



Public-Private Dialogue for Results Toolkit



Implemented by

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LIST OF ABBREVIATIONS

ACP	African, Caribbean, and Pacific
BER	Business Environment Reforms
BMO	Business Management Organisations
CIPE	Center for International Private Enterprise
CSR	Corporate Social Responsibility
DDI	Domestic Direct Investment
DFI	Development Finance Institution
ICR	Investment Climate Reform
IFC	International Finance Corporation
KPI	Key Performance Indicator
M&E	Monitoring and Evaluation
MFI	Monetary Financial Inclusion
MOOC	Massive Online Open Course
MSME	Micro, Small and Medium-Sized Enterprise
OACPS	Organisation of African, Caribbean and Pacific States
PMO	Project Management Office
PPD	Public-Private Dialogue
PPDR	Public-Private Dialogue for Results
WEE	Women's Economic Empowerment

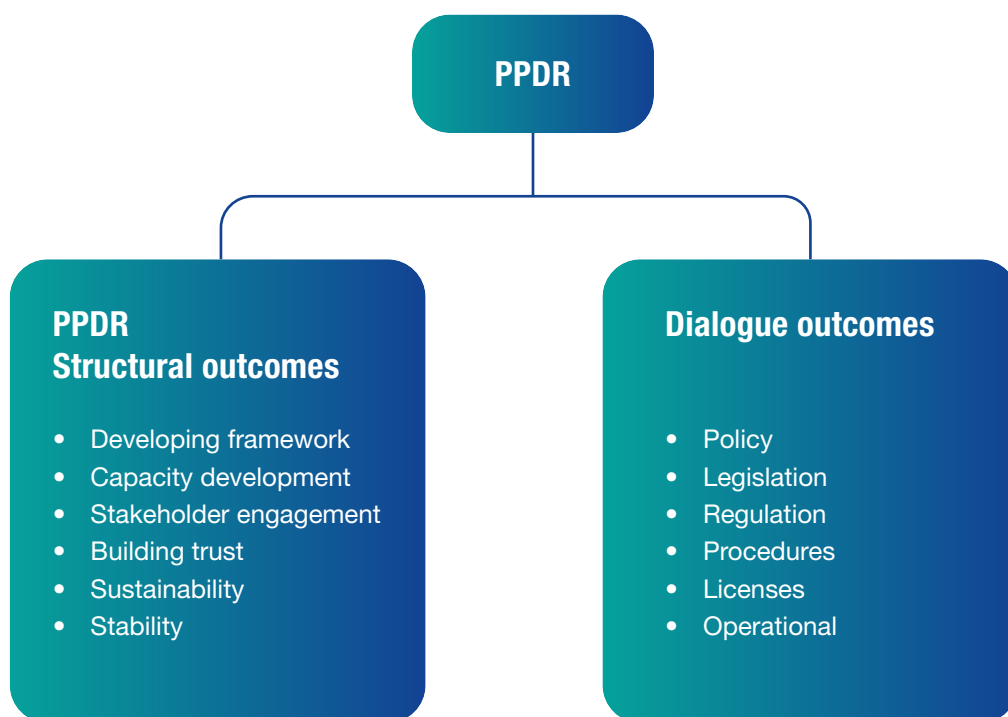
INTRODUCTION: WHY WE SHOULD ADOPT A PUBLIC-PRIVATE DIALOGUE FOR RESULTS APPROACH

Public-private dialogue (PPD) is sometimes understood as any meeting between a government and representatives of the private sector. Despite growing interest in PPD, the guidance that has emerged in recent years is too often used only to achieve short-term impacts before exiting, particularly in emerging economies. The private sector can, consequently, view PPD as nothing more than a ‘talking shop’.

This simple interpretation of PPD, however, does not reflect what PPD should be in practice. Public-private dialogue should go beyond being just a meeting or a platform for discussions between the government and private sector representatives. It should be viewed as a strategic and ongoing process that fosters collaboration, cooperation and mutual understanding between the two sectors with the ultimate goal of achieving concrete results.

While dialogue and communication are essential components of PPD, they are not the final objectives in themselves. PPD should be driven by a shared commitment to action and should prioritise outcomes that benefit society as a whole. The true measure of the success of PPD lies in the tangible results it produces, such as improved policies, enhanced regulatory frameworks, increased investment and sustainable socio-economic development.

Figure 1. Public Private Dialogue for Results (PPDR)



Public-Private Dialogue: a short definition

Public-private dialogue is an approach to policymaking that brings together governments, the private sector and other relevant stakeholders. It helps governments all over the world generate viable solutions to many of the challenges they face, such as poverty reduction, national competitiveness and inclusive growth. It provides a structured, participatory and inclusive approach to policymaking

Definition adapted from The World Bank and The Center for International Private Enterprise (CIPE)

This toolkit is an introduction to a more holistic approach to PPD which here we will refer to as public-private dialogue for results. The focus of a PPDR approach is not only on the outcomes achieved from the dialogue, but also the system that enables the dialogue to take place.

A PPDR approach recognises that dialogue is neither the purpose nor an adequate final objective. The quality of the results relies upon the system and, without care and investment in the system, the results will be limited. A PPDR approach enables public and private sector stakeholders to make use of dialogue to promote national regional and/or local economic development. Carried out effectively, it can achieve specific outcomes, but it is also critical for good governance, the involvement of a wide range of constituents in the formation of public policy, and the sustainable development of economies.

Furthermore, PPDR recognises the importance of involving a wide range of constituents in the formation of public policy. By promoting inclusive dialogue, it ensures that diverse perspectives and voices are taken into account, leading to more informed and comprehensive decision-making processes. This inclusivity contributes to better governance practices and helps build trust between different stakeholders.



THE PUBLIC-PRIVATE DIALOGUE SYSTEM

Successful public-private dialogue depends on the strength of the infrastructure in the public and private sectors and the capacity of these bodies to interact with each other in often complex and dynamic ways, which are constantly evolving.

A well-functioning PPD system is demonstrated by these complex social and political dynamics working together to improve the business environment of a country, region or city. Stakeholders are engaged in a process that is predictable, trustworthy and results oriented.

However, achieving this point of efficiency is difficult, particularly in emerging markets and countries affected by conflict or crisis (often known as fragile and conflict-affected states or FCAS), or where there are political or social tensions. Where a country is emerging from conflict, PPD systems can be fragmented with the results being low participation and weak capacity. In contrast, where there is political stability, the capacity may be high, but the levels of stakeholder trust low, therefore the PPD will be inefficient. Regardless of the circumstances of a country, the development of an efficient PPD approach is essential for long-term economic development.

The lack of results or tangible performance from PPD indicates that the system is not functioning well. This is likely due to a lack of innovation, flexibility from stakeholders and willingness or capability to introduce change¹. Making PPD efficient and outcome-oriented requires a commitment to change.

PPD functions best when there is a high level of communication between relevant government ministries and business membership organisations. In emerging markets in particular, where stakeholders do not have clear lines of communication, PPD will be inefficient.

At the highest level of PPD, an ‘all of government’ approach is seen. The hallmarks of this approach include the transparent escalation of issues that emerge from the level of the business membership organisations’ agendas to the highest level of government decision-making. PPD combines government and private sector structures and process into a process that is dependable and impact oriented.

Applying a systems analysis of PPD can help to understand how these individuals, but potentially inter-dependent units, including ministries, agencies, business membership organisations and other bodies, function together to achieve outcomes. This involves breaking down the system into its constituent parts, analysing their interdependencies, and studying how changes in one component can affect other components and the overall system dynamics.

By obtaining a holistic understanding of these complex interactions, a comprehensive view of the system and its dynamics can be achieved. Systems analysis allows for a deeper exploration of the underlying structures, feedback loops, and causal relationships that shape PPD outcomes. Recognising the reality of PPD as a complex system creates an immediate focus on the system’s ability to achieve outcomes.

¹ Day, G. S; Shea, G; Changing the Work of Innovation: A Systems Approach, Haas School of Business, University of California Berkeley

OUTCOMES OF SUCCESSFUL PPDR

PPDR is an approach that focuses on delivering positive economic development outcomes while recognising the need to develop the system that delivers them.

The essence of PPDR lies in its ability to foster inclusive and participatory decision-making processes that prioritise the common good. The results achieved by PPDR should be fair, sustainable and equitable. When stakeholders engage in PPDR, they should aim to achieve outcomes that are ultimately beneficial for society as a whole and which, at the very least, have a neutral impact on the environment.

A common phenomenon in traditional PPD mechanisms is the tendency for the dialogue and resulting policy decisions to be dominated by the most powerful or vocal stakeholders which can lead to outcomes that do not always prioritise the common good. The results from PPDR should be unbiased and not influenced by specific interests. They should take into account the perspectives and impacts of smaller, less visible or less vocal stakeholders so that the outcomes genuinely serve broader society.

Allowing individual interests to shape the outcomes of PPDR undermines the principles of fairness, sustainability and equity that should be inherent in such processes. This perpetuates existing power imbalances and may lead to decisions that favour a select few at the expense of the wider population or the environment.

To avoid this, the desired results of PPDR should reflect a collective understanding of what is best for society as a whole and promote the long-term well-being of both present and future generations.

The outcomes of PPDR can be seen in two categories:

Structural outcomes: These enable the public-private dialogue system to function, and include building trust, developing a process for public-private dialogue, engaging relevant stakeholders and building good communications.

Dialogue outcomes: These are the standard indicators which are often expected from public-private dialogue, such as new laws or policies, and changes in regulations.

Public-Private Dialogue for Results

STRUCTURAL OUTCOMES	DIALOGUE OUTCOMES
<ul style="list-style-type: none"> • Development of PPD process and framework • Stakeholder engagement • Trust-building • Improvement in stakeholder’s advocacy capacity • Political stability 	<ul style="list-style-type: none"> • Policy changes • New laws • New regulations • Market development • New licences

How to start focusing on PPDR

Positive outcomes are the result of the willingness of participants in public-private dialogue to engage to create a positive, quantifiable impact on economic development. Two questions can be asked to understand whether the existing public-private dialogue system is results-focused:

1. Is the public-private dialogue achieving expected results?
2. If not, why not?

The responses to the above will reflect the commitment of the participants to using the public-private dialogue for decision-making purposes.

If public-private dialogue is not generating outcomes, this is often a reflection that the relationship between stakeholder institutions is not as strong as it needs to be.

The public-private dialogue for results approach recognises that steps towards building stakeholder relations need to be monitored, measured and evaluated. These need to be measured alongside the standard PPD outcomes indicators (what we refer to as ‘dialogue outcomes’ above). See the ‘monitoring and evaluation indicators’ section for more about this.



DIAGNOSING THE STATUS OF A PPDR APPROACH

A PPDR approach can be applied to any economy. However, it can exist at different levels of efficiency in different countries, according to their state of economic development.

A diagnosis of the development level of a PPDR approach within an economy means that the level of support that is needed to make it more efficient can be identified. It will also help to manage expectations about the type of results that the process may generate.

There are four levels of status of development: nascent, emerging, mature and institutionalised.



The four status levels of PPDR approaches

1. **Nascent:** A PPDR approach that is not yet functioning, has no discernible process and no clear methodology for measuring and monitoring outputs and outcomes.
2. **Emerging:** A PPDR approach that has an identifiable process, capacity within business membership organisations, platforms for public-private dialogue to take place, and a consistent public sector champion or champions.
3. **Mature:** A PPDR approach that has broad engagement from relevant public and private sector stakeholders, a process that produces outcomes, and a monitoring system that communicates events and results with stakeholders.
4. **Institutionalised:** A PPDR approach that has a fully integrated process, with public and private sector stakeholders who have ownership of the tools, activities and functions that make it outcome oriented.

Supporting the development of PPDR approaches

From the outset of looking at a PPDR approach in a particular country, the expectations for elevating its status should be ambitious, but should also be underpinned by a need to build the system to deliver the outcomes.

The status of the PPDR approach will not be improved by creating parallel structures, such as external programme support, to support outcomes to be achieved. Even if this helps to achieve some of the objectives that are usually expected of public-private dialogue, any future analysis of the PPDR approach will reveal shortcomings, such as stakeholders not being given the necessary tools that they need to take forward the PPD functions themselves. Consequently, even though there may have been a period of high performance, the system to support the PPDR approach will not have been improved.

The following tables have been designed to give teams that support the development of PPDR approaches a frame of reference for a) delivering achievements within the current PPD status of the country, and b) providing guidance for moving from one status to the next.

Nascent public-private dialogue for results approach

	Stakeholder capacity	Support needs	Structural outcome objectives	Dialogue outcome objectives
Government	No resource commitments to PPDR.	Development of PPDR process mapping, mandates and practice.	PPDR process agreed; formalised approach to PPDR created.	Some high-level policy outcomes achieved with a focus on regulatory, procedural and operational reform.
Private sector	Limited or no capacity for advocacy.	Capacity-building of business representatives to be involved in PPDR.	PPDR process agreed; working framework developed for business membership organisations.	Actionable agendas developed; business membership organisations engaged in constructive evidence-based advocacy within the PPDR forum; communication with stakeholders improved.

Emerging public-private dialogue for results approach

	Stakeholder capacity	Support needs	Structural outcome objectives	Dialogue outcome objectives
Government	Some dedicated capacity for PPDR, some ministries committed to supporting it.	Development of PPDR platform with dedicated capacity, tools and a communications methodology.	Dedicated resources for PPDR which will build internal trust of stakeholders and a commitment to participating in PPDR activities.	Government ministries commit resources to the PPDR process so that it becomes an expected part of the government's activities. Consultations on higher level policy, strategy and legislation instruments begin to take place. Private sector achieves progress on consultations regarding regulations, processes and procedures.
Private sector	Mid-level capacity for advocacy.	Building PPDR capacity, development of PPDR tools, stakeholder outreach and development of techniques for evidence-based research.	Engaging stakeholders in the PPDR process which will develop their capacity for PPDR engagement. Private sector begins to view PPDR as a focus for advocacy. Support for business membership organisations develops from within the private sector.	Progress made on policy, strategy, legislation, regulations, processes, procedures and communication.

Mature public-private dialogue for results approach

	Stakeholder capacity	Support needs	Structural outcome objectives	Dialogue outcome objectives
Government	Highly effective, with government staff committed to the PPDR approach.	Deepen innovation to support PPDR for, for example, identifying technology that can support PPDR governance. Integrate PPDR impact evaluations in government reporting. Actively communicate PPDR activities and decisions.	PPDR process supported by internal government communications. PPDR is an expected part of the government's activities. PPDR tools are integrated into internal government communications.	Government uses PPDR for regular input, feedback and implementation support of policy, strategy, legislation, processes, procedures and communication.
Private sector	High capacity for advocacy.	Diversifying PPDR to additional sectors, developing task forces for specific issues.	Business membership organisations' advocacy capacity is well developed, and private sector stakeholder organisations have a high level of co-ordination. Procedures for PPDR inputs are integrated into business membership organisations' activities. PPDR has a high level of recognition from the private sector.	Private sector uses a dependable PPDR system to provide inputs to and make recommendations on policy, strategy, legislation, regulations, processes and procedures. Business membership organisations regularly communicate PPDR activities to their members.

Institutionalised public-private dialogue for results approach

	Stakeholder capacity	Support needs	Structural outcome objectives	Dialogue outcome objectives
Government	PPDR is institutionalised within functions of government staff.	To achieve full potential of PPDR by ensuring that government actions are driven by a PPDR framework. This entails aligning policy development, implementation, and evaluation with the principles of PPDR.	PPDR is fully integrated into the government's schedule. Government officials are institutionally acknowledged as part of their performance evaluation framework for participation in PPDR.	Direct, ongoing, quantifiable impact at the level of the national economy.
Private sector	High level of advocacy capacity, dedicated resources for PPDR inputs, communication and other activities.	Comprehensive service delivery to business membership organisations' members via PPDR.	Business membership organisations' advocacy activities are focused on supporting and participating in the PPDR system. They trust the PPDR system to adapt to changing circumstances, such as a crisis.	Direct, ongoing, quantifiable impact at the level of the national economy.

Supporting the development of a nascent PPDR approach

Supporting the development of a nascent PPDR approach requires addressing fundamental reasons why it may not be functioning effectively. These reasons often include a lack of trust between the public and private sectors, failed experiences with previous public-private dialogue, or a lack of experience among the different parties involved. To promote the development of a nascent PPDR, the following steps can be undertaken:

1. **Introducing a process for public-private dialogue:** One of the key steps is to establish a structured and inclusive dialogue process that both the public and private sectors can agree upon. This process should provide a platform for open and constructive discussions, allowing stakeholders to share their perspectives, concerns, and ideas.
2. **Institutional alignment:** Outreach efforts should be made to align institutions around the dialogue process. This involves garnering support and participation from key governmental agencies, private sector entities and relevant stakeholders. By aligning institutions, a collaborative and cooperative environment can be fostered, creating a solid foundation for the success of the PPDR approach.
3. **Stakeholder engagement:** Once the dialogue process is established, high levels of stakeholder engagement are essential. It is crucial to actively involve and inform stakeholders about the process, its objectives, and the expected outcomes. This engagement should include diverse stakeholders, such as representatives from business associations, civil society organisations, community groups and academia.
4. **Capacity-building:** Early capacity-building efforts are necessary to develop the skills and knowledge required for effective engagement in the PPDR approach. Stakeholders should be supported to build their internal capacities to understand and navigate the complexities of public-private dialogue. This can involve providing training, workshops and resources to enhance their understanding of policy processes, negotiation skills and collaborative problem-solving.
5. **Alignment around the dialogue process:** Creating a shared understanding and commitment to the dialogue process among stakeholders is crucial. Regular and open communication should be encouraged, fostering an environment of transparency, trust and mutual respect. This alignment helps ensure that all parties are working towards common goals and objectives, facilitating the implementation of effective solutions.
6. **Building trust:** Trust is a critical factor in the success of any public-private dialogue. Efforts should be made to build trust among stakeholders through transparent and inclusive decision-making processes, effective communication and demonstrating a commitment to delivering on the agreed outcomes. Building trust takes time and requires consistent actions that demonstrate integrity and reliability.

By following these steps, the development of a nascent PPDR approach can be supported effectively. The focus on establishing a structured dialogue process, aligning institutions, engaging stakeholders, building capacity, promoting trust and emphasising tangible results will contribute to overcoming the initial challenges and laying a strong foundation for PPDR at its nascent stage.

OVERCOMING BARRIERS TO ACHIEVE OUTCOMES

The possibility of achieving reforms that will lead to improvements in the investment climate and promote sustainable economic development can attract participants to take part in the PPDR process. However, there can be barriers to progress.

The barriers that are generally apparent in nascent and emerging PPDR approaches include:

Lack of trust: Building trust among stakeholders is crucial for effective public-private dialogue. In the early stages of a nascent PPDR approach, distrust between the public and private sectors can hinder progress. Overcoming this barrier requires transparent and inclusive communication, demonstrating reliability, and delivering on agreed outcomes to foster trust.

Lack of political or institutional will: The success of public-private dialogue relies on strong political will from both government and private sector leaders. Lack of commitment or support from key decision-makers can impede progress. Overcoming this barrier involves engaging and advocating for political buy-in, highlighting the potential benefits of the PPDR approach, and showcasing successful case studies.

Insufficient follow-up on reforms discussed in previous PPD initiatives: Sustaining the momentum generated through public-private dialogue requires effective follow-up on the identified reforms and actions. If there is a lack of implementation or monitoring of agreed-upon measures, stakeholders may become disillusioned, and the dialogue process loses its effectiveness. To address this barrier, it is crucial to establish clear mechanisms for accountability and monitoring progress.

Absence of meaningful dialogue and meetings: Meaningful dialogue and regular stakeholder meetings are essential for a productive PPDR process. If there is a lack of meetings or if the dialogue becomes superficial without addressing substantive issues, economic development is hindered and the purpose of the PPDR approach is undermined. Overcoming this barrier requires careful management, facilitation and creating an enabling environment for open and constructive discussions.

Lack of stakeholder trust: When stakeholders have a lack of trust in each other, it becomes challenging to foster collaboration and consensus in the public-private dialogue. Interventions such as involving impartial mediators or enhancing governance oversight can help improve stakeholder relations and build trust. Professional support to facilitate more effective stakeholder participation is crucial in nascent PPDR approaches to address this barrier effectively.

These barriers must be deliberately addressed, and the milestones required to overcome them need to be recognised as achievements as much as the outcomes from dialogue. Here are two examples:

- Under a PPDR approach, outcomes-focused meetings between stakeholders are essential. The absence of meetings or meaningful dialogue is a substantive barrier to economic development. Lack of meetings shows that the PPDR system is not functioning. Changing this dynamic so that stakeholder meetings take place requires careful management as well as a programmatic approach to the new efforts to institutionalise PPDR. However, this does not imply that meetings are themselves an objective. The overall objective is change at the point of economic development.

- Where stakeholders don't trust each other, dedicated interventions are required, such as the support of honest brokers or improvements to governance oversight. In nascent PPDR approaches, a high level of professional capacity is required to facilitate and communicate stakeholder participation. Under a PPDR approach, this work is as important to monitor and evaluate as the eventual outcomes. Without such interventions it is unlikely that firm outcomes will be possible.

Nascent and emerging PPDR approaches require the most intensive levels of support, which combine flexibility and creativity. Indicators (see next section) need to be equally flexible to capture the achievements required to reach standard indicator outcomes.

Over time, as the PPDR system improves, it will not be necessary to measure interventions in the PPDR structure. The focus will ultimately be on the standard PPD outcomes indicators (or 'dialogue outcomes').

In mature and institutionalised PPDR approaches, the methodology will be well understood and issues that needed to be overcome during the nascent and emerging stages are no longer substantive indicators. These more developed PPDR approaches will be able to rely on standard outcomes indicators.

Using the PPDR approach to reach the required outcomes

As this toolkit emphasises, the PPDR approach recognises that structural outcomes are as important as policy or regulatory outcomes. However, stakeholders may not always fully engage in the entire PPD system, which can limit the achievable outcomes. In the context of the structural and dialogue components of the PPDR approach, answering the following questions will help stakeholders identify how the PPDR approach can be developed:

A) Dialogue component

1. Identify the required outcomes, for example, legislation or regulatory reform?
2. What inputs are required to make the public-private dialogue process work?

B) Structural component

1. What is the current status of the PPDR system?
2. What functions within the PPDR system are required to achieve the desired outcomes?

Given the status level, what resources are required to support the PPDR dialogue process?

MONITORING AND EVALUATION INDICATORS

This toolkit acknowledges that PPDR functions as a system. The system has many stakeholders and incorporates different government and private sector entities. The activities required to achieve PPDR are often complex and can range from personal interactions to institutional engagement. Where each interaction is critical for the PPDR to be implemented then there needs to be recognition by stakeholders regarding the tasks undertaken. Given its inherent complexity PPDR can be measured across a range of indicators.

A proxy indicator (or indirect indicator) is used to quantitatively measure contextually important issues that can be otherwise measured by standard indicators. Proxy indicators are used when results cannot be measured directly². For PPD programme implementers, the absence of proxy indicators can lead to evaluators to under value the work taken to establish a PPD. Proxy indicators can take the form of addressing specific questions where quantitative responses are not appropriate.

1. **Structural Indicators:** Structural indicators describe the concrete action/s taken to achieve a specific outcome. Examples of Structural Indicators include:

- **Desired Outcome of using the PPD process to pass the Intellectual Property Law:** Protect Intellectual Property Rights.
- **Standard Indicator:** Pass Intellectual Property Law.
- **PPD Desired Outcome:** Steps towards institutionalization of PPD.
- **Specific PPD Structural Indicator:** PPD Mandate approved.
- **Proxy Indicator:** Trust Building:
 - i) Have public and private sector champions committed to working together?
 - ii) Is there an agreement between the public and private sector that champions are representing the views of stakeholders and cannot be held individually accountable?
 - iii) Are critical issues such as corruption able to enter the agenda for consultation?

2. **Process Indicators:** Linking the structural indicator to Economic Reform Systems for implementation.

- **Desired outcome of submitting Intellectual Property Law to the PPD:** Passage of the law and articles is implemented by relevant Ministries.
- **Standard Indicator:** Law enforcement agencies mandated to implement Intellectual Property Law.
- **PPD desired outcome:** Public and private sector stakeholders develop PPD routines.
- **Specific PPD process indicator:** Stakeholders achieve specific objectives from PPD events e.g. review of Intellectual Property Law.
- **Proxy Indicator:** Process implementation
 - i) Are the key decision makers participating in PPD meetings?
 - ii) Is the process being captured by individuals or groups?
 - iii) Are PPD tools being used to support inter Ministerial communication?
 - iv) Are the BMOs communicating with members on PPD?
 - v) What measures are being taken for inclusiveness of all relevant BMOs?

² UNDG; Results Based Management Handbook, United Nations Development Group (UNDG), pp. 19. October 2011.

3. Outcome Indicators: Measuring impact of Structural Indicators.

- **Desired outcome of passing Intellectual Property Law:** Increase in IT sector investment.
- **Standard indicator:** Increase in IT sector business confidence.
- **PPD desired outcome:** Stakeholder commitment to PPD process validated.
- **Specific PPD outcome indicator:** Stakeholders respond positively to survey question: Did the PPD contribute to revising the Intellectual Property Law? Was the commitment of public and private sector stakeholders to the PPD respected and impactful?
- **Proxy indicators:**
 - i) Are major BMOs actively engaged in the PPD?
 - ii) Has private sector advocacy capacity improved?
 - iii) Is the private sector free to develop its own PPD agenda?



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