



## Some factors affecting the effectiveness of partnership between the government and private sectors in the field of meeting farmers' needs for agricultural technologies in Iraq( Review Article).

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Received: 26/06/2024

Revised: 30/07/2024

Accepted: 21/08/2024

Published: 01/09/2024

### ABSTRACT

The partnership between the government and private sectors is an important issue, as it is one of the topics that has received and continues to receive the attention of researchers, international and global organizations, and national development plans in the country to benefit from it as an experiment within the process of building the national economy and improving the reality of the agricultural sector in the country and its compatibility with the sustainable development goals that the government seeks in at present, it is also considered one of the ways through which risks can be shared between the public and private sectors, and work efficiency can be increased and the exchange of experiences and knowledge and other benefits, opportunities and common interests that can be achieved through partnership between the two sectors. This partnership is an important source and one of the components of the system. Disseminating agricultural technologies, as the practice of partnership, means the efficient and effective use of available resources. In addition, coordination and cooperation between the governmental and non-governmental sectors are significant challenges in unifying the extension services and avoiding duplication and waste of agricultural resources and supplies. It is also considered a successful and effective approach to development. Sustainable agricultural and rural areas, reforming agricultural extension systems, and improving the quality of extension services. Therefore, this article aims to identify the concept of the government sector, the private sector, and the partnership between the two sectors, its importance, the reasons for it, its advantages, goals, principles, and problems of partnership, as well as identifying the most important factors affecting and related to the effectiveness of the partnership between The public and private sectors in the field of meeting the needs of farmers in agricultural technologies.

**Keywords:** government sector, private sector, partnership between the two sectors, factors affecting.

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### INTRODUCTION

Sustainable development and achieving its economic, social and environmental goals is a participatory process involving all parties, specifically the governmental and private sectors [1], and the literature issued by international development organizations and farmers' organizations emphasizes the necessity of achieving partnership between the governmental and private sectors in sustainable agricultural development programs [2]; [3]; [4]. In Iraq, the three national development plans (2010-2014; 2013-2017; 2018-2022) confirmed that the non-governmental sector, especially the private sector, is a partner sector in achieving development goals in various fields, including agriculture [5]; [6]; [7], and the strategic plan of the Ministry of Agriculture for the years 2015-2025 was confirmed [8]. The government and private sectors are considered the main source for meeting farmers' needs for agricultural technologies and supplies. Despite this, the performance of both of these sectors and the level of their partnership is still below the level of the challenges facing farmers at this stage, and this is what studies and publications have indicated, including studies [9]; [10]; [11]; [12]. Therefore, the current stage that the country is going through requires achieving increases in plant and animal production that may reach more than 50% [13]. To achieve these increases in agricultural production, two fundamental paths must be followed for sustainable productivity growth in agriculture. The first is through developing, adapting and applying new technologies and practices for agricultural production and farm management, and the second is through increasing and accelerating the adoption and application of current technologies and practices [14]. From this standpoint, Iraq is still in dire need of improving the level of effectiveness of partnerships between the two sectors to face the challenges. In this article, we will shed light on the concept of the government sector, the private sector, and the partnership between the two sectors, its importance, the reasons for it, its advantages, goals, principles, and problems of the partnership, as well as the factors affecting the effectiveness of the partnership. Between the

two sectors.

#### **Government sector :**

The government sector is defined as “those sectors owned by the state. They are either profitable investments or charitable investments, which serve the community and are not owned by individuals. The state supervises them and pays the salaries of its employees” [15]. It believes [9] that the government sector is “the sector that includes all public institutions and bodies, whether they have legal personality or not, and whether they are economic, administrative, commercial, or industrial. What matters is the agency’s ownership of the state or local groups. They can be defined as the business sector units that are managed by the government, which the private sector cannot manage, as public institutions produce goods and services and provide them to the public at low prices or almost free in some cases, through which the state seeks to achieve social benefit or facilities for other economic sectors. The government sector in the agricultural field is defined as the sector that consists of units or institutions that are owned by the state. In the agricultural field, the government sector is represented by the Ministry of Agriculture, and its formations and agricultural departments affiliated with it carry out all research, service, and extension activities and provide their services to all farmers.

#### **private sector**

The Organization for Economic Cooperation and Development [16] defines the private sector as “an essential and organized element in economic activity that enjoys private ownership, in which the production process is based on market and competition systems, in which private initiative is determined and is responsible for the decisions and activities taken.” The private sector is also defined as “that part that complements the state’s role in the economy, and is owned by non-official entities in the state, and is made up of all joint-stock companies and individual institutions (businessmen and capital owners), or individuals working in the various economic sectors that accept risk through practicing an activity for the sake of making a profit, and its work is regulated by legislation and laws issued by the state that seek to achieve the maximum benefit for society and the public interest [17]. As for the private sector in the agricultural field, it is defined as the sector that consists of organizations, institutions, or units owned by the private sector. These institutions or organizations provide various services, especially supplying agricultural inputs and equipping farmers with them.

#### **partnership between the government and private sectors:**

Every international body has addressed the issue of partnership between the public and private sectors in a way consistent with its principles and has set a specific definition for it. Partnership was defined by the Organization for Economic Cooperation and Development as a formal relationship or arrangement over a specific period of time or an indefinite period of time, where both sides interact in the decision-making process [18], as defined by the United States Agency for International Development as “partnerships that involve creativity and joint investment by the private sector partner in line with policy priorities and the desire to create impact.” [19]. The partnership was defined by the Food and Agriculture Organization [20] as “an equal mutual contribution by the various parties concerned. Many researchers have defined the partnership between the government and private sectors, each in its own way, some of which were similar and others were different. [21] defined partnership as “practical measures based on mutual commitment that are unique in nature from any commitment to another contract between the government sector and any other party,” and he defined [22] Partnership between the government and private sectors “as a mechanism that the government resorts to when implementing service projects usually provided by the government sector with the aim of using the resources and expertise of the private sector when the government faces a lack of efficiency in the services provided ”[17] . He defined [23] that the partnership between the government and private sectors “is one of the strategies and approaches to reforming agricultural extension systems with the aim of accelerating the pace of development, improving the services provided to farmers, and overcoming the problems resulting from the modesty and weakness of the government sector.”

#### **The importance of partnership between the government and private sectors in the field of agricultural :**

The importance of partnership between the government and private sectors in the field of agricultural can be determined according to the following studies [24]; [25]; [26]; [27]; [28] As follows:

##### **1- Increasing financing and investment in the agricultural sector:**

The decrease in public budgets and the great pressure that the development process placed on these budgets and the increase in their indebtedness led to a decrease in public financing for the agricultural sector. The budgets allocated to this sector are insufficient and the volume of investments required exceeds the capabilities of the government sector alone, and thus the partnership comes between Both the government and private sectors are in this sector as an alternative financing method that reduces pressure on the state budget and helps save capital costs for projects necessary to achieve agricultural development.

##### **2- Risk sharing:**

The high level of risks in doing business in the agricultural sector contributes to the high level of fears of investing in this sector. These risks include: low investment returns, limited access to productive inputs, high transaction costs and production risks associated with dealing with many small businesses. Producers, as well as the political risks associated with government intervention in agricultural markets, thus the partnership in the agricultural sector serves as a useful mechanism to share risks and reduce barriers to private sector entry into agricultural markets.

##### **3- Innovation and access to markets:**

The added value of public-private partnership projects in the agricultural sector is generated due to benefiting from the

innovative efficiency of the private sector, which includes innovative technological techniques, commercial policies, and creative marketing skills, which enhance the access of agricultural products and services to markets.

#### **4-Achieving food security:**

Partnerships in the agricultural sector help develop agricultural projects and increase land productivity, which contributes to countries' ability to meet the food needs of their people and enhance food security.

#### **5-Raising the efficiency of agricultural projects:**

Partnership projects in agriculture help raise the productivity of agricultural projects and improve their efficiency through knowledge management processes, the use of advanced technologies, and reducing the factors that may cause crop failure and natural disasters.

#### **6-Social Empowerment:**

Partnership projects between the government and private sectors help provide many job opportunities and increase the agricultural sector's absorption of labor, as well as the contribution of partnership projects to empowering women in the field of entrepreneurship and financing small agricultural projects or marketing the products of these projects.

#### **Justifications (reasons) for resorting to partnership between the government and private sectors in the field of agricultural :**

The justifications for the partnership in the field of agricultural are as follows [29]:

1-Scarcity of financial, natural, human and technological resources. Here comes the role of partnership in the proper use of resources, instead of competition between these areas, by sharing obligations between partners .

2-Partners relying on each other to accomplish certain tasks .

3- Lack of clarity in all information and knowledge to be exchanged in cases of exchanging experiences and knowledge between two organizations .

4-The increase in the number of partnerships for a particular company is evidence of the ability of this company to achieve all partnership requirements properly .

5- The extent to which the company's strategies are compatible with the principles of partnership followed by this company .

6- Some laws require companies affiliated with the private sector to implement the partnership.

7- The personal factors that justify the partnership are related to the mechanism for implementing the partnership between the different sectors.

The justifications for partnership between the government and private sectors are [30]:

1-Accelerated technological and technological development and increasing competition in the market .

2- Lack of funding .

3- Lack of confidence in legal legislation related to solving problems .

4- High environmental risk .

5- Lack of clarity in the boundaries that regulate cooperation between the government and the private sector.

I note from [31]), [32] and [33] that the justifications for partnership are summarized as follows :

1-The inability of the government sector to achieve sustainable development alone .

2-Increasing competitive pressures and declining growth rates .

3-Limited financial, human and technological resources in the government sector due to the multiplicity of fields and projects that require implementation. The partnership works to achieve this competition between these fields through exchanging commitments between the partners .

4-Increasing effectiveness and efficiency by relying on comparative experience and the rational division of labor .

5-Expanding decision-making to serve the public interest .

6-Achieving a higher value for the invested materials.

#### **Advantages of partnership between the government and private sectors in the field of agricultural :**

The advantages and characteristics provided by the partnership are the following [15]:

1-Promoting and exchanging expertise and technology between partners from both sectors .

2- Gaining more experience by those working on implementing joint projects.

3- Production at lower costs through better investment of human and financial resources.

4- Building on existing experiences and achievements .

5-Integration in performance and ensuring concerted efforts and non-repetition .

6-Bear all the burdens and risks resulting from the partnership equally between the partners.

#### **Objectives of the partnership between the government and private sectors in the field of agricultural :**

The partnership, especially in developing countries, aims to [34] :

1-Correcting the economic situation .

2-Achieving high growth rates by enhancing the role of the private sector in the national economic wheel .

3-Reducing the financing burden on the government, especially in infrastructure projects, and creating new job opportunities .

4-Improving the services provided by the government sector by attracting investments from the private sector and reducing investment risks to the government sector .

5- Redistribution of roles between the two sectors.

The United States Agency for International Development [19] indicated that a large portion of the partnerships achieve the following:

- 1-Integrating farmers into value chains .
- 2-Improving farmers' skills and productivity
- 3-Increasing farmers' access to modern technologies.

**Principles of partnership between the government and private sectors in the field of agricultural :**

The Food and Agriculture Organization of the International [20] indicated that the principles of successful partnership are summarized as follows:

- 1-Establishing and operating field services, including budget sharing .
- 2-Joint management of services .
- 3-Participation in developing technology .
- 4-Providing knowledge and information .
- 5- Work as a trusted professional.

The Organization for Economic Cooperation and Development [18] explained that among the most important principles of partnership between the government and private sectors are :

- 1 -Value for money is a basic principle for adopting the approach of partnerships between the government and private sectors to finance government services .
- 2-Active consultation with all stakeholders .
- 3-Clarity of the goal of the partnership .
- 4- Sufficient potential mutual benefits .
- 5- Additional benefits from the funds due to the partnership .
- 6-Competition and transparency in choosing partners.
- 7-Sharing risks and responsibilities between partners

**Problems of partnership between the government and private sectors :**

The Organization for Economic Cooperation and Development [18] stated that many problems have been observed in agricultural innovation and partnerships between the government and private sectors. These problems are summarized as follows :

- 1 -Bureaucratic procedures on the part of the government sector .
- 2 -Different work methods and reward structures.
- 3- Lack of business culture in the government sector and limited experience in commercial environments .
- 4 -Lack of experience in working with the private sector or even in partnerships in general .
- 5-Lack of confidence .
- 6- Intellectual property rights issues, especially when many partners from the government and private sectors from several countries participate.
- 7-Weak negotiation skills and intellectual property rights in the government sector .
- 8-Private sector concerns that unexpected changes in policies may affect partnership agreements .
- 9-Fragmentation of public scientific resources between different ministries and weakness of communication channels within the government sector.

Study [35] indicated that the problems and obstacles facing the development of the integrated relationship between the government and private sectors are :

- 1-Problems related to experience and lack of organization .
- 2-Problems related to the absence of policies, legislation and laws .
- 3-Problems related to credit facilities and financing .
- 4- Weak government performance.

**Factors affecting the effectiveness of partnership between the government and private sectors in the field of agricultural :**

The partnership between the government and private sectors in the agricultural sector is affected by a number of factors that would limit the partnership's opportunities and effectiveness in achieving its goals. [36] explained that there are three factors that affect the implementation of the partnership between the two sectors :

- 1-Governance
- 2-Good organization
- 3- Financial financing

Study [37] indicated that the factors that affect partnership projects are :

- 1-Organizational marketing strategies.
- 2-Regulations and policies.
- 3-Efficiency considerations in the government and private sectors .
- 4- Public liability.
- 5-Government financial commitment .

6-Distribution of risks .

7- Financial variables of the project

The International Food and Agriculture Organization (FAO) mentioned a group of factors that affect the implementation of partnership projects between the government and private sectors, which are [26] :

**Unsupportive environment (lack of laws, policies and legislation supporting the partnership):**

The agricultural sector lacks guidance and support for the design and implementation of public-private partnership projects, as most partnership models are designed for infrastructure projects. On the other hand, public-private partnerships in the field of agriculture have negative perceptions, which makes it challenging to use this mechanism.

**1-Design issues:**

Many factors are associated with the partnership design process, some of which lack transparency and detail of the obligations and responsibilities of each partner and the contractual terms, which enhances the emergence of disputes. Contracts also lack conditions and procedures taken in the event of disagreements or force majeure circumstances, such as dispute settlement mechanisms and arbitration strategies.

**1-Operational matters:**

Which is represented by weak capabilities and the lack of a monitoring, coordination and oversight body, and weaknesses in the regulatory framework such as bureaucracy or inflexible operational procedures that lead to a significant delay in formalizing and activating partnerships, especially in the process of granting funding and challenges associated with human resources such as the difficulty of retaining qualified employees. Or a labour shortage during harvest periods and technical challenges, such as failure in some innovations during implementation processes.

**4-Financial issues:**

The partnership between the public and private sectors in the field of agriculture faces many challenges, including: slow payment, investment returns at a lower level than expected, increasing costs resulting from inflation, limited financing for operations, in addition to the fact that accurate estimation of costs may be difficult, especially when inflation exceeds The expected level in the partnership agreement. To address this problem and prevent costs from getting out of control, meetings should be held to renegotiate the contributions of both partners and return them to acceptance levels.

**3-Social and environmental sustainability issues:**

Public-private partnerships in the agricultural sector often face exclusion of small-scale actors from farmers, smallholders and agricultural SMEs, as private sector partners prefer to work exclusively with large-scale farmers to reduce transaction costs, or may choose to Vertical integration of production. To achieve social goals, government sector partners should require that a certain percentage of production be implemented in partnership with smallholder farmers.

Study [38] indicated that there are two important factors affecting the effectiveness of public-private partnerships, which are :

**1-Governance:**

Governance refers to the structures, processes, rules, traditions and processes through which decision-making authority is exercised and which determines the actions for which accountability is exercised. Effective governance provides a favorable environment for the project work team, and the participation of senior management in decision-making and planning leads to the organization's commitment to the success of the partnership project and enhances trust between partner organizations. Senior management support is a key factor in building partnership projects between the public and private sectors, and best administrative practices, such as appointing employees on the basis of Merit and appropriate work ethics, may also help retain talented, experienced, competent and productive members of the project team and maintain high productivity. One study analyzed the role of project governance in the success of a public-private partnership project. The study concluded that good project management depends on project management and product success in the short term and on strategic issues affecting performance in the long term [39].

**2-The regulatory environment for public-private partnerships :**

Enabling the legal, political and regulatory framework is one of the essential elements of a sustainable partnership project, as regulations and laws related to the implementation of public-private partnership projects can hinder success if they are poorly integrated. Systems must be adaptable and predictable in line with the social and economic dynamics of In order to achieve the expected goals. A strong regulatory framework for partnership between the public and private sectors is an important element for the success of partnership programs.

Regulatory policy promotes the effective performance of partnership projects by ensuring that they operate under a clear mandate without political interference. It also ensures that public-private partnerships are appropriately resourced and equipped with a transparent and accountable decision-making process [40] and that a reasonably robust and detailed legal framework It specifies the standards for dealing with partnership projects while providing guarantees to the private sector that contracts will be respected. The more transparent and credible the enabling environment is, the less the risks incurred by investors in partnership projects between the public and private sectors [41].

While a study [42] developed six factors that affect the implementation of partnership projects between the government and private sectors, which are :

1-Legal factors

2-Risk management

- 3-Project efficiency
- 4-Project performance
- 5-Financial factors

6-The political and environmental dimension.

Study [43] identified the factors affecting the implementation of partnerships between the government and private sectors as follows:

**1-The institutional framework for the partnership between the two sectors, which includes :**

- Regulations and policies
- The legal framework
- The organizational structure
- Communication and collaboration

**2 -The institutional characteristics of the partnership between the government and private sectors include :**

- Size of the organization
- Funding sources

**3-Partners' capacity, which includes :**

- Selection of employees
- Financing
- Technology (information and communications technology).

Study [44] indicated that the factors affecting the performance of the partnership project between the two sectors are:

- 1-Project mission
- 2-Technologies used in the partnership project.
- 3-Employees (the working group of the partnership project).
- 4- Monitoring and evaluation.

Another study was conducted (45) that indicated some of the factors that affect public-private partnership projects in Tanzania, which are :

- 1-Regulatory framework .
- 2-Coordination.
- 3-Financial support.
- 4-Stakeholder commitment.
- 5-Human resources capabilities and their use.
- 6-Tax exemption .
- 7- Commitment to professionalism.

The study [46] also clarified the set of factors that affect the performance of public-private partnership projects as follows:

- 1-Relative equality between partners.
- 2-Mutual commitment to goals
- 3-Independence for each partner.
- 4-Joint decision making and accountability
- 5-The benefits that accrue to stakeholders.

Also among the factors that affect partnership projects between the two sectors are [47] :

- 1-Trust
- 2-Governance structures
- 3-Mutual respect
- 4-Common goals
- 5-Agreed upon goals
- 6-Transparency
- 7-Communication between partners
- 8- Teamwork and joint work

In a study conducted by [48] on “Critical Success Factors for Implementing Public-Private Partnerships in Malaysia,” they classified them into ten factors :

- 1-Good governance
- 2-Commitment and responsibility
- 3-An appropriate legal framework
- 4-Sound economic policy
- 5-Availability of the financial market
- 6-Strong organization
- 7-A stable economic situation
- 8-Technical feasibility of the project
- 9- Transparency of the purchasing process

Another study was conducted that showed that the factors that affect the effectiveness of the partnership between the government and private sectors in the field of meeting farmers' needs for agricultural technologies are [49]:

- 1- Appropriate legal frameworks .
- 2- The presence of a good governance system .
- 3- A policy to enable partnership between the two sectors
- 4- Follow-up and evaluation systems
- 1- The financial capacity of the two sectors .
- 2- Technical competence of the private sector.

Al-Taiy's study indicated that the factors affecting the effectiveness of the partnership in the field of disseminating agricultural technologies were mainly [50] :

**First: - External environmental factors, including :**

- 1- Agricultural policy .
- 2- Performance of research and extension devices, equipment and agricultural drains.
- 3- Markets.
- 4- Characteristics of the targeted farm systems.
- 5- The security situation.

**Second: Internal environmental factors, including :**

- 1- Technology characteristics.
- 2- Technology transfer organization.
- 3- Planning.
- 4- Implementation.
- 5- Monitoring and evaluation.

**Conclusion:**

We conclude, through the process of reviewing studies and literature, that there is a very large agreement between these studies, which is that the factors that affect the effectiveness of the partnership between the government and private sectors in the field of meeting the needs of farmers for agricultural technologies were essentially (governance, commitment between the two sectors to the issue of the partnership, The enabling environment is represented by policies, legislation and laws that enhance the partnership between both sectors, good organization of the partnership (an organizational structure that defines communication and coordination mechanisms and the distribution of roles and responsibilities between both sectors in the partnership project), provision of financial allocations, as well as follow-up and evaluation

The partnership means paving the way for the work of the government and private sectors in providing extension services and disseminating agricultural technologies. And the optimal investment of available resources, as each sector has its advantages. The government sector undertakes large projects, while the private sector achieves significant savings in providing production requirements and providing extension services. In addition to that, achieving integration between the government and private sectors, as partnership does not mean private sector solutions. Instead of the government sector, but rather by achieving integration between governmental and non-governmental institutions to benefit from the advantages enjoyed by each sector.

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## بعض العوامل المؤثرة على فاعلية الشراكة بين القطاعين الحكومي والخاص في مجال تلبية حاجات الفلاحين من التقانات الزراعية في العراق (المقالة مراجعة).

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### الخلاصة

ان الشراكة بين القطاعين الحكومي والخاص مسألة هامة كونها من الموضوعات التي حظيت ومازالت تحظى باهتمام الباحثين والمنظمات الدولية والعالمية وخطط التنمية الوطنية في البلد للاستفادة منها كتجربة في اطار عملية بناء الاقتصاد الوطني والارتقاء بواقع القطاع الزراعي في البلد وتوافقها مع اهداف التنمية المستدامة التي تسعى اليها الحكومة في الوقت الحاضر ، كما انها تعد من احدى الطرق التي يمكن من خلالها تفادي المخاطر بين القطاعين العام والخاص ، وزيادة الكفاءة بالعمل وتبادل الخبرات والمعارف وغيرها من الفوائد والفرص والصالح المشترك الذي يمكن أن تتحقق عن طريق الشراكة بين القطاعين، وتعد هذه الشراكة مصدر مهم وأحد مكونات منظومة نشر التقانات الزراعية ، إذ ان ممارسة الشراكة تعني الإستخدام الكفؤ والفعال للموارد المتاحة فضلاً عن ذلك تعد تحدياً رئيساً في التنسيق والتعاون بين القطاع الحكومي وغير الحكومي من اجل توحيد الخدمات الإرشادية المقدمة وتقديري الإزدواجية والهدر في الموارد والمستلزمات الزراعية ، كما انها تعد نهج ناجح وفاعل في التنمية الزراعية والريفية المستدامة وفي اصلاح نظم الارشاد الزراعي وتحسين جودة الخدمة الإرشادية لذا تهدف هذه المقالة الى التعرف على مفهوم القطاع الحكومي والقطاع الخاص والشراكة بين القطاعين و أهميتها واسباب الموجبة لها و مزاياها واهدافها ومبادئها ومشكلات الشراكة ، فضلاً عن التعرف على اهم العوامل المؤثرة وذات العلاقة بفاعلية الشراكة بين القطاعين الحكومي والخاص في مجال تلبية حاجات الفلاحين من التقانات الزراعية .

**الكلمات المفتاحية :** قطاع حكومي ، قطاع خاص ، الشراكة بين القطاعين ، العوامل المؤثرة ، تقانات زراعية .