investments planned following the successful implementation of the key infrastructure components of the project. These include Alusaf’s $1bn Maputo-based aluminum plant; a new multi-billion dollar hydroelectric dam on the lower Zambezi River; a R3bn fertilizer plant (in Maputo). Gencor is planning to develop heavy mineral sand deposits on the lower Mozambican coastline; Sappi’s has a proposed forest project south of Maputo. There is also a US-funded ecotourism project on the coast of Maputo; and proposals to link SA’s Kruger National Park with a huge transnational park in Mozambique.

The project will also trigger the development of other major infrastructure projects in the region, including the construction of new hotels and a new international airport. Plans for the first airport are underway and private sector participation will soon be invited on a Build Operate and Transfer basis.

Approximately, two thirds of the total cost of the first major project namely the toll road will be financed locally. Financial institutions will provide funds to contractors who will reimburse the debt from
the cash flow arising from the toll receipts. In so doing, neither the consortium group nor the government is exposed to the risk of projected revenue falling below expectations.

A final element of the Corridor development programme calls for the upgrading of the telecommunications system, through the development of a digital microwave system, to increase trunk carrying capacity between SA and Mozambique. Additional plans to establish a cellular network are also under consideration.

In addition to generating ripple effects, the project serves as a model for subregional and regional cooperation. The Southern Africa Development Community (SADC), which has also shown considerable interest in the project is convinced that it might provide a model for the development of other transport corridors in the African region. It seems that Maputo is only one of seven transport corridors in the SADC subregion, to be linked to a port for export/import. Others, such as the Beira and Malawi/Nacala corridors, may attract interest in the near future.

The next step in the near future in collaboration with SADC is to formulate a coherent strategy to develop these regional corridors. Mozambique and SA are willing to share the experience gained in the Maputo Corridor with the SADC.

Future extensions of the Corridor include the link between Botswana, through Rustenburg as well as Walvis through the planned Trans-Kalahari highway. Southern Zimbabwe also stands to benefit, from a connection on the Tzaneen/Northern Province subcorridor route. An improved transport system between Maputo and Beira, along the Mozambican coastline, should also stimulate other development activities.

According to the South Africa Department of Transport, “The way will be opened for the initial phases of the project especially the rail, road and port upgrades to lay the foundation for an integrated regional infrastructure network crucial to the realization of the opportunities for economic growth and development in the area.”

ENERGY DEVELOPMENT AND MANAGEMENT

As countries look for ways to boost their regional and international competitiveness they are looking more at ways for implementing sustainable energy solutions in their industrial and production sector. Thailand, India and Egypt are among the countries of Asia and the Middle East who view energy efficiency as an essential business tool to remain competitive in the regional and global economy while improving the local and global environment. These countries are leading the way in promoting high energy performance industrial production as an essential element of not only sustaining but for improving regional and international competitiveness. They are taking strategic actions to address existing barriers typical limiting the realization of energy efficient industrial sector. These barriers typical of an emerging market like Thailand, India and Egypt include:

- lack of co-ordination between relevant institutions.
- limited awareness on the prospects and benefits of efficient energy development and management.
- Poor maintenance practice.
- lack of energy financing plan and mechanism.
- lack of efficiency standards and
- inefficient energy supply and pricing.

Key development in this area is the adoption of a comprehensive approach and close collaboration with various stakeholders, private sector in particular, to facilitate an energy efficient production emphasis. The comprehensive approach aims to bring energy efficiency from the margin to the mainstream of industrial development are now focusing on developing the role of the private sector, supporting the capacity building needs, providing market support and financial guarantees for energy.
projects. In addition to these, some Asian countries have systematically targeted foreign direct investment at energy development and management. Thailand, for example, provides incentives in the form of financial subsidies for energy efficiency industrial projects.

In the case of Egypt, reform towards market driven policies, which places significant hope on the private sector as the engine of growth offers a strong justification for promoting energy efficiency industry to support market demands. Efficient development and management of energy resources has been the topic of concern among policy makers who are intent on addressing Egypt’s high level of pollution and future energy balance. In this context, Egypt’s National Energy Efficiency Strategy, has a three thronged focus, one, is to help its economic development, two is to meet its climate change goals and three, to address its regional and international competitiveness through the promotion of energy efficient industrial sector. The Strategy takes into account the need for a favorable environment for facilitating public/private partnership, particularly with the objective of strengthening private participation, policy direction, institutional co-ordination, the resource constraints. It is precisely the need to address this combination of factors that drives the process of partnership reflected in the box below.

**Egypt: National Energy Efficiency Strategy strong on public/private partnership**

The Strategy is based on a vision to create an enabling framework that allows a wide adoption of energy efficiency in Egypt. In line with this vision, the strategy focuses on:

- Policy reforms and markets transformation initiatives with the hope of increasing demand and capacity.
- Developing partnerships between public and private sector entities to mobilize government support while bringing private sector creativity and competition to the process including tapping its research and development capabilities for promoting alternate and renewable energy sources.
- Building institutional co-ordination by the creation of Energy efficiency Council, a national consortium of public and private organizations associated with the generation of transportation, and use of Egypt’s energy resources. It includes 12 public and private sector organizations representing seven Ministries and two private sector organizations. The Council aims to oversee the development of a national energy efficiency programme.
- Creating an energy efficiency market awareness including awareness of the economic and environmental benefits attributable to energy efficiency.
- Promoting long term financing schemes and other creative business ventures involving local and joint venture banks, leasing companies and funds management.


**TECHNOLOGY PROMOTION AND DEVELOPMENT**

The introduction of technology based on a strong Research and Development (R&D) programme is crucial for the development of Africa’s industrial sector, improving its productivity and for enhancing global competitiveness. Most African countries have tended to rely on Foreign Direct Investments (FDIs) as a channel for addressing technological change including R&D. The objective of FDI was both resource mobilization and technological innovation driven. But with the poor performance of FDI in many African countries, the realization of the innovation driven objective has not been realized and thus the need to look at other options for promoting R&D as a critical vehicle for introducing technology.

In the African scene, Mauritius seems to be an exemplary case of a public/private sector co-ordinated and institutional support system geared towards technological development needs of SMEs. The Small and
Medium Industry Development Organization (SMIDO) launched in Mauritius has a strong technical support component. It will be financed under a public/private sector cost sharing arrangement with enterprises assuming 50 per cent of the cost to promote technology transfer and productivity enhancement.\textsuperscript{16}

America has led the way in public/private partnership in this area. To begin with, important federal legislation passed in the mid 1980s, especially the Federal Technology Transfer Act of 1986 helped pave the way for government researchers and private enterprises to work together. This legislation allowed government agencies such as the Agriculture Research Service to establish co-operative research and development agreements (CRADAs). In the framework of this arrangement, industry co-operators signing on as partners under a formal CRDA are given the first opportunity at a license to market the resulting technology. This opportunity makes co-operation with government researchers much more appealing to industry. Prior to this legislation, the following were the situation:

- Companies were not especially interested in signing on as partners with government researchers as the ultimate fruits of the research were readily available to anyone who cared to market them, without ensuring the marketing rights of companies that have contributed their time, money and expertise into the joint project.

- There was disconnect between government research never entered into the market place, resulting in the information and findings from government research not being fully utilized by the private industry to the fullest extent.

- The time and cost of research make it unattractive for private sector to solely undertake research, whereas their government counterparts have the responsibility for developing solutions to problems through fundamental research.

The lure of marketing rights as allowed for by the Technology Transfer Act, encouraged public-private partnership. The provision of this legislation, allowing public research facilities to establish co-operative R&D agreements has resulted in the emergence of new technologies from government-industry partnership. The new system ensures joint ownership and opportunity to leverage on the comparative advantage of the collaborators. The government research entity conducts the long-term and high-risk research, while the industry contributes expertise on how to commercialize and market the research. It’s an arrangement that augurs well for a mutually beneficial outcome. According to Bill Dowd, Dow’s research and development Director, “this new relationship between private and public sectors is very critical to the continued success of American business.”\textsuperscript{17}

The Biotechnology Research and Development Corp (BRDC) mentioned inter-alia, was borne in 1988 to facilitate these collaborations provided for in the 1986 federal legislation. Industry participation has been crucial to the success of BRDC: each company represented on BRDC’s board of directors paid an annual membership fee to help finance the corporation. A complementary one-time grant from the Illinois Department of Agriculture and an annual federal grant have been the main source of finance. The management and administration of the funds and activities of BRDC is a joint responsibility and undertaken within a scientific advisory board composed of representatives of member companies. NCAUR members drawn from government and academic laboratories. The result from this public-private collaboration has been phenomenal including a dramatic increase in patents applications and patents issued and number of license and options agreements for technologies entered into.

\textsuperscript{16} Secondary Source: ECA publication: “Emerging Issues in Private Sector Development: enhancing the competitiveness of Small and Medium Enterprises in Africa”. (ECA/DMD/PSD/TP/01/02. 4 October 2001.)

\textsuperscript{17} Source: Adapted from the ARS News & Information website on the publication: “Public-private Partnership Boosts Public Benefits” published in the March 1998 issue of Agricultural Research magazine.
STANDARD CERTIFICATION FOR QUALITY CONTROL AND ASSURANCE

The setting and monitoring of standards and quality assurance in respect of goods and services are some of the core functions which the state should in its essence retain to itself though within the public-private sector partnership arrangement. In this arrangement, the private sector may be required to be technically and technologically involved in the process and even to fund the acquisition in whole or in part of basic equipment needed for quality compliance and assurance procedures. The two sectors should share roles and responsibilities in this respect especially in the light of changing roles of the public sector in the delivery of goods and services especially the latter.

One example of public-private partnership in this area is the California case. The California Environmental Certification programme for example, works aggressively with businesses to facilitate marketing of new prevention and cleanup technology.
Chapter Five

MAJOR LESSONS, CONCLUSIONS AND RECOMMENDATIONS

The potential benefits of partnership in spurring competition, enhancing productivity, and creating an enabling environment hold significant promise for private sector development. An important task in this process is to stimulate and facilitate partnership building by building on the experiences both within and outside Africa. The review has been useful in many respects. First, it has provided better insights on the importance of partnership as a viable mechanism for co-ordinating national response to many development challenges including that of private sector promotion. Partnership allows for collaboration among interest groups including drawing on expertise within State and non-state actors to advance research, knowledge, policy and services. Second, it encourages new ideas and reaffirms a country’s commitment to finding ways to solving major development problems.

The major lessons, conclusions and recommendations from the various experiences are the following:

Six important lessons from public-private partnership cases

1. When two or more entities with the same objectives and vision come together, this partnership can offer a variety of benefits. The benefits of PPP include opportunities to:
   - leverage its resources and reduce costs for efficiently;
   - create new capabilities to help improve productivity;
   - influence technology and increase infrastructure development thus contributing to business operational environment and cost reduction; and
   - improve private sector competitiveness posture.

2. From the above-mentioned benefits, what is critical is making it work. The success of public-private partnership should be a measure of the impact in terms of the change that it brings to the situation. These could be attributed to a clear strategy consisting of:
   - A clear definition of problem and the purpose of the partnership with a leadership that is ready to champion the course.
   - A challenging processes to create and sustain the partnership and serves many purposes. The process should serve as a catalyst and provide forum to raise important issues and attract potential partners. The process should establish a clear governance structure to define roles and responsibilities so as to minimize conflicts. Most importantly, the process should contribute to build the capacity of the partners to work together.
   - Legislative and policy framework establishing conditions for public-private collaboration. (Example, the legislative and policy changes by the American Government through the introduction of the Technology Transfer Commercialization Act and the Federal Technology Transfer Act of 1986 reduced the barriers that formally inhibited government/private collaboration.)
   - Institutional/systems development. (Example, in Indonesia, the government created the National Technology Authority composed of public and private sector actors to foster cooperation in the development of a comprehensive and integrated S&T programme.)
• Resource development in which operational resources including skills, time, and money are realigned to focus on a common goal.

3. Using Information Communication Technology to support public-private partnerships

Information Communication Technology has created new opportunities for organizations to communicate, network, and collaborate. ICT has been used as a practical tool in the formulation of constructive responses to new global information challenges, such as the case of SourceCan Canada. Current multi-media facilities have also made sharing of information and experiences much easier, timely, and more cost effective.

4. Private sector development must pay close attention to: "Technological innovation-Business Development Nexus."

Other regions, including The Americas, Asia, and Latin America have placed particular emphasis on research and technological innovation as the most important variable in their private sector development strategy. This is an important lesson for Africa. The Budapest Business Declaration, which was adopted by the International Chamber of Commerce at its 33rd World Congress, acknowledged the crucial importance of research and innovation. It considered it the live wire of private sector and encouraged developing countries to seize the moment and take advantage of the tremendous opportunities offered in the communication and information technology to close the gap in research and innovation. The Declaration also refers to the role of public debate involving all stakeholders, this in effect implies broadening the debate through public-private dialogue. The Budapest Declaration states:

"Business believes strongly that the freedom to research and innovation is one of the main engines of wealth and job creation. The technological advances have been the driving force in the history of human progress.

Major advances in communications and information technologies are creating valuable tools for enhancing the capacity of developing countries and economies in transition to integrate them into the global economy and share in the benefits of globalization. At the same time, new technologies in agriculture and life sciences are holding out the promise of dramatic improvements in human nutrition—especially in developing countries with rapid population growth—and in health care.

For these reasons, business is becoming seriously concerned by what we perceive to be a growing public fear of, and even hostility to, a number of today’s leading-edge technologies and their impact on people’s economic and social lives.

Business recognizes the need for an informed dialogue to ensure that genuine public concerns are addressed. We urge governments to play their role in ensuring a balanced public debate, and particularly to underline the importance of risk assessment based on sound scientific inquiry. We also believe that it is vital for governments to cooperate closely in developing a common approach to health and safety standards and regulatory requirements in order to accelerate the global diffusion of new technologies."

Culled from the ICC 33rd World Congress Report
Of the 33rd ICC World Conference, Budapest, 3-5 May 200
5. The East Asian experiences with the use of partnership between public and private sector to promote industrialization holds promise for many African countries.

These partnership arrangements were formalized through various mechanisms including institutional co-ordination and policy dialogue. In each case partnership was targeted at specific areas such as human capital development, investment promotion, promotion of science and technology and infrastructure development, in which close co-operation and collaboration were seen as necessary vehicle for facilitating progress. East Asian countries such as Japan, Korea, Malaysia and Thailand have used informal and formal channels for fostering partnership. The main objectives of these links were to assist in the design, implementation and co-ordination of policy measures was well as to nurture trust, to develop relationship and to leverage on the comparative strength of each other.

A full scale East Asian type public/private partnership may not be readily replicated in the African region. But some countries such as Mauritius are moving in this direction by taking modest steps to deepen partnership with private sector in the development of infrastructure. They are moving towards this direction by passing a legislation that would allow private sector participation in the development of infrastructure under a Build-operate-transfer or Build-own-operate scheme.

6. Most recent development trends suggest that African countries are looking more to partnership.

The ongoing discussions and programmes recognize that partnership can contribute to the acceleration of economic development and growth as well as in meeting the challenges of globalization and trade liberalization. The most important message to emerge from the Durban, South Africa, June 11, 2001 World Economic Forum’s Southern African Summit was that “Africa needs to pool resources and capacities to ensure that it secured fair terms in the next round of international trade talks” - a call pointing to the need for partnership16. The cornerstone of the New Partnership for Africa’s Development (NEPAD) recently adopted by African governments is its emphasis on partnership at all levels- the local, subregional, regional and international and involving major stakeholders including the private sector. In this respect, NEPAD made a strong case for global partnership to ensure shared self-interest in number of areas: - for widening sphere of markets, new frontiers of scientific endeavors, ecological system, etc. Capacity to deliver on the new Initiative will require partnerships with developed countries and the multilateral institutions to bring sustainable recovery and improvements in the standard of living. NEPAD recognized the importance of pluralism- the creation of participatory political institutions in a variety of forms as essential ingredients in promoting transparency and accountability and signaled the move towards a more inclusive and participatory approach to development. NEPAD also recognized the need to make the private sector more productive, efficient and sustainable and therefore the need to adopt measures to achieve this objective, which includes measures to promote partnership.

First, countries are improving governance through greater participation, accountability and transparency. Second, they are enhancing efficiency of public services through improved management of public sector institutions and development of public-private partnerships as the case of water management in Cote D’Ivoire. Thirdly, they are increasing investments in infrastructure by tapping the resources of private investors and other financial houses. The emerging experience of countries in Africa is that the private sector can contribute to the efficiency of economic development as well as to the mobilization of scarce resources.

Three major conclusions

1. Enabling business environment is about partnership between the public and private sector. It requires sharing risks between those best placed to do so-public and private sector. That such a partnership demands good governance with participation as one of its hallmark. Sound policies and capable institutions must drive it on both sides. The enabling environment also implies that each public and private

is willing to make the necessary changes for the partnership to be successful. Without public-private partnership creating an enabling business environment and support services will remain an illusion. Such a participatory process of change involving stakeholders is one way to secure a sustainable private sector development path.

2. **Participation in privatization is gaining recognition as a public-private partnership building process.** The importance of Public-Private Partnership as a modality of privatization is rising in Least Developed Countries because of limited capacities of both the public sector and the indigenous private sector. There is a need for the symbiosis of the two sectors for noticeable progress to be recorded. The Gambia’s Divestiture Agency was established and formally launched in May 2001 with policies and a programme in place and its Board of Directors is chaired by the private sector and includes professional associations (The Gambia Association of Accountants) and the Chamber of Commerce and Industry as members. The investment Promotion and Free Zones Agency operates as a semi-autonomous agency under the overall guidance of the Ministry of trade and is the recognized ‘one stop shop’ for all investment activities.

The private sector and Governments are destined to be at first strange but now more familiar, natural and national bedfellows and partners in development. Public/Private Partnership is “a strategy through which the comparative advantages of different sectors involved in the delivery of a service are harnessed and weaknesses of each sector are minimized” (United Nations Centre for Human settlements, HABITAT – Public – Private Partnerships in Enabling Shelter Strategies, Nairobi, 1993). In a vital sector like housing delivery with linkages with almost all other sectors in the economy of any state the partnership is at work in both the supply of land for housing and also the financing of houses. In the Gambia “Operation House the Nation” has been launched by a private enterprise Taf Holdings Company Limited which acquired land from the Government and the local District Authority and develops houses from both its own investible resources and loan funds guaranteed by the Government provided by the continental housing company Shelter Afrique based in Nairobi, Kenya. The houses are then sold to the public who can be financed from institutional loans, savings from accumulated pension and provident funds accrued under a Government legislated scheme, or from other personal and family resources. The Social Security and Housing Finance Corporation created by statute is responsible for site and services projects and housing loans administration whilst the Government has introduced legislation to facilitate the enforcement of mortgages and land transfers strengthening the hand of lenders and mortgagors (Mortgages Act 1992; Sheriffs Act 1992 and Civil Processes Act 1992).

3. **The ACP-EU Cotonou Agreement encourages public-private partnership**

The Cotonou Agreement signed in 2000 as a successor to the Lome’ Convention provides resources to the ACP countries through the Centre for the Development of Enterprises which is funded by the European Development Fund under the umbrella of the EU/ACP Instrument for private sector development combining public and private efforts at national level. The new agreement was specifically remodelled to open up interventions to private sector organizations, civil society, NGO’s etc for effective partnership in the promotion of economic development. A separate Private Sector Foundation is to be formed shortly, but urgently.

Finally, two recommendations:

1. **African competitiveness will increasingly hinge on the ability to respond to the most important challenge of the business environment: the emergence of global knowledge economy and the opportunities it offers to spread more widely the benefits of globalization.** The global knowledge economy is bringing about a fundamental change in the business landscape. Information and communication are now considered important elements in addition to land, capital and industry as factors of production and is bringing about a redefinition of wealth. For African countries to survive this new wave of knowledge based economy, they will have to place special attention to capacity-building, particularly as regards human resources development, physical infrastructure and institutional reform to help make the link between national economies and the

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global knowledge economy. Advances in communications and information technologies offer huge potential for improving economic efficiency through electronic commercial transactions, as well as creating the wider basis for a global knowledge economy. SourceCan Canada project illustrates not only the value of ICT to business expansion, but also the usefulness of partnership between public and private sector to the process.

2. **Government/business partnership should also be pursued at the global level.** The complex nature of global economy and its numerous interlinked problems requires concerted efforts involving governments and the private sector. National governments and their private counterparts have to jointly engage world business in a policy dialogue to mobilize business voices for global reach and impact.
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