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# Partnering with governments for SDGs

The tool aims to assist partnership practitioners, representatives from the business sector, NGOs, and bilateral and international agencies wishing to build or improve their partnering activities with governments in developing countries

*Governments have the potential to broaden or replicate partnerships efforts and achieve large scale transformations*



## Introduction

*“What if the partnership was truly a PPP (with ‘Public’ in it)? It would have been slower, more complex but more empowering for all and with deeper impacts.”*

*Charles Abugre, government of Ghana, Savannah Accelerated Development Authority, PPPLab conference, 30 November 2018*

Partners across all sectors are responding to the call for using partnerships as a vehicle to deliver on the Sustainable Development Goals<sup>1</sup>. However, working in partnerships is not an easy process, and particularly partnering with governments in developing countries can be cumbersome. Building relationships requires considerable time, effort and resources. There is a trade-off between quickly moving ahead with a partnership in order to start implementing activities as soon as possible, versus accepting a slower pace, as the quote of the government official above suggests.

The **Partnering with Governments on SDGs** is a tool developed by the PPPLab to help you analyse, reflect on and get inspired to partner effectively with governments in developing countries. There is much to learn from other partnerships that have managed to do so. Their key to success was understanding government partners’ interests and benefits, and acting on this. Combining interests is the first partnership principle to take into account - apart from complementing

approaches and resources, and finding those common principles that can be translated into shared values. The tool helps you find convergence of those interests, that ultimately serve the Sustainable Development Goals.

This PPPLab tool provides you with useful insights - in 11 questions clustered in 5 steps. It includes questions on when to partner, with whom, what to do if challenges occur, how to promote mutuality and commitment and what next in partnering with government. The tool uses a non-linear approach, and its various steps can be revisited as new information becomes available, in case new partners come on board, or circumstances change.

This tool has been developed with the partnership perspective in mind, and in particular companies and organizations that partnered with governments in developing countries, called ‘lead partners’. To mirror these views, representatives from African governments have been interviewed (see quote above) as well as from the Dutch government. The work which informs the tool is derived from the PPPLab research project to explore the role of governments in PPPs. It builds on Explorations 05 [‘How can PPPs work effectively with the Public P? Practices in food and water partnerships in Ghana and Kenya’](#),

The tool aims to assist partnership practitioners, representatives from the business sector, NGOs, and bilateral and international agencies wishing to build or improve their partnering activities with governments in developing countries. It serves as mainly as a source of inspiration, there can be no ‘one size fits all’ partnership model.

The tool assists PPPs in a careful preparation and planning necessary for successful partnering, especially in contexts where there are implementation challenges in building partnerships with governments. Certainly, partnerships intending to work with government should have strong motivations to do so due to the time and effort it requires. But if the ambition is to contribute to achieving the Sustainable Development Goals, time and effort is needed to develop an inclusive partnership. One that ensures that partnership outcomes are sustained.

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## Key terms and concepts

### Who is government, or the Public P?

The first P – the public – in a PPP refers to the public sector. The public sector consists of organizations that are owned (or partly owned) and operated by the government and exist to provide services for citizens. Examples of organizations in the public sector include those dealing with education, infrastructure, and social services. The organization of the public sector varies by country, but public sector organizations usually exist of three levels: federal or national; regional (state or province), and local (municipality or county). Awareness of the diversity of public actors creates a better understanding of who the public sector is and supports strategies concerned with the choice of public actors to engage with. For more information consult our [Insight Booklet Partnering with the Public P](#). If you want to have information on other key partners, apart from government in a PPP, please consult the [PPPCanvas](#).

In-country public P's, usually governments in developing countries, include a great diversity of different public actors. Public P's can become directly involved through ministries, through extension services, parastatal, semi-public institutions – such as certification bodies and knowledge institutes. While some are formalised in a partnership agreement or contract, others are involved more on an ad hoc basis. Informal public actors may also be involved in providing public goods to citizens.

### What is a Public Private Partnership (PPP)?

The United Nations defines partnerships as 'voluntary and collaborative relationships between various parties, both State and non-State, in which all participants agree to work together to achieve a common purpose or undertake a specific task and to share risks and responsibilities, resources and benefits'<sup>2</sup>. There is a great variety of definitions on PPPs. According to the 2010 handbook of the Dutch Ministry of Foreign Affairs a Public Private Partnership (PPP) is 'a form of cooperation between government and business (in many cases also involving NGOs, trade unions and/or knowledge institutions) in which they agree to work together to reach a common goal or carry out a specific task, jointly assuming risks and responsibilities and sharing their resources and competencies'.

### What are the Sustainable Development Goals?

The Sustainable Development Goals (SDGs) are a collection of 17 global goals set by the United Nations. The SDGs are also known as "Transforming our World: the 2030 Agenda for Sustainable Development" or 2030 Agenda in short. The broad goals are interrelated, though each has its own targets to achieve. The total number of targets is

169. The SDGs cover a broad range of social and economic development issues. These include poverty, hunger, education, gender equality, water, sanitation and social justice. Partnerships are specifically mentioned in Goal 17:

*"Strengthen the means of implementation and revitalize the global partnership for sustainable development"*

Increasing international cooperation is seen as vital to achieving each of the 16 previous goals. Goal 17 is included to assure that countries and organizations cooperate instead of compete. Developing partnerships to share knowledge, expertise, technology and financial support is seen as critical to overall success of SDGs.

This tool builds on the Partnering with Governments Navigator (2011)<sup>3</sup>, the 2030 Agenda Partnership Guidelines<sup>4</sup> and the Promoting Effective Partnering (PEP) resources<sup>5</sup>. The PEP website provides the most recent summary of tools and resources regarding partnering for the Sustainable Development Goals. The platform offers an accessible entry point to the partnering community and ongoing work in various contexts.

2] General Assembly resolution 60/214. 3] Statt, L. 2011. *The partnering with Governments Navigator. Building Effective Collaboration with the Public Sector in Africa*. London: International Business Leaders Forum. 4] *Partnering for Sustainable Development: Guidelines for Multi-Stakeholder Partnerships to Implement the 2030 Agenda in Asia and the Pacific*, United Nations Institute for the Advanced Study of Sustainability, 2018. 5] <http://www.effectivepartnering.org>

As the tool takes the Sustainable Development Goals as the basis for collaboration, each step makes reference to the relevance for and links to the SDGs and Agenda 2030.

## The structure of the tool

The tool includes 11 questions clustered in 5 steps on: (1) when to partner, (2) with whom, (3) what to do if challenges occur, (4) how to promote mutuality and commitment and (5) what to do next in partnering with government.

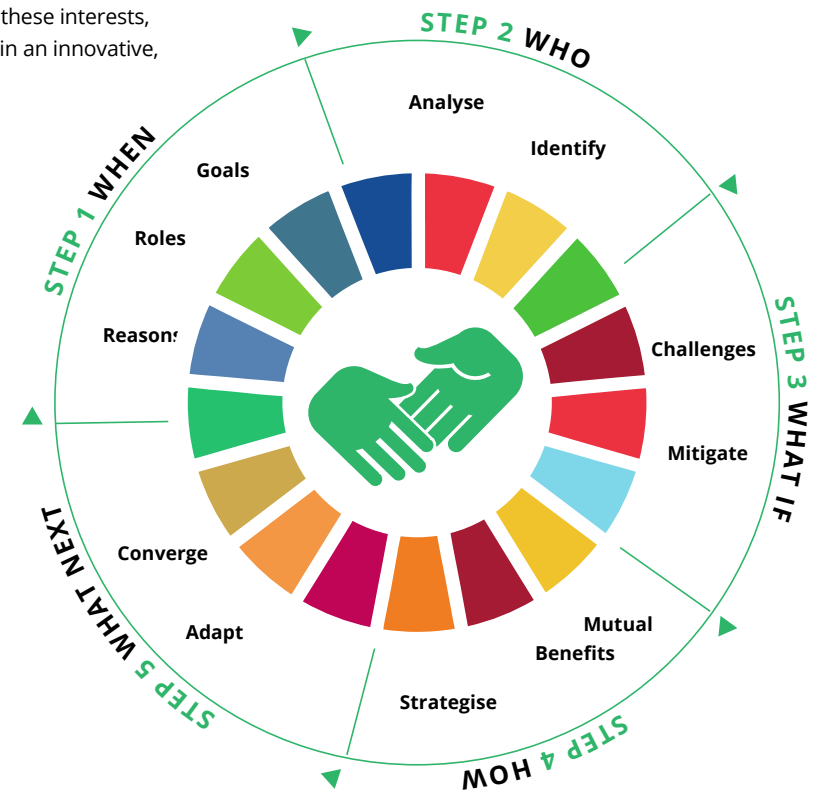
**Step 1: when?** This set of questions helps to determine the timing and phasing of partnering with government. Its focus is on identifying reasons to engage government, roles and contributions by government and the extent to which the partnership aligned with its goals, policies, laws and regulations.

**Step 2: who?** This step gives users insights into level(s) of engagement which is helpful to identify partners with whom to work. It provides a set of questions on mapping stakeholders. It also offers various resources to explore, such as other tools. Further questions zoom in on the track record of potential partners.

**Step 3: what if?** Determining the degree of formalisation of collaboration is an important step. This step's guiding questions focus on common challenges of partnering with government, such as weak accountability and integrity, lack of continuity, and limited capacity. The questions are presented in combination with a number of tips and tricks to cope with these challenges and risks.

**Step 4: how?** A crucial step is to determine how to collaborate effectively with government in a partnership. This step's guiding questions help understand the motivations and interests of the government, and build commitment with government to work together in partnership. These include: help with policy design and implementation, the provision of certain government services, strengthening the political mandate and capacity building. In the section featuring previous PPP practices, the tool demonstrates how other partnerships have been responding to these interests, motivations and benefits in an innovative, creative way.

**Step 5: what next?** Adapting the partnership to include and check your (governance) arrangements against these dimensions is the last step. Guiding questions also allow for further converging of interests with government. In case circumstances or partners change, the tool allows for repeating the step-by-step process at any entry point.



## Step 1. When

### 1.1 Reasons to partner

#### What are your main reasons to partner with government?

The question itself whether or not to involve governments in development countries in SDG-oriented partnerships is not contested. Governments are better at institutionalising sustainability than any other sector. If looking to achieve large scale transformation as the Sustainable Development Goals require, the government sector is the obvious one to select.

However governments do not easily lend themselves to working in partnerships. Ensuring government's commitment in a partnership is a cumbersome task. There is a basic trade-off that affects any organisation's decision to work in partnership. This is particularly felt in PPPs. It takes longer to work collaboratively –especially with unfamiliar partners – than it takes to work alone. And, the outcome can be hard to pin down: providing evidence of outcome is difficult. Partnerships should therefore have a clear picture of their motivations to partner with government. The question is not whether, but when to partner with government. This tool aims to assist partnerships to work more effectively with governments in developing countries and as such promote more (local) government involvement in partnerships.

#### Guiding questions

**Do you need to work with government, for example because:**

- this is required by donor<sup>6</sup> or investor
- there are legal obligations to involve government in the country or sector you focus on

**Do you want to partner with government because for example:**

- for reasons of ownership and sustainability
- to help realise objectives and goals such as SDGs
- for political endorsement and to get a license to operate from government, or
- to (co)create public value
- to sustain and scale your partnership

#### Ownership

Ownership is hard to build when there is a feeling that the partnering activity or approach has been imposed by international agencies. Effective partnering takes into account all stakeholders that either impact on, or are impacted by, particular (targets of the) Sustainable Development Goals. In the case of government it is because they have a mandate, but also an interest, or a willingness to take responsibility for that particular issue. International agencies have a vital

responsibility to engage people who are directly involved in or affected by the decision-making and implementation process, as well as their organizations or their government bodies. This capacity is mostly lacking and is evident by the many partnering approaches that are often resisted at a local level. International agencies can also 'crowd out' local stakeholders – making the partnership just another form of external interference in local affairs. Bringing government into partnership with other sectors can even enhance government (see also 'increase potential for scaling and sustainability' as one of the approaches under step 4: how).

#### Sustainable Development Goals (SDGs)

On some SDGs and in some sectors, public actor involvement is more active and in depth than in others. Sectors that encompass public goods and public service provision, usually have a higher level of public sector involvement or a different role of public actors than sectors addressing a private good. The distinction between public and private goods relates to whether or not individuals can be excluded from the use of these goods or services.

Some partnerships may even end up evolving into permanent mechanisms for delivering SDGs – in effect, they transform into a new kind of institution that no longer operates as

<sup>6</sup> The formal requirement for projects within the Dutch funded Sustainable Water Fund (FDW) is to include a public partner in the consortium - which can include (semi)public actors, such as local water boards - triggers lead partners to engage. In FDOV, only less than half of the partnerships formally include an in-country Public P, and in all cases this is central government or parastatals.

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a partnership. It is crucial that government is part of this. In other situations, partnerships will develop and pilot an initiative with the explicit intention of handing over – when conditions are right - to government. This can help to achieve impact at scale.

In water and sanitation, developing a strong business case for private actors by recovering the costs of investment through, for example, water tariffs can be at odds with the sociopolitical objective of providing access to water for all people. The water sector therefore remains a largely public domain, despite emerging private actor engagement. The construction and maintenance of a water supply and sanitation infrastructure remains a traditional objective of development cooperation.

Even if involving the Public P is a formal requirement, in this funding instrument called the Sustainable Water Fund (FDW), most water and sanitation partnerships are well connected to public partners at the earliest stages, or even before the project. As lead partner **Vitens Evidens International** notes: *we think like public sector ourselves*

## Scaling

Sustaining and scaling the partnership's efforts are key drivers for engaging the Public P. It is generally understood that, without proper involvement of the public sector, it is difficult for PPPs to overcome barriers to scale. This requires vertical scaling, involving a focus on changing or strengthening the enabling environment. For more please consult the [PPPLab Scaling Scan](#).

## Reasons not to partner

There is a spectrum of negative views ranging from the view that government is irrelevant to those believing that government is a corrupt hazard. This tool helps to understand the possible challenges inherent to the public nature of governments, and those that occur in complex environments in developing countries, and enable partnerships to develop adequate coping strategies.

## Timing

At any point in time, a partnership may decide to wait or suspend collaboration for a number of reasons. This will be discussed in the next step, on whom to partner with, as well as the step on what to do if challenges occur. Also, the degree of formalisation and intensity and frequency are best approached in a flexible manner. If not required, there is no need to determine beforehand how exactly to work with public partners, although principles underlying the collaboration can be formulated already at an early stage.



## 1.2 Roles and contributions by government

### Do you know which contribution or role you seek from government?

Public actors can play multiple roles in a PPP. These roles may shift and change throughout the process. In general and ideal terms, the strength of the public sector for PPPs stems from its legal authority, the mandate that it has to act directly with (or delegate responsibility to) other stakeholder groups, its legitimacy, and its control of resources.

Role	Contribution to PPP
<b>Enable &amp; embed PPPs</b>	<p><b>Create an enabling environment</b> Governments have an important role to play when it comes to creating conducive business ecosystems. The Public P has the power to lay down rules, regulations and standards (i.e. minimum wages, maximum emission standards, rules for public health). Development agencies can exert pressure on in-country governments to improve the enabling environment for stakeholders and to promote transparency and democratic processes.</p> <p><b>Ensure public goods and values</b> Public actors are necessary to make sure the PPP is in harmony with overall public goals. They can legitimately report on progress made towards these public goals, for which they have to be credible.</p>
<b>Facilitate &amp; convene PPPs</b>	<p><b>Convene stakeholders</b> Governments and development agencies have convening power and can influence and mobilize stakeholders, for example, providing forums for coordination and promoting the participation of various actors and the inclusion of diverse perspectives. Convening power helps to cope with vested interests among stakeholders.</p> <p><b>Bring legitimacy to the partnership</b> Public actors can play a brokerage role between different actors in a PPP, and due to its democratic nature (ideally), it can bring accountability and legitimacy to the activities of the partnership.</p> <p><b>Facilitate contacts and relationships</b> Public actors can engage citizens or stakeholders in participatory processes; local governments in particular can motivate and facilitate citizen participation.</p>

### Practices shared by lead partners

**Solidaridad's** 2012 project in Kenya aimed at increasing farmers' productivity and resilience by improving sustainable agricultural practice and combining coffee as cash crop with food crops for local markets. Government was asked to provide agricultural extension: the application of new knowledge on agricultural practices through farmer education.

The Ghanaian government convened partners in the project that aimed to achieve improve market access to the EU by strengthening the horticultural export sector, led by **CAB International**:

*As a legitimate yet neutral player, the Ghanaian government has an overview, and can therefore help avoid overlap, which is key to harmonizing the initiatives of different donors and avoiding duplication and a mosaic of different standards and initiatives.*

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## Role

### Promote & coordinate PPPs

### Supply & scale PPPs

## Contribution to PPP

### Promotion of partnership

Development agencies provide opportunities for various sectors to learn about each other and work together toward common goals.

### Coordination of PPPs

Development agencies can engage a variety of donors in partnership work, to access greater resources; local expertise, contacts, relationships, ad credibility; and particular technical niches.

### Provide resources

One of the main reasons for government and private actors to partner is to pool financial and material support that can create a collaborative advantage. In particular, development agencies have the capacity to fund PPPs.

### Provide services and build capacity

Based on their experiences in the bureaucratic system, public actors may be good in administrative, supervisory or oversight activities. They can become involved in re-search services, technical assistance, training, and evaluation of PPPs.

### Sustain and scale the PPP project

Public actor's institutional longevity, and continuing presence offer the potential for sustaining partnerships and have the potential for broadening and/or replicating partnerships efforts and achieve large scale transformations.

## Practices shared by lead partners

Within the **Amsterdam Initiative against Malnutrition (AIM) partnership**, partnership, the aim was to provide complete value chain solutions for nutritious foods, from affordable raw materials to available and accessible nutritious foods. The companies involved needed the Ministry of Health and the Kenya Dairy Board not only to certify their products and lower the VAT on fortified dairy, but also to market and promote them to Kenyan consumers.

Governments can cofinance projects. The objective of the **IWAD Ghana Ltd.** irrigation project in northern Ghana is to foster smallholder and private sector led growth through the promotion of integrated water management practices and the development of irrigation in the Savannah Agro-Ecological Zone. The government parastatal Savannah Accelerated Development Authority (SADA) cofinances 6.8% of the project budget and does so with a view to scaling the PPP, in order to attract new PPPs to its region.



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## 1.3 Aligning to government goals

### Do you know how to align your goals with government?

Partners should be aligned around a purpose they all explicitly share. Such alignment will underpin and drive the partnering endeavour forward, create energy and engagement, and foster the emergence of collective intelligence. The starting point for this process is aligning the partnership to government goals.

For more, please consult the [Partnership Scorecard](#) by TPI and the Partnerships Resource Centre.

### Guiding questions

- What are the policies and planning relevant to your theme, topic or aim?
- Which policies, laws and regulations apply directly to your PPP?
- What legal rules and procedures will steer partnership connections?
- Which institutional structures should you work with (such as a PPP unit)?
- Which decision making powers does government have in partnerships?
- Who takes the decisions in which part of government?

### Tips & tricks

When aligning goals with government, please check:

- what type of agreement document is required to formalise the partnership
- if the partnership agreement is legally binding and valid from the perspective of government
- if the agreement is embedded in public processes (eg. budget planning, procurement law)
- whether government understands the type of timeframes you and other partners work to
- whether your government counterpart understands and endorses your motivations for partnering with government

When you need to formalise a collaboration, the following should be clear in the agreement and acceptable to partners:

- Roles and responsibilities
- Governance structure
- Timelines and expected milestones
- Performance indicators
- Financial arrangements including total partnership cost and who contributes what
- Monitoring and evaluation procedures

## Understanding government's timeframes and limitations

In developing countries, many governments are confronted with daunting challenges which they do not effectively tackle. The main reason for governments to enter into partnerships is the realisation that they cannot effectively and efficiently address development challenges – such as provision of clean drinking water and sanitation or food security issues – alone. They seek complementarity of resources, competencies, and assets. Lead partners of PPPs have experienced that the main driver of governments to get engaged in their PPP is the leveraging of resources. Accountability sometimes falters where governments are fragile. Government accountability is demanding; all public servants are accountable upwards – to the political level. Politicians are accountable to the voters. Holding on to that accountability is sometimes hard even for the most prosperous and democratically established governments. In countries with weak governance, there is a risk of development resources 'filling the gaps' in case of fiscal pressures on the budget. When there is limited public service delivery and regulatory capacity, governments fail to fulfill their roles and contributions. PPPs invest in (technical) capacity building, but due to time pressure often end up substituting capacity of government (see also 1.1 on ownership).

## Practice: when time is short

An example of ad hoc exchange between the partnership and government is the approach taken by the project Masara N'Arziki in Ghana in its promotion of sustainable maize in northern Ghana. Whenever the PPP requires Public P engagement, public officials are hired on a consultancy basis and as such the partnership arranged 'ad hoc' capacity. Whereas this is not an investment in reinforced capacity, it does provide the basic capacity from government that the project needs.

## Deals versus rules

In contexts where there are implementation challenges in partnering with government it is important to check what other factors to take into account in order to partner effectively with government. Aligning with government goals and rules are just a first step. The next step analyses the dynamics and (economic) interests that lie behind policies and how to engage relevant stakeholders in decision-making and implementation. It explores how government works in practice, beyond formal structures and what factors to take into account when identifying a government partner.

## Step 1: when to partner with government & the SDGs

When considering to engage as a PPP in a certain context and checking whether there is a positive policy and regulatory environment for partnership, the 2030 Agenda and the Sustainable Development Goals provide a good entry point and basis for dialogue. They offer structural guidance, shaping the potential strategies and approaches that form the development of a PPP in the subsequent stages. Governments of countries in the region are currently in the process of integrating the Goals into their policy cycles at the national, subnational and local levels. The interdependence of the SDGs and the universality and indivisibility of the 2030 Agenda generate complexities in terms of institution-building and policymaking, but they also create opportunities for innovation and provide space for collaboration.



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#### Useful tools:

- Tool: [FSG has published a Guide to Developing Actor Maps](#)
- Tool: [Analysing the importance and influence of each stakeholder](#)

## Step 2. Who

### 2.1 Analysing the institutional context

For partnerships to contribute to the Sustainable Development Goals, it is crucial to have a good understanding of the context in which they operate and of factors and actors constraining the inclusive and sustainable development. How does a partnership find the relevant stakeholders and understand the context well enough to make suitable choices? Undertaking a stakeholder analysis or mapping helps to systematically identify which parties are relevant, and their interests, positions and mandates. Understanding the changing nature of the power dynamics between partners is a crucial aspect of the analysis, as well as the legal and organisational frameworks in which the interventions are to take place.

Policies and their development effects are shaped by political and economic incentives. Understanding the way in which political and economic interests intersect can be much more revealing about fundamental drivers than just looking at politics and day-to-day political maneuvers in isolation. Learning about these incentives is not easy. This difficulty is particularly true of ownership patterns in the economy, such as land and water, that are often important for analyzing certain interest structures. Other economic factors would be fiscal pressures (such as spiraling costs of food or fuel subsidies) create strains on governments and may compel action in a variety of policy areas. Given these challenges, there has been an increasing effort to better understand

stakeholder incentives and the way they shape institutions. Why do good policies and effective institutions emerge in some places? What is blocking reforms in other places, and what could be done about it?

#### Guiding questions

- What are the interests that lie behind the 'policy'?
- Is there political appeal and priority for the policies concerned and why?
- What is the underlying motivation for government working in partnerships?
- How have other partnerships experienced working with government?
- How to ensure that essential stakeholders are at the table?

#### Be aware

A general risk of partnering is the politics that lie behind institutions. This is not unique to developing countries. However PPPs need not only be aware, but also flexible to shift its institutional focus if needed. Stakeholder and geographical analysis available and revisited over time.

#### Mapping of land ownership and engaging informal leaders

In Ghana, lead partner **IWAD Ghana Ltd. and its partner Wienco**, having been in Ghana for decades, knew that the rules and regulations in Northern Ghana do not reflect the reality on the ground - the local chiefs who are in charge of land. They undertook a mapping of land ownership in the area, a sensitive issue which had frustrated a number of projects and investments in the past.

There were grievances among the local population in relation to alleged land grabbing, which had led to displacement of smallholders from what they regarded as their lands. The local population did not trust central government due to irrigation projects that had been mismanaged.

The mapping, which was conducted independently, helped the partnership prepare for the territorial issue of land ownership. As the lead partner noted: *Collaboration with the public partner in Ghana involves not only dealing with formal government institutions, but also with the chiefs in our region: sitting under trees together and negotiating land issues. Such preparations are crucial for the success of the PPP.*

### Useful tools

- Tool: [Stakeholder Characteristics and Roles Matrix, MSP Guide](#)
- Tool: [Scoping techniques: defining relevant stakeholders, identifying willing stakeholders, Determining who matters and why, The Partnering Initiative](#)

## 2.2 Identifying partners

### Do you know how to Identify government partners?

When setting up or redesigning a PPP, partners are required to make choices regarding their strategy for choosing which Public P to partner with and how to design a partnership. In some situations, it is determined in advance which Public P needs to be involved as a partner in the PPP. In all instances, it is relevant to understand the government - and in particular the politicians in charge of reforms in order to be able to effectively partner. The appetite for the type of reform that is required for meeting the SDGs is difficult to assess and requires a deeper understanding.

Politicians prefer policies and seek institutional changes that support their current needs, including exigencies such as horse trading when negotiating over policies with other powerful stakeholders or designing intergovernmental relations with a view to maintaining some form of centralized control, rather than optimizing service delivery. Even when politicians seek development progress, they may struggle to pursue these goals effectively because of the need to maintain the support of vested interests, including pressures for favor from family members or close allies; to lead difficult-to-manage coalition governments; or to navigate a difficult mix of fiscal problems and public discontent.

PPPs focusing on the roles and contributions that they seek from government should also reflect on the probability that these roles will not be implemented properly. One way to find out is to reflect on your government partner's motivations to do so – what is their appetite for reform.

### Guiding questions

Do (or did) you take into account the following factors or features when identifying government partners?

- **Authorised with sufficient decision making power**
- **experienced with partnerships and private sector**
- **attempts to bring about positive change**
- **has influence on bringing about change**
- **legitimate and good reputation (also with customers and beneficiaries of PPP)**
- **knowledgeable on PPPs**
- **interested, committed and motivated to work in partnership for development**

### Importance of good networks and knowledge of local context

While other partnerships were struggling in their relationship with the new counties, **WASTE in Kenya** was introduced by its locally based partner AMREF to the Busia Governor, as well as to the local Member of Parliament. They decided to coinvest in water and sanitation business opportunities for youth and women groups in this poor region bordering Uganda, where employment opportunities are few. Through the partner's good 'intelligence' on local decision makers, the partnership was able to seize momentum, create political will for the PPP, and obtain a local license to operate, while linking to the public partner's incentive of *strengthening its political mandate*. (see 'mutual benefits' in step 4)

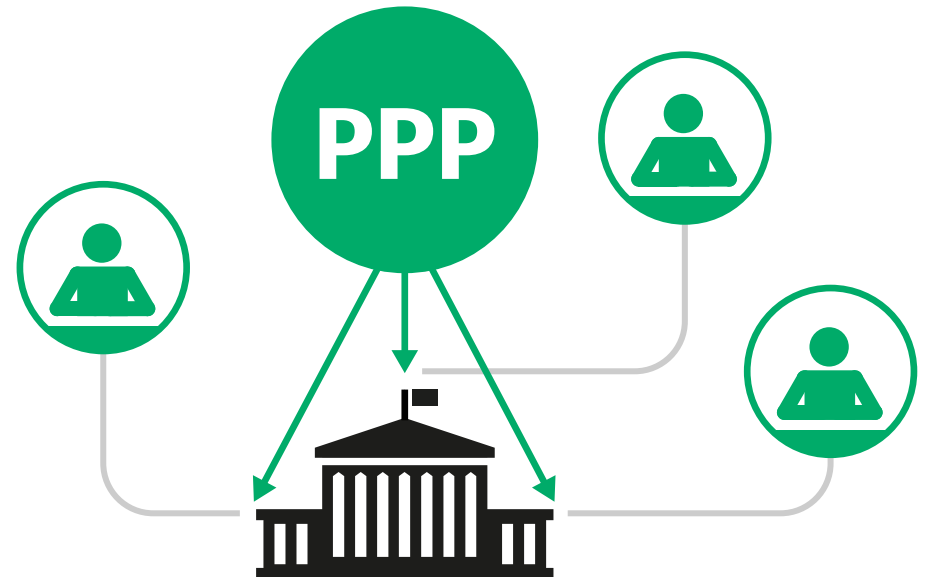
### Localised networks

In its earlier food security project in Kenya, lead partner Solidaridad had been confronted with the devolution of structures: it now had to engage with the counties. The partnership decided to invest in collaboration. In this process, **Solidaridad's East Africa** office had deepened its local networks with the counties. The 2014 Solidaridad project, Food for All, was led by the East Africa office, instead of the Netherlands office, as it was better able to navigate the local political context.

## Step 2: with whom to partner & the SDGs

The Sustainable Development Goals offer an opportunity to gain wider and long-term political support. It is important to understand how political incentives shape decisions and to build an awareness of political constraints - as well as opportunities - into the provision of advice and development engagement. In the process of mobilising partners in government, there should also be focus on the interests of politicians, which could broadly converge with development objectives, such as seeking to deliver growth, jobs, or social protection benefits as a way to secure legitimacy or reelection.

At the same time, this step should be taken with caution as it requires political sensitivity and a careful balancing act, having to mitigate risks with regard to the partnership's 'political bias'. Partnerships should also bear in mind that building relationships with governments is a step which requires considerable time, effort and resources. Combining interests, complementing each other's approaches and resources and finding common principles require considerable financial and technical support.



## Step 3. What if

### 3.1 Understanding challenges

#### Do you know which challenges to expect when working with government?

Each partner in a PPP brings a specific value to the partnership. At the same time, each partner represents a different constituency. Public accountabilities, legal and policy context as well as capacities can bring about challenges not only to partnering with government but also to the (rest of the) partnership (itself). Understanding the possible challenges inherent in the public nature of government enables partnerships to develop adequate coping strategies.

#### Guiding questions

Are any one of these challenges likely to affect your collaboration with government?

Capacities to partner, for example due to:

- unreliable government funding,
- few technical resources or
- lack of partnering and collaboration skills, so government is not capable of delivering on their commitments

Accountability issues, for example:

- because officials abuse their bargaining power to negotiate certain terms, or
- because partnership resources are redirected,
- when there are delays to deliver, not only due to legal constraints, but also lack of interest

Lack of continuity in the legal, regulatory, institutional and political context, for example when:

- elections and political change alter policies or lead to a replacement of counterparts,
- but also legal and regulatory constraints that limit government's flexibility and create delays

#### Capacity

The level of engagement in a partnership is influenced by the institutional capacity of actors, which varies a great deal and is highly context-dependent. Local public institutions in particular may be hindered by a lack of reliable funding and technical resources. Partnership is rooted in the relationships between individuals.

The individual public manager requires particular skills and capacities for working in the changing context of governance and the increasing variety of PPPs in his or her portfolio. Skills such as holistic thinking, negotiation, strategy development, interpersonal communication, facilitation, and conflict resolution are necessary for all actors working in partnerships. However, public actors need to develop a specific leadership style that allows both accountability to be ensured and mutual understanding and trust to be fostered.

## Accountability

Partnering represents a new form of governance whereby the partnership is expected to be characterized by joint allocation of risks and decision making mechanisms, instead of by central steering and control. For public actors, partnering often means a delicate balancing act between imposing and negotiation; on the one hand, the public actor (ideally) sets particular norms, rules, and good governance principles – such as accountability, responsiveness, transparency, equity, and participation – that the PPP, including the public authorities, must abide by. On the other hand, government uses (or abuses) its bargaining power to negotiate the terms of the partnership. Confusing these roles can lead to misunderstandings and conflict among partners and can prove to be costly in terms of effectiveness and efficiency, but especially in regards to the reliability and legitimacy of public actors.

## Continuity

National and international legal frameworks and regulations may be conducive to or restrictive of the introduction of PPPs in general and of the level of engagement of the Public P in specific partnerships. Legal constraints and procedures can create delays in decision-making by public actors, hampering the partnership process. Regulatory barriers can undermine or limit the flexibility of public actors.

The Public P operates in a political context where policy priorities may alter when there is political change. Short term projects with tangible outcomes tend to be preferred over approaches that require a long-term investment. In some public agencies, frequent staff turn-over and reorganization (e.g., rotation of office and changes due to elections) can not only lead to delays in decision making and challenges for knowledge management, but may also hamper trust-building between partners.

## Accountability and integrity

In both Ghana and Kenya, PPPs struggle with getting public partners on board and securing their commitment and buy-in. This was especially the case when public partners became involved at a later stage of the project and could abuse their bargaining power to make their participation and contribution conditional.

Lead partners shared stories of the high expectations of public partners with regard to compensation for their engagement. In conventional aid projects, it is common practice to pay sitting allowances for participation and to provide cash transfers for transport, accommodation, and other types of allowances. In Kenya, the high level of corruption in the public sector is not conducive to good collaboration with PPPs or within them.

*Once you start paying cash (bribes), your PPP will slowly be eaten up. Anonymous lead partner*

## Continuity and relationship building

Election cycles may influence political commitment, senior leadership and long-term policies towards PPPs. The 2016 Ghana elections rendered the context unpredictable. This influenced, and sometimes hampered, the relationship with public partners as this could lead to policy and leadership changes within public sector organizations.

*‘Elections could change everything; they are the cliff hanger for the project: a lot relies on political support from the Ministry of Agriculture’* According to lead partner **CAB International in Ghana,**



## 3.2 Mitigating risks

### Do you know which measures are usually taken by PPPs to mitigate those risks and challenges?

Effective partnerships will interact with their context in an evolving and appropriate manner. Challenges and risks may occur at different times and on many different (sometimes unexpected) levels. Partnerships need to deal with, for instance, changes in available resources, new power imbalances and the strong influence of new partner organizations or powerful personalities. It is important to build and invest in the capacity of partners to be agile, responsive and constructively inter-dependent to face risks that are unknown and unknowable.

### Capacities to partner

Building capacity is a priority for many PPPs but lead partners are often confronted with unanticipated capacity shortages at the level of government. In Solidaridad's 2012 project on food security, agricultural extension for smallholders farmers was supposed to be performed by government agencies. In the wake of the 2009 Constitution, county governments were created and took over this responsibility. However, as highlighted by the lead partner, **Solidaridad**:

*The new county government in charge had no capacity to fulfill the role of agricultural extension, so half way through the project we had to create the new position of county coordinators to train the future trainers*

### Tips & tricks

To mitigate accountability issues, have you considered these mitigating measures?

- Partnership' roles and responsibilities are clear
- Partnership structure is acceptable to partners
- Clear standards and commitments are in place which partners must adhere
- Partners understand and endorse the partnership's management and decision-making systems
- Clear monitoring and evaluation systems have been established
- There is acceptance of mutual responsibility for sustaining or rolling out the partnership and/or its results
- Partners are clear about the action that will be taken if a partner decides to leave or a new partner wished to join the partnership
- The budgetary implications of your partnership project on government are clear
- The costs for engaging government are made transparent
- Rules and regulations are respected, important not to give into pressure to serve personal interests over the project's principles



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### Dealing with accountability issues

As the line between public and private interests is often blurred in Ghana, and informality is the norm, the partnership led by IWAD Ghana Ltd. is at times confronted with representatives who show a commercial interest in the project. One of the mitigating measures towards rent seeking within the project is to make access to land and credit based on performance. However, with public partners that provide access to local assets, this is a delicate balancing act. The partnership therefore presented a consisted approach from the beginning by respecting the rules and regulations and not giving into the pressure to serve personal interests over the project's principles.

### Tips & tricks

To mitigate the risk of lack of continuity in the legal and political context, have you considered these mitigating measures:

- have multiple interactions with government at different levels
- work between different ministries or departments within national government
- work with central government if you require relationships with decentralised levels of government
- undertake steps to make sure that an agreement holds if the partnership environment changes
- be clear about the action that will be taken if a partner decides to leave or a new partner wishes to join the partnership
- Liaising with civil servants within those institutions provides a degree of continuity in the relations with public partners
- Consider engaging informal leaders to acquire local legitimacy (and access to land, water etc.)

### Escalating to a higher level: one role of embassies

Government-to-government relations are of crucial importance to the success of PPPs, and especially in case of problems between partners – or of another nature that concerns government. In the cases of the PPPs interviewed – all partly funded by the Dutch government – embassies in the countries of operation played a number of roles – including as mediator, or even ‘firefighter’.

*The Dutch government provides a trust factor in a very political and complex environment, which can only be influenced by the private sector to a limited extent. IWAD Ghana Ltd.*

Some of these roles were inherent to the approach to (local) government's involvement. In the projects financed by the Sustainable Water Fund engaging public panrters is a formal requirement for receiving an FDW grant. For the Fund for Sustainable Entrepreneurship and Food Security (FDOV) it is merely advised. This also results in a difference in the configuration of partnerships: all FDW partnerships have at least one in-country public partner, while less than half of the FDOV projects include in-country public actors. The type of public partner engagement also varies greatly. In FDOV the Dutch government represents the public partner, but some FDOV projects opt to have local government as formal partner.

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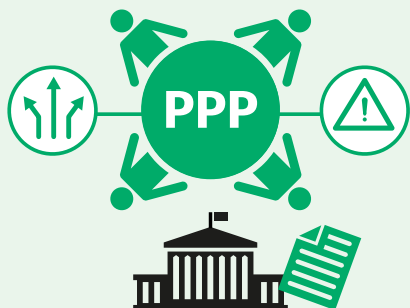
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### Shift focus or location?

The role of government can make or break a project in some contexts. If their role is outright non conducive, the partnership has to reconsider its options. Most lead partners operating in Kenya admitted that they had not expected the institutional changes that resulted from the devolution of powers to counties, let alone the implications for their projects. This devolution had a major impact on the **Hivos @Scale project in Kenya**, which aimed to create opportunities for self-reliance and economic growth among smallholder coffee farmers in the Nyeri area. However, as Hivos noted: *The county governor decided to begin trading coffee himself. Our consortium lost the investment and had to find another county to work in*

### Move around the obstacle?

If the challenges persist, PPPs need to find innovative ways to move around the obstacle and ask:

- **Should we reject the idea because the circumstances are not right?**
- **Meanwhile, can we enlist the support of other organizations to push through the partnership project, while paying attention not to substitute government's capacity and tasks (see 1.1)?**
- **Can we afford to wait?**
- **Is it likely that things will change?**
- **What will trigger this?**

Another way of overcoming a lack of commitment and interest with can be to gain a better understanding of the benefits and motivations of government to partner with you. Based on this you can find ways to increase government's commitment and interest to come on board of the partnership. The next step 4: How?

### Step 3: what if challenges occur & the SDGs

Partnering involves a high level of insecurity and unpredictability, because partnerships operate in complex environments and across organisational boundaries. Fragile governance exacerbates these dynamics. SDGs offer a good vehicle to promote accountability, transparency and inclusiveness in partnerships, which are critical for all partners involved in SDG-oriented partnerships. Surely, partnerships may not produce immediate quantifiable results. However the global indicator framework for the Sustainable Development Goals and targets of the 2030 Agenda for Sustainable Development includes 232 indicators on which general agreement has been reached. It is a voluntary and country-led instrument that includes the initial set of indicators to be refined annually and reviewed comprehensively. In case the Sustainable Development Goals which the partnership is working on have been integrated into policy cycles, partnerships can support measuring targets which can help overcome challenges in partnering with government and keep the collaboration on track.



## Step 4. How

### 4.1. Mutual benefits

#### Do you know what benefits your government partner and how you can integrate this into your partnership?

Ensuring mutual benefit is the basis for building enduring commitment from the partner organizations. Each partner should be able to understand the motivations of the other partner. Just like any other partner, governments should be clear on the benefit to their own organizations of involvement in the partnering endeavour. To cope with challenges such as lack of interest, skills, knowledge and expertise, this section of the tool focuses on getting government on board, by not only aligning goals but also by integrating government motivations and benefits - other than extra financial resources.

The next section focuses on government motivations. The question is whether the partnership can deliver on these motivations. Does what the partnership offer match with the benefits that governments see in the partnership, such as strengthened capacity, policy design and implementation or service provision, or even a strengthened political mandate for the government? A partnership should know what makes their government partner tick. If there is a match, the partnership can be (re)designed to integrate these motivations and benefits of government. In some cases, additional in-kind resources will have to be made available in order to promote this mutual benefit, and 'mutuality' (see 5.1 'adapt and re-design') among the partners in the partnership.

#### Guiding questions

What benefits your government partner?

**strengthen government's capacity: for example because:**

- government wants to generate new expertise that can be applied elsewhere or
- they are aware that partnering skills have long term strategic advantages

**strengthen government's political mandate: for example because**

- government wants political credibility, reputation and legitimacy to yield positive results in elections, or
- wants to introduce accountability
- or development policy to improve relationships with communities and better fulfill their expectations

**improve government's policy design & implementation: for example because government**

- is keen to gain experience with new approaches in policy design and implementation or
- is motivated to have a partnership dialogue, to give government and politicians a better understanding of the constraints that private actors, including NGOs, face

**enhance government's service provision: because for example**

- it is an important performance indicator, when weak implementation is a risk for government or
- government is motivated to share information and technology
- government is motivated to save costs by leveraging private sector resources

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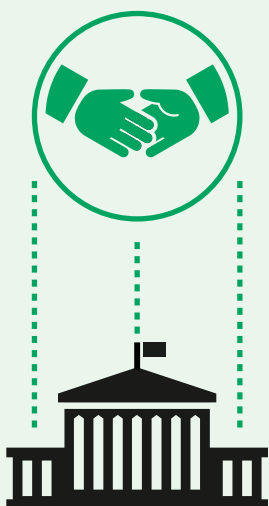
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**Test your understanding of what benefits your government partner and how you can integrate this into your partnership**

**Do you know what benefits your government partner in a partnership?**

- Leverage resources for development
- Enhance service provision
- Improve policy design & implementation
- Strengthen political mandate
- Strengthen capacity



**Do you know what you can offer to government and deliver as a partnership?**

Does your partnership have the following available to help government with the interest and benefit you identified in the above question?

Check per benefit:

- Resources
- Experience and capacity
- Time and room of manoeuvre
- Access to and influence on government
- Agreement of donor or investor
- Knowledge of needs and context

**Build partnering capacity with the private sector**

The most common method mentioned for reinforcing the capacity of the government is training. Lead partner **Pharmaccess in Kenya** involved county governments by letting officials participate in the training for small and medium health enterprises, thereby supporting the counties in effectively managing their new task of public health service delivery. This project also invests in longer-term relations with the Public P by working closely with the public sector opportunities that arise for the private health (SME) sector to engage in public health service delivery, including through engagement in the National Hospital Insurance Scheme. Trust is a crucial issue in this regard. According to Pharmaccess, which has been working in Kenya for over a decade: *Once you show that it worked, you can build on that together.*

**Forge strategic deals exchanging capacity support for policy influence**

Water and sanitation partnerships, such as those led by the **WASTE in Kenya**, go one step further and are based on strategic 'deals' that exchange strengthened capacity for policy influence, such as nurturing the Public P's capacities via platforms, investing in partners while influencing the new rules of the game for the sector through vertical scaling. Lead partner Vitens Evidens International, a joint venture of Dutch water companies, also known as **Aquanet/VEI in Kenya** is deliberately trying to achieve system change beyond the boundaries of their own project by engaging many of the Kenyan water utilities while also gradually influencing the regulatory body (WASREB).

**Strengthen political mandate**

Creating political will and buy-in was also the approach of lead partner **Vitens Evidens International** when dealing with an individual government official that used his bargaining power to negotiate the terms of the partnership. In an earlier project, the organization had been confronted with high expectations by a particular county governor. As this county was key to the PPP, the governor was invited on an exposure visit to the Netherlands, which smoothed collaboration with this public actor on an individual level. These exposure visits are a common practice in the utility sector to ensure commitment of partners.

## 4.2 Strategise your approach

In order to anticipate challenges and incorporate government's motivations into your design, the partnership should remain flexible enough, so you can adapt and re-design the partnership in the course of implementation. This is important in case government roles alter throughout the partnering process and to allow for changes in internal and external circumstances. As such, commitments can be adjusted to meet new and unexpected challenges.

### Guiding questions

- A. If continuity is your challenge, do you want to know how to build resilience towards political, legal and institutional change and spread risk?**
- B. If reliability and accountability are your challenge, do you want to ensure commitment and build political momentum with government?**
- C. If partnering capacity is your challenge, do you want to increase potential for (vertical) scaling and sustainability?**

### A. Build resilience to political change and spread risk through identifying multiple entry points in institutions

Mitigating risks is one approach to building resilience to changes in the political and institutional context. This is in order to deal with the unpredictable developments that affect (collaboration with) the Public P, which can either be related to the complexity of the public sector with its different levels, or new institutional structures (as in Kenya), or new counterparts following elections or government shuffles. Partnerships following this approach link to the Public P's interests, such as *leveraging resources for development, strengthening policy design and implementation, and enhancing service provision.*

These practices demonstrate an ability to maintain multiple entry points in institutions and to deepen local networks. In the design of their programmes they take local context as a starting point. While such flexible design works well to mitigate the risks of an unpredictable environment, it remains important for lead partners to monitor a localized approach closely in order to avoid making the project dependent on certain local personalities. This approach should therefore be based on adaptive programming with a solid risk-monitoring component.

While most partnerships do not want to engage in politics, many are well aware of the political economy around the institutions in their sectors, which allows them to respond swiftly when opportune or needed. Timing is key: when to engage with a public partner also depends on the development of the political and institutional context - for example, as a result of elections or the introduction of new institutional structures.

In the food sector, some PPPs were not properly prepared for the political realities of the context or failed to build in sufficient contingencies. This necessitated diplomatic intervention and the trust factor provided by the Dutch Embassies. In spite of the increased dealings of governments with the international companies (as well as INGOs), government-to-government relations are still viewed in Ghana and Kenya as the backbone of partnerships.

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### Engage higher decision-making levels

Usually, the political framework of the state determines which part of government (e.g., the regulator, national government agency, or municipal representatives) signs the partnership contract. The responsibility for implementation may, however, lie with another public agency. This can be a complex process of managing different levels.

An example is the project to vertically integrate the potato chain in Kenya, which was confronted with another, more risk-averse Public P than at the start - the parastatal Kenya Health Plant Inspectorate Service (KEPHIS), which caused unexpected delays due to their adherence to strict and time-consuming certification protocols.

The PPP opted for another entry point to the Public P: the ministerial level. The 2016 visit of the Dutch Secretary of Economic Affairs expedited the process, which demonstrated that high-level engagement and policy influencing can be an effective approach to mitigating such challenges.

As the lead partner **Agrico East Africa** advised: *For other companies willing to do business in Kenya, I would advise to always work in close cooperation with the Kenyan government and the Dutch Embassies, because in Kenya you will encounter things you could have never have envisioned*

### B. Get early buy-in to ensure commitment and build political momentum with government

Early involvement is one approach to securing continuous commitment from government with partnerships, as well as within partnerships. This also helps avoid the challenge of government using its bargaining power at a later stage to negotiate the terms of the partnership or a higher price for access to assets such as land and water. Partnerships applying this approach demonstrate synergies with various Public P motivations: to strengthen their political mandate and strengthen their capacity.

Joint design of the project ensures a degree of commitment and responsibility, but also builds in an element of monitoring the role of the public partner. Such early engagement can make government more reliable, but requires from the start good management of expectations regarding the benefits of the project: transparent communication and the consistent application of rules.

For SmarterWash, a project in Ghana, lead partner International Reference Centre for Community Water Supply and Sanitation, or in brief: **IRC in Ghana** jointly designed the proposal with the Community Water and Sanitation Agency (CWSA) of the Ghanaian government, which played a key role from the start. A good working relationship had already been built prior to the project. The

project seeks to calibrate data with regard to nonfunctioning water points, as well as an effective response system for District Authorities and Ghanaian government using the internet and mobile phones. As such, the government can effectively budget and plan investments. The project has enjoyed good cooperation with the government staff of the district assemblies and with regional and national agencies in the capacity development efforts.



### C. Increase potential for scaling and sustainability by investing in partnering capacity

One approach to promoting institutional sustainability is to work on increasing the potential for scaling at the level of the Public P. This addresses the challenge of limited capacities, not only on the technical level, but also with regard to partnering which, if not in place, can negatively affect the PPP's contribution to system change. What incentivizes government to work with partnerships following this approach is strengthening its own capacity and enhancing service provision. Many partnerships deal with the limited capacities of the Public P, while they need them to play their roles properly in the project; in this sense they are dependent on them. The practices for dealing with this range from ad hoc capacity in exchange for cash, to investing in the Public P's partnering and negotiation capacity beyond the traditional training approach.

As such, the capacity its builds through partnering and negotiating with the partnership can provide a plank for new partnerships to come in. Whereas training can be useful for technical capacity in conventional aid projects, an effective approach to building capacity and developing partnering capacities is to offer the in-country Public P a full-fledged, responsible role in the partnership, based on the principle of equity in partnership.

The ultimate way to build partnering capacity is to allow government to take up a full-fledged and responsible role in the partnership, striving for equity in partnership. In a public-private partnership, this is not a linear process, though some partnerships try. This is the case in the water management partnership in Ghana, where the government agency Savannah Accelerated Development Authority (SADA) is in a cofinancing and codecision position. It empowered SADA. Having matured in this role, SADA is keen to have more responsibility in the partnership, particularly in the governance structure. However, it is also keen not to risk its good relationship with the lead partner with a view to future projects with (or scaling via) the lead partner. As SADA, which is the government agency responsible for the development of northern Ghana, notes:

*In the beginning, SADA - as a new institution - did not have the capacity to negotiate good deals with the private sector. Our partnerships were based on trust. Over the years, and through our project with IWAD, this capacity has grown and we are now able to negotiate new partnerships and better deals with private sector. Government of Ghana*

### Step 4: How to partner with governments & the SDGs

There are multiple entry points for PPPs to support the implementation of the 2030 Agenda in the countries of operation. The SDGs address a complex, interdependent set of challenges and so require a systemic and holistic implementation response. Governments are aware that partnerships can offer great help to make a good start in tackling those. For instance, PPPs can help overcome challenges that governments experience during the formulation phase, such as access to relevant data by partnering with research institutes, or they can help leverage diverse funds from public and private stakeholders during the implementation phase.



## Step 5. What next

### 5.1 Adapt and re-design

#### Do you know how to create governance arrangements which enable joint decision-making and risk sharing?

The key mechanisms and practices in the partnership approach to achieve mutuality are co-ordination, accountability, partnership identity and transparency. Partnership success is bound by specific cultural contexts, industries, or regions where partnerships are implemented, and also by the organisational background which influences the formation of the partnership. Comparably, the degree of mutuality in a partnership is influenced by the context in which partners interact and the specific partner configurations.

Coordination, accountability, transparency and a partnership identity can help partners achieve higher levels of trust and equality, two principles of mutuality. Thus, mutuality is believed to develop when partners have jointly agreed on how such mechanisms are defined and what practices they will develop to make the mechanisms happen.

#### Guiding questions

- How to ensure that partners are satisfied with their role in decision-making?
- How to ensure that senior management buy-in to the collaboration?
- How to create the right balance between internal and external transparency?
- What requirements of and from each of the partners (towards members, shareholders, constituencies) are best to ensure transparency? How can this best be managed?

#### The importance of trust in a partnership

Public actors may perceive a loss of control when 'opening the door' to the private sector to influence policy making. As the Kenyan Ministry of Agriculture, Livestock and Fisheries noted with regard to the potato project led by company **Agrico**:

*International companies are difficult for us to trust, because we do not know them or their motivation for doing business here.*  
**Kenyan government**

If the capacity that is being built to trust and work with these companies transferred or replaced, the next partnership that knocks on the door might be confronted with the same challenges: a lack of trust to partner. Conversely, a level of trust in each other and institutionalized processes can turn the decision towards taking next steps such as scaling-up, continuation, or new formation of partnership plans.



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The complexity of a partnering endeavour requires solid and fair structures in place that allow for equitable participation for all partners in planning and decision-making. An initiative that does not allow for inclusive decision-making is bound to suffer from an increase in uncertainty, inhibit the building of trust, and may decrease the possibility of working optimally.

Ideally, partners distribute as many decisions as possible by agreement to those in the best position to make them. Only major strategic issues require joint decision-making. The form, and levels of formality, of governance may vary depending on the complexity and context of the partner set-up.

External transparency might be lost at the expense of internal transparency, because partnering requires often delicate negotiation practices that are not always served by immediate transparency.

Another crucial element to this is the buy-in of management of all partner organizations; if there is no alignment, the risk is that the partnering endeavour becomes separated and isolated from the core operations of the individual partners and will therefore lack legitimacy, authority, and influence. However partners choose or need to work, their initiative should be jointly agreed, clarified explicitly, and enshrined fully in a collaboration agreement.

### Tips & tricks

When re-designing your partnership in order for you to have government partners engaged and committed, make sure you focus on:

- shared planning and decision making
- dealing with structural asymmetries or imbalances of power between partners that will affect how they will collaborate
- acceptance of mutual responsibility for sustaining or rolling out the partnership and/or its results
- knowing the risks that might influence the sustainability of the partnership vis-a-vis government follow-through on contractual commitments
- Partners understand and endorse the partnership's management and decision-making systems



## 5.2 Converge interests

### Do you know how to further converge interests with government?

Convergence of interests happens when the partnership - including government partners - supports ideas of mutual interest and benefit that may also serve a particular cause, such as related to achieving the Sustainable Development Goals. With regard to the 2030 Agenda there are five dimensions of sustainable development: people, planet, prosperity, peace and partnership, which are also known as the '5Ps of sustainable development'. Governments are keen to engage a wider range of partners in order to harness their competitive advantages in the process of implementing these five dimensions within 2030 Agenda. They are motivated by the idea that collaboration will increase or accelerate development impact, create sustainable results and lead to efficiency gains. The checklist below is to find out whether your partnership is prepared to partner with government on the 2030 Agenda.

#### Final questions:

- To what degree do the partnership's interests converge with those of government?
- Did new information become available, did new partners come on board, or did (other) circumstances change? The tool is designed to enable users to revisit the steps at a different stage of the partnership process.

### Step 1: do you know how to determine timing and phasing of partnering with government?

#### When:

- Formulate your main reason to engage government
- Describe what role or contribution you seek from government
- Check whether your partnership is aligned to government goals, policies etc.

### Step 2: do you know how to determine level(s) of engagement?

#### With whom:

- Do an analysis of relevant stakeholders to find out who is supportive or opposed to the change you propose
- Check the track record of your potential partner and (if possible) identify a suitable partner

### Step 3: do you know how to determine the degree of formalisation of collaboration?

#### What if:

- Define your main challenge now, or which challenge to expect
- Check whether your partnership agreement includes sufficient measures to mitigate this challenge

### Step 4: do you know how to collaborate effectively with government in a partnership?

#### How:

- Assess what is the most important motivation or benefit of government to partner with you
- Check this against what you can offer as a partnership
- If there is no match, see what else motivates government, or what more you can offer
- Read how other partnerships came to understand government partners' interests and benefits, and how they acted on this

### Step 5: do you know how to adapt and re-design your partnership with government?

#### What next:

- Check what it takes to adapt your partnership if you were to integrate this
- Assess whether your governance arrangements, if formalised, are 'mutual' enough
- Check how you can further converge interests that ultimately serve the Sustainable Development Goals
- Revisit the steps at different stages of the partnership process

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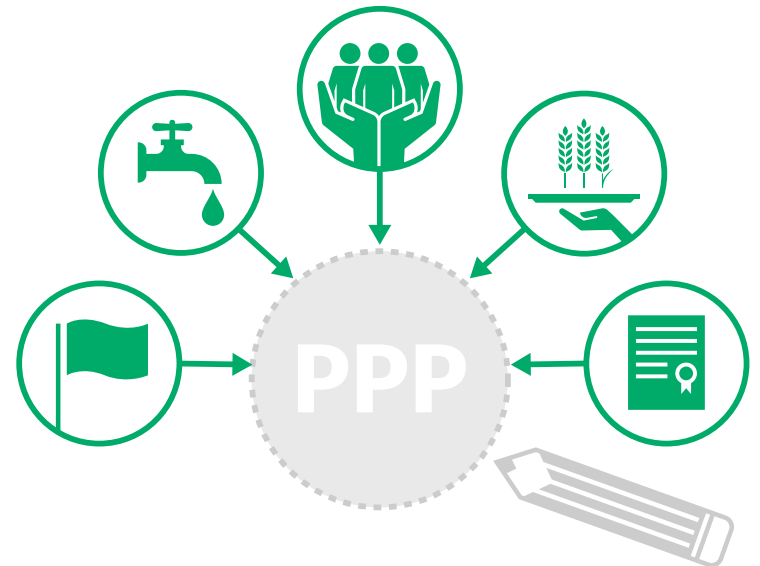
**Step 5: What next & the SDGs**

*“Reflecting on the [Millennium Development Goals] and looking ahead to the next 15 years, there is no question that we can deliver on our shared responsibility to put an end to poverty, leave no one behind, and create a world of dignity for all.” UN Secretary General Ban-Ki Moon, 2015*

The number of PPPs have grown exponentially over the last decade. Experiences from the efforts to achieve the Millennium Development Goals and the objectives of the outcome document of United Nations Conference on Sustainable Development, the future we want, have shown that successful partnerships across public and private sectors ensure ownership and accountability and can bridge the economic, social and environmental dimensions of sustainable development, triggering the mobilization of resources for effective implementation.



Partnerships provide an important space from which to develop such solutions that explore options beyond “business as usual” and search for the transformational changes that respond to these systemic challenges. Scaling up partnerships for implementing the 2030 Agenda should be linked with the need to adapt the original objectives and reinterpret them within the context of the Sustainable Development Goals in line with different characteristics of the target population and the contextual needs. Doing this requires the ability to create and recreate partnership structures, which need to be flexible and easy to adapt.



## Annex

### List of PPP lead partners interviewed

Code	Project name	Lead partner
<b>FDOV14GH04</b>	Strengthening the Horticulture Export Sector in Ghana	CAB International
<b>FDW12KE03</b>	Financial Inclusion Improves Health and Sanitation in Kenya	WASTE
<b>FDW14KE13</b>	Performance Enhancement of Water Utilities in Kenya	Aquanet/VEI
<b>FDOV12KE02</b>	Amsterdam Initiative against Malnutrition (micronutrient powders and fortified dairy produce)	AIM
<b>FDOV12KE04</b>	Food Security through Improved Resilience of Small-Scale Farmers in Ethiopia and Kenya (FOSEK)	Solidaridad
<b>FDOV12KE06</b>	Sustainable and Secure Smallholder Systems @Scale	Hivos
<b>FDOV14KE18</b>	Healthy Business Development Program	Pharmaccess
<b>FDOV14KE58</b>	Food Security via Vertical Integration of a New Kenyan Potato Chain	Agrico
<b>FDOV14KE63</b>	Food for All Project in Kenya	Solidaridad
<b>FDW12GH06</b>	Integrated Water Management and Knowledge Transfer in the SK Basin	IWAD/Wienco Ghana Ltd.
<b>FDW12GH07</b>	Mobile Monitoring of Rural Water and Sanitation Services that Last	IRC
<b>FDOV12GH01</b>	Sustainable Maize Program in Northern Ghana	Solidaridad

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