BEST PRACTICES AND LESSONS FROM REGIONAL AND DISTRICT LEVEL PUBLIC PRIVATE DIALOGUES
(STUDY REPORT)

NOVEMBER 2019
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ABBREVIATIONS AND ACRONYMS

BC Business Council
BEST Business Environment Strengthening for Tanzania
CSOs Civil Society Organizations
DBC District Business Council
DC District Commissioner
DED District Executive Director
DSA Daily Subsistence Allowance
DT District Treasurer
ENGINE Enabling Growth through Investment and Enterprise
EXCOM Executive Committee
HIV Human Immunodeficiency Virus
IGAs Income Generating Activities
JWT Jumuiya ya Wafanyabiashara Tanzania
LGAs Local Government Authorities
LIC Local Investment Climate
MDAs Ministries, Departments and Agencies
MEL Monitoring, Evaluation and Learning
NEMC National Environment Management Council
MoU Memorandum of Understanding
M&E Monitoring and Evaluation
OPRAS Open Performance Review Assessment
OSHA Occupational Safety and Health Authority
PPD Public Private Dialogue
PSOs Private Sector Organizations
PORALG President’s Office Regional and Local Government
RAS Regional Administrative Secretary
RBC Regional Business Council
RC Regional Commissioner
SUMATRA Surface and Marine Transport Regulatory Authority
TANESCO Tanzania Electric Supply Company Limited
TANROADS Tanzania National Road Agency
TBS Tanzania Bureau of Standards
TCCIA Tanzania Chamber of Commerce, Industries and Agriculture
TMDA Tanzania Medicine and Medical Devices Authority
TNBC Tanzania National Business Council
TPSF Tanzania Private Sector Foundation
TRA Tanzania Revenue Authority
Acknowledgement

Tanzania National Business Council (TNBC) would like to acknowledge the valuable financial support availed by Local Investment Climate Project (LIC) and Enabling Growth through Investment and Enterprise Project (ENGINE) which enabled the conduct of this study that has been used to inform the preparation of Public Private Dialogue (PPD) guideline.

Our appreciations are extended to all those who were involved in the study. Special thanks to Prof. Honest Prosper Ngowi, from Mzumbe University, Dar es Salaam Campus and Prof. Joaquin Gonzalez, from Department of Public Administration, Edward S. Ageno School of Business Golden Gate University, who conducted the study and preparation of PPD guideline for TNBC. Acknowledgement is also expressed to Prime Minister’s Office, President Office - Regional Administration and Local Government, Tanzania Private Sector Foundation, Tanzania Chamber of Commerce, Industry and Agriculture, World Bank, Trade Mark East Africa and Best Dialogue for their comments and recommendations during preparation of this study report and the PPD guideline.

It is our expectation that this report will augment on all initiatives of improving and sustaining Public Private Dialogues at Regional and District levels through Regional and District Business Councils.


EXECUTIVE SUMMARY

Introduction
Tanzania National Business Council (TNBC) was established by the Presidential Circular No 1 of 2001 and published as Government Notice No 691 of 28th September 2001. The main objective of the council is to promote business and investment climate through Public Private Dialogue (PPD). PPD processes are expected to inform the design and review of policies, laws, regulations and their administration so that they are facilitative of investments and business growth.

Tanzania National Business Council (TNBC) has been keen on strengthening policy dialogue at Regional and District levels through Business Councils to resolve local business environment challenges. Policy dialogue between public and private sector is an important tool for enhancing better business environment. Technical policy dialogues provide in depth analysis to address challenges for investment promotion and propose solutions to resolve high cost of doing business at local levels.

TNBC secretariat is obliged to ensure that Public Private Dialogue process is running smoothly and effectively at regional and district level to resolve policy issues affecting the local business environment. The main objective of the study was to identify lessons and best practices from Public Private Dialogue at the regional and district level to inform the process of formulating guidelines on conduct of Public Private Dialogues through Regional and District Business Councils. The Guideline will be developed as a separate report.

Methodology
This study is based on both primary and secondary data. The primary data was obtained through field studies conducted through interviews using structured questionnaires and focused group discussions. Data were collected from private sector organizations, individuals and public sector from various regions. The regions include Dar es Salaam, Coast, Morogoro, Dodoma, Kigoma, Mwanza, Arusha, Mbeya, Songwe, Iringa, Kilimanjaro, and Mtwara. Review of different local and international PPD documents and materials were done to identify best practices for conducting PPD meetings as part of secondary data.

Best practices and Lessons
The study identified best practices by looking at various aspects of conducting PPDS covering representations, preparations especially on setting agenda, reporting and documentation, conduct of PPD meetings, realization of resolution/agreements and its implementation. Among Best practices and Lessons are:

- There has been a gap between what has been required of Regional and Districts Business Councils in conducting PPDs and actual practices in the ground due to various reasons, including lack of adequate
knowledge and clear guideline of RBCs and DBCs.

- Adequate capacity building and financing have big role to play in having effective PPDs. Where there is adequate capacity building and funding, PPDs has shown to be more effective than where this is not the case. This has been evident in Dodoma, Kigoma, Morogoro, and Iringa where there has been LIC and ENGINE interventions.

- Avoid huge donor support dependence that is not sustainable. Donor supports need to have in built sustainability to avoid donor dependence syndrome. The case of Kilimanjaro shows that when there was donor funding for PPDs, RBC was active, when the funding ended the PPDs suffered.

- Widen the scope of private sector representation to include major and active sectors of the economy in the region/district, including having individuals, informal sector and unorganized businesses as part of members of Regional and Districts Business Councils. Private sector membership to be determined by leading private sector and economic activities in a given locality.

- Where there have been active Regional and Districts Business Councils, there have had positive impacts such as improved relationship and trust between public and private sector which has resulted into increased government revenue and have successfully stimulated development agenda/initiatives. The study identified a case of Morogoro where PPD managed to resolve service levy issues between Morogoro Municipal Council and Private sector; a case of Kigoma and Dodoma on establishment of One Stop Business Centres in all districts of the regions.

- Among other factors, strong leadership, political will as well as vibrant and dynamic private sector plays a critical role for Regional and Districts Business Councils become active. A case of Tanga where strong push of conducting RBCs come from both Tanga Regional Commissioner and the private sector.

- Monitoring, Evaluation and Learning (MEL) is necessary for implementation of resolutions that should be embraced in Regional and District Business Councils. The aim should be to ensure that implementation is on track as expected and learning for the purpose of improving future implementation and implementation in similar environment. This entails that there should be frequent monitoring depending on the nature of activity being implemented; mid-term evaluation at the middle of the year and end-term evaluation at the end.

**Challenges that have been faced in Regional and Districts Business Councils**

- Financial resources and capacity perceived as main constraints for the sustainability of the sub-national business councils

- Heavy reliance on the personalities, capacity and willingness of individuals rather than institution

- Not all big private sector players are willing to join the Regional and District Business Councils as they can find their way directly to the Regional/District Commissioners

- Lack of a clear link between the Regional Business Councils, TNBC: and MDAs in escalating issues that requires national level attention. Need to reach out to different departments in different ministries which seldom send feedback.
• Lack of proper knowledge on the role of TNBC in RBCs and DBCs

**Recommendations**

Major recommendations provided by the study on strengthening policy dialogue at regional and district levels through Business Councils includes enhancing leadership and political will, adherence to meeting calendar, accountability and implementation of resolutions, capacity building of private sector especially on research and preparation of issues for dialogue, device mechanism for capturing inputs/issues from unstructured dialogues and trust building among the two sectors.
CHAPTER ONE

1.0. BACKGROUND

This report provides best practices and lessons from Public Private Dialogue (PPD) at the regional and district level in Tanzania. The report forms the basis for the preparation of guideline for Public Private Sector Dialogue for Regional and District Business Councils, which will be submitted as a separate report.

The Tanzania National Business Council (TNBC) was established by the Presidential Circular No 1 of 2001 and published as Government Notice No 691 of 28th September 2001. The main objective of the council is to promote business and investment climate through Public Private Dialogue. PPD processes are expected to inform the design and review of policies, laws, regulations and their administration so that they are facilitative of investments and business growth.

Regional Business Councils (RBCs) and Districts Business Councils (DBCs) were launched during the 3rd and 5th TNBC Meetings respectively. The main objective of establishing Regional and Districts Business Councils is to strengthen the consultative process nationwide between the Public and Private sectors in spearheading the national economy through the structured dialogue and spread the benefits to the majority of Tanzanians.

Due to changes in social and economic environment, it is essential to improve the operations of Regional and Districts Business Council over time. The TNBC Secretariat has been mandated to provide guidance and support activities of business councils at regional and district level to ensure effective Public Private Dialogue to improve business and investment climate.

1.1. Past sub-national PPD promotion initiatives

TNBC has been collaborating with other stakeholders in making PPDs work at the sub-national level such as, Local Investment Climate (LIC) Project in Dodoma and Kigoma; and Enabling Growth through Investment and Enterprise (ENGINE) project in Morogoro, Iringa and Mbeya. Among other things, these initiatives have promoted Public Private Dialogues through Regional and Districts Business Council platforms. However Business Environment Strengthening for Tanzania (BEST) Dialogue program has been working in various regions to build capacity of Private Sector Organizations to participate effectively in Public Private Dialogues.

Apart from RBCs and DBCs there have been other ongoing unstructured Public Private Dialogue initiatives at regional and district levels promoting improved business environment. Based on experiences and challenges faced, there are best practices and lessons that could be packaged and replicated/scaled up to the rest of the country. Through the study on which this report is based, TNBC aimed to assess experience of Public Private Dialogues and capture lessons that can be replicated in the rest of the country.
1.2. **Objectives of the Study**

The study on which this report is based had the following objectives:

- To identify best practices and lessons where Public Private Dialogues through Regional and District Business Councils have been effective, and find out reasons where Regional and District Business Councils have not been effective, for documentation and dissemination by sharing with other stakeholders.

- To prepare Public Private Dialogue guideline and map stakeholders for Regional and District Business Council based on the best practices and lessons learnt from current strength and challenges of Regional and District Business Councils to ensure that Public Private Dialogues are conducted effectively.

- To identify lessons and best practices for TNBC’s stakeholders particularly Regional and District Business Councils.
CHAPTER TWO

2.0. METHODOLOGY

The study that informs this report is based on both secondary and primary data. The former is based on the review of various documents. These include Presidential Circular No 1 of 2001, Regional and Districts Councils Handbook by TNBC and World Bank PPD Recommendations among others. The latter is based on field study. The field study was conducted in several regions by study teams through interviews, structured questionnaires and focus group discussion.

A total of 140 respondents from public and private sector were interviewed. Public sector respondents include staff from regional secretariats, staff from Districts Commissioners’ office and staff from District Executive Directors’ office. Respondents from private sector include private sector actors in the visited regions and districts. These include leaders and members of different Private Sector Organizations. They include but are not limited to the Tanzania Chamber of Commerce, Industry and Agriculture and “Jumuiya ya Wafanyabiashara Tanzania”.

The report has also benefitted from some TNBC stakeholders who gave their inputs at various stages of the study including inception report and draft zero of the report. The stakeholders include representatives from Prime Minister’s Office, President Office – Regional Administration and Local Government, Tanzania Private Sector Foundation (TPSF), Tanzania Chamber of Commerce, Industries and Agriculture (TCCIA), Local Investment Climate Project (LIC), Enabling Growth through Investment and Enterprise Program (ENGINE), BEST AC, Trademark East Africa and World Bank. Table 1 shows number of respondents from study regions.

Table 1: Number of respondents from study regions

<table>
<thead>
<tr>
<th>S/n</th>
<th>Region</th>
<th>Number of respondents</th>
<th>Percentage of total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Dodoma and Morogoro</td>
<td>32</td>
<td>22.9%</td>
</tr>
<tr>
<td>2</td>
<td>Mwanza</td>
<td>14</td>
<td>10.0%</td>
</tr>
<tr>
<td>3</td>
<td>Arusha</td>
<td>18</td>
<td>12.8%</td>
</tr>
<tr>
<td>4</td>
<td>Kigoma, Mbeya, Songwe and Iringa</td>
<td>48</td>
<td>34.3%</td>
</tr>
<tr>
<td>6</td>
<td>Kilimanjaro</td>
<td>1</td>
<td>0.7%</td>
</tr>
<tr>
<td>7</td>
<td>Dar Es Salaam and Coast</td>
<td>22</td>
<td>15.7%</td>
</tr>
<tr>
<td>8</td>
<td>Mtwara</td>
<td>5</td>
<td>3.6%</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>140</td>
<td>100%</td>
</tr>
</tbody>
</table>
CHAPTER THREE

3.0. Study Findings

In what follows, findings from the study are presented and discussed in the context of the assignment.

3.1. Situation of dialogues before formation of Regional and District Business Councils

Before the formation of RBCs and DBCs there were some forms of dialogues. These differ from one region to another. For example in Mtwar and Kigoma regions, dialogues have been on case by case basis based on burning issues raised by the business community. Issues were resolved by ad-hoc basis discussions. Some of the selected respondents reported as follows;

For Dar Es Salaam and Coast regions it was reported that “People participating in dialogues were identified through appointment by the public sector. Appointees could be appointed in their individual capacity, in groups and as Tanzania Chamber of Commerce, Industries and Agriculture”.

According to a public sector respondent from Arusha, “Before there were dialogues such as Arusha Petrol Station Association dialogues, but there was minimum success. There were dialogues between the private and public sector in various areas. Requests from private sector were solved through these dialogues”. For a private sector respondent, “There has been dialogue but not permanent”.

Kilimanjaro region had roundtables before the formation of Regional and District Business Councils.

Dodoma had some forms of dialogue before the formation of Regional and District Business Councils. According to a respondent in Dodoma, “There were no formal dialogues between the two sectors. Whenever the two sectors meet, the outcome was to blame one another”.

Some of the earlier dialogues were reported to have worked by solving business problems. According to respondents in Arusha, “There have been agreements to have traffic lights, road construction and forum for investors … Dialogue was brief and informal meant normally to raise funds for social and community based activities”.

Iringa region had dialogues before the formation of the business councils. According to a public sector respondent, “There were informal ways of collecting both social and economic challenges in the region. The regional commissioner and his officers would conduct regional meetings with different localities on array of issues and at times issues related to economic productivity would arise and be addressed as seen appropriate.”

For Morogoro it was found out that, “There was no formal dialogue … Individual private
sector associations were coordinating with public sector to dialogue and resolve their issues ... There was no formal request for dialogues”. Public Private Dialogues in Morogoro have been beneficial and according to both public and private sector respondents, “Business councils have successfully been used to stimulate industrialization and other development agenda/ initiatives ... Trust has improved between public and private sector and this has resulted into the increase of government revenue ... Through these meetings people network and they also see the benefits for these meetings... Trust has improved between public and private sector, hence fear between the two sector is not there anymore”.

Likewise, according to respondents in Dodoma, “Public Private Dialogues have improved the relationship between Private and Public Sector and this has resulted into the increase of revenue ... Most of LGAs development projects have resulted from discussion in District Business Councils, for example, a taskforce was formed to identify challenges to investment, where water, irrigation schemes, lack of market places, parking and stands were identified. Most of these challenges have been worked on. On the other side District Business Councils has resolved bureaucratic issues of registration”.

3.2. Best Practices and Lessons from Regional and District Business Councils

The study identified some best practices and lessons in Regional and District Business Councils, where various aspects of PPDs were looked at as shown below.

3.2.1. Representation

The following is the required and good practice in representation in RBCs and DBCs

- The public sector has twenty (20) representatives. They include chairs who are Regional Commissioners and District Commissioners for RBC and DBC respectively. They also include Regional Administrative Secretary and District Administrative Secretary for RBCs and DBCs respectively. Others are the District Executive Directors and Heads of Departments that are of relevance to business.

- Among the identified good practice on the ground in most places is invitation of Ministries, Departments and Agencies dealing with business and investment in regions and districts. They typically include institutions such as TANESCO, TANROAD, SUMATRA, Tanzania Revenue Authority (TRA), TBS and TFDA. Among the proposed good practice is to invite councilors, especially committees’ chairs, as observers in District Business Councils. These are key decision makers on matters affecting business in district councils. Therefore it is important that they understand business environment issues before they are tabled in their official meetings for decision making.
• The private sector has twenty (20) representatives. They are drawn from Private Sector Organizations present in a given region and district. The Private Sector Organizations typically include TCCIA and JWT. In some areas they include farmers’ organizations. Identified good practice on the ground includes having individuals, informal sector and unorganized businesses as part of members of Regional and Districts Business Councils. Private sector membership should be determined by leading private sector and economic activities in a given locality.

• The study recommends to include inviting appropriate Civil Society Organizations and individuals with expertise on particular PPD issue(s) of discussion as a good practice. It was found that Civil Society Organizations so far have not played meaningful role in PPDs but if engaged appropriately, they have great potentials to improve PPDs.

According to respondent from Morogoro region, “Private Sector Organizations including TPSF, TCCIA, and JWT among others should represent the private sector in dialogues and educate their members on how to participate in dialogues”.

A public sector respondent from Songwe region stated that “The structure of the Business Councils is equal representation from both parties and represent all socio economic activities”. This was supported by a private sector respondent.

According to a public sector respondent in Iringa, “The biggest challenge in the private sector is representation and competition among the bodies. There is a need for Private Sector Organizations at local level to unify and give the private sector proper representation in the business councils...Capacity building of the private sector to effectively participate in dialogues”.

3.2.2. Preparation

Public Private Dialogues need good preparations. The following are among the findings on this area.

• General:
  Preparations should be adequate in all aspects including time, avoid adhocs. Furthermore, schedule of meetings should be clearly defined in annual meetings calendar.

• Agenda setting
  The following are the study findings on agenda setting.
  a) Agenda setting is supposed to be done by the secretariat through executive committee with inputs from members. The actual situation on the ground varies from one region to another.
According to a public sector respondent in Arusha “Agenda are prepared by Executive Committee chaired by Regional Administrative Secretary before dialogue meeting”. A public sector respondent from Mwanza informed that “Agenda setting is top-down where the chairman and the secretary are the once preparing agendas”. According to a private sector respondent in the same region, “Top down approach must be changed so as to have bottom-up approach. This is because people on the bottom are the ones directly affected. It is important to establish mechanism for collecting ideas to enrich the agenda”

According to a respondent in Morogoro, “The Executive Committee prepares agenda. Private sector members get opinions from the entire private sector and present the same to the Executive Committee for discussion”.

According to a respondent in Iringa, “Private sector sets the agenda for the PPDs but subject to a lot of scrutiny by chair and mostly due to unpreparedness of the working/technical committees prior to these Council’s meetings”.

For Songwe region it was reported both by the public and private sector that “The Regional and Districts Business Council secretariats are the ones that set agenda for PPD meetings”.

For some regions such as Mtwara, agenda is set by the private sector through TCCIA. It was also reported that for Mtwara, technical evidence and empirical knowledge accommodated in PPDs is provided by government expertise.

Therefore there is a variance between what is supposed to be and the actual situation on the ground.

b) A Good practice is to have bottom-up and participatory approach in agenda setting.

c) There should be dialogue among private sector i.e. private - private dialogues before PPD meetings. This is important as part of preparation for the private sector.

d) There should be a mechanism for collecting ideas to enrich the agenda. Issues/agenda from unstructured and structured dialogues including investors’ round tables, breakfast meetings and sector meetings should be included in PPD agendas to be discussed officially.

e) The public sector should do necessary preparations to contribute meaningfully in PPD meetings. This includes preparing adequate responses to issues raised by the private sector.
3.2.3. Notice of meetings

The following is what should be the case with regard to giving notice or invitations for PPD meetings

- Should be done by secretariat by order of the chair,
- Should be given at least two weeks before meetings. According to a private sector respondent from Arusha, “Stakeholders were informed about meeting a month before but with shallow output”. The danger of giving meeting notices long time before the meeting date is that members may forget the date. Good practice is to remind them few days before the meeting day.
- Should be circulated in official writing,
- Should be circulated via hand deliveries, e-mails and social media such as WhatsApp and text messages. In Mtwara and Kigoma it was reported that “Invitations are sent out by letters to invited guests”. Given the current state of affairs in communication, sending invitations by letters only is a bad practice. A combination of communication channels as outlined above is the best practice that should be used depending on the context.

3.2.4. Documentations

A number of documentations are and should be done in PPDs as shown below.

- There should be minutes of PPD meetings. The minutes should be taken by the secretariat. For good practice, official minutes should be taken by business council secretariat not otherwise.

For Morogoro, “Minutes are taken by the secretariat - i.e. Regional and District Trade officers who are PPDs focal persons - and reviewed by all members of the Council prior to implementation”.

For Iringa municipality it was reported that “Minutes are taken but lack of circulation to private sector for consensus and approval prior to next meeting. They are some cases not even brought to the next business council causing lack of continuity of issues raised and new issues are just brought on board without resolving previous one ... minutes are taken but endorsement before/during the next meeting doesn’t take place and private sector comes up with new agendas... Minutes are taken but follow up and accountability on resolutions is minimal prior to next meeting”.

- Official minutes of PPDs should be kept in files and be archived properly for future references. One such file was seen at least in TCCIA Kilimanjaro region office. As good practice, both soft and hard copies of minutes should be kept.
- Minutes should be circulated to all Council members as early as possible after a meeting. Although there may not be a specific period of time between last meeting and when minutes
are distributed, one week is a reasonable time period. Members will still have memories of what was discussed and agreed in a particular meeting.

In Coast region it was reported that “Minutes are circulated at least one month after a meeting”. For Songwe region it was reported that “Minutes are taken by secretariat and are presented during the following meeting”.

These last two findings are bad practices that should not be encouraged. The earlier the minutes are circulated after a meeting the better. It is common to circulate minutes of previous meetings in the following meeting. Generally meetings take place after every three months.

The aim of circulating meetings is for members to approve that the minutes reflect what was discussed in a particular meeting. Therefore circulating the minutes within a week or so is the best practice that will fulfill the purpose of circulating minutes.

- Documentation of PPD meetings is basically done in Kiswahili.

3.2.5. Conducting Public Private Dialogues

A number of issues in connection to conducting PPDs were identified.

- PPDs are conducted in Kiswahili language with very little mixing with English.

In Mtwara it was reported that “Attendees in PPDs can hear clearly and listening is not an issue. The language of communication is Kiswahili and almost all members are comfortable with it”

- PPD meetings are chaired by Regional Commissioner or District Commissioner in-person (not represented).

In one of the regions, it was reported that “senior public sector economist does not want Regional Commissioner to chair PPD meetings. This is because Regional Commissioner is seen as siding with the government. This view was supported by the Private Sector Organization – Jumuiya ya Wafanyabiashara Tanzania”.

The case of ‘siding’ with the government is an unfortunate one because in the first place in PPD meetings there are no two sides to choose from. There is one partnership working towards common goals. It is very important for all stakeholders including chairs to understand this. It implies that stakeholders need to be given adequate knowledge on this matter.
• PPDs should be conducted as dialogue not ‘fighting’, blames or witch-hunting. This has not been the case always in most places. Over time however as members get to understand PPDs, elements of dialogues are emerging.

In Bahi, Mpwapwa, Kilosa and Morogoro and Kigoma District Councils for example it was reported that before capacity building on key issues in PPDs including the way they should be conducted, there was no dialogue but exchange of blames. It has been learned that capacity building makes positive impacts on the ways PPDs are conducted.

• PPDs have to be conducted in a ‘one team spirit’, not public versus private sector teams. This has not always been the case. With continuous capacity building however, PPDs will reach that level.

• PPD meetings could be moderated by a neutral, impartial, third party expert with subject matter understanding. However, there are feelings that if PPDs are moderated, they may become too official and serious for some members to give their inputs adequately. For Songwe region it was reported that “Discussions are being moderated by the chairman. They do not need facilitators during the meetings”.

• Good practice in meetings in general including PPD meetings is not to have too long meetings. Two to four hours of meeting is considered enough. This is because there is opportunity cost of being in meetings. For private sector the opportunity cost is normally not being in businesses. Too long meetings will discourage members to attend or concentrate when attending.

• PPDs should make sure that there is respect of differences and diversity of ideas from within and between partners. There should be a win-win spirit.

3.2.6. Reaching resolutions

PPDs should lead to resolutions. The study found out the following in as far as resolutions are concerned.

• Resolutions should be reached at by consensus and mutual understanding. This is very important for the partnership spirit.

It was reported by both the public and private sector respondents in Songwe region that “Resolutions are reached by consensus not by vote”.

According to a respondent in Morogoro, “Resolutions are met by consensus. During the discussion in the meeting all members are equal ... It is a typical dialogue whereby we normally reach into consensus i.e. participants do not vote”. Contrary to Songwe and Morogoro, in some of the regions, it was reported that, “resolution used to be by chair announcements instead of being by consensus”.
• Issues that are not agreed on in a particular meeting should be postponed to next meetings
• Issues that cannot be resolved at a particular level should be taken to higher levels. District issues should be taken to regional level and regional issues to national level but if and only if they cannot be resolved at the given level where they were raised.

3.2.7. Implementation of resolutions

After reaching resolutions the next key step is implementing them accordingly. If meetings are held and resolutions are reached but not implemented, Public Private Dialogues will have no meaning.

• Follow up of the implementation of PPDs’ resolutions are normally done by the Executive Committee at a given level.
• Selected issues are implemented through task forces.

According to a respondent in Morogoro, “Whenever there is a need for technical and empirical knowledge a special task force is formed to conduct intensive study and provide recommendation in the PPD meeting”. According to a respondent in Dodoma, “Resolutions are reached by consensus and if they cannot agree on certain issues, specific task force is formulated to advice on proper way to resolve the issue”.

• Some resolutions are implemented by contracting experts where necessary, for example where researches are needed.
• Good practice in ensuring smooth implementation includes developing and implementing activity plan\(^1\). It was found in the study that generally there are no activity plans for implementing resolutions. This is a bad practice that needs to be corrected.
• As part of good implementation, Monitoring, Evaluation and Learning (MEL) of implementation is necessary. The study found out that this is not normally done. MEL is a good practice that should be embraced in Regional and District Business Councils. This entails that there should be frequent monitoring depending on the nature of activity being implemented; mid-term evaluation at the middle of the year and end-term evaluation at the end. The aim should be to ensure that implementation is on track as expected. The main aim of M&E is learning for the purpose of improving future implementation and implementation in similar environment.

3.3. Reasons for not having effective Public Private Dialogues

There are a number of reasons that make PPDS ineffective. Effectiveness was conceptualized in terms of a number of variables. These include effectiveness in terms of:

\(^1\) See appendix 1
3.3.1. Conducting PPD meetings

There are a number of reasons for Regional and District Business Councils not conducting meetings as required. The study identifies the following reasons:

- Not having/ inactive Regional Business Councils. Where there are no business councils or where there are but are not active PPDs have not been held. For some new regions and districts, naturally few PPDs have been held.

  In Songwe region for example it was reported that “Due to the fact that it is a newly established region, only one meeting has been held and one capacity building for both members”

- Cancellations of meetings due to various reasons such as unavailability of chairs. Delegation of the chair should be possible to avoid meetings not taking place because of absence of the chair. However, the chair should strive to always be there in person.

  According to a respondent in Morogoro, “Regional and District Commissioners should be in meetings as office but not person. In their absence, their representatives, Regional Administrative Secretary or District Administrative Secretary, should be able to take over.”

- Lack of champions. Where there have been champions, PPDs have been effective. Examples include Coast, Tanga and Songwe regions where the Regional Commissioners have been champions. For Tanga the private sector too has championed the PPD process.

  It was reported in Songwe region that “RC is the main driver of the PPD process in this region. This is because she has a wide knowledge on PPDs”. According to a respondent in Iringa, “It is important to conduct frequent sensitization especially for chairs and Executive Committees”.

- Inadequate understanding of RBCs and DBCs in general, their roles and importance in particular. It was found that in some regions, there is a low awareness about RBC and DBC in both public and private sector. The PPD concept in its wider sense is not yet conceptualized by most of the stakeholders.

  According to a respondent from Chemba district in Dodoma, “District Business Council was first launched on 12th April 2016 but due to the fact that the understanding of the PPDs is still low, only few meetings have so been organized”.


• Dependence on magnetic personalities instead of institutions is a challenge because when such personalities get transferred or retired, especially for public sector, then PPD suffers. It is a good practice to institutionalize instead of personalizing the PPD process.

• Inadequate leadership and public sector officials being pressed with other core duties and thus not giving PPDs adequate priority. It was reported that Regional and District Business Councils and associated PPD issues are not part of evaluation of the regional/district staff. Therefore there are no strong incentives to prioritize them. As part of good practice, PPDs should be part of what public officials are evaluated on.

• Inadequate ‘push’ from private sector. It was reported that in a place like Tanga, Business Council has been effective because of the push from a very dynamic and determined private sector among others. Therefore having a dynamic and well capacitated private sector is good for effectiveness of Business Councils.

• Lack of financial resources. The study revealed that cost of PPD meetings depend on a number of issues. These include number of participants and types of conference/venue package.

• It is seen that the cost of a PPD meeting can vary substantially. If and when partners contribute in kind, the monetary cost can be substantially reduced. This is among the best practices that have to be emulated. For private sector respondents in Songwe and Kilimanjaro regions, funding of PPDs should be done by the public sector because the private sector pays indirectly through taxes.

Partly as a solution to inadequate finance for PPD meetings, there should be a space for sponsors who would support the cost of PPD meetings by paying a sponsorship fee and in return getting to promote their services and products. Findings in the study indicate that some private sector actors would like to take out their in-kind donation as a business expense and therefore offset the same against tax.

In Mtwara it was stated that “Regional and District Business Councils have been set up by Regional Commissioner and District Commissioners. However, they have not met due to lack of funds”.

For the Coast region the following was reported as the cost of doing a Council meeting “In 2018 RBC costed less than one million Tshs because it was simple and the private sector gave in-kind donation”.

According to a respondent in Dodoma, “There is a meeting schedule for dialogue and both sectors are working together. The only challenge is the availability of resources”
that will enhance proper private sector participation”.

According to a public sector respondent in Songwe region, “Majority of the facilitation for the RBC is carried by the public sector but without payment of allowances. We are able to squeeze few resources from remaining activities to facilitate RBCs. However we do not see the sustainability in this moving forward”.

For Morogoro region it was reported that, “The Executive Committee is very effective in preparing agenda but hardly take them to RBC due to financial problems”

According to a private sector respondent in Kilimanjaro, “Key issues for not meeting include lack of funds as there is no PPDs budget in the LGAs and region. As a result, there is no budget to transport delegates from the whole region. Another reason is that the public sector is pressed with other core activities and has not given PPD adequate priority. Also there is fear to be in round table to discuss issues and lack of follow up and support from TNBC. When it was active was due to facilitation of transport cost etc. The cost should have been budgeted for in LGAs budgets but has not been done”.

• Inadequate representation of private sector has been a challenge in some regions and districts. This has been the case where there have been thinking that only TCCIA is the proxy of TPSF.

• Lack of Terms of Reference for members of business council. The study found out that members of Regional and District Business Councils are not given Terms of Reference after appointment. They do therefore not necessarily know what they should be doing or not doing as members of business councils. As part of good practice, each member of the business councils should be given clear Terms of Reference.

• Lack of inductions to new members. The study found out that members of Regional and District Business Councils do not normally get inductions. Therefore they do not have clear knowledge and guidance on being members of council. It is a good practice to give all new members of council inductions so that they clearly know their duties and responsibilities including the dos and don’ts of being members of business councils.

• Members, mainly from private sector, do not seeing value of PPD meetings for various reasons such as not seeing resolutions being implemented.

For Iringa it was reported for example that “The essence of these councils is well understood however distances covered to attend and time spent at times with no resolutions is discouraging private sector’s attendance”. However, it was reported in Mtwara that “Business do see gains in participating in PPDs as they resolve their current challenges and create enabling environment for business operations”.

For Morogoro region it was reported that, “The Executive Committee is very effective in preparing agenda but hardly take them to RBC due to financial problems”
In Songwe region it was reported by a public sector respondent that “The private sector should see the value of PPDs because it is a rare platform for them to have an audience with the Regional Commissioner and table issues affecting their businesses”. A private sector respondent in the same region was of the view that “At the moment, as PPDs are relatively new in the region, the private sector has not seen their benefits”.

Therefore it is important for stakeholders to see the financial gain / return on investment of devoting time and money for participating in PPDs. These include short, medium, and long-term benefits.

3.3.2. **Having fruitful Public Private Dialogues**

It is one thing to conduct PPDs and another thing to have fruitful PPDs. These are PPDs that will lead to the intended goals of PPDs. It has been found that most PPDs have not been effective for various reasons including the following:

- Inadequate preparations of PPDs for various reasons including inadequate or lack of research for facts and evidence-based dialogues in general but mainly on the part of the private sector.
- Lack of fruitful PPDs is also caused by inadequate information, availability and accessibility to data, and capacity. Proper preparations therefore are part of good practices for fruitful PPDs.

For Songwe region for example, it was reported that “The private sector needs more training on advocacy skills in order to increase effectiveness of dialogue”.

For Arusha region respondents from both public and private sector informed that “There is need for research knowledge in providing inputs for reports presented in PPDs. Both internal and external capacity support is needed. There is lack of adequate technical capacity on some issues discussed in business councils. In 2013 we invited TNBC in one of the meeting to build our capacity and it was very fruitful”.

It was reported in Songwe for example that “There is lack of sharing information from the public sector. At times it is construed to serve the purpose of public sector. Lack of transparency on empirical data and statistics as well as poor record management are among causes of lack of fruitful PPDs”.

According to a respondent from Morogoro “TNBC role should be to improve the understanding of PPDs and build capacity of members to effectively engage in PPDs”.

- In some cases there seems to be public sector supremacy and dominance which removes the essence of partnership and cooperation. In this case PPD meetings should be conducted in the spirit of equal partners with one goal. The need for chairs to get orientation is therefore very important.
In some regions it was reported that “Chairperson tends to dominate the agenda as the chairman of the meeting”. It was also reported that “PPD is a top down event driven by public sector that is dominant”. It was said that “PPDs are more towards top-down approach. The private sector is yet to set proper agendas ahead of the Business Council meetings”.

According to a respondent in Morogoro, “Chairs, who are Regional and District Commissioners, need capacity building, awareness and sensitization to buy-in PPDs and should be part of their performance measurement”.

- Poor dialogue skills contribute to poor PPDs. Members of business councils in most regions and districts do not have the basic required dialogue skills. There have been antagonism, blames and witch-hunting between the public and private sectors instead of dialogues. However, over time, there have been improvements in the quality of dialogues due to a number of interventions including capacity building.

According to a public sector respondent in Mwanza, “Capacity building so as to improve the business councils is a must … There is little understanding of dialogues therefore business council members must have capacity building”.

According to a public sector respondent in Mwanza, “Use smart partnership dialogue system to run dialogues will help in having successful PPDs. Also, it is very important to have right members who are committed to run the dialogues and ensure that there is dialogue for solution”. Generally therefore, capacity building on effective PPDs is necessary.

According to respondents in Morogoro, “Private sector participation in PPDs is affected by its inadequate capacity on engaging in PPDs ... TNBC, TPSF and TCCIA role is to improve the understanding of PPDs and build capacity of members to effectively engage in PPDs”.

For a respondent in Iringa, “Training is very much needed. Issues presented in these dialogues are of self-interest and not cross cutting among sector(s). Lack of resolve at lower stages is Regional and District Business Councils’ major challenge, as some issues are trivial but are presented at Council meetings and consume time”.

- Lack of rules, procedures, protocol (guidelines) and laws on conducting PPDs has also been a cause of unfruitful PPDs. This is partly the reason for developing PPD guidelines. Therefore, having PPD guidelines is a good practice towards having fruitful PPDs.
- Lack of/inadequate internal dialogues in the private and public sector before they meet
- Politicization of issues.
According to a public sector respondent in Arusha, “It is very important to provide guideline on how to conduct business council meetings for bringing success”.

For a respondent in Morogoro, “The Central Government should institutionalize Business Councils, more so that they have more voice at all levels ... it is important to make the Presidential circular to be a law so that people can be held accountable. This will help TNBC to rely on statutory lines not just circular”.

According to respondents in Dodoma, “There are challenges related to politicization of issues because dialogues were perceived as a place to challenge any initiative taken by the government ... There is a mentality for councilors that some of the Business Council members intend to contest for their political posts in the coming election hence they do not give them cooperation when implementing Business Council resolutions ...”.

In Morogoro it was reported that “In order to have positive effects chairs and other members need to know issues. There should be a political will. Most issues are to be implemented by the government and little by the private sector.

According to a respondent in Morogoro, “All individuals involved in PPDs should understand its importance”.

According to a respondent in Dodoma, “We have a schedule and meetings are taking place as planned. During the first half of 2018 two meetings had already taken place. Effectiveness of the PPD is subjected to the chairperson in term of understanding the concept of the PPD and its importance”.

What is coming out clearly here is the need for each member of business council to understand key PPD issues.

- Lack of feedback from earlier PPDs. Stakeholders especially from the private sector does demand feedback on what has been implemented and what has not from earlier PPDs. Lack of such feedbacks is a disincentive for stakeholders.

- Inadequate trust and confidence between and within partners is a cause of unfruitful PPDs as well. In three districts and regions it was reported that some members of the private sector lack trust and confidence on the public sector and therefore they do not take active participation in PPDs.
According to a public sector respondent in Arusha, “Challenges are reported by stakeholders but sometimes no feedback is given”. For a respondent in Morogoro, “A sectoral leader or member from the association that is behind the agenda presented in the meeting should communicate the results of the meeting to his/her colleagues”.

According to respondents from three Districts and Regions, “We see RCs and DCs as security people. You never know where they will take your information especially if you are very critical on issues. Therefore we may not be as open as we want in PPD meetings”. Another respondent informed that “There is group of individuals from the private sector who do not want their businesses to be known due to fear that the government may follow on them on issues such as tax”.

Inadequate focus in PPDs is a problem for example when PPD meetings are held in public offices. Public officers get destructed by having to attend other office matters while being in PPD meetings. Whereas solutions could be to hold such meetings outside public offices, it may have cost implications if they hold in premises that have to be paid for.

3.3.3. Reaching resolutions/Consensus

It is not always a case that all PPD meetings end up with reaching resolutions. There are cases where PPD meetings do not end up with resolutions. There are several reasons for this as outlined below.

- Lack of win-win spirit where parties are having individual interest instead of team spirit
- Lack of understanding of real situation of the parties in which case the public and private sectors do not understand each other’s realities and act accordingly. According to a private sector respondent in Mwanza “Common understanding of the challenges that need common solution by both the public and private sector is very important”
- Lack of mutual understanding of issues
- Lack of/inadequate trust
- Having monologues instead of dialogues
- Politicization of issues
- Attendance of meetings by delegation/representatives who have no decision-making powers

3.3.4. Implementation of resolutions

PPD meetings may lead to resolutions. The effectiveness of Regional and District Business Council measured in terms of outcomes of meetings held, should also be seen in terms of resolutions implemented to bring about positive change in the development agenda of the country. However,
the situation in the ground is different; it is not always the case that resolutions will be implemented. Non implementation of resolutions is due to a number of factors including the following:

- Inadequate resources (mainly financial but also human).
- Lack of activity plans to ensure implementation. When there is no activity plan there will not be a directly responsible person to be held into account. This implies that activity plan is very important for resolutions to be adequately implemented.
- Lack of feedback and accountability mechanisms. This should be done by the secretariat with the support of all members of business councils who will give feedback to their constituencies.

According to a public sector respondent in Mwanza, “On the government side, the budget is insufficient. The government should allocate enough resources for PPD activities”.

Another private sector respondent in Mwanza, “Nobody is fully responsible. There is a need for more education on the distribution of work and its implementation”.

Another respondent was of the view that “It is important to choose committed people to implement resolutions”.

A respondent from Morogoro advised that there is a need to “Create awareness and support through implementation of issues raised from PPD meetings”.

It was reported in Kilimanjaro that, “There should be follow up, activity plan, reporting back and follow up mechanism. There are no clear enforcement procedures when it comes to implementation of resolutions emanated from PPD meetings”.

It was reported in Kigoma that “Currently there is communication of agreements and results/implementations of the PPDs to the larger community”.

According to a private sector respondent in Mwanza, “Sector to sector dialogues shall enrich the agenda for higher Councils and improve implementation ... outcomes of PPD meetings-resolutions are not sent to the public”.

- Lack of binding requirements. As a good practice to be emulated, it was reported in the study that PPDs in Kigoma are successful partly because there is a binding agreement in form of a Memorandum of Understanding (MoU) between the public and private sector on implementation of resolutions.
- Lack of performance benchmarks on members
- Lack of Monitoring, Evaluation and Learning (MEL).
• Lack of continuity of members mainly from public sector due to retirements, transfers etc.
• Lack of feedback on implementation of earlier resolutions. Lack of/inadequate structure and mechanisms of taking resolutions to appropriate authorities such as Ministries, Departments and Agencies (MDAs).

According to a respondent from Morogoro, “There should be M&E component in PPDs. It should be done/led by the public sector”.

According to a respondent in Morogoro, “District communication officer should be used to communicate PPD result on media ... Media participation depends much on the agenda of the meeting. If the meetings attract larger audience then media will see the value to cover/participate”.

According to a private sector respondent in Arusha, “Implementation of resolutions which are in powers of higher authorities is very challenging”.

• Executive committee members, mainly public sector being pressed with other ‘more core’ duties as their performance through Open Performance Review Assessment (OPRAS) is not based on implementing business council resolutions.
• Communications/directives not coming from appropriate authority, President’s Office Regional and Local Government (PORALG) but from TNBC. Regional and district authorities are responsible and accountable to PORALG not to TNBC. This kind of line of command is not incentivizing regions and districts to implement resolutions

3.4. Existing Guidelines and need for improvement

The ToR required the study to discuss contents of available guideline and what need to be improved. The following were the key findings:

• The Presidential Circular No. 1 of 2001 signed by President B. W. Mkapa on 12th September 2001 is silent on Regional and District Business Councils.
• TNBC’s ‘PPD Booklet’ – undated (but after 2015) does not provide detailed guidelines but just on structure of Regional and District Business Councils

This justifies the development of PPD guidelines which has been done and submitted as a separate standalone report.
• There is no known existing formal PPD guideline.

3.5. Structure of Regional and District Business Councils

The Structure of Regional and District Business Councils is similar to the National level one. At the national level, the Presidential circular no. 1 of 2001 para.6, states that TNBC has four main organs, The Council, Executive Committee, Working Committees and a coordinating Secretariat. The Working
Committees are set up by the Executive Committee. The TNBC structure is shown in appendix 5. The structure of RBCs and DBCs emulate the national level structure. For RBC and DBCs, Councils are chaired by Regional commissioner and District Commissioners respectively.

3.5.1. Improving the structure

The study has identified several areas of improvement of the Regional and District Business Councils. They include the following.

- There have been misunderstanding that TCCIA has to be the TPSF proxy at the regional and district levels. This thinking needs to be corrected. Respondents suggested that, whereas TPSF is not present at regional and district levels and TCCIA is, it is not necessary that TCCIA becomes the TPSF proxy elsewhere. What is practical and good practice is to have active private sector organizations (PSOs) in a given region and district becoming TPSF proxies.

- The chairs of the RBCs and DBCs should have deputies who will chair meetings in case the chair is not available. This will help avoiding postponement of meetings.

According to a respondent in Morogoro, “Appointment of members for the DBC should look at the sector that is strong in a given locality. Alternatively all PSOs can come together and elect who will lead them”.

According to respondents in Dodoma, “Previous private sector composition was dominated by TCCIA and therefore most of agenda discussed had TCCIA interests than the whole private sector. After re-appointment of members to cover different sector agenda that are discussed have wider interests for all”.

According to a respondent from one of the regions, “We have postponed at least one meeting after people had travelled from all the districts just because the chair got emergence and had to travel on the meeting day. It was a very big disappointment for all who had left other pressing activities to attend the meeting”.

Respondents from both the public and private sector in Mwanza “There should be vice chairman from the private sector for the RBCs and DBCs”. According to a private sector respondent in Mwanza, “There should be two chairs, one of them from private sector”.

According to a public sector respondent in Mwanza, “The PPD structure has to adopt the smart partnership dialogue structure to avoid dominance of the public sector”. Another private sector respondent from Mwanza was of the opinion that “The structure is ok, but include employed secretariat. If possible introduce depute chair from the private sector and include councilors as members”.


• Private sector membership to PPD structures should not be just ‘organized’ PSOs but all capable individuals and unorganized groups as well.

• PPD structures at the regional and district levels should include different groups’ business issues. The groups include youth, women, informal sector etc. They should also include different sectoral issues in order to capture other voices and dialogues happening outside the TNBC framework.

• The current structure is silent on inviting individuals and organizations that are not members of the Regional and District Business Councils. It is a good practice to invite appropriate Civil Society Organizations (CSOs) and individual experts to participate in selected PPD meetings to contribute with their expertise. However, CSOs might need capacity building.

• Similar to CSOs and individuals, it is important to invite public entities (MDAs) of relevance to businesses and investments such as TANESCO, TBS, NEMC, Weight and Measure, TRA, TANROADS, Fire, OSHA and TFDA is a good practice. This should be clearly stated in the structure provided.

• It is seen as a good practice to get and include inputs from other dialogue processes outside the formal business councils. These may include sector or crop-specific dialogues. Examples given in the field study include cotton dialogue in Simiyu; joint border committees in Kigoma and grapes dialogues in Dodoma. Issues emerging from these dialogues should be brought to the PPD meetings.

With regard to private sector membership, a respondent from Mwanza was of the opinion that “Include boda boda because currently is a big business … represent agriculture including cooperatives”. A respondent from the private sector was of the opinions that “include all important business …include all economic sectors in the district”. Another private sector respondent in Mwanza advised that “Include informal sector to the dialogue”

According to a respondent in Dodoma, “The current structure provides room to integrate other PPDs in RBC and DBC. It is only the understanding of the concept that is a problem to many”.

With regard to CSOs, respondents in Morogoro had the following opinion, “Most CSOs focus on poverty alleviation programs. Local and International CSOs should play a role of creating awareness, education and sensitization…CSOs should supplement on building capacity to stakeholders to improve the understanding and effectiveness of PPDs”.

With regard to MDAs, respondents in Iringa were of the views that, “Participation of key government agencies should be mandatory especially those that have oversight
over businesses … Government agencies should have an active and mandatory participation in PPDs as Local Government officials can only resolve a so many issues that others need to be addressed by government agencies. MDAs are invited (Iringa municipality) to participate in the business councils but representation is less than desirable as at times invited officials decide to delegate to junior officials who have no mandate to give concrete decisions or mandates”.

According to a respondent in Mufindi, “MDAs facilitate and improve business environment for private sector to grow and contribute more to the economy. They are important in business councils and should be a part of the council and be held accountable on agreed resolutions … They are not regularly invited and do not take business councils very seriously”.

- The current structure silent regarding councilors to be in the PPD meetings. As part of good practice, it is proposed that councilors who are heads of committees should be strategically invited guests in PPD meetings. This is because of their role in decision making at district council level. They have very important role when businesses want to advocate on some key business issues such as bylaws where councilors are key decision makers.

- Although the national level structure has to be reflected at the regional and district levels, it is important to embrace flexibility to adapt into local situations and contexts but adhere to basics of business councils.

Regarding inclusion of councilors several public respondents from Mwanza remarked that “Include councilors and chair of the Local Government Authority (LGA) … include legislators and members of Parliament … include also councilors and ward officers”.

Elsewhere in the study such as in Morogoro District Council the respondents were more specific on the inclusion of councilors. They advised that “It is good to invite councilors who are chairs of various committees related to business but not all councilors”.

In Dodoma it was advised that, “It is very important to have involvement of the councilors who are overseers of district activities including those that are directly or indirectly related to business councils”.

According to a respondent in Morogoro, “Composition of Business Council members have to be regional and district-specific, for example, in border regions such as Mara, Kigoma and Kagera, you need Regional Police Commander to become a member of the Business Council due to security issues. On the other hand members should be selected based on the experience and competence”.

3.6. **What “has” and “has not” been working for effective PPDs**

There are a number of things that have worked and those which have not worked for effective PPDs. They include issues covered above on representation, preparation, agenda setting, notice of meetings (invitations to meetings), documentation, conducting PPDs, reaching resolutions and implementation of resolutions.

3.7. **Challenges that have been faced in Regional and District Business Councils**

There are a number of challenges that have been faced in PPDs. These have also been documented in the World Bank (undated)\(^2\) as sub national level challenges. Key challenges are outlined here.

- Limited budget and capacity perceived as main constraints for the sustainability of the sub-national business councils
- Lack of Private sector financial contribution to the RBC and DBC
- Success of PPD relies heavily on the personality, capacity and willingness of the champions (District Commissioner and Regional Commissioner). Staff turn-over has had negative impacts in the past
- Lack of proper knowledge on the role of TNBC in the RBCs and BBCs
- Key public sector members occasionally delegate to junior representatives. Not all big private sector players are willing to join the Regional and District Business Councils as they can find their way directly to the Regional/District Commissioners
- Lack of a clear link between the Regional Business Councils and TNBC: lack of clear process when issues need to be escalated at the national level. Need to reach out to different departments in different ministries which seldom send feedback.
- Some districts have two District Councils and therefore two DEDs. It is a challenge on composition of executive committee and task forces which are under DEDs and composed of heads of departments of a specific District Council

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According to respondents from one of the districts in Dodoma, “Chairs of Regional and District Business Councils are supposed to ensure that there is proper representation especially from the public sector as they have tendency of sending representatives who cannot make any decision”.

According to a respondent in Morogoro, “There should be a focal person at regional and district levels to report to the national level”.

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\(^2\) PPD in Tanzania: Towards Operationalization and Streamlining
3.8. **Approaches to make Regional and District Business Councils effective**

There are various approaches to make PPDs effective. These have been covered impliedly in section 3.2 above on representation, preparation, agenda setting, notice of meetings (invitations to meetings), documentation, conducting PPDs, reaching resolutions and implementation of resolutions and in the proposed PPD guidelines.

3.9. **Best ways of ensuring implementation of PPDs resolutions**

Paragraph 3.2 above partly suggests ways of ensuring implementation of PPDs resolutions. Other ways include the following:

- Provide adequate financial and human resources
- Have realistic activity plans
- Have and enforce feedback and accountability mechanisms
- Make resolutions binding requirements
- Have binding performance benchmarks on members/councils
- Have Monitoring, Evaluation and Learning (MEL) framework
- Ensure continuity of members mainly from public sector and processes (in case of retirements, transfers etc there should be clear handover notes and proper documentation of PPDs)
- Executive committee members mainly public sector performance evaluation through OPRAS to include implementation of business council resolutions
- Regulations, orders and requirements to implement resolution matter more to RCs, DCs and DEDs if coming from TAMISEMI than from TNBC
- Provide stick and carrot (recognition, ranking, awards) for performing/non performing regions/districts

3.10. **Lessons learned and best practices**

Lessons learnt and best practices have been documented in paragraph 3.2 above. Some cases of lessons and best practices are outlined here and can be developed as in-depth case studies:

- **Adequate capacity building and financing** have big role to play in having effective PPDs. Where there is adequate capacity building and funding, PPDs has shown to be more effective than where this is not the case. This has been evident in Dodoma, Kigoma, Morogoro, Iringa and Mbeya where there has been LIC and ENGINE interventions.

- **Avoid huge donor dependence that is not sustainable.** There is a need for having sustainability in-built in donor funded interventions. Interviews with TCCIA Kilimanjaro region shows that when there was donor funding for PPDs things went well. When donor funding ended the PPDs suffered.
• **Widen the scope of private sector representation to include major and active sectors of the economy in the region/district.** It has been shown that private sector representation does not need to be from typical TPSF proxy that generally seems to be TCCIA. The case of Dodoma regional TCCIA has shown that not only TCCIA members are part of private sector members in PPDs. It has been shown that hawkers who are not members of TCCIA are also members of the RBC. In Bahi and Mwapwapa districts, JWT is very active part of the private sector not just TCCIA members.

It has also been learned that having TNBC district offices/focal persons in the districts makes huge positive impacts on the quality of PPDs. This is the case in Mwapwapa and Bahi districts where TNBC has focal persons.

• It has been learned that it is very important to have **strong champions** behind PPDs this has been the case for example for Tanga and Coast regions. Regional Commissioners for Tanga and Coast regions have played special champion roles. This shows that huge buy-in in forms of understanding, support and endorsements from political and administrative leadership is very important for successful PPDs.

• Where there is a strong, vibrant and engaging private sector, PPDs are likely to be successful. This has been the case in Tanga region where the private sector has been very active to the point of footing some costs of PPDs. For private sector to be strong and vibrant however there is a need for capacity building to the private sector.

• Another lesson is on the timing of meetings such as RBCs with Regional Consultative Council (RCC) meeting. Successful PPDs is a function of among other things, having binding agreements/MoUs between the government and private sector on implementation of resolutions. This has been reported to be the case in Kigoma region.

According to a respondent in Morogoro, “**Business council has not been effective before 2017 when ENGINE intervention came. RBC meeting was in April 2018.... Through ENGEN, several periodic trainings have been conducted to enable participants to listen and dialogue well.**

In Dodoma (Bahi district), “**There is bottom up approach in pushing dialogue within the district. Sometimes members from private sector call to remind about the meeting...** For Kongwa district, “**at least 8 DBC meetings have been held**”. The above shows that where there have been interventions such as LIC and ENGINE, Regional and District Business Councils have been effective.

According to a respondent in Morogoro, “**It is advised to organize RBC meetings in line with/
just after Regional Consultative Council (RCC) in order to get many members and reduce transport cost. This has worked in Tanga”.

From Dodoma (Mpwdawa district), it was reported that “MoU between DBC and district full council to work together and support implementation of DBC’s resolutions”.

3.11. Sustainability of Regional and District Business Councils

It is very important to ensure that RBCs and DBCs are financially sustainable. The following are among the findings of the study on sustainability:

- The Presidential circular (last paragraph, page 5) talks about cost-sharing between public and private sector. Field realities however indicate that private sector in most regions and districts cannot fund PPDs sustainably.
- There were various views with regards to funding of PPDs. The recommended financial sustainability of PPDs is to fund PPDs through government budget. This is a very important step as it implies that District Business Council issues will most likely feature in district plans and budgets and therefore ensures the much needed sustainability.
- It is very important to avoid donor dependence. Any donor should ensure in-built sustainability of any PPD intervention.
- Successful PPDs depend on demand not supply. PPDs should not be top down but bottom up.
- Buy-in, i.e. understanding, support and endorsement from political and administrative leadership is very important.

The following are various views on Sustainability of Regional and District Business Councils:

According to a private sector respondent in Arusha, “Typical cost items for a PPD meeting are venue and conference package, transport and per diem as per government rates ... Members have never been paid any allowance other than food and drinks. Allowances are only paid if there are available funds. However, this is not always the case”.

According to a public sector respondent in Arusha, “For the year 2017/2018 there is Tshs 7,216,460 set aside for allowance, food and drinks. For the 2016/17 budget, the Government set aside Tshs 7,216,460.00 for PPD to cover logistics including transport and meals for members”.

According to a public sector respondent in Arusha, “funding should compose of the private and public sector (public sector should contribute 75% and private 25%)”.

Private sector respondents in Arusha were of the view that “There is a need for TNBC to also contribute in funding PPDs ... there is a need of the councils to receive funds.”
from TNBC so as to govern and oversee the dialogues ...At regional level, PPDs are funded by the region in collaboration with TCCIA but there is a need of TNBC funding/chipping in some funds...funding PPDs through sponsorships is difficult, not reliable and sustainable”.

According to respondents in Morogoro, “It is supposed to be 50: 50 cost sharing. Key cost items include venue, refreshments, Daily Subsistence Allowance (DSA) and transport. First meeting was funded by ENGINE and was well attended but very little daily subsistence allowance was given. Acceptable rate could be 20,000 to 30,000 Tshs per person... Total costs of a typical PPD meeting is Tshs. 4 million covering stationery, venue, refreshments, transport costs as well as preparation including Executive Committee meeting...ENGINE has been facilitating PPDs in Morogoro by providing venue, lunch and sometimes transport allowances”.

Further findings from Morogoro show that, “TNBC was supporting RBCs when they started. Regions and districts are now required to set aside budget for PPDs. Only few regions set budget and disburse, others set aside budget but do not disburse ... Apparently ENGEN is funding but Finance Department under which District Treasurer (DT) and Business/Trade Unit is located can factor in/plan and budget for activities for the BCs, now depends on DEDs’ discretion”

In Iringa municipality it was reported that, “At present minimal expenses such as allowances and meals are not paid. The chair tries to ensure that the business councils are kept as short as possible by providing only the venue for the council to take place ... Since the private sector is paying taxes to the government the running of the business councils should fall solely on the public sector and its institutions

According to a private sector respondent in Mwanza, “There is a need to establish funds to run the business councils. Sensitization campaign to increase awareness about the business councils will make stakeholders contribute. The government should set aside fund to run business councils because the private sector pays taxes”.

According to a respondent in Morogoro, “DBC meetings have been integrated into the meetings schedules of the District Council.... PPDs have to be in government regulations/laws as many other LGA meetings such as finance, HIV, environment meetings ... It should be mandatory for LGAs to budget for PPDs (Kilosa and Morogoro Municipal Council are having the budget in the 2018/19 FY based on the RBC resolution. TCCIA financial position is weak – but can contribute in kind. For sustainability; there should be a specific vote for the Business Councils. It should be possible to have votes for Business Councils for facilitation, meetings and other costs during planning and budgeting”.
According to respondents in Dodoma, “LIC project is funding PPDs in Kongwa although for sustainability, Kongwa district has allocated fund from own source revenue under trade officer line to support DBCs activities ... Current PPD activities are financed by LIC and Mpwapwa District Council which has also set aside funds for District Business Council”.

3.12. Mechanisms to ensure that both public and private sectors contribute their dues for running Regional and District Business Councils

The study identified several perspectives on mechanisms to ensure that both public and private sector contribute their dues for running PPDs. These include the following:

• Since private sector has no budget for PPDs but incur opportunity cost on not doing business when attending PPDs, this opportunity cost should be taken as their in-kind contribution. When public sector employees are participating in PPDs are doing so as part of their normal work and are paid salaries.

• The government should have Regional and District Business Councils in its annual plans and budgets at regional and district levels. This will ensure sustainability

• For private sector to be able to fund in cash, it needs sustainable sources of funds. This is challenging as many Private Sector Organizations (PSOs) do not have sustainable sources of income. In Bahi district there was an idea for the private sector to start Income Generating Activities (IGAs) so as to generate funds for covering District Business Council costs. This is not a recommended way of funding Business Council by private sector. Among other things, there may be issues on ownership and profitability of such businesses and there may be financial management issues as well.
CHAPTER FOUR

4.0. General recommendations for RBCs and DBCs to work

The following are among the general recommendations from the study on what will make PPDs work.

• Leadership and political will from public sector
• Follow meeting calendar to the letter
• Give quick results after resolutions
• Give business councils biting teeth/mandate
• Incorporate its budget in government budget at central and local levels
• Facilitate private sector for research and preparation of papers/issues
• There should be clear accountability mechanism
• There should be trust
• Issues from unstructured dialogues should be taken to Regional and District Business Councils
• Conduct RBC and DBC-specific capacity needs and strengthen them
# CHAPTER FIVE

5.0. **Appendices**

**Appendix 1: Activity Plan Matrix**

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Grand Total

Percentage contribution

Source: Field data, 2018
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## Appendix 4: PPD Budget for Kongwa DBC Meeting

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Appendix 5: TNBC Structure – the national PPD structure

The Council
Chaired by President of URT

Executive Committee
Chaired by Chief Secretary
Co-Chair: Chair of TPSF

Secretariat

Working Committees
Set up by Executive Committee

Working Groups
Investors’ Round Tables
Regional and District Business Councils
Smart Partnership Dialogues
References


4. TNBC Handbook for Regional and District Business Council

