

EVALUATION OF ICA'S DEVELOPMENT PROGRAMME SUPPORTED BY THE SCC.

BY: L.B. SKAARET
F.M. MBEWE
M.F. VERZOSA

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ACRONYMS AND ABBREVIATIONS

General

CCA	Canadian Co-operative Association
CMPP	Co-operative Members Participation Programme
FAO	Food and Agricultural Organization of the United Nations
HO	Head Office
CA	International Co-operative Alliance
ILO	International Labour Organisation
MATCOM	Materials and Techniques for Co-operative Management Training
MO	Member Organisation
RC	Regional Council (of the ICA)
RD	Regional Director (of the ICA)
RO	Regional Office (of the ICA)
TOR	Terms of Reference
ROECSA	The ICA Regional Office for East, Central and Southern Africa
ROAP	The ICA Regional Office for Asia and the Pacific
RPC	Research, Planning and Consultancy (project)
SCC	The Swedish Co-operative Centre

For the ROECSA Area

BCU	Botswana Co-operative Union
CIS	Co-operative Insurance Society (Kenya)
CDD	Co-operative Development Decade, declared by the First Ministerial Co-operative Conference in Gaborone, 1982
KNFC	Kenya National Federation of Co-operatives
NCDCC	National Co-operative Development Co-ordinating Committee
RCDCC	Regional Co-operative Development Co-ordinating Committee
ZCF	Zambia Co-operative Federation

For the ROAP Area

AAC	Australian Association of Co-operatives
ACFT	Agricultural Co-operative Federation of Thailand
ARIP	Asia Regional Insurance Programme
CCFT	Co-operative Consumers' Federation of Thailand
CLT	Co-operative League of Thailand
CPD	Co-operative Promotion Department of Thailand
CUAC	Central Union of Agricultural Co-operatives (Japan)
CUP	Co-operative Union of the Philippines
INCOME	NTUC Co-operative Insurance Commonwealth Enterprise, Singapore
IDACA	Institute of Development for Agricultural Co-operatives in Asia
JUCCA	Japanese Union of Consumer Co-operative Associations
MAFF	Ministry of Agriculture, Food and Forestry (Japan)

MECD	Monitoring and Evaluation of Co-operative Development
NACF	National Agricultural Co-operative Federation (Korea)
NAFED	National Agricultural Co-operative Marketing Federation of India
NATCCO	National Confederation of Co-operatives Inc. Philippines
NCUI	National Co-operative Union of India
NCDC	National Co-operative Development Corporation, India
NCTC	National Council for Co-operative Training, India
NTUC	National Trade Union Congress of Singapore
SINCOTAP	Singapore Co-operative Technical Assistance Programme
SNCF	Singapore National Co-operative Federation
TCDC	Technical Co-operation among Development Countries

INTRODUCTION

The Swedish Co-operative Centre, SCC, in furthering of its objective of assisting the development of the peoples of the third world through building strong co-operatives, signed a funding agreement with the International Co-operative Alliance, ICA, on 12 June 1988, to contribute to the implementation of the development programme of the latter organisation mainly through its regional offices in Africa and Asia. The Agreement inter alia states that "evaluation of the impact and effectiveness of the programme...shall be undertaken in the year prior to the termination of this Agreement." The Agreement is to expire on 30 June 1991. In conformity with this clause in the Agreement, a mission was assembled to carry out the evaluation. The mission consisted of

Mr. L.B. Skaaret, Sweden, Mission Leader
Mr. F.M. Mbewe, Zambia, East, Central and Southern
Africa Region
Mr. M.F. Verzosa, Philippines, Asia/Pacific Region

The Terms of Reference (TOR) for the mission are attached to this report as Annex I. In pursuing its TOR, the mission visited SCC, Stockholm, (Mr. Skaaret) for briefing and interviews, ICA HO, Geneva, (Messrs. Skaaret and Mbewe) for briefing and interviews, ROECSA, (Moshi), Botswana and Kenya (Messrs. Skaaret and Mbewe) for interviews, ROAP, Delhi, (Messrs. Skaaret and Verzosa), Thailand and Singapore (Mr. Verzosa), Philippines, (Mr. Skaaret), India, (Messrs. Skaaret and Verzosa) for interviews and finally ICA HO, Geneva, (Messrs. Skaaret and Verzosa) for debriefing. The mission lasted between 12 August-11 September, 1990.

Apart from the development section of the ICA HO and the ROs, a number of regional projects are affected by the evaluation by virtue of them also being financed by SCC under the Agreement. The projects so affected are:

ROECSA

- (i) Research, Planning and Consultancy Project
- (ii) Agricultural Project
- (iii) Human Resource Development Project
- (iv) Insurance Project

ROAP

- (i) Research, Planning and Consultancy Project
- (ii) Agricultural Co-operative Development Project
- (iii) Consumer Co-operative Development Project
- (iv) Human Resource Development Project

The TOR state that the mission should assess Performance, Impact, Funding and Constraints of the SCC-supported programmes. It was agreed in briefing sessions with SCC and ICA HO, however, that the time allocated for the mission was too short to enable the mission to carry out a meaningful impact evaluation. The

mission report therefore reflects only subjective opinions of representatives of target groups and staff of the regional offices regarding the impact and effects of the development activities. The Performance has been a somewhat easier area to evaluate, although the absence of (quantifiable) performance indicators in the project documents, has complicated this task of the mission. To meet the evaluation objectives under Funding and Constraints has been relatively easy.

In collecting information about the four areas indicated in the TOR, viz. Performance, Impact, Funding and Constraints, the mission has in other words had to rely heavily on (subjective) opinions of implementors and (some) representatives of target groups of the development programme and (sometimes incomplete) written documentation related to the development programme. The time for the evaluation was very short, as was the time for writing the report. All this is not a unique situation for an evaluation mission, however. In such circumstances it is hardly possible to get a true picture of the situation, but the mission is confident that it has come relatively close to a true picture in its evaluation of the ICA Development Programme. The members hope - that the report will serve as a basis for discussion among those involved so as to lead to an even more efficient and effective development programme in the future.

The process of collecting information has closely followed the structure of TOR. This is also visible in the outline of the report, and cross reference between findings, recommendations and the paragraphs of TOR has as far as possible been made in order to make it easier for the reader to relate the report to TOR. The report is divided into two main parts: 1. Findings and Recommendations and 2. The ICA Development Programme 1989-90. The latter is descriptive and analytical and is the base from which the content of the first part has been derived.

The mission is very indebted to all those who spared no effort to share their information and opinions about the development programme with us. They are listed in Annex II of the report. Special thanks are directed to the ICA HO and Regional Offices for doing everything possible to assist the mission in implementing its task.

1. SUMMARY OF FINDINGS AND RECOMMENDATIONS

1.1 Summary of Findings

The mission finds that SCC/ICA Collaboration

1. there are clear demarcations in the working relations between the SCC and the ICA in the funding agreement and that these relations are at present harmonious and efficient (TOR 3.1.1);

2. the present process and mechanisms followed by ICA and SCC in the planning, implementation, reporting, and monitoring/evaluation of the development programme are efficient and work well, with the exception of some problems in the financial administration (TOR 3.1.2);

3. the documentation provided in the context of planning, implementation, monitoring/evaluation (the Development Programme Workplan 1988-92, the project documents, the annual workplans and reports) is less satisfactory and needs improvement (TOR 3.1.2);

4. there appears to be no institutionalised linkages between SCC's programme of support to the ICA Development Programme and other SCC programmes and projects (TOR 3.1.3);

The mission finds that

ICA HO, the Development Section, and the Regional Offices

5. the development strategy of the ICA, with its three main objectives, four priority areas and the catalyst and co-ordinating approach, seems to form a strategy which is and will be of great benefit to the target organisations for ICA's development work ;

6. the ROs, at large, follow this strategy and there are signs in both regions that the ICA has created respect and response with this strategy: increased contributions from target organisations, increased interest in policy dialogue on the part of the governments and increased support by new donor agencies (TOR 3.2.1);

7. the ICA Central Committee, Executive Committee and specialised organisations are committed to the Development Programme, which is related to the present management capacity of the development section (TOR 3.2.3);

8. the ICA Development Section has few officers, but with well defined job assignments catering to the most vital aspects of the development work. The Section has been charged with many and very demanding tasks and would need additional, highly professional senior development officers to support and monitor the work of all the regional offices. The problem of language

should here be addressed (French, Spanish) and a special officer in charge of involvement of women in co-operatives is needed. (TOR 3.3.2)

9. the relationship between ROECSA/ROAP and ICA HO is in general agreeable and harmonious, that the two ROs appreciate the present positive spirit in the development work, the planning and reporting system, and the streamlined accountancy system which have been introduced and that communications are in general good and effective; however, in order to further strengthen the leadership functions of the ICA HO some recommendations have been made by the mission (TOR 3.4.3)

10. regarding the achievement of Objectives and of Implementation of Activities as expressed in the Development Plan 1988/1991 the following can be reported:

A definite development has been achieved regarding the objective "influencing government policies to provide appropriate degrees of support for the development of autonomous, independent co-operative organisations" through the three ministerial conferences held in the ROECSA-region and one in the ROAP-region. The development in this respect seems at present to be more positive in the ROAP-region than in the ROECSA-region where more support is needed from the ICA HO.

Through the various projects attached to the ROs sincere efforts have been made regarding the objective to "strengthen national apex and national commercial co-operative structures". A majority of the projects work well, are based on vital needs identified together with the target-organisations, and do promote the development objective. In the case of less well functioning projects remedial actions have been taken.

Regarding the objective "increasing the quantity and quality of development assistance made available for co-operatives" the following positive developments can be reported: a stable maintenance of the projects listed in the first year of the Four-Year Plan can be recorded and additional funds have been allocated to the projects through increased member contributions. Three new projects have been established at ROECSA, a one-year project at ROAP and a number of consultancy services have been implemented with funding from external resources.

Regarding the objective "implementing special programmes in the key areas of human resource development...and the role of women in co-operatives" it is a positive development that the ICA HO has been strengthened with a Senior Development/HRD Advisor and that a HRD-Policy document has been issued by the ICA HO as a guidance for the ROs in this respect. On the other hand, "the role of women in co-operatives" is a neglected area, particularly the "integrated approach" for an increased involvement of women in co-operatives seems to have been forgotten both at the ICA HO and at the ROs (although it should be noted that ROECSA does have a special women project).

Under the Innovation and Research function, the ICA HO has during the period established a new Regional Office for Central America and the Caribbean and a Project Office for South-America has commenced operations. These extensions of the ICA Development Programme are successful achievements. (TOR 3.3.3)

11. both ROECSA and ROAP have an established network of councils, meetings, committees etc. that constitute good opportunities for the interchange of ideas, opinions and information regarding needs and priorities of the target-organisations. Among all these meetings the ministerial conferences are given much attention, which is quite natural considering their relevance as a policy dialogue between governments and movements. To create a better balance in this dialogue, it is the impression of the mission that the RCs as forums for regional co-operative democracy and co-operative policy-making need to be reformed. The RC-meetings are now too conservative and formal and the representatives of the MOs are not involved actively enough in shaping policies and proposals to be presented to and discussed in the ministerial conferences. (TOR 3.4.4)

12. many problems and obstacles are affecting the development work. The three most outstanding problems are a) the inadequate number of staff at ICA HO b) the poor conditions of service for staff in the ROs which hampers the recruitment of top-professional staff and creates depression among those who are good and c) the location of the ROECSA in Moshi, which in too many respects is an unsuitable place for the regional office (TOR 3.3.5).

13. the present SCC-support seems to be adequate. However, the mission is of the opinion that a) some savings can be made at the ICA HO, b) a plan for certain fund re-allocation should be made and c) some additional funds would be needed for more efficiency in the development programme. ROAP has a much larger potential to increase member contributions than ROECSA. In brief: ROECSA needs more support, ROAP less. (TOR 3.2.4)

1.2 Summary of Recommendations

The mission recommends that
SCC-ICA Collaboration

1. in order to create co-ordination and complementarity between the SCC-supported ICA Development Programme and other SCC-programmes and projects, institutionalised linkages ought to be established, e.g
a) ICA's desk officer at the SCC ought to be involved in the planning of SCC field projects; b) prodocs of SCC field projects ought to be sent to the ICA HO and ROs for information and action, c) SCC field project officers ought to visit ICA HO and /or RO en route to duty station for briefing and, d) project officers from ICA RO ought to visit SCC field projects to offer their services; (TOR 3.1.3).

The mission recommends that

ICA HO, Development Section, and the ROs

2. the next Senior Development Advisor/HRD-Officer at the HO should be a woman and that a special post for the involvement of women in co-operatives be established at the ICA HO, and a special women project at ROAP (as at ROECSA) with the purpose to promote both special projects for women and the "integrated approach" (TOR 3.2.2 and 3.4.7)

3. the ICA HO should negotiate a partnership with the ILO with the purpose of integrating the MATCOM-services with the HRD-projects of the ROs, when the present MATCOM ceases to exist in 1991. In this connection, the possibility of the ICA integrating ILO associate experts with ICA development programmes should be explored (TOR 3.3.3);

4. in order to give an even more distinct profile to the leadership functions of the ICA HO, the Development Director should introduce an annual in-depth performance appraisal system through which the RDs will be appraised by the DD and the project officers/managers by the RDs. This will provide necessary feed-back to the RDs/project officers on how well they are performing (TOR 3.3.3 and 3.4.3)

5. comprehensive personnel policies with attractive compensation schemes and employee benefits should be worked out and adopted to enable the development section to recruit, motivate, retain and make use of highly qualified professionals (3.3.3, 3.3.5 and 3.4.9);

6. a manual on project design should be written for the use of the ICA Development Programme in order to ensure a more professional design of and approach to development work, and that applicable ICA staff should be trained on how to apply the manual in practice (TOR 3.1.2, 3.3.3 and 3.4.3);

7. an overall strategy ought to be worked out regarding the collaboration of the ROs with their member countries and organisations in order to ensure optimal efficiency in the development work (TOR 3.1.2, 3.3.3 and 3.4.3);

8. the backstopping work should be intensified from the ICA HO and that the HO should more than hitherto initiate and encourage collaboration between the projects of the various ROs (TOR 3.3.3 and 3.4.3);

9. the Finance and Administration Manager look into those problems of the financial system reported from Gaborone and Delhi in order to further refine and improve the system (TOR 3.3.1);

10. a corporate plan be developed for the ICA in order to optimise its resources and opportunities; such a plan will,

inter alia, clearly reveal the need for more staff at the ICA HO (TOR 3.3.3);

11. all efforts should be made to find a new and more suitable location for ROECSA in order to move the office as soon as possible for increased efficiency (TOR 3.3.5 and 3.4.9);

12. SCC should at least maintain its present support, but preferably increase the same, and at least redirect the present support according to proposals under 2.2.9 below. Savings will be made at the HO, when the salary of the present Financial Manager will be paid from the regular budget of the ICA and a plan should be made for a gradual decrease of the contributions to ROAP. The savings thus achieved plus necessary additional funds should be allocated to ROECSA in order to strengthen the development work at this office and 10 000 Sfrs are proposed to be allocated to all SCC-supported projects in both regions in order to make it practically possible for women to participate in the project activities (TOR 3.2.4);

13. joint efforts should be made by the ICA HO and ROECSA to improve the arrangements of the Ministerial Conferences in the region and to strengthen the profile of the movements in these conferences; in order to ensure more efficient follow-ups of these conferences the mission recommends that ROECSA should have funds to conduct national follow-up workshops with leading co-operative policy-makers from the movement and the government (TOR 3.4.4);

14. the RDs of both ROs should make all efforts to reform the RC meetings in order to make them more dynamic and, at least partly, more workshop-like; the members must be actively involved in shaping policies and be trained to become strong spokespersons for their movements (TOR 3.4.4);

15. ROAP with 53 member organisations should take action to allow all members to participate in the RC-meetings in order to create an even stronger resource base for its work than now (TOR 3.4.4);

16. ROECSA should make all efforts to allow national commercial co-operative organisations to become members and allow them to participate in the RC-meetings with the same purpose as above (TOR 3.4.4);

17. efforts should be made to ensure early recruitment of needed professionals and at least short overlapping periods between outgoing and incoming professionals; the problems of getting work permits and visas must be considered in connection with recruitment procedures (TOR 3.4.3);

18. ROAP tries to link up its development programme with ARIP (the Asian Regional Insurance Programme) and SINCOTAP (Singapore Co-operative Technical Assistance Programme) according to proposal under 2.2.3 below (TOR 3.4.5 and 3.4.6)

2. THE ICA DEVELOPMENT PROGRAMME 1989-90

2.1 SCC-ICA Collaboration

2.1.1 Working Relations between SCC-ICA

According to the funding agreement, the responsibility for recruiting officers for the development programme, planning, supervising and monitoring project activities, for financial procedures and reports rests fully and wholly with the ICA HO. On the basis of submission of requests, the SCC releases funds for the various activities. On the other hand, the SCC is invited to actively participate in the planning sessions of the development programme. Thus, there are clear demarcations in the working relations between the two organisations. Both organisations confirm that these relations are at present harmonious and efficient. These relations depend, however, on the personalities involved in them. Diplomacy and tact combined with firmness, professionalism, understanding and adherence to the demarcations are required for continued good and efficient working relations. (TOR 3.1.1)

2.1.2 Processes and Mechanisms followed by ICA/SCC in the Planning, Implementation, Reporting, and Monitoring/Evaluation of the Programme.

1. The Frame Work. ICA and SCC have two annual joint planning sessions, one taking place in Stockholm and one in Geneva. Occasionally the two RDs also participate. Progress and plans are being discussed. Once a year, the ICA HO submits a Request for Development Support from SCC on the basis of suggested work plans and budgets. The work plans and budgets for each RO as contained in this request have been completed in annual planning sessions at each RO. Both the DD of the ICA and the SCC desk officer for ICA participate in these regional planning sessions.

ICA submits quarterly financial reports plus one annually combined progress and financial report to SCC, whereas the ROs apart from the annual work plan also submits workplans, financial and progress reports to ICA HO on a quarterly basis thereby giving ICA HO adequate monitoring tools. In the event of unsatisfactory quarterly reports, fund release could be withheld although this has not actually happened in practice. In the context of quarterly reports, ROs are required to make quarterly plans and submit these to ICA HO.

It has been confirmed by both organisations that the present process and mechanisms followed by ICA and SCC in the planning, implementation, reporting, and monitoring/evaluation of the development programme works well. The mission has found no reason to disagree with this opinion. On the contrary, the existing network applied for planning and monitoring compares favourably with those of similar development organisations and allow both the monitoring office (ICA HO) and the donor organisation to observe and assess the development work at close

hand. In general the financial procedures in the above network also function satisfactorily, but exceptions are mentioned under 2.2.4 below. The mission is confident that this situation will easily be improved.

In spite of the solid network for monitoring the development work, the mission has found in a few applicable cases that rather long time may pass before corrective measures are taken. This may be attributable to the following facts which are outside the actual planning and monitoring network: a) no regular in-depth performance evaluation has been carried out regarding the work of RDs and Project Managers, b) no quantifiable performance indicators exist in the project documents to make such a performance evaluation effective and c) the conditions of service of the ICA are such that an officer, whose contract should not be renewed because of poor performance, cannot easily and quickly be replaced by a candidate of higher standards.

2. The Documentation. The planning and monitoring network above is tight enough to safeguard efficiency and effectiveness in the development work of the ICA. The mission is less impressed by the documentation provided in the context of planning, implementation, monitoring/evaluation, although also in this respect a remarkable improvement has taken place since the evaluation of 1987. The criticism of the mission on this issue concerns both the Development Programme Workplan for 1988-1992 and the annual reports and workplans submitted to SCC thereafter. The mission wants to make the following remarks:

a) The project documents should to a greater extent follow a uniform design, and terms applied should be well defined and mean the same thing in all documents. The use for example of the terms objectives, strategy, projects, activities, functions, priorities is confusing in existing documents and should be applied with distinct definitions.

b) Measurable performance indicators are missing in all documents which makes performance evaluation difficult. Outputs should be listed as results of activities. Priorities should be more clearly defined and set in the workplans. In this respect most of the plans gives an impression of ad-hoc activities.

c) One feature is that progress reports do not to a rather large extent tally with the work plans. This may be understandable considering the relative unpredictability of the recipient countries when it comes to implementation of planned activities but ought to be better explained in the progress reports in order to avoid the impression of ad-hoc implementation, when it may in fact be a sign of flexibility. The mission has learnt that a budget allocation made for one activity can be reallocated through the authority of the RD for another activity to support the need for flexibility in the implementation of the plans. The mission thinks this is a good arrangement.

d) Overall strategic considerations or policies are missing for the work of the ROs. ROECSA has 9 member countries and ROAP 19. The mission has not been able to find any strategies or policies on how the ROs and their projects should collaborate with the member countries in order to achieve optimum efficiency and satisfaction among the recipients of the activities. Should poor members be given priority over richer or should all members irrespective of size and needs be given the same allocation of human and financial resources ? Should the projects spread their activities as much as possible in the recipient countries to make ICA visible in as many member countries as possible or should they try to concentrate their efforts jointly as much as possible to achieve optimum efficiency and visibility in one country at a time? According to what principles should the RD and Project Managers visit a member country and how many countries should be visited each year? How many months of the year should the RD and the project officers be travelling? Policies, criteria, considerations in these and other strategic respects should be documented in a masterplan and form the basis for a co-ordinated work of the ROs. The RPC-Projects in charge of co-ordination- ought to work out such a masterplan for the development programme of each RO. These plans should also be reflected in the project documents.

e) It is recommended for consideration that the term "activities" in the project documents should be renamed "services" to imply with greater clarity the nature of the mission of the ICA. All the services conceivable under the projects should furthermore be classified according to relevance to the promotion of the development objective in order to better facilitate the determination of priorities in planning/programming activities. (TOR 3.1.2)

2.1.3 Relationship between SCC's programme of support to the ICA Development Programme and other SCC programmes and projects

SCC has a few field projects in the ROAP region and quite a number of them in the ROECSA region. There appears to be no institutionalised linkage or co-ordination between these projects and the SCC-supported ICA-projects, particularly in the latter region. Although no direct duplication or overlap can be cited, it is the view of the mission that the potential for this exists. In order to avoid this and in order to create co-ordination and complementarity between the two development efforts of the SCC, institutionalised linkages ought to be established, e.g. a) ICA's desk officer at the SCC ought to be involved in the planning of SCC field projects, b) prodocs of SCC field projects ought to be sent to the ICA HO and ROs for information and action, c) field project officers ought to visit ICA HO and/or RO en route to duty station for briefing and d) project officers from ICA RO ought to visit SCC-field projects to offer their services.(TOR 3.1.3)

2.2 ICA HO, Development Section

2.2.1 The Development Strategy of the ICA

According to ICA's official policy for co-operative development, approved by the Central Committee in 1982, ICA has three basic objectives for its support to co-operatives in developing countries:

a) "The establishment and growth of independent, democratic and viable co-operative organisations capable of serving their members efficiently and contributing to economic growth and social equity;

b) strengthening collaboration between co-operative organisation of different types and in different countries, thereby promoting the growth of international solidarity, which is the foundation of a constructive peace;

c) and to influence public opinion, national authorities and international organisations in order to stimulate the growth of a favourable atmosphere for co-operation, promoting the enactment of appropriate legislation and enlist the support of governments and inter-national organisations for the development of co-operative movements".

A new strategy for co-operative development which was approved by the Central Committee in 1986 identified four major priority areas in which ICA would concentrate its efforts in order to meet the basic objectives:

(i) " influencing government policies and legislation to allow co-operatives the freedom to develop as autonomous, independent organisations;

(ii) strengthening national apex and commercial co-operatives;

(iii) mobilising and co-ordinating financial resources for co-operative development and

(iv) implementing special programmes in the areas of human resource development, inter-co-operative trade and the role of women in co-operatives."

There is no doubt that the three main objectives and the four priority areas are relevant to the needs of the target organisations. This has also been confirmed in discussions with representatives of these organisations .

A basic operational principle of the strategy is that the ICA shall play the role of co-ordinator and catalyst in its development work inter alia concentrating on

- assisting member organisations in identifying their needs and preparing development programmes accordingly

- advising and assisting co-operatives, governments, international agencies and others in project identification, design, monitoring and evaluation and assisting member organisations in mobilising agencies and resources for the implementation of development projects.

This is a demanding, important and relevant role and it should rightly be played by the Developing Section and the ROs of the world apex of all co-operative organisations. The role requires highly professional staff to create respect and response among co-operative member organisations, governments, national and international development agencies. Development staff working within the ICA must actually be a bit better and a bit more professional or at least as good as staff of member organisations, governments, national and international organisations. Only then can this role be performed well. Signs are showing that the ICA has started to create the above respect and response: increased contributions from target organisations, increased interest in policy dialogue on the part of the governments and increased support by new donor agencies. The ICA is to be congratulated on this positive trend. As the DD is aware, however, more needs to be done to strengthen the professionalism within the ICA to facilitate its role as a catalyst and co-ordinator of development work in an interregional and regional context. The recommendations of this report are intended as a constructive contribution to this. It is the conclusion of the mission, however, that the three main objectives, the four priority areas and the catalyst approach seem to form a strategy which is and will be of great benefit to the target organisations for ICA's development work. (TOR 3.2.1)

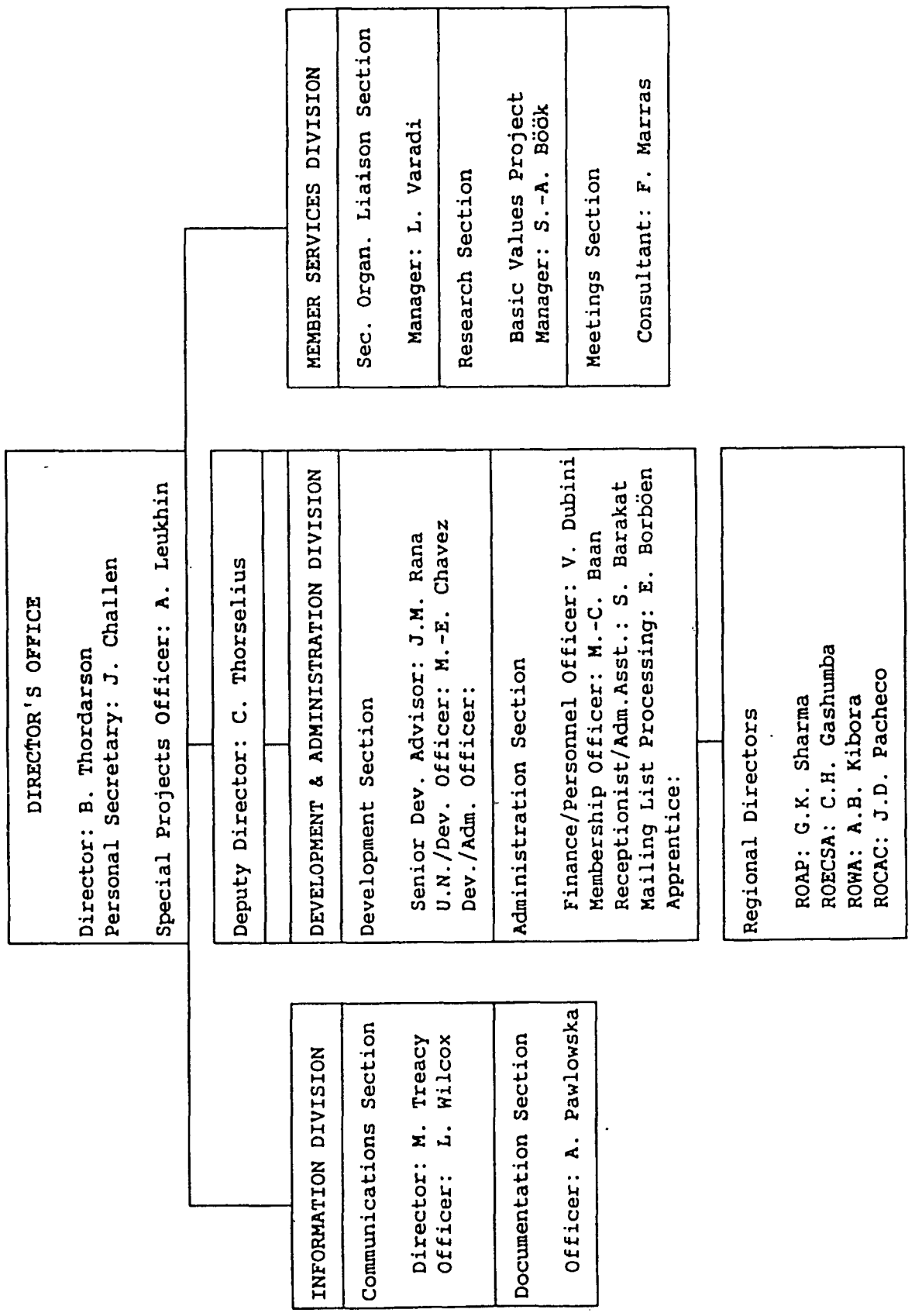
2.2.2 The Commitments of the ICA Central Committee, Executive Committee and specialised organisations to the Development Programme

The Central Committee and its organs in ICA are more than ever before committed to the Development Programme. This is confirmed by the records of their deliberations as well as their willingness to commit their own resources to strengthening of the Development Programme, for example, through financing the post of the Deputy Director, Development and Administration. This commitment is no doubt related to the present management capacity of the development section. (TOR 3.2.3)

2.2.3 The Structure and Staffing of the Development Section

The ICA-Director is responsible for the administration and work of the Development Section at ICA HO, Geneva, and the supervision of the activities of four Regional Offices, their projects and one Project Office. According to the ICA Rules, the RDs are directly responsible to the ICA-Director. The Director makes regular reports to the ICA Executive Committee, to the Annual Central Committee, and the quadrennial Congress, which constitute the governing bodies of the ICA. Policy advice is furthermore provided by an annual Advisory Committee consisting of representatives of major development organisations working regularly with ICA, and a Development Forum consisting of co-operative development experts from a wide range of organisations. Participation in continuous meetings and conferences with national and international development organisations are required.

ICA GENEVA STAFF STRUCTURE



To carry out the work indicated above, the Development Section consists of the (Development) Director, a Senior Development Advisor, a Financial Programme Officer and two part-time Administrative Secretaries. Support is to some extent provided by other sections of ICA, including its Communications and Administrative staff.

It is obvious that the workload of the DD (who also must attend to "regular" ICA-work) and his development staff is far too heavy. The Development Section is, to say the least, understaffed (comparison can be made with the Co-operative Branch of the neighbouring ILO, which has a development staff of at least 10 professionals).

A new staff organisation has been designed and will be effective from October this year (see organogram overleaf). According to this chart, the present finance officer will be Deputy Director and his salary will be paid from ICA's regular budget. The Administration Section will relieve the Deputy Director from his present routine work and allow him to concentrate more on supervision of the ROs. The Development Section will include a Senior Development Officer. The new structure means a certain strengthening of human resources of the Development Programme of the ICA, but the mission is still of the opinion that the Development Section would need additional, highly professional senior development officers to support and monitor the work of the regional offices (the problem of language should here be addressed: French, Spanish). There should be an officer specially in charge of involvement of women in co-operatives. In brief, the mission is of the opinion that the ICA Development Section has been charged with many and very demanding tasks and that the present staff are too few to carry out the tasks. In these circumstances, the achievements of the present staff of the development section must be considered commendable. (TOR 3.3.2)

2.2.4 The Present Planning and Reporting System between ICA ROs and the ICA HQ

The above planning and reporting system has already been outlined under 2.1.2 above. The mission has discussed the system with the RDs and other staff of the ROs and it has been confirmed that the system works well and to the satisfaction of the ROs. The RDs and project officers of both ROs have agreed that a more uniform and professional format for project documents ought to be designed for ICA's Development Programme. As briefly indicated under 2.1.2.1, there have been complaints regarding disbursement of funds and financial reporting from the Insurance Advisor in Gaborone and the ROAP Office. By and large, however, the system seems to be efficient and effective. (TOR 3.3.1)

2.2.5 The Relationship between ROECSA/ ROAP and the ICA HQ, Geneva, with Respect to Adequacy of Leadership, Support, Communications, and Effectiveness

The mission has found the relationship agreeable and harmonious. The ROECSA and ROAP appreciate the present positive spirit in the development work. The two offices also appreciate the present planning and reporting systems, as well as the streamlined accountancy system which have been introduced. In general, the support and leadership provided by the HO is also appreciated. Communications are in general good and effective. However, to further strengthen the leadership functions of the ICA HO some recommendations are mentioned under 2.2.6 below.
(TOR 3.4.3)

2.2.6 Achievement of Objectives and of Implementation of activities as expressed in the Development Plan 1988-1991.

The objectives of ICA Development Section according to the above plan are as follows:

"...the Development Section is responsible for identifying and implementing four major programme priorities: influencing government policies to provide appropriate degrees of support for the development of autonomous, independent co-operative organisations; strengthening national apex and national commercial co-operative structures; increasing the quantity and quality of development assistance made available to co-operatives; and implementing special programmes in the key-areas of human resource development, inter-co-operative trade, and the role of women in co-operatives."

In order to achieve the above objectives, the Development Section has

established the following basic work functions:

- a) planning, management and co-ordination
- b) finance and administration
- c) human resource development
- d) innovation and research

The first two are more concerned with the overall management and guidance of the Development Programme, while the last two are programme oriented according to the four year plan.

Regarding the achievement of the objectives through the listed four functions the mission wants to report the following:

(i) A definite development has been achieved regarding "influencing government policies to provide appropriate degrees of support for the development of autonomous, independent co-operative organisations" through the three ministerial conferences held in the ROECSA-region and the one held in the ROAP-region. The development in this respect seems at present to be more positive in the ROAP-region than in the ROECSA-region where more support is needed from the ICA HO as highlighted under 2.3.2 and 2.4.2 below.

(ii) Sincere efforts have been made through the various projects attached to the ROs regarding "strengthening national apex and national commercial co-operative structures" with various

degrees of success (and failure). More detailed reports on success and lack of success is presented under 2.3.6 and 2.4.6 below. Considering the problems and obstacles faced by the ICA HO in its development work, the mission wants to express its appreciation of the results reached.

(iii) Regarding "increasing the quantity and quality of development assistance made available for co-operatives" a stable maintenance of the projects listed in the first year of the four-year plan can be reported by the mission and additional funds have been allocated to the projects according to increased member contributions. Three new projects have been established at the ROECSA viz. the Co-operative Banking Services and Credit Project supported by the RABO-Bank of the Netherlands, the Cooptrade Project supported by CCA, Canada, and the Women Project supported by HIVOS of the Netherlands. At ROAP a one-year TCDC-project was funded by UNDP. Apart from that, a number of consultancy services have been implemented at both offices more or less outside the regular project activities with funding from external resources. The mission is of the opinion that the above constitutes an increased quantity and quality of the development assistance.

(iv) Regarding "implementing special programmes in the key areas of human resource development... and the role of women in co-operatives" it can be mentioned that HO initiated a consultancy mission in 1988 with the purpose to list activities to be undertaken by the ROs in the HRD-field. The HO has since then been strengthened with an experienced Senior Development/HRD-Advisor and quite recently a HRD-policy document has been issued by the ICA HO as a guidance for the ROs in this respect. These have been positive developments, but it is too early at this stage to assess the relevance of the policy document for the work of the HRD-projects at respective ROs. In general, however, the HRD-project at the ROAP has worked well whereas the same project at the ROECSA has according to the opinion of the mission performed below standard. The situation at the ROECSA has now been remedied through the appointment of a new project manager. It is the general feeling of the mission that since the HRD-projects are extremely important, comprehensive and complex, their priorities and programmes should be constantly reviewed. The mission is of the opinion that the ICA HO should try to negotiate a partnership project with the ILO with the purpose of integrating the MATCOM-services with the HRD-projects of the ROs, when the present ILO/MATCOM-project ceases to exist in 1991. Early negotiations ought to be started to this extent. In this connection the possibility of the ICA integrating ILO associate experts with ICA development programme should also be explored.

The role of women in co-operatives is, in the opinion of the mission, the ICA HO as well as ROs, an almost totally neglected area. True, there is a women project at the ROECSA and, true, that some consultancy missions have been carried out in support of women at the ROAP, but when it comes to planning and implementation of an integrated approach for an increased

involvement of women in co-operatives rather little seems to have been achieved. A special project for promoting the involvement of women in co-operatives ought to be established at the ICA HO.

Regarding the four basic work functions established by the ICA HO in order to achieve the set objectives, the mission wants to report the following achievements, observations and recommendations. The mission (and the ROs) appreciate the fact that the ICA HO may be overburdened with demanding tasks. Recommendations to further strengthen the leadership functions of the ICA HO should be seen in the light of this situation.

a) The Planning, management and co-ordination function: It is an achievement by the ICA HO to have established an efficient and effective network for planning, managing/monitoring and co-ordinating the development work. Through this network the development work has become more coherent and consistent and better co-ordinated than before. However, in order to give an even more distinct profile to the leadership functions of the HO the following is recommended by the mission:

b) The mission recommends that the Development Director introduce an annual in-depth performance appraisal system through which the RDs will be appraised by the DD and the Project Officers/Managers by the RDs. This will provide a necessary feed-back to the RDs/project officers on how well they are performing, give them confidence as to what they are doing well and make them realise where improvements may be needed. This system is likely to further reinforce the good relationship between ROECSA/ROAP and ICA HO. RDs and Project Officers performing below standards can thus quickly be identified and appropriate measures can be taken promptly.

c) Comprehensive personnel policies with attractive compensation schemes and employee benefit programmes ought to be worked out and adopted with the purpose to recruit, motivate, retain and make use of highly qualified professionals.

d) It is recommended that the project documents of the ICA should follow the UNDP-format more closely in order to ensure a more professional design of and approach to development work. A manual on project design should be written for the use of the ICA Development Programme and applicable ICA staff should be trained in house to apply the manual in practice.

e) An overall strategy outline ought to be worked out regarding the collaboration of the ROs with their member countries and organisations in order to avoid ad-hoc collaboration and to ensure optimal efficiency in the development work and optimal satisfaction among member countries.

f) Increasingly intensified backstopping work is in general wanted and needed from the ICA HO. The HO should for example more than hitherto initiate and encourage collaboration between the projects of the various ROs. Some examples of this follow:

(i) It is the opinion of the mission that ROAP should have adapted the Personnel Policy Guide produced by ROECSA and disseminated it among the member organisations. There is a need for such a PP-Guide in the region, which the HRD-Officer should have been aware of, and a ROAP-issue would have boosted the image of the HRD-project and ROAP. (As it is now, the ILO Office in Bangkok is distributing ROECSA's Personnel Policy Guide in the ROAP region!)

(ii) The HRD-project in ROAP has produced a CMPP-guide which is now being introduced to the member countries. Through active backstopping of the ICA HO, the ROECSA-office should be encouraged to adapt the guide for use in its region.

(iii) The ROECSA has produced a booklet for committee member training which is in high demand in its region. The ROAP was not aware of the existence of the booklet although the ICA HO certainly must have been. Again this booklet could be adapted for use in Asia and issued by the HRD-project.

(iv) The mission also recommends that the ICA HO should recommend the RPC-unit at ROAP that it take a close look at the Strategic Planning Manual produced by ROECSA. An adapted version for Asia could prove to be a useful tool in the new approach intended to be applied by ROAP in the field of perspective planning.

b) The Finance and Administration Function: The mission (and the ROs) agree that it is an achievement of the ICA HO to have established the present system for finance, accountability and administration. The mission recommends the Finance and Administration Manager to look into those problems of the system as reported from Gaborone and Delhi in order to further refine and improve the system.

c) The Human Resource Development Function: see under (iv) above.

d) The Innovation and Research Function:

The ICA HO has under this function established a new Regional Office for Central America and the Caribbean with effect from January this year, after a trial-period of two years and a Project Office for South-America commenced operations in May 1990. These extensions of the ICA Development Programme must be looked upon as successful achievements.

The mission would recommend that one of the next tasks under this function would be to develop a corporate plan for the ICA in order to optimize its resources and opportunities. The mission understands that substantial ideas along these lines have already been expressed by Dr. Alexander Laidlaw in his paper "Co-operatives in the Year 2000" and that the ICA Structures Committee is currently engaged in efforts towards these aims. Nonetheless, the mission wants to emphasize the need for an ICA Corporate Plan. In order to achieve the main objective of the ICA viz. "Improvement of Quality of Life through Co-operation" the following specific objectives must be addressed:

(i) Internal Development. The ICA must strive to develop its own internal resources and systems and ensure its organisational integrity, stability and service delivery capabilities, on a continuing and self-sustaining basis;

(ii) External Development. The ICA must strive to rationalize its systems and procedures in mobilising resources and opportunities for development action for co-operatives;

(iii) Data Bank. The ICA must strive to establish a computer based data bank system linking all of its components with those of the member organisations;

(iv) Development Trust Fund. The ICA must strive to establish a financial base which would ensure that its basic requirements for organisational integrity, stability and service capacities are met. (TOR 3.3.3)

2.2.7 Achievement of the Development Section in Identifying new Financial Support for Its Development Work as Head Office as well as in the Regions

The ICA Development Section has been and is still to a large extent funded by the SCC. Very few other sources have been attracted to support the co-ordinatory and supervisory functions of the HO. The SCC-portion will, however, be reduced as from the financial year 90/91, when the ICA central budget will take over the personnel costs of the Finance Officer and absorb all personnel costs of the planned increase of supporting staff of the Section.

Project activities in the field have been more successful in attracting funding from other sources. During 1987/88 and 1988/89 the Project Office for Central America was jointly financed by SCC and SDID/SOCODEVI of Canada (on about a 50/50 basis). The funding from SCC ended on 30 June 89, but the project has led to the opening of the Regional Office for Central America and the Caribbean with effect from 1 January 1990.

In May 1990 a similar project office was opened in Argentine. This time the funding comes entirely from Italy.

Two scholarship programmes have recently started with funds from CIDA and Coady International Institute, Canada. Around 70 000 Sfrs have been allocated for the programme.

Funds from other sources than SCC attracted by the ROs are reported under respective office.

As can be seen from the above, the ICA HO has succeeded in obtaining rather substantial funding from other sources than SCC over the last three years. The development in this respect can be read on the diagram overleaf. (TOR 3.3.4)

Table 1

Comparison of ACTUAL sources of funding at HO for the years 1987/88 to 1989/90

YEAR	TOTAL	HO	HO	HO	SCC	LEGA	SDID	CCA	OTHER
1987/88	1,058,717	360,862	32,698	567,301	0	97,856	0	0	0
in %	100.0	34.1	3.1	53.6	0.0	9.2	0.0	0.0	0.0
1988/89	1,189,020	387,378	40,000	639,141	0	84,224	21,751	16,526	
in %	100.0	32.6	3.4	53.8	0.0	7.1	1.8	1.4	
1989/90	1,245,403	351,081	62,000	638,725	66,700	99,897	27,000	0	
in %	100.0	28.2	5.0	51.3	5.4	8.0	2.2	0.0	

2.2.8 Problems and Obstacles

The following was listed by the ICA HO as the most outstanding problems of and constraints on the development work of the ICA:

- a) Poor conditions of service, which seriously affects the possibility of the ICA to recruit and retain highly professional staff in the regions.
- b) Unpredictability of funding agencies which occasionally has caused last minute-cancellations or redesign of well planned projects. As an example the planned Co-operative Business Administration Project in Moshi was cited.
- c) Late approvals of annual submissions for support.
- d) The inadequate number of staff at the ICA HO.
- e) The location of the ROECSA-office in Moshi.

The mission would like to make the following comments on these problems and constraints:

- a) The mission is alarmed by the poor conditions of service for ICA professionals in the regional offices. No comprehensive personnel policies seem to exist. The compensation scheme applied seems to be ad-hoc and far from fair and attractive. No clear classification of posts has been done. The RDs in both offices for example have lower salaries than some of their staff members and this is particularly the case when comparison is made with staff coming from a western donor country. Most African and Asian project officers at the ROs are paid less than young associate experts within the UN-system. In some cases the officers cannot afford to bring their families to the duty station. If they do, they are likely to face problems with the schooling of their children. They cannot afford the school fees of the international schools, but may have to put their children in national schools where the language of education is kiswahili or hindi - which may not be a language of interest for the expert concerned and his/her children.

The mission recommends that the UN salary scale with education grants for children etc be applied to the post of project officers. If donor countries agree to apply the UN salary-scale and benefits in multi-bilateral projects with UN-agencies, why should they not agree to the same in projects with the ICA? The salaries for the ICA Directors should be compatible with salaries and benefits of corresponding posts in the UN-system. As stated elsewhere in this report, ICA-experts must be highly professional in order to generate respect and response among co-operative member organisations, governments and national and international development agencies. In order to recruit, motivate, and retain top-professional staff, the ICA will have to introduce matching personnel policies, compensation schemes and employee benefit programmes. This is a must if ICA wants to be successful in its development work.

b) and c) The mission can only express its sympathy regarding these problems. Most development organisations seem to share the same experience in this respect. However, it is the hope of the mission that SCC/SIDA will do their best to alleviate the ICA HO from such frustrations.

d) The mission shares the opinion of the ICA HO and has made an assessment of the workload of the ICA HO (under 2.2.4 above) and a recommendation accordingly.

e) The mission shares the opinion of the ICA HO that the location of ROECSA in Moshi is a constraint on the development work in the region. Moshi is not in the centre of the region, communication links with member countries are difficult, complicated, expensive and time-consuming. Moshi is not a place which easily attracts co-operative professionals of some distinction. There is no university and university library, there are no other international organisations and the town is in general not conducive to the personal development of ICA-experts. All office professionals and representatives of the member countries have confirmed that the ROECSA-office must be moved from Moshi to a more suitable city. The mission is of the opinion that this ought to be done as soon as possible. (TOR 3.3.5)

2.2.9 The Adequacy of the Present SCC support and the Level and Priority Areas of Future SCC Support

Considering the positive response to ICA's present role and activities as a catalyst and co-ordinator of co-operative development work (the important aspect of help to self-help) and providing that the Development Section makes sincere efforts to strengthen the professionalism of its own office and the ROs, the mission is of the opinion that SCC should at least maintain its present support, but preferably increase the same according to proposals below. Any decrease in the present level of support would certainly affect the programme negatively, and may even create suspicion among other potential donors, thus decreasing their interest in supporting the development programme. A decrease in SCC-support should, in the opinion of the mission, be a cautious, tactical retreat and continued support from other donors should be safe-guarded before such a retreat is made. The following is proposed by the mission partly in agreement with the ICA HO:

a) Redirection of present funds: Savings will be made at the ICA Development Section following the creation of the post of Deputy Director as from July 1991. The salary of the Deputy Director will be paid from ICA's regular budget. The present Financial Programme Officer supported by SCC will be the new Deputy Director and the funds so saved can be used for other purposes. It is furthermore proposed by the mission that SCC financial support to ROAP should be gradually decreased from present level down to a level to be agreed upon. The mission proposes that a plan for this be negotiated with the ROAP with immediate effect.

The reason for the latter proposal is that ROAP ought to be able to gradually and considerably increase contributions from member countries. The savings made according to the above plus necessary additional funds are recommended to be allocated for the strengthening of the impact of some other present development activities.

b) Redirected and additional funds are recommended for the following priority areas:

(i) The Women Committee of the ICA and the SCC recommend in their policies an integrated approach for the promotion of women involvement in co-operatives. According to the findings of the mission not very much has, for various reasons, been done by the ROs to promote this policy of an integrated approach. In order to safeguard and increase women participation in the development activities at all levels, it is proposed that savings and/or additional funds are allocated to each existing project up to an amount of 10 000 Sfr. Each project document should contain a paragraph on how these funds are to be spent in order to promote and enable women participation in the activities of the project.

(ii) Savings and/or additional funds are proposed to be allocated to a new project at ROECSA for development of agroprocessing industries in the member countries. The ROECSA office proposes the inclusion of this activity in the present Agricultural Project. It is the opinion of the mission, however, that promotion of agro-processing industries is too complex and demanding to be integrated in the other demanding activities of the Agricultural Project. In agreement with the RO and representatives of the target organisations, the mission therefore proposes this project as a new priority area for SCC-support.

Costs for this project must be calculated, but should probably be about the same as for the Agricultural Project. The immediate objective of the project should be to assist the member organisations in making feasibility studies for the establishment of agro-processing industries.

(iii) Savings and/or additional funds are proposed to be allocated for an additional new activity at ROECSA to ensure proper follow-ups in the region of the ICA Ministerial Conferences. The national and regional committees established for this purpose do not function adequately (see 2.3.2) and it is the opinion of the mission that the RO should have funds to arrange national follow-up workshops with policy-makers and implementors from government and movement to draw realistic action plans for the implementation of the recommendations made in the Ministerial Conferences. This project would further strengthen the role of ICA as a catalyst and facilitator of co-operative development - this particularly in the priority area of promoting the interests of the movements in the policy dialogue with their governments. The costs of the activity needs to be calculated and a suitable project document written.

(iv) The mission recommends that additional funds should be allocated for the Co-operative Business Administration Project. (TOR 3.2.4)

2.3 ICA ROECSA

2.3.1 Management Capability

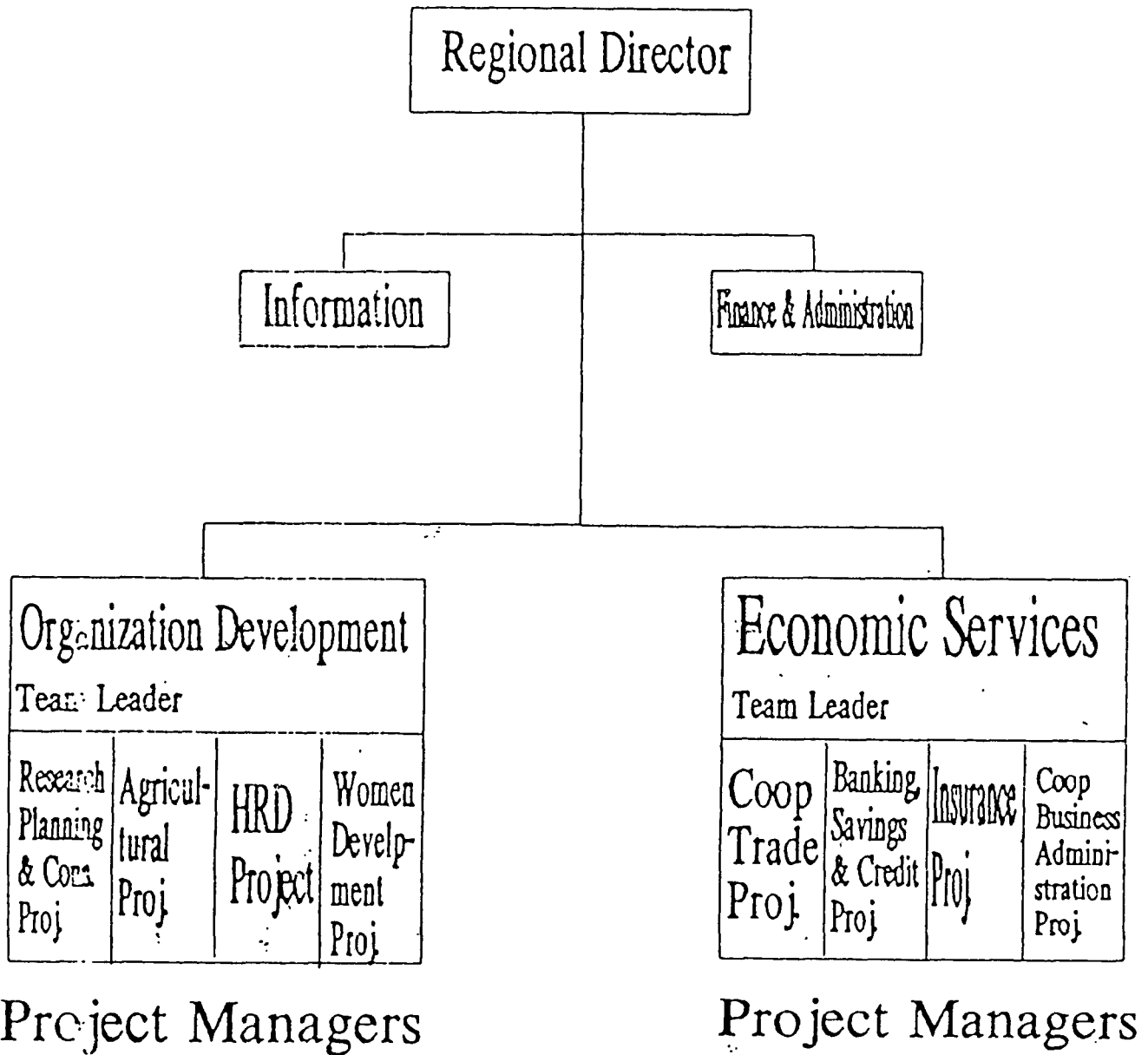
The ROECSA has recently been reorganised in order to achieve increased efficiency. The organogram overleaf shows the present organisation of the ROECSA office. It is furthermore stated in a commentary that the new organisation is based on the following understanding:

1. The Regional Director is the head of the Regional office.
2. The "Information" and "Finance and Administration" sections are staff units to support the Regional Office.
3. The Project Managers are fully responsible for all professional, technical, financial and other matters related to their project activities as stated in their project documents, approved annual work plans and budgets.
4. The Projects form two operational blocks: one on Organisation Development (OD) and the other on Economic Services (ES). Each block has a Team Leader to coordinate matters of general interest to the projects. However, each Project Manager is autonomous according to para 3 above."

(It should be noted that the "Information Section" does not exist. It was planned and funds were promised but suddenly withdrawn. However, information services are carried out by the RPC-Project). Through this new structure (adopted in November 1989 and effective from July 1990), the former project officers have become project managers with full technical responsibility for their projects. The fact that the Regional Director is "the head of the Regional Office" is a rather vague description of his responsibilities vis-a-vis the projects and their managers. In the "Submission for Development Support from SCC for 1990-1991" it is stated, however, that the Regional Director "is directly responsible for the seven project activities". The division of authority has thus been a bit confusing to the mission and this confusion seems to be shared with the Regional Director, the Team Leader we talked to and at least one Project Manager. It is obvious that a delegation of technical responsibility regarding the management of the projects has taken place (from the RD to the Team Leaders and particularly to the Project Managers). The reason for this seems to have been a certain disharmony between the RD and his project officers confirmed during discussions with ICA HO and project officers at the RO. The new order will certainly give the RD more time for his representative tasks. The mission is a bit doubtful, however, whether the new "order", will immediately achieve the wanted increased efficiency, since the role of the Team Leaders are not fully clarified (at least the Team Leader we discussed the situation with was not sure about his role) and since the Regional Director also was not sure how to handle the new "order", for example, how to work with the Team Leaders. Job-descriptions had not yet been written for the new situation which is a weakness. This should of course be done as quickly as possible. It is the opinion of the mission that the new "order" does not require less leadership on the part of the RD but

ORGANIZATION CHART

ICA Regional Office for East, Central and Southern Africa



rather more. The Project Managers certainly need guidance, advice on strategy, encouragement and inspiration also in their new positions. In-depth staff meetings must be held and chaired by the RD. The mission recommends that such in-depth staff meetings take place quarterly in connection with the quarterly planning and progress reporting. Ad-hoc staff meetings can be held inbetween and may be chaired by the Team-Leaders. Performance appraisals of project officers carried out by the RD should be a regular feature but none have so far taken place. It is the view of the mission that the management needs to be reinforced at ROECSA in order to increase efficiency and job satisfaction among project officers in their development work.

No actual criticism can be raised about the management of planning, budgeting and reporting. This seems to have functioned well. The RD's working relations to the Regional Council and its executive committee seem to be good. He has been praised for his work by the Chairman of the RC and some of the chairmen and the executive officers we met from the member organisations. Credit has been given to him for his ability to get ministers together for the ministerial conferences.

However, a forceful approach and innovations are definitely needed in order to reform both the RC and the Ministerial Conferences. The RC-meetings must become less formal, more dynamic and more active. The pre-sent monologue of the ministerial conferences must be turned into a dialogue. It is not an easy task to be an RD in this region. The mission wants to make it quite clear that it understands the complexity of the job. A very dynamic and strong leadership capacity is indeed needed to carry out the work successfully. (TOR 3.4.1 and 3.4.2)

2.3.2 The Adequacy of the present systems and methods of identifying priority needs of the region.

The institutionalised as well as the informal interactions between the RO and the member countries takes place in the following ways:

1. The Ministerial Conference takes place every 3 years. It goes on for about three days, assessing achievements since previous conferences and setting new targets for co-operative development in the region until the next conference. This is no doubt a very important forum for policy dialogue between the co-operative movements and the governments of the member countries. The President and the Director of the ICA do of course participate in these conferences and so do high-ranking officers of international organisations and national donor agencies. The ICA's role as a catalyst and co-ordinator is clearly visible in this forum. The Ministerial Conference is primarily concerned with the targets of the Co-operative Decade as declared in the first conference in Gaborone in 1982. It is the hope and the proposal of the mission, however, that these conferences will continue beyond the deadline of the Co-operative Decade.

Voices have been raised among chairmen and chief executives of the co-operative apexes that the dialogue has tended to be one-sided: the ministers talk and the movement representatives listen. Sincere efforts should in other words be made by the RO with strong support from ICA HQ to arrange a more balanced two-way communication in these conferences, which of course may be a delicate task. It has been proposed that the name of the conference should be changed into the "ICA Ministerial and Co-operative Leaders' Conference" in order to underline more clearly that there is a dual participation. It has also been proposed that the "Chairman" of the RC should be called the "President" of the RC in order to render more momentum to his position. These proposals are, in the opinion of the mission, worthwhile considering. It is quite clear that the MOs, the RC and the RD must in the future have a more distinct role in these conferences. Criticism has also been raised regarding the management and practical organisation of the conferences. Improvement seems to be needed also in this respect.

By and large, it must be considered an achievement by the RO, however, to get the co-operative ministers of the member countries together. In the latest conference, the participation went beyond the member countries. Not less than 19 African countries were represented in the conference in Nairobi in May this year. All this arranged by a relatively tiny RO placed in the rural town of Moshi, Tanzania!

2. The RO also serves as the secretariat of the RCDC-committee which meets twice a year to review progress made and initiate action plans for implementation of the recommendations of the Ministerial Conference. Participants are commissioners and chief executives of co-operative apexes. This important follow-up forum has turned out to be a fiasco. The commissioners simply do not attend and no action plans have been drawn. The national committees established for the same purpose do not function well or at all. It is the opinion of the mission that the important Ministerial Conferences certainly need and deserve a thorough follow-up in each country. It is proposed therefore by the mission that a special follow-up activity be established at the RO to be managed directly by the RD supported by the RPC-project. Funds should be made available under this activity to cover costs for 3-4 days national follow-up workshops with high-ranking co-operative policy-makers and implementors from both government and movement. Action plans for execution of the recommendations of the Ministerial Conferences should be drawn in these workshops and target dates for implementation set. Thus, the ROECSA would have a real chance to act as a facilitator and catalyst in the important follow-up work of the ministerial conferences.

3. The Regional Council meets once a year and the chairmen and chief executives of the apexes participate. The RC is a must, it is the forum where co-operative democracy is applied and demonstrated at regional level. It can be questioned, however, whether the RC is efficiently and effectively utilised by the RO. The meetings last only one day and seem to be formal and

conservative and should be subject to some reform in order to make the council dynamic and influential in co-operative policy making. The meetings could, at least partly, be workshops where the members, for example, prepare themselves for a more active involvement in the Ministerial Conferences by outlining policy proposals and strategies for their implementation to be presented to the ministers. The chance to act as a co-operative pressure group should not be neglected. The most important reform, at present, ought to be the admission of the national commercial, co-operative organisations as members of the ICA. In almost all respects this would certainly contribute to a more competent, dynamic and influential RC.

4. The Annual Joint Planning Meeting with the chief executives of the apexes is the base for technical interaction. The end results of these planning meetings are signed agreed minutes in which the inputs of the ICA projects are listed. These agreed inputs are then reflected in the annual workplans of the projects. The ROECSA should be commended for this way of establishing work plans. They are need based, problem oriented and emanate from the member organisations. The agreed inputs will after the joint planning meeting hopefully be co-ordinated by the Team Leaders of the new structure which may improve the overall strategy of the RO.

5. There are a number of technical committees established with the purpose to meet annually to assist the projects in their work. They are supposed to be self-financed which may be the main reason for their being more or less dormant or non-functioning. (It should be noted that the technical committee for the co-operative insurance project functions well according to the Insurance Project Manager). It is obvious that these technical committees can be revived only with the admission of national commercial co-operative organisations as members of the ICA. They have both financial and human resources for such a needed revival of the technical committees.

6. Apart from the above systems and methods of identifying priority needs in the region, the RD and project managers do, of course, participate in national co-operative meetings, and meet with co-operative office-bearers and members on an individual basis during their visits to member countries. These more or less informal meetings should not be underestimated in this context.

It is clear that the above constitutes enough opportunities for interchange of ideas, opinions and information regarding priority needs. The mission wants to recommend the RO, however, to make all efforts to utilise these meetings to the maximum, to make them concise, flexible and dynamic. Non-useful committees and meetings should not take place, for example, technical and RCDC committee meetings without full representation until better conditions for these meetings exist. This is a field where innovation and creative leadership on the part of the RD and innovative inputs by the project managers are required. (TOR 3.4.4)

2.3.3 The Four-Year Plan of ROECSA and the Needs of the Co-operative Movements in the Region and the Impact of Regional Activities

The mission has expressed the opinion that the overall development strategy of the ICA meets the needs of the MOs of the two ROs. ROECSA, in the SUMMARY of its four-year plan, also accepted this strategy as a guide for its activities, but also added that the Ministerial Conferences are another guiding source for its work. In brief the development objective of ROECSA according to the four-year plan is "the creation of democratic, independent and economically viable co-operative organisations". To achieve this development objective, the RO formulated in its four-year plan various "strategies, e.g. resource mobilization, policy dialogue with governments in the region, the strengthening of the apex organisations, women participation in co-operatives, self-sufficiency in food, self-reliance through concentrated efforts within the framework of the CDD etc."

The relations of the RO to the Ministerial Conferences, the RC and various committees are of course of great importance to the development work of the RO and have already been commented upon above. However, in order to further achieve the development objective of the RO, the various "strategies" were transformed into concrete development projects and programmes. When the four-year programme was designed the following projects were established to promote the development work of the RO:

a) The Research, Planning and Consultancy Project (SCC-supported) with the objective "to co-ordinate the development programmes of the RO, to provide planning, research and consultancy services to member organisations to assist them develop into democratic and economically strong organisations capable of providing services to the members".

b) The Agricultural Marketing and Price Monitoring Project (SCC-supported) with the objective "to assist member organisations to secure better prices and favourable marketing conditions for their members with the aim of increasing self-sufficiency in food."

c) The Co-operative Insurance Development Project (SCC-supported) with the objective "to provide and improve upon the insurance services rendered to co-operative organisations and their individual members".

d) The Human Resource Development Project (SCC-supported) with the objective "to assist member organisations and related institutions achieve high standards of competence in planning, designing and executing their education and training programmes - particularly as they related to the

needs of co-operative members, committee members and staff".

During the four-year period under review the following projects have been further established at ROECSA:

e) Women's Co-operative Development Project (HIVOS-supported) with the objective to "strengthen the economic situation of the village woman".

f) The Co-operative Banking Services and Credit Project (RABO-Bank-supported) with the objective to increase and improve banking and credit services in the co-operative movements.

g) The Cooptrade Project (CCA-supported) with the objective to increase trade between co-operatives in and outside the region.

It is the opinion of the mission that the above projects are in line with the development strategy of the ICA and the recommendations of the Ministerial Conferences and that they - if efficiently and effectively implemented - ought to promote the development objective set by the RO. They ought to meet vital needs for assistance to the member organisations and most of the planned activities ought to promote the project objectives and to have impact. The mission is of the opinion, however, that the planned activities do not always seem logical. They appear sometimes to be of ad-hoc character. This could probably have been avoided if a general project strategy had been outlined explaining priorities both as to activities and countries. Nothing is directly mentioned in the plan about the catalyst role assumed to be played by the RO in the implementation of the project activities, but it is the impression of the mission that this role has in general been played by the project officers. (TOR 3.4.5)

2.3.4 The Role of Women in the SCC-Supported Programmes in the Region

It should be noted that "women participation in co-operatives" is one of the strategies listed for ROECSA's development work. ROECSA should in this context be commended for its achievement to establish a specific women project. Since this project is not supported by the SCC, it is outside the scope of the TOR for the mission to evaluate its performance.

Women in the region play an important role in the production of food and assistance to women production systems is therefore likely to have a direct impact on raising food production and hence self-sufficiency in this field apart from strengthening and promoting the position of women in general. Since agricultural production and marketing dominate the co-operative activities in the

region, it makes it even more important to ensure active involvement of women in the affairs of co-operatives. Both ICA and SCC have taken an explicit position in this respect and issued policy guidelines for an integrated approach to involve women as equal partners in the Co-operative Movement.

However, the mission has not been able to discover any deliberate efforts on the part of the project managers to target women for involvement and participation in their programme activities. There was in general an agreement on this state of affairs between the RD, the Project Managers and the mission. In discussions with the representatives of the target organisations, it was in general reflected that women are themselves "responsible for their lack of involvement" and that "opportunities are open to all". This self-defence can be expected when project documents have no specific component that addresses the issue of gender. The mission therefore recommends that each project document should have an additional written component ensuring participation of women in the project activities and that a special budgetary contribution of 10 000 Sfrs should be added to each project in order to practically create opportunities at least for some women to participate in the activities of the project.(TOR 3.4.7)

2.3.5 Achievement of Objectives and of Implementation of Activities as Expressed in the ICA Development Plan 1988-91

1. The Research, Planning and Consultancy Project.

This is the project which has given ROECSA a distinct profile in the region. In addition to providing useful services to the MOs, the project has also been responsible for consolidating budgets and workplans of the whole office. It has also been instrumental in resource mobilization for new projects. A useful Strategic Plan for the ICA Regional Office was prepared in September 1989 (which should not be confused with the need for an outlined "project strategy" as mentioned under 2.3.3 above). Both certainly come under the co-ordinating role of the project.

The project has performed well as a catalyst by producing the following material and activities. It should be noted that the material produced and activities carried out are related both to the ICA's development strategy as well as to the CDD recommendations.

a)"Organisational Development in Co-operatives, Structures and Processes" is a book published in January 1989. The RPC-Project uses the book in its work and training activities and the book is also used at the Co-operative Colleges in the region.

b) Strategic Planning (STP) is a method applied to identify the strategic options for a co-operative organisation and

to select the best ones in order to achieve optimal products and services. A manual on STP was produced in 1988 and was tested for the first time at KNFC, Nairobi, in March 1989. It was then introduced in a regional seminar for chief executives and planning officers of the apex organisations for further use in their own organisations and it has been applied in Swaziland and Zambia with support of the RO. It should be added that the method was applied internally in preparing a Strategic Plan for the ROECSA in September 1989. The results are very interesting and in the opinion of the mission the method ought to be applied at each RO in order to sincerely assess strengths and weaknesses and to make strategic plans accordingly.

c) Manpower Surveys have been carried out in some member countries in order to demonstrate the method to be used and the usefulness of man-power surveys for manpower projections and planning and for training needs assessment. Sample manpower surveys have been carried out in Lesotho, Mauritius, Somalia, Botswana and Tanzania.

d) "Modern Personnel Policies: A Model for Co-operative Organisations" is a manual (1990) produced in collaboration with the Co-operative Branch, ILO, Geneva. The manual is being introduced in the region.

e) "How to become an Effective Board Member" is a booklet produced in 1989 in collaboration with the HRD-project. The booklet is under distribution and was highly praised by representatives of the MOs in the region.

f) Consultancy Studies is one of the tasks assumed by the RPC-project. One such study has been carried out regarding the needs for co-operative agro-processing activities in the region. It is obvious that agriculture is the predominant base for co-operative organisations in the region and that co-operatives confine their activities to marketing whereas agro-processing activities are left to other organisations thus reducing the potential benefits of the members. The report therefore recommends that co-operatives should be increasingly involved in agro-processing and concludes that the ROECSA could play an important facilitating role in this context. As a consequence of this the RO has included promotion of agro-processing as one of the new activities for the next three-year period to be carried out by the Agricultural Project. The mission comments on this below.

One "Study on the structure and organisation of the Co-operative Movement in Lesotho" was done in April 1988 and two Inter-Agency Missions were carried out to Somalia (June 1988) and Botswana (September 1988).

The RPC-Project has also carried out activities in the field of information and publicity.

It should be noted that during the period under evaluation, two competent officers have been working on the above activities. One of them has recently been transferred to the HRD-Project. The remaining officer is both a Team Leader (under the new organisation of the office) and Project Manager of the RPC-Project. His present contract expires in a few months time and ought to be extended as soon as possible. The representatives of the member organisations have all praised the work carried out by the RPC-Project. The mission agrees: the products are of good quality and ought to have the assumed impact and contribute towards the achievement of the development objective.

2. The Agricultural Marketing and Price Monitoring Project

The objective of this project as spelled out in the four-year plan "to assist member organisations to secure better prices and favourable marketing conditions for the members" sounds like a real blessing to the MOs. However, when studying the activities through which the objectives are supposed to be achieved, one realises that the project was bound to face problems. It has not been possible for the project "to initiate dialogue with the relevant government authorities" and to "convince government authorities to regularly involve cooperative organisations on agricultural marketing and pricing issues". Price setting is jealously guarded by the government authorities in the region as a policy instrument to achieve their own objectives. Thus, the project was from the very start heading for failure regarding the price monitoring aspects. The name was consequently changed in May 1988, and the project was henceforth called the Agricultural Marketing and Price Analysis Project.

This project has carried out the following activities during the period:

- a) A study to examine the existing arrangements for the distribution of grains and the involvement of co-operatives was undertaken in Kenya in September 1989. The RO appointed a team to carry out the study including an external consultant, the Project Manager and participants from the KNFC and the government.
- b) A survey was carried out in July 1989 in Swaziland by the Project Manager with assistance of the Central Co-operative Union of Swaziland on producer costs for maize. The CCU thereupon submitted producer price recommendations to the government.
- c) The Project Manager assisted ZCF in February 1990 to work out a system for agricultural marketing and pricing data.
- d) A one-week regional workshop was held in Arusha, Tanzania, on Agricultural Marketing and Pricing in May 1988 with the purpose to develop the capability of the MOs in this field.

The project outputs may have some significance but the overall objective of the project has not been sufficiently met, the underlying reason being that the project was not realistically conceived from the beginning. It is commendable that early steps were taken to adjust the project to more realistic goals, but even so the project cannot be seen as particularly successful.

In the next Three-Year Plan for ROECSA, the project is simply called the Agricultural Project and the listed activities seem to be more realistic than before. The mission is of the opinion that the project can make a significant contribution in increasing the MOs' capacity to influence the process of price setting through "institutional building in agricultural data collection and analysis , to design national agricultural data collection and analysis systems" for the MOs. As the chairman of the RC put it: "We need a technically strong person who can help us to build our own information systems, but then the negotiations with the government we want to do ourselves".

Obviously based on the study undertaken by the RPC on the needs for agro-processing activities, ROECSA would like to broaden the scope of the Agricultural Project to include agro-processing. The rationale is that there is a close relationship between agricultural marketing and processing. The need for a project in agro-processing is not questioned by the mission; on the contrary, the RPC-study and our talks with representatives of the MOs have convinced us that there is a very great need for an agro-processing project in the region. The mission is of the view, however, that the complexity of an agro-processing project, as well as its high potential for co-operative development, warrant that this component be separated from the Agricultural Project to become a project of its own with its own expert capacity (certain engineering and food technology expertise is needed). The two projects should be complementary but be two separated projects. The purpose of the Agro-Processing Project would be to carry out feasibility studies and to assist the MOs in setting up agro-based industries.

3. The Co-operative Insurance Project

The project is a joint venture between the ICA and one of its specialised organisations , the International Co-operative Insurance Federation (ICIF) and its Co-operative Insurance Development Bureau (CIDB). Having operated from Lusaka, Zambia, between 1986-89, the project moved to Gaborone, Botswana, in September 1989, and has operated from there since then. The reason for this decentralisation was that the project should work as much as possible in a "co-operative insurance environment".

The rationale for the project is valid. It should enable the MOs to protect their assets, to offer individual members insurance at reasonable costs in particular,

members from rural areas who are hardly reached by private companies. Insurance within the movement provides opportunity for growth through retaining capital for reinvestment within the movement. Thus, a well run co-operative insurance business can greatly help to make the movement self-reliant.

Through various approaches the Insurance Project has during the period under evaluation tried to help MOs in their efforts to develop their co-operative insurance operations. The project activities have to a large extent consisted of consultancy inputs and national and regional training activities. Marketing and sales operations have been strengthened, enabling the agencies to better cover the needs of the rural areas. In some countries insurance agencies were established as special divisions within their apexes with their own administrative set-up as important steps towards the formation of a full-fledged insurance company.

An evaluation of the project was carried out in November 1988. Rather critical views were expressed, but the main conclusion was that the project had played a positive role in the promotion of co-operative insurance in the region and that the project had contributed towards extension of insurance services to the small-scale farmer as well as other co-operative members.

The new project document for the ICA/CIDB Insurance Project for East, Central and Southern Africa (July 1, 1989-June 30, 1992) has many promising features. It is a concrete and clear document which has taken into account the critical aspects of the evaluation. The workplan concentrates on situation analysis of the target groups, development of strategic plans, reactivating the technical committee, initiating and identifying movement-to-movement co-operation through the guiding-company concept and providing assistance to the brokerage in Botswana.

The project after one year under the new Project Manager seems to be well on the rails and pushing ahead. The Botswana Brokerage has steadily advanced and steps have been laid for it to become a full company by 1993. Zambia CIS has reached maturity stage and the project keeps backstopping on the agreement between ZCIS and Co-operators of Canada. The only obstacle to being a full company is the existing law of the country, under which insurance business is a state monopoly. In Lesotho the agency has become autonomous after a consultancy input by the project. The Technical Committee has already been revived shall form a basis for regional collaboration among co-operative insurance societies and a forum for exchange of technical know-how. The project has also managed to start a newsletter to be published quarterly. So far two issues of "Insurance News" have been published and distributed in 1990.

The location of the project is interesting. There are some disadvantages in being far-away from the RO but being near the target-group greatly facilitates delivery of technical assistance, which the development of the Botswana Brokerage is evidence of.

4. The HRD-Project

The HRD-Project is the successor of CEMAS but with broader aspects of human resource development than merely training and education. Most of the activities falling within these broader aspects seems to have been carried out by the RPC-rather than by the HRD-Project: the personnel policies model, the manpower surveys, and "How to become an Effective Board Member". This may be in accordance with the plan where it is stated that the project shall be "guided by the Coordination Unit of the Regional Office".

In fact, the main activity of the HRD-Project seems to have been the organisation of the Co-operative Development and Policy Course run jointly with the Co-operative College, Moshi. The course has been given three times since 1988 with participants being drawn from Kenya, Lesotho, Uganda, Tanzania and Zambia. The coverage of all the three courses seems to have been restricted to the same countries and it seems that in some cases the same people have attended the course more than once.

The mission has seen no evaluations of the course by participants, but representatives of the MOs met by the mission, think that a more innovative approach is needed for these courses including training programmes for Chief Executives and other senior managers to help them to better manage their organisations.

The plans for 1990-91 of the HRD-Project seem to be innovative in comparison with the previous situation. Much of what the RPC-Project has produced as to material will now be used by the HRD-Project under the new manager. The mission is convinced that the project will now meet the requirements of human resource development but wants to stress the need for a counterpart/successor to the present incumbent of the post. There should definitely be an overlapping period of collaboration between the present Project Manager and his successor. (TOR 3.4.8)

2.3.6 Problems and Obstacles in the Implementation of the Development Programme

The ROECSA suffers from the same problems as listed under 2.2.8 above. Apart from this, the governments of the ROECSA-region seem to be less inclined to contribute actively and sincerely towards the development of autonomous and independent co-operative movements as

compared with the present situation in the ROAP-region.
(TOR 3.4.9)

2.3.7 Achievement of ROECSA in Attracting new Financial Support from Donors and Member Organisations

The table overleaf illustrates a comparison of actual sources of funding at ROECSA for the years 1987/88 - 1989/90. As can be seen, the SCC remains the largest contributor throughout the period both in real and relative terms. In real terms the SCC has increased its contribution from 536,426 Sfrs in 1987/88 to 736,710 Sfrs in 1989/90. In percentage or relative terms these amounts correspond to 73,3 % of the total source of income in 1987/88 and 49,9 % in 1989/90. The change in relative terms is basically attributable to increased contributions over the years from MOs by 6,2 %, from RABO/HIVOS (the Netherlands) by 12,8 % and CCA (Canada) by 5,9 %. It is the opinion of the mission and several persons interviewed that member contributions would increase by the admission of national commercial, co-operative organisations as full members and members of the RC. Nevertheless, the mission wants to recommend the SCC not only to maintain the same level of contribution to the ROECSA as before but - provided that ROECSA moves from Moshi to a more suitable and efficient duty station - to increase it as proposed under 2.2.9 above. (TOR 3.4.10)

2.3.8 The Funding Formula for Administrative Costs of ROECSA

According to ICA HO, Geneva, 10% is a minimum cost on the project budgets for administrative support. This is considered enough to cover increased costs caused by the projects. ROECSA seems to be satisfied with this funding formula. (TOR 3.4.11)

2.4 ICA ROAP

2.4.1 The Management Capability

The atmosphere of the ROAP has not been particularly harmonious in the recent past. This situation may have been caused by unclear demarcations of authority and responsibility and/or by conceptual differences as to professional approach to development work among professionals of the office. One serious set-back for the office has been the fact that the Consumer Project and Agricultural Project have been without project officers for long periods. The HRD-Officer had to be in charge of the Consumer Project as well for a period of 18 months and the Agricultural Project was managed by the Coordination Development Unit for about two years.

Table 2

Comparison of ACTUAL sources of funding at ROECSA for the years 1987/88 to 1989/90

YEAR	TOTAL	HO	MO	SCC	RABO	HIVOS	CCA	CIDB	OTHERS
1987/88	731,940	46,498	119,663	536,426	0	0	0	1,783	27,570
in %	100.0	6.4	16.3	73.3	0.0	0.0	0.0	0.2	3.8
1988/89	1,008,568	39,383	203,819	647,320	44,667	18,921	27,669	26,789	0
in %	100.0	3.9	20.2	64.2	-4.4	1.9	2.7	2.7	0.0
1989/90	1,475,063	39,690	332,130	736,710	115,603	73,177	87,103	27,425	63,225
in %	100.0	2.7	22.5	49.9	7.8	5.0	5.9	1.9	4.3

However, the past discord seems to be gone and the present situation appears to be more harmonious which can partly be related to a new organisation within the office with somewhat clearer demarcations of authority than before and also to the fact that all projects are now headed by full-time project officers.

The chart for the new organisation can be seen overleaf. The organogram shows direct lines of responsibility between the project officers and the RD. The latter chairs the regular staff meetings taking place on a quarterly basis in connection with the quarterly work plans, progress and financial reports. He is fully involved in these meetings that go on for 2-3 days. The mission appreciates the involvement of the RD in this clear-cut way of planning and monitoring the development work.

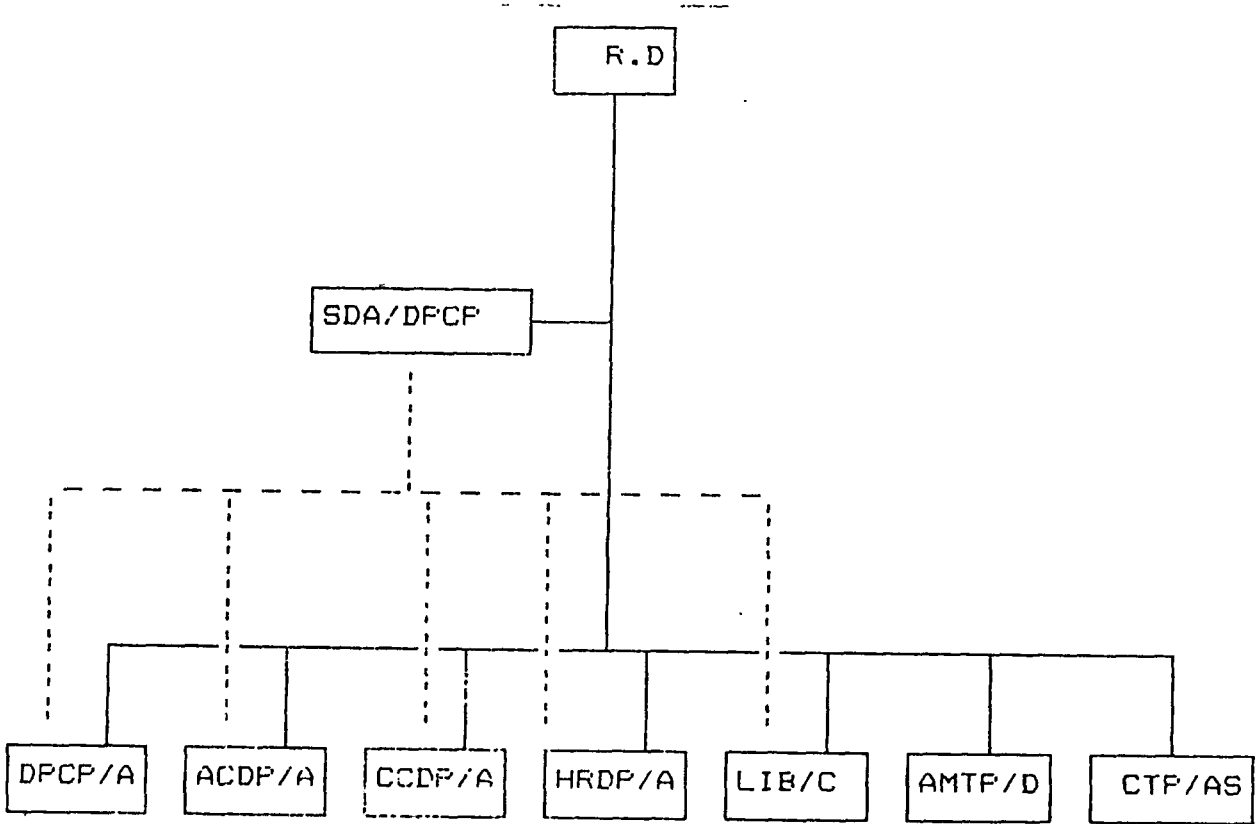
However, the dotted lines of chart show that the Senior Development Officer is technically responsible for the work carried out by the officers in charge of the RPC, Agricultural, Consumer, HRD projects and the officer in charge of the Library. Administratively all officers report to the RD directly. According to the RD, he has not delegated his responsibility to the SDO but a certain work load. These demarcations of authority may not be all that clear, but the mission noted an atmosphere of confidence between the RD, the SDO and the project officers. The present organisation and the set-up of professionals seem to be promising for the future of the development work at the ROAP. Clearer job-descriptions are being worked out to the satisfaction of the mission. No performance appraisals of officers have been made so far, which the mission considers a weakness. In order to further strengthen the leadership role of the RD, the mission recommends strongly that he should carry out annual in-depth performance appraisals of each officer.

The mission, the RD and the project officers agreed that the following steps of planning should be applied by the RO to ensure professional needs assessment and to satisfy the democratic ideas of the co-operative movement:

1. Needs assessment and tentative plans should first be made in the specialised committees by each project officer.
2. Integrated -well co-ordinated- tentative plan thereupon drafted at the office.
3. Draft plan presented to the RC and thoroughly discussed.
4. Integrated workplan presented to and approved by the Annual Planning Meeting.

Chart 3

ORGANIZATION CHART
REGIONAL OFFICE FOR ASIA AND THE PACIFIC



The RD has apparently good working relations to the RC and to member organisations according to the representatives met by the mission. His way of preparing the Ministerial Conference and the follow-ups planned for the same is commendable. It is the opinion of the mission that ROAP at present functions well. (TOR 3.4.1 and 3.4.2)

2.4.2 The Adequacy of the present Systems and Methods of Identifying Priority Needs in the Region

The institutionalised as well as the informal interactions between the RO and the member countries take place in the following meetings/conferences:

1. One Ministerial Conference has been held so far - in Sydney, Australia, in February 1990 - but the next conference is already scheduled for 1993 to take place in Jakarta, Indonesia, and it is the intention and ambition of the RO that these conferences will become a regular feature in the future. The first conference has been termed a success and the mission has no reason to think differently. The RD pointed out to the mission the important role played by the host country in achieving the success and the mission shares his views. The success is certainly also due to well planned and implemented preparations for the conference. In June 1988, a Regional Consultation Meeting on the "Role of Government in Promoting Cooperative Development in Asia" was held in Singapore. This meeting was attended by Permanent Secretaries/Senior Officers responsible for co-operative development, co-operative leaders, chief executives of national co-operative organisations. The subjects for discussions were: (i) co-operative legislation and development, (ii) co-operative principles, philosophy and their application, (iii) co-operative policy and governments' promotional, technical and financial support for building genuine and strong co-operative movement, (iv) building co-operative autonomy, (v) role of governments and national co-operative organisations, and (vi) role of international organisations including that of the ICA. The outcome of the Singapore Consultations became a well prepared basis for the Ministerial Conference. The latter issued a number of recommendations demarcating the roles of governments, national co-operative organisations and international organisations. The creation of independent co-operative movements, and support and not control by the governments are clearly visible goals in the recommendations. The ICA ROAP is given an instrumental role in implementing the recommendations by designing policy guidelines and organising national follow-up actions. The conference also recommends that the ICA ROAP shall periodically organise Asia-Pacific ministerial conferences to review and promote co-operative development in the region. It is obvious that the results of the first ministerial conference have promising features for the future. A real

policy dialogue between governments and movements seems to have started. The mission is also satisfied that the ROAP has seriously accepted the challenges of the conference. The office has first of all allocated the various recommendations issued by the conference to applicable professional staff including the RD according to their fields of specialisation for observation and promotion when visiting member countries. This is a good initiative and the degree of commitment on the part of the participating government officials and co-operative leaders can be followed and observed at close range.

Furthermore, the office has planned to arrange four national workshops before January 1992 (in Bangladesh, India, Indonesia, the Philippines) with 20 participants in each workshop representing the government and the movement and the ICA. The purpose is to review progress since the Sydney conference, to prepare any action plans needed for implementation of the Sydney recommendations and to prepare status papers for the next conference accordingly. Thus, the planned actions do not only constitute a follow-up of the past conference but also a preparation and a base for the next conference. It is the opinion of the mission that the ROAP is preparing a solid base for the policy dialogue between movements and governments in the region. The Ministerial Conference appears to be a milestone in co-operative development in the region. The ICA ROAP has obviously played a prominent facilitating role and a good climate seems to have been set for future conferences.

The mission can report one positive development obviously resulting from the Sydney recommendations. Meetings in Delhi with a senior co-operative government officer and the chief executive of the NCUI revealed that a revision of co-operative legislation in India had started in order to provide for the development of an autonomous co-operative movement. And the laws are being revised in consultation with co-operative experts with roots in the co-operative movement.

2. The Regional Council meets annually. As in other regions, the RC is a must! It is the forum where co-operative democracy is applied and demonstrated at regional level. The RC has basically an advisory role vis-a-vis ROAP and the needs of the movements should be reflected in its work. It is the hope of the mission that the importance of the RC shall not be forgotten or neglected in the atmosphere of success emanating from the Ministerial Conference. There is all reason to establish a clear link between the RC and the Ministerial Conferences. The former should actively be involved in the preparatory work for the latter.

The question is whether the RC meetings are efficiently and effectively conducted and utilised by ROAP. The meetings seem to be rather conservative and formal. They last three

days in general. The main part of the first day is used for country papers presentation and the third day is used for a study tour of some kind. The mission suggests that the council should be reformed and made more dynamic and actively involved in co-operative policy making. As in the ROECSA-region, the mission proposes more workshop-like meetings where the RC for example prepares for Ministerial Conferences by outlining policy proposals and strategies which would form part of the papers to be presented in the conference by the chairman of the RC and/or ICA representatives

As proposed under 2.4.1, the RC should definitely be actively involved in the planning of the annual work of ROAP and not just be presented a fixed workplan. The educational value of such active involvement should not be forgotten. It will strengthen the capacity of the members to act with more confidence in their own co-operative environment at home. A very needed reform just now seem to be the admission to the RC of all member organisations not only two representatives from each member country. Such a reform would probably add to the competence of the RC.

3. The Specialised Committees play a very important advisory role for the work of the project officers. The mission has proposed that they should be the first step in the planning procedures of the office since they can give valuable assistance in assessing needs and priorities. All project officers seem to work closely with their committees and to be appreciative of their inputs.

4. Apart from the above institutionalised systems and methods of identifying priority needs in the region, the RD and the project officers do of course participate in national meetings and they meet with co-operative office bearers and members on an individual basis during their visits to member countries. The importance of these more or less informal meetings should not be underestimated in this context.

It is clear that the above constitutes enough opportunities for interchange of ideas, opinions and information regarding needs and priorities. However, this is certainly a field where innovations and creative leadership on the part of the RD and innovative inputs by the project officers are constantly needed. (TOR 3.4.4)

2.4.3 The Four-Year Plan of ROAP and the Needs of the Co-operative Movements in the Region and the Impact of Regional Activities

Under the "Programme Outline" (III.2) and the "Objectives" of its Four-Year Plan, ROAP accepts the ICA Development Policy as a guiding document for its development activities. The development objective is to "enhance the democratic bases of the co-operative movement through in-

creased member participation, healthy and constructive government-movement relations and to enhance the economic performance of co-operative organisations especially in agricultural and consumer sector".

At the time when the Four-Year Plan was designed, ROAP had not as yet got any recommendations from a Ministerial Conference to refer to as guide-lines for its activities.

However, since then a successful Ministerial Conference has been held (1990) and it has no doubt influenced the work of ROAP in a positive sense and given it new directions and new inspiration. The collaboration with the RC and the specialised, technical committees is also of great importance to the development work and has been commented upon above. To achieve its development objective, ROAP channelled its work through the following projects according to the Four-Year Plan:

a) The Development Coordination Unit (SCC-supported) (later on renamed the Research, Planning and Consultancy Project), inter alia, with the following general and specific objectives:

(general)

" to co-ordinate co-operative development activities of the Regional Office for bringing about co-ordinated planning of various projects, ensuring regular reporting on progress of projects and ensuring timely implementation, and"

" to assist member organisations in their development efforts to enable them to develop democratically managed and well integrated co-operative movements capable of providing efficient services to members"

(specific)

" to communicate development needs of member movements to co-operative development support agencies for securing their support"

" to ensure timely implementation of programmes activities of RO projects"

" to create a favourable environment for the development of genuine and democratically managed co-operatives"

" to enable the member organisations to identify development needs and priorities and to develop competence in themselves and their affiliates in project identification and planning, and"

" to cater to the information needs of member organisations".

b) The Agricultural Co-operative Development Project (SCC-supported), inter alia, with the "long term objectives"

" to assist member organisations in the region in evolving suitable strategies and plans for development of self-reliant agricultural co-operatives..."

" the strengthening and integration of the agricultural co-operative structures through long-term perspective planning and identification of potential sub-sectors, programmes and projects and promotion of research and planning capacity"

" enhancing of internal resource mobilisation, development of effective marketing and agroprocessing systems for the agricultural co-operatives, and"

" the enhancement of the status of the agricultural apex co-operatives as spokesmen for the entire agricultural co-operative movement in dialogues with the governments with regard to laws, policies, and financial, marketing and pricing systems".

c) The Consumer Co-operative Development Project (SCC-supported), inter alia, with the objectives

" to assist member movements in strengthening members involvement in their co-operatives and the organisational structure of their movements"

" to assist member movements in evolving an appropriate strategy for the promotion and development of an effective and sound consumers co-operative movement in their respective country"

" to assist member movements in developing their human resources (employees and committee members)

" to provide technical know-how and information on retail management and shop operations, etc"

" to create favourable climate for the growth of self-reliant and autonomous consumers co-operative movements in the developing countries"

" to review trends of development of consumers co-operative movements in the region"

" to assist member movements in the region in preparing long-term perspective plans"

d) The Human Resource Development Project (SCC-supported) with the overall objective

" to ensure optimum involvement in co-operative activities and effective management of activities by all concerned with particular attention to members, leaders, staff members, including women and youth in order to achieve the objectives of the co-operative organisations".

This overall objective is subdivided into 7 specific objectives and strategies which all seem to promote the overall objective in a logical way.

e) The COOPTRADE Project (SCC-supported but evaluated separately) with the overall objective to increase trade between co-operatives outside and inside the region.

f) The Agricultural Management Training Project (Ministry of Agriculture, Forestry and Fisheries of the Government of Japan-supported) with the overall objective "to help strengthening and improve agricultural co-operative performance in the Asian Region".

It is the opinion of the mission that the above projects are in line with the development strategy of the ICA and that they - if efficiently and effectively implemented- ought to promote the development objective set by the RO. They ought to meet vital needs for assistance to the MOs in

the region, and most of the planned activities ought to promote the project objectives and to have impact. The mission is of the opinion, however, that the planned activities do not always seem logical. They appear sometimes to be of an ad-hoc character. This could probably have been avoided, if a general project strategy had been outlined explaining priorities both as to activities and countries.

In the SUMMARY of the plan it is clearly stated that the RO should play "a catalyst and co-ordinating role".

The mission visited Singapore and wants to draw the attention of ROAP to some further possibilities of extending ROAP's development programme. The Asian Regional Insurance Programme (ARIP) has as its objective to promote co-operative insurance co-operation in the Asian region. The NTUC-INCOME of Singapore and the ZENROSAI of Japan have created the Development Committee for Asian Workers' Insurance Co-operatives (DCAWIC). This committee works under the CIDB of the International Co-operative Insurance federation (ICIF), a member of the ICA.

Under the ARIP, one Insurance Advisor is based in NTUC-INCOME another in ZENROSAI. The mission was informed that the ARIP wants to link up with ICA ROAP in the pursuit of its objectives. A strong Asian co-operative insurance programme under the wings of ICA ROAP could form a very important part of its development programme. The mission therefore recommends that ROAP further investigate the possibilities to link up with the ARIP.

SINCOTAP (Singapore Co-operative Technical Assistance Programme) has recently been established by the SNCF to help developing countries from any region with training in certain areas (consumer co-operation, co-operative taxi services, insurance co-operatives and the use of computers in co-operative development). The SINCOTAP provides all costs for the trainees during their stay in Singapore, but the beneficiary organisations have to pay the travel costs of the trainees to and from Singapore. If a specialist from Singapore is wanted for a consultancy in a developing organisation, the SINCOTAP pays all the costs for its expert, but the beneficiary organisation has to pay local costs for training courses etc. One important condition: the technical assistance must be directly related to the job of the trainee!

The SINCOTAP looks for assistance from ROAP along the following areas:

a) ROAP could act as a central clearing agency for SINCOTAP assistance, i.e. screening and processing of candidate movements and trainees under agreed guidelines. b) arrange for financing of the cost of training on the part of beneficiary movements and c) co-ordinate the SINCOTAP assistance in the region. Considering the benefits the SINCOTAP offers to the developing countries, ICA ROAP (and

why not ICA ROECSA in its region) may seriously consider linking up with the SINCOTAP under terms of reference acceptable to both organisations. (TOR 3.4.6)

2.4.4 The Role of Women in SCC-Supported Programmes in the Region

Under III.2.6 Projects of the Four-Year Plan, the HRD-Project is particularly assigned the duty of "Development of Women through Co-operatives". This task is also included in the overall objective of the HRD-Project as can be seen above. In discussions with the RD and the project officers, it was agreed that some, but only marginal, efforts had been made in order to involve women in co-operative affairs. In contrast to ROECSA, ROAP has no special women project.

During the mission's visit to the Philippines the question of involvement of women in co-operatives was thoroughly discussed with an experienced group of women co-operators including the leader of the Women's Co-operative Federation. This group pointed out the "glorious past" of ROAP regarding women involvement in co-operatives. There was once a women officer and a women project at ROAP. A survey of women involvement in the region was conducted in 1978 sponsored by the ICA. Leadership training-programmes were conducted and as a result of this the women federation was established in the Philippines. In 1980, there was a follow-up activity in the Philippines. "Then ICA never appeared again in the Philippines in the context of supporting women" concluded the leader of the federation. The group suggested the following:

- a) A new women project should be established at ROAP and a new women officer be employed.
- b) The project should support special projects for women in the region as well as the integrated approach by collaborating with and supporting the other project officers in this respect.
- c) Guidelines for the integrated approach should be worked out by ICA HO, Geneva, to be integrated in all project documents and additional funds (10 000 Sfrs) should be added to each project to enable women to participate.
- d) A Regional Committee for Women should be established.
- e) A new regional survey to assess the present status of women in co-operatives should be carried out.
- f) A new Regional Seminar for women co-operators should be conducted to discuss the survey and make strategic plans.
- g) Co-operative Nurseries ought to be developed in each member country to create income generating activities for

women but also to enable them to participate in other co-operative activities.

The mission wants to express its support of the above proposals and re-recommends ROAP to make its utmost to realise them. (TOR 3.4.7)

2.4.5 Achievement of Objectives and Implementation of Project Activities in the Region

1. The Development Co-ordination Unit/the RPC Project.

The recent change of name for the DCU does not seem to imply any changes as to objectives and functions of the project. Two new officers have been appointed as "head" (the Senior Development Advisor) and "supporting officer" of the project with effect from January and July 1990. According to the organogram of the office, the "supporting officer" is the project officer and the Senior Development Advisor the co-ordinator of five projects.

The co-ordination functions of the CDU/RPC do not feature prominently in the reports. No direct linkages are visible between the lead project and the other projects. As mentioned under 2.1.2 and 2.3.3 above, it is re-recommended that a master plan/strategic plan be prepared by this unit for the activities of the whole development programme to be reflected in the workplans of each project. This is particularly important in the ROAP-region with so many heterogeneous member countries and member organisations.

The CDU/RPC has been responsible for consolidating budgets and workplans of the whole office. It has also been instrumental in resource mobilisation for new projects

Of the activities listed under the programme, the following can be noted:

a) One MO's conference with donor source agencies was held in the Philippines in August 1988 ; the planned follow-up workshops in Sri Lanka and Thailand never took place.

b) Notably, the CDU/RPC achieved a great success with the Regional Consultation Meeting in June 1988 and the subsequent Ministerial Conference held in Sydney in February 1990. The planned follow-ups of the conference are also very commendable. All this is treated more in detail under 2.4.2 above.

c) The project accomplished the PID and P training courses with substantial results in the Philippines and Thailand.

d) The projected data bank at ROAP appears to be progressing although slowly. A comprehensive project document was designed but some implementation activities

undertaken have seemingly not promoted any progress. There is a need for stronger support in terms of specialists, equipment and funding to this project, as it constitutes a basic and vital component of effective development. It is recommended that the ICA HO looks into the whole area of computerised data for monitoring and evaluating co-operative development and works out a data bank plan for the ICA Development Programme as a whole.

However, the mission was given an opportunity to see how the CDU/RPC in close collaboration with the NCUI was able to establish a Data Bank at the NCUI (India) for measuring and monitoring co-operative development.

On the basis of the information from this data bank, the NCUI has now prepared a comprehensive paper on Revitalisation of Co-operatives in India which has been submitted to the government. The expected outcome is the formulation of a new policy for co-operative development in India. This actually demonstrates the value of a data bank and the work to establish such a data-bank should go on.

e) The planned perspective planning for China and exploratory mission to North Korea became an exploratory mission to China and Vietnam. It resulted in a request by the ACFSMC for assistance to perspective planning in the Gansu province and to promoting a Waste Recycling project with assistance from China to the Philippines. These activities are now being finalized.

f) The programme for computerisation of human resources, co-operative researchers, academics, research activities and upgrading of the library and publication of reports and documents has not in all respects been implemented due to weak budgetary support. Asian Co-operative News has been published, however.

g) The following activities carried out by the CDU/RPC should also be mentioned: Studies on Women in Development through Fishery Co-operatives, and Co-operative Legislation in Asia- both supported by CCA. A certain collaboration with FAO regarding the establishment of a regional network has also started and an ICA/TCDC Manual with funding from UNDP was completed. The umbrella agreement forged between the ROAP and AAC ought to open up possibilities for more development activities in the region. Specific activities under this agreement should be looked into.

The mission is of the opinion that the CDU/RPC has worked satisfactorily under the leadership of two competent project officers, the head of the unit and the Co-operative Development Advisor.

2. The Agricultural Co-operative Development Project (ACDP)

This project has had no officer until recently and, during the period under review, it has more or less been a complementary project under the CDU/RPC. The present project officer was appointed in April 1989 but has not been able to take up his post in Delhi until May this year because of certain visa problems. For about one year he operated from Beijing in close contact with the CDA.

a) A prominent feature in the work of CDU/RPC/ACDP are the activities in the field of perspective planning for agricultural co-operative movements. The project has carried out perspective planning activities in the Philippines, Thailand, Malaysia and Indonesia. The plans for the Philippines and Malaysia exist as printed reports; the other two are typed.

For various reasons there were no follow-ups of the plans in Malaysia and Indonesia whereas in the case of the Philippines and Thailand intensive and frequent follow-ups were made. The two latter plans were subject to scrutiny, discussions and final adoption in national gatherings of leading co-operators. Both plans envisaged the requirement of substantial support from donors and, consequently, meetings with MOs and potential donors were arranged by the project. Both in the Philippines and Thailand PID and P training courses were conducted as follow-ups.

A study on Co-operative Finance was carried out in Thailand resulting in a number of recommendations regarding resource mobilisation. The services of a consultant was provided in the Philippines for implementation work on some aspects of the plan.

Plenty of resources were invested in the perspective planning work and the plans seem to be logical and far-reaching of course, as all long-term plans, they need to be subject to revision during the course of their implementation. Are they realistic, are they accomplishable? The leaders of the CUP in the Philippines do everything possible to implement what is possible to implement with the movement's own resources and have certainly made some progress. Some external funding has been raised but a lot less than was assumed in the plan. The co-operative leaders in Thailand seem to have made less progress and are possibly less interested.

In retrospect, it is easy to say that the perspective plans are too ambitious and comprehensive and that their implementation depends too much on external resources. Should they have been carried out at all? The mission would say yes. A good lesson seems to have been learned. The ROAP has now adopted a new approach based on the above experiences. The officers concerned will work more as planning consultants training personnel of MOs in planning methods, techniques and project formulation. They will train the MOs to do their own perspective planning and to identify and prepare their own projects. The mission thinks

this is the right conclusion and in line with the intended catalyst role of the ICA.

b) The ACDP conducted during the period two regional seminars on enhancing member participation with a total of 37 participants from 10 countries.

c) The ACDP secured CUAC/IDACA financial support for the activities for the next 3 years.

d) A workshop was conducted in Ganzu, China, on PID and P resulting in several project proposals. Important among these activities is the planned waste recycling project in the Philippines to be supported by China.

e) The project has recently secured the financing of an agricultural training programme by the NAFC of South-Korea for the next 3 years. This agreement should have far-reaching positive implications for the continued work of the project.

On the whole, the ACPD has made substantial achievements and the project shows many promising features for the future.

3. The Consumer Co-operative Development Project (CCDP)

This project had no regular Project Officer until 1 February 1990. From the retirement date of the previous officer until this date, the project was handled for 18 months by the HRD-Officer, who at the same time attended to his own project. Fortunately for both projects, this officer has proved to be a man of considerable capacity.

He has written a document called "Eighteen Months of ICA-ROAP Consumer Co-operative Development Project and Two Years Ahead". The paper is worthwhile reading and must be considered a valuable document for the newly appointed Project Officer. The following activities were implemented during the period:

a) A regional seminar on Member Participation and Housewives' Involvement in Consumer Co-operatives was held in Osaka in April, 1989. 16 participants from 9 countries participated. Follow-up activities were reported from two countries.

b) 500 copies of the Consumers Co-operative News Bulletin were published three times during the period and national correspondents identified to submit reports on consumer issues to the Bulletin.

c) A Regional Workshop on "Evolving Appropriate Strategy for the Promotion and Development of Effective and Sound Consumer Co-operative Movements in the Region" was held in

Malaysia with 19 participants from 9 countries in December 1988. Several follow-up activities were reported from various countries.

d) A National Workshop on the same topic as above was conducted in Sri Lanka with 32 participants in April 1989. One of the results was the forming of a National Consumers Co-operative Federation.

e) An Orientation Seminar On University Co-ops was held in Thailand in January 1989 attended by 25 participants. Conclusions for future action were adopted. As a follow-up 12 leaders of University Coops were trained in Japan.

f) Two Regional Consumer Sub-Committee Meetings were held during the period.

g) Contacts with new members of ICA ROAP were made. Fiji became a member of the sub-committee and Indonesia renewed membership.

h) Under the theme of "strengthening the management and operations of consumer coops in Thailand", a consultancy study was carried out on the Phranacorn Consumer Coop in August 1989.

i) Consultancy services were provided for a feasibility study on a National Wholesale Distribution Centre in the Philippines in November/December 1989.

j) On the job-training for 6 consumer coop managers from Thailand, Singapore and Malaysia was arranged in Japan in August 1989. As a result, new lay-out and display methods were adopted in Singapore and Thailand.

k) An Orientation Seminar on Japanese experiences in University Coops was held in the Philippines in March 1990.

l) An exchange programme was arranged between Japan and India.

m) An overview of Consumer Co-operative Development in Asia has been published which is to be subsequently integrated with the data of a planned data bank.

It is the opinion of the mission that the project has worked satisfactorily considering the circumstances and that the objectives written in the project document have, to a great extent, been met. A good base has been laid for the recently appointed project officer.

4. The Human Resource Development Project.

The Project Officer assumed duties in Delhi in November 1987 as a CEMAS-Officer. Since then the project has undergone the same transformation process as the sister

project in Moshi, i.e. via an Education and Training Project to the present HRD-Project. It now works under the new HRD-policy, activities and target-groups have been identified accordingly and priorities have been set. The following main activities can be reported:

a) One important achievement during the period under review is the establishment of the ICA HRD Committee for Asia and the Pacific. Three meetings have taken place and the committee has become more and more involved in the planning and monitoring of the activities of the project.

b) The first priority for the HRDP has been the enhancement of member participation in co-operatives. For this purpose the CMPP-approach has been adopted. A manual for facilitators of this approach was produced during 1989.

c) The manual was tested in the Philippines in March 1990 with 40 facilitators as participants. A pre-co-operative was selected as a test-group and the facilitators conducted village seminars for 2 days. As a result three co-operative projects were started and developed with the funding and technical know-how coming from the groups themselves.

d) As a result of the test-seminar above, NATCCO has adapted and translated the manual for its own use. The mission met with NATCCO-representatives in Manila and it was confirmed that their CMPP-programme had started and some projects had already been developed.

e) Another national training seminar for 35 CMPP-facilitators was held in Sri Lanka in May 1990. The NCC has since then adapted and translated the manual for future use.

f) Three more national training seminars have been planned viz. in Bangladesh, Indonesia and Malaysia. The project intends to confine itself to these 5 countries as pilot countries before any further assistance is given to other countries. It is clear that the method is not applicable in all member countries and it is the recommendation of the mission that further methods and materials for member education be developed. The CMPP-approach seems to be good at a pre-co-operative stage but other models need to be developed. The Project Officer concerned is trying to identify new methods and materials, which is appreciated by the mission.

g) In the field of training/learning technology a regional orientation seminar was held in Singapore in April 1990 in collaboration with the SNCF. 25 policy makers from 8 countries participated and identified areas of training which could be improved in their countries through more advanced information and communication technology. They made action plans accordingly.

h) On request, the project provided a consultancy on the establishment of a Distance Education Unit at NATCCO in the Philippines. A design for such a centre was made. The CCA has provided further consultancy inputs and the centre is now operational.

i) Apart from the above, the project has issued a number of reports and working papers among which Evaluation of Co-operative Education Programmes may be mentioned. In connection with this, it should also be mentioned that the secretary of the project is working as a Desk Top Publisher for the whole office (under the supervision of the Project Officer). A rather well-functioning DTP-unit has been established but more equipment is needed for the establishment of a full-fledged unit which would, certainly in the long run, reduce the costs for production of information material and at the same time improve quality.

The above constitutes a substantial contribution by the HRD-project in promoting the development objective of the ROAP. When the Project Officer has been released from his duties with the Consumers Project, it is the hope of the mission that more target groups will be subject to inputs from the project, that closer collaboration with the other projects will be established and that training material production will be started in an expanded and more advanced DTP-unit (MATCOM-services etc.). The project has potential, but needs more resources. (TOR 3.4.8)

2.4.6 Problems and Obstacles in the Implementation of the Development Programme

The Regional Director listed the following problems:

a) The region is very large with 19 member countries and 53 member organisations. The MOs do not want to split the region into smaller units. In spite of the recent delegation of work load to the SDA, the RD has a very heavy workload. The establishment of a post as Deputy Regional Director may have to be considered.

b) The rich diversification of the co-operative sector in the region calls for a corresponding diversification of development projects, for example, in the fields of housing and fishery co-operatives.

c) There are certain communication problems with non-English-speaking member countries. This may have to be looked into in connection with recruitment of project officers.

d) Improvement of working conditions for ROAP-staff is necessary. (TOR 3.4.9)

2.4.7 The Achievement of ROAP in Attracting new Financial Support from Donors and Member Organisations

The details of ROAP's actual budget for the years 1987-88 to 1990-91 are shown in the table overleaf obtained at ICA HO by the mission. One observation is that the contributions from the MOs have increased over the years from 21.1 % in 1987-88 to 22.83 % in 1990-91. The mission is optimistic about the potential for much higher member contributions in the future. The main contributors apart from the MOs are SCC and Japan (MAFF/JCCU). Both in real terms and percentage terms SCC provides the largest contribution. In real terms the SCC has increased its contribution from 874,712 Sfrs in 1987-88 to 915,406 Sfrs in 1990-91. In percentage terms the contribution has decreased from 39.5 % to 31.9 % during the period. In real terms Japan (MAFF/JCCU) has increased its contribution from 705,693 Sfrs to 867,074 Sfrs during the period and in percentage terms decreased from 31,9 % to 30,2 %.

The mission finds it a bit strange that a small country in northern Europe still continues to be the largest contributor to the activities of a Regional Office in a region with member countries which rank among the wealthiest and strongest in the world. The mission therefore suggests a firm but gradual and tactical withdrawal of SCC support in such a way and at such a pace that the ICA HO and the RO can negotiate new contributions from MOs and governments of the region. In the positive atmosphere of the Ministerial Conference this should not be an impossible task. TOR 3.4.10)

2.4.8 The Funding Formula for Administrative Costs of ROAP

According to ICA HO, Geneva, 10 % is a minimum cost on the project budgets for administrative support. This is considered enough to cover increased costs caused by the projects. In ROAP this is considered to be a policy, which can be applied with a certain degree of flexibility. (TOR 3.4.11).

Table 3

Comparison of ACTUAL sources of funding at ROAP for the years 1987/88 to 1989/90

YEAR	TOTAL	HO	MO	SCC	MAFF	JCCU	CCA	SDID	ANC	OTHERS
1987/88	2,212,231	53,743	467,507	874,712	705,693	0	57,203	0	0	53,373
in %	100.0	2.4	21.1	39.5	31.9	0.0	2.6	0.0	0.0	2.4
1988/89	2,638,518	42,795	577,559	852,646	750,558	105,950	75,087	0	20,000	213,923
in %	100.0	1.6	21.9	32.3	28.4	4.0	2.8	0.0	0.8	8.1
1989/90	2,871,379	35,551	650,886	915,406	736,703	130,371	59,665	28,566	292,012	22,219
in %	100.0	1.2	22.7	31.9	25.7	4.5	2.1	1.0	10.2	0.8

PEOPLE MET DURING THE MISSION

Swedish Co-operative Centre, Stockholm

Mr. B. Genberg, Director, SCC
Mr. S. Enarsson, Head of Section, SCC
Ms. U. Jonsdotter, Head of Women Section, SCC
Mr. M. Jönsson, Head of Section, SCC
Ms. B. Svensson Thackray, Senior Project Officer, SCC

ICA HO, Development Section, Geneva

Mr. B. Thordarson, Director of ICA
Mr. J.M. Rana, Senior Development Adviser, ICA
Mr. C. Thorselius, Finance and Administration Officer, ICA

ICA ROECSA, Moshi

Mr. C.H. Gashumba, Regional Director, ROECSA
Mr. B.A. Kadasia, Team-Leader/Project Manager RPC-project, ROECSA
Mr. N. Bulamba, Finance and Administration Manager, ROECSA
Mr. F.E. Dubell, Project Manager HRD-project, ROECSA
Mr. B.A. Engström, Project Manager CID-project, ROECSA
Gaborone
Mr. R. Kankomba, Project Manager Agricultural Project, ROECSA
Mr. E.M. Minde, Project Manager, WPC-project, ROECSA

Member Organisations

Mr. M.E. Galetshoge, Chairman of the Regional Council and of the Botswana Co-operative Union, Gaborone
Mr. D. Beale, General Manager, Botswana Co-operative Union, Gaborone
Mr. A.G. Gakure, Chairman, Kenya National Federation of Co-operatives, Nairobi
Mr. R.M. Wamakau, Secretary-General, Kenya National Federation of Co-operatives, Nairobi
Mr. H. Ndege, Head of Education and Training, Kenya National Federation of Co-operatives, Nairobi
Mr. H.K. Nyachieo, General Manager, Co-operative Insurance Services Ltd., Nairobi
Mr. S.K. Kobia, Company Secretary, Co-operative Insurance Services Ltd. Nairobi
Ms. B. Wanyonyi, Marketing Division Manager, Co-operative Insurance Services Ltd., Nairobi
Mr. G. Willima, Chairman, Zambia Co-operative Federation, Lusaka
Mr. P. Chilomo, Executive Secretary, Zambia Co-operative Federation, Lusaka

ICA ROAP, Delhi

Mr. G.K. Sharma, Regional Director, ROAP

Mr. K.J. Fogelström, Senior Development Adviser, ROAP
Mr. D. Prakash, Project Adviser, RPC-project, ROAP
Mr. Guo Yong Kang. Project Adviser ACD-project, ROAP
Mr. W.U. Herath, Project Adviser HRD-project, ROAP
Mr. P. Machima, Project Adviser CCD-project, ROAP
Mr. R.I.D. Mehta, Technical Consultant, COOPTRADE, ROAP

Member Organisations

General Arcadio Lozada, Chairman of the Regional Council
and the Co-operative Union of the Philippines, Manila
Ms. N. Marquez, CUP, Manila
Ms. C. Legaspi, CUP, Manila
Ms. T. Jamias, CU, Manila
Professor Edna Aberilla, Chairman, Co-operative Development
Authority, Manila
Mr. M. Gawigawen, Administrator, Co-operative Dev.
Authority, Manila
Atty. F. Corr, Administrator, Co-operative Dev. Authority,
Manila
Atty.P. Abraham, Administrator, Co-operative Dev.
Authority, Manila
Mr. R. Villamin, Director, NATCCO, Manila
Ms. T. de Leon, NATCCO, Manila
Mr. R. Gaffud, Director, Co-operative Foundation
Philippines Inc. Manila
Col. R. Foronda, Director Adm. Co-op. Foundation
Philippines Inc. Manila
Mr. E. Dilan, Metro Manila Federation of Consumer Coops.
Manila
Ms. N. Encinas, MMAFECCO, Manila
Ms. M. Climaco, MMAFECCO, Manila
Sis. Z. Dalena, MMAFECCO, Manila
Professor Josefina Gaerlo, Chairman, Philippine Federation
of Women for Co-operatives, Inc., Manila
Ms. M. Climaco, PFWCI, Manila
Ms. A. Alvarez, PFWCI, Manila
Mr. E. Cheong, Chairman, Singapore National Co-operative
Federation, Singapore
Mr. W. Teo, Adviser, Asia Coop. Insurance Programme,
Singapore
Mr. Narong Marukatut, Director, Co-operative League of
Thailand, Bangkok
Mr. Songyos Narkchamnan, Director General, Co-operative
Promotion Department, Bangkok
Mr. Khun Sanith, General Manager, Pranakorn Consumers Coop
Store, Bangkok
Mr. P.K. Agarwal, Chief Executive, National Co-operative
Union of India, Delhi
Mr. H.R. Munjal, Secretary, National Council for
Cooperative Training, Delhi