

PARTICIPATORY GOVERNANCE: AN ANALYSIS OF THE ENGAGEMENT  
OF ZIMBABWE'S INDIGENOUS PRIVATE SECTOR IN PUBLIC ECONOMIC  
POLICY REFORM

BY

FADZAI DECEMBER

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## **Abstract**

*The study is an analysis of the engagement of indigenous private sector in public economic policy reform within Zimbabwe. The study wanted to ascertain the relevance and extent to which private sector has been involved and accredited by the government to influence economic governance in Zimbabwe. The research highlighted the relationship between the government and the private sector with regards to influencing economic policies, the extent of private sectors participation in economic policy making and constraints faced by the private sector in its involvement in economic policy making in Zimbabwe. The research under investigation was guided by participatory governance theories. A qualitative approach was adopted in the study with gathering data being conducted by means of instigating in-depth interviews and documentary review. The research is also aimed at suggesting recommendations for the policy makers in Zimbabwe that will help in achieving effective economic development of the country. The study recommends that the government should collaborate with the private sector thereby prioritising advocacy initiatives and build their advocacy capabilities and awareness, private sector should initiate or promote public-private dialogues in order for government and private sector to understand each other's positions and to reach consensus on what is good for business.*

**Declaration**

This dissertation is my original work except where sources have been acknowledged.

The work has never been submitted, nor will it ever be, to another University in the awarding of a degree.

STUDENT ..... DATE .....

Signature

SUPERVISOR ..... DATE .....

Signature

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## **Dedication**

This research is dedicated to the December and Mafusire family who have supported in any way they could and to all the people who have had faith in me.

## **Abbreviations and Acronyms**

CDC	-	Common Wealth Corporation
IFC	-	International Finance Corporation
EIB	-	European Investment Bank
ESAP	-	Economic Structural Adjustment Programme
CZI	-	Confederation of Zimbabwe Industries
ZNCC	-	Zimbabwe National Chamber of Commerce
GNP	-	Gross National Product
ACP	-	African Caribbean Pacific
AIPPA	-	Access to Information and Protection of Privacy Act
NCEF	-	National Economic Consultative Forum
NGO	-	Non- Governmental Organisation
ACBF	-	African Capacity Building Foundation
COT	-	Community Ownership Trust
PPP	-	Public Private Partnership
STERP	-	Short Term Economic Recovery Programme

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## **CHAPTER 1 INTRODUCTION**

### **1.0 Background of Study**

Zimbabwe's independence in 1980 was the epitome of the country's black empowerment. Political independence was granted and a black government took over the reins of the state but economic power remained predominantly in the hands of white owners. This was also the case with land, which was not transferred to black owners following independence. Although the government continued to include in its policy proposals the issues of land redistribution and black economic empowerment, it was not until 2000 that it actually took action to change the land ownership pattern and sought to economically empower black people. However, this is not to say that blacks have not become active players in the economy. Over the last three decades there has emerged a new class of indigenous business people who have developed successful business enterprises.

Zimbabwe has a thriving private sector that has developed over the years. According to Sachikonye and Bracking (2009), many strategic investments in the private sector in Zimbabwe were made in the mid to late 1980s and through the first half of the 1990s by transnational development banks and bilateral development finance institutions, such as the UK-based Commonwealth Development Corporation (CDC), the International Finance Corporation (IFC), the African Development Bank and the European Investment Bank (EIB). It is during this time when the ill-famed Economic Structural Adjustment Programme (ESAP) was implemented. While

ESAP had a devastating impact on Zimbabwe's economy in the short term, it created space for private sector participation in the long run. ESAP trimmed the role of the public sector, liberalised and deregulated domestic markets and trade regimes, by so doing it opened up space for the private sector. However, from the late 90s Zimbabwe started experiencing economic decline resulting in massive de-industrialisation as companies closed due to viability challenges.

Despite the macroeconomic challenges the private sector in Zimbabwe has participated in the economic governance of the country, although it is debatable whether its proposals and ideas have been taken on board by the government. Through its umbrella bodies that include the Confederation of Zimbabwe Industries (CZI) and the Zimbabwe National Chamber of Commerce (ZNCC) the private sector has made economic policy proposals to government, although this has not always been heeded. The private sector has also supported various surveys and studies on the economy in the various sectors including banking, manufacturing, insurance etc, with a view to contributing to economic policy development.

### **1.1 Statement of the Problem**

In most societies the private sector is the real driver of economic growth and development. According to Balan (1992), studies of economic development of a country show that the private sector is indeed the nerve centre of a nation's economy. From this perspective, it can be said that the speed of the economic development of a country and its success in employment generation depend on the support and

encouragement given to the private sector. Since the private sector is key in driving the economy, it should therefore be involved in economic governance of a country. The private sector has the following benefits in a country's economic development drive;

- Employment generation
- Growth of Gross National Product (GNP) and per Capita income.
- Innovation through research and development.
- Creative energy and dynamism.
- High standards, quality and higher productivity.
- Promotion of exports.
- Speed in implementation because of minimum bureaucracy

In the case of Zimbabwe, the country is endowed with vast natural resources that have the potential to become the powerhouse of its economic development, it has not fully realised its potential due to a multiplicity of factors. Indeed the private sector has been heavily involved in the exploitation of Zimbabwe's vast mineral resources and has contributed immensely to economic development through job creation, community responsibility, and rise of the GDP and tax contributions but it is not clear if they are playing a sufficient role in the country's economic development based a number of factors. The lack of involvement of private sector may hamper their operations especially if there are sudden policy changes, so it is important for private sector to have input in policy making to ensure predictability in the economic environment. A thriving private sector leads to a thriving national economy.

The lack of clarity in the role they play in policy reform may be attributed to a lack of conducive political framework for private sector participation in economic governance. That is, are there any specific requirements or mechanisms for private sector to be involved in policy making? Since independence, various models of economic development have been pursued with the state occasionally manipulating the economy for short-term advantage to win elections. While several economic plans and blueprints have been developed, their implementation has been slow, resulting in poor economic growth. The private sector has failed to fully transform in line with the political developments in the country. It has been dominated by domestic white and international capital without enough participation of the indigenous population. It was only in the late 2000s that the government put in place a law to ensure the participation of indigenous people in the private sector by introducing the Indigenisation and Economic Empowerment Act. However, the policy has been greeted with mixed feelings because of its controversial requirement for foreign firms to cede 51% shareholding to locals.

This research will seek to assess the extent to which the private sector has contributed to Zimbabwe's economic governance, particularly in policy making and to highlight the factors that have inhibited effective private sector participation in Zimbabwe's economic policy making.

## **1.2 Research Objectives**

The objectives of the study are to:



1. To investigate the nature of the relationship between the government and the private sector with regards to influencing economic policies
2. To analyse private sector's participation in economic policy making in Zimbabwe
3. To identify the constraints faced by the private sector in its involvement in economic policy making or reform in Zimbabwe.
4. To recommend ways in which private sector participation in Zimbabwe's economic governance can be enhanced.

### **1.3 Research Questions**

The study answers the following questions:

1. What is the nature of public-private relationships in influencing Zimbabwe's economic governance?
2. How has the private sector participated in Zimbabwe's economic policy reform?
3. What are the possible or existing barriers to an enhanced private sector involvement in economic governance?
4. How can the private sector's involvement in policy reform be improved?

### **1.4 Justification of the Study**

Many pieces of research have been focused on the benefits of the private sector in economic empowerment without particularly looking at their role in economic governance for economic development. There are very few documented reports

focused on the role of the private sector in economic policy making, especially in Zimbabwe. The researcher was motivated to look at the involvement of the private sector in the economic governance system of Zimbabwe after realising that there was minimum emphasis on the role that the private sector was playing in reforming policies. Therefore, there is need for the investigation and analysis of the private sector's role. It is hoped that the findings of this research will contribute to a better understanding of the reality of private sector participation in economic governance in Zimbabwe. It will, hopefully, lead to the recognition of the private sector as a key player in economic policy making, reform and governance.

### **1.5 Delimitation**

The researcher only focused on the indigenous private sector who are more likely to be directly involved in the country's governance.

### **1.6 Limitations of the Study**

The research mainly targeted high level officials, so the challenged faced was accessing key informants for interviews due to their busy schedules. To avoid this problem the researcher ensured that the interviews were scheduled at the most convenient time and places and that they were as brief as possible without compromising the quality and quantity of information collected.

## **1.7 Definitions**

*Private Sector*- The private sector is the part of a country's economic system that is run by individuals and companies, rather than the government. Most private sector organizations are run with the intention of making profit, Rouse (2013) Private sector is defined in detail in Chapter 2.

*Economic empowerment* refers to increasing the spiritual, political, social, educational, gender, or economic strength of individuals and communities, Pillai (1995).

## **1.8 Conclusion**

This introductory chapter has sought to clarify the background and justification of this study. It has also introduced the objectives and questions which the study will be built upon. Through assumptions, limitations and delimitations the chapter has clarified the scope within which the study will operate. In the following chapters the study shall focus on broadening the discussion of economic participatory governance through presenting a literature and conceptual review. It will also outline the study methodology before making data presentation and analysis. Eventually the study will close by presenting the study summary, conclusions and recommendations.

## **1.9 Structure of the Study**

The chapters that will be covered in this report:

Chapter 2: Literature and conceptual review- An overview of related literature and conceptual framework of the study;

Chapter 3: Research methodology- Presentation of study methodology and methods;

Chapter 4: Data presentation and analysis- Outline findings and present analysis;

Chapter 5: Summary, conclusion and recommendations- Provide a summary and present key conclusions and recommendations.

## **CHAPTER 2**

### **LITERATURE REVIEW AND CONCEPTUAL REVIEW**

#### **2.0 Introduction**

This chapter will focus on presenting the views by various authors on the subject of private sector in economic policy making. It will give a conceptual framework of participatory policy making, then will further review and analyse literature on the subject matter.

#### **2.1 The Conceptual Framework of Participative Policy Making**

##### **2.1.1 Definition of policy development**

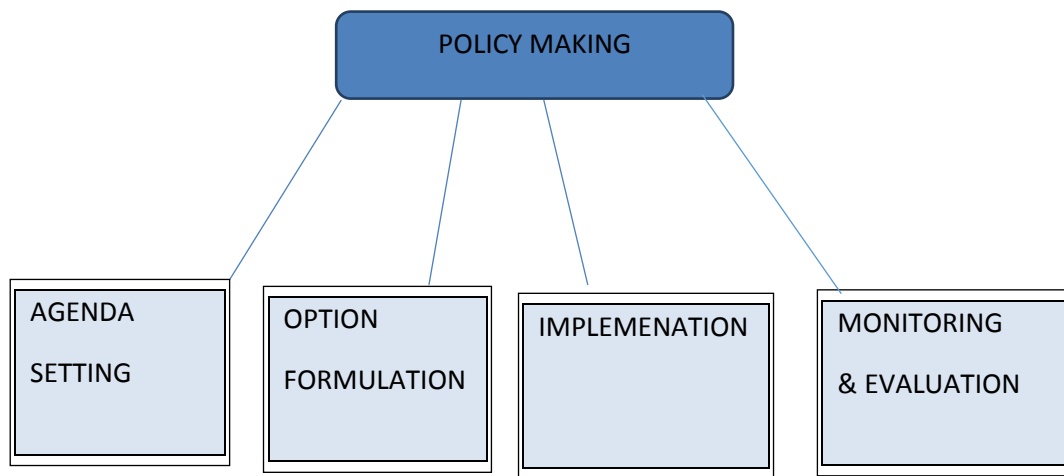
The purpose of this section is to highlight the meaning of public policy and to explain what policy development, formulation or making is. According to Lynam (2006), policy is a statement of values, aims and objectives that a government wishes to realise, together with strategies and instruments for achieving them. Therefore, public policy is the combination of basic decisions, laws, regulatory measures, commitments, courses of action and funding priorities that are made, in the “public’s” name, by those who hold or affect government positions of authority. The writer, Lynam, went further to explain that these arrangements result from interactions between those who demand change or resist change, e.g. different sectors of business, church, economic, social, environmental, interest groups, those who make decisions and those who are affected by the policy in question. The policy making process can be initiated by politicians, bureaucrats, private sector or a combination of these. These may evolve through a formal system or be driven by

interest groups who bring about changes in administrative practice that become de facto policies.

Anderson (1984) defined policy formulation as the development of pertinent and acceptable proposed courses of action for dealing with a public problem and what is proposed to be done about the problem. Essentially, policy making becomes the most critical process in any governance system since it is the one that defines how governments should rule. Consequently, the decided policy must be implemented in most cases once Public-Private Partnerships (PPP) are in place. They are open to interpretation by the Non- Governmental players including those that are in the private sector. Implied within the architecture is the fact that the needs for the society are a priority for the players and should be valued in the design of the policy.

The aforementioned definitions clearly highlight that policy development is a process of coming up with actions and rules, and in respect to the study, these rules and set actions will therefore focus on economic issues. Policies are there to solve problems too. Policy sets out the rules of the game, which should do what.

The figure below, illustrates the policy architecture.



**Figure 1Policy Architecture**

From the diagram it is clear that policy development is a process and each stage requires critical thought and has a domino effect. Each stage affects the other, hence the stages should be all treated the same in terms of resources, effort and most importantly levels of participation.

**Types of policies;**

- Laws and other legislative documents e.g income tax legislation
- Regulations e.g labour regulations
- Court decisions
- Executive decrees and orders
- Governmental policies (national policies)

The study focuses on how the private sector is involved in each of the policy development stages presented in the diagram above, particularly at the stage of presenting recommendations. As private sector is said to be one of the major contributors to policy making, it is important to define who the private sector is.

### **2.1.2 Definition of private sector**

Tradewins (2002) states that the private sector is generally understood to be the area of the economy activity not controlled or directed by the state – where physical and financial capital are largely controlled privately and business decisions are made on the basis of private initiatives in the context of competitive markets. According to Foreit (1992) it is important to define private sector with the consideration of three variables; outlet, administration and financing. He explains that outlet looks at the ownership of the facility, administration means the program management will be handled by a private entity not government and financing is considered as public if the main source of operating funds is derived from the general treasury (tax revenues, loans etc) and private is derived from users, employees and private donors. Therefore, with regards to Foreit's approach to defining private sector, it is basically a group which is not financed, owned and managed by government. However, private sector is legally regulated by the state. Meaning its operations, though privately managed, are also governed by the laws and regulations with which the sector operates in. Haufler (2013) says businesses within one country are required to comply with the laws in that country.



**Types of private sector;**

- Large National companies
- Multinational companies
- Small and medium sized enterprises
- Informal sector
- Entrepreneurs

When defining the private sector it is important to distinguish between the private and public sector. Therefore, the public sector on the contrary is the part of the economy whose activities are under the control and direction of the state- where the state owns all the resources. This study specifically focused on indigenous private sector.

**2.1.3 Participatory Governance**

Participatory governance focuses on deepening democratic engagement through the participation of citizens in the processes of governance with the state. The idea is that citizens should play a more direct role in public decision-making or at least engage more deeply with political or economic issues. Government officials should also be responsive to this kind of engagement. In practice, participatory governance can supplement the roles of citizens as voters or as watchdogs through more direct forms of involvement, IDS (2006).

Therefore, the researcher will also focus on the following participatory governance concepts

1. Concept of social capital
2. Concept of synergy
3. Enablement policy approach
4. Empowerment Approach

A number of governance scholars suggest that the principal ingredient for success is visionary and strategic leadership. According to Pieterse (2000), the potential and success of participatory governance is dependent on a new form of leadership that operates on the basis of sharing power and advancing the collective interest of the public. This section explains the principles behind participation of the public in policy making. The World Bank states that “good governance is epitomised by open, and enlightened policy making, that is transparent process; a bureaucracy imbued with a professional ethos; an executive are accountable for its actors and strong public participation”.

Participatory governance focuses on deepening democratic engagement through the participation of citizens in the processes of governance with the state. The idea is that citizens should play more direct roles in public decision-making or at least engage more deeply with political issues. Government officials should also be responsive to this kind of engagement. In practice, participatory governance can supplement the roles of citizens as voters or as watchdogs through more direct forms of involvement (IDS, 2006). Cloke et al (2000) gave the contemporary conceptualisation of governance by stating that governance places emphasis on interdependence between governmental and non-governmental bodies, with the role of central government

being reduced to one of seeking to coordinate or manage policy networks through facilitation and negotiation.

Participatory governance is one of the key principals of a democratic process. It should therefore, be integrative and strategically driven and the best player to authorise this process is the government. According to Wampler and McNulty (Noyear), participatory governance consists of state-sanctioned institutional processes that allow citizens to exercise voice and vote, which then results in the implementation of public policies that produce some sort of changes in citizens' lives. They went further to state that, citizens should be engaged in public venues at a variety of times throughout the year, thus allowing further to state that the full value of the synergy concept is that it helps us to shift our policy concerns away from conflictual dimensions of the relationships between private sector and the state, whilst at the same time appreciating symbiotic nature of such relationships. This concept is seen through public private partnerships (PPP), which are a more formalised relationship.

#### **2.1.4 Concepts of participatory governance**

Participatory governance as a conceptual framework provides a basis to think about the institutional practicalities required to achieve an integrated and sustainable economic policy making agenda. It is the new approach to economic governance. Below are some of the concepts behind participatory governance which are applicable in the economic sector.

## **1. Concept of social capital**

Moser (1996) states that a social capital as the norms, trust and reciprocity networks that facilitate mutually beneficial co-operation in a community. He went further to highlight that it is an important asset that reduces vulnerability and increases opportunities of the public. This concept has provided an important insight into the importance of autonomous, well organised associational networks amongst interest groups to support economic growth, especially economic development. Essentially, this theory highlights heavy dependence on the public on governance. States who apply this concept create vast benefit to the private sector because it increases the capacity of private sector to survive unexpected shocks precipitated by rapid economic decline. It creates a more predictable business environment. The private sector will, therefore have the opportunity to lobby and engage the government to ensure that they are strategically positioned to influence some of the policies that affect their operations because the government will be aware of the challenges they face. The concept helps on guiding government on how they can be supportive and creating an enabling environment for private sector.

## **2. Concept of synergy**

Evans (1996) explains that the idea of “synergy” implies that civic engagement strengthens state institutions, and effective state institutions create an environment in which civic engagement is more likely to thrive. He went further to state that the full value of the synergy concept is that it helps us to shift our

policy concerns away from conflictual dimensions of the relationships between private sector and the state, whilst at the same time appreciating symbiotic nature of such relationships. This concept is seen through public private partnerships (PPP), which are a more formalised relationship.

### **3. Enablement policy approach**

Burgess et al (1998) states that the old style approach of the state “going it alone” has become obsolete. New delivery methods had to be explored which relied on the comparative expertise and strengths of non-state actors. He described the approach as the process when the governments put up policy that ensures increased privatisation of governance processes particularly with regards to market activity. With this concept in mind, private sector should therefore be more involved in governance. The reason behind this theory is that the state has generally stifled initiative, is uncompetitive, inefficient, inflexible and unresponsive.

### **4. Empowerment Approach**

Friedmann (1992) argues that alternative development involves a process of social and political empowerment whose objective is to rebalance the structure of power in society by making state strengthen the power of private sector.

In terms of private sector involvement in policy making, participatory governance is very important because private sector is the driver of a countries economy based on

the large profits they make and contribution to the GDP. Therefore, their input in policy making makes it much more beneficial to the country because this allows them to expand their impact in a country. So essentially, participatory governance should not only be limited to politics but should be used in the economic sector as well. In light of the aforementioned description of participatory governance by various authors, the same models or concepts raised can and maybe applicable in the economic sector.

### **2.1.5 Public Choice theory**

The precursor of modern public choice theory was Knut Wicksell (1896). Modern public-choice theory has also been dated from the work of Duncan Black in 1948, he is sometimes referred to as the founding father of public choice theory.

Public Choice Theory is directed toward the study of politics based on economic principles. It is the behaviour of public sector bureaucrats which is at the heart of public choice theory. While they are supposed to work in the public interest, putting into practice the policies of government as efficiently and effectively as possible, public choice theorists see bureaucrats as self- interested utility-maximizers, motivated by such factors as: salary, prerequisites of the office, public reputation, power, patronage...and the ease of managing the bureau. Niskanen (1973)

According to Downs (1967), at the heart of all public choice theories there is the notion that an official at any level, acts at least partly in his own self- interest, and some officials are motivated solely by their own self-interest.

This theory therefore confirms the need to involve private sector in policy making, since the private sectors main aim is to make profit and not to directly gain political mileage. Consequently, that profit in one way or the other may benefit the society indirectly or directly. Private sector profit is usually benefits the masses through taxes, job creation or their corporate social responsibility funds. If concerns of private sector are addressed at the policy level, it makes their operations much easier and will lead to the growth of the business sector. Hence the reason for this research, to analyse opportunities for private sector to be involved in policy making with an aim to mitigate public officials who focus on self-interest at the expense of strong economic growth.

However, there is a new growing trend of private sector companies that are now involving themselves in politics in order to gain favours from the government to enhance their business. Corruption has been become rife, therefore for such businesses to be involved in economic decision making it can be detrimental to economic development. Measures to curb such scrupulous activities should also be put in place.

## **2.2 Private sector engagement in economic governance**

This is a synopsis of the views of other authors on the subject of private sector engagement in economic governance. Tabb (1893) wrote about economic governance. His views were that, instrumentally leadership of the state and its key technocratic policy makers is drawn from and overlaps with those who hold power

and exercise managerial control in the economic sphere. He alluded that at the theoretical level politics and economics are viewed as separate disciplines. Those economists tend to leave politics out and political scientists tend to leave economic issues to economists. Essentially, at a theoretical level, economists are not explicitly outlined as key players in economic policy making; the main players are usually politicians.

Feng (2003) highlighted on the importance of democratic systems for the realisation economic empowerment. He focused on whether political freedom or high degree of economic democratic systems improves lives through economic growth. Jilberto and Hogenboom (2007) were of the view that the media gives more attention to the success and scandals of private conglomerates without emphasising their role in a countries development. Their book focused on analysing the role of big businesses in economic development. It interrogates the predominance of spectacular topics around the success and failures of the private sector with less emphasis on how they actually contribute to economic growth. There are plenty of more scholars that have researched around this topic and the one common finding is that little has been said about how private sector is or can be involved in decision making on economic issues at a national level, hence it is important to conduct the research on this topic.



### **2.3 Private sector and national policy making**

It is argued that some participatory policy making models are better suited for specific economic contexts. So essentially, not one model can suit all situations; therefore each type of model should be match with the situation.

There are two forms of participatory governance in economics that have received useful empirical coverage, these are;

- Partnerships in service delivery
- Multi-actor policy making

For the purpose of the study the researcher focused on Multi-actor policy making. Many governments turn to the private sector to design, build, finance and / or operate new and existing infrastructure facilities in order to improve the delivery of services and the management of facilities hitherto provided by the public sector. Governments are attracted by the benefits of mobilising private capital, Farquharson et al (2011). Therefore in the same way that the government seeks for private sector capital, it should seek their input in policy making. Public and Private partnerships can make governments think and behave in new ways that require new skills. They can be a tool for reforming policies and not merely a means of leveraging private sector resources.

#### **Advantages of private sector involvement in policy making**

According to CIPE (No Year) policy advocacy by the private sector represents a key part of a truly democratic process as it extends to civic society participation in

governance. That being said, this democratic process yields a number of advantages both to the private sector and to the state. Below are a list of advantages of policy advocacy by the private sector. These were identified by various authors including CIPE;

1. More viable private sector which leads to less public expenditure on the government side
2. Clarity and awareness of policies by private sector
3. Enhanced capacity of private sector to enforce and implement policies
4. Easy identification of policy constraints
5. Enhanced predictability of economic legal reforms
6. Increased voice of private sector

Some scholars argue that politicians manipulate the economy for short-run advantage to win elections; however, no one has shown that decisions to influence the economy at election time have been made on a regular basis. Government makes economic policy very slowly. Most policies must be decided upon a year or more before they will have their full impact on the economy, Pearson (2010).

### **Preconditions for private sector involvement in policy making**

TradeWins (2002) has highlighted two key factors to improving private sector involvement in decision making, one is creating an enabling environment and the other is capacity building. They state that, governments should create an enabling environment for the private sector to meaningfully participate in economic decision making. It should not only focus on participation of private sector, it should also look

at providing the policy frameworks for sustained private sector development. The TradeWins therefore went on to state that, ultimately, the success of the private sector and the involvement of the sector in a broad range of social issues are thought to lead to lasting public benefit.

On capacity building, the Trade Wins highlighted that, in policy dialogue the ability of private sector to mobilise around collective interests and respond effectively to questions of policy will require long term investment in institutions rather than reliance on key individuals within private sector firms or associations. TradeWins listed some of the features which might be particularly relevant in effective private sector involvement.

1. “Increasing capacity to aggregate the diversity of interests stemming from private enterprises through truly representative associations that are able to assess and voice the collective needs and strategic priorities of the sector
2. Ability to transform values, issues and views into specified objectives and policy recommendations
3. Upgrading of knowledge and analytical skills to build up a reservoir of experience and expertise, allowing for a gradual increase of formal involvement in policy dialogue
4. Strengthening of targeted human resources within sustainable institutions such as research centres, foundations and business associations so that those institutions provide the inputs needed to intervene effectively in policy research and policy change.

5. Political will to advocate and channel private sector demands through institutional means rather than through informal networks that promote privilege and corruption”
6. Based on the features highlighted by TradeWins, it is safe to say that private needs to be trained to effectively advocate for policy change. Most private sector institutions are more geared on making money oblivious of the fact that they can make more money through advocating for the right policies reforms that enhance their performance.

### **Public-Private Policy engagement strategies**

Advocacy is a group effort focused on changing particular public policies. It is an effort to influence government policies in an open and transparent manner and to represent the members of a particular group, and in this case the private sector, by making their positions known to legislators, regulators and other policy makers.

These engagements can be done at a local regional and international level. Tradewins (2012)- Some trade agreements in the world require a consultative mechanism for input from the private sector and other elements of civil society into government decision – making. For example the Contonou Agreement. Tradewins also gave the views of international bodies on private sector involvement in decision making. International communities call for the full participation of civil society in government decision making. The European Union for example has indicated that regional and international governance organisations should encourage participation of non-state actors in the development process and should support private sector

organisations in their efforts to provide services to their members, mobilise their interests and engage governments in dialogue. TradeWins highlighted an important fact that private sector institutions are not capacitated to make meaningful contribution to policy dialogue.

Below are some of the suggestions made by various authors on how private sector can influence policy.

1. By holding public-private policy dialogues. Public private dialogue is a pre-requisite for effective advocacy. It implies regular contact between the public and private sectors, to ensure that each party understands the other and that neither is taken by surprise when issues arise. Dialogue implies a desire to have a conversation, to understand each other's position and to reach a consensus about what is good for business, Irwin (2008).
2. Private sector companies incorporating policy advocacy strategies in their operations. For instance taking part in local, regional and international lobby missions, formulating model policies to recommend to the government. Depending on the objective and the target audience, the advocacy may be intended to raise awareness of an issue, to seek support for a point of view or to impel someone to act. Advocacy implies a more adversarial relationship, though where the parties know each other, it does not necessarily have to be adversarial. Irwin (2008)
3. State intentionally consulting private sector when developing policies
4. Formation of business councils that represent the interest of private sector
5. Private sector forming a government affairs committee

6. Government conducting public opinion surveys to get information from private sector.

### **Business councils/ associations for policy advocacy**

Private sector agencies are umbrella organisations or commissions formed to represent private sector, either as private entities or as part of government. There are private sector commissions that are formed to represent the needs of the private sector. The growing trend is that business associations do advocacy on behalf of companies. For instance, in Zimbabwe there is the Zimbabwe National Chamber of Commerce (ZNCC), whose role is, according to their company objectives, to;

- Advance economic progress through the creation of a good climate for business
- Develop and enhance business entrepreneurship
- Identify, promote and service the interests and needs of the membership
- Represent authoritatively and independently the views of business to local and national authorities
- Disseminate relevant information on issues of vital importance to members
- Facilitate contact and access for members to local and international markets
- Collaborate with other national organisations with similar objectives, such as chambers of commerce and trade organisations throughout the world

Some of the challenges faced by business councils highlighted by various authors are that private sector members usually have competing or conflicting interests- real or perceived. Many business owners feel that only large corporate interests are served within particular councils, therefore, individual agencies or businesspeople often interact directly with ministries, parliamentarians and statutory bodies on an ad hoc basis.

In some countries the government, by law, appoints special interest groups to the upper house or senate. Private sector agencies may also be nominated to the board of directors of certain statutory bodies or government advisory committees. Some governments have also formed joint consultative mechanisms involving the business councils.

#### **2.4 Constraints to private sector involvement in economic governance**

According to CIPE (No year), advocacy especially public policy advocacy can be challenging because it may involve opposing the governments stand on specific issues. Because many public policies affect business activity and consequently the health of a nation's economy, the private sector has a right and civic obligation to make its voice heard. Below are two common challenges faced by private sector companies with regards to public policy advocacy:

1. Most private sector companies centre their efforts on making profit, so they face challenges in expanding their role and vision to include advocacy efforts

because they lack capacity, both financially and human capital to carry out advocacy work.

2. Bad political conditions especially if some governments are not accommodative to open democratic systems. It becomes very difficult if engagement with civics is not included under public law. In some cases the private sector is viewed with suspicion by governments which see the profit making motive of business as running counter to the public or social interest which they are elected to protect. So with such suspicions private sector has been somewhat shut out and public sector operates on a centralised system, where channels of communication between the public and private sector are largely informal, Haufler (1957). Langford and Brownsey (1990) have alluded to how high political interference has led to the demoralisation of bureaucrats who are now choosing to refrain from suggesting policy directions. The danger that was said to loom is that they may lose the will or the ability to govern.

Tradewins highlighted some of the constraints faced by business councils in conducting work, which are that;

- Some members of the private sector expect to benefit at the expense of others and collective action and the development of generalised interests are curtailed. Business associations therefore do not have broad constituencies- they lack the representativeness and responsiveness to voice concerns and proposals on behalf of the private sector



- The process of public decision making is distorted by skewing the process of representation towards particularistic ends
- Even unwilling businesses are pushed to resort to primary relationships or politicking
- The consolidation of research, analytical and technical capabilities on the grounds of collective issues and proposals is discouraged
- Laws, policies, etc which would increase competitiveness, market development and institutionalisation are undermined.

## **2.5 Conclusion**

In conclusion, there are basic theories in participatory governance which are; Concept of social capital, concept synergy, enablement policy approach, and empowerment approach. Many authors highlighted that the main advantage of private sector involvement in policy advocacy is the increase of their voice in national decision making, which will in turn make the economic environment predictable. Many authors recommend that private sector should devise, internally, public policy advocacy strategies. However, some authors were of the view that most private sector companies do not have the capacity to do policy advocacy, hence they become members of business chambers who advocate on their behalf. Authors also recommended that governments should create opportunities and platforms for private sector engagement e.g partnerships, dialogues. There are a number of policy advocacy constraints identified by a number of authors. One of the major challenge is that policy advocacy is seen as opposing the government, so it has to be done in a sensitive ways.

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

#### **3.0 Introduction**

This chapter will provide a general description of the methods used to conduct the research. The first part will cover data collection approaches, techniques, sources of data and the reliability of the data. On data collection approaches, interviews were used as the main source of information based on their descriptive nature. Purposive sampling method was also used in which the researcher's discretion to choose respondents was initiated. Also documentary search was adopted as a way of uncovering relevant data from published literature relating to the state and contributions made by the private sector towards economic policy formulation in Zimbabwe. Data management techniques and empirical tools of analysis are also discussed in which content thematic analysis was employed.

#### **3.1 Research Design**

Cheek (2008: 761) initially describes 'research design' as 'the way in which a research idea is transformed into a research project or plan that can then be carried out in practice by a research or research team. This research is mainly of a qualitative nature. Qualitative research' is an umbrella term for a broad range of different approaches and methods, which vary considerably in terms of focus, assumptions about the nature of knowledge and the role of the researcher. Despite their diversity, Mason (2002) describes qualitative research approaches as all having the following in common:

- Being grounded in an ‘interpretivist’ position i.e. they are concerned with how the phenomena of interest are interpreted, understood, experienced, produced or constituted
- Based on research methods which are flexible and sensitive to social context
- Based on analytic methods which take account of complexity, detail and context.

So, basically the questions that were asked under this research were how and what questions. So the aim was to discover how private sector is involved in economic policy making and what challenges they are facing in doing so and what should be done to improve their involvement. Such questions of this nature were relevant to government officials as they are well equipped with the procedures, protocols and structures involved in policy formulation, implementation as well as evaluation. This helped to elucidate first-hand data from officials involved in economic governance in Zimbabwe.

The researcher employed qualitative research techniques as it would help to explore and discover the relationship of the government and the private sector in economic governance. This was to the advantage of the research as it would help to examine a meaningful and symbolic content that relates to economic governance issues in Zimbabwe. Through qualitative inquiry, the researcher was able to focus the research meaningfully on the role and relevance of private sector to economic governance through a wide-angled analysis in an in-depth examination of economic governance

in Zimbabwe. The focus under qualitative research in interviews basically rests upon a descriptive approach drawn from data gathered from the in-depth interviews.

According to Nicholls (2013), qualitative research methods serves to provide a bigger picture of a situation in a context relevant to the study thereby conveying data filled with richness and intensity in a way quantitative research methods cannot. It was therefore to the advantage of the study to use qualitative research methods as it allowed the collection of much more detailed data through investigation of issues at the same time answering questions of factors that are involved in economic governance issues in Zimbabwe. This is so relevant especially to key informant interviews in which the researcher was able to probe more data where she felt more could be said wherever the respondent gave insights without much detail. It is also in this context that semi-structured interviews and documentary review were employed to ultimately reveal more about the contributions and relevance of private sector in influencing and contributing to economic governance issues in Zimbabwe.

Use of qualitative methods according to [smartpointresearch.com](http://smartpointresearch.com), entails a great deal of flexibility as it allows the researcher to obtain insights with regards to how the private sector has influenced policy changes in Zimbabwe. This flexibility therefore permitted the researcher to modify the research field designs at any time thereby adjusting to changes in the research field affecting the study. This technique proved to be appropriate on government officials so as to keep in track the objectives of the research as they tend to divert from the research questions due to nature of their offices which usually do not want to reveal information due to government policies.

This was also employed to encounter several challenges such as the volatile administrative and political atmosphere which purports to make government officials not disclose data relevant to the study due to fear of victimisation.

However the limitations of qualitative research are that the criteria for determining good quality information are nearly non-existent. So the selection of the respondents was purposive in order to get credible sources. Given that it is a qualitative research the design type will be descriptive done through surveys.

### **3.2 Study Population**

A study population is a group of people drawn from the general population with similar characteristics that are relevant to the subject matter. Therefore, it was critical for the researcher to choose key informants who are well versed with the subjects of private sector and policy making. Therefore, most of the respondents were drawn from people in the field of governance and from the private sector.

In qualitative research, the size of the sample is more determined by the depth of the interviews rather than the quantity of respondents. The key informants therefore had to be experts in the subject of policy and also private sector directors, who hold senior positions. The age range of respondents fell between the ages 30-80 years old, so the responses were coming from mature sources which enhanced the accuracy of the data. The population was drawn from Harare where the researcher resides.

### **3.2.1 Sampling**

A sample is generally a subset of a population, in qualitative research, statistical representativeness is not considered as a prime requirement because it is time consuming and expensive. According to Mays and Pope (2002), the aim of sampling in qualitative research is to identify specific groups of people who hold characteristics or live in circumstances relevant to the phenomena being studied. In this way, identified informants are expected to enable enriched exploration of attitudes and aspects of behaviour relevant to the research.

The researcher made use of the purposive sampling method. The main goal of purposive sampling was to have a specific focus on respondents who are well versed in issues of economic governance in Zimbabwe. The sample being selected for in-depth interviews is not representative of the whole economic populace though it still remains relevant for the researcher to pursue a qualitative analysis based on objective appreciation of the topic under study. This is to the advantage of the research as the expert sample selected for the research would help to glean relevant knowledge from the interviews.

Also due to lack of empirical evidence exposed to the public in area of economic governance in Zimbabwe, purposive sampling will help to elucidate useful data through qualitative inquiry thereby equipping the researcher with space to uncover new data. Purposive sampling in this instance provided the researcher with justification to make generalisations from the findings obtained from the study. Also

it saves time as the research will be focused on relevant respondents with proficiency thereby becoming the cornerstone of the research design.

### 3.3 Sampling size

According to Lavrakas (2008), sample size refers to the number of units that were chosen from which data were gathered. It is therefore a feature of paramount importance of any empirical study with the emphasis and goal of it being to make interpretations about a population. It is a set of respondents necessary to constitute a characteristic section of people chosen to uncover a specific aspect. According to [touniteforsight.org](http://touniteforsight.org), purposive sampling is a common strategy used for qualitative research studies in which there is a target number of participants rather than a set requirement thereby giving the researcher the discretion to have a certain set of number of respondents which he or she likely sees to bring him relevant results.

Target Group	Methodology	Sample Size
Government	Key informant	4
Economic pressure groups	In-depth interview	5
Private sector companies and civil society	Key informant	6
<b>Total</b>		<b>15</b>

**Table 1**Study sample size

### **3.4 Research instruments**

Since it is a qualitative research, qualitative methods were utilised. The qualitative research instruments that were used for the research were interviews.

To be precise, semi-structured interview were used in collecting data. The researcher came up with a flexible topic guide that provided a loose structure of open-ended questions to explore perceptions, experiences and attitudes. It had the advantage of great flexibility, which enabled the researcher to collect richer data. It helped the researcher to develop a rapport with the informants. According to Pope et al (2002), semi-structured interviews elicit people's own views and descriptions and have the benefit of uncovering issues or concerns that have not been anticipated by the researcher. They are commonly used when the aim is to gain information on the perspectives, understandings and meanings constructed by people regarding the events and experiences of their lives.

The interviews were conducted with key informants who were experts of the study and these were chosen from the following groups of people; the Ministry of Commerce and industry, Business Chambers, private sector companies and investment companies and civil society advocating for economic reforms. Interviews were important because the respondents were mainly specialists in the subject so there was need to give more room to these specialists to be flexible in their responses to bring in new insights that the researcher might not be even aware of. An interview guide was drafted prior to the research. Questions were used to guide the discussions. The drafting of the interview guide was guided by the research objectives. They were



a breakdown from the research questions. Patton (2002) defines an interview guide as a series of topics or broad interview questions which the researcher is free to explore and probe with the interviewee. The advantage of an interview guide is that it helps the interviewer pursue the same basic lines of inquiry with each person interviewed and manage the interviews in a more systematic and comprehensive way.

The research also employed documentary search as a way of elucidating relevant data from other published work as a way of synthesising the research findings as well as mapping a way forward to a fact based research result. Government publications, economic and policy based journals assisted the research in giving a clear understanding of the state, role and extent to which the private sector has been playing in influencing economic policy changes in Zimbabwe.

### **3.5 Data collection procedure**

The researcher made use of qualitative methods in data collection with structured interviews, in-depth-interviews as well as documentary search being employed in the research process. The respondents under key informant interviews were drawn by means of purposive sampling in which knowledgeable respondents were chosen using the discretion of the researcher thereby elucidating data directly from relevant respondents with vast knowledge and experience in issues of economic governance. University lecturers from Political Science and Economics Departments, government officials, industrial captains from the private sector were interviewed with the focus

and attention being placed on the need to understand the state and functional roles of the private sector and the government in economic governance in Zimbabwe.

The data collection procedure was also improved by means of employing documentary search in which literature review was conducted using content analysis on pre-existing researches on economic governance in Zimbabwe. Documents such as government policy publications, economic journals relating to Zimbabwe, private sector's project and policy proposals, academic publications as well as research and forum papers were consulted for gaining relevant information which would fill in the blank spaces left during the interviews as at times the interviewees were not opening up on other critical issues due to government policy of Access to Information and Protection of Privacy Act (AIPPA).

### **3.6 Data Presentation and Analysis Procedures**

Given that the research was widely conducted a lot of data was gathered in which different views both similar and contrasting were obtained. The researcher therefore employed thematic and content analysis as a method of presenting and analysing the data. According to Miles and Huberman data analysis involves consolidating data that has been collected so that it is put into chronological order that it can have relevance.

Data analysis can be regarded as a two way process as first it involves the selection of relevant data and then secondly the classification or coding of the data gathered Smit (2002). Once data was collected from the in-depth interviews and the

documentary review, the respondents' responses were transliterated to allow easy analysis of the data. Thematic content analysis was therefore employed to analyse the data. According to Braun and Clark (2006) thematic data analysis is highly inductive as the themes that emerge from the data are not in any way enacted by the researcher. It involves the application of codes to data collected.

The initial step of the analysis intricate multiple reviews of the raw data to detect insights and ideas of similar context. Responses that were considered imperative for the study were characterised into themes that were frequently used by the respondents. Also categorized were words and expressions, which apprehended specific meaning in the response of the research questions. In relation to Smith's view (2002), words and phrases with similar meaning were coded into themes thereby minimising responses into manageable components. Themes that were not relevant to the study were not rejected as they allowed for unforeseen findings. The categorization of data was then employed as a method to contextualise relevant data until the researcher was satisfied that no new themes emerged from the raw data.

### **3.7 Ethical Considerations**

The researcher showed consideration for the respondents by informing them about the nature of the research, how the research may affect them and sought consent from the respondents to interview them. Confidentiality was not breached and sensitivity was taken when seeking sensitive information, particularly information of a political nature. The researcher remained highly objective and adhered to basic social research code of conducts.

### **3.8 Conclusion**

The qualitative data described the nature of the contributions by the private sector in the advancement of the economy. Purposive sampling technique was firstly employed to select the a strata of respondents with the main aim being to bring a pool of respondents with enough expertise to align the relevance between the study and the research responds to be obtained at the end of the study. A total of (15) fifteen respondents were selected but 10 responded. The researcher selected the respondents through stratified sampling technique from each of the following groups; government, economic pressure groups, private sector companies and civil society. All the respondents were deliberately high –level respondents who have expert knowledge in the subject. This was done to ensure that the researcher collects high quality and credible information.

The data collection instruments which were used were face-to face interviews, which were conducted using a questionnaire with open ended questions to guide the discussions. The research also analysed reports from various institutions. The sampling method used was a stratified random sampling technique. This is a method of sampling that involves the division of a population into smaller groups known as strata. In stratified random sampling, the strata are formed based on members' shared attributes or characteristics. A random sample from each stratum is taken in a number proportional to the stratum's size when compared to the population.

## **CHAPTER 4**

### **DATA PRESENTATION AND ANALYSIS**

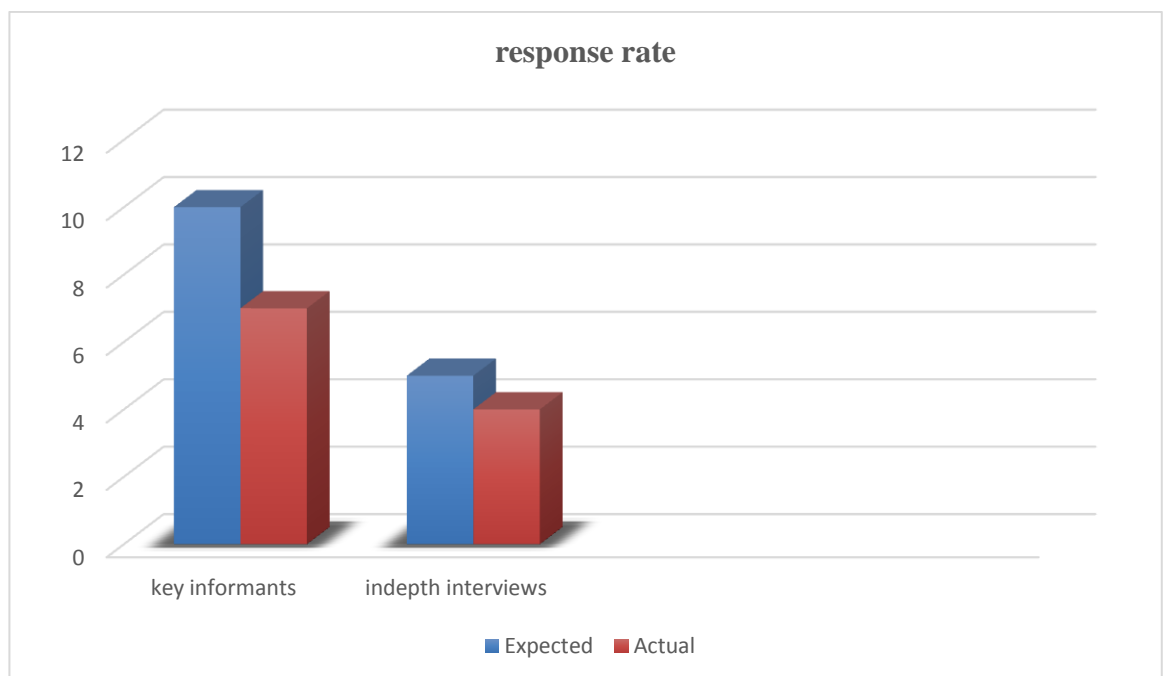
#### **4.0 Introduction**

This chapter presents major findings drawn from the research as well as the analysis of the data collected in the research. Through data analysis, this chapter explores the significance and relevance of private sector to economic governance and the degree to which the private sector has influenced economic policy formulation in Zimbabwe. Also the limitations that have been placed on the scope of private sector involvement as a result of government's position and the extent to which the private sector can contribute in governance issues concerning the advocacy and policy reforms will be presented. This chapter will begin by articulating the relevance of policy formulation by private sector in relation to economic development in Zimbabwe and lastly citing out ways of enhancing the participation of the sector in the formulation of economic policies.

#### **4.1 Response Rate**

The response rate for the key informant interviews was 67% as the researcher managed to conduct interviews with ten experts in economic governance in Zimbabwe out of the targeted fifteen who were initially sampled. The main challenge that was encountered was the unavailability of convenient time for the respondents to be interviewed as those from government were committed to government business which required their attention most of the times as it was reported. Out of the five targeted for in-depth interviews, four were interviewed in which the fifth could not

due to restrictions given to his office not to disclose any data as it was restricted to cleared government officials in which clearance could not be granted to the researcher on time due to red-tape protocols. This therefore resulted in in-depth interviews realising an 80% response rate. The study however managed to comprehend the interviews with review of documentary articles and government publications which were made available to the researcher during the key informant interviews.



**Figure 2 Study Response Rate**

The difference between the intended and actual response rate (fig 1) is due to a number of reasons, chief among them being the inconveniences caused by

unfavourable times available for conducting both in-depth and key informant interviews between the researcher and the targeted respondents.

#### **4.2 Characteristics of Respondents**

The researcher managed to engage other stakeholder organisations relevant to policy making in Zimbabwe. One such was the N.C.E.F (National Economic Consultative Forum) an organisation that was launched in 1997. It is composed of professionals from the private sector, labour, academia as well as the civil society which partners with the government for the development of institutions that would be the think tanks for the country's policy formulation.

Its core business is to inculcate principles of consultation and consensus building in policy formulation through dialogue. The organisation is chaired by the Head of State and Government who is its patron with a committee whose members are drawn from Permanent Secretaries from government, Executives from the Confederation of Zimbabwe Industries, Zimbabwe National Chamber of Commerce, Zimbabwe Chamber of Mines, officials from the Ministry of Finance, academics and several officials from Non-Governmental Organisations.

Also the researcher managed to engage experts in industry and commerce represented by officials from Confederation of Zimbabwe Industries (CZI). According to CZI website, the CZI is an organisation which represents the development of manufacturing industry and business development in Zimbabwe. It stands as an advocacy arm for the purpose of proactively proposing and

recommending Government on key economic issues and providing its members with economic analysis. It is also one of its core businesses to ensure on behalf of its members that the central government enact laws that are conducive for optimum business operations within Zimbabwe.

Academic professors with keen interests in monetary economics, inflation, regional economic integration and managerial economics were also interviewed. These included university lecturers with PhDs as well as representatives of economic interests groups from organisations such as African Capacity Building Foundation. The African Capacity Building Foundation is an independent capacity-building institution established in 1991 to address Africa's critical capacity needs. One of the Foundation's aims is to ensure the creation of a participatory approach in designing, making and implementation of development policies in which every stakeholders actively participate thereby contributing to policy formulation which encompasses the views of the government, private sector, research groups and civil society.

The researcher also engaged senior managers working in the private sector. These gave the in-depth background on how the private sector is involved in policy making. Members of civil society were also engaged based on their experience with economic rights and advocacy work.



### **4.3 Perceptions on the significance of private economic governance**

#### **Important aspects of private sector in economic policy advocacy and making**

Private sector has an important role to play in the upkeep of any national economy as its existence is vital for economic and national development through several means and ways. The responses provided by the speakers confirm the Social Capital theory coined by Moser in 1996. The respondents highlighted the importance of heavy government reliance on the public in policy making.

According to Zhou and Zvoushe (2011) the private sector stands as the oasis of ideas and provides a reputable think tank towards economic policy formulation and implementation. This is achieved through its organisational structure which appreciates the partnerships work by putting ideas and principles into action that can lead to rapid and accelerated growth in the economy. Also private sector has been the main advocacy agitating for more pronounced changes to particular public policies that have negatively affected the growth of the economy especially to those policies that came as of 2000 onwards. It was established from in-depth interviews that the private sector has driven its efforts to influence government policies in an open and transparent manner by making their positions known to legislators, regulators and other policy makers.

According to a National Economic Consultative Forum (NECF) (2013), the private sector in Zimbabwe has over the years enhanced national economic governance by creating the platform for dialogue process during 2008-2010 national economic

crisis. This was aimed at creating a policy framework for national economic recovery hence the adoption of policies such as STERP (Short Term Economic Recovery Programme) which has realised some positive fruits to the economy. It is in this sense that the relevance and importance of the private sector has been appreciated as noted by the degree of economic recovery which has been realised as of 2013 in Zimbabwe where such dialogues were initiated with the help of the private sector.

From the interviews conducted the civil organizations has also raised to attention the importance of the private sector involvement in the formulation, implementation and review of national economic policies. It has been noted that the business sector is a critical pillar to economic growth as it stands as a source of job creation and reduction of poverty through advocating for relevant economic policies to development. It is therefore in this sense that the role of the private sector should not be understated both at policy and implementation levels as it has been appreciated that the private sector tends to be an enclave on its own.

Key informant interviews also articulated that policy advocacy by the private sector is very important as it addresses impediments in infrastructural development processes thereby shortening the implementation time and allowing the Government to realize benefits in the shortest possible period. This view has been raised in relation to policies that have been adopted by the government such as Indigenization and Economic Empowerment. It was noted in an economic debate cited on [www.zimbabwesituation.com](http://www.zimbabwesituation.com) by Mr K. Msipha that the policy had failed to attract foreign direct investment thereby propounding a revised policy for the sake of

economic development. The private sector in this instance has the capacity if given enough space by the government to be involved in policy formulation arms as it has the capacity to address key challenges such as bureaucracy and policy inconsistency.

According to NECF (2013), the private sector in Zimbabwe has been working towards the creation of smart partnerships amongst key economic players which include the government, labour, civil society, academia as well as other relevant stake holders. It is in this sense that its relevance has been realized as it has provided a participative framework in trying to engage the government in the formulation of national economic policies. In-depth interviews also surfaced that it has been mainly the private sector that has been facilitating the coordination for monitoring and evaluation of national economic policy implementation as the government has for long been ignorant to accept failure of its major policies to enhance economic development. Accordingly this has been achieved by means of inculcating a culture of consultation and consensus building in policy formulation and evaluation through dialogue.

According to analysis brought about from key informant interviews, the involvement of the private sector in partnership with the government in policy formulation and implementation has been attributed as a relevant step towards good economic governance as it brings self-esteem and confidence to policies. This is so as these policies have been able to win the hearts of all business actors including foreign investors as they would have been based on extensive research as well as respect for all corners of the economic corporate world. It has been established by this research

that the private sector brings in commitment to national economy as it would be driven by policies formulated by all sectors which subscribes to national goals thereby realizing highest level of corporate governance and ethical standards in conduct.

#### **4.4 Limitations of private sector involvement in economic governance**

Another critical view realized from the study is the view that the Government has regarded itself as the only vehicle through which policies can be implemented and monitored in the progress of the socio-economic policies. This clearly illustrates the little extent to which the private sector has enjoyed in terms of influence over economic governance. According to Zhou (2013) there has been little involvement of private sector in the formulation of the main policies such as the ZIM-ASSET as it encompasses the controversial Indigenization and Economic Empowerment Act which has been heavily criticised by the private sector as it is alleged to have created unfavorable conditions for their operations as well as investments. From the interviews conducted it has been established that this exclusionary element has led to un-cooperating behavior being displayed by the private sector as they have been reluctant to subscribe to the tenets of the policy such as the financing the Community Ownership Trust Schemes as required by the policy hence failing to realize the actual intended goals of the policy.

The absence of a doctrine that propounds a clear separation between politics and administration in economic governance in relation to public and private partnerships has resulted in the subjugation of the private sector at the hands of the government

with the private sector being left with little or no room to influence economic governance. This is so as most policies that have been crafted have been politically motivated and not motivated by forces of economics thereby benefiting the incumbent government. Despite the macroeconomic challenges that have been witnessed in the corporate world, the private sector in Zimbabwe has participated in the economic governance of the country, although it is debatable whether its proposals and ideas have been taken on board by the government.

This is so as incumbent government has always acted subjectively to its advantage of winning elections and not for the realisation of a vibrant national economic sector. Through its umbrella bodies that include the Confederation of Zimbabwe Industries (CZI) and the Zimbabwe National Chamber of Commerce (ZNCC) the private sector has made economic policy proposals to government, although this has not always been heeded. For example the government has been reluctant to revise some of the controversial laws such as the Indigenisation and Economic Empowerment Act. Accordingly the ZIM-ASSET policy clearly shows the lack of political will by the government to create.

The private sector key informants stated the following common challenges that they have been facing in trying to influence economic policies:

- High bureaucracy
- Resistance by government to changing existing policies which may no longer be favourable to economic growth

- Inadequate access to information on policy reversals, which have seriously hampered their operations.

#### **4.5 The working relationship between private sector and the public sector**

The responses from all the interviews indicated that most of the relationships between private and public sector are centred on partnerships in service delivery and less on policy engagement. Most private sector companies work with agencies who facilitate the partnerships with the public sector.

In regards to policies some of the private sector representatives noted that they engage the government directly, especially those from big institutions who have direct access to the government and can advocate for certain policy changes as and when required. From all the responses it was clear that there is no formal outlined procedure or protocol for private sector engagement unless the government holds a dialogue session where all parties are invited. Some private sector companies have managed to put forward their policy issues through dialogue and submission of white papers to support lobbying efforts.

#### **4.6 Ways to enhance private sector's involvement in economic reforms**

The Indaba (2014) has emphasised on the importance of involvement of the private sector in issues of economic governance by calling for the government to create an enabling environment that promotes meaningful partnerships between the government and the private sector, the new economic players and international

investors. It has come to the attention of the private sector as noted by CZI president Mr Msipa (2014) the need for the government ministries and agencies and the private sector need to forge an even closer relationship that is based on shared outcomes for the sake of coming up with sound economic policies and programmes.

### **The Government's role**

The responses of the government are in line with the participatory governance theories such as the empowerment approach and the enablement policy approach. Members of the private sector recommended the following as ways to enhance their participation in policy making;

- Government should provide a clear and effective advocacy platform, which is open to private sector participation.
- That the government should formulate a Public Private Partnership Framework for economic policy making
- Government should be responsive to private sector contributions and expressed needs. This can be done by seeking to coordinate or manage policy networks through facilitations and negotiations. It should increase the number of meetings with private sector and conduct public opinion surveys
- Government should form enablement policies that open up participation of private sector. It should not only focus on mobilising private sector at meetings but should also look at providing a policy framework for sustained private sector development

## **The private sector's role**

Respondents from the public sector brought up ways in which the private sector could enhance its participation in economic governance, these are that:

- Private sector should uphold a stance of political neutrality in order to ensure that their position and image is not put in dishonour that an objective partnership with government is established for the sake of enhancing a sound participatory economic governance
- Policies do not operate in a vacuum, hence the private sector needs to take into cognisance of the environment in which it operates hence the need to compromise on conditions set by the government.

All responses highlight the importance of the concept of synergy in policy making.

The main recommendations were on government collaborating effectively with the private sector.

## **Capacity building of private sector in policy engagement.**

Strengthening the empowerment approach theory by Friedmann (1992), economic pressure groups were of the view that, private sector should be capacitated to mobilise around collective interest and respond effectively to questions of policy. This will require long term investment in institutions rather than key individuals within private sector. Private sector should be able to transform value, issues and views into specified objectives and policy recommendations. Governments should provide mechanisms to strengthen human resources within sustainable institutions such as research centres, foundations and business associations so that these



institutions provide the inputs needed to intervene effectively in policy research and policy change.

#### **4.7 Conclusion**

The research findings reveal that all stakeholders are in agreement that private sector participation in policy making is important because it brings confidence to policies by all corners of the corporate world, thereby realising the highest level of corporate governance, private sector performance and ethical standards.

The nature of the relationship between the private sector and public sector was said to be more on the service delivery arm and less on policy making. Though the private sector indicated that they engage government directly on any policy issues these efforts were said to be not enough to effectively influence policies. It will only be the companies and organisations that have clout and already existing relationship with the government that benefit.

Some of the challenges that the private sector has been facing in making policy contributions was that there is high bureaucracy, a lack of a clear framework for their participation in policy making and that government views itself as the sole policy maker. The major recommendation that was brought up, especially by the private sector was that a Public Private partnership framework should be developed and should highlight policy engagement strategies, procedures and that this framework should be formalised and operationalised.

## **CHAPTER 5**

### **SUMMARY, RECOMMENDATIONS AND CONCLUSION**

#### **5.0 Introduction**

Chapter 4 has presented and discussed the findings of the study. Chapter 5 summarises the study through providing information on the research problem, implications of the findings on conception and practices of participatory economic governance. The chapter will also present recommendations for enhancing private sector involvement in policy making and economic governance.

#### **5.1 Summary**

The background to the study alluded to the transformation of economic power from white to black ownership after Zimbabwe's independence. Emphasis was on how black people are now empowered and are growing to be the majority representatives of indigenous private sector. ESAP played a huge role of opening up private sector viability in the economic sector because of the deregularisation and liberalisation of the market. Due to the expansion of indigenous private sector, business chambers were formed to represent the private sector in contributing in policy making. For instance the Zimbabwe National Chamber of Commerce (ZNCC).

The statement of the problem was that private sector play a big role in economic development yet their role in policy making is not fully emphasised. Involvement of the private sector in policy making brings a number of benefits to both the private

sector and the nation. Some of the private sector benefits for economic development are:

- Employment generation
- Growth of Gross National Product (GNP) and per Capita income.
- Innovation through research and development.
- Creative energy and dynamism.
- High standards, quality and higher productivity.
- Promotion of exports.
- Speed in implementation because of minimum bureaucracy

It is important for private sector to have input in policy making to ensure predictability in the economic environment. A thriving private sector leads to a thriving national economy.

#### **5.1.1 The nature of the relationship between the government and the private sector**

Government should play a role of advancing the collective interest of the public, that's including the private sector; therefore there should be interdependence between the government and private sector. Government should be the leader in policy but should follow democratic principles to ensure private sector concerns are taken on board.

The current situation, according to research findings is that government does not trust private sector because of issues such as corruption. It is claimed that some private sector companies bribe government officials for their own personal gain. Government policy making on the other hand is said to be driven by self-interests for political gains. This is particularly rampant in economic policies.

The main relationship that currently exists between private sector and government is partnerships in service delivery. Governments turn to private sector to design, build, and finance or operate new existing infrastructure facilities in order to facilitate the delivery of services provided by public sector. Government is attracted by benefits of mobilising private capital. Hence there is minimum emphasis on private sector involvement in policy making. However, there are a few cases when government and private sector engage each other at policy platforms. Private sector is said to be coordinating the monitoring and evaluation of national economic policy implementation as government has been ignorant to accept failures of its policies.

### **5.1.2 Importance of private sector's participation in economic policy making in Zimbabwe**

Private sector involvement in policy making is an indication of a truly democratic process of policy making. Some of the importance of private sector engagement outlined in the research is as follows:

- Public Private Partnerships in policy making can make governments think and behave in new ways that require new skills. They can be a tool for

reforming policies and not merely a means of leveraging private sector resources

- More viable private sector which leads to less public expenditure on the government side
- Clarity and awareness of policies by private sector
- Enhanced capacity of private sector to enforce and implement policies
- Easy identification of policy constraints
- Enhanced predictability of economic legal reforms
- Increased voice of private sector

### **5.1.3 Constraints faced by the private sector**

Collective efforts amongst private sector are difficult because of competition and conflict of interest- real and perceived. Some are more into politicking for personal gain.

- Medium and small enterprises are usually left out in policy engagement and big enterprises are the only ones engaged by policy makers, they usually engage directly with ministries and parliament and statutory bodies on an ad hoc basis
- Most private sector companies centre their efforts on making profit, so they face challenges in expanding their role and vision to advocacy efforts because they lack capacity both financially and human capital to carry out advocacy work

- Unreceptive political conditions especially when government is not accommodative to open democratic systems. Private sector is viewed with suspicion by government. For instance private sector claim that there was no involvement of private sector in the formulation of the Indigenisation and Economic Empowerment Act, which is riddled with controversy and is deemed to be limiting the operations of the private sector.
- There are no laws or policy frameworks which have opened up participation of private sector in policy making
- Government has regarded itself as the only vehicle through which policies can be implemented and monitored in the progress of socio-economic policies. There is a general lack of political will by governments to involve private sector in policy making.
- The absence of a doctrine that propounds a clear separation between politics and administration in economic governance in relation to public and private partnerships has resulted in the subjugation of the private sector at the hands of the government with private sector being left with little or no room to influence economic governance.

## **5.2 Recommendations**

### **5.2.1 Recommendations to private sector**

International communities call for full participation of the private sector in national policy making. Here are some of the recommendations that can be drawn from the research findings:

- Private sector should prioritise advocacy initiatives and build their advocacy capabilities and awareness.
- Private sector can initiate or promote Public- Private dialogues in order for government and private sector to understand each other's positions and to reach consensus on what is good for business
- Private sector should network amongst themselves to share ideas for collective efforts. In some countries private sector form Government Affairs Committee who lobby for policy reforms on issues that affect their operations. Some are by law given seats in the upper house or senate and some are nominated as Board of Directors in Statutory bodies or government advisory committees.
- Private sector should uphold a stance of political neutrality in order to ensure that their position and image is not put in dishonour that an objective partnership with government is established for the sake of enhancing a sound participatory economic governance
- Policies do not operate in a vacuum, hence the private sector needs to take into cognisance of the environment in which it operates hence the need to compromise on conditions set by the government
- Private sector should incorporate policy advocacy strategies in their operations, for example:
  - i. Engaging in local, regional and international lobby missions
  - ii. Formulating model policies to recommend to government
  - iii. Submission of communiques which raise their concerns and issues at policy platforms.

- Most importantly, private sector should be active members of business associations/ chambers that will represent their interest at policy level.

### **5.2.2 Recommendations to government**

- Government should be responsive to private sector contributions and expressed needs. This can be done by seeking to coordinate or manage policy networks through facilitations and negotiations. It should increase the number of meetings with private sector and conduct public opinion surveys
- Government should form enablement policies that open up participation of private sector. It should not only focus on mobilising private sector at meetings but should also look at providing a policy framework for sustained private sector development
- Capacity building of private sector in policy engagement. Private sector should be capacitated to mobilise around collective interest and respond effectively to questions of policy. This will require long term investment in institutions rather than key individuals within private sector. Private sector should be able to transform value, issues and views into specified objectives and policy recommendations. Governments should provide mechanisms to strengthen human resources within sustainable institutions such as research centres, foundations and business associations so that these institutions provide the inputs needed to intervene effectively in policy research and policy change.



- Governments should have the political will to advocate and channel private sector demands through institutional means rather than informal networks that promote corruption
- Exertions should be made to develop and foster a sustainable and fruitful relationship ‘in which the government do not neglect recommendations and research findings proffered by the private sector
- The government should institute relations of trust and effective operation with private sector that will boost the even flow of economic policies

### **5.2.3 Recommendations to economic pressure groups**

- Business associations are encouraged to objectively identify, promote and service the interests and needs of membership without bias and to be independent in their interventions
- They are also encouraged to provide capacity building to private sector and disseminating relevant information on issues of vital importance to the private sector members.

## **5.3 Conclusions**

Every respondent asserted that private sector involvement in policy making is very important and should be of great priority in economic dialogues. Through umbrella bodies that include the Confederation of Zimbabwe Industries (CZI) and the ZNCC

the private sector has made economic policy proposals to government. It has initiated platforms for dialogue particularly during the economic crisis in 2000s to develop an economic framework for national economic recovery, for example the STERP which has brought relative economic growth. It has been involved in economic governance in various ways, some of which are:

1. Setting up dialogue platforms with relevant government departments
2. Directly engaging with government on an ad hoc basis, as and when intervention is required
3. Partnering with business associations, government, research institutions in conducting policy research
4. Facilitating coordination for monitoring and evaluation of national economic policies
5. Submitting white papers with policy recommendations to the government.

Most of these efforts are made by business associations on behalf of private sector members.

However, the participation of the private sector is usually on situations that the government either lacks capacity on or less political that the government is willing to consult them. They are usually side-lined in the development of important policies that may have an adverse effect on their operations. For instance the formulation of the controversial Indigenisation and Economic and Empowerment Act brought a lot of uproar from private sector which claimed that it was not adequately consulted and its implementation is inimical to their operations.. It remains debatable whether

private sector proposals and ideas have been taken on board by the government. For example the government has been reluctant to review some other controversial laws, not only the Indigenisation and Economic Empowerment Act.

Another key finding was that it is only the big or well established companies that are in a position to influence policies. Small, medium enterprises and entrepreneurs usually do not hold enough clout to approach the government directly or they do not have enough money to be members of business associations who can represent them, so their contributions become just a drop in the ocean.

The main recommendation that the researcher drew from the research findings is that government should develop a public private partnership framework which ensures the involvement of all players, big or small, to be able to contribute to policy development. This framework should be operationalised and formalised to ensure government accountability. Private sector also has a role to play by being aware of their role and opening up their operations to include advocacy initiatives.

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## **APPENDICES**

### **Appendix A Key informant interview guide senior government officials**

1. Who are the private sector in the mining industry and can parastatals be classified as private sector?
2. Which policies govern the mining industry?
3. How are these policies formed and how has the private sector been engaged?  
E.g partnerships, dialogues
4. Do you think the private sector is instrumental to economic policy making and why?
5. Is there a framework or policy that categorically calls for formal participation for private sector to participate in policy reform
6. How does the government promote private sector participation in economic governance?
7. How are the contributions of the private sector incorporated in national policies? What are the internal processes?
8. What challenges and opportunities do you face in engaging the private sector?
9. What are your recommendations to private sector on enhancing participation to policy making?
10. What are the existing private and public partnerships that exist that have led to policy reforms?

## **Appendix B Questionnaire for other government officials**

1. In your view, who is the private sector?
2. Does the government always invite private sector to all policy dialogues in the mining sector?
3. Which private sector companies in the mining sector participate in all policy dialogues/
4. How is the private sector involved in policy making?
5. How have the private sector contributed to policy reforms?
6. How are contributions from private sector collected, documented, distributed and used for reforming policies? At what levels are the private sector involved in the policy making cycle?
7. How can the private sector be effectively involved in policy making?
8. Describe your general working relationship with the private sector? Constant contact or once in a while.
9. Is the government working on ways to improve the engagement of private sector? Are there frameworks that are being drafted that facilitate participation of private sector?



## **Appendix C Interview guide for directors of private sector companies**

1. Which policies affect your operations in one way or the other?
2. What policy issues would you like to address to the government or have you put forward to the government?
3. How have you managed to put forward your policy issues to the government?
4. In governance where are you more involved, Service delivery or policy making?
5. How have you been involved in influencing economic policies in Zimbabwe?
6. Do you have advocacy capacity e.g employees working specifically on advocacy issues, budget line for advocacy, internal policies on influencing policies?
7. What challenges and opportunities do you face or anticipate facing in lobbying the government?
8. How do you work with private sector agencies? What is their benefit? Please explain the nature of your engagement with these associations?
9. In a scale from 1-10 where do you place the importance of policy advocacy in your operations? Why do you think it is important or not?
10. Are you involved in any Public –Private Partnership and what do you think are the benefits?
11. What would you recommend the government to do in order to improve participation of private sector in economic policy reform?

## **Appendix D Interview guide for civil society representatives**

1. What do you think is the importance of business sector involvement in economic policy advocacy?
2. Is Zimbabwe's legal and political environment conducive for business sector engagement in policy making?
3. What sort of participatory structure or model should be implemented to enhance private sector's participation in policy making?
4. Do you think the government is adequately consulting the business sector and why?
5. What are the disadvantages of not having private sector input in policy making? How does it affect economic development?

## **Appendix E Questionnaire for business chambers and associations**

1. Who funds you? Are you a private or public entity?
2. How do you collect information you use for advocacy?
3. How is the information documented and distributed?
4. How can the government improve private sector involvement?
5. Please give examples of policies which have reformed due to you interventions?
6. What are some of the issues you advocating for and how far are you in reaching your goals?
7. What are some of the challenges you face in lobbying authorities?
8. Is the government forthcoming to your interventions?
9. What have been your main recommendations to government regarding policy reform?
10. What other platforms do you try to influence policy besides the government?