

**This work is licensed under a
Creative Commons Attribution-NonCommercial-
NoDerivs 3.0 Licence.**

**To view a copy of the licence please see:
<http://creativecommons.org/licenses/by-nc-nd/3.0/>**

Q Z ^ M M & V ^

INSTITUTE OF DEVELOPMENT STUDIES



**AN EVALUATION OF THE STRUCTURES,
GOALS AND PLANNING PROCEDURES
AND PRACTICES OF THE ORGANISATION
OF COLLECTIVE CO-OPERATIVES IN
ZIMBABWE.**

MAY, 1986

**INSTITUTE
OF
DEVELOPMENT
STUDIES
LIBRARY**

CONSULTANCY REPORTS



EVALUATION OF THE STRUCTURES
GOALS AND PLANNING PROCEDURES
AND PRACTICES OF THE ORGANISATION
OF COLLECTIVE CO-OPERATIVES IN
ZIMBABWE.

MAY, 1986

INSTITUTE
OF
DEVELOPMENT
STUDIES
LIBRARY

IDS Docume
University of
Falmer Brigh

PLEASE RE
27/4/9

vx

A ZIDS Consultancy Report prepared by S Shabalala and S M[<] of Collective Co-operatives in Zimbabwe. The study was fun of HOLLA ND. Although ZIDS is a statutory body under the Manpower Planning and Social Welfare, the views expressed in reflect those of the Ministry or the Government of Zimbabwe

CHAPTER 1

INTRODUCTION

Although the development of Collective Co-operatives began in the 1960¹s, especially around Cold Comfort Farm, it is only since Independence that a recognizable movement for the development of collective co-operatives emerged. While the Government at Independence explicitly (albeit in general terms) pronounced policies to promote collective co-operatives, the legal administrative machinery and other requisite state support systems were not developed by then and are still under continuous review and development.

It was to complement this policy direction and promote the interest of collectives that the Organisation of Collective Co-operatives was formed in 1982. Already, however, a multiplicity of problems relating to the environment in which OCCZIM operates and, problems related to its own internal organisation have emerged in the last three years. Indeed OCCZIM has been the subject of a number of callous evaluations sponsored by foreign non-Governmental Organisations (NGO) and "experts" which have played some role in supporting collectives. OCCZIM itself, however, has recognized the need to scientifically evaluate its activities within the concrete environment it operates. It is to this end that OCCZIM requested the Zimbabwe Institute of Development Studies (ZIDS) to conduct a study of its Headquarters, as part of a wider assessment of the development of OCCZIM, with the following study objectives of reference.

The Study Objectives

6 The principal objective of the study was to identify OCCZIM's administrative/management structures, planning processes and practices, and evaluate these for efficiency and effectiveness. It was also the objective of the study to identify areas needing improvement and those for consolidation within OCCZIM's office and its relationships to lower structural levels, namely, the District Unions and Primary Societies. The study was conducted through the use of questionnaires, personal interviews and content-analysis of documents at the Headquarters of the OCCZIM. The broad terms of reference for the study were as follows :

1. STRATEGIC AND POLICY ISSUES EVALUATION

- (a) Co-operatives' self-concept within the Zimbabwean political economy;
- (b) Types of goals pursued. How these goals are set and their characteristics
- (c) Policies governing :

- (i) types and location of affiliate co-operatives
- (ii) types of donors solicited and conditions under which assistance is acceptable
- (iii) the structure, policies, type of responsibilities and their distribution at District co-ordinating and individual co-ops levels;
- (iv) management of individual co-operatives
- (v) inter-affiliate co-operative relationships.

2. PLANNING PROCESS AND PROCEDURES EVALUATION

- (a) Planning cycles and procedures (formal or informal)
- (b) Content of plans
- (c) Distribution of the planning responsibility among the three hierarchical levels: Headquarters, District and individual co-ops;
- (d) Monitoring and control of plans affecting the three levels in (c) above;
- (e) Budgeting controls (three levels): processes and instruments.

3. ANALYSIS OF HEADQUARTERS STRUCTURE

- (a) Division of responsibility and authority;
- (b) Decision-making procedures
- (c) Informal inputs to facilitate effective decision-making;
- (d) Formal relationships with lower levels.

H. DECISIONAL PROCESSES ANALYSIS

- (a) Distribution of decisional discretion among the three levels
- (b) Sourcing policies, procedures, etc., for financial and technical assistance to the headquarters and affiliate co-ops;
- (c) Requisites (and other needs) forecasting, distribution to affiliate co-ops and requisites pricing to affiliate co-ops.

5. ANALYSIS OF FACILITATIVE PROCESSES

- (a) How OCCZIM facilitates the early acquisition and storage of necessary requisites, tools, etc., for use by affiliate co-ops.
- (b) How the OCCZIM facilitates effective marketing of produce from co-ops: market analysis, entering into contracts with buyers, demand forecasting, pricing, developing competitive tools, storage and distribution, etc.
- (c) Sourcing and channelling donor funds;
- (d) Management needs identification;
- (e) Public Relations
- (f) Dealings with Government.

6. HISTORY, EXPERIENCE AND FUTURE PLANS

- (a) Co-operative development
- (b) Resources development and sourcing -
(financial, managerial, technical etc.)
- (c) Relations with Government
- (d) Procurement of requisite supplies and development of new products and markets, etc.

STUDY METHODOLOGY

Four data collection tools, namely; semi-structured interviews, seminar-like discussions, questionnaires and documents (minutes, reports and records) were used in the study for different purposes.

SEMINAR-LIKE DISCUSSIONS

These were used primarily to familiarise the researchers with the operations of OCCZIM; to develop common terminology between the client (OCCZIM) and the researchers; to elicit information from the group of OCCZIM officials which could not be easily determined from written reports; and finally, to create a climate of understanding between the researchers and the client organisation.

SHORT QUESTIONNAIRES

The objective for utilising questionnaires was to collect specific and concise information on the operations and administration of OCCZIM. Both common and differentiated questionnaires (by department or function) were administered to the respondent OCCZIM officials. Information collected through the use of questionnaires was well focused and well-structured.

SEMI-STRUCTURED INTERVIEWS

Data collected during semi-like discussions and through the use of questionnaires provided inputs for semi-structured interviews. The primary purpose for these interviews was to get clarification on data or information collected through the use of questionnaires and during seminar-like discussion sessions. Furthermore, the researchers used semi-structured interviews to collect additional information and to sensitise themselves to all pertinent issues surrounding the operations of OCCZIM at its Headquarters.

OCCZIM DOCUMENTS (Minutes, Reports and Records)

Information or data collected from the minutes, reports and records was of a validating nature, given whatever was collected through other methods. It also provided a longitudinal assessment of the operations and administrative processes and practices within OCCZIM. The collection of additional hard and soft information was also made possible through this method of data collection.

In general due to time and financial limitations entailed in the OCCZIM-ZIDS contract, the study approach was constrained. It was, for instance, not possible to conduct follow-up investigations and interviews with donor agencies, all the relevant Government agencies and a sufficient number of co-operatives to assess the direct impact of and influence of such organisations on the operation of OCCZIM Headquarters. However, the methodology followed provided sufficient information on the operation of the central office. In the rest of this chapter, therefore, we begin by discussing the background of OCCZIM.

The Formation of OCCZIM

The formation of OCCZIM was initially conceived at Cold Comfort Farm in 1982 and was finally and formally consummated at the Stoddard Hall, Mbare September 3/4, 1982. The inaugural conference was attended by 142 accredited delegates representing 77 collective co-operatives, with a total membership of 3 239. Out of the 77 collective co-operatives that attended the founding Conference, 37 were primarily in agricultural activities, 29 in commercial undertakings and 11 in industrial projects.

It can be maintained that the formation of OCCZIM was motivated by political and pragmatic reasons. The interim Executive Committee which spearheaded the founding of OCCZIM perceived the organisation as representing a struggle for economic independence and as a necessary step towards the socialist transformation of Zimbabwe. In under-scoring the socio-politico-economic mission for OCCZIM, Comrade Cephas Muropa, the first Chair-person of OCCZIM's Executive Committee had this to say :

"We have put our cards openly on the table. We are for socialism.' We feel that OCCZIM is part of the backbone of socialist transformation in Zimbabwe.... The Commercial Farmers and big industrialists were the backbone of the Colonial regime. The collective farms, mines and factories can be the backbone of a socialist regime".'

The socio-politico-economic legitimacy of OCCZIM has to be understood within

the Government's broad objectives for co-operatives. These objectives are as follows :²

- (a) to enable the people of Zimbabwe to achieve control of socio-economic institutions;
- (b) to eliminate the exploitation of man by man;
- (c) to make the people of Zimbabwe self-reliant in skills, management, goods and services, and establish in themselves a sense of confidence, initiative and high development aspirations;
- (d) to provide an opportunity to develop community and collective ways of living that provide a sound base for socialism and national solidarity.

The co-operatives affiliated to OCCZIM are of the collective type, characterised by the collective ownership of means of production, collective work and the sharing of the proceeds of production, collectively according to motto: from each according to his/her ability, to each according to his work.^{^^} This type of co-operative is advanced in terms of socialist orientation and degree of intergration, and its role is conceptualised as an intergral "... part of a transitory stage which facilitates the transformation from capitalism to socialism as part of the historical process of revolutionary development."

The pragmatic reasons for the formation of OCCZIM can be given as follows:

- (a) The demobilised ex-combatants who could not be easily absorbed by both the private and public formal sectors of employment were encouraged by the Ministry of Labour, Manpower Planning and Social Welfare to invest "their demobilisation allowances in forming co-operatives and self-reliant projects, which are productive and fund-generating."[^] Most of the collective co-operatives who were represented in the founding of OCCZIM were formed by the ex-combatants.
- (b) A common overall organisational machinery was felt to be necessary to deal with the common problems which faced the collective co-operatives. Furthermore, a number of benefits were envisaged to accrue from such an organisational machinery in the form of economies of scale, enhancement of the bargaining power of the co-operatives, exploitation of various possible synergies among different co-operatives (sharing of experiences and resources at different activity levels), etc.

During the deliberations of the inaugural conference, the surveyed common experiences and problems facing the collective co-operatives were given, in the order of importance (frequency) as follows :

1. lack of finance
2. lack of tools/equipment;
3. lack of transport;
lack of skills;
5. shortage of water;
6. lack of education facilities;
7. shortage of accommodation;
8. lack of health facilities;
9. problems with Government officials and
10. marketing problems.

It was in the light of the above problems that the inaugural conference pronounced the following resolutions and mandates to the elected Executive Committee.^

1. to establish and staff a head office for OCCZIM in Harare and to investigate the necessity for establishing other offices in the other centres of Zimbabwe;
2. to establish appropriate educational and technical training facilities for the collective co-operatives and to formulate a programme for education of co-operatives, including seminars, workshops and conferences;
3. to mobilise financial resources for collectives without endangering their interests through conditions imposed by donors;

to negotiate with relevant Government Departments for extended financial assistance, given the then impending termination of demobilisation allowances;
5. to launch the Vanguard paper as a regular newspaper representing the views of the collective co-operatives, and to produce other publications such as pamphlets, magazines, posters, postcards, etc.
6. to investigate and find solutions to purchasing and marketing problems facing collective co-operatives;
7. to solicit for assistance from Government and other non-Governmental organisations for launching and the maintenance of co-ordinated health programmes in the areas settled by collectives;

8. to participate in any activities undertaken by the Ministry of Lands, Resettlement and Rural Development aimed at establishing a united Federation of Co-operatives in Zimbabwe; and
9. to educate member collectives to adopt socialist principles of collective labour in accordance with the salient and differentiating characteristics of collective co-operatives.

It should be clear from the above that OCCZIM's objectives within the Government's policy framework, were not made in a vacuum, for in fact a specific political economy was inherited at Independence. This was a capitalist settler colonial state whose social forces could not be scrapped off by attainment of Independence. Moreover, the Lancaster House Agreement circumscribed many transformational choices. It is in this specific environmental context, whose features need to be pointed out, that OCCZIM has been operating since its formation. In this context, it is instructive to take note of the following features :

- (a) The attainment of Zimbabwe's political independence immediately created yet another agenda for economic independence, and the socialist transformation of the society. The ex-combatants were naturally expected to be active agents for the post-political independence agenda.
- (b) Both the Government of Zimbabwe and the ex-combatants were representing a population group which was inadequately supplied with financial resources, management and technical skills and requisite organisational capacity.
- (c) The active participants in the liberation struggle and the institutions they formed after Independence remained dependent on the local and international capitalist forces for financial resources, management and technical skills, and organisational capacity to formulate and implement development plans and projects at different levels and places within Zimbabwe.
- (d) The colonial legal, administrative mental sets or ideological predispositions of administrators, were not ready or of the same ideological school with the proponents of collective co-operativisation and the socialist transformation of the Zimbabwean society.

In fact, whatever goals and ambitions that OCCZIM and its collective co-operatives should have realised or are likely to realise in the future, are predicated upon the

above environmental dimensions. The dynamics of these environmental dimensions represent facilitations constraints and contingencies that the co-operative movement in Zimbabwe has to face; their goals and strategies should be drawn and articulated from the logic of these exigencies.

In this context, it should also be self-evident that any evaluation of OCCZIM, in terms of its stated objectives and in relation to the general development of co-operativisation in Zimbabwe, of necessity has to take full cognizance of such environmental (or structural) constraints. Thus, although in this study it has not been possible to place such attention on the environmental issues, given the focus on management and organisational aspects specified in the terms of reference, allusions to such issues will be made where they affect the operations of OCCZIM. Hopefully, other ongoing related research will elaborate more on such issues.

In the following pages, therefore, the findings of the study are presented, beginning in Chapter II, with a brief description of the overall structure of OCCZIM, and an analysis of the structure of OCCZIM's Headquarters and regional extensions. Chapter III assesses the goals, strategies and policies of OCCZIM, while Chapter IV reviews OCCZIM's past performance and Chapter V evaluates the planning and control processes and procedures. Chapter VI draws together the nature and extent of problems facing OCCZIM, AND lastly Chapter VII provides an overall assessment of OCCZIM. Specific recommendations are made in each of the Chapters.

CHAPTER II

THE STRUCTURE OF OCCZIM

The structure of OCCZIM for decision-making purposes is as follows :'

- (a) Primary Societies;
- (b) District Unions;
- (c) National Committee;
- (d) Headquarters;
- (e) National Executive Committee and
- (f) National Conference or Annual General Meeting (AGM).

The composition of each of these decision-making units or sessions is as follows

Primary Societies' Executive	which is composed of the elected collective co-operative members;
District Union Committee	which is composed of delegates from each co-operative in the district;
National Committee	This is made up of National Executive Committee members and two delegates from each District Union.
OCCZIM Headquarters	consists of the Chairperson, Secretary, employed administrator' playing a role of an Executive Secretary and the heads of the following functional units : Education and Training, Publicity and Information, Transport, Project (the responsibility of the Administrator), Organising Officer, Finance, Health Organisation, a Receptionist/Typist and two Field Officers responsible for the districts surrounding Harare.
National Executive (elected April 1985)	At its first Annual General Meeting in April 1985, OCCZIM elected the following individuals to form the National Executive Committee; Cde Cephas Muropa (Chairperson), Cde Kamurayi Rushwayo (Deputy Chairperson), Cde Hosea Risinamhodzi. (Secretary) ,

Cde Andrew Nyathi (Deputy Secretary), in charge of legal affairs, Cde Alice Mutindora (Treasurer), Cde Albert Ndindah (Publicity) and Cde Jimmy Moyo (Deputy Publicity). Additionally, there are two other committee members, namely, Cde Mutsvene (provisionally dealing with transport affairs) and Cde (Mrs) Chihanga (as an ordinary member).

National Conference or AGM - composed of two delegates from paid-up collective co-operatives, that is, those who have paid the current \$5,00 subscription and have a share capital of \$10,00 in OCCZIM.

One principal characterisation of OCCZIM's decision making units is that they are in the form of Committee Meetings, with scheduled dates for meetings within a given year. The exception here is the Executive Committee of Primary Societies and the Headquarters which enjoy continuity, at least, in any one calendar year. Elected administrative or management members in all the above decision-making units are subjected to yearly changes through yearly elections, as part of the existing co-operative laws.

The three tiers of OCCZIM (Headquarters, District Unions and Primary Societies) have clear cut responsibilities as listed below. It should, however, be noted that the District Unions have not yet been registered by the Ministry of Agriculture, Lands and Resettlement and that this limits their range of functions.

Headquarters

1. Gives directives to lower units in accordance with Executive Committee decisions;
2. Sets up goals to be fulfilled by departments;
3. Co-ordinates the collection of information to be used in planning;
Raises funds to co-operatives and District Unions;
5. Liaises with various Government Ministries;
6. Co-ordinates education and training programmes;
7. Provides consultancy services to lower units;
8. Implements training programmes;
9. Publishes literature for co-operatives;
10. Evaluates and recommends co-operatives' projects seeking assistance.

District

1. Evaluates and monitors programmes related to the welfare of its members;
2. Encourages co-operatives to join District Unions;
3. Facilitates the exchange of experiences among co-operatives;
Promotes the co-operative movement at district level;
5. Reports to OCCZIM Head Offices on progress and problems facing co-operatives;
6. Fosters the sharing of transport and equipments among co-operatives;
7. Ensures that agreed upon plans are implemented;
8. Promotes co-ordinated marketing where possible.

Primary Societies

1. Develop programmes for the implementation of their plans;
2. Make various recommendations to District Unions;
3. Encourage and organise discussion sessions among co-operators;
Prepare initial budgets of co-operatives;
5. Relate to local authorities through District Unions;
6. Solve own problems with help from District Unions.

Sources: Responses to questionnaires.

The Structure of OCCZIM's Headquarters and its regional Extension

The Findings

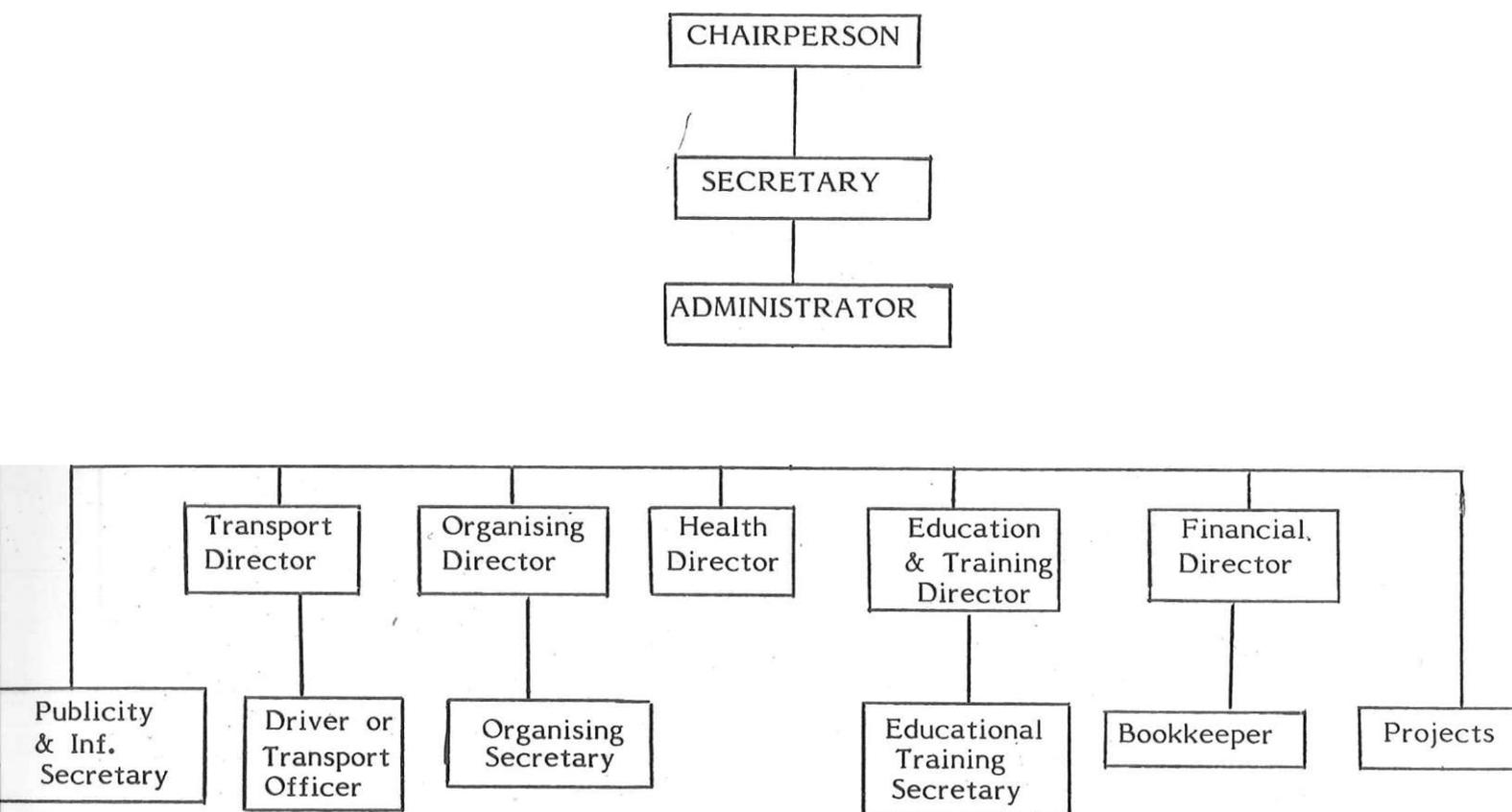
The accompanying Figures 1, 2 and 3 show the reporting relationships within OCCZIM's Headquarters, the structure of OCCZIM's Headquarters and the regional structure, respectively. We begin our analysis first with reporting relationships. In evaluation, the responses to administered questionnaires and interviews held with the individual officials at the OCCZIM's headquarters a number of problems became easily obvious. Firstly, the reporting relationships are misleading: The administrator is given as reporting to the national secretary as well as to the Chairperson; The Chairperson's span of management would appear to be one person, that is, the National Secretary or alternatively, the Administrator. However, his span is also given as all the heads of functional units; The organising Secretary is at once given to report to the Administrator but, as it should be, also to the Organising Director in Mutare, who, in turn, reports to the Executive Committee; and the regional offices are said to be under the Administrator, but the Executive members in the regional offices report to the Executive Committee. It is also worth noting that the provincial Field Officers do not report to the Administrator but to the Organising Secretary, who then reports to the Director (and at times, though not specified, through the

FIGURE) : REPORTING RELATIONSHIPS

<u>Incumbent</u>	<u>Reporting Relationships</u>
Chairperson	<ol style="list-style-type: none">1. Directly responsible to National Executive, National Committee, Members in general.2. Span of Management: Four persons: Administrator, Bookkeeper, Organising Secretary and Education and Training Secretary.
Publicity and Information Secretary	<ol style="list-style-type: none">1. Directly responsible to the Chairperson.2. Span of Management: Five Persons : Deputy and Editorial Board Members.
Administrator/Projects Officer I	<ol style="list-style-type: none">1. Directly responsible to the Executive Secretary and Chairperson;2. Span of Management: All employed staff.
Education and Training Secretary	<ol style="list-style-type: none">1. Directly responsible to Chairperson and Training and Education Director;2. Span of Management: Eight Provincial Field Officers
Organising Director	<ol style="list-style-type: none">1. Directly responsible to Chairperson;2. Span of Management: Nine persons - Organising Secretary and Eight Provincial Field Officers.
Organising Secretary	<ol style="list-style-type: none">1. Directly responsible to Organising Director and Chairperson;2. Span of Management: Eight Provincial Field Officers.
Bookkeeper	<ol style="list-style-type: none">1. Directly responsible to the Treasurer and Chairperson;2. Span of Management: None.
Transport	Did not complete the questionnaire.
Health	Did not complete the questionnaire; this position is not, however, occupied.

Source: Responses to the Questionnaire by respondent officials.

FIGURE 2 : STRUCTURE OF OCCZIM'S HEADQUARTERS



Source: Responses to questionnaires and interviews.

NOTE: It should be noted that it is the subordinates to Directors and those without Directors that operate from the OCCZIM office in Harare. Projects are under the Administrator.

FIGURE 3: OCCZIM Regional Structure

CHAIRPERSON

ADMINISTRATOR

Midlands Masvingo	Bulawayo Mat. S/H	Mutare Manicaland	Harare Office Mash. Central East, West
1 E.C. Member	2 E.C. Members	2 E.C. Members	3 E.C. Members
2 Field Officers	2 Field Officers	1 Field Officer	3 Field Officers

Source: Responses to questionnaires and interviews.

As noted in Figure 2, it is the subordinates to Directors and those without Directors that operate from the Harare Office. The principal source of confusion, it seems, is the role of directors who are members of the National Executive Committee and who are normally not resident in Harare. The relationships between the elected and the non-elected members at the OCCZIM's Headquarters is another source of confusion. And lastly, the delienation of the structures, functions and personnel of the National Executive and the OCCZIM's Headquarters staff are not clear-cut.

The Organising Department plays the most important overall role within the entire OCCZIM structure. Through the reports of its Provincial Field Officers (PFO's) it provides all other departments with needs, problems and progress experienced at levels of District Unions and Primary Societies. However, this role is not reflected by its status in the structure. It would seem its position within OCCZIM's structure needs to be elevated above the rest of the functional departments. Similarly, the responsibilities of the Bookkeeper and the Treasurer need rationalisation. It is also not clear as to whom the District Unions report or should report to.

The second problem area related to the structure and performance is job specification. The job descriptions and person specification for the position and incumbents within OCCZIM Headquarters are rather general and unclear, as is demonstrated in Figure

Figure STATED JOB DESCRIPTION OF OCCZIM PERSONNEL

A. ADMINISTRATOR

1. Documentation: (a) Internal
(b) External
 2. Budgets
 3. Projects
- Administration of ail departments.

B. BOOKKEEPER

1. Keep and maintain the books
2. Brief the NEC and staff about the funds situation
3. Salaries - everyone who receives has to sign for funds
Loans - discusses this with the Administrator and Chairperson
5. Purchasing of materials to be discussed between Administrator and Chairperson
6. Budgets/Typing

C. EDUCATION OFFICER

1. To arrange training programmes - Technical skills, formal and non-formal education
2. Assess the training required in conjunction with the Organising Department and Administrator
3. To find and identify reasonable centres for training
4. Frequent discussions within the Organising Department and Administrator / projects to avoid duplication
5. To provide the Organising Department with programmes of at least a 4 months span.

D. PUBLICITY AND INFORMATION

1. To gather and disseminate information
2. To maintain regular publication of the co-operatives paper - Vanguard
3. To update the mailing list;
4. To provide the Organising Department with programmes of at least a 4 months' span.

E. ORGANISING SECRETARY

1. Organising (a) Primary Societies
(b) District Unions
(c) Provincial Organs, where established.
2. In charge of the Provincial Field Officers
3. To make sure that programmes handed to his department by other departments are carried out;
4. To call for meetings for PFO's and departments concerned and collect and assess projects brought in by the PFO's and when satisfied, hand them to the Projects Administrator.

F. PROVINCIAL FIELD OFFICER

1. To organise Primary Societies
2. To assist co-operatives on project proposals;
3. Conduct formalities for affiliation to OCCZIM;
4. Identify areas which need attention and evaluation of failures and success education, etc.;
5. Implement OCCZIM policy;
6. To collect news from co-operators and carry information/publications to co-operators.

G. RECEPTIONIST/TYPIST

1. To answer calls and make calls for the Officers. Politeness should be the watchword, and typing;
2. Record all mail in and out-going;
3. Receive visitors and direct them to the Officers concerned and punctuality is of priority;
Taking appointments for the officers - check with their diaries before making such appointments;
5. When leaving the Reception to make sure that responsible officer is attending the telephone at the reception.

Recommendations

The thrust of our recommendations are aimed at solving the following problems: the rationalisation of the role of the elected and contract staff; the communication and co-ordination problems brought about by spatial differentiation, that is, reporting relationships separated by geographical distances; the elevation of crucial functions; the separation of the National Executive Committee structure from that of the OCCZIM's Headquarters; the creation of provincial and district structures to achieve effective decentralisation, regional autonomy and clear reporting relationships at different herarchical levels. Furthermore, clear job descriptions of all the positions and their accompanying person specification are strongly recommended.

Figure 5 represents our recommendations with regards to OCCZIM's structure. Under the recommended structure, the Chairperson and Deputy Organising Executive, Administrative Secretary and Financial Controller should constitute the top management reports to the Board of Directors composed of the Elected Executive Committee members.

The Chairperson and his Deputy and Financial Controller must be elected members. The other members of the top management committee need not be" elected members. For purposes of gaining experience (continuity, etc.) it is important that the non-elected members of the top management committee and officers below them should be contracted for periods longer than one year. In fact, these should be permanent posts. Accordingly, specific job descriptions and person specification for these posts need to be clearly spelt out.

The Board of Directors should report to the National Conference or Annual General Meeting. The members of the Board of Directors should essentially be trustees of the collectives assets and interest. All major objectives and policies should come

from the Board or need its approval. The conditions of service of all the OCCZIM's staff and major financial expenditures have to be approved by the Board. The Chairperson of the National Executive Committee making up the Board of Directors is also the Board's Chairperson and the Chair person of the staff at OCCZIM's Headquarters. The positions of Executive or Functional Directors as found in the current structure are done away with in our recommendations.

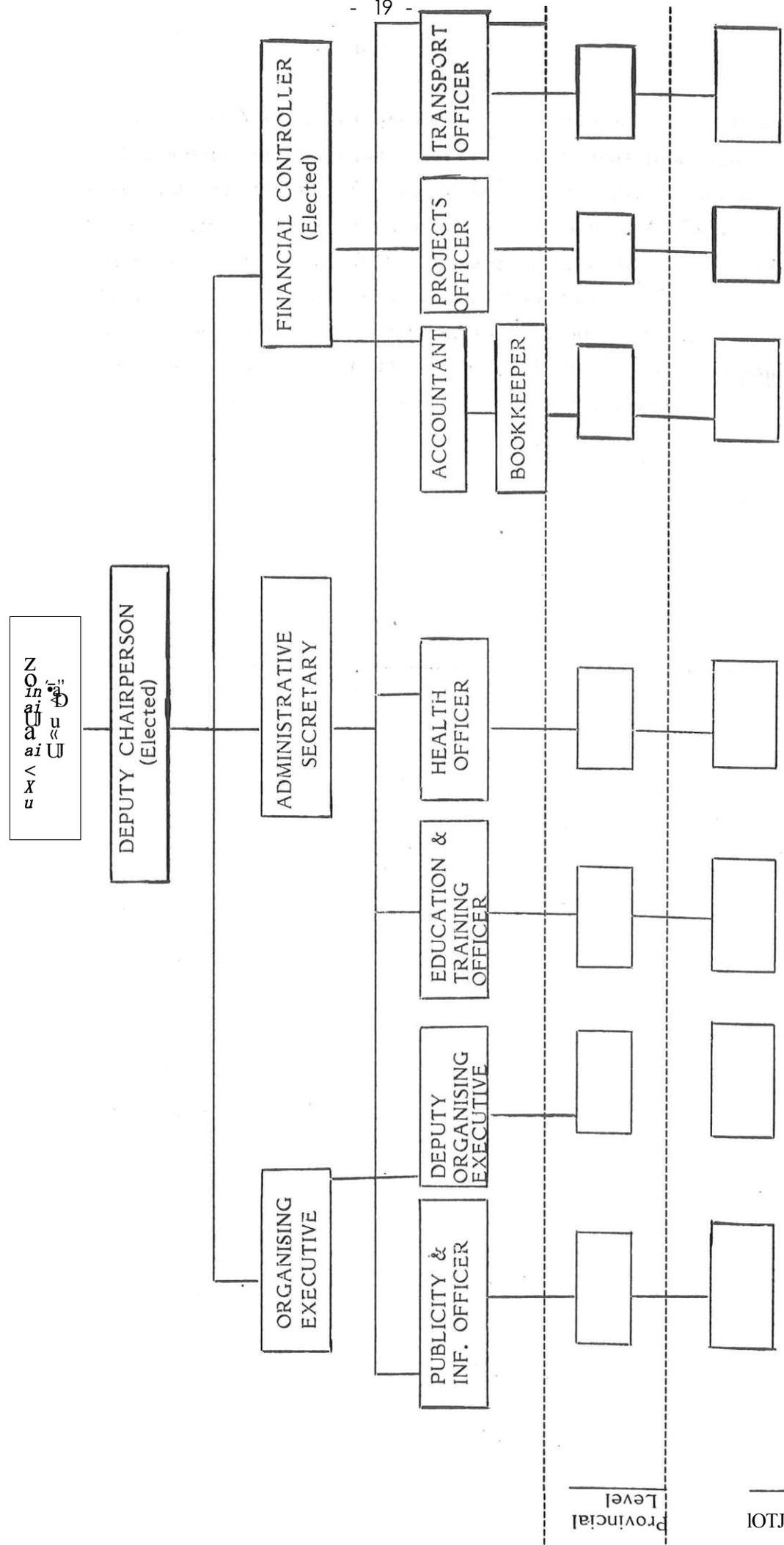
It should be noted that the organising function has been elevated and a deputy position created. The finance function has been rationalised: the financial controller (the E C Treasurer) is an elected member and has an accountant or accounting officer as deputy. This deputy has a subordinate whose title is that of a Bookkeeper.

For the purposes of increasing responsiveness to local problems and opportunities; the delegation of responsibilities and organisational effectiveness, the regional structure recommended would be made up of the Provincial and District structural units, the internal structures of which are organically linked with those of the Headquarters. The District Union Secretaries would report to the Administrative Secretaries at Provincial levels and the Provincial Administrative Secretaries report to the Administrative Secretary at the Headquarters. Each functional unit at the district level should report to the provincial corresponding unit on special matters of functional interest. The same applies between provincial and headquarters relationships.

The field officers should operate at district levels, reporting to district organising officers, who in turn, report to provincial organising officers. The provincial organising officers report to the deputy organising executive at the headquarters. District unions should consider creating posts of District Organising officers for the recommended structure.

At District, Provincial and to a less extent, headquarters, the horizontal differentiation of functions should be guided by the volume of work, communication and co-ordination considerations. This is to say that at any given time some would-be functionally differentiated activities could be the responsibility of one person until such a time that this arrangement became too much for that person. Furthermore, as the volume and complexity of work and the number of activity differentiated collective co-operatives (agricultural, commercial and industrial) increase, the organs of the district, provincial and headquarters will have to be restructured to bring about differentiated positions in accordance with the differentiated activities of the collective co-operatives. This is a matter of crucial importance. Through time, the problems and needs of the commercial, agricultural and industrial activities would become so complex and differentiated that specialised attention would be required. The above recommendations are to be considered for implementation

BOARD OF DIRECTORS



within the next three to five years. They are, therefore, of a longer term nature. Their implementation also requires the changes in the existing legal stipulations and framework within which the co-operatives are formed and operate. In the short-run, the re-structuring of the headquarters as represented in Figure 5, should be considered. The regional offices of OCCZIM should assume the role and functions assigned to the provincial levels in the long-run. The recommendations affecting the district unions should be considered for implementation as soon as possible. The training and increase of the number of provincial field officers (to be at least three for every province) and the facilitation of their mobility cannot be over-emphasised.

CHAPTER III

THE GOALS, STRATEGIES AND POLICIES OF OCCZIM

The broad general goals that have been pursued by OCCZIM since its inception, are directly derived from the identified needs of the collectives and the consequent resolutions emanating from the founding conference. The departmental or functional goals are premised upon the broad general goals, which were initially stated in the form of resolutions. These resolutions have been given in the earlier part of this report. The strategies and policies are only implied from the broad goals and the constitution.

OCCZIM goals and their Weaknesses

The accompanying Figure 6 highlights what the respondent OCCZIM officials gave as the past and future goals of their respective areas of responsibility. The following weaknesses are obvious: there is no appreciation of the differences between the general departmental functions and specific departmental goals. Under these conditions, the performance of the "Corporate Body" and its departments is judged from activities rather than results. This is to say that the broad goals (mere statements of intention) and functions (responsibilities) are not translated into specific closed-ended goals /showing content, measurement, and time. Even from the interviews, it was clear that specific performance targets were not part of the culture of organisation.

Figure 6: PAST AND FUTURE GOALS FOR OCCZIM

<u>Department</u>	<u>Past Goals</u>	<u>Future Goals</u>
Organising	<ol style="list-style-type: none"> 1. Organising Co-ops to affiliate to OCCZIM 2. Improvement of communication at all levels 3. Co-ordination of activities 	<ol style="list-style-type: none"> 1. Organising Co-ops to affiliate to OCCZIM 2. Establishment of District Unions 3. Determination of co-ops activities and their effectiveness and efficiency;
Organising Director	<ol style="list-style-type: none"> 1. Setting up regional offices; 2. Forming the district unions; 	<ol style="list-style-type: none"> 1. Strengthening of district unions; 2. Starting income generating projects at District Union levels;
Education and Training	<ol style="list-style-type: none"> 1. Identification of training needs; 2. Raising funds for training 3. Improving skills through training <p>Popularising co-operatives</p>	<ol style="list-style-type: none"> 1. Broadening skills 2. Training school-leavers to form co-ops; 3. Training literacy tutors <p>Training education secretaries for the District Unions</p> <ol style="list-style-type: none"> 5. Raising for more education and training programmes.
Administration/Projects	<ol style="list-style-type: none"> 1. Administration 2. Planning 3. Structural Training 	<ol style="list-style-type: none"> 1. Planning 2. Structural 3. Administration Training 5. Dissemination of information.
Publicity & Information	<ol style="list-style-type: none"> 1. Training 2. Planning 3. Administration 	<ol style="list-style-type: none"> 1. Monthly meeting of the Board 2. Bi-monthly publication of the Vanguard.
Chairperson's Office	<ol style="list-style-type: none"> 1. Registration of OCCZIM 2. Formation of Departments at the Headquarters 3. Establishment of relations with internal and external co-operative movements. 	<ol style="list-style-type: none"> 1. Change of Chapter 193 2. Starting income generating projects 3. Establishment of depots for District Unions; <p>Registration of District Unions.</p>

Source: Responses to questionnaires administered by Study Team.

Recommendations

OCCZIM and its departments should translate broad statements of intentions into closed-ended goals specifying content, level of achievement within which these goals are to be achieved. These goals should also be stated explicitly as to suggest certain types of actions, which should be verifiable, be ambitious enough to be challenging while remaining attainable, and each objective should be logically related to higher and "peer" objectives.

The specific ways to be pursued to achieve the stated goals should also be specified. As the volume of activities increase and the number of co-ops increase, it is important to formulate written policies that will guide and delimit the discretion of different units and incumbents of those units. The constitution per se is not enough for this role.

CHAPTER IV

F. OCCZIM'S PAST PERFORMANCE

The Resolutions of the Founding Conference

It is proper to, first and foremost, evaluate OCCZIM's performance against the resolutions and Mandates (see Chapter 1) of the Founding Conference. With that approach, the following performance dimensions are noteworthy:

1. The OCCZIM was registered in December 1983 and has a staffed Headquarters in Harare.
2. Three regional offices have been opened in Bulawayo, Mutare and Masvingo.
3. The headquarters of OCCZIM has mobilised funds from different donors, such as Hovos of Holland, Oxfam (USA), NPRA, Zimbabwe Projects, (USO, Swiss-Aid, Heks, Ter Dess Homes, Peace and Development, Oxfam (Canada), Inter-Church Aid and Oxfam (UK). Various projects too have been financed by the donors for the benefit of the collective co-operatives.
4. Exhibit I, shows the number of co-operators that have been trained in various skills at different institutions and the Governmental and non-Governmental institutions that have been involved in the training of co-operators. Between January 1983 and December 1985, 936 co-operators were trained in different fields, such as Co-operative Development Studies, dressmaking, motor mechanics, carpentry, building and welding, cookery, nutrition, etc.

Major training programmes are afoot for 1986. Forty-nine (49) co-operators will benefit from training programmes organised between Zimbabwe and the Italian Government. Participants will be trained in various aspects of co-operative management and as Plant Protection Phamacologists. An average of 350 co-operators will be trained in basic co-operative management skills at Ranche House College and 60 participants will undergo training in training methodology suitable for Zimbabwe. Six co-operators will receive a comprehensive training in cabinet making at Danhiko School in Harare. The eight Provincial Field Officers are to be trained by Shell Chemicals Limited in the use of crop chemicals.

5. The OCCZIM has managed to publish the Vanguard which is a bi-monthly newspaper for the co-operatives.
6. Regarding transport, it is only the Makoni District which has so far benefited from the provision of transport for use by the local co-operatives. Since

October 1985, CUSO contributed motorbikes and their maintenance for the Provincial Field Officers. Oxfam is responsible for the fuel to run these motorbikes.

7. The organisation of the Buying and Selling facilities for co-operatives, the implementation of health programmes and the unity between OCCZIM and other organisations for co-operatives like CACU have not been achieved.

Specific targets not stipulated

The first Executive Committee of OCCZIM can be commended in their efforts to meet the needs and demands of their members as represented by the resolutions and mandates from the Founding Conference. The effective evaluation of OCCZIM is hindered by the lack of stipulated targets that were to be achieved within specified periods. How many co-operators, for instance, were to be trained and in which skills during the period between 1984 and 1988. How many co-operatives were to be formed, registered and be organised into District Unions within the same period? As it was our comment when evaluating OCCZIM's objectives, activities are different from goals and only close-ended goals can be used to evaluate the performance of an institution or organisation.

Resource Utilisation

Exhibits 2,3,4, and 6 show the financial position of OCCZIM for the years ended 30th June 1984 and 1985, the Income and Expenditure Statement for the same period, Income from co-operatives and the revolving fund status and loans granted by OCCZIM respectively.

Judging from figures showing net working capital, excess income over expenditure and cash (Exhibit 2) between 1984 and 1985, OCCZIM has been relatively liquid and its debts can be easily met from the surplus resources. The major question is whether this excess liquidity is necessary as a shield against idle resources which could have been utilised in the interest of member co-operatives. There are some signs of increasing utilisation of excess liquidity: net working (mostly in the form of cash and bank deposits) have declined by 35% between 1984 and 1985, excess income declined by 78% during the same period, and cash flow went down by 77%.

The major source of money has been in the form of grants. This represented

99% and 98% of income in 1984 and 1985 respectively. Paid-up shares and annual subscriptions are disappointing figures. The expenditure items have, in the order of magnitude, been grants to co-operatives, salaries, motor vehicle expenses and travelling expenses. The Harare office has been responsible for over 80% of expenditure, as shown in Exhibit 3.

A total sum of \$80 466,90 has been offered as loans to different collective co-operatives and only 33% of that sum has been repaid. There are two major weaknesses in the management of the Revolving Fund (from which loans are given to co-operatives). These are : the re-payment capacity of the co-operatives is, in general, poor and secondly, the assessment of the ability to repay borrowed funds by co-operatives is shoddy.

The Loan Application Form (Exhibit 6) does not provide information as to the income generation capacity, current and forecasted, of the borrowing co-operative, and there is no policy as to what percentage of a borrowing co-operative's discretionary income can be given as a loan. No terms of re-payment are stipulated on these loans according to the auditors statement (Balance Sheet and Accounts, 30th June 1985) nor can payment be enforced through any legal recourse.

The OCCZIM has also granted loans to its staff in Harare, Bulawayo and Mutare. For the Harare office staff, loans as a percentage of total loans granted by the OCCZIM in 1984 stood at 17% and came down to about 7% in 1985. Bulawayo had about 0,1% in both financial years. In principle, there is nothing wrong for the OCCZIM to extend loans to its staff which is after all, badly paid in salary terms. But it is important to realise that because of low salaries (allowances) paid to the OCCZIM staff, such loans could easily turn to be seen as extra salaries to the staff, and also due to the low capacity to repay outstanding loans, OCCZIM could find herself in difficult relationships with its staff. This is bound to affect morale. Furthermore, the general membership can easily misinterpret this gesture as representing misuse of the co-operative funds, and the enhancement of privileges to the employed staff.

For each coming year, the budget proposal has a contingency fund item. But unfortunately, this fund has ceased to be a contingency item because the Education and Training Director in Bulawayo, Treasurer in Mutare, person responsible for publicity and information in Bulawayo, are as a matter of evolved practice paid from it. This is so because of OCCZIM's limited finances in general and budgetary constraints. Furthermore, the heads of departments at the headquarters do not draw from the budget in accordance with their departmental resources, estimates and budgetary allocations.

Recommendations

The following can be given as recommendations on past performance and utilisation of financial resources:

1. OCCZIM must within reasonably expected resource availability position develop specific goals. That is, goals showing the specific achievement dimension sought, the content and time within which the results should be achieved.
2. Excess liquidity is necessary but care should be taken not to have too much idle funds which can be effectively utilised for the benefit of the members.
3. In order for OCCZIM to set meaningful goals, a more thorough assessment of needs of the collective co-operatives needs to be done. Each co-operative has a different combination of skills required, has different patterns of transport, marketing and purchasing needs. Every organisation can be more or less said to need finance: But as to how much, for what priorities, etc., is different for different organisations.

The OCCZIM seems to lack support from members as demonstrated by amount received through the buying of shares and the payment of subscriptions. Such resources should be fully mobilised.

5. The proper management of the revolving loan scheme requires proper assessment of financial needs of applicants and their credit worthiness in terms of their capacity to generate discretionary income from their productive activities. There is a need to have a specific policy as to what percentage of the applicants' discretionary income can be given as a loan and the repayment terms should be specified.
6. The OCCZIM should negotiate for an increment in the salaries of its staff and thereby reduce the needs to offer loans. (See Exhibit 8 for recommended salary ranges and criteria for remuneration.
7. The payment of salaries to elected members, who also have responsibilities to their respective co-operatives raises a moral issue, which has to be resolved by the OCCZIM. The officers who are currently paid out of the contingency fund should have their remunerations specifically budgeted for.
8. It is recommended to formalise departmental estimates and each department should live under its budgetary allocations.

CHAPTER V

PLANNING AND CONTROL PROCESS AND PROCEDURES

Activities to be Planned For

Within the overall OCCZIM structure, there are basically two categories of activities that might require serious planning: Those that flow from the basic mission and legitimacy of OCCZIM, and those that represent the activities of the primary societies and their district unions. The former category of activities is first and foremost a derivative from the basic objectives of OCCZIM and the resolutions of the Founding Conference, this category is also expected to have evolved as a result of the communicated needs and problems of the primary societies and their district unions. The latter category represents the day to day differentiated activities of the different collective co-operatives.

Planning Requirements

The following are the basic requirements for any planning to take place in any organisation:

1. Controllable resources required in the identification of planning needs, preparation and implementation of plans.
2. A reasonably predictable environment.
3. Development and specification of planning procedures and planning units or responsibilities.

Adequate information from which to assess the external environment, the organisation's values and capabilities, past performance of the corporate organisation and its constituent parts.

5. The development and specification of performance standards and planning horizon.
6. The development and specification of the rewards and sanctions to be awarded and meted to and against performance achievements of individuals and units of the organisation.
7. A relatively rational system and procedure for the allocation of scarce resources.
8. An adequate control system of the behaviour of the individuals and units within which they operate.

Planning And Control Activities Within OCCZIM

Through the responses to administered questionnaires and follow-up interviews, it is reasonably accurate to say that OCCZIM has very little of the above planning requirements. The planning situation within OCCZIM (i.e. the headquarters situation) can be summarised along the following lines:

1. OCCZIM has no resources, i.e. discretionary income and manpower to finance items and to do any planning. It is heavily dependent on donors who are solicited to finance specific projects, like training, promotion, mobilisation and extension work by Provincial Field Officers, the publication of its paper, the Vanguard and even the payment of allowances to the working staff. Under these circumstances, we can only talk of project planning, which is different from organisational or strategic planning.
2. The OCCZIM organisation as reflected by the position of its headquarters, currently suffers from role-ambivalence; OCCZIM's headquarters as Voice Spokesperson/Resource Mobiliser for collectives versus OCCZIM as a "corporate body" with planning, resource allocation and control activities organically linked to lower levels (district unions and primary societies). As a Voice-Spokesperson/Resource Mobiliser, the OCCZIM headquarters has no veto powers as to programmes and projects initiated from lower levels. In fact, it is known that primary societies do contact donors and financial institutions on their own. Similarly, as a voice organisation, only the primary societies can develop plans (in fact, not really plans - but projects). Under these circumstances, no intergrated plans, developed through the two-way inter-actions of the headquarters and the lower levels are possible. The functionality and dysfunctionality of democracy enjoyed by affiliated collectives has to be thoroughly assessed.
3. It is also worth noting, that to a reasonable extent, OCCZIM has evolved political party characteristics: committee meeting structures, resolutions taken as plans and goals, general committee meetings as planning and controlling units, the yearly turn-over of elected executives or officers due to yearly elections, etc.

The OCCZIM is not well-structured to deal with the numerous spatially and activity differentiated collective co-operatives. The use of eight provincial officers with inadequate transport and road infrastructure merely scratches the surface of what needs to be done.

5. The capacity for the gathering, processing and retention of information necessary for planning and control is very inadequate.

6. Informality is pervasive. There are no formal ways in which lower level units articulate their goals, resource needs and demonstrate their past performance. The same applies to the organs within the headquarters and its regional extensions; no formal ways of collecting information on the political-economy relevant to the collective co-operatives.
7. The role and relationships between the elected and contract management/ administrative personnel with regards to planning and the implementation of plans still require resolution. For instance, the last Annual General Meeting (AGM) created the following sub-committees: agricultural, commercial co-operatives, co-operative banks, legal and industrial. No terms of reference were formally spelt out for these sub-committees and the contract heads of department at the OCCZIM's headquarters are not participants in the deliberations of these sub-committees. The question is: who has the right information for planning and who will be expected to implement the plans emanating from the deliberations of the sub-committees?

Recommendations

- I. We have already stated that the availability of financial resources is crucial in making planning meaningful within OCCZIM - especially at its headquarters. These resources should not be tied to specific projects but their availability should enable OCCZIM to identify and implement projects of critical contributory impact to the development of the collective co-operative movement in Zimbabwe. For OCCZIM purposes, the following are the available sources of finance:
 - (a) Funds generated by OCCZIM through natural income generating projects and contributions by Affiliated collectives. It is worth noting that initial resources to start income generating projects are needed and that the viability of collective co-operatives is a necessary condition for guaranteeing and sustainable contributions.
 - (b) Funds made available by the Government of Zimbabwe, local and external donors and loans from financial institutions. It cannot be over-emphasised that the Government of Zimbabwe should take the lead. Its commitment to the collective co-operative movement will have a pulling effect on other sources of finance.

It is, therefore, recommendable that the OCCZIM should develop programmes to solicit for financial resources from the sources identified. It is the question of combination and prioritisation of resources within the above possible sources of finance that OCCZIM has to execute.

2. The recommended structure of OCCZIM, as shown in Figure 5, will go a long way in rationalising the planning efforts of the movement. In addition to this, the planning procedures and responsibilities should be formalised to a greater extent. The same goes for the implementation, monitoring and evaluation of plans or the performance of different units in accordance with the objectives set in the plans.
3. Whenever a need for a diagnosis and planning task force (sub-committee) is felt to exist, its membership should include all the relevant non-elected heads of department as well as some elected members.

The role of OCCZIM needs fresh assessment and clarification. If OCCZIM is to remain a voice-spokesperson/resource mobiliser and provider of extension services, then the planning requirements are minimised. But, if OCCZIM is to assume a role of initiating and running income generating projects in its own right, then the planning function is crucial. Such income generating projects should also have direct and visible contributory impact to projects run by the affiliated collectives. This is an important requirement.

5. The data base for OCCZIM should have the following building blocks: district provincial and national data; separate data for commercial, agricultural and industrial collectives; relevant political economy data (GNP, GDP, legal issues, political development, technological developments, supply of, and demand for different commodities, etc); the past performance of all the levels of the movement; the past performance of all the socio-economic projects run by the collectives, etc. A small-to-medium computer is highly recommended to handle data-processing, storage and to facilitate easy retrieval of information from time to time.
6. The OCCZIM staff at the headquarters, provincial, district and primary societies levels should be trained in the basic planning techniques, procedures, etc.

CHAPTER IV

PROBLEMS FACING OCCZIM

The Needs of the Collectives as identified during The Founding Conference

For all practical purposes, the needs of the collective co-operatives as identified during the Founding Conference have not been fully satisfied. The failure to satisfy these needs is the testimony of the problems facing the OCCZIM. The Government support to the collectives still requires a lot of improvement and the goals that can be achieved by OCCZIM need to be streamlined to fit the organisations' capabilities.

What has been discussed in the earlier sections of this report serve as pointers to the problems facing OCCZIM.

Current and Old Problems

Exhibit 8 represents a profile of problems as experienced in different regions of the country occupied by members of the OCCZIM. These problems were highlighted through the content analysis of Provincial Officers' Reports. These problems range from lack of resources (facilities, finance, skilled manpower, transport, etc), poor inter-collectives relationships, poor infra-collectives relationships, poor collectives headquarters relationships, non-responsive Governmental Officers, waning enthusiasm to the co-operative movement, under-developed political consciousness, non-collaborative non-Governmental organisations, etc. In addition, the problems being experienced by the headquarters cannot be under-estimated. These are in the nature of inadequate resources (finance, transport, office space, manpower, time and skills (administrative skills at the headquarters and regional offices, etc), poor communication (most directors are not based in Harare, irregular national executive - meetings due to problems of finance and communication, etc).

CHAPTER VII

OVERALL ASSESSMENT AND RECOMMENDATION

OVERALL ASSESSMENT

1. A reasonable amount of needs identified at the inception of the OCCZIM are being satisfied, although their perpetual nature and the limited resources available to the OCCZIM have presented problems for their solution by the organisation.
2. The original concept and goals of the OCCZIM are in conflict with those currently sought, such as income generation projects. There is nothing wrong for the headquarters of the OCCZIM to provide for or to formulate new goals, but such extension should be compatible with the OCCZIM's capabilities and the relationships between the headquarters and its affiliate co-operatives.
3. The OCCZIM is facing challenging competition from other non-Governmental Organisations who are wooing co-operatives away from joining the organisation.
4. The relationship between the OCCZIM and Government (central and local) departments have not been healthy and have not been consolidated towards common socio-politico-economic objectives.
5. The legal framework within which the OCCZIM operates, constitutes serious constraints to the organisations' efforts to expand its goals to include own income generating projects, registration and empowering district unions to oversee the activities of their affiliate co-operatives, the registration of co-operatives, the granting of trading licences to co-operatives, etc.
6. The inter-co-operatives relationships are reported to be strained, thereby leading to lack of co-operation among the co-operators. Lack of committed members to the goals of the co-operatives is creating serious intra-co-operatives relationships. Some trained co-operators have left their co-operatives to sell their skills elsewhere. Attendance to District Unions and primary societies meetings is reported by the Provincial Field Officers to be below expectations and requirements.
7. The role and relationship between the elected and employed (contract) staff have a potential to create conflicts, confusing reporting relationships, while the non-participation by employed heads of department in some of the planning/administrative processes has the potential to affect planning and effective implementation and

monitoring of plans.

8. There are weaknesses in the structural designs of the OCCZIM headquarters and its regional extensions; the reporting relationships at the level of the headquarters, between the lower levels and the headquarters are confusing and have potentialities to hamper smooth administrative processes.
9. The overall responses to questionnaires sent to the staff of the OCCZIM at the headquarters revealed inadequate grasps of the basic administrative/management concepts, tools, logic and processes.
10. The salaries paid to the employed staff are very low, given the rising cost of living. While, political consciousness should motivate the employed staff to contribute to the development of the co-operative movement in the country, there is a limit to which this consciousness can be functional. Differentiated salary structures representing higher salaries for those directly employed and paid for by donors and those in the general OCCZIM yearly budget can lead to disastrous status relationships, class conflicts are bound to emerge in the not-too-distant future.
11. Specific and observed job descriptions and man specifications that may be the basis for differentiated salary scales, the recruitment policies and strategies, the training needs identification, etc., have not been formalised by the OCCZIM's headquarters.
12. Goals have been set and pursued in a generalised form and confused with functions or activities.
13. The OCCZIM has been experiencing relatively excess liquidity. While this excess liquidity is necessary for contingency purposes, too much of it may represent unnecessarily under-utilised resources.
14. The needs and expectations of the co-operatives have been rather too generalised. Given the highly spatially and activity differentiated co-operatives, such generalisation can easily lead to ill-directed resource allocation and goal-formulation. For instance, due to the general increase in the demand for transport services in the country, the transport co-operatives have been doing generally well.
15. There is a general lack of standardised procedures and control tools within the overall OCCZIM structure.
16. OCCZIM has very inadequate information gathering, processing and storing capabilities and capacity.

17. OCCZIM has so far been a relatively success story.

OVERALL RECOMMENDATIONS

For each Chapter, specific recommendations have been given throughout the text of this report. The following overall recommendations require no elaboration.

1. OCCZIM should review its original and emergent goals in the light of the relationships with the member collectives, legal environment, management and other resource capabilities, and the competition from other non-Governmental Organisations. Goals that are developed to meet well-researched needs of collectives (which the collectives cannot meet on their own resources) are more likely to be effective and possess mobilisation capabilities.
2. The restructuring of OCCZIM should be guided by the necessity for speedy identification and satisfaction of the needs of member collectives. It is important that OCCZIM should try to consolidate its gains and the delivery of services to its current membership, even if this means sacrificing increases in the number of affiliated co-operatives.
3. The structural, management and resource capabilities of the district unions and primary societies must be improved in order to facilitate decentralisation of decision making and activities. This is very crucial.

A reasonable level of formalisation of procedures, relationships, etc, should be emphasised. For instance, the following areas need to be formalised:

- (a) reports on the productive activities of each primary society and district unions;
 - (b) planning and control procedures;
 - (c) budgetary requests, allocations and utilisation;
 - (d) job descriptions and man specifications;
 - (e) reports by each department;
 - (f) superior and subordinate relationships (i.e. reporting relationships);
 - (g) operating policies to be explicit and be in written form;
 - (h) "corporate goals" and departmental goals to be explicit and be in written form.
5. The need to gain administrative/management experience by officers in strategic positions of the whole movement must not be sacrificed for the sake of co-operative democracy principles and expectations. This is to say that a one-year

turnover of offices due to yearly elections may not be in the long-term interest of the co-operative movement.

5. To complement the strength of OCCZIM as an apex representative body, of co-operatives, there is need for Government to facilitate the rapid registration and legalised status of District Unions, in order to develop the inter-co-operative pooling and sharing of resources and services. This has been a major constraint on the effective operations of OCCZIM.
7. OCCZIM should further discuss with Government how to facilitate the latter's support to co-operatives through :
 - (a) Increased inter-ministry and Government organ co-ordination in dealing with OCCZIM and its co-operative members.
 - (b) Increased responsibility and resources commitment within various Ministries for the promotion of co-operatives within various sectors of the economy.
8. That OCCZIM together with Government organisations should embark on a more systematic and scientific analysis of the economic, social and political development of collective co-operatives in a bid to renew and invigorate the promotion of this form of social organisation of production.

CONCLUSION

There is a need to stress that the scope and focus of this study were on the headquarters of OCCZIM along the terms of reference provided earlier on in this report. The terms of reference, scope and focus, together with time and resource constraints did not allow for the exhaustive investigation and determination of the nature, content and characterisation of the interactions between OCCZIM and the Government of Zimbabwe, OCCZIM and all the donors, OCCZIM and member co-operatives. In following resource sourcing activities from donors and the delivery of such resources to the user co-operatives, the researchers relied on the audited financial statements and reports from Provincial Field Officers. It is the understanding of the researchers that copies of audited financial statements are made available to the donors. It is also the understanding of the researchers that the operations of the provincial Field Officers, who are in fact paid by donors, have been assessed and accordingly all the active interested parties are aware of the problems, needs and level of satisfaction of the member co-operatives with respect to the work of their headquarters and their own operations at district and primary societies levels.

As far as the researchers' assessments, there is crucial need for OCCZIM to have systematic and functional links with Government and its various relevant organs. It is equally important that Government, its officials and organs should have systematic, effective and constructive links with OCCZIM. The linkage need is accordingly two-way in its source and destination. One may be tempted to say that, given the status and role of Government in the socio-politico-economic development of Zimbabwe, the ball of initiative in the above initiatives should be kicked from the Government side.

In the socio-politico-economic arena in which the co-operative movement operates in Zimbabwe, there are three main actors, namely; Government, donors (different NGO's) and co-operators (e.g. as represented by OCCZIM). OCCZIM being a representative of resource - deprived constituencies, is in a dependency relationship with respect to both Government and donors. The active stakeholders' demands and expectations on OCCZIM can be identified as follows: Government demands and expectations (these are not necessarily homogeneous, without conflicts given different personalities and organs), donors' demands and expectations (also not homogeneous and also with differentiated agendas) and member co-operatives, with differentiated needs and under-differentiated influences, from time to time.

Under these conditions, conflicts are immanent. The simultaneous satisfaction of all these demands and expectations is indeed a difficult possibility for OCCZIM. Selective attention, incrementalism and generalisation as to what to do, when and how, would appear to be the normal resort for an organisation like OCCZIM.

The above observations call for a high level of rationalisation across the different areas and incidencies of relationships. Intra-Governmental rationalisation or co-ordination is important, the rationalisation of activities and expectations of resource providers (donor agencies and Government) cannot be over-emphasised. The inter-donors co-ordination can also be helpful although difficult, given the different origins and agendas for such donors. Rationalisation of OCCZIM's activities at primary societies and district levels is also important.

The need for OCCZIM to be self-sufficient is an objective worth pursuing. But like all organisational objectives, it is important to identify constraints and contingencies that have debilitating effect on the attainment of declared objectives. It is also important to develop means-objectives, which when obtained would be facilitative to the attainment of long-run objectives such as self-sufficiency.

The fundamental premises upon which OCCZIM functions need to be kept in mind.

The need for ^{is to re^eve} OCCZIM of its dependency relationships discussed above This is noble enough. But it should at once be appreciated that given the fact that OCCZIM represents an ill-financed and ill-skilled constituency, the road to self-sufficiency ^{needs} primary investment on long-term self-sustaining projects The ^{researchers} are of the opinion, based on the study, that OCCZIM is an agent of socio-P^{oliticoeconomic} change and development. It is not merely to manage and co-ordinate the operations of developed units, that is, subordinate units in the same manner, ^{as>} for example, the Commercial Farmers Unions operates. While the lobby role could be acceptable as part of the work of OCCZIM, the change and developmental role ^{more} important. This includes self-change and development as well as those of member co-operators. The relationship between Government and OCCZIM should be guided ^{by} ^{this} rationale.

It is important to realise that Government support is needed initially for OCCZIM to have propelling means on the road to relative self-sufficiency. The lobby role per se Is premised upon the existence of differences which cannot be resolved between Government and OCCZIM. It is the position of the researchers that the relationship between Government and OCCZIM should be that of purpose rather than "management of differences", through lobby techniques.

Any attempt to embark upon income generating projects should be preceded by the thorough feasibility justification studies. Such studies should provide information on

- (a) types of projects to be pursued;
- (b) selection of potentially viable projects.
- (c) location of responsibility in the running of such projects.

Before any projects ^{can} be identified, the Government and the co-operative movement (e.g. as presented by OCCZIM) should spell out long and short-term goals of the co-operative movement within the overall goal of transforming and the development of Zimbabwe Whatever projects that are chosen should be rationalised in terms of their contributions towards the attainment of these short and long-term goals. Donors should be solicited to finance projects that have been identified within the above logic Donors should not be directive as to what should be done, but should be supportive to what ^{has} been identified by Government and the co-operative movement.

Since Independence, the co-operatives and the co-operative movement have been receiving a ^{^K^rr^op} barrage of criticism from a number of quarters. Economic failures of co-operatives have received more attention and criticism than the numerous failures of small businesses in general, medium-to-large private companies and parastatals.

Many private companies in Zimbabwe have announced economic failures (that is, negative financial returns). Most of these companies have survived because of reserves from past operations. Co-operatives do not, however, have such reserves to resort to.

In assessing the performance of co-operatives, like any other organisation, it is important to appreciate the multiplicity of performance dimensions: For example, provision of employment, provision of means of subsistence, training of future organisations and resource managers, developing the attitude of self-reliance and economic independence of Zimbabwe, providing means for active economic activities, and utilising otherwise neglected resources. Such considerations are not posited to underestimate economic or financial returns of economising organisations. The emphasis is that in evaluating any economising organisation we should, because of the multiplicity of goals, assess such organisations on different performance dimensions. These performance dimensions can be given different weights from time to time, given the stage in the life cycle of any given organisation or institution.

Furthermore, one should be mindful of the fact that the values and ideologies of the assessors play a major role in determining what has to be assessed at any given time and in giving weight to different performance criteria. There should be no doubt in the minds of all interested persons in the future of the co-operative movement in Zimbabwe, that the co-operative movement is and is perceived as part of the socialist transformation of this country.

In concluding this report, it is worth noting that most of the problems which necessitated the formation of the OCCZIM are perpetual. We can, therefore, only talk about the level of achievement in solving goals whose nature is such that no organisation can claim to be without. OCCZIM, in general, has been successful in meeting the goals that its Founding Conference identified to be of immediate attention.

The structural and management shortcomings are expected in any organisation; let alone a young one, and that which represents resource-deprived constituencies. It is heartening to realise that the OCCZIM leadership found it necessary to have its headquarters subjected to an evaluation by outsiders. This spirit and attitude augur well for the future of the organisation.

References

1. Vanguard, December, 1983
2. Government Policy on Co-operatives Development, Ministry of Lands, Agriculture 6c Rural Settlement, Zimbabwe, 1984
3. Report of the Interim Executive Committee, OCCZIM Founding Conference, 3 September, 1983
4. Government Policy on Co-Operatives Development, Ministry of Lands, Agriculture & Rural Settlement, Zimbabwe, 1984
5. Ibid.
6. Employment Creation in Zimbabwe, paper presented by Deputy Minister of Labour, Manpower Planning & Social Welfare at the Annual Congress of the Zimbabwe National Chamber of Commerce, held in Bulawayo, 16th May, 1985.
7. Report on the Founding Conference of OCCZIM, September 3 and 4, 1983
8. Ibid.
9. Vanguard, May/June, 1985.

APPENDICES

EXHIBIT I: TYPES OF SKILLS - TRAINING ORGANISED BY OCCZIM

(January 1983 - December, 1985)

NUMBER TRAINED	COURSES	INSTITUTIONS
60	Co-op Development Studies	Kushinga Phikelela
50	Chairperson Seminar	" n
40	Secretarial Seminar	ii n
38	Treasurer Seminar	ii II
30	Dressmaking Course	Zimpro - Harare
54	Motor Mechanics	OCCZIM Training Centre
240	Carpentry, Building, Welding	Adelaide Acres, Harare
30	Education Secretaries Seminar	Ranche House College
20	Education Secretaries Seminar	Chinhoyi (Mash West)
281	Co-operative Management	Ranche House College
24	Building, Carpentry, Blacksmithing	Glen Forest Training Centre
20	Cookery, Pre-school, Nutrition and Dressmaking	Glen Forest Training Centre
24	Advanced Motor Mechanics Skills	F A O, Lusaka, Zambia
25	Leadership and Planning Course	National Training Centre for Rural Women, Jamaica Inn

GOVERNMENT DEPARTMENTS INVOLVED IN TRAINING

1. Department of Co-operative Development
2. Ministry of Youth, Sports and Culture
3. Ministry of Community Development and Women's Affairs
4. Demobilisation Directorate
5. City Councils/District Councils
6. Ministry of Trade and Commerce.

NON-GOVERNMENTAL ORGANISATIONS INVOLVED IN TRAINING

1. Zimbabwe Project Trust - Harare
2. Silveira House, Harare
3. Zimbabwe Women's Bureau, Harare through OCCZIM
4. ALOZ, Harare through OCCZIM
5. AW Clubs, Harare - through OCCZIM
6. C W Clubs, Harare - through OCCZIM, etc.

Source: Education and Training Secretary, OCCZIM Headquarters.

EXHIBIT 2:

	1984		1985	
Share Capital	(Less 1%)	\$ 21	75%	\$ 1 586 (less 1%)
Income & Expenditure account				
Long-term loan	*%)	175,643	13%	198 791 (90%)
	(12%)	24,000	10%	21 500 (10%)
	(100%)	199,666		\$221 877 (100%)
Represented by:				
Fixed Assets	(59%)	\$117 851		\$112 307 (51%)
Loans	(23%)	46 791		87 346 (37%)
Current Assets	(23%)	45		28 746 (12%)
Deduct: Current Liabilities		10 120		6 522
		\$199 664		\$221 877
Net Working Capital		\$ 35 022'	35%	\$ 22 224
Excess income		104 185	78%	23 148
Cash Flow				
(Excess Income over Expenditure plus Depreciation)		10 167	77S	24 828

EXHIBIT 3: INCOME AND EXPENDITURE STATEMENT

(Years ended June, 1984 and 1985)

<u>INCOME</u>	<u>1984</u>	<u>1985</u>
Grant	(99%) \$474 434	(98%) \$280 419
Sundry Income	(less 1%) 1 108	(0%) 1 401
Profit on Disposal of Fixed Assets		(2%) 3 224
	\$475 542	\$285 044

EXPENDITURE

Harare Office	(87%) 323 461	(89%) 231 ;960
Bulawayo Office	(12%) 42 720	(11%) 29 936
Mutare Office	(1%) 5 176	
	(100%) \$371 357	\$261 896

Excess of Income over Expenditure	\$104 184	(78%) \$ 23 148
--------------------------------------	-----------	-----------------

EXHIBIT 4 :

INCOME FROM THE CO-OPERATIVES AND THE
REVOLVING FUND MANAGEMENT

	1984	<u>1985</u>	<u>1986</u>
Paid-up shares	\$ 382	\$ 1 621	\$ 60
Annual Subscriptions		85	25
Loans to Co-operatives			
Loans from Revolving Fund		\$80 446,90	
Repayment of Loans		26 729,31 (33%)	
Outstanding Loans		\$53 717,59	

EXHIBIT

LOANS GRANTED BY OCCZIM

	1984	1985	
Staff Loans - Harare	(17%) \$ 7 745	\$ 5 955	(6,8%)
- Bulawayo	(1%) 91	153	(1%)
- Mutare	(4%) 21	21	(2%)
Loans to Co-operatives	(62%) 28 928	80 689	
Loans to Vanguard	-	528	(6%)
	\$46 791	\$87 346	

Organisation of Collective Co-operatives in Zimbabwe

Telephones: HQ 703407/720518
EM) 79208
Mutare: 62808
Masvingo: 2862

P.O. Box 66102 Kopje,
25 Forbes Avenue
103 Bnekay House
Harare
Zimbabwe

4 September 1985

LOAN APPLICATION FORM

1. NAME OF CO-OPERATIVE:
2. ADDRESS
3. WHERE IS IT SITUATED
4. NO OF PARTICIPANTS...
5. WHAT PROJECT ARE YOU APPLYING FOR?
6. DESCRIBE IT, USE EXTRA PAPER IF NECESSARY
7. WHAT OTHER ORGANISATIONS ARE HELPING YOU .
8. DO YOU HAVE A BANK ACCOUNT? GIVE (a) NAME OF bank
9. HOW DO YOU ^{Unit 4 b}mm PAY BACK ^{MEMBER} (a) ALL THE MONEY
a - win m c TIO*WT
 - A) PAYMENT OF S. AT INTERVALS OF MONTHS
 - B) PAYMENT OF £ EVERY MONTH
10. WE THE UNDERSIGNED UNDERTAKE TO BE RESPONSIBLE ON
BAHALF OF MEMBERS OF: (NAME OF GROUP)
FOR THE MONEY WE BORROW FROM
(OCCZIM) ORGANISATION OF COLLECTIVE CO-OPERATIVES IN
ZIMBABWE.

SIGNED 1) Chairperson
2) Secretary -
3) Treasurer

^ e c M S ' i ^ m o ^ u a _____ - - -

EXHIBIT 7: OCCZIM PROVINCIAL FIELD OFFICERS' REPORTS(Content Analysis)

|. MIDLANDS PROVINCE

(a) Common Problems faced by Co-operatives

Capital and Finance
Equipment
Inputs
Shortage of Foods
Lack of co-operative political orientation
Lack of commitment to the organisation.

Non-Governmental Organisation are frustrating OCCZIM's efforts. Anyone with capital and other solutions tends to be their (co-operatives) closest ally. Since Non-Governmental Organisations provide them with finance, co-operatives feel that they can survive without affiliating themselves to OCCZIM, e.g. Gowe in Sanyati.

Conflict between co-operatives - discourages donor agencies.
No feasibility studies to determine viability of projects. Thus many are destined for failure;
Lack of skills
Market flooding as almost all co-operatives do similar activities (e.g. making uniforms and crotchetting for the tourist market).
Lack of enthusiasm, co-operative education and spirit.

(b) Provincial Field Officers' Constraints (Problems)

*

Transport inadequate
Public Relations with various organisations is poor;
Inadequate subsistence allowances.

(c) Solutions/Suggestions

Political orientation on the role of co-operatives through seminars attended by top politicians;
Non-Governmental Organisations who are genuinely for progress should channel their funds through OCCZIM;
OCCZIM must speed up its income generating activities in order to extend its influence on the co-operatives;
Co-operators with elementary courses should be upgraded so that ultimately they end up professionals;
Quality of produce to be improved to acquire a bigger market share;
Market surveys should be carried out;

Industrial activities must be diversified
Skills acquisition needed;
Food problem to be given priority.

MASHONALAND WEST

(a) Common Problems faced by Co-operatives:

Finance/Capital

Equipment

Education

Commitment - those committed are old

Marketing

Weak bond between OCCZIM and DECODE

Registration - general feeling that DECODE is against registration of groups affiliated to OCCZIM

Shortage of grain bags

District Union not arranging sufficient meetings with co-operatives.

Low turnout of District Union Committee members at meetings;

Lack of co-operative spirit - no commitment;

Strength of C A C U as a competitor

Public Relations with non-Governmental organisations and Government Departments is inadequate;

Many people are unaware of the functions and aims of OCCZIM. This includes Government departments, non-Governmental Organisations and co-operatives;

Drought;

Lack of feasibility studies before loans are granted;

No follow-up of co-operatives given loans;

Defaulting on loan repayments;

Before a co-operative can be registered it must have been operational for some time;

Many defect after completion of courses they are sent to.

(b) PFO'S Constraints (Problems)

Transport - decode has sometimes been helpful;

No identity cards

Inadequate daily allowances - these have been cut by half;

Role of field worker is quickly being reduced to that of problem-solving.

(c) Solution/Suggestions

OCCZIM to have offices at more convenient locations;
A revolving fund to be set up without delay
A strong publicity campaign through media agents will go a long way to increase OCCZIM's membership;
Upgrade quality of produce to increase market share;
Instill commitment through education and training on political awareness;
Introduce some form of bonding for those sent for courses;
Increase the number of meetings with the Provincial Officers, Extension Officers and Co-operative Advisors - this will go a long way to solving problems;
OCCZIM needs to take a firm hand on defaulters - loan repayments;
Provision for education of staff to be made - Provision should extend to the Executive Committee for them to keep abreast of events;
Salaries should be reviewed to be in line with the rising cost of living.

MASHONALAND EAST

(a) Problems faced by Co-operatives

Finance to build market stalls;
N G O's are frustrating OCCZIM's efforts
Marketing and Supply Co-operatives have individualistic attitudes, thus it is difficult to affiliate them with OCCZIM.

(b) Suggestions/Recommendations

A lot of intensive extension work is required for the co-operatives' viability;
A thorough feasibility study on the viability and structure of co-operatives is necessary if OCCZIM is to set up a Union in Chitungwiza and Chinamhora as many of the co-operatives are basically of marketing and supply type, making them more inclined to CACU.
Liaison with DECODE and NGOs is important to avoid duplication of services and to co-ordinate activities;
OCCZIM, as the mother body, has the right to know what NGOs can offer, to what extent and for what purposes;
OCCZIM needs to know information on private contracts that co-operatives have with non-Governmental Organisations which do not support OCCZIM.
OCCZIM should have its own means of transport to facilitate identification of collectives

OCCZIM to forge strong ties with Government so as to avoid contradictions arising from the bureaucratic nature of Government;
Establish Union depots;
Establish a revolving fund;
Pre-registration education is important;
PFO's should work hand in hand with co-operative advisors;
OCCZIM to prove that it identifies with people so as to gain confidence.

MASHONALAND CENTRAL

(a) Problems faced by Co-operatives

Equipment
Finance
Co-operative transport to the market
Registration - therefore they can't apply for loans;
Education and skills (illiteracy)
Inadequate number of follow-ups
Few courses being offered to the co-operatives.

(b) Progress/Success

Market has been established with a boarding school
On education, Zimbabwe project has provided written lectures to co-operatives
A meeting called Inter-Agencies has been set. This meeting is attended by all organisations and Government Ministries involved in the co-operative movement in the province. This avoids duplication of services.
Good relationship with non-Governmental Organisations and Government has been established. They have assisted in terms of transport.

PFO's Problems

Transport inadequacy
Allowances insufficient

(c) Suggestions

Committee meetings within the co-operatives should be encouraged

5. MANICALAND

(a) Problems faced by Co-operatives

Finance - some have donors by the majority do not have support
Health and Food - Christian care is doing its best
Education and Skills are lacking
Registration delays and problems - some have been operating since 1980.
Land-not issued with land permits. Many have been allocated farms
but do not have leasing permits
Squatters creating problems on co-operatives
Trespassing - Model A people cut trees and graze their cattle in Model B.
The latter cannot do anything as they don't have proof to show their
legal entitlement to that land
Schools are far away from co-operatives
Veld fires are frequent
under-utilised capacities - many embarking on small scale gardening.

(b) Suggestions/Solutions

On registration, DECODE must increase its follow-up activities
On education, workshops for co-operators should be arranged and
representation made with the Ministry of Education
On finance, OCCZIM must set up a revolving fund which would lead
to a co-operative bank. This has to be done quickly before donors
leave for Namibia.

(c) PrO's Problems

Finance
Allowances

6. MASVINGO

(a) Problems faced by Co-operatives

Land inadequacy
Premises for buildings not specified or laid out
Equipment and Tools inadequate
Finance/Capital inadequate
Lack of working capital (tailoring co-operatives especially)
Co-operatives are not co-operative in the purchasing of materials
Bakeries cannot cope with demand and yet they work on it on part
time basis (after attending to their fields). Capacity not fully
exploited
Shortage of baking equipment
Inadequate contracts to keep them going (building co-operatives), whilst
existing ones are not paying.

Lack of managerial and technical skills for consumer co-operatives
Overstaffing - hawkers are on the verge of collapsing because of the
conflict arising within
Drought - lack of irrigation water
Availability of flour at reasonable prices

(b) Success/Progress

-Bakeries - good progress, good quality bread and high morale
Potential for expansion since demand outstrips supply
Transport co-operatives are expanding their capacities with additions
to their existing fleets
Market is not a problem.

(c) PFOs Problems

Transport and Allowances

(d) Suggestions

Government should give more contracts to building co-operatives.

MATABELELAND NORTH

(a) Problems encountered by Co-operatives

Drought
Finance
Failure by co-operatives to attend District Union meetings
Pricing problems
Lack of managerial skills.

(b) Suggestions

Co-operatives and Union meetings should be held during the weekends
so as not to disturb co-operatives' activities.

(c) Problems and Success of the PFOs

Success - promoting OCCZIM membership
Problem - transport inadequacy

8. MATABELELAND SOUTH

(a) Common Problems

The common problems faced by almost all the co-operatives visited by the PFO in Matabeleland South Province are related to:

- (i) Lack of skills, Management, Planning, Bookkeeping, etc.
- (ii) Consciousness, unity within the co-operatives
- (iii) Loans or funds to carry on their proposed projects effectively
- (iv) Accommodation - some co-operators live far away from the co-operatives
- (v) Distance from the market, clinics, etc.
- (vi) Irrigation schemes necessary but not available, or not completed due to unknown reasons
- (vii) Dissident and Banditry situation prevailing in the province.

(b) Common success Factors

- (i) They had good harvests in crops like maize, cotton, etc.
- (ii) Organise Trade Fairs to display selected items from the co-operatives
- (iii) Becoming conscious of the role played by OCCZIM.

(c) Constraints and Facilitation to the Field-Workers

(a) Constraints

- (i) Dissident and Banditry situation restricted the PFO in question from visiting 12 of the 21 co-operatives in the province
- (ii) Lack of organisation within the co-operatives, failure to attend meetings by the co-operatives, etc., forced the PFOs to postpone meetings and activities.

(b) Facilitations

- (i) Transport availability
- (ii) The co-operation received from the co-operators.

(d) Quality of reports of co-operatives

- (i) No action plans have been suggested in the reports
- (ii) They are not adequately informative to a person without a sound knowledge of the co-operatives and the art to capture what one would think to be informative, but it should be pointed out that the PFO in his observations lined - up the common problems faced by the co-operatives, making it easy and informative even to a person away from the scene.

The co-operatives should keep their own books, where they should enter the records of their everyday activities, inventory of equipments, stock, consumption norms, production, etc.

Management of Labour force in the fields or area of work to enhance its effective utilisation, not recorded.

(e) Any Other Observations

The co-operators should be taught how the organisations like OCCZIM function and how they can ^affiliate.

Those responsible have to really explain to the co-operators what collective co-operatives are, and how the co-operators should participate in the daily activities, to limit the number of disputes among the co-operators, which usually arise due to ignorance.

They should be politically and ideologically conscious as to know the real objectives of the co-operatives.

GENERAL QUALITY OF REPORTS BY PFO's

The quality of many of the reports leaves much to be desired. However, it should be noted that this poor quality does not necessarily mean that the PFO's are not capable of their fieldwork. For there can be a weak link between what one does and report-writing. In other words, the PFO's may be efficient in fieldwork while lacking in report-writing.

Reports are not sufficiently informative. Many of them are merely showing where a field officer was on a particular day, times, dates and number of meetings attended. They don't state the purpose of the meeting and on some occasions, they do not report what transpired at the meetings. Results from visits and meetings are rarely mentioned. Thus a lot of information is bound to escape a reader totally divorced from the scene through such report-writing.

A field officer is supposed to act as a link, among other duties between OCCZIM and the co-operatives. This is a very important function. Otherwise, OCCZIM will not be able to know the existing state of affairs of its membership. Co-operatives may be presenting their problems in no uncertain terms to the field officer, but such information filters through poor reporting. This can be very dangerous, it may eventually sow seeds of distrust when OCCZIM fails to act because of lack of information, this problem should be rectified urgently.

EXHIBIT 8: RECOMMENDED SALARIES AND CRITERIA USED

In making recommendations about the remuneration of staff, the following issues need to be considered:

1. Employed staff should not be looked upon in the same manner as co-operators.
2. It should be realised that employed staff are technical personnel for whose services OCCZIM will be competing with other private sector organisations and Government departments.
3. Their salaries should therefore be competitive with such organisations and take into account their social security (namely, Pension and Medical Aid). In this respect, it should be obvious that Executive Committee Members, as co-operators, should be in a position whereby their social security is taken care of by schemes on their given co-operatives.

In consideration of the above points and as a result of investigation of emoluments granted to personnel in similar positions in Government and other organisations, the following salary ranges for the full-time employees is recommended:

AVERAGE SCALE

POSITIONS	MINIMUM	MIDDLE	MAXIMU
1. Receptionist/T ypist	210,00	500,00	-
2. Driver	210,00	-	-
3. Bookkeeper	350,00	600,00	1 200,00
Field Officers	500,00	1 000,00	1 500,00
5. National Org. Secretary	500,00	1 000,00	1 500,00
6. Administrator	500,00	1 000,00	1 500,00
7. Project Officer	500,00	1 000,00	1 500,00
8. Education Officer	500,00	1 000,00	1 500,00
9. Editor	500,00	1 000,00	1 500,00

With regards to the actual salaries, OCCZIM should look into the following specific characteristics of its full-time employed staff (see overleaf). Individual characteristics should determine the actual slot or placement of employees in the above salary scales. Such information together with evidence of experience derived from formal interviews would then be the basis for the final salary offered to employees.

OBJECTIVE CRITERIA/PERSONAL POSITION

JOB INVOLVEMENT/SPECIFICATION

POSITION	AGE	NO OF YRS	LEVEL OF EDUCATION	CERTIFICATES
Project Officer	38	5 months	BA Honours Degree	Diploma in Salesmanship Diploma in Science
Receptionist/ Typist	24	4 years	Jnr Certificate	Typing
Bookkeeper	23	3 years	Ordinary Level	Secretarial Course, National Intermediate Diploma in Business Studies
National Organising Secretary	26	3 years	Ordinary Level	Agriculture and Co-op Management Typing and Office Practice
Education Officer	37	4 years	Ordinary Level Advanced Level	Diploma in Marketing, Diploma in Business Administration and Advanced co-operative Management
Driver	39	3 years	Jnr Certificate	Junior Certificate
Field Officer W Munemo	32	2 r years	Ordinary Level	Agriculture
Field Officer R Mukasi	28	2 f years	Jnr Certificate	Junior Certificate
Field Officer P Katsande	25	2	Ordinary Level	Ordinary Level
Field Officer Makani	22	22 years	Ordinary Level	Ordinary Level
Field Officer T Moyo	48	2 years	Standard 6	Standard 6, Administration Group A Mechanics
Field Officer W Shawarira	30	2j years	Ordinary Level	Ordinary Level
Driver	64	2f years	Standard 2	Standard 2
Receptionist/ Typist	25	3 years	Jnr Certificate	Junior Certificate
Executive Comm. C Muropa	33	4 years	Jnr Certificate	Junior Certificate
L Macobo	51	4 years	Jnr Certificate	National Senior Certificate, Diploma in Social Studies
A Ndindah	62	4 years	Standard 6, Teacher	Diploma in Photographs, Journalist Diploma in Trade Unionist
K Rushwaya	32	1 year	Standard 6	Telecommunication
A Chihanga	34	1 year	Standard 6	Business Management/Homecraft Training of Trainees
A Mutindori	24	4 years	Form 1	Cutting and Designing

EXECUTIVE COMMITTEE EMOLUMENTS

In Order to Determine Salaries of Executive Co-nmittee Members, a Number of Principles Have To Be Established

PRINCIPLE I

Working on the spirit of co-operatives and payment according to work done, the Executive Committee salaries must be distinguished into 3 categories, which will receive different levels of emolument.

CATEGORIES ARE:

- (a) Full-time employed (i.e. work done for 8 hours a day for 5 days a week).
- (b) Part-time employed (i.e. on average half the normal full-time working hours.
- (c) Those members performing occasional duties such as, sitting on Executive meetings, National Committee Meetings, Sub-Committees, general overseeing duties, reporting of regional offices and consultative duties in respect of position held (e.g. Treasurer).

PRINCIPLE II

In making these distinctions, however, Executive Committee Members in each of these categories will be paid flat rate of (an equivalent amount of money per month). This is in keeping with the egalitarian principles of the co-operative movement.

PRINCIPLE III

Those working on occasional duties in Category 3 should only receive allowances in respect of actual costs and inconveniences incurred in the performances of such duties.

PRINCIPLE IV

Salaries will only be paid on the assumption that, full-time Executive Committee Members do not receive wages from their respective co-operatives. (Dividends received will not be in question). Otherwise around three quarters of the wages should be remitted to their co-operatives.

PRINCIPLE V

The decision needs to be taken clemocratically by the OCCZIM General Assembly as to whether the salaries of the Executive Committee should compete with those of technical members employed and at what level those should start.

We may now proceed to recommend a guideline of salaries for those in OCCZIVI's employ. However, before proceeding to recommend actual salaries for each individual, it should be noted that the previous salary (\$484,00) already sets the bottom ceiling at which everybody should be, even if this is higher in some cases, than the minimum figures indicated in the above salary scales. (That is, we cannot recommend a reduction in salary for those at the lower end).

Furthermore, taking into account that OCCZIM's staff has not had an increment since the general wage and salary increases pronounced by the Government on July 1, 1985 (15% to 3%), we will have to begin the OCCZIM minimum ceiling by first applying this increment. This should be done on a 12% increase, djs to the current salary level, thus bringing minimum salary to \$542,08. We cannot recommend back-pay of \$542,08 because of shortage of resources. The followinf salaries are recommended:

INDIVIDUAL	SALARIES SUGGESTED by ZIDS	CONTRIBUTION Pension	Medical	TOTAL	SALARIES SUGGESTED by OCCZIM
1. Driver	542,08	26,00	12,50	580,58	542,08
2. Receptionist/Typist	600,00	27,22	12,50	606,80	567,08
3. Bookkeeper	750,00	36,00	13,85	799,85	750,00
4. Makani	600,00	31,20	13,85	695,05	650,00
5. Katsande	650,00	31,20	13,85	695,05	650,00
6. W Shawarira	700,00	31,20	13,85	695,05	650,00
7. W Munemo	800,00	38,40	13,85	752,25	700,00
8. T Moyo	700,00	31,20	13,85	695,05	650,00
9. F Bongwane	750,00	38,40	13,85	752,25	700,00
10. Mukasi	600,00	28,80	12,50	641,00	600,00
11. National Org Secretary	1 000,00	48,00	14,45	1 062,45	1 000,00
12. Projects Officer	1 333,00	63,98	14,45	1 411,43	1 333,00
13. Education Officer	1 100,00	48,00	14,45	1 062,45	1 000,00
14. Editor	900,00		14,45		850,00
15. Chairperson	542,08	26,02	12,50	580,58	542,08
16. Deputy Chairperson	542,08	26,02	12,50	580,58	542,08
17. Secretary	542,08	26,02	12,50	580,58	542,08
18. Treasu-er	542,08	26,02	12,50	580,58	542,08
19. Publicity	542,08	26,02	12,50	580,58	542,08
20. Deputy Publicity	542,08	26,02	12,50	580,58	542,08
21. Exec. Education Officer	542,08	26,02	12,50	580,58	542,08
22. Driver, Byo	650,00	26,02	12,50	580,58	542,08
23. Receptionist/Typist	700,00	28,80	12,50	641,00	600,00

Note that the last column is the actual amount for each person to be set aside by the