


A background image showing two people, a woman on the left and a man on the right, looking at a document together. The woman is wearing a light-colored bucket hat, glasses, and a dark jacket. The man is wearing a grey long-sleeved shirt with a logo that says 'ALIANZ F.C.'. The image is overlaid with a semi-transparent red and blue gradient. On the left side, there are several white and blue geometric shapes, including a large white 'P' and a blue 'Q'.

Learning about the why?  
the what? and the how?



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Disclaimer: The findings, interpretations and conclusions expressed in this document are entirely those of the author. They do not necessarily represent the view of the STDF or any of its partner agencies or donors.

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## ACRONYMS

AU	African Union
CABI	Centre for Agriculture and Bioscience International
COLEAD	Comité de Liaison Entrepreneuriat-Agriculture-Développement
GAP	Good Agricultural Practices
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FMD	Foot and mouth disease
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
ICT	Information and communication technologies
IDB	Inter-American Development Bank
IFC	International Finance Corporation
IPPC	International Plant Protection Convention
ISF	International Seed Federation
ISPM	International Standard for Phytosanitary Measures
KII	Key Informant Interview
MoU	Memorandum of Understanding
MSME	Micro, Small and Medium Enterprises
NGO	Non-governmental Organization
NPPO	National Plant Protection Organization
PPP	Public-private partnership
SPS	Sanitary and Phytosanitary
SSAFE	Food Safety Across the Supply Chain
STDF	Standards and Trade Development Facility
TAHA	Tanzania Horticulture Association
TPHPA	Tanzania Plant Health and Pesticides Authority
UK	United Kingdom
UN	United Nations
UNIDO	United Nations Industrial Development Organization
US FDA	United States Food and Drug Administration
vTPA	Voluntary third-party assurance
WB	World Bank
WOAH	World Organisation for Animal Health
WTO	World Trade Organization

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## EXECUTIVE SUMMARY

This paper compiles practical experiences and learning about public private partnerships (PPPs) aimed at improving food safety, animal and/or plant health for safe trade facilitation. It draws on the knowledge and insights of STDF partners and other stakeholders who have extensive, hands-on experience with PPPs in Africa, Asia and the Pacific, and Latin America and the Caribbean. These lessons offer valuable guidance that can help to create, develop and successfully run PPPs that strengthen sanitary and phytosanitary (SPS) systems and facilitate safe trade. This paper is complemented by a series of PPP case stories on the [STDF website](#).

The first section explores the "why" of PPPs – why establish one in the first place? It looks at what PPPs achieve for the participants involved and the wider industry and economy within which they sit. It sets out a three-part categorization for PPPs, reflecting the different tasks which need to be addressed to enable increased and sustainable SPS capacity in developing countries. A PPP is a tool, not an end in itself. When PPPs are done effectively, they are able to achieve things which would not have been possible for those involved if they had acted alone.

The second section explores the key success factors needed to make PPPs operate effectively and remain fit-for-purpose. A good deal of work has been done to examine PPPs in practice, as is evidenced by the range of existing case studies (by the STDF and others), which draw similar conclusions on what makes a PPP work well. Key success factors include a clear division of roles, solid financing, strong leadership and good governance.

Yet despite knowledge on the key success factors for PPPs, having all the right ingredients in place does not necessarily guarantee a successful partnership. The third section therefore explores the "magic dust" of human factors which allow a PPP to grow and thrive over time. In this regard, PPPs are similar to the concept of industrial or commercial clusters often advocated by development actors as a means of economic development.<sup>1</sup> The challenge is that the chemistry between the partners in a PPP has to work: "social distance can be an impediment to collaboration".<sup>2</sup> It is clear that no matter what practical rationale there might be for a PPP, it is the people in it and their mindsets which makes it work.

*"Many agencies from the World Bank to FAO spend a lot of time trying to drive the creation of PPPs, but in reality, their emergence and success is organic."*

KII

The experiences and lessons presented and analysed here are drawn from key informant interviews (conducted under the Chatham House Rule) and STDF PPP case stories. It is likely that a large number of PPPs (especially ones that are more informal, time-limited or less successful) do not get written up, making it more difficult to understand and report their lessons. That said, the interviews conducted have thrown up some hidden examples, as well as some PPPs which were not so successful, and these also provide very valuable lessons.

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<sup>1</sup> Delgado, M, M E Porter & S Stern. 'Clusters, Convergence, and Economic Performance' *NBER Working Paper No. 18250* National Bureau of Economic Research, Cambridge MA. July 2012

<sup>2</sup> Letaifa SB & Y Rabeau. 'Too close to collaborate? How geographic proximity could impede entrepreneurship and innovation.' In *Journal of Business Research*. 2013.

## INTRODUCTION

For several years, the STDF has focused on the role of public-private partnerships as a valuable tool to support improved SPS systems for safe trade facilitation in developing countries and emerging economies. STDF projects encourage PPP approaches to strengthen SPS capacities and facilitate trade. They have shown that when governments and the private sector work together – from reforming policies to planning and delivering different components of SPS systems – there are more likely to achieve stronger and more sustainable results.

The STDF's knowledge work identifies and promotes good practices to improve SPS outcomes. This includes learning about PPP approaches that support safe trade facilitation through the STDF [PPP Practitioner Group](#), which identifies and shares good practice, as well as case stories and outreach events to spotlight and share examples of public-private collaboration.

This document was developed with the Practitioner Group to analyse and share learning and good practices on PPPs for safe trade facilitation, as part of the STDF's knowledge work. It distils the key learning from existing knowledge and case stories on PPPs – particularly ones engaging national governments and private sector partners – into lessons and approaches that can be used more widely to support improved SPS outcomes.

While several of the PPP cases analysed here were driven and led by national public and private sector actors in developing countries, some were supported by development partners and donors including CABI, FAO or GIZ. Others have been supported by private sector entities – like COLEAD<sup>3</sup>, SSAFE<sup>4</sup> or the International Seed Federation (ISF)<sup>5</sup> – that bring together and represent the interests of large and/or small companies involved in agri-food production, supply chains and trade globally.

The Guide is targeted at public and private stakeholders in developing countries with an interest in SPS capacity and safe trade facilitation. It offers practical guidance and insights to promote and develop PPPs, and enable them to thrive even more effectively. It is hoped that those using it find it valuable.

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<sup>3</sup> [COLEAD](#) is a private sector (not-for-profit) organization that supports activities that aim to increase the agricultural sector's contribution to achieving the Sustainable Development Goals. It a network of companies, professional organisations and experts committed to inclusive and sustainable agriculture.

<sup>4</sup> [SSAFE](#) (Food Safety Across the Supply Chain) is a global non-profit membership organization bringing together some of the world's leading food companies, as well as representatives from NGOs and academia, to strengthen food safety and improve human, plant and animal health and wellbeing.

<sup>5</sup> [ISF](#) is a non-governmental, non-profit organization that is widely regarded as the voice of the global seed industry. It has represented its members' interests since 1924.

## STDF founding partners and international-standard-setting bodies: Guidance on PPPs

**FAO's [Strategy for Private Sector Engagement](#)** recognizes the value of PPPs to boost capacity and know-how in agriculture, and engages with private sector stakeholders that have a shared interest in the production and trade of safe food to bring about transformative change and innovation, as well as measurable sustainable impact and benefits. FAO works with diverse private partners, from farmers and farmers organizations to producer organizations and cooperatives, micro, small and medium sized enterprises (MSMEs), large national and multi-national companies, financial institutions, industry and trade associations, foundations, etc. For instance, FAO has collaborated with Mars Inc. since 2015. In 2024, FAO and Mars Inc. expanded this cooperation to include the development of guidance for increased uptake of the Codex standards and codes of practices by the private sector.

**WOAH** recognises the added value that PPP approaches can have for the public sector (in fulfilling its missions more efficiently) and private sector (by creating the conditions for better, more sustainable business). [WOAH's PPP Handbook](#) provides guidance and a structured approach to developing PPPs for service delivery in the veterinary domain. It includes an overview of diverse PPPs in the veterinary domain, as well as a charter that sets out the principles for PPPs. Principle 2 emphasizes that public partners must ensure that the services delivered fall within their statutory or political mandate and align with the intent of that mandate. WOAHA also provides comprehensive guidelines to engage the private sector in delivering veterinary services through PPPs. These standards are found primarily in the WOAHA Terrestrial Animal Health Code and PPP Handbook. Article 3.2.6 "Quality of Veterinary Services" of the Terrestrial Animal Health Code provides information on the authority and capability of competent authorities to develop or engage in PPPs to deliver animal health, animal welfare or veterinary public health outcomes. It highlights the importance of legal authority, formal agreements and documented procedures for such collaboration (cross-referencing Chapter 3.4 on Veterinary Legislation).

The **Codex Alimentarius Commission** collaborates with international NGOs and others to facilitate the establishment or implementation of Codex standards. While Codex standards are developed to be implemented by governments (the principal recipients of Codex standards), they often also address the role and responsibilities of the private sector and food business operators in managing food safety risks. The private sector can also adopt Codex standards as part of their efforts to meet the specific demands of their trading partners. While Codex does not provide overarching guidance to engage the private sector in implementing Codex standards or components of the national food control system, Codex has developed Guidelines for the assessment and use of voluntary third-party assurance programmes (CXG 93-2021) to assist competent authorities within their national boundaries in the effective assessment and transparent use of reliable voluntary third party assurance (vTPA) programmes to reduce food supply chain risks, confirm food safety outcomes and achieve national food control systems objectives.

The **International Plant Protection Convention (IPPC)** promotes joint actions, cooperation and leadership in the area of plant protection. In 2012, the IPPC's strategic framework clarified that "private stakeholders should be more involved and accept responsibility for phytosanitary issues. Both the government and the industry should have strong incentives for adopting risk-limiting behaviour." The IPPC enables National Plant Protection Organizations (NPPOs) to authorize other entities – including the private sector – to undertake phytosanitary actions, except for issuing phytosanitary certificates. Several of the IPPC's International Standards for Phytosanitary Measures (ISPMs) include reference to NPPO's authorization of entities (including the private sector) to perform phytosanitary activities, such as surveillance, pest diagnosis and treatment. For example, ISPM 45 sets out the requirements for NPPOs if they decide to authorize entities to perform specific phytosanitary actions on their behalf. Guidance on authorization is available in several IPPC guides, and some regional standards also focus on authorization.

**The World Bank Group** provides support to low and middle income countries to develop PPPs through several different [tools and mechanisms](#), including IFC financing mechanisms for PPP projects.



## PART 1: WHY USE PPPs?

PPPs are powerful because they leverage the different but complementary capabilities and attributes of the public and private sectors. These institutions are different, and those different capabilities, when used in tandem can be extremely powerful. PPPs matter because by working together both public and private actors are able to achieve outcomes and results that they would be unable to achieve alone. As in the natural world, a strong ecosystem relies on a range of entities which work together: PPP arrangements can achieve something similar. Ultimately, PPPs are a tool, not an end in their own right. They offer another approach to deliver services effectively and efficiently and support to smallholder farmers, governments, exporters and a range of value chain actors.

At this point, it is important to define the term "private sector", since in principle it covers everything from small informal businesses through to large multinationals, and their representative bodies. In the context of PPPs in the SPS space, case studies demonstrate that "private sector" can indeed include everything from large agricultural, veterinary and other businesses at one end, to smallholder farmers at the other. It is also clear that international, regional and national industry associations representing the interests of diverse companies and private sector stakeholders are particularly important. They encourage cooperation and dialogue across different types of companies or value chains, facilitate engagement with government authorities and provide greater reach than working only with one company.

Similarly, the term "public sector" can also encompass a wide range of actors, including national governments and their agencies, regional and local government, and multilateral organizations such as the UN or the African Union. As with the private sector, the case studies analysed demonstrate that PPPs can and do involve diverse types and scales of public sector actors.

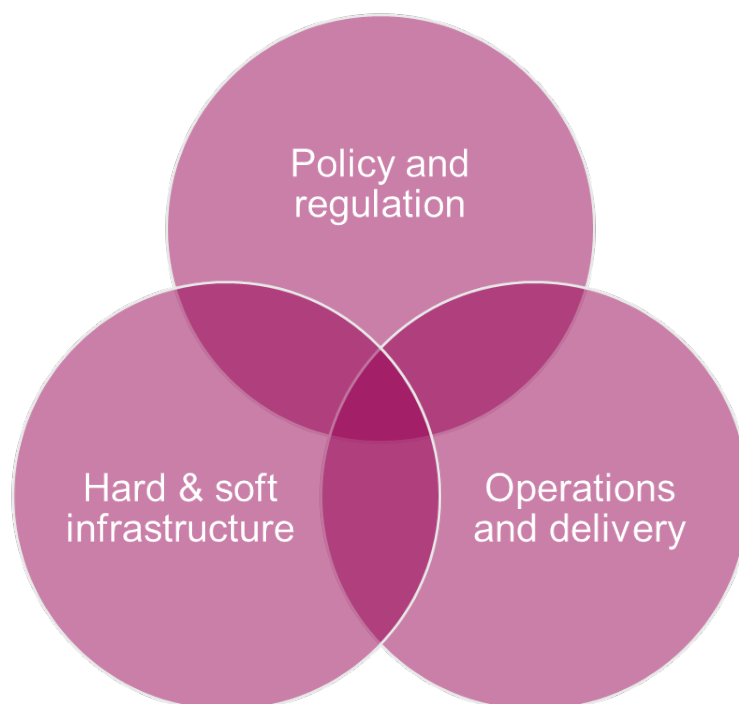
### Categorizing PPPs

This document proposes a simple categorization of three main types of PPPs based on their function and what they are intended to achieve (Figure 1). This relates to STDF's programme goal of increased and sustained SPS capacity of the public and private sector in developing countries.

These categories draw on previous categorizations of PPPs, including those in the [WOAH PPP Handbook](#) and the [STDF/IDB PPP publication](#) (2012). No categorization can be perfect and will always be subject to discussion. However, in defining categories, it was considered helpful to look at what a PPP is set up to achieve related to various aspects of SPS capacity that need to be in place for food safety, animal and plant health capacity for trade. The categories are shown as overlapping circles because whilst the tasks are all separate, they need to be joined-up and coordinated if they are to be effective. Similarly, some PPPs may have elements that fall across more than one category.

This paper compiles and analyses experiences and lessons of PPPs to deliver and/or strengthen SPS outcomes according to these categories. These PPPs range in size from partnerships such as the [Arab Task Force on Food Safety](#), which span 18 countries, through to what might be pragmatic arrangements on a much smaller, local scale.

**Figure 1: Categories of PPPs**



## **Policy and regulation**

Countries need to have effective SPS policy and regulations in place to export effectively, as well as the institutions and systems to develop, enact and monitor legislation. Stakeholder engagement is [good regulatory practice](#) to ensure that SPS regulations serve the public interest and are informed by the legitimate needs of those affected by regulations, including the private sector and MSMEs.

PPP arrangements focused on the practical realities of supply chains can be vital in enabling and strengthening stakeholder engagement. Collaborative structures can ensure that the private sector voice is listened to in the creation of regulation so that it is realistic and implementable. Moreover, these collaborative arrangements also allow a country to evolve its agriculture sector over time, to respond to changing demands and realities. They allow a sector to move as one with both the public and private sectors engaged.

An example of this sort of PPP is the [National Horticulture Taskforce in Kenya](#). This was established to ensure that the horticulture sector was able to develop the necessary SPS and other capacities to be able to access the EU and other international markets. At a regional level, the [Arab Taskforce](#) on Food Safety catalysed harmonization of food safety standards across 18 countries, building on participation from both public and private sectors.

*"The more I talk to people from the private sector, the more I understand how the regulations I draft need to be structured to be as effectively as possible."*

KII

## **Hard and soft infrastructure**

Better regulation and coordination at the upper levels of an agriculture sector also need to be matched by the development of a solid infrastructure throughout the value chain. This can include both hard

infrastructure – laboratories, facilities for SPS border controls, web-based platforms and so on – and soft infrastructure, standing institutions, training frameworks and other stakeholder networks.

Examples of hard infrastructure – set up and managed through PPP approaches – include diagnostic laboratories in Chile and Uganda, and SPS check-points in Mexico, as well as infrastructure for cold storage and food processing. In [Nicaragua](#), for example, a web platform was established to facilitate better management of diseases in the coffee sector. Similarly, in [India](#), GrapeNet is a traceability platform to address risk of residue violations in the table grape sector.

Examples of soft infrastructure include institutions like the Meat Board of Namibia, set up initially to respond to a disease outbreak in 2015, but which remains in place as a basis for future emergency response. The infrastructure for training provision is also key. An example of this is the [Cinnamon Training Academy in Sri Lanka](#), which delivers hands-on training to small operators. Soft infrastructure can also provide a joined-up means of addressing systematic issues such as disease control.

## Operations and delivery

Infrastructure and institutions provide the structural basis for effective SPS implementation. However, if these are to work effectively, there is a need for operational tools for delivery on a day-to-day basis. This may encompass a number of different approaches. In some cases, public and private sector actors have established not-for-profit companies that are jointly financed by government and industry. They are generally highly developed and sophisticated PPPs, based on legally binding agreements, responsible for the planning and delivery of a range of SPS functions. An example of this is [Animal Health Ireland](#), established in 2008 as a partnership between livestock producers, processors, animal health advisors and government.

Other partnerships (sometimes without a legal basis) also bring together private and public sector stakeholders with an interest in increasing capacity to address issues affecting a particular value or supply chain, to expand production and increase exports. For instance, PPPs that develop and roll out Codes for Good Agricultural Practices and user-focused mechanisms to implement SPS measures at the local level, such as PPPs facilitated by COLEAD to strengthen mango production and trade from West Africa, and PPPs facilitated by CABI to improve the quality and safety of peppercorn exports from [Southeast Asia](#).

In other cases, private sector actors are enabled by government authorities to deliver public goods, such as some veterinary or plant health services, which have previously been provided by government agencies themselves. The partnership in [Tanzania](#) between the Ministry of Agriculture, the Tanzania Plant Health and Pesticides Authority (TPHPA), Tanzania Horticulture Association (TAHA) and GreenCert Limited is an example.

## PART 2: WHAT MAKES PPPs WORK?

### Key factors for success: learning from the case studies

This section builds on the STDF's collection of case studies, as well as additional case studies reviewed for this publication and interviews with key informants (see Annex 1). From this research, there appear to be a number of key factors which need to be addressed if a PPP is to be effective and durable.

#### Context

##### Enabling environment

PPPs are not something which national legal structures always facilitate or even permit. By definition, PPPs can cut across the usual ordering of "who does what" and therefore it is important to ensure that appropriate legislation, and the frameworks for implementing that, are in place. A number of organizations have pointed to the need for specific laws guiding PPPs which sit outside the regular business laws. In its [document](#) discussing the applicability of PPPs to aquaculture, the African Union calls on member states to enact PPP laws which it recommends should cover the following issues:

- Define clear and transparent mechanisms for financing PPPs.
- Deal with setting up efficient risk management strategies in all PPPs.
- Have adequate participatory processes to address stakeholder issues and concerns.
- Incorporate cross-cutting issues such as gender, youth, environment, climate change, HIV/AIDS, equal opportunities etc.
- Incorporate transparency and accountability and due diligence in the design of partnerships.
- Cater for regional / trans-boundary resource management issues.

However, it is not just having the laws in place at a statute level, they also need to work in the real world. Speaking about Africa, one interviewee observed that, whilst many countries on the continent had PPP laws in place, few had in place the procedures and implementation processes to actually enable those laws to work effectively. This interviewee recommended to focus not just on the internal aspects of what makes PPPs work, but also on macro issues of context and an enabling environment.

*"It is all very well to build capacity to do PPPs, but if the regulatory environment is not in place, then it won't work."*

KII

The PPP in [Colombia](#) to eradicate FMD has operated since 1997; it is clear from this example that having clear enabling structures in place has been a key means for success, effectively by making clear who bears responsibility for what. In particular, establishing a National FMD Commission, and inter-institutional working groups, helped address challenges, such as differences in approaches between public and private institutions in achieving objectives, and a lack of clarity in roles and responsibilities.

#### Structure

##### Clear rationale and aims

There is sometimes a sense in conversations about PPPs that some see them as an end in themselves, rather than simply a tool and means to an end. Development institutions frequently promote PPPs as an approach; however, it is clear from all the interviews undertaken, that it is an approach which works best if applied to a clear issue where change is needed, and where that change can only be achieved by the private and public sectors collaborating.

The [GrapeNet example](#) in India is a good illustration of this. In 2003, the Indian grape sector was asked by buyers in Europe to increase substantially its supplies because of the failure of the crop in another supplier country. The increase meant that some grapes were supplied which did not meet the EU's pesticide residues regulations, and an article was published in the International Herald Tribune strongly

criticising the Indian grape sector. As a result, exports to Europe from India fell from 3,000 tonnes to zero. In this context, a PPP emerged to address the situation. Indian government officials wanted to revive an important export crop, and farmers and export firms needed to rebuild their business. The PPP has been a notable success, since now grape exports to Europe amount to some 250,000 tonnes.

## Governance

Clearly, strong, stable and transparent governance is a key success factor for PPPs. So too are clear responsibilities assigned to key individuals. The assessment of the brucellosis PPP in [Paraguay](#) found that the cooperation agreement set out at the start of the partnership stipulated the relationship between the parties, and the activities required of each partner. However, clearly these dynamics have to be monitored over time to avoid possible overlap or confusion of roles. There is also a need for greater specialization of the personnel involved and subsequent training.

Ensuring good governance is not always straightforward, especially when different partners play different roles. In the case of the [UK's PPP](#) to address avian influenza, a key challenge identified was to maintain the public sector independence and responsibility for negotiating of approval of compartments and export certification, whilst working in partnership to achieve the high biosecurity standards needed. In this case, joint governance and commitment was essential, whilst separation, and thus potential friction, was necessarily maintained at technical implementation level.

Good governance also needs to include very clear definition of the roles of each participant in the PPP. [Sri Lanka's Cinnamon Training Academy](#) found that clearly defined roles and transparency helped to build trust between public and private sector stakeholders, which was essential to the success and sustainability of the partnership. The same finding was a key lesson from the [Djibouti quarantine control PPP](#), which found that clarity on roles and responsibilities was critical to set up and operationalize this partnership. The same conclusion was reached by the review of the emergency animal health fund in Namibia, which found that strong governance (based on a Memorandum of Understanding, MoU) defining the role of each partner is important.

## Leadership

Leadership is seen as central to the success and longevity of a PPP. As a number of interviewees pointed out, it can be relatively straightforward to launch initiatives of this type as donor agencies can inject cash and provide people to make sure that the basic functions of the PPP work. However, at some point, if it is to succeed, a PPP needs to move on from this effectively artificial support, and function alone. Having the right leaders, who are able to bring others along, is key to this.

*"We need to be better at understanding the agenda and needs of the business sector as it actually is on the ground... We cannot just assume that we know, we have to actually talk to them and understand what their priorities are."*

KII

The challenge identified by a number of interviewees is how to make PPPs sustainable over time.

*"It takes quite special individuals, who are trusted by all those involved, to take things forward. The leader needs to keep the PPP Group, the stakeholders, together and keep them motivated."*

KII

PPPs are often initiated and supported by external actors, including UN agencies and donors. As neutral, third-parties, they often have an advantage in bringing stakeholders together. Yet, there normally comes a point when external support normally has to be removed.

*"Donors need to get better at managing the change management component. We need to be better at understanding the agenda and needs of the business sector as it actually is on the ground. This is a key success factor for PPPs. We cannot just assume that we know, we have to actually talk to them and understand what their priorities are. What often happens is that donors have decided that they want to spend money and focus on a particular thing. But that thing might not be particularly important to local businesses, and other things may be a priority for them. Unless a PPP focuses on delivering things that are priorities for local business, rather than priorities for us in the donor sector, it will not work effectively."*

KII

For PPPs to emerge in the first place, what is needed is a cadre of leaders in both the public and private sector that understand the potential of PPP arrangements as a tool to get things done. In the case of public sector actors, this is more likely to be the case, given the prevalence of case studies and guidance documents available to governmental people. However, this is much less the case in the private sector. It is noteworthy that all the documents made available for this study, and most of the people interviewed were from the public sector. The term "Public-private partnership" is a public sector terminology, not (generally) a corporate one. This is hard to change, as this would require companies proactively promoting individuals who are aware of the benefits of PPPs and see these arrangements as part of the day to day way they operate their business.

### Stable funding

Clearly a stable and predictable funding structure is important to the success of PPPs. In the case of [LibanPack](#) for example, they found that "funding and support from development partners was important for the establishment of a financially sustainable partnership, including coming up with a successful business plan based on market demand."

However, the funding issue can often be complicated, and the different processes for allocation of budget can differ between public and private sector actors. [GreenCert](#) in Tanzania, for example, found that "setting common priorities based on scarce resources sometimes takes time."

There is clearly a challenge in developing a funding base over time, especially when a project has been initiated by donor funding. There is a need over time to develop commercially-viable income streams. This point is highlighted by the review of the [Cinnamon Training Academy in Sri Lanka](#). This identified the need for the partnership to "develop new income-generating revenue streams for longer-term sustainability. Reliance on fee-based training is challenging, particularly when other institutions (e.g. Department of Export Agriculture) offer similar training free-of-charge."

An additional obstacle can be the timeliness of payments. The [WOAH review](#) of Sidai in Kenya found that "one of the key challenges is that payment from the public sector to private sector contractor can be delayed, placing strain on cashflow."

### Appropriate use of technology

Clearly the use of new technologies can facilitate developments and activities which in the past would not have been possible. The [Colombian partnership](#) to eradicate FMD found that "Using mobile phones and I-Pads to record vaccination data collected in the field and integrating these records in the information system facilitates follow-up needed to improve surveillance." Similarly, the [South African fruit fly PPP](#) found that "new technologies, such as field apps, increase farmers' access to information, enabling them to more effectively determine the state of their traps and monitor pests".

However, it is not always a silver bullet. The example from [Nicaragua](#) of developing a web platform and mobile application to improve surveillance of plant pests is a case in point. On the one hand, the use of ICT led to improvements in data quality and reporting, reduced operational costs for the national plant protection body, and improved the management of plant pests. On the other hand, the project faced challenges in encouraging farmers to use the new technology, and their capacity and capability to do so.

## People

### Trust

Creating a working PPP can often take time, especially where there is a need to build trust with key stakeholders. This is particularly the case when working with groups of smallholder farmers.

*"You need to move forward in a step-by-step way and talk to people as often as possible in order to get buy-in."*

KII

The [WOAH assessment](#) of the PPP in India scaling up farmer access to vaccines and products found that it took "an immense amount of effort and resources to ensure that continuous work is happening with the community and the unorganized farmers, to show them the importance of this activity and to ensure sustainability." What is also clear from this example, however, is that when small-scale farmers see the benefits of change, they will come on-board: "once the smallholder farmers see and feel the results in terms of nutritional uptake and thereby a monetary rise in earnings, the volumes of business will sustain the system."

The need to build trust over time was also stressed by several KIIs. Yet, there can also be a challenge in getting agreement on a common goal where the motivations of the parties differ.

*"You need to get past the point where people are inclined to judge other people's motivations. What is important is that you can agree on a common goal, even if your reasons for wanting it differ. The goal can be shared, even if the motivations and interests are different."*

KII

### Co-creation

A number of KIIs stressed the importance of the PPP being co-created by those involved, rather than being something decided on by a small group, which others are then encouraged to join. One interviewee said, for example, that he undertook between 50 and 60 meetings to get the PPP up and running. This was to ensure that all those who needed to be part of the PPP felt their interests reflected in the eventual structure and focus. Private companies sometimes complain that, too often donors approached them with an idea for a partnership which was already very highly-developed, and for which they were looking for corporate partners to plug in. As one interviewee pointed out, even if the proposed partnership is reasonably close to a commercial aim, that is still not close enough.

Given that typically PPPs are driven, at least initially by governmental and international development actors, rather than by companies, those seeking to create such structures need to ensure that they have a good understanding of what companies are doing, and their priorities. Lessons from the [Arab Task Force on Food Safety](#) highlighted the importance of engaging with the private sector from the beginning, including in planning and designing processes, and recognized the contribution of recognized private sector organizations contributed to the partnership's success.

It was suggested in one interview that donors might consider placing members of their staff within the operations of willing companies in order to scout for such opportunities. There are obviously potential

challenges to making this happen, but it may be interesting to pilot with a willing donor, and recipient company. The eventual goal, however, would be that donors and companies can co-create approaches which embed from the very start the two goals of corporate aims and developmental ends. As one interviewee pointed out, that is how business development works between companies and it needs to be a methodology to public-private approaches too.

### Inclusivity

It is clearly important to understand the impediments that might prevent some actors from becoming involved in a PPP. The [GrapeNet project](#) for example made use of GlobalGAP group certification, which enabled smallholder farmers (unable to afford their own certification) to produce and export grapes in compliance with safety and quality standards.



## PART 3: WHAT IS THE MAGIC DUST?

What has become clear from all the interviews undertaken for this study that the factors for success set out in the previous chapter, whilst true, only really happen because of deeper processes which provide the human and institutional backdrop from where successful PPPs emerge. This chapter looks at these deeper factors.

### Appreciating and understanding differences

PPP's bring together organizations, and the individuals who work in them, who may not meet in the normal course of events, and who can often have very different motivations for the job they do. Central to the success of PPP's is that those involved appreciate and understand the differences between them. It is clear from interviews that the attitudes of both private sector and public sector executives is crucial. It is also important for those involved in PPP's to be aware that all participants, particularly, in the private sector (farmers or others) have different competencies.

*"Different groups may comprehend the PPP or programme differently, but all need to be treated with a sense of respect and compassion."*

KII

#### Attitude of public officials

The attitude of government officials is crucial to the success of PPP's, and was identified in a number of interviews as a reason why a PPP might fail or take a long time to develop. Some highlighted a common attitude among many officials that creating and disseminating regulation was their job and responsibility, not to be shared with anyone else or with other organizations. In some cases, it was suggested, this happens because those officials fear that if they engage others in legislative processes they will, over time, be doing themselves out of a job.

One interviewee reported that in many countries where they operated, driving PPP's was becoming easier because government officials realise that they are not able, on their own, to develop regulation which will enable access to international markets such as the EU. This is because they do not have a full understanding of the steps in the operational business process which will need to be addressed if exports from that country are to meet the detail which is required by the risk control dossier.

It is therefore, in this interviewee's experience, also easier to persuade companies to engage with the PPP process. Historically, companies exporting to Europe were able to rely on private standards such as GlobalGAP. However, as domestic regulations in exporting countries are becoming more robust, companies now also have to comply with those regulations. Presenting a PPP approach as a means to ensure that these regulations are appropriate and manageable within commercial operating environments makes it much easier to get companies' engagement.

Developing understanding in this way can also enable access to funding. One example given was of the need for export documentation. Often relevant ministries are understaffed, and the processing of that documentation can be delayed as a result. This causes frustration to the exporting firm. By suggesting that exporters pay a fee for the certification, the revenues generated can be used to increase staffing levels in the relevant ministries and agencies to ensure documentation can be provided in a timely manner.

Those seeking to demonstrate the potential benefit of PPP's to government officials therefore need to be aware of the sensitivity of those who perceive a risk to their job, status and position if they open up too much to the private sector.

#### Understanding the business perspective and constraints

However, it is also the case that the motivations, attitudes and even constraints on private sector partners in potential PPP's are properly understood as well. Those in development agencies or

government ministries need to have an appreciation of the realities of business management and the pressures faced by those working inside companies, including the following.

- **The centrality of the commercial objective:** Company executives are in their role to deliver different aspects of their company's commercial strategy. Whilst there are increasingly prepared to look for more innovative ways of delivering that strategy, partnership arrangements will only be successful if they demonstrably deliver participating companies' objectives.
- **The strength of internal process:** Most companies have very well-established internal processes and structures. These cannot easily be circumvented. Any partnership process needs therefore to work with these existing structures, not establish parallel ones.
- **Companies are not all the same:** Even companies in the same sector may have very different interests. Partnerships need therefore to differentiate between these different corporate objectives, rather than assume all of them are the same.

In seeking to engage the private sector in PPPs, it is important therefore for government actors to consider what participating companies will need to gain from engaging in such a structure.

### Finding common ground

The central paradox of PPPs is that what makes them potentially so powerful and effective can also be what prevents or stalls their development in the first place. These structures are valuable precisely because they bring together different, complementary skills sets to address issues which can only be effectively addressed through joint action. Yet, the fact that human beings and the organizations involved do view the world differently, and have different motivations and organizational structures, can be an obstacle to finding effective ways to collaborate.

One interviewee, who had worked within PPP structures in roles in both the private and the public sector commented that he felt companies were more prepared to take risks than public sector institutions, and that this could sometimes hamper the development of a PPP because public sector partners were scared of failure.

*"Companies have the chance to 'try – fail – try – succeed', whereas state institutions are more rigid. It also means that public institutions are sometimes too slow to act and are seen as unwieldy by companies who want action now."*

KII

The issue of social return was raised by a number of interviewees. Most if not all state institutions are meant to pay attention to the welfare of the wider society. This is not something which has historically always been part of the calculations that companies make in their decision-making. Their focus, this interviewee said, is on profit. That said, several KIIs observed that there are more companies, especially operating in emerging markets, which do realise that their own success is derived at least to some degree, from the health of the society and country in which they operate.

Are companies and the public sector looking for the same things in partnerships between one another, and do they bring complementary skills to the table? From the interviews and reviews of PPP case studies undertaken for this study, it is possible to compile a typology of attitudes and motivations for those engaged in PPPs.

One interviewee, for example, spoke of their first experience of a PPP which involved collaboration on illustrations used in publications aimed at farmers. This led to further cooperation including increased dissemination and uptake of publications by the company as teaching tools for their farmers, which helped to increase sales because farmers had a much clearer idea on strategies for dealing with certain pests. For its part, the college was able to see its research being used in the real world.

## A typology of attitudes and motivations for engagement in PPPs

Private sector	Public sector
<b>Aims</b>	
<p>Companies are looking for ways to solve commercial and operational challenges. Most companies look only at established ways of doing things. A growing group of companies, however, are prepared to look to the development agenda for novel ways of doing things</p>	<p>Government and public authorities are seeking solutions to developmental problems. They are seeking to create countries which are stable, equitable and durable. They seek growth patterns which benefit the poor as well as the existing elites.</p>
<b>Capabilities</b>	
<p>The business sector is focussed on finding solutions and has access to networks of other businesses</p>	<p>Government bodies can influence public policy. They can influence the higher-level business environment and other structural factors</p>
<b>Timeframes</b>	
<p>Companies need to demonstrate internally that engagement with public agencies is commercially relevant. However, the potential to influence how a country develops supports companies' need to take a long-term view of the countries where they operate.</p>	<p>Domestic political realities mean that governments are often under pressure to demonstrate successes over a three to five year programme cycle.</p>
<b>Definition of success</b>	
<p>A profitable stable business that implements its core strategy, and is able to take advantage of other opportunities along the way. A stable, prosperous host society is a key element in achieving this</p>	<p>A stable, prosperous host country where governance is observed, and the benefits of growth and development accrue to the many not the few. A job- and income-creating private sector is a key element in achieving this.</p>
<b>Style and approach</b>	
<p>Corporate executives are time-poor and need to achieve multiple goals.</p>	<p>Collaborative and inclusive.</p>

## Fostering human relationships and interactions

For all the analysis of what makes PPPs work, in the end what matters is to develop and nurture human relationships. Several KIIs made the point that documents such as this one can describe the success factors needed to make PPPs work – clear goals, a budget, co-creation, and the other factors listed in the previous chapter. However, what is much harder to reflect is the much messier human relationships and politics, which needs to be managed if a PPP is actually going to work. The general view is that we know what the technical factors are which make PPPs operate, but this is not enough.

*"A PPP needs trust if it is to succeed, and we need to be better at understanding what that trust looks like and how it can be developed and maintained over time. Successful PPPs do not work just on the basis of a set of technical factors: we need to understand what is the 'magic dust' that brings those technical factors to life."*

KII

The trouble, especially for a document such as this, which seeks to provide a step-by-step guide to PPPs, is that getting the human dynamics right is a complicated, inexact and messy process.

*"I've worked on about 16 PPPs in various sectors, but in almost all cases the process is the same. It is a struggle to get people to initial meetings, but eventually they come. But those meetings are often difficult and characterized by disagreements, with everyone talking at cross-purposes. However, eventually a focus starts to emerge about some key issues which all share, and where it is agreed that action is needed. This process also means that individuals start to understand better the challenges that others have. This starts a process of building mutual respect and realising that there is a basis for people from different organisations, and hence those organizations, to work together."*

KII

*"Quite often, a PPP would oblige people to work together who have perhaps butted heads in the past. Perhaps someone from a private company has been constantly frustrated by a lack of delivery by a ministry or agency. However, as people work together in a PPP, there is the opportunity to understand better the pressure on others. In this example, the company representative may learn that his/her government counterpart is not being slow but faces challenges of resource or a complicated approval process to be able to deliver."*

KII

The issue of repeated interactions between individuals was raised consistently in interviews. Whether it is through training courses, formal or informal meetings, social gatherings or whatever, getting people to meet each other regularly is key to the process of trust and confidence-building. It makes it easier for people to feel comfortable sharing with people they might in the past have seen as "the other".

*"A successful partnership is based on people getting to the point where they are able to say of their counterpart: I am like you and you are like me, and the problem we have is one that we can better solve together."*

KII

## What's needed to build trust and relationships in PPPs

Relationship and trust-building is clearly the magic ingredient for making PPPs work and, since this is about human relationships there is no simple technical fix to make this work. However, the case studies and interviews identified a number of tools which can help to build that trust.

### *Regular meetings*

There is a need to ensure regular meetings to build familiarity and openness. "I hold quarterly meetings with relevant people from the private sector so that I know and understand what their agenda is," said one PPP coordinator.

The quarantine control PPP in [Djibouti](#) found the same thing, that "ongoing efforts are required to build trust, ensure buy-in and commitment to the PPP's objectives and facilitate smooth ongoing cooperation among public and private stakeholders". The [Arab Task Force on Food Safety](#) stressed the importance both of regular meetings, and strong modes of communication: "Setting up and ensuring open channels for communication and participatory decision-making helped address challenges that emerged (such as different priorities or political instability)."

As a review of the [ISIKHNAS PPP](#) in Indonesia made clear, "communication and trust between farmers and the Government are essential and need to be continuous. A robust program and good leadership play a key role in building this trust with farmers."

### *Meet face to face*

Interviewees emphasized the value of face-to-face meetings. Emails and virtual meetings leave too much scope for misunderstanding. They can work well-enough for groups of people who already know each other, but in forming relationships, face-to-face encounters are the most effective way to proceed.

### *Language*

It is important not to underestimate the role that language can play. Even if someone is fairly confident in another language, they will still be at a disadvantage to a native speaker, including to understand phrases that may be very culturally specific. Those who feel nervous about their language skills may, as a result, not contribute to meetings, and may not fully follow the conversations.

### *Resourcing*

Individuals from some entities may not attend, not because they are not interested, but because they lack the resource to be there. This might be because their office is short-staffed, or because the budget is not there to enable them to go. It is always important, therefore, that organizers explore the reasons why some individuals and/ or organizations do not attend. In many cases, the problem can be rectified, for example by ensuring that a travel budget is available to those that need it.

### *Demonstrating early wins*

The importance was also stressed of ensuring quick wins in the development of a PPP. If people are able to see things happening, even if only at a small scale, it builds confidence that the partnership is going somewhere, and people therefore feel more able to buy-into it. It also means they have successes they can report to their colleagues and superiors, which again makes continued engagement easier to maintain.

*"You have to take even a small win as a step in the right direction as they show what is possible."*

KII

## Getting the right people

Also important is to identify who the right people are to have in the room. On the one hand, we need individuals who are open to the process and willingness to work with others to find a solution. At the same time, you also need the people who are the decision-makers, who can actually make things happen within their organization.

### *The importance of a neutral party*

A neutral third party can be instrumental in getting a PPP past the early stages in which there may be tensions between the parties to the collaboration. People may be inclined to judge others, and a third party (like a referee in football) can help the collaboration pass this point.

External moderators, especially in the early days of a PPP can be very helpful to help find the middle ground between different points of view. This may be someone from the host country who is engaged, or someone who has been involved in a similar set-up elsewhere. This is especially relevant if that person comes from a similar country. This is where South-South collaboration can be very valuable, as it is easier to learn transferable lessons from another developing country than from a developed one.

*"I have seen some people in government institutions who do not want PPPs to work because they fear losing control, or perhaps even their job, fearing that the private sector can do their job better than they can. What these people miss is that the private sector cannot do that job – regulation – because that sits in the competency of government."*

KII

The work done to develop vaccines for COVID-19 was an excellent demonstration of a PPP. The way these vaccines were developed required governments and the private sector to develop new ways of working which, whilst respecting safety and norms, were capable of moving much more quickly. We have to find ways of making this can-do spirit work even when there is not an immediate urgency like COVID.

*"When we really need you, we are at the same table, but if I don't need you, then I go back to the previous status quo. How do we keep the willingness to collaborate going?"*

KII

The [Arab Task Force on Food Safety](#) highlighted that given the number of different stakeholders involved and the political complexities across the region, UNIDO's role as a trusted international partner with a strong regional and country presence was valuable to promote engagement and build the trust needed for this partnership to flourish.

### *Leveraging a value chain approach*

It may be that the challenge a company faces in developing its business is not the result of a directly-proximate issue, but because of an issue further along the value chain. Being able to demonstrate the link back along that value chain makes it easier to demonstrate to all involved in that chain that they all have an interest in sorting the issue out.

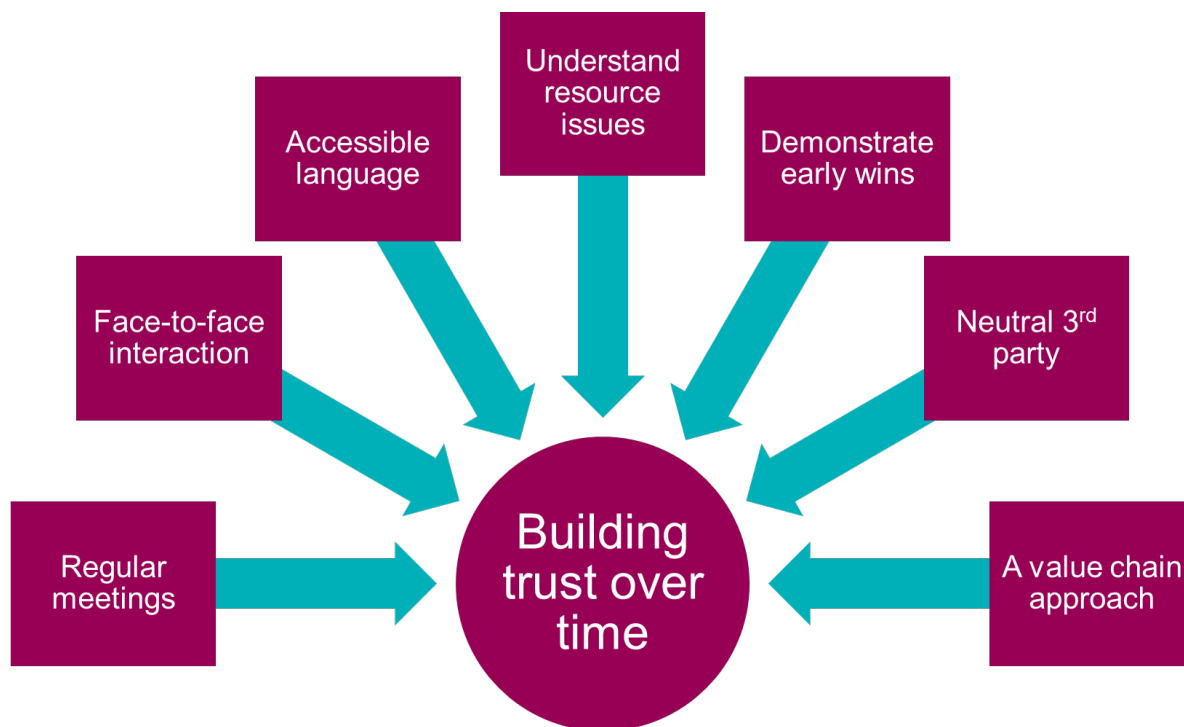
*"You need to have around the table people who can see their own self-interest in what is going on, and a value-chain-based approach can be instrumental in this."*

KII

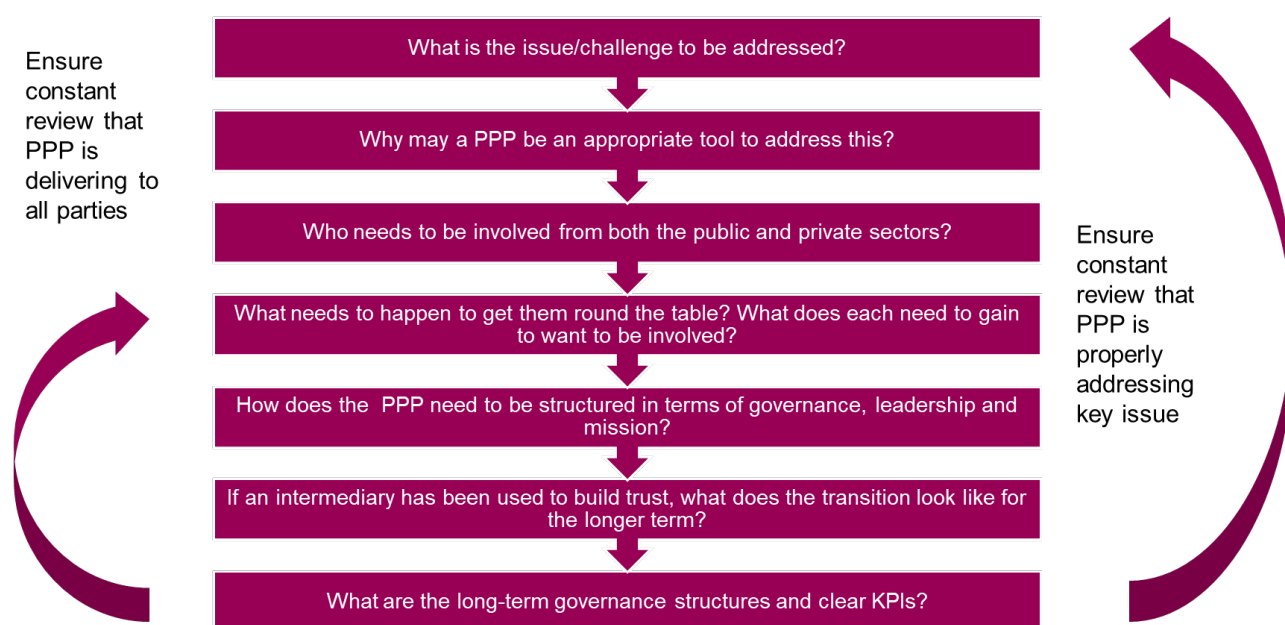
It is for this reason that several case studies make clear the need always to think about the end market. The [Uganda horticulture PPP](#) concluded that "private sector-led PPPs are sustainable because they are driven by market demand, while the public sector benefits from platforms and mechanisms created

by the PPPs to achieve desired impact. Self-regulation by the private sector before official controls promotes accountability and enhances trust between both sectors."

**Figure 2: Building trust and relationships in PPPs**



**Figure 3: Key questions and steps to run a PPP**



**Setting up PPPs to support improved SPS outcomes: A checklist**

<b>Purpose and scope</b>	Purpose of PPP aligns with the goals and priorities of the public and private sector stakeholders involved, and adds value for each	<input type="checkbox"/>
	Scope of PPP is clearly defined and addresses a need that the public and private sector agree is suitable for a PPP approach	<input type="checkbox"/>
<b>Structure and governance</b>	The roles and responsibilities of all partners are clearly defined	<input type="checkbox"/>
	The governance arrangements, including decision-making processes, are clear and ensure transparency and accountability	<input type="checkbox"/>
<b>Risk and accountability</b>	Key risks (if any) related to the delivery of the PPP have been identified, as well as strategies to manage or mitigate them	<input type="checkbox"/>
	Accountability mechanisms are in place for all stakeholders	<input type="checkbox"/>
<b>Commitment and capability</b>	There is high-level commitment to the PPP among the stakeholders involved	<input type="checkbox"/>
	Public and private sector stakeholders involved have the capability required to deliver on the PPP's objectives	<input type="checkbox"/>
<b>Resources</b>	There is clarity on the resources (financial, human) required to implement the PPP	<input type="checkbox"/>
	Public and/or private sector stakeholders involved have agreed on the resources (financial, expertise, time, etc.) they can commit to the PPP	<input type="checkbox"/>
<b>Impact</b>	The PPP offers clear benefits to the parties involved, as well as the wider community (e.g. improved access to and/or quality of services)	<input type="checkbox"/>
	The PPP has clear beneficial effects on the topic area on which it focuses and is able to evolve over time.	<input type="checkbox"/>
<b>Regulatory and legal framework</b>	The legal environment in the country enables a PPP approach	<input type="checkbox"/>
	Contracts clearly outline the roles and responsibilities of each partner	<input type="checkbox"/>



## Annex 1: Key Informant Interviews

1. Tim Ault, Department of Foreign Affairs and Trade, Australia
2. Rommel Betancourt, Agrocalidad Ecuador (STDF Developing Country Expert)
3. Martha Byanyima, Land O' Lakes, Venture 37 (Former STDF Developing Country Expert)
4. Kathrin Cordes, Michael Duerr, Johanna Trauernicht, GIZ
5. Sanjay Dave, Former STDF Developing Country Expert
6. Eleonora Dupouy, FAO
7. Quincy Lissaur, SSAFE
8. Jill Luxenberg, United States Department of Agriculture (USDA)
9. Hosea Machuki, FPEAK, Kenya
10. Wibke Meyer, Croplife International
11. Gabor Molnar, UNIDO
12. Eric Mwesigwa, Greencert Ltd., Tanzania
13. Benignus Ngowi, Tanzania Plant Health and Pesticides Authority (TPHPA)
14. Kateryna Onul, IFC
15. MaryLucy Oronje, CABI (STDF Developing Country Expert)
16. Preet Parmar, IPPC Secretariat
17. Jaime Romero, IICA (STDF Developing Country Expert)
18. Babacar Samb, Bioscope (Former STDF Developing Country Expert)
19. Rahul Srivastava, WOA
20. Rose Souza Richards, International Seed Federation
21. Macarena Torres Rossel, Global Alliance for Trade Facilitation, WEF
22. Clement Tulezi, National Horticulture Task Force, Kenya
23. Peter van Dijk, Ministry of Foreign Affairs, The Netherlands

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