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SCC/SIDA/NORAD/NRD



Evaluation of the  
INTERNATIONAL CO-OPERATIVE  
ALLIANCE'S

DEVELOPMENT PROGRAM

1985-88

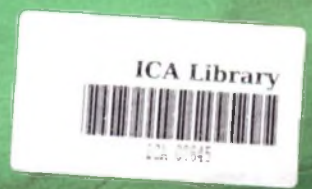
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LIST OF CONTENTS

Acronyms and Abbreviations	iv
Introduction	1
1. SUMMARY OF FINDINGS AND RECOMMENDATIONS	4
1.1 Findings	4
1.2 Recommendations	7
2. ICA DEVELOPMENT ACTIVITIES BEFORE 1985	11
2.1 Rôle and Objectives of the ICA Development Activities	12
2.2 Achievements	13
2.3 Problems	14
3. PERFORMANCE OF THE ICA DEVELOPMENT PROGRAM 1985/88	18
3.1 Overall Objectives, Strategies and Targets	18
3.2 Changes in External Conditions	20
3.3 The Regional Office in South-East Asia	21
3.3.1 The Region: Some Characteristics and Major Economic Trends	21
3.3.2 The Co-operative Movement: Present Situation, Potentials and Constraints	24
3.3.3 The Role of ICA's Regional Office in Delhi: A Background	27
3.3.4 The Regional Office: Present Administration and Activities	30
3.3.4.1 Structure and Organization of the Office	30
3.3.4.2 Relations to Member Organizations and HO in Geneva	35
3.3.4.3 Funding and Relations to Donors	40
3.3.4.4 Major Activities in 1985-88	43

3.3.5	The Regional Office in Delhi: A Summary Assessment	46
3.3.6	Major Recommendations	53
3.4	The Regional Office for East, Central and Southern Africa	59
3.4.1	Major Economic Trends in the Region	59
3.4.2	The Co-operative Movement: Present Situation, Potentials and Constraints	60
3.4.3	The Rôle of ROECSA: A Background	65
3.4.4	The Present Administration and Activities of ROECSA	67
3.4.5	ICA Regional Office for East, Central and Southern Africa: an Assessment	79
3.5	The Regional Office for West Africa - ROWA	86
3.5.1	Education, Training and Information Services (incl. CEMAS)	86
3.6	The ICA Headoffice	93
3.6.1	Structure and Organization	93
3.6.2	Co-ordination of the Development Program	94
3.6.3	The CEMAS Programme	95
3.6.4	Administrative Routines	104
3.6.5	Financing	106
3.6.6	The Place of the Development Program in ICA	106
3.6.7	Collaboration with donors	107
3.6.8	Conclusions	108
4.	REVISED REGIONAL OFFICE STRUCTURE	110
Appendix 3.3 A	Extracts from the ICA Rules of 1984	1 page
Appendix 3.4 A	ROECSA: Financing by activity and source	3 pages

Appendix 3.4 B	ROECSA: Education and Training Activities 1985 - 1987	1 page
Appendix 3.5 A:	Evaluation of the Development Work carried out by the ICA. Report on the Regional Office for West Africa - ROWA	15 pages
Ditto	List of 22 annexes to Appendix 3.5 A *)	1 page
Ditto	6 Selected Annexes to Appendix 3.5 A	38 pages
Appendix 3.5 B	ROWA: Regional Education Programme 1981/87, extracted table *)	1 page
Appendix 3.6 A	List of CEMAS publications	4 pages
Appendix 3.6 B	FED Workshops 1980 - 1987	6 pages

\*) This version of the report contains only selected appendices. One complete version is submitted to each of SCC, ICA HO, to all ICA ROs, to SIDA, NRD and NORAD. Copies of the additional appended material (16 annexes to Appendix 3.5 A and 18 pages of Appendix 3.5 B) are available from the above organizations on request.

## Acronyms and Abbreviations

### General

CEMAS	Co-operative Education Materials Advisory Service
CMPP	Co-operative Members Participation Programme
FAO	Food and Agricultural Organization of the United Nations
FED	Field Education Development Project
ICA	International Co-operative Alliance
ILO	International Labour Organization of the United Nations
HO	Head office
MATCOM	Materials and Techniques for Co-operative Management Training
NORAD	The Royal Norwegian Ministry of Development Co-operation with the Norwegian Agency for International Co-operation
NRD	The Royal Norwegian Society for Rural Development
RC	ICA Regional Council
RD	Regional Director (of an ICA Regional Office)
RDO	Regional Development Officer
RO	Regional Office (of the ICA)
ROECSA	The ICA Regional Office for East, Central and Southern Africa
ROSEA	The ICA Regional Office for South East Asia
ROWA	The ICA Regional Office for West Africa
SCC	The Swedish Co-operative Centre
SIDA	The Swedish International Development Authority

### For the ROECSA area

CCD	Co-operative Development Decade, declared by the First Ministerial Co-operative Conference in Gaborone, 1982
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CUT	Co-operative Union of Tanzania
KNFC	Kenya National Federation of Co-operatives
NCDCC	National Co-operative Development Co-ordinating Committee
NAMBoard	National Agricultural Marketing Board (of Zambia)
RCDCC	Regional Co-operative Development Co-ordinating Committee
ZCF	Zambia Co-operative Federation

For the ROSEA area

ACFT	Agricultural Co-operative Federation of Thailand
ANGKASA	National Co-operative Organisation of Malaysia
CCFT	Co-operative Consumers' Federation of Thailand
CLT	Co-operative League of Thailand
CPD	Co-operative Promotion Department of Thailand
CUP	Co-operative Union of the Philippines
FISHCOPFED	National Federation of Fishermen's Co-operatives, India
INCOME	NTUC Co-operative Insurance Commonwealth Enterprise, Singapore
NAFED	National Agricultural Co-operative Marketing Federation of India
NCDC	National Co-operative Development Corporation, India
NCTC	National Council for Co-operative Training, India
NTUC	National Trade Union Congress of Singapore
SNCF	The Singapore National Co-operative Federation
TOPIC	Training of Personnel in Co-operatives, India
ZENGYOREN	National Federation of Fisheries Co-operative Association, Japan

## INTRODUCTION

The Mission for the evaluation of the Development Program 1985/88 of the International Co-operative Alliance (ICA) was appointed by the Swedish Co-operative Center (SCC) in collaboration with the Swedish International Development Authority (SIDA), the Royal Norwegian Ministry of Development Corporation (NORAD) and the Royal Norwegian Society for Rural Development (LNRD).

An evaluation of the Development Program was included in the agreement between ICA and SCC. The Norwegian participation was motivated by the support to the education and training activities at the ICA Regional Office in West Africa.

The mission's report will be presented at the annual consultations with the sponsors in Oslo and Stockholm and is on the agenda of the ICA Central Committee in Budapest in October 1987.

The mission consisted of Mr Lars Wicknertz (team leader), Mr Roar Mjelvå, Ms May Woldsnes and Dr Stefan de Vylder. The mission gathered in Stockholm 11 August 1987, was briefed at SCC and left for Geneva the next day. Following further briefings and interviews at ICA HO in Geneva the members of the mission left for the respective regional offices (ROs) 15 August.

The field work included visits to cooperatives and related institutions in Kenya, Zambia and Tanzania (Wicknertz), to the Ivory Coast and Ghana (Mjelva, returning direct to Norway as scheduled 25 August), to the Ivory Coast and Tanzania (Woldsnes) and to Thailand, Malaysia, Singapore and India (de Vylder).

The three members of the mission returned to Geneva on 30 August for further data collection and debriefing and to Stockholm for the preparation of the Draft Report between 3 and 9 September.

The Draft Report was dispatched on 14 September to ICA HO, SIDA and SCC. Presentation to the above organizations took place the same week. Then amendments were made and a Final Report completed on 25 September for the above organizations. The Final Report was despatched also to NORAD and the NRD. One complete copy with all appendices will be submitted to each organization, while most copies of the report for the sake of convenience contain a few appended documents. Additional copies of the appendices can be requested from SCC and ICA HO.

The Draft Report will be presented by mission members at the annual consultations with the ICA in Stockholm and Oslo and is also on the agenda of the ICA Central Committee in Budapest in October 1987.

### An Outline of the Reports

An attempt has been made in Chapter 2 to recapitulate the past experiences until the start of the present Development Program in early 1986. Chapter 3 contains the analyses of the development activities at the ROs and at the ICA HO, which forms the main part of the report. It is followed by a discussion concerning

revisions of the structure of the ICA regional offices in Chapter 4. A Summary of the mission's main findings and recommendations is included in Chapter 1.

### The Approach

The mission has concentrated its attention on the priorities and the contents and, as far as possible, the effects of the development activities in the past and in the future. Therefore, detailed descriptions of the various activities are largely replaced by references to the relevant ICA documents.

The evaluation is made in relation to both the ICA Development Policy, regional policy declarations and the plans for the Development Program as well as in relation to the needs of the co-operatives and their members as discussed in the respective sections concerning the ROs in Chapter 3.

### Limitations

The Evaluation was carried out during a short period of time. Like many other evaluation reports, this one was also written under severe time pressure. We apologize for all errors and omissions that necessarily follow upon tight dead-lines.

There are more serious factors that may limit the accuracy of the report, however. The Mission members visited ten countries and dozens of co-operative organisations, and talked to a couple of hundred different persons during the field work. In order to assess the activities of ICA fully, we ought to have visited more countries covered by ICA's development programme - which total 40 - and talked to many more people co-operative organisations and people. The sample of countries, organisations and individuals we met was small, and is not necessarily representative.

The fact that ICA's reporting routines improved appreciably during the last few years facilitated our access to written information. Still, much of the information upon which the present report is based has been received during the Mission's interviews, with representatives of ICA, and ICA's member organisations. The Mission is well aware of the dangers of relying on interviews, especially when time does not permit cross-checking of much of the information gathered. The extraordinarily open and frank atmosphere that characterized our discussions made it both pleasant and easy to collect information, however, and the defects of the report can in no way be blamed on our co-operative interlocutors.

From a methodological point of view, a serious shortcoming is the problem encountered in assessing the impact of ICA's many activities. The lack of internal procedures for monitoring and evaluating ICA's work makes it difficult for outsiders to even tentatively measure the actual effects of activities like training, seminars, and consultancy studies undertaken by ICA to assist members of the organisations. The very nature of ICA's work - with a heavy emphasis of matters related to a policy



dialogue with governments, international organisations and co-operative apex organisations - also renders an evaluation difficult. For this reason, we have put much emphasis on discussions about what ICA is doing, while we have sometimes been forced to give up all attempts to assess the actual impact of the activities.

The list of limitations of this report could be made longer, and the readers will easily find new shortcomings. The Mission can only hope that the conclusions drawn, and recommendations made, will be interpreted in the same way as we would like to see them: as a contribution to further discussions rather than as final and irrevocable statements.

We finally want to express our sincere gratitude for the kind and efficient assistance with the arrangements and the open discussions we have had throughout the assignment with the ICA and SCC staff as well as with the co-operative members and officials.

Lars Wicknertz

May Woldsnes

Stefan de Vylder

## CHAPTER 1      SUMMARY OF FINDINGS AND RECOMMENDATIONS

### 1.1      FINDINGS

The mission finds that

#### General

1.      the overall performance of the ICA development activities in the late 1970's up to 1985 was most unsatisfactory - with the regional office of West Africa being an exception - and the mission is concerned about the lack of established performance standards and in-built corrective mechanisms during this period,
2.      the restructuring of the ICA Development Program was healthy and has now resulted in clarified objectives, a trimmed organization, substantially improved cost-consciousness, an acceptable standard of financial control, work-planning and follow-up,
3.      the restructuring and the staff changes has also caused substantial delays in the implementation of some project activities of ROSEA and ROECSA, which problems now should be largely overcome, why the RO's should be able to enter a more productive phase,
4.      the administrative standard is expected to reach a quite satisfactory level within the next half year, provided that continued attention and support is given to the implementation of the new system and that the accounting capacity at the RO's is strengthened; therefore, top priority should now be given to the future orientation and the content of the Development Program activities,

#### Conditions for co-operative development

5.      the economic conditions and the development potentials vary greatly between and within the three regions, with some countries belonging to the fastest growing economies and others to the least developed nations in the world,
6.      also, the standard achieved, the growth potentials and thus the needs of the cooperative movements within the three regions also vary widely, and consequently their demand for ICA services; therefore, the Development Program must be characterized by increasing professional capacity and a high degree of flexibility,

#### Matching the needs of co-operatives

7.      the co-operatives met have indicated that the ROs' activities quite often have been of limited relevance to their needs; several organizations met in Asia having experienced a weak interest from ROSEA's side even to meet needs expressed by member-organizations - although

the situation has improved during the last years; at ROECSA the awareness of the needs seems to be good because of the ongoing policy discussions, which, however, until now have absorbed a large part of the capacity for direct collaboration with member organizations; in West Africa close contacts have been established with co-operators particularly in Francophone countries and preparatory research and training activities have been successfully started,

#### ICA policies and strategies

8. ICA's Policy and Strategy for co-operative development, which basically means that ICA will be performing a co-ordinating and catalyst rôle instead of that of an implementer, is considered the only possible orientation, notwithstanding that ROs' assistance to national co-operatives should be operational, i.e. integrated into their planned development programs with clearly set targets,

#### RO's objectives, targets and performance

9. the ROs' objectives and targets suffer from having been nebulous and too ambitious considering the limited resources actually available to the ROs during the past two years,
10. the activities performed have often been quite loosely related to the stated objectives or other priorities, and the Program seems often to lack criteria for the selection of the activities to be undertaken,
11. the operation reports have in the past generally been difficult to relate to the approved work plans,

#### Policy Dialogues

12. the RO for East, Central and Southern Africa has taken unique and commendable initiatives and - so far - successfully pursued regional and national dialogues with government authorities and co-operative leaders under the Co-operative Development Decade 1985-95,
13. the dialogues have, among other things, resulted in country studies and national meetings of co-operators in Lesotho and Tanzania, and is now in a critical phase since the resolutions passed for the preparation of a draft National Co-operative Plan in 1987 have not resulted in any action after four months,

#### Relations to co-operatives in the regions

14. the visibility of the ROs differ dramatically between the regions, being very high in policy-making circles in the ROECSA region, well established in the ROWA area and apparently quite low in the ROSEA region,