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**Technical Assistance Delivery
to Developing Cooperatives**

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TECHNICAL ASSISTANCE DELIVERY
TO DEVELOPING COOPERATIVES

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CONTENTS

Introduction	v
PART 1	
Needs for Development Assistance	1
Concept of Technical Assistance	4
PART 2	
Involvement of Co-operatives in Development Assistance Programs	7
Financing of Direct Involvement	11
Choice of Projects	17
Recruitment of Technical Assistance Advisors	25
Preparations and Arrangements for Assignments	41
Technical Assistance Personnel Abroad	49
Co-ordination of Assistance Efforts	67
Monitoring and Evaluation of Technical Assistance	76
Utilization of Experience	80
PART 3	
Education and Training Components of Development Assistance Programs	87
Activities of the	
Co-operative College, Loughborough, United Kingdom	95
The Plunkett Foundation for Co-operative Studies, Oxford, United Kingdom	102
Some of the Nordic Efforts:	108
Sweden	108
Finland	115
Denmark	119

Moscow Co-operative Institute of the Centrosoyuz	123
The International Institute of Development, Co-operation and Labour Studies, Tel-Aviv, Israel	140
Cyprus Co-operative College	152
The Co-operative Development Centre for Education and Training in Egypt	161
PART 4	
Role of Some International Organizations and UN Agencies	171
International Co-operative Alliance (ICA)	173
Committee for the Promotion of Aid to Co-operatives (COPAC)	183
International Labour Organization (ILO)	188
Food and Agricultural Organization of the United Nations (FAO)	198
PART 5	
Assistance to Co-operative Development in Tanzania and Kenya	205
Co-operative Development in Tanzania	207
Co-operative Development Experience in Kenya	227
PART 6	
Canadian Co-operatives in Developing Countries	251
Involvement of the Co-operative Development Foundation	255
La Compagnie Internationale de Développement Régional Ltée Activities	266
PART 7	
Some Conclusions	279
Lists of Hosts, Contributors and Supporters	286
List of References	296

INTRODUCTION

This report is based on studies of the mechanics of assistance and advisory service delivery by established co-operatives to developing co-operatives, carried out in 1979/1980 in a number of European, Middle-East and African countries and in Canada.

Studies covered technical assistance activities organized and carried out by national or international co-operative organizations, as well as some assistance projects aimed at co-operative development in developing countries which were implemented by governmental or intergovernmental agencies with an active participation of co-operative organizations.

Related and parallel aspects of the study were concerned with the activities and impact of particular co-operative education and training institutions on co-operative development, the role of some international organizations and agencies on the assistance scene, some specific long-term aid deliveries, and presence of Canadian co-operatives in developing countries.

The main method used in gathering information was unstructured interviews and informal discussions with the officials at various levels of national, international co-operative and other organizations and agencies involved. This was augmented by direct observations of co-operative activities at co-operative meetings, courses and seminars as well as daily operations. Some material on specific subject matter has been obtained by corresponding with the officials concerned.

In addition to the field studies and correspondence, public records, publications and related literature were consulted. A list of references is attached as an appendix.

Research was aimed at the approach and techniques used to deliver the intended assistance more than at the content of assistance projects or programs. The main concentration was on purely practical aspects of assistance delivery from outside sources - how the projects are conceived and carried out, what techniques and mechanics are being used to achieve the set goals, what kind of working patterns and relations are established between the donor and recipient, and how all such assistance efforts are managed at both levels, nationally and internationally.

There was no intention or attempt to evaluate or analyze from any theoretical point of view the merits of a variety of development assistance projects studied nor to try to assess the political or related implications or propriety of the projects. Any reflections in the report to the output, effort or impact of development assistance projects are incidental and only secondary to the review of technical aspects of the assistance input.

In order to avoid repetition of similarities in various projects and unnecessary concentration on many singular countries or projects, observations and findings concerned with the main body of the detailed technicalities of assistance delivery are presented in the report by using the aggregate method. It has been felt, however, that separate chapters had to be used in dealing with and presenting information and knowledge obtained on other related subject matters.

It is hoped that this study report, with a short reflection on earlier development and past experiences in the international assistance delivery field, will present a reasonable account of the components that are essential for any technical assistance project or program. An outline of procedures and processes followed by a number of donors when organizing and implementing assistance delivery plans for projects is also provided.

During the research, the author was greatly supported by many of the leading officers and staff at national co-operative organizations and governmental agencies in the United Kingdom, Sweden, U.S.S.R., Finland, Denmark, Cyprus, Israel, Tanzania, Kenya, Egypt and Canada as well as of a number of international organizations and agencies. Their support expanded the sources of

information considerably and eased immensely the difficulties involved in a study trip. The hospitality extended and help provided is herewith gratefully acknowledged. A detailed list of hosts, contributors and supporters is attached as an appendix to the report.

The deepest gratitude is, however, addressed to the International Development Research Centre in Ottawa, Canada for the research award provided that made the study trip possible in the first place, and to Mrs. Louise Rohonczy, Senior Programme Officer at the I.D.R.C., whose increasing, generous care and concern was an inspiration and help in overcoming many obstacles.

The Author

Ottawa, 1981

"The future quality of human life, as well as survival of the human species, will be dependent upon co-operative behaviour along with a concern and respect for the rights of others."

Margaret Mead

PART I

NEEDS FOR DEVELOPMENT ASSISTANCE

CONCEPT OF TECHNICAL ASSISTANCE

NEEDS FOR DEVELOPMENT ASSISTANCE

One of the most significant political and social events of our times took place after the Second World War when most of the colonies became independent states. New power structures, with their own desires and ambitions, and independent from former colonial powers, were born. The Third World came into the global forum on its own.

In order to carry out for their citizens their own distinctive projects and plans, which the colonial administration before had not been too keen to have or had handled from their own point of interest, the new states moved to set up their own legislative, administrative and other needed structures.

High hopes for the future, occasionally even exaggerated ones, have been raised among these people during the struggle for independence. Now new developments and immediate changes accompanied by instant growth and improved living were expected. After the euphoria that followed achievement of independence, the reality confronting this initial enthusiasm and drive was more prosaic.

In their aspirations and attempts to accelerate the economic and social progress of their people, the developing countries were very often faced with an unhappy heritage of the colonial past. The widespread illiteracy, a general shortage of trained manpower at all levels of activities, along with a limitation of available funds for these activities were the most common elements of this heritage.

It was soon recognized that for a necessary and marked success in implementation of development plans, creation of a certain environment was a basic pre-condition. It also became obvious to the developing countries, as well as to the developed countries, that the Third World could not overcome prevailing difficulties within a reasonable time on their own, without some assistance from the international community. In view of the slow progress

observed in their own efforts to improve living conditions and a noted ever-widening gap between themselves and the developed countries, a cry from among the developing nations for outside help in their economic and social development activities, and for a more equalized world, has been universal and continuous.

Development assistance is one of the answers from the more advanced countries to this call for help.

The United Nations (UN) launched their first Technical Assistance Program in 1948. The development assistance idea received further significant stimulation when the President of the United States, Harry Truman, in his 1949 inaugural address strongly proposed such technical assistance as part of the U.S. foreign policy. Other countries followed this lead, and acceptance of programmed development assistance as a form of international relationship, and a means of improving standards of living, spread.

This development assistance to people in the politically dependent areas had been, to some extent, provided earlier by colonial powers; in accordance with their own political and economic considerations.

Now it is a world-wide activity, linked to promotion of peace and security, especially when viewed in relation to the apparent increasing international interdependence. As the late Canadian Prime Minister, Lester B. Pearson stated:

"Indeed there is no greater threat to humanity, no greater danger to peace than that from two thirds of mankind remaining hungry, disillusioned and desperate. Therefore, those who enjoy the greatest capacity, who have already crossed the threshold of economic development, carry a heavy responsibility. Even though the main burden rests and must rest on the governments and peoples of developing countries themselves, their success will depend to a large extent on what the rich are prepared to do to help."
("The Crisis of Development", p. 29)

Development assistance now has become an official and active concern of governments, and non-governmental organizations and agencies. Even countries that have never been colonial powers, nor had any previous direct relations

with the developing countries they are now helping, are now active participants in the delivery of development assistance.

Although not as yet unanimous, the interlocking of world economies and a mutual interdependence is now more and more being recognized. There is a growing realization that the whole of mankind now belongs to a single global community village, even if this concept is at times hard to grasp tangibly.

No one can change this new phenomena caused by the technological revolution, no one can get off this world.

"This is a world in which survival is now the main issue. I often think if we only could see ourselves as we really are, we would see ourselves as members of a rather small space-ship going to infinity, depending upon a rather thin envelope of soil which feeds us, and another little envelope of air which we breathe; and that is all there is between human experiment and extinction.

.

"I think we'll get a better picture if we think of ourselves as mariners in the same ship it is quite small, it is very vulnerable

"If in these conditions we have no solidarity, no compassion, no sense of obligation, no desire to act, no dynamism, no vision, then in that case, we shall sink the ship and we'll go down with it." (Barbara Ward, "Cooperative Digest", Vol. 7/4 - 1964)

It can be said that a response by the advanced countries, to the development needs of the developing countries, is an expressed common concern for a solution of common problems affecting all people.

CONCEPT OF TECHNICAL ASSISTANCE

Over the years, the providing of development assistance to developing countries has come in many different forms and ways:

- capital input has been provided
- materials, equipment, machinery and food donated,
- expertise, professional and advisory services extended,
- education and training opportunities and facilities sponsored.

Development assistance is a combination of all the possible means delivered from abroad to help in a local development process. The subject matter of this report is being limited to provision of support to developing co-operatives. Attention here concerns only that part of development assistance activities that can be brought under the term "technical assistance".

This term initially was used to cover any assistance provided to developing countries to overcome their shortage of trained manpower for a specific task, and sometimes a shortage of equipment. While the term "technical assistance" now is used much more widely to describe different international assistance projects, the basic aims of these projects still are economic and social, although some other components of development assistance might be involved. (Rodney Hill, p.1). There are even suggestions that the term is misleadingly narrow. It is felt that the volume of technical assistance provided, and its increase in proportion to the total development assistance scene, warrants a more fitting term. (Reginald H. Green, p. 29).

Technical assistance now is mainly an intellectual process, which primarily covers a transfer of various kinds of non-capital resources on non-market terms. Among others this includes -- operational and advisory personnel; education and training programs, even needed facilities; research help and surveys, as well as an expansion or creation of these in a local capacity.

Technical assistance comes to a developing country in the form of advice, demonstration or performance; and which at that particular time is not within the capabilities of the requesting country. It is aimed to improve specific techniques, leading to an increasing self-reliance in the various areas of concern. (Walter Ouma Oyugi, p. 102).

The main types of technical assistance may be summarized as follows: (OCDE publ. p. 28).

- a) "ad hoc" advisory work at the level where such advice can make the greatest impact on domestic planning in relation to a particular or general development, or expansion;
- b) broadly based programs of support to sectorial development plans;
- c) integrated technical assistance projects, in support of a specific institution; and
- d) direct technical assistance support for major capital projects.

As for specific assistance made available to developing co-operatives by co-operatives in developed countries, it is classified by the International Co-operative Alliance (Moscow Congress, Paper #2) under six categories;

- a) exchange of information,
- b) provision of expertise,
- c) promotion of education and training,
- d) co-ordination of development activities,
- e) research into ways and means of development, and
- f) finance.

Whatever type of technical assistance is chosen or applied, the basic aims of technical assistance extended are no longer to exploit or further weaken the recipient country, as was experienced during previous times in a colonial relationship. On the contrary, now the purpose and goal of technical assistance programs is to raise, without paternalism, needed technical capacity

and competence; and to upgrade the skills of people to the level which will allow them to help themselves to carry out self-sustaining development activities.

To act as a catalyst for all needed political, social and economic changes in the developing countries -- this is the essence of technical assistance programs.

PART 2

INVOLVEMENT OF CO-OPERATIVES IN DEVELOPMENT
ASSISTANCE PROGRAMS

FINANCING OF DIRECT INVOLVEMENT

CHOICE OF PROJECTS

RECRUITMENT OF TECHNICAL ASSISTANCE ADVISORS

PREPARATIONS AND ARRANGEMENTS FOR ASSIGNMENTS

TECHNICAL ASSISTANCE PERSONNEL ABROAD

CO-ORDINATION OF ASSISTANCE EFFORTS

MONITORING AND EVALUATION OF TECHNICAL ASSISTANCE

UTILIZATION OF EXPERIENCE

INVOLVEMENT OF CO-OPERATIVES IN DEVELOPMENT ASSISTANCE PROGRAMS

The impact of co-operative organizations on economic and social conditions has long been recognized and witnessed in many communities across the globe. It also has been recognized that the aims of an active co-operative concern not only improvement of the material standings of its members and the community, but also an awakening of the membership to their own capacity and capabilities, and their stimulation for new activities based on self-reliance.

There are movements with high social aims; other movements have a wide and strong business orientation. Only the co-operative movement has both, and through carrying out their chosen activities they are trying to achieve a more human community in which the people not only "have more" but also can "be more".

In his article "Co-operatives and the Poor" (p. 63) Dr. Alex Laidlaw has stated that it was not, however, until the period after the end of the Second World War that officials and planners outside the co-operative movement noted these proven specific aspects of co-operative organizations. When this recognition was given additional encouragement by the United Nations, and a number of its agencies, co-operatives came into a new role, especially in respect to plans and development activities of the developing world.

A number of developing nations, in their desire to set up economic structures and institutions more suitable to their national development aspirations and requirements, turned to co-operative organizations. They turned to these tools, in realization of the importance of co-operative activities as useful instruments in development of economic independence for the whole population. They recognized the potential that co-operatives have to stimulate a broadly based development, which, in fact, reaches beyond pure economic gains.

Co-operatives had been established in these countries before. The colonial powers already had promoted and supported co-operatives prior to independence. British activities are in this respect a good example. The British administration had assisted co-operatives in their colonies through a system of co-operative registrars or commissioners; and helped them in legal and other matters, especially concerning establishment of co-operatives and in providing education and training. This system was maintained and continued by the British Government also after World War 2, and its education activities through courses and seminars in Great Britain were even expanded. In varying degrees the British example has been followed by some other colonial administrations.

However, the achievement of independence, and a subsequently assigned particular role in national development plans, presented established co-operatives and the whole matter of co-operative development in a much different perspective.

The high level of recognition given by the United Nations to the co-operative alternative in development activities further enhanced their possible role in developing countries, and internationalized the concern for it.

Unfortunately, it soon turned out that in many developing countries the genuine initial official enthusiasm for co-operative involvement in development had not been combined with a realization that an organization, which is to be based on active participation by self-motivated people, can seldom be successfully organized just by a decree from the top. A co-operative cannot be handed over to anyone by anyone. It can be promoted, it can be supported, but it has to start and grow from efforts of the people concerned.

"A co-operative will be accepted and supported by the majority of its members only when they are able to identify themselves with it, when it harmonizes with the indigenous socio-cultural environment without compromising its basic principles and when it not only promises short term advantages but also offers solutions to wider social and political problems (Report of the Secretary General, U.N. p. 24)."

A rapidly increasing number of formal co-operatives with mushrooming problems soon indicated a need for early corrective assistance from an already well developed co-operative movement in the advanced countries. A sense of obligation on the part of the latter to co-operate with these fledgling creations, and to help them to grow up to their co-operative tasks, brought the international co-operative movement on the scene as a participant in co-operative development programs.

As early as 1946 the Central Committee of the International Co-operative Alliance noted a need for co-operation between the State and co-operative organizations in the postwar economic situation in the world ("Review of International Co-operation," Jan. 1946, p. 9). An active involvement in technical assistance to developing co-operatives was considered by the ICA Congress in Paris, 1954. This was followed by establishment of the ICA Development Fund, and later direct involvement in some development projects.

Further developments led, among others, to establishment of ICA Regional Offices in Asia and Africa. These offices promoted co-operative development in the Regions by facilitating an exchange of information and experience, by providing a forum for discussions among the policy makers and co-operative leaders in the Regions, and by offering education and training opportunities to the developing co-operatives. The role that ICA played in promoting assistance to developing co-operatives, among international organizations and agencies, is another indirect ICA contribution to and involvement with co-operative development.

Promoting a more intensified effort, ICA declared the seventies the Co-operative Development Decade, as a means of

"...marshalling, co-ordinating and channelling resources to co-operative development in the less advanced countries", the resources "being tangible help essential for bringing strength to the young co-operative movements"
(Moscow Congress, Paper No. 2).

More direct and tangible involvement by outside co-operatives in co-operative development programs of developing countries is through ongoing technical assistance provided by national co-operative movements, or by individual co-operative organizations.

In response to the ICA's appeals to all member organizations to increase their technical assistance to developing nations in the field of co-operatives, International Co-operative Alliance members are extending such assistance to particular co-operative development projects either directly, through some joint arrangements with other co-operative organizations, or in co-operation with governmental agencies.

The start of this type of assistance delivery was organized on a nation wide base by the Swedish co-operative movement in the late nineteen sixties, (Mauritz Bonow, p. 6, 10), and has been followed by others. There is an increasing number of co-operative organizations, in a number of advanced countries, now directly involved with co-operative development programs abroad. Some, or all, of the components of the six categories of technical assistance, as classified by the ICA, are provided by activities of these donor organizations according to the requests and needs of recipient countries.

The following chapters will try to present an outline of how contribution of this assistance is perceived, organized and extended.

FINANCING OF DIRECT INVOLVEMENT

The basic and most important input that national and international co-operative movements provide for technical assistance programs to co-operatives in developing countries is not through a direct contribution of funds, but by a transfer of experience, knowledge and know-how accumulated during decades of operations around the globe. Participation in technical assistance delivery, however, makes definite claims on personnel as well as on the financial resources of a donor organization. Making appropriate financial arrangements, enabling anyone to become involved in technical assistance delivery, is the starting point for any project to be undertaken, before any other considerations.

While most of the time personnel needs for the assistance projects can be satisfied within the respective co-operative organizations, the financial requirements can only occasionally be covered by funds that are available within the same organization for disposal outside of general operational objectives. The intended assistance work abroad, especially on a continuous basis, and/or for a prolonged period of time, calls for a considerable commitment of funds. A fund-raising campaign among the co-operative's members to augment whatever funds the co-operative movement or the concerned sectorial co-operative organization may have for this purpose, seems to be a logical answer to the problem, particularly if membership interest is already aroused and their consent to the cause implied.

A proclaimed international solidarity among co-operatives across the globe is generally recognized. This intent is even expressed as one of the essential principles of co-operative organizations:

"all co-operative organizations, in order to best serve the interest of their members and their communities should actively co-operate in a very practical way with other co-operatives at local, national and international levels." ("Annals of Public and Co-operative Economy", p. 228, Vol. XXXVIII/3, 1967).

In reality, generally, it has not been easy for co-operators to find sufficient financial resources within the movement for work abroad.

There are exceptions which prove that a fund-raising campaign, if well organized and promoted, can be a considerable ongoing success. The Swedish case appears to be, among others, a good example for this.

In connection with ICA's Stockholm Congress in 1957, with the main theme of this Congress being support to co-operative movements in developing countries, there was an exhibition set up by the Swedish co-operative movement under the motto "A World Without Boundaries". In an artistic way the exhibition conveyed a message concerning the widening gap between the "have's" and the "have not's", along with a need to assist in development activities of the emerging nations. It was widely commented on by the media, and resulted in a considerable impact on the attitudes of the Swedish people concerning matters underlined at the exhibition.

This in turn served as a base for a fund-raising campaign in 1958 among members of Swedish co-operatives, under the same motto "Without Boundaries". Basic contributions for the start of a co-operative development fund came from the Swedish Consumer Co-operative Union (Kooperativa Förbundet), the initiator and organizer of the campaign, from the Co-operative Women's Guild, Swedish Tenants' Savings and Building Association (HSB), and the Co-operative Insurance Society (Folksam). The Federation of Swedish Farmers (LFR), Union of Oil Co-operative Societies (OK) and others then joined in with their support. (Mauritz Bonow, p. 8).

This fund-raising campaign became an annual event on the Swedish co-operative scene, and between 1958 and 1978 has provided the co-operative movement there with up to 45 million SK for technical assistance delivery abroad. In some years annual contributions have reached well over the 3 million SK mark, a major part of which was provided by voluntary donations from individual members of consumers, farmers and oil users co-operatives.

While this amount is considered small by Swedish co-operators (SCC Report, 1976-1978), in comparison with amounts donated to other types of organiza-

tions (e.g. Red Cross, Save the Children Fund, etc.), nevertheless, it opened up opportunities to the Swedish co-operatives to get into activities abroad on their own account. It also visibly demonstrated the resource possibilities that exist among members of co-operative organizations.

Contributions to the Swedish co-operative development fund have come in a number of different ways. In addition to funds received from the central co-operative bodies and some other organizations, the voluntary consent by members to deductions from patronage dividends has been one of the most common ways, implemented through the central organizations (KF, OK).

The rounding down of payments for products delivered to the five or ten monetary units has been one of the methods effectively used by farmers' co-operatives (LRF).

Regular, on-going deductions from wages and salaries have been chosen as a means of contribution by the employee groups of co-operative organizations. In some cases the amount thus accumulated is matched by a similar amount on the part of the employer (e.g. Folksam).

On occasions, sale of "development assistance cheques" or "certificates" also have been held. Even collection boxes in stores or at particular gatherings have been used.

Apart from demonstrating several ways of tapping resources within the membership of co-operatives, the Swedish movement now is a good example also in showing a certain flexibility on how to deal with the financing of matters in a changing situation.

For years the deductions from patronage dividend payments were the most productive and reliable method for obtaining contributions. However, that method was only reliable as long as co-operatives were in a position to pay dividends. As soon as the dividend situation in consumer co-operatives was affected negatively, the flow of funds for development work abroad was also affected drastically.

To counter this situation, the Swedish Co-operative Centre (SCC), the organization set up to deal with all the matters concerning technical assistance delivery on behalf of the whole Swedish co-operative movement, now is changing the basic tactics in its campaign for funds. While co-operation with the central co-operative organizations remains as the main factor in funding efforts, the approach is now decentralized and directed at primary organizations, particularly in the consumer field. District and local seminars are organized by the SCC representatives to bring detailed information on co-operative assistance work abroad, and the needs involved, directly to elected officials and staff of the local co-operative organizations.

The idea is to sensitize and stimulate the officials, most directly connected with the membership at large, for an active involvement of all members in support of activities carried out abroad on behalf of the Swedish co-operatives.

Local action committees or councils are encouraged and created not only for the financial campaign purposes but also for stimulation of a favourable environment, and for involvement in technical assistance delivery to developing nations in general.

The choice of ways and means to carry out the task is left to local initiative. Support, advice and consultation is available from the SCC, including even some initial financial assistance for the campaign, if needed.

It is felt that this move to the grass roots level can bring about a feeling of personal participation among the individual donors, a more intimate involvement with the developing people in need, and, in turn, strengthen the co-operative movement itself. In carrying out an appeal for funds there is a need to gather and to extend information -- why, what and what for - in total, an educational process in co-operativism for everybody.

The earmarking of particular assistance projects, if possible, as projects supported by particular groups, with visits to such projects and participation of group representatives in monitoring and evaluation of these projects, are other considerations and methods for creating a more direct gratification from the financial involvement. The Swedish Consumer Women's Guild, with its

direct involvement in a particular project in Sri Lanka, is an illustrative case in point. Twinning of co-operatives can be another way of direct involvement.

However, to avoid possible drastic changes in such projects, in case a group's interest for some reason is diminished after a while, a way has to be found that projects are earmarked and administered within the overall technical assistance delivery program.

In addition to internal reasons, which require and justify the co-operative fund-raising campaign, the ability of co-operative movements to have their own financial involvement, at least for some technical assistance projects, has other important aspects.

A co-operative initiative in this direction usually attracts some government funds, and leads to a combined involvement. The Swedish case again, among others, serves as an example in this respect. The Swedish co-operators started on their own, after the 1958 campaign "Without Boundaries", but just a few years later (1962) the Swedish Government too joined in to support co-operative assistance projects carried out by the Swedish co-operative movement. Government help with funds has been on the increase since, permitting a very considerable expansion of assistance initiated by the co-operatives alone.

It can be noted, however, that the aspect of a government moving in with support only after the co-operative movement has accumulated the initial funds is not universally accepted as just. There are opinions (e.g. expressed by La Compagnie Internationale de Développement Régional Ltée. -CIDR-, Canada) that government funds should be routinely provided for assistance to developing co-operatives as much as they are provided for any other development project, according to the accepted government development assistance policy. The co-operative movement would come in with their own funds for specific expansion projects, not the other way around.

It is a fact that the bulk of international aid to co-operative development abroad comes from government sources, and "...is likely to remain government sponsored, government financed and, to a perhaps unfortunate extent, government

managed" (COPAC, p. 3). One might yet hope that the larger a contribution to technical assistance delivery on the part of the co-operative movement, the larger would be its input in the direction of that development.

CHOICE OF PROJECTS

The most often stated goals and motives for assistance provided to developing countries can be grouped under five different headings:

- a) assistance provided in conjunction with security policy, especially important to the major powers;
- b) commercial expectations, where the donor nations wish to increase their trade or investment through foreign aid;
- c) assistance based on a wish to contribute to a development which is similar to that undergone by the donor nation; this kind of assistance is not easy to define but might be termed as cultural assistance, or assistance for "civilizing";
- d) humanitarian assistance - a response to recipient countries in times of acute need or violent events;
- e) aid motivated by a feeling of solidarity; it is assumed that those who have resources should share them with those who do not; occasionally, a kind of guilt-feeling may also have some impact.

Technical assistance to quite an extent is influenced by national external politics and the logic of international relationships. In the official documents of most aid donors, however, the feeling of solidarity is presented as an important motivating factor (Swedish Policy..., 1977, p. 17).

The donors, whatever their basic motivation, all intend to contribute to improvement of living conditions in the recipient countries. They all strive to increase economic and social growth - economic and social equalization, and to stimulate development of a democratic community and to strengthen the economic and political independence of the recipient. Yet, the involvement area and the choice of a particular project for technical assistance delivery most likely will depend on the donor's basic motivation in participating in technical assistance programs. A recognition of shared values and aims, and solidarity with them, is the genuine motivation for co-operatives in developed countries choosing the co-operative development field for their involvement in technical assistance delivery.

For some years the concentration of development assistance was on an increase in economic growth alone, with a hope that resultant economic benefits would be "trickling down" to the population at large. The experience gained during those years revealed, however, that significant improvement within a population depends, among others, on changes which give the people greater opportunities in decision making, implementation of decisions made and sharing in the benefits created.

The assistance emphasis is changed and now is shared between growth and distribution. Co-operatives are among the organizations which do both - they stimulate growth, and they provide a natural base for the distribution of benefits from this growth. To help the developing co-operatives to function better in this respect, establishment of a direct relationship between representative bodies of the donor co-operatives and co-operative agencies at the recipient end is considered to be the most tangible and effective method of technical assistance delivery.

The needs for technical assistance in general, as well as among developing co-operatives, are boundless; so are the requests reaching the probable donors. Particularly in non-colonial countries with well developed co-operative sectors these requests exceed the capabilities of the donors to respond. This calls for a critical assessment of the prospective donors' own, short and long-term plans, intentions and capabilities concerning its activities in developing countries; as well as in the screening of requests, and in establishing priorities and the classifying requests according to these established priorities.

One of the first decisions required at the start of involvement is - what kind of assistance strategy to adopt? The choice is to provide technical assistance in response to any kind of acceptable request as received, from whatever country or field of co-operative activity, as long as the financial and human resources are available (e.g. organizing workshops, helping with education material and facilities, etc), or to concentrate on a particular country, district, type of co-operative or line of activity with an intended continuation of this effort.

The first option can provide an opportunity to serve a variety of acute, immediate organizational or developmental needs with an appropriate input in a number of places of specific advisory services; but without having in return an opportunity to develop much of an ongoing impact, and to accumulate extensive specific experience for wide use elsewhere.

The second option can lead to a closer identification, with an important contribution to the continuous process of gradual development of structures, institutions and people, along with an accumulation of experience having a wider application. In this case, the technical advisor stays longer, trains local people for a take-over, occasionally turns into a doer and provides ongoing advice.

Both types of technical assistance are needed by developing countries. The best solution to problems of choice here could be the division of available financial resources into funds for short-term, specific assistance needs and into other basic funds for ongoing involvement. Such a separation of funds would allow the donor to organize resources to simultaneously serve both types of needs, if so interested.

There is another type of involvement recently gaining prominence, and this is the consultancy. It is really not new but just a further expansion of the follow-up on previous sustained technical assistance delivery. Once the earlier form of involvement has been phased out, further support could be provided by visiting technical advisors-consultants. They would periodically check on activities, assess the situation, study eventual problems, and suggest the steps to be taken by local officials to correct or improve the situation. The consultants might even supervise implementation of the suggested steps, without becoming involved in day-to-day operations.

The evaluation of new plans, feasibility studies, or expansion of activities, could also be a part of this type of technical assistance. Visits could be regular or occasional, but, in any case, always planned and carried out in close, direct co-operation with the recipient.

It is believed, especially by British officials concerned with technical assistance programs, that this is the direction that technical assistance delivery should go.

Apart from the strategy choice and parameters set by the financial resources accumulated by donor co-operatives, there are a number of other factors to be taken into consideration before a decision committing the organization to a particular project is made.

Both the donor and the recipient should make sure that technical assistance activities requested and planned are going to serve important development purposes. Technical assistance delivered at the wrong place and/or at a wrong time may be a complete failure, and total waste of effort and resources.

Co-operation between one movement and another, or country to country, involves the principle that the recipient is entitled to decide on local priorities concerning the application of technical assistance. Yet the donor, on the other hand, is justified in checking on how the suggested projects fit into the general, sectorial or local development plan in the recipient country.

According to co-operators familiar with requests for technical assistance, there has been a relative neglect in preparation of project outlines and plans by the recipient bodies, basically arising from their limited numbers of skilled and professional manpower.

Because of the possible weaknesses caused by this, or for some other reasons, there is an actual need to check submissions; particularly the substantial ones, for a propriety of the ideas introduced, objectives outlined, and the extent of assessment of the present situation. Political and social sensitivities, and environment, are also to be checked. Will the proposed idea work in the given conditions; and what might the further consequences and claims of the initiated development be regarding membership, staff, financial capabilities and external relations?

The agency that introduces a new development into an area has to be quite sensitive and responsible in order to avoid the danger that it may overtake the ability

of people involved in it. Co-operative development takes people as they are, and should help them in a planned way to reach new levels of involvement. It has to be understood by all persons involved, from the beginning, that no development can progress faster than the level of skills and understanding of the involved people permits. Models which have served well for the same task elsewhere most likely will have to be adjusted and adapted to requirements of the environment, and to what the participants already have.

An important factor to be considered is the absorptive capacity of the recipient country and the organization. The recipients sometimes make requests for technical assistance as if there are no claims by the suggested project on their own resources. There is a limit to the amount of technical assistance that any developing country and any recipient organization can absorb and put to efficient use at a particular time. (Maurice Domergue, p. 98)

These limitations are varied; they can be of administrative, financial or of a socio-political nature. The availability of staff for a counterpart role involvement with the project, the need for interpreters, office space, transport, secretarial support, the level of general education, even the presence of a great number of comparatively highly paid foreigners, are among matters which may cause a limitation of the absorptive capacity. These matters also have to be reviewed, the situation assessed and measures included in the project plan to overcome the problem, if at all possible, providing, of course, that the project is otherwise acceptable.

During the investigation phase, it is also necessary to contact other agencies and organizations, both local and from abroad active in the same area, region or country, as the case may be, to familiarize them with the anticipated program of action. Securing integration for collaboration from such related, interested or, in some other way, already involved bodies (political, agricultural, marketing, aid, church, etc.) for the day-to-day technical assistance activities, is another important component of the investigative process.

For success of the proposed technical assistance project, one of the most important factors at this point, however, is a proper definition of the attitude that the government of the particular country may have concerning the role of

co-operatives and their relationship to the government.

It has been recognized that positive development in the newly established states is needed not only in relation to economic need. It is also a political necessity, an unfinished part of the overall revolution. It is therefore only natural that governments take a certain position on all aspects of development activities, including co-operative development. The question is to what degree governments should get involved.

Eli M. Anangisye, in his review of co-operative shops in Africa, states (p. 6-7):

"In Africa, when dealing with the question of who is to take the initiative to start co-operatives, in most cases the immediate reaction to such a question is to look towards the governments and leaders of the independent African countries to play that role. This is natural if one takes into account the historical background. For, so the argument goes, was it not the same leaders who led the African countries to freedom? Is it not the African governments, the argument continues, which are taking the initiative in launching our nations into various new spheres of life and development?"

Reflecting on steps often taken by governments in this respect, the author continues that

"the lesson of experience shows that it is vital to take into account the people who must be invited to participate effectively in launching the co-operatives...Leaders and government officials can encourage and assist people to start co-operatives and they can come to assist those already started. But the actual launching should be left to the people themselves or their mass organizations... In principle, the co-operatives have to be controlled and run by the members themselves. Yet it is difficult for the members to feel really responsible for the co-operatives if someone else has started these co-operatives for them".

According to the Report of the Secretary-General (UN)

"it is important that the co-operative society should move in the direction of social equity, democratic control, self-reliance and independent leadership. It should nurture those human qualities which will give a sense of purpose to the activities of the co-operative, create self-confidence in the members and provide opportunities for exercising their latent talents..(p. 23)."

Co-operatives in the developing countries too often are closely linked to governmental structures, even to the point of becoming parastatal agencies...

"in which the notions of member decision-making, participation and control lose some of their meaning ... In many developing countries a paternalistic attitude towards co-operatives persists, which in a long run, hamper the emergence of people oriented co-operative structure ... (p. 18)"

Before a donor organization commits itself to assistance delivery, it has to have a clear picture of what to expect in this respect and, if conclusions of its review permits the requested involvement without compromising essential co-operative principles, it has to know what to do and how, under the given circumstances.

Investigation of the submitted co-operative assistance proposal and assessment of all factors affecting its implementation should not be carried out from a distance, in isolation. It should be carried out by a representative of the donor on site, in a much broader context than the particular proposal and in relation to the other projects that might be active there, and with knowledge of the ICA. It has even been suggested that staff of the respective ICA Regional Office, who are knowledgeable of conditions in the Region and aware of national plans and projects in the Region, could be directly involved in this investigation.

The result of this investigation and assessment process should be either rejection of the proposal, or an acceptance of the redrafted submission, with confirmed or redefined objectives and possibly a re-arranged or adjusted implementation process.

The donor by this time should be able to indicate the anticipated realistic length and magnitude of involvement with the technical assistance delivery, and to draft a phasing out schedule and the process of it. This, in turn, would enable the recipient to realistically plan their own input and participation, as needed.

From the recipient side some assurance, if at all possible, should be given that no major change of policy will take place in the foreseeable future which could nullify the time, efforts and funds already spent, as has happened occasionally in the past.

It is also the responsibility of the recipient to inform own people concerned before the project is ever started about the objectives of the agreed technical assistance project. People are sensitive in regard to their own problems. Preliminary information on what is to be achieved by implementation of the announced project, if presented in an appropriate manner, may help in preparation of the environment for the activities to come.

When Nordic assistance to co-operatives was started in Kenya, it was programmed on a project basis, responding to particular needs in a particular situation. After some years of experience a system for programming covering particular activities on a country wide basis evolved. If an assistance strategy is chosen which leads to a concentration of technical assistance delivery, it is suggested by those with experience in the assistance field that the Nordic example be followed, and that it be started with a pilot project for a particular task, area or activity. Once satisfied with the initial results, then move on to an expanded involvement.

Whatever the choice of project for technical assistance delivery, - a new project or a new phase of one started earlier - whether small or a comprehensive one, an agreement between the donor and the recipient is to be expressed in a formal document. Signed by both parties this document should cover the co-operative aspect and aims of the project along with the rights and responsibilities on both sides in the fullest detail possible - including the rights and position of technical assistance advisors when arriving, during their stay, and when leaving.

RECRUITMENT OF TECHNICAL ASSISTANCE ADVISORS

The key factors in the success or failure of any technical assistance programs are the technical assistance advisors. They are the catalysts, the ones who are expected to bring to the communities new ideas and to introduce approaches and problem-solving techniques whose efficiency has already been proven in some other situation and location.

Recruitment of appropriate personnel, suitable for these purposes and circumstances, is of the utmost importance. In view of the immense needs and a shortage of resources, the donor is eager to attain the best possible results with the least possible but most effective input.

If men and women, chosen for this task of technical assistance delivery, are not able, for one reason or another, to effect the beginning of the desired changes anticipated by the assistance project, the ensuing consequences could have a negative effect on both the donor and recipient for a long time.

A signed assistance agreement, resulting from a thorough investigation of the request for assistance, involves deployment of technical advisors to carry out that agreement. The plan of assistance, outlined in this agreement will indicate the number of advisors expected on the job.

The larger a project, the wider is the variety of types of advisors needed and the levels of their employment. Depending on the size of a project, there might be requests for top-level policy advisors, planning and/or implementation advisors, local advisors, animators or technicians, etc.

Whatever the type of involvement, be it on a short term or an extended one, each position has to have a well defined and formulated job description. Drafted by the recipient agency or organization, preferably in co-operation with the donor, the job descriptions should be vacancy oriented, detailed documents.

As the job description serves as a basic document for recruitment needs, it has to provide among other points:

- some background information on the position in the total project;
- a precise and detailed outline of the duties assigned to the particular position, including its relationship with others;
- enumeration of requirements concerning qualifications, education and work experience;
- starting date (with alternatives, in case of unexpected delays) and the location of the position;
- an outline of support measures committed to the project by the recipient of the advisor's services.

The precision of a job description at recruitment helps to reduce unnecessary disappointments, later conflicts and frustrations at work.

Collaboration between the donor and recipient agencies in drafting necessary job descriptions could be helpful in avoiding an occasionally observed tendency on the recipients' side to come up with rather stilted job descriptions. These may not state fully the situation as it really is, but rather describe what ought to be. Thus, the requested skills level and resultant requirements are pushed higher than the actual situation warrants. Combined with another sometimes observed tendency of the recipients to overstate educational requirements for the position, (Syd Lyndholm, p. 95, 120) they create additional recruitment difficulties, both insofar as personnel and financial implications are concerned. The field from which the technical advisors are recruited for work with developing co-operatives abroad is rather limited. A further artificial reduction of it doesn't improve results with the intended co-operative work. Without any actual justification, it isn't acceptable to the donor either.

Experience over the years has even shown that higher academic qualifications are not always best matched with other qualifications which are equally important for the successful technical assistance delivery. (Maurice Domergue, p. 110). The observed deficiencies, according to officials familiar with the

scene of technical assistance delivery to developing co-operatives, have been noted more on the side of personal qualities than of professional capacity.

Obviously, professional and technical qualifications are the first ones to look for when recruiting personnel to carry out technical assistance delivery to developing co-operatives. Only a person with knowledge and experience can help others to gain such knowledge. The one who has knowledge and experience is not always, however, capable of transferring accumulated skills to others.

Recruiters have to look for more than just a satisfaction of the technical and educational requirements, set out in a job description, to obtain suitable personnel for effective assistance delivery. One does not have to be the most competent in a particular line of activities to be successful in technical assistance delivery, as long as the person has the special personal qualities, feel for the job and responsiveness to a particular environment.

One of the Swedish technical advisors in Africa described a good technical advisor as a person who is human, who has patience but not self-conceit, who is a bit of a bulldog type, has some flexibility and is not afraid to compromise occasionally.

Several of the first factors for recruiters to ascertain when looking for advisory personnel are motivation of the applicant to have a particular position, and the preliminary awareness and knowledge the applicant already has concerning the technical assistance delivery program and of the particular country. If the basic motivation is that of adventure and/or tourism, the usefulness of such an advisor, even if professionally well qualified, would be short lived. Such motives at the recipient end are detected early, and credibility concerning the advisor's possible input drastically cut.

On the other hand, the demonstration at an interview of some understanding of the problems in the socio-economic and cultural context of the country one wants to work in, as well as of the objectives of the assistance program, is indicative of some characteristics of the personality of that applicant.

The advisors should have an appropriate personality, which permits working sensitively and with patience with people whose level of sophistication and living standards are often below their own, without snobbery, and without projecting an image of a "big boss" or a "know-it-all".

The capacity to impart knowledge and experience and the ability to train one's own replacement and others should be there and a drive to achieve the objectives of the assistance program and of the developing co-operatives.

The advisor shouldn't have the tendency to dominate the project of which he is a part. However, the belief in co-operatives and in the project should be very apparent.

The advisor has to have flexibility, adaptability and ability to carry out the task on own initiative, sometimes in a less structured, occasionally even tinged with corruption, environment than one had been used to at home.

The advisor also has to have a desire and willingness to learn and to understand the internal relationships in the project environment. One has to be able to find ways and means of how to deal with the counteracting and conflicting impact between the often prevailing vertical relationship in community kinship groups, and the horizontal relationship developing due to an awakening of the wider economic interests.

No less important for an advisor is the inner strength to live and work in the middle of human suffering, often present in quite an extreme form, without becoming emotionally overwhelmed to the point of helplessness and hopelessness.

One has to be aware and ready to accept that the position in a developing country may bring about much greater demands on one's abilities and capacities than anything ever experienced back home.

Physical health, serious addictions (e.g. alcoholism) are some of the other considerations in deciding on the suitability of a particular person for the task abroad.

Male or female advisors - this matter generally does not pose a particular problem for the administration of technical assistance programs. Suitability and qualifications are the usual deciding factors in making the choice. In some situations a female advisor may even be more preferable. It does not seem advisable, however, to send or even to propose a female advisor for acceptance to a developing country where the traditions and beliefs do not permit female participation in activities considered to be the male domain. Working conditions in such a case would be difficult and effectiveness very much restricted, if not doubtful.

As for the marital status of advisors, the feeling noted in the Nordic countries as well as in Tanzania and Kenya was preferably towards married advisors with pre-school children. It is felt that a well adjusted family life provides better background for advisor's work activities than the situation is for an advisor who is single. On the other hand, families with internal problems should be avoided, for these problems under the strain of a strange physical and cultural environment, apparently, tend to multiply.

Some researchers of technical assistance programs in East Africa (Dr. R.H. Green, Loxley, etc.) have expressed an opinion that

"perhaps it could be reasonably argued with respect to those (advisors) at higher level that they should share, in broad framework, the ideological persuasion of the regime they serve (Technical Assistance Administration in East Africa, Ed. Yashpal Tandon)".

However, observations in Tanzania, Kenya, Cyprus and Egypt did not indicate that this particular view has received any special attention by the donors involved in these countries, when they recruited their advisory personnel.

It would be an unrealistic expectation to often find all these enumerated needed characteristics and qualities concentrated in single persons. The recruitment process has to try to find people with the best possible combination of these qualities and characteristics.

There are several ways to go about finding needed staff:

- use of roster, or inventory, of available people set up in advance or built up during the expansion of continuous activities.
- utilization of the existing network of working contacts between the donor agency and specialized organizations and institutions.
- approach to consulting firms, if there are such in the co-operative development field, or to organizations of retired officials still interested in some working arrangements (provided, the recipient country does not insist on a certain age limit).
- advertising in co-operative and general newspapers and magazines.
- use of personal contacts.

The recruitment procedures depend on the extent of involvement by a particular co-operative group or government agency participating in the delivery of technical assistance to developing co-operatives.

If involvement is extensive and ongoing (e.g. Swedish or Nordic Projects), the administrative body involved deals with the matter on a regular, continuous basis, making use of a number of methods. In case the involvement is a limited or casual one, on a case to case basis (e.g. by Israel, Cyprus, Canada), the approach to recruitment is less elaborate, occasionally being based just on personal contacts. Some assistance agencies, before moving into action, build up a roster of suitable persons, e.g. The Co-operative Liaison, Education and Research (CLEAR) Unit in Great Britain. In order to fulfill one of the three objectives it is set up for - to provide the input of specialist knowledge and expertise - CLEAR concentrated first on assuring itself a source of available advisors.

In Sweden, the Swedish Co-operative Centre (SCC) is the recruiter of personnel for assistance delivery needs of the Swedish co-operative movement, Swedish International Development Authority (SIDA), and for UN agencies (FAO, ILO, etc.) involved in assistance to developing co-operatives. SCC also helps the Nordic Project recruiters. SIDA supports SCC financially in

these recruitment activities. It also provides SCC with funds for general public information campaigns concerning the Swedish assistance programs abroad, in order to create a favourable climate for such activities within an informed society.

This roster of technical advisors, employed at one time or the other, or of people interested in such assignments, built up over almost two decades of involvement in technical assistance delivery, is the first possible source of manpower the SCC turns to when a request is received.

If a search through the roster does not come up with candidates fitting the requirements outlined in the job description or otherwise recognized, or if suitable persons approached are not interested in the positions offered, SCC resorts to advertising in the Swedish co-operative and general press. These advertisements describe available positions, their relationship to other positions in the program and locations along with salary and other terms of the commitment. Occasional requests might be satisfied through the network of SCC working relations, personal contacts or through some other methods. Recruitment through advertising at certain times of the year is still the basic way.

Those who express definite interest and appear to be suitable in response to such advertisements, are asked by the SCC to attend a pre-recruitment seminar. If the applicant is married, an invitation is also extended to the spouse. The purpose of such a seminar is to provide those interested with an outline of living and working conditions that the advisor and his family will be exposed to in the developing country, to answer all questions that interested applicants may have, and to give them an opportunity to discuss items of concern with advisors who have been there previously. Such seminars reduce the possibilities of misunderstanding of terms and conditions, and of later disappointments. They also help applicants and their spouses to decide whether to apply or not.

Information on formal applications, with attached or available references from former employers (present employers may be approached only when explicitly permitted by the applicant), serves SCC as the basis for a decision

to invite the applicant to an interview.

At the interview the Selection Board, comprised of experienced members of the SCC, assesses the knowledge and experience of applicants in light of the stated requirements of the position, their facilities in the English language according to a set "profile" for that particular position, and decide on their overall suitability for the job. In respect to the latter assessment, it is quite common for the SCC to also use the additional services of a psychologist.

SIDA may arrange further interviews for applicants for positions within programs directly sponsored by it. The final choice of technical advisors for the co-operative field, however, is with the SCC.

Accepted applicants are presented directly, or through the SIDA, to the recipient country for approval. Receipt of this approval is a signal that the selected personnel can start on the final preparatory stage before they are to leave for their postings in the developing country, and to sign the contract concerning their new assignment.

To cut down on time taken up by the approval process, the SCC now invites representatives from the recipient side to take direct part on the Selection Board for these interviews. By this action, an expression of the recipient's opinions during the process is ensured, approval formalities speeded up, and grounds for previously noted occasional uneasiness with the recruitment, oriented to "paper qualifications", considerably reduced.

The recruiting process for needs of the Nordic Projects covers all five participating Nordic countries - Sweden, Norway, Finland, Denmark and Iceland. It is carried out along the same basic lines as by the SCC in Sweden. Administration of the Nordic Project within the Danish International Development Agency (DANIDA) does its search through a roster, arranges advertising of available positions throughout the five countries via national development assistance authorities and co-operative organizations, and is responsible for the overall pre-selection of possible candidates. Initial selection of qualified applicants is carried out by the national development assistance authorities (SIDA, FINIDA, DANIDA, etc.). In Sweden SIDA is assisted by

SCC, but in Finland co-operative organizations are not involved in this process. On some occasions, the pre-selection by a national development assistance authority is carried out by use of provisional interviews.

The final interviews of those judged by the Administration of the Nordic Projects to be acceptable prospects are carried out in English by a special selection team. The selection team is comprised of the Nordic Project Coordinator, the Commissioner of Co-operatives, or another representative of the particular recipient country, and a representative of the Nordic Project Administration. A representative from the national development assistance authority from the country in which the interviews take place may also be part of the team.

Professional capabilities, suitability and English language proficiency are judged by the team from observations gained at interviews; and from references provided by previous employers, and other appropriate outside sources. Services of a psychologist are not used by this recruiting team.

Applicants who have already had experience in developing countries receive a particularly cautious scrutiny. References concerning suitability and effectiveness, or lack of such, in their previous assignments are sought from the respective countries, before deciding on their usefulness and acceptance. These are not only sought from the employing agencies, but also from recipient agencies as well.

Presence of the Commissioner of Co-operatives from the recipient country, or his representative, on a selection team permits immediate clearance of the accepted applicant for the job. Selected personnel can then move into the preparatory stage without any further delay.

Casual, from case to case, or an ongoing but limited involvement with technical assistance delivery to developing co-operatives, initially does not call for large numbers of personnel, nor for explicit, structured recruitment procedures. Such is, for instance, the present situation in Canada.

However, even if the selection of advisors under such circumstances is made by management of the assistance program alone, the search for candidates and evaluation of their qualities basically follows the same methods as used within extensive assistance programs; not excluding the services of a psychologist (e.g. by CIDR, Canada). The proper choice of suitable, effective advisors is critical in any developing situation, and in any assistance delivery program, whether large or small.

There is a common difficulty experienced by all recruiters of technical assistance advisors for co-operatives in developing countries. This difficulty lies in the rather restricted availability of good, suitable and interested candidates for the positions. The larger an assistance project and its needs for personnel, the more this difficulty is felt; but activities having only a limited involvement are not spared the same experience.

It would seem that it should be easy to find the needed candidates among the thousands and thousands of men and women employed by co-operatives. It is not that there might only be a limited number of suitable people among those committed to the co-operative idea and organizations, but a generally noted reluctance on their part to come forward and compete for available positions is the basic cause for such a relatively small, occasionally even marginal, supply of manpower.

Among a variety of valid private reasons for such reluctance, such as: personal situation, family matters, children's education, dislike for strange environment, and salary and living conditions offered, there are also a few specific restraining factors. One of these is job security on return, another - the impact of time spent on an assignment in a developing country on an advisor's career development back home. These two factors have a considerable effect on the situation in donor countries.

While among professionally competent younger employees this concern for job security alone is, possibly, less apparent or expressed, among older ones this is one of the main concerns in their consideration of available opportunities in developing countries.

Older and well experienced employees may be quite willing to respond to the call "to go to a developing country and serve there on behalf of their own country and the co-operative movement", but they are afraid that they will find out later, on their return, that there is no more room for them on the job market at home. Occasionally, this has happened.

This genuine, legitimate concern of their employees has now been recognized by co-operative movements in some countries (e.g. Ko-operative Forbundet and agricultural co-operatives in Sweden, Caisse Populaire movement in Quebec, Canada). It has been formally recommended to the local organizations that they grant a leave of absence to employees who have expressed an interest, and been accepted, to carry out assistance delivery programs decided upon by the movement they are part of. Even if the exact position held by the employee before the project assignment may not be available on return, under terms of the leave of absence there is assurance that the returnee will have similar employment to return to.

While the will to follow this recommendation may not be found in all situations at all times, the recommendation has certainly helped to improve the recruitment situation, at least for the regular two year initial project involvement.

The Caisse Populaire movement in Quebec, Canada extends its leave of absence up to a three year period, which is more realistic in the actual field situation and serves the program better.

An additional assistance to returning advisors, for gradual easing back into regular employment, is provided by some administrations of assistance programs in the form of temporary employment at their home base. For two or three months after a return, the former advisor can be of help in evaluation of programs, preparation of new recruits, or in planning of future projects; as well as using this time for re-orientation to the prospects and possibilities of the back home situation.

Similar positions regarding leave of absence are also often taken by governments whose public servants are willing to accept technical assistance

assignments. Concerning the involvement of public servants, there are already opinions expressed that their part in assistance delivery should be expanded, if needs and experience permit it.

In case an applicant happens to be employed at the time by a private employer, a solution to the problem of job security on return is usually much harder to find.

The problem relating to the impact of an assignment on career development of an advisor is tied to the value attached to experience gained on the assignment. One would like to think that experience, gained while on an assignment in a developing country under different working conditions in a changing environment, would be considered as an advantage and a valuable supplement to career development. Apparently, according to several Nordic and SCC staff people, it is not so among a majority of employers, at least in Nordic countries.

Certainly, there is no general positive recognition. It seems that only in cases where a regular employment position deals with relations abroad, or concerns overseas operations, is such experience considered beneficial. Otherwise, according to the same Nordic observations, experience acquired on technical assistance assignments career-wise does not rate much credit with many employers.

Often the opposite is true. Time spent on such assignments is judged to be a loss from the local career point of view because of a long separation from the regular home employment environment, and all the developmental changes that have taken place there during the advisory service period.

Such an attitude by employers surely doesn't stimulate a desire by employees to look for an opportunity to join technical assistance advisors in developing countries.

In Canada acceptance among co-operatives of the idea of a leave of absence for involvement in work in developing countries may not have the desired universality, but negativeness concerning the validity of such work

experience in developing countries is also not that apparent.

In the United Kingdom, on the other hand, according to a pamphlet published by the CLEAR Unit

"more advanced organizations now fully accept that 'Management Development' is not something that takes place only at the beginning of an employee's career, but is a continuing process throughout his or her working life. For a manager or professional to undertake a project outside his or her own organization, particularly in a contrasting environment, can be a tremendously stimulating experience, giving the person concerned a wider outlook of value to the organization on return to normal duties."

The situation there, possibly because of anticipated consultancy assignments on a short term basis, looks more promising in regard to recruitment; that is - as long as the accent on the term "advanced organizations" in reality does not considerably reduce the actual value of this statement.

Because of the noted negative attitude, leadership of technical assistance work in the Nordic countries, and also in the United Kingdom, are trying to create in the community, and particularly among management of the organizations applicants for work abroad may come from, an understanding that time spent working with the developing co-operatives is beneficial to employees from the co-operative movement and the movement itself. In Sweden, as already mentioned, information programs carried out by SCC concerning developing countries is even financially supported by the government agency - SIDA (SCC Report on Activities 1976-1978).

If co-operatives would live up to the ultimate objectives of the stated principle of "co-operation among co-operatives", it seems reasonable to expect an expansion of ties and relations between co-operative movements from country to country. Accumulated work experience on assignments in developing countries then would have great advantageous effect in that expansion process.

The constant uncertainty with recruitment and the experienced difficulties in obtaining competent people with appropriate skills, at the right time,

has led to consideration of establishing and maintaining permanent basic groups of technical assistance advisors for work with developing co-operatives.

Such a group of suitable trained people, with rich practical experience in a variety of co-operative activities, could be a part of the administrative body of co-operative assistance programs (e.g. SCC, DANIDA, CDF, etc.). Having such a group, as some UN agencies do, the respective administrations would be able to respond to the needs of a country immediately - as soon as their request for assistance is approved. Permanent advisors could also prepare the local ground-work for further expansion of a project, if this is called for; and help the new temporary advisors, brought in for this specific purpose, to adjust to their new environment and responsibilities. Between field assignments these advisors could act as trainers of new personnel on the roster, carry out feasibility studies, project evaluation or work in some administrative capacity at the home base.

The Overseas Development Administration in the United Kingdom has already taken the first steps in such a direction. According to the Co-operative Advisor to the Administration, they are endeavouring to establish a core of co-operative advisors who are very well trained, versatile generalists, willing to commit themselves for a number of years to advisory or consultancy work as temporary public servants. The Administration now has several such advisors ready to respond to requests from developing countries. While waiting for an assignment, or between assignments, they are employed at the ODA in other varied capacities.

With a large number of men and women spending year after year as technical assistance advisors in different countries, there are already signs of the development of a new profession. The recruitment of long-term advisors by the ODA might be another move towards the formalization of such development.

This could be an additional way to ease, at least partially, recruitment difficulties and possibly save some funds for other technical assistance activities at the same time.

Aware of the recruiting difficulties experienced by major donor countries, and the frequent changes of technical assistance advisors in the field, some

Tanzanian and Kenyan co-operators have suggested the use of African co-operators as advisors to co-operatives in some of the developing countries.

It is pointed out that African nationals are already acting as advisors in a variety of activities in neighbouring countries, particularly on behalf of a number of United Nations agencies. There are even discussions as to whether it would not be a good idea for an exchange of technical assistance from one developing country with such facilities to another because of the more likely similarity of problems (Yashpal Tandon, p. 9). It is felt by a number of people that national and international assistance agencies could turn more often to the abilities and readiness of individual developing countries to help each other.

Co-operators in Tanzania and Kenya believe that the co-operative assistance field is one of the areas for which suitable African manpower could now be found and, to a certain extent, utilized by donor countries or organizations in their activities.

Advisors recruited from the co-operative movements in selected African countries, for work in other countries in Africa, would have an advantage over Europeans and others because of their knowledge and understanding of local conditions; and a familiarity with cultural aspects, traditions, customs, and even the facility of the local language on a number of occasions. They would not require a long adjustment or acclimatization period, they could be effective and productive advisors almost immediately. Also, there would not be the high expense, as now exists, in transporting dependents of advisors from far away and returning them at the end of an assignment.

There would be a need to introduce locally recruited advisors to the present procedures, and to the activities of the donor agency on whose behalf they would be working. It is believed however that an intensive briefing seminar could bring everybody up to date concerning programs, the approach used, and existing policies without any particular difficulties.

To indicate the availability of suitable and knowledgeable African advisors, proponents of this specific approach to recruitment refer to activities of

the Regional Office of the International Co-operative Alliance in Tanzania, and several co-operative colleges in developing countries as examples. It is stressed that these were started by European manpower, but now are manned by capable and effective local co-operative specialists. Since this has been possible, it should now be possible to find acceptable candidates for technical assistance delivery to developing co-operatives.

While this idea is supported by some of the European advisors in Tanzania and Kenya, with considerable experience in technical assistance delivery programs in Africa, this support is by no means unanimous. There is not so much doubt as to the technical ability of the well trained African co-operators. The doubts exist concerning acceptance of African advisors by recipients of technical assistance, due to prejudice and the attitudinal barrier which has been noted as an obstacle to technical co-operation among developing countries.

The old hang-up regarding the "own prophet" may also cause great difficulties in establishing the proper authority an advisor needs to ensure a success. A counter argument is presented that a lack of such acceptance, or authority, isn't notable where African specialists are already operating on behalf of some international or other agency.

Another serious argument raised is the concern relative to a "brain drain" from the developing country providing the advisors. Established capabilities should be used, so the argument goes, for the multiplier effect in the advisor's own country, as long as there is an acute need for such activity. Another side of this argument is that assistance in creation of multipliers in a country, where such are scarce or non-existent, appears to be a higher priority.

It would seem to be worthwhile to test suggested additional recruitment possibilities and the arguments presented. A pilot project carried out by an experienced co-operative assistance agency would be beneficial in evaluating this approach.

PREPARATIONS AND ARRANGEMENTS FOR ASSIGNMENTS

There are several steps that have to follow recruitment before the selected advisors are ready to leave for their assignments.

Firstly, they concern a formalization of the relationship between the advisor and the donor organization or agency during the duration of the assignment.

Detailed and specific preparations related to the assignment and the new project environment are a second step in this process.

The final step consists of organizing all arrangements for a timely and orderly departure of the advisor and his family.

Candidates for positions in a developing country, when chosen by the recruiters for the assignment, normally will have a good general idea as to what kind of relationship will exist between themselves and their employer organization or agency; and what is expected from them as advisors, and what they will receive from the employer in return. Pre-interview briefings, or briefings at the time of interviews (e.g. at Nordic recruitment), will have helped to establish or expand this information.

If anything isn't yet fully understood, or if something is specifically desired for the assignment, the time to clarify all aspects of an advisor's involvement is before accepting the offer to work in a developing country.

To officially document the employee/employer relationship, an employment contract is usually signed, or letters of understanding are exchanged. This takes place as soon as medical clearance is obtained by the advisors, if required by the donor agency (e.g. SCC case), and the offer for a particular position has been accepted.

The employment document outlines services expected and where, a specific location or at any place in a particular country, the length of assignment and the administrative set up, including support and back up services during the assignment and upon return; and any arrangements relating to job security. It also outlines the salary level and payment arrangements, insurance and other employee benefits the advisor is entitled to, and details relating to taxation, holidays, family transfer conditions, schools, the housing situation and return privileges.

Salaries are pre-set either according to national patterns, following the UN salary structure, or occasionally set on a project to project basis. To avoid possible misunderstandings, it is important that each advisor has salary and any other monetary arrangements documented prior to commencement of project employment, including any anticipated changes.

In view of safety problems which may exist in some locations where advisors and their families are to be housed, it is also essential to have a clear understanding with regard to the responsibility for appropriate protection arrangements and the costs involved.

No less important is a statement of the rights advisors have concerning the bringing into the country of their assignment, and later taking out on return or the selling to newcomers, of their own belongings and equipment, including a car, without payment of customs duties or other forms of taxation.

As a condition to technical assistance delivery, this type of statement along with a statement concerning the legal protection of advisors should originally be a part of the basic agreement between the recipient government, or other agency, and the donor country. Some advisors feel that an outline of this agreement in their own personal commitment document would also, on occasion, be beneficial.

In discussions with advisors in Africa, regardless of the country they come from, a number of factors pertaining to working and living arrangements are always brought up, either positively or negatively. This seems to indicate the importance attached to a clear understanding of every, even the smallest, detail that may affect the presence of advisors in these countries, where they often work under trying circumstances.

It may not be possible to establish all such details in a formal employment document, but there is a definite need for the employing agency to respond to such concerns in a binding way.

After signing of the employment contract, detailed and specific preparations for the assignment and living in the new working environment are to be carried out. The new advisors and their spouses before leaving to undertake their assignment with the developing co-operatives have to acquire a detailed knowledge about the assistance program delivery, and any circumstances in the particular country where they will be working which will affect their project activities.

The extent of these organizational preparations depend on the size of the technical assistance programs, and the number of advisors to be briefed.

In the case of the Nordic Project, Swedish Co-operative Centre (SCC), British Overseas Development Administration (ODA), or German Friedrich Ebert Stiftung (FES) involvement, there are various formal briefings organized for advisors and spouses. These are arranged in groups and in pairs followed by several weeks of introductory courses at their home institutes, colleges or universities; and later at orientation sessions in the developing countries. Courses in English and the local language are also part of preparatory arrangements.

If the advisors selected for specific technical activities (e.g. accounting, planning, etc.) do not have a co-operative background, a concise course in co-operatives is provided for them.

Canadian involvement in technical assistance delivery to developing co-operatives abroad, being rather recent and comparatively limited, has not yet required such an elaborate set up. Whenever Canadian advisors for developing co-operatives are chosen, they are counselled relative to their assignment, and briefed on anticipated working conditions by administrators of the respective assistance programs. The Co-operative Development Foundation (CDF) occasionally turns to Canadian International Development Agency (CIDA) resources for supplementary briefing. La Compagnie Internationale de Développement Régional Ltée (CIDR) in Quebec, in addition to their initial briefing, employ

the new advisor for a month at Headquarters of the organization. In this way the new advisors prior to leaving on their assignment acquire a deeper understanding of the assistance program, its setting in the designated country, and the method of implementing and carrying it out.

Whatever method or approach used, the purpose of a preparatory phase is to instruct, to inform, and to enlighten. This phase aims to make the advisors and, to some extent, their spouses aware of conditions they are going to be confronted with; and to equip them to the greatest possible extent with applicable knowledge which will enable them to function effectively in the new living and working environment.

The briefing and training should provide the advisors with a realistic assessment of prospects of the assistance program, difficulties to be anticipated and an awareness of previous gains and losses, along with the reasons for these, if the program is already in progress. In the case of the latter, information concerning experience already gained in establishing a proper relationship, and overcoming local resistance, also should be presented - along with an indication of the "pecking order" in the local set up, and, if possible, profiles of some of the significant personalities.

During the preparatory process, advisors should be able to increase their knowledge about:

- the geographical, political, social, cultural and economic structures of the country to which they have been assigned;
- any economic activities, including those carried out by co-operatives, that are taking place within the political background of the country;
- the country's political situation, especially any such factors that will be of significance in their actual working situations.

It is also advantageous, if possible, to learn beforehand something about some of the delicate aspects of the assignment. These might include factors such as local internal politics, power groups, reaction of local people to the outsiders, co-operation, and how the system works.

Learning about the conduct of daily life, professional and private, in the new environment is another component of preparation for the assignment.

During preparations, if arrangements for a longer stay aren't possible, it would be quite useful for each advisor to spend at least a few days at home office of the assistance program administration - to meet various key people, presumably some of them former advisors, and to learn about operations of the whole donor organization.

If there is an opportunity, newly recruited advisors should participate in de-briefing sessions of the returning advisors - with freedom to ask questions and to follow-up on observations or identified problems brought up during these sessions.

It is agreed by those involved in such projects that, on the whole, briefing and other preparatory activities are most effective when persons who already "have been there", both advisors and their spouses, are involved in the process of instruction, information and enlightenment.

In the case of the Nordic and Swedish projects language training is another component of the preparation phase. As the working language in many developing countries is English, the recruits are given, if needed, short (2-4 weeks) concentrated courses to improve their ability to the standards required for the particular working level. Inability to achieve this level of competence may be a cause for termination of employment, even at this stage of the assignment process.

In view of a prevalent need by the advisor to rely on services of an interpreter, particularly in a field situation, sometimes during the preparation stage, advisors should receive instructions on the most effective method of working with an interpreter.

While recipients don't require that advisors should know the language (in developing countries with a number of local languages in use this would be impossible), such knowledge, even at a very basic level at the start, would be a definite help. Even a minimal ability to communicate in the local

language breaks down a barrier, conveys an interest in local people, and provides a favourable starting point from which to build up a local relationship. Often it also serves as a base for further expansion of ability in the language.

It is worthwhile to note that some years ago one Nordic advisor in Tanzania stated:

"I really hope that I am one of the last generation (of technical assistants) who will come from the SIDA without having learned Swahili before starting work. It would have been of much greater help to me if I had known more Swahili. I think no one should come after me who does not know it. I think they should be given what the missionaries get -- a 3½ month intensive course in Nairobi before they come here (Stig Lindholm, p.46)".

The above expressed wish has not come true -- learning the basics of local language has not become mandatory in all cases of co-operative assistance delivery. However, in Tanzania the Nordic advisors at the beginning of their assignment receive an extensive two week training in the Swahili language, with subsequent refresher courses later on. This hasn't yet been the case in Kenya, but some signs indicate it may now change, at least for some field positions.

The advantage of knowledge of local language, especially in positions where advisors have contact with the population at large, is well recognized by advisors. In this respect it might be noted that Swedish International Development Authority (SIDA) advisors receive their Swahili language training in Sweden.

For some assistance delivery programs the final portion of the pre-assignment training phase takes place in the respective developing countries. Nordic, Swedish and German advisors, before they move into their assigned positions, receive their final orientation and training courses right in the countries they are assigned to.

These courses, of five to six weeks duration, alternate between the theory and practice of economics and co-operatives in the area, and the history, culture, traditions and conditions of the country.

For Nordic advisors in Tanzania such an orientation course is held at the Danish Volunteer Training Centre, a residential college, of the Danish Association for International Co-operation at Arusha.

The German advisors receive their training at the Tanzanian Training Centre for German volunteers at Morogoro.

In Kenya, the Ministry of Co-operative Development jointly with the Co-ordinator of the Nordic Project carry out a similar course on their own at Nairobi. In addition to an orientation regarding the country itself and its people, representatives from the Ministry, Nordic personnel and spokesmen from the co-operative movement provide new advisors with a good overview of the present co-operative situation in Kenya; and detail how this was achieved, and exactly what their predecessors have been doing and why.

The Canadian advisors to developing co-operatives do not have such an additional pre-assignment briefing, nor similar learning opportunities at their destinations. They may occasionally receive some assistance in this respect from Canadian officials in charge of development matters at the various Canadian diplomatic missions, or from other Canadian agencies involved in some form of assistance delivery (e.g. Oxfam, Canadian University Services Overseas - CUSO), but there are no organized facilities as mentioned above in the cases of countries involved in larger technical assistance programs.

It may be added that, in the African situation, the Danish Volunteer Training Centre is quite willing to make its training facilities and services available on a regular, or a case to case basis, to any donor country.

In between the pre-assignment activities such as briefings and training, the making of arrangements for passports, visas, vaccinations, etc., it is also necessary to make arrangements for the transportation of advisors, their families and belongings. The employers are responsible for these matters, but often the advisors themselves are directly involved in all those technicalities.

At this point it is important that they receive sound advice about what to send and how, what to take along with them, and what to leave behind and where! The timing of the dispatch of their belongings is also important. In case the families are to follow later, (e.g. families of Nordic advisors go only after the latter are through with their training in recipient countries), there might be additional problems and a need for specific advice and assistance.

For the employer of advisors it may be a very prosaic and tedious involvement, but for the well-being of the advisor and his family on an assignment it warrants equal attention with other components of the preparatory process.

TECHNICAL ASSISTANCE PERSONNEL ABROAD

One month after the technical assistance advisor, selected by CIDR for work with their co-operative credit development project in Africa, has arrived at the assigned location, a representative from the CIDR headquarters in Quebec, Canada arrives for a visit. The purpose of this visit is to assist the new advisor in overcoming the initial environmental and cultural shock, and to help the advisor in easing into the assigned task.

It is generally recognized that a number of adjustments will be necessary in dealing with the different approach to life, different customs, different food, even a different mentality. Briefing and pre-assignment courses make the advisors aware of the need for adaptation and flexibility. To some extent the courses prepare them for the fact that they will not be able to immediately move completely into their positions within the unfamiliar community without first going through some adjustment process. Actual confrontation with the situation in this new environment, as it is in daily life, still represents a very different reality. The talked about and required re-orientation at the beginning can be quite a task.

According to observations made by some African co-operators, occasionally the advisors have arrived, particularly in the earlier years of assistance programs, with an unrealistic conception of the actual situation, either due to overrating or underrating the level of local capabilities. Some advisors may have thought that they were coming to work in a more developed situation and are disappointed at finding that this particular level of development does not exist; and that local skills and knowledge are at a much lower level than anticipated, and the concept one is to stimulate is understood by only a few. Others may have arrived with an attitude that they know it all, and without much regard for the possible accumulation of required knowledge that is already present.

To find one's way to acceptance, co-operation and effectiveness in a strange environment may be a frustrating and trying process, particularly when at the same time adjustments have to be made in the personal lifestyle as well. The spouse, without daily duties and contacts outside the family, may find the adaptation even harder.

In addition to the establishment of a personal status, which to a great extent is of the advisors own making, no less important is clarification of the legal status of advisors in the country of assignment.

The reason for their presence in the country and their actual activities and involvement on one hand set them apart from the members of the diplomatic missions, and on the other from the ordinary tourists or even businessmen.

Despite decades of technical assistance activities, and a variety of national and international organizations and agencies involved, at present there is no established and internationally recognized particular legal status for technical assistance advisors (experts, technicians, or whatever the name given).

In the absence of such recognized status, agreements on technical assistance delivery signed by the donors and recipient governments, or organizations, should provide for this matter (visas, taxation, security, liability, customs, certain legal processes, etc.) to the greatest extent possible. If some unfortunate incidents concerning the status of advisors develop, the documentation of accepted official position relative to such concerns may be of considerable assistance.

Occasionally, as for example in the case of DANIDA, the general agreements for technical assistance and conditions surrounding it are supplemented by special agreements concerning specific aid projects. In such agreements it is even attempted to obtain an exemption for advisors from legal process covering actions undertaken in the course of their official duties (DANIDA Staff Regulations, p. 42).

Some of the recipient countries, in order to avoid a further increase in local resentment against advisors because of their privileged status in

living conditions and considerably higher salaries, may not want to go this extent in confirming their legal status.

In any case, the legal status of the advisors, while on an assignment, is to be officially formulated in as definite a manner as possible, and the advisors have to be made fully aware of this. Further clarification of the situation with the recipient agency they are to work with is advisable upon their arrival.

Advisors arriving in the assignment country as replacements of, or in addition to, advisors already working there are in a more advantageous position than those who come to a developing country to start a specific technical assistance project or program.

The first group join an already developed or, at least, some basic organization with established contacts, a role and position. These advisors, in their own efforts and encountered difficulties in re-orienting and adapting themselves to new environments in order to become effective members of the team, can turn for help and advice to the accumulated experience of others who have previously gone through this same process. Their responsibility is just to fit in a pattern, and to contribute properly to continuation of the ongoing work.

In the other case, advisors arrive at the beginning of an uncharted road. The approach that they choose to the task before them may be quite critical both to their own effectiveness and, possibly, to the whole future of the project or program.

The advisors are on loan to the recipient government or a particular organization. In some ways they become an integral part of it. On the other hand, because of a specific status, proven knowledge and experience, there is a tendency by the recipient, particularly at the field level, to consider the advisors as a source of all answers. If an advisor goes along with this, it might be an abuse of the situation he is involved in. As much so, as if presenting himself as a "know-it-all" and trying to impose personal ideas without any reference to local conditions and circumstances, just because these ideas have worked somewhere else.

No doubt, advisors have to have a certain self-confidence but, for an effective working relationship among people with different traditions, cultural outlooks and social divisions, it has to be combined with modesty and some gift of intuition to understand people and their mental processes.

Before anything else, the advisor in a developing country has to learn the general situation first-hand, to acquaint oneself with the needs and wants in a particular field as seen locally by the different levels of people involved. It is a basic to identify what already exists, what can be used as a base for further development, and what is missing.

Advisors have to remember that the idea of co-operatives in the country they are assigned to is, most likely, a recent import. It is up to the advisors to help to promote assimilation of the idea in such a way that its application does not clash with local cultural values and traditions.

A program of activities has to be worked out in co-operation with authorities of the organization or agency the advisors are attached to. In this process, even if the advisor, as a detached outsider, may identify existing problems better than the local officials, it is more advantageous to develop lead-in discussions on the matter than to come out with authoritarian pronouncements. Experience and technical competence are important, but creation of a proper climate and the inspiration of confidence are also necessary components for fruitful co-operation within a project.

Once in a while in planning a program a local eagerness to cover a lot of matters of importance quickly, without sufficient attention to depth of understanding for a lasting effect, may be noted, or even a tendency to speed up development activities beyond the present capabilities of those involved. Even if the enormity of untouched needs may tempt an advisor to respond to such pressure, in the long run the only right approach is to go gradually, stage by stage, with proper planning and preparation of each step. This truth is to be adhered to, and communicated to others.

In carrying out an assignment the advisors may come across some situations that are less often encountered or apparent at home. They should be aware of a possibility of such situations arising beforehand, which might assist them in finding the best means of dealing with these, once confronted.

The authoritarian type of government present in a number of developing countries often tends to consider, to greater or lesser degree, that co-operative organizations, along with other types of organizations, are their own tools of development. They are looked at not as independent bodies to be supported in carrying out development activities within an approved plan, according to decisions of their membership, but as a direct means of implementation of government policies. (N. Newiger, RIC 71/3-1978). Changes in legislation, whenever considered to be needed, often, instead of reducing, increase the direct government control over co-operatives; otherwise pronounced as the peoples' own development tools. Because of a rather often noted mismanagement, corruption or even embezzlement, effective controls are needed. However, a purely bureaucratic approach to these problems does not stimulate the development of internal, membership initiated and motivated controls; in fact it slows down this type of desirable action.

As a consequence of such a government approach, it seems that an authoritarian attitude is also adopted by some lower level governmental agencies, e.g. parastatals, which like to turn co-operatives into their own subordinated agents. An authoritarian climate is at times also apparent in rather minimal discussions of problems, as well as in a slow decision-making process because of an insufficient delegation of authority. The superior has the authority, he is the boss.

Another occurrence, somewhat related to the complex of the authoritarian attitude, is the occasional misuse of co-operatives by politicians as platforms for their own personal ambitions in the political arena.

Meeting with any of these situations an advisor will have to be quite careful in finding the most appropriate way to carry out the assignment, without becoming directly involved in unnecessary conflicts.

A further disturbing factor that an advisor might find in developing countries is that the officials one has to deal with are not always there because of their abilities, leadership qualities or their capacity for that level of position, but because of some other considerations, political or otherwise. In many such cases their interest in the job, and in the progress of the particular project activity, may be at a much lower level than their interest in the possible financial benefits the position may provide.

An intangible factor to deal with, but nevertheless quite important to the work of an advisor, is the attitude held toward co-operatives by the 'new nobility' of the developing countries. This term, used in discussions by some advisors with a good knowledge of the African situation, describes the top layer of society in these countries, which consists of a highly educated generation of officials and administrators.

This new nobility apparently has adopted its own scale of importance for various areas of activities and professional involvement, with a resulting variety in the degree of status, prestige and glamour attached. It seems that co-operative development isn't considered by the new nobility as being among the most prestigious professional commitments. As a consequence, terms of employment in the co-operative field may not be set out as the most attractive ones, even if government policy may underline the specific role of co-operative development in its overall plans.

To overcome such a gap between the official attitude and the actual status, where this exists, is another significant task for the advisors assigned to deliver technical assistance to developing co-operatives. It is to be remembered that these local technocrats strongly support each other.

There is something else that advisors should not be surprised to encounter, and should be ready for, - their arrival and presence is not always universally welcomed, everywhere and by everybody.

Technical assistance provided to developing countries meets two types of needs. On one hand it acts as a "gapfiller" to supply a manpower demand which cannot be filled internally. On the other hand, it acts as a medium

for the transfer of know-how and skills to a developing country (Report on Nordic Assistance, December 1977, p. 8).

If in earlier years of assistance programs the "gapfilling" by advisors was quite prevalent, the stage has now changed. The advisors in a developing country still may, in part, become performers -- "doers", but their main concern is an advisory role. The Nordic advisors, for instance, are called "participatory advisors". In turn, this role, because of an advanced manpower situation in developing countries, already shows, occasionally, a tendency to transform into a consultancy role.

Whatever the stage that assistance delivery is at, whatever the level of position of the advisor, the main purpose of technical assistance delivery at all times is to build up the local capacity in a particular field, to leave behind an investment of knowledge and experience with those who are going to carry out co-operative development long after the advisors have gone.

For a transfer of knowledge and skills supplied by the advisor to a particular activity some receptive, fertile ground is needed. Some local officials, at whom such transfer efforts are aimed, have to work alongside the advisors for the duration of their stay. The technical assistance advisors usually do not occupy established positions in the recipient organization; they just help officials who do to grow and develop in these positions.

The technical assistance agreements usually call for the presence of such designated officials, named "counterparts". The donors subsequently insist on the setting up of such a counterpart scheme, and on the actual presence of these counterparts on the job. This insistence in practice, however, is not always very adamant and advisors at times work without counterparts. A possible exception in this respect is the British attitude. In their case, a lack of agreed counterparts could result in the cancellation of an initiated technical assistance project by the Overseas Development Administration.

Nevertheless, recognition of the need for a fertile ground, for a target for the transfer of knowledge and skill is universal. The way in which this transfer has been, or should be, carried out by the advisors has often been

debated internationally (e.g. Loxley, Oyugi, Tandon, Lindholm, OECD, etc.).

There are widely held opinions that, in a case where the recipient country or organization intends to replace advisors in the shortest possible time with their own fully authorized officials, a seriously organized and applied counterparting is a necessity. A continuous reliance on manpower from abroad, without pre-planned self-liquidation of that manpower, would be just another form of dependence.

The counterparting scheme may be costly for a developing country at the time, but going without it, or not paying proper attention to the scheme while advisors are present, may be even costlier later because of the retarded manpower development.

Other opinions, while recognizing the need to have personnel with upgraded skills left behind when the advisors leave, consider the counterparting scheme to be wasteful, too costly and not too reliable a way to ensure the desired result. It is felt by those holding such an opinion that, to achieve the same aim, specific training for the group of designated local officials should be organized by the donor country, or the organization and provided under a particular form of technical assistance arrangement.

The counterparting approach is still the most used method of upgrading skills of local staff participating in technical assistance projects. It seems that this direct on-the-job transfer of knowledge, and its rich, personal experience and commitment, is preferred over the impersonal classroom type of training. There is even a question if the latter is at all applicable in the given development situation.

This does not say that there have not been disappointments with the on-the-job transfer of anticipated skills input by technical assistance advisors. On occasion they have been disillusioned by results, as have their employers - the donor agencies or organizations. And on occasion the same disillusionment is felt by officials at the recipients' end.

Information contained in technical assistance literature, and discussions among the advisors in the field and administrators on site and at the home base, as well as among the officials and observers in the developing countries, bring up a number of matters that on occasion have caused concern.

On one side of this subject some of the critical comments are as follows:

- the counterparting scheme has often failed because the recipients have not always lived up to their agreement to provide counterparts;
- counterparts have been transferred, moved around; they left on their own for other jobs;
- counterparts have been placed in positions they are preparing for at the full level of salary for these positions, which did not leave much incentive for a serious participation;
- more local emphasis is put on performance by the advisors in a particular position than on a transfer of knowledge;
- occasionally the recipients did not want "to waste" their manpower, already in short supply, while somebody carried out the activities for them;
- insufficient status, prestige, importance and practical employment terms assigned by the leading layer of the society to designated counterpart positions, particularly to the more distant ones, slowed down the acceptance of such involvement.

On the other side, it is admitted by a number of involved and committed observers in Tanzania, Kenya and elsewhere that responsibilities concerning the counterparting scheme, in some cases, may not have been taken seriously by the recipients of technical assistance, resulting in a casual selection of counterparts and their short attachment.

Some of these observers readily admit that they themselves have greatly benefited from the advisors they have had an opportunity to work with. This has been the case not only because of the knowledge and experience their advisors had, but, they stress, because of the advisor's ability to communicate, to teach and to transfer their knowledge.

Yet they point out that, particularly at the beginning of assistance projects, the advisors from abroad have not always been that competent in training their counterparts. This experience, in turn, sometimes caused the local counterpart to move away. An improper matching of professional levels of skill has also been the cause of occasional misunderstandings, or even conflicts between an advisor and the counterpart.

The administrative moving of advisors from one position to another before completion of a designated level of counterpart training has not helped either, nor similarly, has the premature switching of the counterpart because of some local policy, or for other reasons, to a position of full responsibility.

These same local officials confirm, however, that the situation, over the years, has improved considerably, although they add, there is still further room for additional improvement.

When technical assistance advisors now arrive on the scene to serve long established and larger programs, they are not to the same extent exposed to these problems related to counterparting. The present Nordic Project approach to the transfer of knowledge, for example, is based on systems and a team approach. Everybody involved in a particular function is considered a counterpart and is trained along with all the others.

Where an official-to-official situation is still dominant, specifically in technical assistance projects of a limited size or just starting, problems for the advisors concerning counterparting could be as acute and important as it was elsewhere in earlier projects.

Unless the need is just to assess the situation for the recipient of technical assistance, or to carry out a feasibility study, which calls for a rather short commitment, a two year term is usually the initial length of time for an assignment in a developing country.

With the option commonly available for an extension of the initial period for a further year or two, or occasionally even longer, this initial period often becomes a trial period for both the advisor and the employer, - the

donor organization. Also it reflects the usual term of a leave of absence from the regular employer, where such is applicable.

For UN agencies the initial period for an ongoing involvement with a technical assistance delivery project is even shorter -- only one year, with extension options.

Such arrangements may be convenient for administrative purposes, or may even suit some of the advisors on occasion, but they are looked at quite differently by officials of the recipient.

When the deficiencies of counterparting are discussed with involved persons in developing countries, the length of the assignments of technical assistance advisors also receives some criticism. It is usually stated that the most common term of two years is an insufficient period of time for proper training or upgrading of a counterpart, particularly if this activity calls for the learning of some technical skills (e.g. accounting) during that time.

Disruption of the process by departure of the advisor, once in a while followed by a delayed arrival of the replacement, is not conducive to a successful transfer of knowledge. The process might be further disturbed by a different approach, or even technique, used by the new advisor on the job.

An ideal situation, so it seems, would be if the advisor can stay on the assignment at least until the results of transfer efforts become quite apparent and lasting.

Such an ideal obviously and for many reasons can seldom be reached, if at all. It is felt that the situation would be helped, at least to some degree, by arranging arrival of the replacement advisor to permit a reasonable overlapping of the departure of the previous advisor.

Criticism of the two year term as being too short for real effectiveness is also expressed by administrators of the assistance delivery projects in the field, and even by those advisors staying for a longer period of time.

One of the Nordic Project advisors in the field, with a number of years on assignments and with extended administrative responsibilities within the project, termed a two year commitment as "ridiculous".

It is widely recognized that it usually takes about a year before an advisor can become fully comfortable in a given environment, and is able to function effectively in it. This time is required before the advisor has managed to establish acceptance, a necessary credibility, trust and proper working relationship -- all essential for an advisor's effectiveness to reach its peak.

Some six or seven months later the advisor "starts packing" to leave -- first psychologically, then in fact. Thus out of the two years the actual, really effective involvement of an advisor is considerably reduced.

With a replacement the process is repeated again, with a considerable cost to the donor and the recipient.

Occasionally, the adjustment time might be shorter if the advisor moves into exactly the same work activity as at home, or the advisor becomes a part of an already well established project structure and developed activity pattern. However, even in this instance the relative value of such an advisor would be considerably higher if extended over a longer period of time.

There is some agreement among many of the officials concerned with the qualitative aspect of assistance delivery programs that a starting assignment of three years, instead of two, would be much more beneficial for the recipient, the advisors and their counterparts.

There would then be time enough for beneficial, natural adjustments and adaptation to the new situation, as well as for a gradual planned transfer of knowledge and the unhurried reception and adoption of it. A three year term would also provide much greater stability for the technical assistance delivery project itself.

The time element concerning the stay of advisors in developing countries may have yet another aspect. On the other side of the value scale, effectiveness

of an advisor may also be affected by too long a stay on a particular assignment.

There seems to be an optimum period for an individual to work on any project (Hill, p.14). It is felt that a four or five year stay on the same project is a maximum for a person to maintain personal experience and flexibility. In order not to lose contact with one's own regular field of employment or profession, advisors, if they want to continue working successfully in developing countries, should return for at least a year to their home base, both for a technical updating of skills as well as for regeneration of their personal drive and a renewal of commitment.

As in the Canadian Arctic, where the officials who come from the "outside" (that is, from the other parts of Canada), after some time become "bushed", the same phenomenon is apparently experienced at times on long assignments in developing countries. Depending on personality and the country where one carried out the assignment, a degree of disillusionment and cynicism could at some point set in which in turn may stagnate the output of affected advisors. An advisor without a realistic perspective on a community and the activities he is a part of may do more harm than good. The break and change is then imperative.

In addition, a time element is applicable, in a somewhat similar sense, to the whole of technical assistance delivery projects or programs. Everything has its cycle, with a proper timing of activities to be allowed for each. This exists without exception in all technical assistance delivery projects, including assistance to developing co-operatives.

At the beginning of technical assistance projects, efforts have often been hampered by an unrealistic approach to the need for an appropriate time scale required by the developing country, or an organization, for reception and adaptation of transferable knowledge, skills and experience.

The modern economy in developed countries, and co-operatives operating within it, took at least a century to evolve. The breakthrough in developing countries was expected, in comparison, to happen almost instantly, without

really allowing people in these countries to gradually overcome the difference between their traditional living patterns and structures, and new demands.

Such is the case of the impact of a two year term. It is now generally recognized that desired changes from a static to a vibrant economy, with a projected role for co-operatives, is not a matter of a few years but requires decades of a development process.

Any organization or agency, planning to participate on an ongoing basis in the stimulation and support of this process, has to anticipate an involvement which extends over a ten to fifteen year period, before a satisfactory local take-off point will be attained.

There should also be a realization from the beginning by all parties involved, and especially by those on the recipient side, that no assistance project can continue forever. Any rearrangement, due to -- internal politics or other alterations; -- a reduction of the project size -- the intensity of response to a rising level of education and the successful build-up of competent local manpower; or -- a winding-down because of reaching the pre-set goals, should be projected when programming technical assistance delivery. The actual implementation of any changes, when an appropriate time or juncture in activities has been reached, is to be planned by the advisors well ahead of time; and with the full knowledge and participation of all parties concerned.

While on their assignments, the advisors are, as stated previously, on loan to the recipient of technical assistance delivery. In some ways they become servants of the recipient, but at the same time they remain employees of the donor. Each side may have some specific claims concerning their relationship with the advisors, particularly if the recipients insist on integration of the advisors into their own structures. On arrival in a country, where their technical assistance delivery assignment to developing co-operatives is to be carried out, the advisors have to be fully aware of their position relative to this dual loyalty that is going to exist.

It is also important to identify the kind of back-up that will be available to the advisors, where it will come from, and how they can obtain it. This is

especially important in case of a conflict, at any level, during their time abroad.

If the assistance project is small, or is just at the beginning, and the number of advisors employed is minimal, matters concerning living and activities in recipient countries can be handled by administration of the donor from their home base. Regular or even occasional visits to the field by representatives from donor headquarters can deal with problems, if such arise, in consultation with the respective recipient body; and can provide any needed support to advisors on a case to case basis.

The administration of Canadian co-operatives' technical assistance delivery efforts to developing co-operatives, at the present time, is at this stage.

With an expansion of activities, and growth in the number of advisors involved, routine administration and policy interpretation matters at the recipient country level become more demanding. The impact of distance between home base and the advisors, on efficiency in handling these matters individually, is felt more and more. This leads to further structuring of the assistance delivery project, and to creation of a certain level of administrative set up in the recipient country.

Such a move provides a definite benefit to smoother running of the project, and to the advisors in their handling of problems with the recipient administration. Back-up services are provided right on the spot, pressures eased and possible conflicts settled quickly.

On the other hand, advisors then have less direct communication with home base; and sometimes they feel that their suggestions or observations do not reach management of the donor organization directly, or are not responded to as directly as anticipated or desired.

Advisors on their assignments are expected to stimulate the involvement of membership in the decision making process of their co-operatives. A genuine acceptance of co-operatives by the people -- as really being their own organizations, with a subsequent active participation in them, is one of the basic

aims of an advisor's efforts. It has been pointed out, that "field officers cannot promote participation persuasively if they themselves are mere pawns of "top level" decisions within the employing agency. Field officers, to be truly effective in their job, should have a say in the decision making process within their own organizations." (Konrad Verhagen, RIC, 1/80, p. 25).

There are opinions, particularly among past advisors, which even suggest keeping the administrative set-up as minimal as possible in order to maintain a more open contact with the home base.

The other, possibly less drastic, means considered helpful and practised in minimizing frustrations and keeping in closer touch with their employer, the donor organization, are regular meetings of the advisors. These are held in the countries of assignment for discussion of mutual problems and implementation of policies, and as occasional social gatherings. Circular letters may also be used, and some advisors even have their own publications (e.g. as in the case of Danish volunteers).

A joint annual social and business gathering of advisors and their spouses, as held by the Canadian CIDR in one of the countries of their involvement, is an example of efforts in this direction.

Co-ordinators of the Nordic Projects also hold meetings for their advisors and counterparts. Under certain circumstances involvement of the latter, apparently arranged in response to some political sensitivity, may have a restraining impact on the frankness of discussion. However, in this case the togetherness is preferred.

The Nordic Projects in Tanzania and Kenya can be mentioned as cases where day-to-day administration of assistance delivery to co-operatives is located in the recipient countries.

The advisors on UN co-operative assistance projects, e.g. ILO organized projects, for their part, work in close contact with the UNDP representatives in the recipient countries, and/or with the ILO Regional Offices. They also have regular support and monitoring visits from ILO Headquarters. SCC advisors receive their back-up service from the SCC Stockholm office. Occasionally

they may turn to the nearest Nordic Project Administration, or to the ICA Regional office.

Continuity of technical assistance delivery to developing co-operatives by a sizeable number of advisors, with administration of their activities located in the recipient country may create some concern among authorities of that country about a "state within the state".

In order to avoid this, the Nordic Project administration and their network of advisors in Tanzania and Kenya are now completely integrated within the structure of the respective Ministry dealing with co-operative matters. Where advisors are assigned to positions under the direct influence of this Ministry, the possibility of parallelism between the Ministry and Nordic activities is avoided. Working at cross purposes is also eliminated due to the establishment of immediate co-ordination.

Where some of the advisors, being a part of the same assistance project, are assigned directly to co-operative organizations and institutions, an integration of the project administration within the Ministry may occasionally create a difficult situation for these advisors. The advisors in their work may already have experienced a conflict between their own values, the values of the country they come from and those of the recipient country. When placed directly within co-operative organizations, and, at the same time, under an integrated administration, it may cause them additional uneasiness by putting them in a situation where they may be faced with a conflict between dual loyalties or a subsequent loss of confidence within the organization they are assigned to. The senior official in charge of project administration has to be quite sensitive to such a situation. Occasionally, that official may even have to share this kind of situation himself.

Some representatives of the co-operative movement, on both sides, also feel that a top level counterpart agency in the recipient country, that deals regularly with administration of technical assistance delivery to co-operatives, should not be an exclusive government agency.

They have suggested that the agency, contrary to what is now often the case, should be an independent body, set up specifically for the purpose of using assistance provided to stimulate development of genuine co-operatives from the grass roots level up. It should, however, be comprised of representatives from all interested parties, among them the Ministries concerned and the co-operative movement, and receive financial and other support from all involved.

Having a consensus of opinion from all concerned, such an independent body could be authorized to negotiate co-operative assistance agreements, participate in recruitment of advisors, and jointly with the advisors plan their work and take responsibility for all local arrangements for the advisors while they are in the country. It could monitor activities of the advisors for its own assessment and take part in joint evaluation of the project or program. In addition, it could select trainees for courses and studies, and carry out any other activities required for the fullest possible utilization of technical assistance available to developing co-operatives. An administrative capacity to use provided technical assistance effectively, without a direct involvement of the government bureaucracy, is now available in a number of developing countries.

Governments of developing countries, that have declared support for widely spread co-operative development, working through such an independent administrative body would have one of the best co-ordinated arrangements of supporting advisors in their work. This type of administration would also provide the most appropriate procedure for carrying out development policy under which co-operatives will receive aid and encouragement of an economic, financial, technical, legislative or any other character; without any effect on their independence-- as outlined in the internationally accepted ILO Recommendation 127 (1966). Development of true co-operatives would then take place, without creation of an impression that this is still all a part of government business.

CO-ORDINATION OF ASSISTANCE EFFORTS

Technical assistance advisors, working with developing co-operatives, sooner or later, depending on the country of assignment, will discover that there is a need for a certain co-ordination of activities aimed at co-operative development in a particular area or in the whole country. A need for co-ordination of assistance delivery to developing co-operatives may exist at different levels.

This co-ordination is needed within a particular project itself and/or among the national donor agencies operating out of a particular country.

There is a need for co-ordination of technical assistance in the recipient country, especially if there is no unified authority dealing with co-operatives in that country or if the country is a recipient of assistance from more than one donor, or both.

It is also recognized by a great number of donors that a continuous need exists for a co-ordination of the technical assistance efforts at the international level.

Support for co-operative development comes from a variety of national and international, government and non-government agencies and organizations. In itself this is an encouraging sign of the response to acute needs. However, an involvement of too many people at the same time and place with a diversity of motivation, purpose and approach, but without proper co-ordination is bound to create problems of duplication, over-lapping and a waste of resources. These resources could be used more effectively elsewhere, at places now left wanting. Occasional competition and rivalry between the delivery agencies has undermined efforts of each of them, and even affected the results of their technical assistance projects.

The recipient countries, for their part, have on occasion exploited the

situation, and added to deficiencies of the international assistance delivery scene by simultaneously duplicating their request for assistance to a number of donors.

Because of the multiplicity of assistance agencies, organizations and resources, as well as of the recipients involved, the co-ordination between all their activities is an extremely complex matter. Yet it is recognized by everybody involved that such co-ordination is important and necessary for the ultimate benefit of all participants in technical assistance delivery.

Early in 1971, the Third International Conference on Aid to Co-operatives in Developing Countries (Loughborough, U.K.), among the other, stressed the importance of achieving co-ordination within recipient countries. (Promotion of Co-operatives, FAO, 1974, p.28).

In the same year (1971) the Committee for the Promotion of Aid to Co-operatives (COPAC), now comprising representatives from FAO, ICA, ILO, UN Secretariat, World Council of Credit Unions (WOCCU), International Federation of Agricultural Producers (IFAF) and International Federation of Plantation, Agricultural and Allied Workers (IFPAAW), was established to serve "as a forum for action-oriented consultation between agencies and organizations" leading to an effective collaboration.

A symposium held by COPAC in 1977, and attended by representatives from 32 countries and 63 governmental and non-governmental organizations, again reaffirmed that

"...close consultation and concerted or joint action by all those engaged directly or indirectly in co-operative projects are more than ever necessary at all levels, and particularly among aid giving agencies..."
(COPAC, Report on Symposium, Rome, 1977).

Another large COPAC symposium, held a year later at Saltsjobaden, Sweden, followed up with a statement that

"...in spite of some improvements, the situation is still less than satisfactory..."
(Co-operatives Against Rural Poverty, COPAC, 1978, p. 14).

At the Executive and Central Committee meetings of the ICA, September-October, 1979, at Manchester, U.K., the matter of co-ordination of assistance to developing co-operatives was discussed again. During the budget debates, in view of a shortage of funds, it has been stated that

"the ICA should concentrate on co-ordinating activities of member organizations and other bodies in the Third World" (ICA Central Committee Minutes, 1979).

During their years of involvement with assistance to developing co-operatives ICA, COPAC and the UN agencies, as reported later, have made a certain progress concerning their efforts in co-ordination. That there is still, despite all the conferences, discussions, resolutions, a lot left to achieve is well demonstrated by some anticipated changes on the technical assistance delivery scene in Tanzania during 1980.

A European foundation, already operating in Tanzania in other fields, intended to start co-operation with the Union of Co-operative Societies, the co-operative apex organization in Tanzania, by providing consultation, training, scholarships, and support to the UCS in building up its own structure and assisting in its multipurpose activities. A man-year of support to the UCS' education efforts, aimed at the co-operative credit societies, was also a part of the intended plan.

The Letters of Intent, as stated by a representative of the Foundation, were already submitted to the UCS and the Prime Minister's (Tanzania) office. The project was awaiting final funding approval from the home government.

The administration of an ongoing technical assistance project, sponsored by a group of other European countries, which already served the UCS with several advisors, apparently was not officially informed of pending changes either by the UCS, or by the Government with which they have worked for years, nor by the European foundation. It seems that the Regional Office of ICA, located in Moshi, Tanzania, also was unaware of the UCS/European foundation plans.

The representative of the European foundation stated that they did not intend to compete with anyone, but rather they were going to have a different approach than was being used with the other project. They were going to

work with the other project, but the co-ordination between the two, according to the Foundation representative, was up to the UCS, not to themselves.

It might be added that both organizations have been quite aware of the other's presence in Tanzania, but no contact existed between the two at the time.

It seems, as a member of a diplomatic mission from another country commented on technical assistance delivery -- the bigger the project, the less tendency there is to work with others and to look and check what the others are doing for purposes of co-ordination.

As for co-ordination within the technical assistance delivery project or program, there is a need for this in order to avoid a situation where the advisors not only use their own individual approach, which might be acceptable in given circumstances, but also bring in, in their areas of involvement, their own favourite systems (e.g. internal set-up, accounting methods, education programs, supply arrangements, etc.). Without co-ordination a confusion would develop, especially with a change of advisors. Co-ordination assures continuation of an orderly development, even if there are no overlapping arrangements when the advisors change.

For greater effectiveness of efforts, there is a need for some overall co-ordination of activities, or at least an exchange of experience and information between similar projects carried out by the same donor organization or agency, even if these projects are located in different countries.

It might also be advantageous to have a degree of collaboration with non co-operative donor organizations. Particularly if these are supported by the same government sources, and especially if their assistance activities may at a future date result in involvement of co-operative resources or activities. (Report by the Nordic Co-operative Working Group, 1977, p. 26,44).

A certain amount of national co-ordination is essential if there is more than one donor organization involved in delivery of technical assistance to developing co-operatives (e.g. situation in Canada).

Co-ordination within a project or program, or between similar projects, is the sole responsibility of a donor agency or organization carrying out these projects. In other cases the initiative concerning co-ordination of efforts is expected to come from the national authority on development assistance, especially if that authority adds financial and other support to efforts of the donors. However, in view of the possibility of inadequate administration and co-ordination of technical assistance delivery in the recipient countries, proper co-ordination of assistance efforts at the donors' end is a necessity and an advantage.

At the recipient level, the primary responsibility for co-ordination of technical assistance rests with the government -- which should be handling assistance activities with a reference to general development strategies and to information in regard to requirements and needs at all levels in the country.

One of the first matters to be handled at the government level is an initial co-ordination between the variety of government departments and other agencies which may be concerned with or have claims on co-operatives; so that assistance provided from outside the country can be applied to these co-operatives in a meaningful way, and in line with the role they may have in national plans.

The next consideration is the position of the co-operative movement.

In view of the need for a respect and response to opinions, wishes and plans of the co-operative movement expecting the direct benefit that assistance efforts are intended to achieve -- an independent national body (see the previous chapter) should be authorized to carry out overall co-ordination in the country. Co-ordinated allocation by this body of available assistance according to jointly assessed and prioritized needs, planned in direct collaboration with the donor, could help to maximize and stabilize effectiveness of the technical assistance delivered.

Where the administration of technical assistance in a recipient country is weak, or nonexistent, any co-ordination of efforts seems to be left with the various donor agencies.

In such a case the co-ordination does not have to be a formal arrangement. It is felt by some advisors and officials of co-operative organizations that projects, and particularly larger programs, should then have special donor representatives right in the field. The main task of this representative would be just the co-ordination of work within the involvement sphere of their own organization or agency, and with other agencies present.

If this is not possible, frequent exchange visits by the administrators to other donor agencies, consultations and discussion with these, and even a temporary exchange of some advisors, would be helpful in avoiding a duplication of effort or even working at cross-purposes.

With the variety and immensity of needs facing co-operatives in developing countries, there should be room for everyone willing to help using a co-ordinated approach. The main problem at the field level, it seems, is often the necessity to overcome pride, unwarranted jealousy, and even personality conflicts.

Occasionally, however, signs of insufficient interest in use of co-ordinated assistance efforts from outside sources have also been observed on the part of a recipient country.

Because of a number of considerations, including those of a political nature, co-ordination at the international level is a difficult and delicate matter. It is however the level at which a co-ordination of efforts might be of particular benefit in avoiding the overlapping of technical assistance activities in some places while leaving gaps in others.

COPAC and ICA are the most prominent factors in this respect at the international level. In addition, in the UN system the Advisory Committee on Co-ordination is a mechanism to take care of co-ordination problems among UN agencies involved in technical assistance delivery.

Through consultation and Committee meetings, COPAC provides a forum for member organizations to exchange information on programs and plans of intended assistance to co-operative development. In turn this may help to

avoid a duplication of effort, and implementation of contradictory activities. A symposia on problems of assistance to developing co-operatives, involving representatives from developed and developing countries, and a bulletin on co-operative assistance projects by donor agencies and countries are further means by which COPAC maintains contacts with members and non-members and facilitates a collaboration and co-ordination of activities in the technical assistance delivery field. (Directory of Agencies Assisting Co-operatives in Developing Countries, COPAC, 1978).

Recognizing COPAC and its role, the Report of the UN Secretary General on "National Experience in Promoting the Co-operative Movement (1978; p.27)" suggests that it is an appropriate time

"...to urge that a wider utilization be made of COPAC by the United Nations and its agencies as means of co-ordinating their programs concerning co-operatives, not only with each other but also with the International Co-operative Alliance and with bilateral assistance programs sponsored by Governments and co-operative programs..."

The main impact of the International Co-operative Alliance on co-ordination of co-operative development work is through its membership, as well as through ICA initiative and participation in a number of other international organizations and committees.

The Regional Offices of ICA are especially recognized stimulators of co-ordination of co-operative development work -- by helping to establish priorities, providing centralized services in a region, and marshalling funds and skills in relation to specific agreed objectives. (ICA Moscow Congress, Paper No. 2).

As stated by some leaders and co-operative officials, particularly in East Africa, establishment of ICA offices has made a great contribution to the stabilization of co-operative movements in the Region -- by opening direct ways for an exchange of information and experience pertaining to the development of new ideas and to solutions of problems; not only in their relationships within the established co-operative movements, but also among movements in the Region as well.

Participation by representatives of involved governmental agencies at the Regional Council, committees and seminars have brought about an increased awareness of the variety of activities carried out in a Region, and a certain measure of co-ordination of development plans and activities.

The established ICA procedure in the Region first to submit requests of the national movements for technical assistance to the ICA Regional office for recommendation to a donor, or, at least, filing of a copy of such a request with that Office is a further step in that direction. Combined with contacts the ICA Regional Office has with ILO, FAO and other international representatives in the Region, and with the donor countries, this contributes considerably to a general co-ordination.

To date, neither COPAC nor ICA appear to be strong enough, or rich enough, to have the impact needed for a universal co-ordination of technical assistance delivery to developing co-operatives; especially where bilateral government relations are involved. Debates within COPAC and ICA, and a suggestion by the Secretary-General of the UN, all tend to confirm this. However, activities and achievements of these two international bodies seem to confirm the further possibilities of progress.

A more effective presence and participation in COPAC by all UN agencies involved with co-operative development in developing countries could be the first component of this progress. Apart from a normal desire to receive credit and recognition for their specific input -- which is present within any donor organization or agency and is sometimes a deterrent to joint action -- there may be some administrative or political difficulties that UN agencies will have to overcome to actively take part in COPAC. Still, there should be room for any of these agencies to participate in a co-ordination of activities, which will be beneficial to all.

Another component for progress in co-ordination efforts may be the consolidation of response to the problems by the whole membership of ICA, both in developed as well as in developing countries. The International Co-operative Alliance should try to obtain a general acceptance of, and compliance

with, procedures now to some extent applied on an ICA Regional basis, that all requests for technical assistance, and agreements to provide such help, are dealt with through the ICA structure. Knowledge thus obtained of moves anticipated and planned in the international co-operative development field would provide additional opportunities for a co-ordination of efforts, directly and through joint action with COPAC.

Each and every donor or recipient country, each technical assistance project or program, even each technical assistance advisor involved in assistance delivery, has its own level at which some contribution to the co-ordination of a total effort can be made.

MONITORING AND EVALUATION OF TECHNICAL ASSISTANCE

For purposes of this report the terms "monitoring" and "evaluation" are used basically as defined by the Technical Workshop on Monitoring and Evaluation of Rural Development Projects and Programs (Copenhagen, December 1976), and accepted by the UN agencies dealing with development matters.

According to the definitions established, "monitoring" is the continuous gathering of information on project inputs and objectives, and on conditions and complementary activities that are critical to the success of a project. It utilizes benchmark information collected during the design/preparation phase, and continues throughout the project's lifetime -- when it includes comparison of this information against original objectives and standards. It alerts project management and policymakers to implementation problems requiring corrective action, and it may provide the necessary information for instigation and preparation of an ongoing evaluation.

Evaluation was defined at two levels. "Ongoing evaluation" is the analysis during project implementation of project inputs, effects and developmental impact. The purpose of ongoing evaluation is to provide project management and policymakers with any analytical support that might be necessary to enable them to assess and, if required, adjust policies, objectives, institutional arrangements and resources affecting the project during implementation. Ongoing evaluation studies may also feed into the preparation of other projects.

The "ex-post evaluation" is analysis after completion of a project's effects and impact (or those of a distinct phase of it). Among other things, it may draw on information provided by monitoring and ongoing evaluation, although supplementary special studies may sometimes be needed. The purpose of ex-post evaluation is to provide policymakers with information and analysis. The nature of this reporting will depend on its potential end use and benefits.

It can be said that monitoring and evaluation of a co-operative assistance project are procedures used to critically follow the gradual development of the project, as well as its progress towards the objectives and goals set for it. Such procedures should be an essential part of any project, agreed upon between the donor and the recipient; with desired systems, means and timing outlined at the start of the project.

How well the implementation of a project complies with the progress of other plans and policies at given times is not a particular concern of this procedure; this the respective authorities at the recipient end have to find out for themselves. Evaluators from abroad may have the methods and techniques for the task. It is doubtful however that they will have the needed feeling for, and understanding of, the interaction of local social, cultural and traditional factors; against the background of which such development policy evaluation is to be made.

A donor agency or organization could help the recipient country to set up a needed evaluation mechanism, in case this doesn't already exist. It could assist with some training in evaluation techniques, and might even participate in the evaluation process as consultants. The ultimate responsibility for this kind of evaluation, however, lies with the recipient country.

An exclusive internal responsibility does not mean that recipient representatives have no role to play in evaluation of the technical assistance delivery itself. On the contrary, they have to be an integral, active part of arrangements by which the donor intends to monitor and evaluate inputs, outputs, effect and developmental impact of the project. It is up to them to ensure that the procedure is not just donor oriented.

The procedure used can be separated into four operational phases (Laxman Bandari, p.p. 93,94):

- a) project identification and preparation
- b) appraisal
- c) operational control
- d) assessment of results.

The first two components of this procedure are part of the activities leading to a choice of project (described earlier); when the formulation of intentions, objectives and agreement takes place.

Operational control is implemented in several ways. A reporting system, arranged internally within the project and externally with the recipient body and other involved authorities, should be one of these ways. Each donor, or even each project, may have its own reporting system set up according to the particular circumstances, with the frequency and timing adjusted to specific needs. An important consideration for each project is that it has a definite system which permits a certain stock taking of facts, and the analysis of these at designated times and according to a prearranged pattern.

Inspection visits, interviews and discussions with representatives from the recipient end, periodic joint evaluation field missions under uninvolved leadership, debriefing of returning advisors, and regular desk reviews of accumulated material should be the other elements of operational control.

Developing people have a certain flexibility in their approach to life, and to events around them; accordingly, in operational control and other assessment measures, there should be some flexibility present in the approach to their involvement in technical assistance delivery.

The final phase of the monitoring and evaluation procedures is an assessment of results. At the conclusion of a particular stage of the project, or shortly before or after its final winding up, the whole involvement process should be reviewed jointly by representatives from both sides. Persons involved in it should have a complete understanding of what is being assessed,

and for what and against what. One has to be very careful not to assign to the project being evaluated objectives it never had, nor to ignore changes made to the project or around it during its life. The performance is to be measured not against some ideal, or just a common Western society yardstick, but against the actual facts of the social and political environment of the recipient country.

The value scale is to be agreed upon. There are, however, no mathematical formulas on how to measure the productivity of assistance provided to developing co-operatives; especially when such productivity varies from country to country, depending on the social, cultural and traditional attitudes of each recipient country. The economic gains might be, somehow, quantified. The social outputs and impact of the project, no less important, are much harder to identify and to assess. Yet both are a part of the same total.

There are some technical assistance analysts (e.g. Domergue) who feel that, instead of trying to get answers to questions relating to "what happened", the proper evaluation question would be "what would not have happened if the technical assistance project had not been implemented." It is thought that answers to this type of question might bring about a different form of evaluation information.

This idea doesn't enjoy general acceptance. However, this type of question could be used for evaluation control purposes.

The final phase -- the ex-post evaluation should produce an account of accomplishments, in terms of total project output; compared to the proclaimed plans, objectives and expectations of the project. An analysis of the findings and reasons for these should be part of the ex-post evaluation material.

All information thus obtained is to be fed back into the preparation and administration of further technical assistance projects.

UTILIZATION OF EXPERIENCE

The initial approach to development of co-operatives in developing countries in the early years following World War II was different in comparison to that used now. As it is stated by the ICA (A Report on The Co-operative Development Decade 1971-1980):

"...A distinct change in development theory and practice seems to have taken place during the sixties...During the 1950's the problem was seen as one of transplanting a co-operative system that had developed in Europe into a rather different environment of countries of Asia, Africa and Latin America. After the 21st Congress of the ICA in Lausanne in 1960 it came to be recognized that some modification of the traditional European model might be needed..."

Early experience by technical assistance advisors and donor agencies involved at that time led to a realization of the need for a deeper understanding of this new environment for co-operative development work. Through the daily experience of technical advisors in their work, as well as from the monitoring and evaluation of project activities and the responses created, it was discovered that it wasn't enough just to transfer certain traditional co-operative structures. It was recognized that it was imperative to achieve a better understanding of the specific needs of the people these structures were to serve. This would help in adapting these structures to the existing situation and conditions, and to the mobilizing of latent local human resources around them.

Appropriate use of acquired development knowledge and experience by advisors and donors, in further planning of technical assistance delivery, brought about the needed continuous changes and adjustments in their own approach to tasks already undertaken.

Knowledge about development work is obtained, and experience gathered, by anyone who is involved in technical assistance delivery to developing countries; and this is pertinent at any of its stages.

The primary accumulation of development knowledge and field experience takes place at the level of technical advisors. This is also the level of the most extensive and direct utilization of experience already gained. Their day-in and day-out meetings with the people they are trying to serve is a continuous confrontation with local conditions, social structures and traditions. Different countries, even different regions of the same country, may call for different reactions. A variety of advisory and training approaches used and adapted may result in the development of specific methods for given situations, which could be applicable elsewhere.

The delivery of technical assistance is, in fact, an ongoing learning process on both sides. On the technical advisors side, this process can be further enhanced and expanded by providing them with an opportunity to share their problems, observations and experience with other advisors at regular meetings in the field.

Sometimes there have been complaints from the technical advisors that the knowledge they have acquired, in different forms in the field, is not satisfactorily utilized by the home base (Stig Lindholdm, Yashpal Tandon, private discussions). Regular field meetings would be for them an occasion to consult with each other, and the administration; to compare the approaches employed, and to exchange experiences for possible application in their own positions. These meetings would also give them an opportunity to clarify and summarize their observations, and present their findings in a consolidated manner to their employer for future utilization.

The idea of internal field meetings for utilization of experience acquired could be extended even further to include visits, as mentioned previously, to the related technical assistance projects carried out by other agencies, for joint experience exchange sessions with their advisors.

The regular individual reports by technical assistance advisors, submitted at intervals as set out by their terms of reference, may be their individual contributions concerning the experience obtained. If structured accordingly, such reports not only serve the immediate administrative needs of the project but also enrich the accumulation of knowledge and experience of the donor organization or agency as well.

An individual report should provide an account of the technical assistance delivery process, in a particular case, in such a way that the recipient of the report will be able to judge the developments, the direction of the process, and, in view of total experience with the project, to decide on corrections, changes, or any other action the described experience may call for.

In addition to such current information, the report could have references to specific observations made and knowledge acquired by the advisor that might be a useful supplement to the accumulated experience concerning technical assistance delivery in general.

There are some other ways in which to further utilize the experience of technical assistance advisors, even after their assignments have come to the end.

The final report on their involvement with a particular task could provide the home base with a total overall account of problems encountered under specific conditions, the measures applied in the given situation, reactions and responses noted, and the output and impact of the whole exercise as they observed it. The recommendations that advisors may have for the planning of similar future projects could be a conclusion of this final report.

One of the last steps in winding down an ongoing relationship with the advisors usually is the debriefing. If appropriate, planned in advance, questions are asked, this process should bring out any other useful information the resigning advisors may still have. It is felt however, at least by some former advisors, that the debriefing, lasting only a few hours or even a day, could not adequately cover two or even more years of experience. Most likely it meets the immediate needs of the home base; but for better utilization of the summarized experience, at this point some other debriefing process should

be created.

An extensive, well designed questionnaire, filled out in advance of the debriefing, could improve results considerably.

A more radical proposal concerning the effective utilization of experience of returning advisors calls for their employment for some period at the home base, on a particular research assignment or other institutional involvement with development work (Hill, Domergue).

During this period, the advisors could write up several case studies for training courses; and consolidate and summarize reports of their own experience, and that of the others on the same and possibly other projects, for utilization in future planning and evaluation. They could also use their experience in helping recruitment, preparatory work, public information lectures, publicity and financing campaigns. The donor organization or agency would benefit directly from the latter; but even more so from a more systematized and complete feedback on its past activities and the lessons learned therefrom. Without this kind of arrangement, or some similar mechanism for banking the experience of returning advisors, some valuable information may go to waste.

The advisors on their part would feel an added recognition of their contribution, along with a corresponding increased sense of responsibility; and, as pointed out elsewhere earlier, would have an easier return to their previous employment environment. This, as a side effect, could reflect positively on future recruitment.

At the level of the donor organization or agency specific knowledge of and experience in development activities is gained at the various negotiation, preparatory, monitoring and evaluation stages. National and international contacts and relationships in this field further expand the process.

The more often and effectively that total accumulated knowledge and experience is utilized in project planning, recruitment, preparatory and assignment work, the better the results in local output and impact that the donor can look forward to.

It seems, however, that information and experience banks, now used by the donor organizations and agencies, are not yet developed to the fullest possible level of effectiveness. They are basically at a stage where recorded knowledge and experience, along with all the other information gathered concerning a particular project, is just compiled in the files of that project.

These files provide detailed accounts of what happened, when, how and with what results. If there is a parallel or related project carried out by the same donor, in a neighbouring or even in the same country, these projects will each have their own series of files. A summarization of information, even at a basic level, applicable to all projects, with a crossfiling of such information, is seldom if ever made; nor are there abstracts available for a quick review.

Even such a large information and experience bank as the SCC library has not extended its banking activities to this level. The SCC library basically concentrates on the gathering of all material, in whatever form, that concerns the activities of SCC, or SCC involvement with other technical assistance delivery agencies. The SCC, NORDIC, SIDA and UN reports, documentation, books, or any other material with a reference to SCC participation in any capacity, are gathered and catalogued according to countries, subject matter and titles. Material covering SCC basic involvement in such countries is further subdivided into more detailed classifications, e.g. education, training, management, etc.

The advantage of abstracting or extracting from available material along generally applicable lines, or for specific purposes, has been discussed at SCC but has not as yet been implemented.

One of the more effective ways to learn from the experience of others is through the use of available written material. New advisors however, if interested in finding out more about the donor's previous experience in a particular country, have, as one of them said, "to dig deep into a lot of files" at the home base. If the reports on file are not uniformly patterned, or if they are written according to individually felt priorities, they may not adequately cover all possible aspects concerning a project and could

create further research difficulties for the reader.

Abstraction and consolidation of the accumulated knowledge and experience at home base, particularly when carried out by technical assistance advisors on their return from an assignment, would stimulate further utilization of this experience; and in turn may add to the effectiveness of future technical assistance delivery.

At the international level it has long since been recognized among the many agencies and organizations, involved in assistance delivery to developing co-operatives, that a sharing of knowledge about the development processes would provide an opportunity for the best utilization of experience gained; and would be beneficial to all participants.

These national and international organizations and agencies, especially ICA and COPAC, have spent time, funds and effort in promoting an exchange of experience and views among the parties involved; to help in developing a better understanding of the problems and appropriate responses.

At the present stage of technical assistance delivery, international symposia, conferences, seminars, workshops, exchange visits, action oriented studies and surveys are ways and means used to enable organizations and agencies involved to draw on the lessons from each other's experience.

A statement adopted at the COPAC Symposium (Netherland, 1977), on "The Changing Pattern of Co-operative Development", is, however, quite significant:

"...the need is as great as ever for the clarification, broadening and, above all, adaptation to developing countries' circumstances of the methods and practices of co-operative action..."

Based on "a considerable range of personal experiences encompassing many decades and many countries", this statement seems to imply that experience, gained and tested by the more experienced donor organizations and agencies in the co-operative development field and concerned with assistance delivery methods and approaches, still has not reached all those involved; particularly those just becoming involved.

An information and experience bank, operating at some central point on a continuous basis, would seem to be a natural additional means of expanding the utilization of proven development experience on a global basis.

A great deal of useful information, observations, and knowledge now exists at all levels of involvement with technical assistance delivery. To a greater or lesser degree, depending on systems developed, it is utilized at these levels; but from a global point of view all this wealth of experience is scattered, now available to others only incidentally, at particular meetings, or under special arrangements.

The idea of an information and experience bank concerned with assistance to developing co-operatives is found, however, internationally in the same situation as was the earlier need for co-ordination of assistance efforts. The necessity for such a global bank to link the sources of recorded and available experience and other information with an international co-operative communications network, for ongoing dissemination and utilization, is well acknowledged. Yet the implementation of this idea is still waiting for its day.

How successful technical assistance delivery is, depends on a variety of components in each project. Among them, the effective use of accumulated knowledge and experience pertaining to the process is a component of particular importance. It certainly calls for and deserves specific attention at all levels of involvement.

PART 3

EDUCATION AND TRAINING COMPONENTS OF DEVELOPMENT ASSISTANCE PROGRAMS

ACTIVITIES OF THE

CO-OPERATIVE COLLEGE, LOUGHBOROUGH, UNITED KINGDOM

THE PLUNKETT FOUNDATION OF CO-OPERATIVE STUDIES,
OXFORD, UNITED KINGDOM

SOME NORDIC EFFORTS:

SWEDEN

FINLAND

DENMARK

MOSCOW CO-OPERATIVE INSTITUTE OF THE CENTROSOYUZ

THE INTERNATIONAL INSTITUTE OF DEVELOPMENT,
CO-OPERATION AND LABOUR STUDIES, TEL-AVIV, ISRAEL

CYPRUS CO-OPERATIVE COLLEGE

THE CO-OPERATIVE DEVELOPMENT CENTRE FOR EDUCATION
AND TRAINING IN EGYPT

EDUCATION AND TRAINING COMPONENTS OF DEVELOPMENT AND ASSISTANCE PROGRAMS

Promotion of education and training is one of the six technical assistance categories, as classified by the ICA, available to co-operatives in developing countries. It is also one of the often used forms of technical assistance in co-operative development work as well as one of the most accepted ones among the donor countries and agencies. A number of countries, only marginally, if at all, involved in other types of technical assistance, are very active sponsors of co-operative education and training assistance programs.

No doubt, all of the technical assistance activities, be it exchange of information, work of technical assistance advisors, research projects or any other, contain certain educational or training elements and contribute to an increase of knowledge or skills of the people involved.

This review concerns the technical assistance activities specifically aimed at the promotion and support of co-operative education and training efforts, carried out in the developing countries as well as in the institutions located in the donor countries.

It may be added that the term "education" applies here to the learning process that increases knowledge and widens the horizons of the learner, while the term "training" is used to indicate learning which permits acquiring of new or better particular skills. Both are needed in co-operative development work, both are provided by those special technical assistance programs.

One of the essential principles of co-operative organizations, as formulated by the ICA Commission on Principles, is the recognition of the importance of co-operative education. As stated by that Commission and adopted by the 23rd ICA Congress at Vienna in 1966, all co-operative organizations "should make provisions for the education of their members, officers and employees, and of the general public in the principles and techniques of co-operation, both economic and democratic" ("Annals", p. 228).

In case of developing co-operatives, the education and training of people for membership, leadership and employment in a co-operative is an integral part of co-operative development activities. There is not much value in creation of co-operative organizations if those brought into them have not had an opportunity to learn what it is all about, what role they have in it, what a co-operative organization expects from them, and what they may receive in return.

If co-operatives are considered the appropriate vehicles for organizing people for economic and social purposes in a given situation, a broad, comprehensive, ongoing education and training program is necessary to enable the people involved to use such vehicles in a successful manner. From ignorant, unconcerned individuals, the members, leaders and employees are to be transformed into active, understanding participants with a commitment to the aims and purposes of their co-operative.

Economic and social development could not progress effectively without human development. It is to be recognized, however, when setting up and implementing education and training programs, that the time table of such human development is completely in the individuals' own hands. No development can move ahead faster than the understanding of the people and the level of their skills permits. It is not easy to leap over long years of neglect!

It is equally important to realize that to ensure a lasting success, speed of transformation has to be, sometimes, sacrificed. If a co-operative is imposed prematurely by the outsiders, the result might be nothing more than a "convenience vehicle" for the authorities, with characteristic ineffectiveness and difficulties, but not the people's own, well accepted, attractive tool.

To have co-operative organizations absorbed into the particular culture, not drafted onto it, the co-operative education should not be just an enumeration of co-operative principles, a talk about co-operative history or philosophy, or a memorization of rules and regulations. It should be concerned with giving the involved people an opportunity to discover new mutual approaches to their own specific problems and to learn new techniques applicable or adoptable to their own conditions.

Co-operative education, if necessary, could be even combined with other educational efforts, such as agricultural extension, literacy training, or others. It should always, however, concern itself with helping people to discover themselves, their own capabilities and to increase their ability to carry out a new task or a role in their co-operative and community in the changing economic and social environment around them.

The real strength, and the basis of success, of any co-operative organization, is the relationship the co-operative members have between themselves and the co-operative business they jointly own. Such a relationship does not just happen when a number of people sign some papers to bring a legal entity, named "co-operative", to life or when others fill out their applications to join. It is to be understood by anyone involved that co-operatives are what the members make them. Co-operative education could be the means to create and build up that unique relationship for the benefit of all.

To a certain extent a co-operative education program applies to all three structural elements in a co-operative: to members; elected bodies; as well as the hired staff. It is quite important to carry out such programs jointly for all, for that kind approach to co-operative learning process would stress the unity of the purpose of all elements in a co-operative organization and clarify the relationship between them. Opportunities for a specific education of elected bodies or training of staff members should be provided only after they have benefited from the programs concerning all.

The specific education and training of the elected people is needed to prepare them for their particular leadership role in consolidation and expansion of their own co-operative and co-operative movement in general. The training of staff members is to equip the latter for their daily duties and responsibilities in an environment of a co-operative organization.

The general business development and training programs teach the techniques and methods applicable to profit oriented businesses. To some extent those techniques can be applied to any co-operative enterprise. Such programs, however, do not respond to the specific needs of co-operatives. As the co-operatives serve not only the economic needs but the social purposes as

well, the co-operative staff, particularly at the managerial level, have to respond to both of those aspects. Their training programs, therefore, have to be set up in such a manner that after training they are able to appreciate fully their unique staff role in a co-operative situation and to react accordingly.

The staff training programs also should have a built-in progression factor, leading step-by-step to a formal recognition of the status of a professional in co-operative field.

In discussions of co-operative education and training, the balancing of education efforts is always stressed as an important factor in order to avoid domination of a co-operative by anyone of the three structural elements in that co-operative - staff, leadership, members. The avoidance of such domination at the development stage is of a particular importance.

In developing countries there is another factor of a very crucial nature concerning the developing co-operatives. That is the government department that deals with co-operative matters.

As the staff of such Co-operative Departments also undergoes the co-operative education and training, it is quite essential, for the future of the co-operative movement especially, to establish proper relationship and balance of impact between the Department, and the co-operatives at an early stage. Again, the joint basic, initial co-operative education and training courses for the officials on both sides could help to develop some common bond and purpose, and, hopefully, minimize a possible danger of lack of co-ordination between the two.

Because of a necessity, in many developing countries the education and training programs for co-operatives initially have been handled by the state agencies. At best, the representatives of co-operative organizations have been involved in an advisory capacity. With the progressively increasing strength and self-reliance of the co-operative movement, the governmental role in education process should be gradually diminishing, until the responsibility for planning and implementation of such co-operative education and training programs rests totally with the movement.

This devolution should not be incidental but should be planned from the start of development of co-operatives in the country. Otherwise the continuous, direct, day-to-day involvement and interventions by the government would have a negative impact on the spirit of self-reliance and professed independence, possibly leading to further passivity and a wait-and-see attitude among those whose activity is expected.

It is proven by experience and is well recognized that, in order to turn apathetic people into active, committed participants in the shaping of genuine co-operatives, the movement itself, when well supported, is the best and most appropriate force to carry out the needed, independent human development.

If it is carried out with help from the outside donor involved in assistance delivery regarding co-operative education and training, or by the staff of the concerned co-operative alone, it can be expected in both cases that the approach will be more problem and task oriented than might be under any other arrangements.

As the technical assistance programs, aimed at promotion of co-operative education and training, are the most common among the other forms of technical assistance to developing co-operatives, there are great variations in the extent and scope of these programs.

In some cases the donor organizations or agencies participate with their advisors only in either determination of the actual needs, in planning the courses or in implementation of some particular co-operative education and training activities.

There are also occasions where participation by the donors is restricted to a provision of resource persons for seminars or training courses or just to financial assistance for a particular co-operative education or training project presented to them.

In many situations, however, the technical assistance applies to the whole gamut of the essential education and training components described earlier, including, sometimes, even the creation of permanent training facilities

and ongoing support for them right in the developing countries.

There is also support available for study tours abroad, for attendance at international seminars and workshops by the representatives from developing co-operative movements and provision of opportunities for them to study at the co-operative education and training institutions in the donors' countries and elsewhere. Usually, these are the characteristic elements of assistance provided by those donors, whose main concern in regard to the assistance delivery is the co-operative education and training field.

The particular activities concerning the learning opportunities for developing co-operatives, as carried out by some of the co-operative education institutions and projects, are reviewed in the following chapter. Before turning attention to the details of those activities, it is important first to record some observations in regard to the general aspects of education and training of the representatives from the developing co-operatives outside their own countries.

There is now almost a general agreement among experts and other officials involved in technical assistance delivery on both sides that basic education and training should be carried out in the countries and regions where the knowledge gained is going to be applied. It is believed that the national programs and learning environment could reflect the local realities much better than elsewhere.

If national facilities are not yet available, effective education and training, relevant to circumstances, could preferably be carried out in the countries that already have succeeded in advancing their own co-operative development but otherwise have similar overall economic and social conditions.

A desire is expressed by many people involved with developing co-operatives that donors, specifically concerned with supporting co-operative education and training, could turn more attention to assistance of this aspect of educational efforts.

Certainly, learning abroad is a necessity to obtain the needed specific knowledge and skills otherwise unavailable, or to supplement or complete a well-planned educational cycle. It is felt, by technical advisors and officials of developing co-operative movements alike, that anyone, in any case, before taking courses abroad, should first go through the co-operative education and training process available at home. That should be a definite pre-condition for financial support by any donor, applicable to the individuals from developing countries as well as to the groups willing to attend international courses, seminars or workshops.

A written commitment to stay upon returning with a co-operative movement for a certain minimal time could be another pre-condition.

Another important factor in use of education and training opportunities provided abroad seems to be the proper selection of participants. Mistakes made in this respect result in waste of valuable resources for both parties: the recipient country and the donor.

A symposium on promotion of co-operatives in developing countries, held in Hungary, 1974, (Promotion of Co-operatives, p.63) recommended the following:

"To achieve optimum results, more careful selection should be made of participants for such international training programs; in particular, participants should be selected from those co-operative organizations which have achieved a degree of success and are capable of utilizing the trained personnel upon their return."

For some illustration of the problem it is interesting to quote from the experience of the Polish co-operative movement's involvement in provision of co-operative education and training opportunities for Third World countries. After several seminars, held for the members of co-operatives from developing countries, the Polish co-operators (Barbara Rog-Swiostek, p. 36") found that:

"the recruitment of participants in the seminars proved incorrect: they were selected at a random and the achievements and advantages were not satisfactory".

From that experience, certainly not restricted to Poland alone, the conclusion was (B.R.-S. p. 39):

"...efforts should be made to select the participants in the best possible way, so that they represent an even level of knowledge and education...."

A special emphasis was added there (B.R.-S. p. 39) on the follow-up, stressing the point that the end of the educational event should not be the end of involvement with that particular group:

"...with regard to those who attend seminars, the principle should be adopted that everyone of them, after his return home, will continue to maintain contact with the Polish movement. With this aim in view, they should receive Polish co-operative publications and press. Also Polish diplomatic missions should maintain contacts with them."

The follow-up principle, in one way or the other, is applied also by other co-operative educational institutions.

The co-operative organizations and agencies of developing countries, utilizing the donated international opportunities for education and training of their people, may not always have a part in formulation of the program for a particular course, workshop or seminar. That is regrettable, especially where the training is involved. However, the fact that opportunities are donated should not prevent them from prior evaluation of the announced program with regard to propriety as it relates to local conditions, their own development plans and the general orientation of the intended event. The participants should be selected and sent only after the evaluation has provided positive answers.

There are a number of institutions and projects now in many developed countries willing to provide co-operative education and training opportunities for developing countries as components of development assistance programs. Each one of them has its own approach.

The following review of some of these activities - even if restricted to only a few institutions and projects - may show some of that diversity.

Activities of the
Co-operative College, Loughborough, United Kingdom

Co-operative College at Loughborough, set up some 60 years ago by the British Co-operative Union, is one of the oldest and most popular co-operative education and training institutions in the co-operative world. The graduates of the College can be found all over the globe. They contribute to co-operative activities across the United Kingdom, and they have transferred that knowledge to a number of other developed countries. Many of them could be found in developing countries long before co-operative development became an essential plank of overall development plans. After 1946, and, particularly after the developing countries achieved their independence, the Loughborough Co-operative College had an important role in assisting the developing co-operative movements, as well as the governmental agencies dealing with co-operatives in those countries, to educate and train the necessary personnel.

Co-operative College at Loughborough is a part of the Education Department of the British Co-operative Union. The primary responsibility of the College therefore is to put on the courses to satisfy the education and training needs of the co-operative organizations belonging to the Co-operative Union.

The College tries to respond to those needs as it understands them from the information gathered at meetings with the representatives of the co-operative movement and individual societies, or provided to the College in some other ways.

In compliance with the mandate, and in accordance with perceived needs, the College, year by year, has organized and carried out a variety of short, intensive education and management training courses; provided more extensive, formal middle management courses; and set up a specific training course for university graduates.

Some short courses, lasting a few days or weeks, have served general training purposes. Others dealt with specific technical aspects of jobs or management, or provided the generalists with some concentrated knowledge or skills with regard to a specific concern.

To this category of courses may also be added another - usually a weekend course - for the elected officials, presidents, and the members of the Boards of Directors. The program of these special courses may concern general leadership matters. They may also involve some training in special skills needed for specific situations, e.g. evaluation of budgets, reading financial statements, participating in personnel interviews, etc.

Occasionally, the facilities of the College and services of the teaching staff are also used by some co-operative organizations for their own special short courses, set up by themselves, or in collaboration with the College (e.g. Co-operative Bank courses).

The short courses at the College may have up to 25 participants; however, the usual size of a group is around 10-12. For an expressed need, or if the course has an experimental nature, the College will not hesitate to deal with a group as small as 5 participants. The overall residential capacity of the College is for some 110 students.

For the training of junior management level employees, with proven potential for at least middle management responsibilities, the College, up to 1980, had an extensive and intensive 6 month management course. In 1980 the College, in collaboration with the British Education Council and other bodies concerned with distributive industry, were working on a new distributive management course for co-operatives. As anticipated, the planned replacement would be of a rather high level; a two term, 6 month course, leading to a formal professional designation.

Of a particular interest and significance is the Retail Management Training Scheme for university graduates. The College actively seeks out suitable and interested university graduates and trains them in co-operative philosophy, theory and practice, as well as in the art of management. On graduation, the College places them in positions within the co-operative system at a pre-set

minimum salary.

After a rigorous selection process, a select group of 18 university graduates (in 1980 recruitment action they were chosen from a total of 450 applicants) go through the 6 months intensive, but structurally flexible, study program, which takes place not only in the classroom at the College but with outside co-operative organizations as well.

Teaching methods used include lectures, seminars, group discussions, case studies, elective studies on their own, private tutoring and extensive use of audio-visual and closed circuit TV.

As university graduates often are not sure about their specific interest in the chosen general field, the training program at the College has enough flexibility and time to permit the graduate students to find the particular line of co-operative activities suited to their interests.

To a great extent the course program for the graduates is based on prior discussion of special management needs within the co-operative movement. As far as the College experience indicates, the course is well accepted by co-operative societies. Interested societies keep in touch with the College during the progress of the course and, occasionally, even take over the financial sponsorship of a particular student, chosen by them for employment after the completion of the course.

Another opportunity offered by the College is tailored to the needs of mature adults returning to studies after some years of absence from formal learning. It is a two academic year Diploma course in political, economic and social studies with an added emphasis on co-operation and the co-operative movement. Acceptance to the course is based on proven general knowledge and an ability to proceed with studies, not on formal qualifications.

On this course the College works closely with the University of Nottingham which grants the Diploma upon completion. The course is sponsored by the British Department of Education and Science which provides the needed grants for tuition, board and accommodation fees, as well as personal and dependents'

allowances. A number of correspondence courses are also offered by the College. However, because of a rather minimal interest in such courses, the College has decided to discontinue this activity. It is carrying on at the present only on a holding basis, until some other body is found to assume responsibility for the function.

Doing its part for the Education Department of the Co-operative Union, the College provides a support to the member education programs carried out by the Department. It assists the Union Development Officers, as well as the education officers at the societies level, to organize and implement their education plans and helps to prepare and publish bulletins, pamphlets and other literature. It is interesting to note that the College also keeps its profile, and that of the co-operative idea, high with the general community organizations by participating, whenever an opportunity is given, in their activities.

The arrangements for and the provision of the specific learning opportunities to the officials involved with co-operative activities in the developing countries is the responsibility of a particular unit of the College, the International Co-operative Training Centre.

According to the 1980-81 program of courses at the Centre, in that academic year the students from the developing countries could concentrate their studies on four different areas of involvement with co-operatives. They could aim their efforts for a diploma either in co-operative development and management, co-operative accountancy and financial management, co-operative education and training, or for a certificate in co-operative management and supervision. Before the 1980-81 academic year there were only two courses available - one for a diploma, another for a certificate.

The curricula of the program consists of basic subjects including comparative study of co-operative organizations, management, communications, development policy, accountancy. Some of these subjects in some courses are interchangeable to others, according to the chosen specialization.

In addition to the basic requirements, the students in all study areas have to choose at least three modules from quite a range of advanced or standard modules provided (e.g. curriculum development, co-operative development policy, micro-economics, co-operative or commercial law, development of training materials, auditing, management of co-operative education and training, statistics, etc.) One of the modules chosen must be at the advanced level. (1980-81 Programme of Courses).

A report of about 7,000 words on a special individual study of a subject related to the study area chosen, is also required from the diploma students.

The arrangement of subjects for a certificate studies in co-operative management and supervision is somewhat different and at a different level, although it still basically covers the same wide range (management, co-operative enterprises, accountancy, economics, law, development.)

While it is possible for a student to apply specifically for the certificate course, generally it is reserved for those students who are found to have difficulties to proceed with the diploma courses.

Before the 1980-81 academic year the Centre had also the short term, 3 month specialist courses, covering particular types of co-operatives or activity areas, such as supply and consumer co-operatives, training methods for management, auditing, co-operatives in agriculture, etc. For the time being those short courses have been discontinued to permit the Centre to have time for further development of the expanded diploma and certificate courses.

The opportunities to the students from the developing countries to attend these courses may, at times, be provided by their own governments or by some other national or international sources. In the main, however, these opportunities for them are financed by the British Overseas Development Administration (ODA) from the funds of the regional programs of technical assistance, allotted by the British Government for the needs of the particular countries, or by the British Council.

The applications of the nationally selected candidates are presented by the respective national Department to the British Embassy, the High Commissioner or the British Council representative in the particular country for forwarding to the offices involved. The review of applications for actual admission, once the financial and possible other considerations have been dealt with along the way, takes place at the College.

The qualifications and conditions for the admission to the set courses are, as outlined in the programme pamphlet of the Centre, the following:

"Candidates must be currently working with co-operatives. Candidates for admission to Diploma Courses will need to possess a university degree, or an equivalent qualification, or be able to satisfy the College and University authorities that they are capable of successfully undertaking the course. Candidates in this last category will be selected on the basis of their present position of occupational responsibility, at least two years Co-operative experience and recommendation from the relevant authority in their country. A good standard of English will be expected from all candidates....Examinations will be held after the first two months of the course and the results of those will determine who is to complete a Diploma Course. Those candidates who, on the basis of their examination results, are not allowed to proceed with a Diploma course will spend the following two terms completing the Certificate Course."

The Centre has its own well-qualified and experienced teaching staff but the services of the other College staff members are available as well, including the members of the Co-operative Liaison, Education and Research (CLEAR) Unit, and other outside sources, where applicable. Concerning the granting of diplomas, the Centre collaborates with the Loughborough University of Technology.

The teaching methods used call for classroom work, discussion groups, private tutoring, writing of term essays, use of audio-visual and close circuit television cabinets and library facilities. The experience of the course members is also well utilized; the formal presentation of reports on a country basis, however, is not practised.

The student groups, according to the Centre staff, are strongly motivated, responding well, and with a certain element of healthy competition among them.

During the course some contacts with the British co-operative movement are established by visits to co-operative organizations as well as by the participation in the program of the visiting lecturers from co-operatives. It is hoped such contacts may gradually bring about more closer direct relationship between the British co-operatives and co-operatives in developing countries, not particularly apparent up to now.

Further contacts with the graduates are maintained by the Centre's correspondence with them and by the visits of the O.D.A. personnel on their travels to particular countries. These contacts provide the Centre with the necessary feedback for the future planning of courses and programs. They also may occasionally help the graduates in their work.

It is important to add that, while the present programs have been planned by the Centre, taking into consideration its previous experience and observations, the Centre always welcomes suggestions and proposals about what kind of courses and programs should be offered. The Centre is even willing to organize courses responding to the specific needs and requirements of a particular country or region, provided certain conditions are met.

The provision of the described courses, presented by the Centre, is the contribution of the British Co-operative movement to the development of co-operatives in the developing countries. To satisfy their education and training needs in the best possible way is the purpose of that contribution.

THE PLUNKETT FOUNDATION FOR CO-OPERATIVE STUDIES, OXFORD, UNITED KINGDOM

The Plunkett Foundation is another co-operative institution in the United Kingdom concerned and involved with technical assistance delivery to developing co-operatives.

The Foundation was set up as an independent trust in 1919 by Sir Horace Plunkett, an Irish pioneer of agricultural co-operatives, to study and promote co-operation. Particular attention was to be paid to agricultural and industrial co-operation, both in the United Kingdom and overseas.

Faithfully following the original basic aims at home and abroad, over the years the Foundation has become involved in widely extended activities which now cover such areas as co-operative education and training, consultancy, statistics, research, library services and publications of co-operative books, reports and documentation.

In the U.K., through an association with the Brundrett Trust, which has been set up to encourage studies and exchange of ideas on agricultural co-operation, and the Agricultural Co-operative Managers' Association, the Foundation provides training opportunities for the middle management of the agricultural co-operatives. Seminars and workshops, organized by the Foundation create the necessary forum for a presentation and discussions of particular programs which cover a variety of subjects concerning agricultural co-operatives such as: development of co-operatives in the U.K. and the European Economic Community (E.E.C.), member relations, management and planning, finances and budgeting, taxation, legal aspects and so on. Learning at seminars in the United Kingdom may be followed by a similar opportunity at a three day seminar held in Brussels, Belgium which gives the participants an opportunity to familiarize themselves with the co-operative structure of the E.E.C.

The annual co-operative conference organized by the Foundation - or special purpose conferences (e.g. a conference concerning the role of co-operatives in socially deprived rural areas) - are the other forums for clarification and stimulation of new co-operative ideas among the representatives of co-operatives jointly with representatives from different levels of government, political parties, universities and other interested bodies as well as concerned individuals.

The individual co-operatives for their part are encouraged to make use of the Foundation staff for discussions of their own particular training needs and as help in planning the appropriate programmes to satisfy those needs.

A recent addition to the activities of the Foundation concerning the services to the members and the staff of the involved co-operatives is the establishment and maintenance of a confidential employment register. The register is set up for those already employed by the agricultural co-operatives, but who may want to change the positions within a system as well as for those seeking employment within it and for recording of the vacancies that exist.

While the activity in gathering and summarizing of statistics by the Foundation concern only the agricultural and horticultural co-operatives in the U.K., the research activities of the Foundation are not restricted just to the co-operative industry in the U.K. or the agricultural co-operatives alone. Among the other subjects sponsored by the Foundation, there also has been research carried out on specific agricultural and co-operative problems experienced in some developing countries. By such a concern the local development problems have been brought up for a wider attention.

For further promotion and guidance of research activities, the Research Advisory Group has been established recently, comprising of leading managers of agricultural co-operatives, university researchers specializing in agriculture co-operatives and the representatives from the Ministry of Agriculture and the Foundation itself. To record in detail all the research projects concerned with agricultural co-operatives, those in planning stage as well as those already in progress, a research register has been set up at the Foundation. Combined with an impact of the special research seminars

and one full day of discussions of research problems at the annual conference of the agricultural co-operatives, the research register will play a definite role in coordination of co-operative research work in the U.K. and overseas.

It should be added that any co-operative research efforts, including research of co-operative development in the developing countries, are greatly helped by very effective reference services from the library of the Foundation. That library has an impressive, rich collection of books, other publications, documentation and periodicals, reflecting the wide fields of interest and involvement of the Foundation.

The roundup of the overall involvement of the Foundation cannot be concluded without mentioning its publication program, especially as it contains a particular contribution to the needs of co-operative development in developing countries. The Foundation publication is the world-wide known "Year Book of Agricultural Co-operation". (YBAC) Published since 1927, the "YBAC" now is recognized as an authoritative reference book concerning co-operative activities in many advanced and developing countries across the globe.

In addition there are other publications added annually to the long list of books, reports and papers already published by the Foundation. Of a particular importance to co-operatives in the developing countries, are the Plunkett Foundation Study Series - a number of appropriate level, practical textbooks dealing with basics of co-operative economics, co-operative principles, financial controls. Further additions to this series is being planned. These text books are used and distributed at the overseas training courses carried out by the Foundation. Yet, they can serve equally well as the basic training material at courses organized by the local training institutions in developing countries.

In addition to the provision of text books, the Foundation also extends advice on preparation of training manuals and can be of help, on a special arrangement basis, in a production of such.

Another contribution by the Foundation to co-operative development in developing countries is the consultancy service undertaken on behalf of the

ODA, FAO and other national or international bodies or governments of developing countries. With a number of experienced consultants on the roster, the Foundation is able to provide consultancy services in a wide variety of activities concerning the development and management of all kinds of co-operative organizations.

The main impact of the Foundation on the development of co-operatives in developing countries, however, is made through training courses for co-operative and government officials which has been organized, financed, staffed and carried out by the Foundation overseas since 1965. In 1979 alone the Foundation held nine such courses in seven developing countries.

The training courses, in the main, are set up in response to the expressed need by the recipient countries. The idea of such courses, however, is occasionally promoted by offering the opportunities to those developing countries where the exact needs for co-operative education and training are established and defined either by the ODA representatives or others.

The courses are designed around those local training needs and cover fairly basic subjects, such as development of agricultural marketing co-operatives, co-operative principles and practices, co-operative law and administration, management, financial and management accounting, auditing and supervision, depending on the make-up of the group. The subjects are chosen according to the priority needs for particular groups at a time and place. While the programs are developed at the Foundation, they are based on a fair idea of what the exact needs are in the particular case. However, before the program is finalized, the co-operative departments and co-operative organizations in particular countries are contacted and the matter reviewed. Prior to the actual start of the course, the lecturers first familiarize themselves with the local co-operative scene and have discussions with the government and co-operative officials in order to make further program adjustments, if necessary. The final decision on the level of presentations is made after the lecturers have had an opportunity to assess the working level of the student group and learned of their specific problems. As the course is three to six weeks in duration, still further adjustments may take place while it is in progress.

The expected number of participants at these courses is up to 30, which still permits some personal attention by the lecturers to each participant. However, as the participation expenses of the students, including food and accommodation, is the responsibility of the recipient country, the Foundation really does not have full control of the size of the group. Likewise, the Foundation occasionally, does not have much of an opportunity to exercise its influence concerning the choice of the participants. Local bureaucratic or other considerations (e.g. "pecking order", promotion prospects, personal contacts, etc.) may have greater impact than the co-operative priorities or the Foundation requirements. The crowded situation and casual, uneven selection of participants are often the resulting factors that tend to reflect practically on the effectiveness of the available course resources, facilities and methods as well as on the working level of the course.

At the courses the lecturers use the opportunity to identify the most suitable prospects for possible further training at the International Co-operative Training Centre (Loughborough) and to gather other useful information for use by that Centre when selecting serious, committed students for advanced courses at the Centre.

There is also a general evaluation of all participants in respect to the particular course according to their oral and written contributions during the course. If required, the Commissioner of Co-operatives of the country involved is provided with confidential reports. The students, on the other hand, are also given an opportunity to submit an anonymous evaluation of their experience at the course. Certificates issued by the Foundation are a documentation of their participation at the course.

A year after the initial courses the Foundation usually organizes the repeat or follow-up courses intended for the original participants to refresh and to enhance their knowledge gained the first time around. Their introduction to the new areas of their possible involvement, in due course of the progress of co-operative development, is also suggested at the repeat courses. It happens, however, that sometimes the repeat courses have a number of new participants instead, which may reduce somewhat their intended impact.

The cost of arrangement of overseas courses is covered by the Foundation with assistance by a grant from the ODA. The provision of the government grant permits the Foundation to recruit co-operative education and training experts for the intended course as well as to ease the overall financial burden of the Foundation, especially in regard to the particular event.

As the restricted financial resources at the disposal of the Foundation dictate the recruitment of the course staff anew every time a course is organized, the lack of permanent basic staff to carry out such courses has put a definite limitation on the ability of the Foundation to schedule them at any given time.

Recruitment of needed specialists with teaching ability from the co-operative circles, and, particularly, from the education and training institutions, is possible only at times when they are free from their regular full-time duties. That tends to telescope all possible workload of courses into the particular period of the year, which does not always coincide with the most advantageous time for the courses at the recipient's end.

The Foundation is trying to locate some outside funds which would open an opportunity to arrange an evaluation by an impartial party of the set-up of the Foundation's overseas activities and their effectiveness.

The involvement in developing countries is an effort to assist the developing co-operatives as well as to extend much wider the direct bridge between them and the British co-operative movement for future co-operation in technical assistance field. An enthusiastic acceptance of the Foundation's input by the co-operative and government officials there, as well as by the participants at the courses, including even an occasional overcrowding of the facilities provided, seems to be good advance indication that the activities of the Foundation and its contributions serve the purpose.

SOME OF THE NORDIC EFFORTS

Many developing countries in need of technical assistance for their developing co-operatives, including that of co-operative education and training, turn for help directly to the co-operative movements of the Nordic countries. Nordic co-operatives are recognized amongst the most genuine, widely developed and successful movements on the globe.

With the strength of the movements well-rooted in the popular support of the society they serve, acknowledged and respected by the governments but independent and free from direct government intervention, these movements are the attraction, model and pattern for development activities to emulate.

SWEDEN

Swedish technical assistance delivery programs cover many countries and various fields of development activities. The commitment of Swedish donor agencies to provision of assistance to countries with least resources and facilities is one of the most intensive and comprehensive in the world.

Concerning the assistance to developing co-operatives in those countries, Sweden responds to all recognized co-operative needs. The Swedish Co-operative Centre (SCC), on its own, together with the SIDA, in co-operation with other Nordic donors, UN agencies, ICA or corresponding national bodies of other countries, carry out or support co-operative development assistance projects in agriculture, fishing, housing, retailing, marketing, insurance, banking or any other field of planned or already established activities.

Anyone from developing countries who has been fortunate to have an opportunity to learn about Swedish co-operatives right in Sweden, has, along with the others, recognized the attention and care co-operative education and training receive there, and noted the extent of the network involved in spreading the effort.

It is apparent, the popular support co-operative movement enjoys in Sweden is based on a broad and intensive education and training input applied by the co-operative and related organizations and their education institutions.

In responding to the assistance requests from developing co-operatives, the experience, gained while creating that special relationship with their own members and society, is an integral part of technical assistance provided. This has an impact on developing co-operatives in Asia, Africa and Latin America.

"What you don't understand, you don't control", was the wording once given to the axiom that has become something of a guiding principle in history of co-operative education in Sweden ("Democracy Through Education", p. 1).

Co-operatives are what the members make them, once members become knowledgeable of their responsibilities and their own co-operative role. To enable the people involved to operate co-operatives effectively, to act and re-act within them, and to formulate their own targets, throughout the years has been one of the main concerns of Swedish co-operatives and the aim of an elaborate, ongoing education and training programs.

The education and training task has been carried out at different levels by different organizations or institutions. It has been an effort of voluntary adult education organizations (e.g. Workers' Educational Association - ABF, "Vuxenskolan", etc), supported by co-operative organizations. It has been extended further with direct efforts of the primary co-operatives, Domus/Konsum Schools, Correspondence School ("Brevskolan"), as well as by education and training departments of the apex organizations (e.g. "Vi-Skolan) and by the Agricultural Co-operative and Consumer Co-operative Colleges.

The idea of a determined educational effort is conveyed to all developing co-operatives the Swedes are involved with in technical assistance delivery projects either directly, through the Nordic Projects or otherwise. It is conveyed along with a notion that the education of members and elected officials is not just a spare time involvement, handled only when some funds happen to become surplus.

Co-operative education and training aspect of co-operative development programs in developing countries has a total Swedish attention and concern. It is not only that the idea of regular, ongoing and comprehensive co-operative education and training programs is brought to the local authorities dealing with co-operative development and then, subsequently, is incorporated in their development plans. The implementation of that idea is also actively supported by the Swedish donors in every tangible way.

Swedish participation and involvement in this respect covers the whole gamut of the components that make up the essential approach to the co-operative education and training. Swedish commitment to technical assistance delivery to developing co-operatives started first with the opening of the Swedish supported Co-operative Education Centre for South-East Asia in India in 1960 (Bonow, p. 14) and the initial international seminar held there. The commitment to the co-operative education and training still continues to be an essential part of the Swedish assistance program to developing co-operatives.

Swedish assistance has been available and is present when the education and training needs of developing co-operatives are determined. Further, wherever Swedish advisors carry out technical assistance delivery projects, they and other experts, help, if needed, to plan the necessary courses and programs and to implement the particular co-operative education and training activities. The financial and human resources for such activities are also provided.

Swedish donors through the SCC provide funds also for coordination and production of co-operative education material for developing countries at the ICA London Office (CEMAS). The co-operative education and training consultancy service (CETCOS) and the extensive education and training program at the ICA Regional Office for the East and Central Africa, serving the Region through seminars, workshops, consultancy meetings, etc. are also maintained by the SCC/SIDA financial contributions and other direct support.

Swedish response to the needs of representatives from co-operative movements in developing countries to attend international conferences, seminars, study tours or to upgrade their knowledge by studies at the internationally

recognized specific co-operative educational institutions is another area of Swedish input concerning co-operative education and training.

One of the most widely visible areas of Swedish assistance in this respect might, however, be their direct involvement in seminars, workshops and courses for employees of developing co-operatives, elected representatives and government personnel dealing with co-operatives. Organized by the SCC alone, or jointly with SIDA, ICA, ILO, FAO or other agencies, such education and training events have been conducted every year either in developing countries, in Sweden or both.

Since the first seminar held in India in 1960, the number of these events, sponsored and carried out in Asia, Africa and elsewhere by Swedes now reach well past the twenty mark. There have been seminars and workshops concerning co-operatives in consumer retailing, agriculture, housing, marketing and other matters of specific interest. There have been seminars organized and sponsored for co-operative instructors of co-operative organizations and government departments and for teachers of co-operative schools in Africa and Asia.

Attention has been paid also to education of women for their role in co-operatives by arranging national and regional courses for them in Africa and - on a smaller scale - in Asia.

Most of the educational and training events organized by the Swedes may be described as a three-step happening. They start with a preparatory course in a number of chosen developing countries. From the groups of participants there, a certain number from each country involved is selected to attend the main seminar or course in Sweden. In conclusion of that second phase, or during it, the participants are given an opportunity to visit or to participate at a further event in another European country (e.g. to study Raiffeisen system of agricultural co-operatives in West Germany, to attend a course at the ILO Education Centre in Turin, Italy, etc.).

The seminars for stimulation of consumer co-operative development in Malaya, Singapore, Indonesia, Philippines and Thai, carried out there and in Sweden (1979) give some illustration of the above described approach.

Two week seminars conducted in the English language in each of the mentioned countries provided participants with basic, introductory knowledge concerning establishment and operation of consumer co-operatives. The participants, representing the employees and the elected people of co-operatives, along with representatives from the government agencies involved, were selected by the ICA South-East Asia Office in collaboration with the national bodies of the countries participating. The seminar program for each country was also planned by the ICA office and national bodies. Occasionally, at the beginning of seminars, when the actual concerns of the participants were clarified, the program was somewhat altered and adjusted.

The participants were aware that some 4-5 of the total number present (around 20) were going to have an opportunity to further their education and training in Sweden, which added a certain element of competitiveness to the seminar activities.

The selection of those 4-5 was done by the resource persons present - the SCC representative, who conducted the seminar, and the representatives from the ICA Regional Office and from the national body of the country the seminar took place. Among the others, including the facility in English language, the future prospects or actual plans for the candidates in the national situation were also taken in consideration when the participants were selected.

Some 3-6 months after the seminars in these five countries were concluded, the selected participants (20) arrived in Sweden for additional eight week seminar at the Co-operative College of the Swedish consumer co-operatives - Vår Gärd.

Vår Gärd has a distinguished place among the oldest Co-operative Colleges in the world (est. 1925). It is also the largest training school of employees in Europe, and its significance for the Swedish consumer co-operative movement is demonstrated by the fact that some 75% of the managerial level employees in the movement are graduates of Vår Gärd staff development programs. The staff, the experience and the facilities of such an institution were available to the participants of the seminar. All costs of their stay in Sweden, including return transportation, were covered by the Swedish resources.

The seminar in Sweden basically followed the same program outline as the national pre-seminars. Again, some time at the start was used to establish the particular individual and national concerns and interests. The program then was accordingly adjusted, taking into consideration the observations made at the pre-seminars. The contents of the program and the presentation level, however, was much higher.

From the start the participants knew that at the end of the seminar they all were expected to present their individual plans for action within their areas of responsibilities on their return home as well as the national plan of action prepared jointly by the national group present. The program and the seminar activities were aimed at providing all what they needed for such planning.

Two weeks of field studies, spent in small groups in co-operative consumer societies in the country, was additional input to their learning process. Participation in the activities on the store floor, in different departments and offices as well as at the committee meetings of the co-operative and in general group analysis of the activities observed, were the opportunities to add to their knowledge and abilities.

The individual and national action plans, submitted by the participants on the last day of the seminar, were later commented on in writing by the Director of the Seminar. In a way, that constituted some kind of a follow-up. For the actual, on-the-spot follow-up, the participants, however, proposed a reunion a year later in some participants' home country. In this case that reunion would be the third step event which would take the place of the usual seminar practice of a participants' visit to another European country.

It is interesting to note that there are opinions expressed also at Vår Gard that the reunion - follow-up could be then pre-planned, formal third step for these particular consumer co-operative oriented seminars. For a more concentrated and effective learning process, the original length (8 wks) of such seminar in Sweden could be cut by 2-3 weeks. The saved time and funds then could be spent later on the follow-up seminar as the final part of the series.

There are a great number of co-operative organizations and agencies and thousands of officials in many developing countries that have benefitted from seminars, workshops and courses organized, sponsored or assisted by the donors from Sweden.

Last, but not the least, to be mentioned is the most tangible Swedish contribution to co-operative education and training efforts of developing countries - the establishment of national co-operative learning institutions. Because of Swedish concern, generosity and lasting support, a number of developing countries (e.g. Tanzania, Swaziland, Kenya, Zambia, Botswana) now have their own co-operative schools and colleges. With Swedish assistance the needed buildings have been constructed and equipped, programs initiated and the national staff trained and developed to continue the co-operative education and training for development of the future.

The whole Swedish response to the needs of developing co-operatives across the continents is effective and, undoubtedly, an impressive example for other advanced countries to follow.

FINLAND

Assistance to co-operative development in developing countries has an important part in development aid extended by Finland in forms of ongoing experts' contributions, consultancy services, education and training programs as well as in the form of contributions of funds and provision of capital goods, food and other commodities.

The co-operative movement has played a significant role in the development of Finnish economic and social life as an initiator and stimulator of many important and needed activities and as a creator of common wealth. Around the beginning of this century, co-operative movement in Finland had about the same status as it had in many developing countries soon after World War II. Co-operative movement in Finland then was seen as one of the means of training the nation for the take-over of the affairs of its own country and society into its own hands and for a fulfillment of the national and democratic strivings (Ossi Hiisis, p. 14).

It is believed that transfer of knowledge and experience, how the idea of co-operation worked and developed into a movement with an impressive impact and role in the nation's past and present, could be a definite benefit to developing nations now using co-operatives as development tools. The economic support does help, but it may not have a lasting effect. The knowledge and skills transferred may stay.

Co-operation with and technical assistance delivery to developing countries by Finland started in the early 1960's. On their part, the Finnish Co-operative Union KK and the Pellervo Society, together with the Wholesale Co-operative Society SOK and some other Nordic co-operatives, initiated the first project of technical assistance delivery to developing co-operatives in Tanzania. The assistance project was aimed at establishing a proper base for expansion of co-operative activities in that country as well as the promotion of the increase of knowledge and skills by a variety of educational and training means.

The project, initiated by the above named co-operative organizations in collaboration with the government agencies, later turned into the Nordic Project, sponsored basically by the Nordic governments (the details of the Nordic Projects in Tanzania and Kenya are discussed elsewhere in this report). In Finland the government development agency - the Department of International Development Co-operation within the Ministry for Foreign Affairs (FINNIDA) - has taken over that direct responsibility completely, consulting with the co-operative organizations on the matter only occasionally.

The Finnish co-operative organizations, however, have maintained their interest in the Project and other assistance programs by sending their specialists, if selected by FINNIDA, to the Project countries, by acting as consultants to FINNIDA when asked and by being members of the Joint Nordic Co-operative Advisory Committee. They have participated in assistance programmes also by educating and training co-operative personnel from developing countries using the facilities and resources of the Finnish co-operative education and training institutions.

The training courses and seminars have been a particular contribution by the Finnish co-operative organizations to the assistance programs aimed at developing co-operatives. Their primary purpose has been to respond directly to the particular needs noted and expressed by the concerned developing co-operative movements and to provide technical assistance input based on rich Finnish experience.

The first such Finnish seminar for developing countries was organized by the Co-operative Union KK, Wholesale Co-operative Society SOK, Union of Co-operative Banks, Pellervo Society and the Co-operative Institute of the University of Helsinki, together with the Government Bureau for Technical Assistance (later FINNIDA) in 1967. Some twenty students from five African countries attended that Seminar, all selected and recommended by the Governments of those countries.

The first of these international co-operative seminars in Finland lasted more than three months. The seminars' program provided general information on

Finland and, specifically, on the evolution of Finnish co-operatives. It also introduced students to the co-operative theory and philosophy but concentrated basically on co-operative management as exercised in Finland.

The total hours planned for the seminar were divided between lectures, group work, exercises, study visits and two weeks field training. On return from field training, reviews of observations and experience, along with discussions of reports by students on subjects of their choice, were held in the last few weeks of the seminar. In the course of the seminar, due to the responses of students, the planned allocation of hours had to be changed and often exceeded. Joint analysis and discussions of the seminar during its final phase were the additional components of the program.

As the first such event in Finland, the international co-operative seminar provided many Finnish co-operative organizations, at different levels in the system, with a direct, very tangible contact with emerging co-operative movements, resulting in a positive, wide-spread publicity concerning the needs for technical assistance delivery. For the organizers and teaching staff, the seminar presented an unusual aspect of the education and training field and new, initial experience to build on for later application. The discussions at the seminar, combined with the evaluation information from students and observations by the teaching staff, were the starting point for an effective assessment of the necessary changes and adaptations for the seminars that followed (World Wide Training of Co-operative Experts, p. 10).

There were several changes applied to some later seminars. Among them, the invitations to recommend students for seminars were addressed to both, the governments of the chosen developing countries and the co-operative organizations there. The length of seminars was somewhat reduced, occasionally; statements from national groups on the co-operative situation at home were brought into the program, and the field training extended.

The teaching methods at the international seminars have always been based on modern educational technology applied by the various Finnish co-operative education and training institutions, with adaptations as required in a given situation.

After a number of years and seminars in Finland, for some time the Finnish co-operative organizations switched the support emphasis to training programs in savings and credit in rural co-operatives in Africa, carried out by the ICA Regional Office for Eastern and Central Africa.

It should be noted that, apart from the learning opportunities provided by the international Finnish seminars, there exists in Finland also a small scholarship program from which qualified applicants may receive study grants for further training and post-graduate studies at the University of Helsinki, including work at the Department of Co-operative Research within that University.

By organizing and sponsoring visits and study trips of delegations from developing countries to Finnish co-operatives, the co-operative apex bodies in Finland, led by KK, SOK and the Co-operative Banks, continue to contribute their share to the education and learning experience of co-operators from the developing movements.

The input is well received and appreciated.

DENMARK

Technical assistance delivery to developing co-operatives is an activity of the Danish government agency for international development (DANIDA). It is carried out in close co-operation with the three apex organizations of Danish co-operatives. The Co-op Denmark (FDB), which represents consumer co-operatives, the Central Co-operative Committee, being the central body of agricultural and other related co-operatives, and the Central Union of Urban Co-operative Societies (DKF), which is the Union of Workers' co-operatives, provide the DANIDA with advice, are available for consultation, and assist it in recruitment of advisors for developing co-operatives abroad when needed.

The bilateral projects for technical assistance delivery to co-operatives in developing countries may be financed by the DANIDA from its own budget or from the special Danish contributions to the United Nations Development Program earmarked for them. Nevertheless, the co-operative assistance projects are implemented only if approved, after consultation, by the advisory committee, comprised of representatives from the three apex organizations and other concerned groups.

However, there is for Danish co-operatives an area of technical assistance delivery where they themselves have been long involved beyond the usual consultancy, advice and recruitment stage. The co-operative education and training of personnel from developing countries in Denmark has been their common concern and involvement for years.

It may be added that the three apex organizations are all members of the ICA and support also the development assistance policy and activities of that international body.

It also could be noted that Co-op Denmark (FDB) has its own special assistance fund set up to take care of some occasional, specific co-operative or social needs directly. The Jubilee Fund (later renamed Support Fund) was established in 1971, on the occasion of the 75th anniversary of the foundation of the FDB, and was aimed, primarily, for "economic assistance to co-operative projects

in development countries in which the need for such purposes cannot be covered via national or other channels" (Brugsens Consumer Policy Programme 1978-1981, p. 24).

As for the co-operative education and training projects, however, from the time the first international co-operative seminar was organized in Denmark (1953), and right through the years that have followed, the Danish co-operative movement has worked jointly with the DANIDA.

From the start, these international Danish seminars, first named "Interregional Training Courses" had been set-up and prepared in close collaboration between the DANIDA, the Danish co-operatives and the ILO and/or FAO. Agreements between the organizing partners have governed the program details, the assembly of the required contingent of lecturers and the selection of participants for the seminar.

The seminars have been directed by Danish specialists, assisted by the ILO and FAO representatives, while among the lecturers were Danish and international experts, including - in later years - co-operative specialists from developing countries (Aage Bo, RIC, 1/1971).

The initial seminar program was oriented more to the experience of Danish co-operatives and that of the related international co-operation. Over the years, however, the emphasis increasingly turned to the international side of co-operativism and, specifically, to the particular problems experienced by developing co-operatives. At all times, the field study trips in small groups, and excursions, which permitted the participants to observe the daily functioning of co-operative enterprises in their natural environment and the Danish life in general, have been much appreciated components of the program.

At the beginning, Danish seminars have been of a general nature, attempting to provide the participants - high level officials - with an overview of wide aspects of co-operativism. After some years, in response to the wishes expressed by the participants, especially at the follow-up seminars in developing countries, the direction of seminars was switched each year to a concentration on specific subject areas (e.g. marketing through co-operatives,

co-operative education and training, etc.).

For some years Danish seminars were conducted in developing countries. In recent years the annual seminars, organized with continuous ILO participation, have evolved into high level management training courses. The refresher seminars of three weeks duration for discussions of local problems and programs in reflection of the original seminar, follow three years later in one or the other developing country.

Of interest is the fact that the invitations, addressed to governments of pre-selected developing countries to nominate participants for the seminar, initially resulted in few, if any, participants recommended for acceptance from outside the government agencies. More specific and detailed outline of qualification requirements were needed to ensure representation from the co-operative organizations as well.

There are some other adaptations the organizers of Danish seminars have felt were needed over the years seminars have been conducted. In response to requests from the recipient countries, the original length of an eight week seminar has been reduced considerably, the actual term now being dependent on the exact scope of the particular seminar. As in other similar cases, the agreement has been that short term events provide better opportunity to participate for those officials who cannot afford to stay away from their positions too long.

Another change brought to the seminars over the years, has been in teaching methods. The lecture-type seminars have been turned to great extent into a learning experience where extensive group work is a prominent factor. A presentation to the seminar of national statements on problems faced on the co-operative scene at home has an important role when such group work is exercised. The stimulated analysis and exchange of opinions and experiences at such group work sessions is considered by the participants as very beneficial.

The evidence, provided by the evaluation sheets filled out by participants, along with that expressed in the reports at the follow-up seminars later, is further proof that the experience at Danish seminars has given the great majority of participants an added vigour and inspiration to carry out their work within the co-operative movement and equipped them better for their tasks.

MOSCOW CO-OPERATIVE INSTITUTE OF THE CENTROSOYUZ

The pamphlet "Foreign Co-operators' Faculty of the Moscow Co-operative Institute (CRIB, 1979)", which describes the activities of the Institute concerning the students from abroad, states:

"The USSR Consumer Co-operative Systems pays a very important contribution to the development of international contacts with co-operative organizations of different countries, rendering them disinterested aid, including the training of national cadres for co-operative movements through the system of the USSR co-operative educational establishments."

Training of personnel for co-operatives in developing countries is recognized as a

"task of paramount importance and is at the same time one of the important and necessary elements of the cultural revolution which will have to be carried out by each of the countries following the road of independent development and progress" (Vladimir Maslennikov, Rector of the Moscow Co-operative Institute, RIC, 1979, p. 359).

The assistance provided is considered an effective form of collaboration across the developing world with a positive influence toward the strengthening of co-operative organizations in the countries liberated from colonial dependence.

It is important because

"the co-operative movement of the new sovereign states is a great social force...Through co-operatives the working people join in the struggle for raising their living standard and solving socio-economic problems. That is why the solution of such tasks as winning by the young states economic independence, implementing agrarian reforms, eliminating poverty and illiteracy, raising material and cultural level of the working people largely depends on the process of further development of co-operative movement in Afro-Asian countries and its political and social orientation" (Co-operative Movement in the Developing Countries", Maslennikov, p. 4).

The quoted statements appear to put on the political and social orientation of developing co-operatives a particular emphasis and to underline co-operative training as a needed element of a cultural revolution for independent development and progress.

Before attention is turned to the detailed review of the assistance involvement of the Moscow Co-operative Institute, a close look therefore seems to be needed, first at the objectives of the assistance efforts of the Centrosoyuz (the apex organization of USSR consumer co-operatives) and the position of co-operatives in USSR in general.

According to the report by A.I. Krashennnikov, Head of the Centrosoyuz International Relations Department, presented in 1977 to the International Seminar of Leaders of Co-operative organizations from Asia, Africa and Latin American countries, held in Tashkent, USSR, the Soviet aid to co-operative movements in developing countries extends to millions of rubles. (Materials of the International Seminar, pp. 60-64.)

It was stated that:

"The Centrosoyuz collaborates on a bilateral basis with co-operatives of developing countries pursuing the following objectives:

1. To render them assistance in training national co-operative personnel. This includes the setting up of special schools or courses, scholarships, organization of practical and probation work, as well as business trips for teachers and lecturers.
2. To propagate co-operative knowledge and experience of co-operative construction. The basis for this activity is the organization of international seminars and conferences, sending experts and official delegations, photo exhibitions, literature, magazines, guides and documentaries on co-operation in different languages.
3. To provide technical and designing documentation, consult and advice.

4. To send experts and specialists to developing countries to render assistance to governments and co-operative organizations in these countries in forming, planning and developing co-operatives.
5. To establish trade relations, and conduct goods exchanges on an equal and mutually beneficial basis" (p. 61)

The Centrosoyuz aid is exercised in direct collaboration with a particular chosen country through several channels. Training of personnel for developing co-operatives through the system of USSR co-operative educational establishments, described later, is the main approach to assistance delivery.

Of great practical importance in assisting co-operative training, according to Krashennnikov, are (p. 62) also the seminars for co-operative leaders from developing countries across the globe. Seminars have been held every 2-3 years. A number of them have been organized by the Centrosoyuz alone; some have been held jointly with the ILO or the ICA. The participants from developing countries have had an opportunity to learn of and to share with the others the experience concerning the role of co-operative education, relations with the State, place of co-operative movement in social and economic development and other important aspects of co-operation as presented by the organizers. The Centrosoyuz covered travel and other expenses connected with the organization and work of these seminars.

Another form of Soviet assistance to co-operative organizations of developing countries is the exchange of work experience. While visiting the Soviet Union, with the Centrosoyuz covering the expenses connected with the travel and stay there, the co-operators from developing countries are introduced to trade, purchasing and production activities of Soviet consumer co-operatives and their role in the national economy.

On their part, the officials of Soviet co-operatives, when abroad, share their experience in forming co-operatives and training personnel with co-operators in developing countries they collaborate with. Between 1967-1978 the Centrosoyuz delegations have visited 45 countries in Asia, Africa and Latin America.

Visits to the developing countries by Soviet specialists and lecturers is another form of Soviet assistance to developing co-operatives (Materials.... p. 63).

In that report Krashennnikov stated:

"We are taking an active part in implementing all ICA assistance programmes to young co-operative movements... Soviet co-operators strive in the International Co-operative Alliance for the maximum use of US and other international organizations funds for the purpose of developing different types of co-operatives in Asian, African and Latin American countries; deepening and broadening of international co-operative trading on mutually beneficial basis and liquidating the existing discrimination barriers in international exchange; increasing State aid to co-operatives...The USSR Centrosoyuz actively participated in the formation of the ICA development fund meant for financing assistance measures to co-operatives of developing countries and makes considerable contribution to it". (p. 60).

It is also stated that the Centrosoyuz is striving for wide political support on the part of the Alliance and the entire international co-operative movement for the co-operatives in developing countries. It is further underlined in the report to Tashkent Seminar that the Centrosoyuz persistently speaks in favour of democratization and improvement of the Alliance's activity, for elimination of discrimination against co-operatives from certain countries because of political or other motives, and for removing obstacles for ICA membership and attraction of membership from developing countries (p. 61).

In the Soviet system the consumer co-operatives and the Centrosoyuz have a particular role assigned to them:

"Consumer co-operatives comprise a large public and economic organization essential to the entire country. In accordance to the Constitution and co-operative rules, they participate in running the state and public affairs in solving political, economic, social and cultural problems. The co-operative economy is part and parcel of the integral economic complex of the Soviet Union" (Friedman, Centrosoyuz Review, 1979/4).

The responsibilities designated to the consumer co-operatives there concern the rural areas, where

"fulfilling their vast social and economic duties, co-operative organizations provide trade services to almost half the country's population, organize public catering and bread baking, purchase farm products for the population and raw materials for industries and manufacture consumer goods...By promoting and consolidating the economic links between town and country, the consumer co-operatives are paving the way for the Communist Party's agrarian policy...for remodelling villages" (Kozlow, CR, 1979/5).

The Centrosoyuz' efforts on the international scene to "democratize and improve the Alliance's activity" are aimed at turning the international co-operative movement, and the developing co-operatives in particular, into the similar direction.

As the President of the Centrosoyuz at that time and concurrently the Vice-President of the ICA, the late A.P. Klimov already declared to the Tashkent Seminar (Materials, pp.30/31):

"The progressive forces headed by the co-operators of the socialist countries were successful in democratizing the activity of the Alliance, in revising the principles of co-operative activity applicable to the present conditions, in making it reject the notorious principle of "political neutrality" of co-operatives and no longer discriminate against the co-operative organizations of the socialist and developing countries on political grounds existed in the former times, eliminate the unequal categories of membership, in particular of the category "associate member", which the ICA Rules established for the developing countries...".

To know exactly where that direction of co-operative development advocated by the Centrosoyuz could finally lead to, one has to look at the teachings of V.I. Lenin, as they are followed in the USSR. Lenin emphasized that under Soviet power co-operation acquires an exclusive meaning, new content and pursues different goals than those under capitalism (Krashenninnikov, p. 37).

The teachings of Lenin do acknowledge "the independence of co-operatives as economic units which have a democratic mass nature and operate under State control" (Materials..., p. 38).

The term "independence" in this case, however, is to be understood in a very specific way. As explained to the Tashkent Seminar by A.S. Balashov, Head of Financial and Economic Department of the Centrosoyuz, "the essence of the co-operatives' independence in their economic operations boils down to the following:

- they have their own Rules and funds (fixed and current assets) and dispose of them themselves. The higher organizations are not allowed to extract or to redistribute without compensation the funds between co-operatives;
- they have the rights of a juridic person, sign economic contracts and hire personnel;
- they have complete bookkeeping accounting of their own, independent balance sheets, current and special accounts in the State Bank and have the right to get credits from the State Bank;
- they bear complete material responsibility for the results of their work and are answerable for the fulfillment of economic plans, the full and on schedule payment of taxes, correct use of credit, on schedule payments of these and the fulfillment of their contractual commitments to other organizations and enterprises" (Materials..., p. 66).

As for the proper interpretation of the term "under State control", it is to be noted that the above explanation of "independence" already contains a component concerning the obligations co-operatives are called upon to fulfill in regard to the economic plan of the State.

Only recently, when writing about the Party's decisions on further improvements in the country's economic mechanisms ("CR", 1980/5), the Head of the Planning and Statistical Department of Centrosoyuz, Alexander Voronin, confirmed again that:

"being a large scale and diversified economic system, the consumer co-operatives are closely connected with the entire economy of the USSR....They function on a planned basis and, therefore, are guided in their activity by the decisions of the Party and the Government".

That point concerning the Party guidance is embodied and stressed in the Exemplary Rules of the Consumer Societies as well as in the Centrosoyuz Rules (Smirnov's Report, p. 52).

One has to keep in mind that in the USSR the approved economic plans, prepared according to the prescribed Party outlines for a particular planning period, are not just mere guideline projections, but have the characteristics of compulsory instructions with a strength of the law and power of the Party and the Government behind them.

It is significant, that even for a need to work hard to reshape considerably the administration and management activities of the Centrosoyuz and consumer unions, "the primary guidelines for its improvement", according to the Chairman of the Centrosoyuz, "are set forth in the Party and Government decisions" (Smirnov's Report, p. 34).

The Soviet consumer co-operative system is a way for the higher authorities in the State to draw the masses into the communist construction of society and in the communist type of self-government. By their expansion, consumer co-operatives in the Soviet system contribute to the "gradual approximation" of the collective form of property to property of whole people and finally their merging in a single form of communist property (Vakhitov, "CR" 1979/12).

Accordingly, the co-operative movements of the countries "that have taken the non-capitalist way of development" are considered as organizations which "can develop into an integral social organism and become a serious support to the revolutionary-democratic parties in the struggle for social progress, realization of the programmes of remaking social life along new lines" (Maslennikov, p. 47).

On the other hand, it is believed that:

"despite the fact that under capitalism the co-operative movement has developed to a considerable extent, it has no great perspectives for the development in the conditions of the domination of the private capital...In their activities the co-operatives in Afro-Asian countries of capitalist orientation support the tendencies which facilitate the consolidation of the capitalist relations of production...The capitalist relations of production are increasingly permeating relations within co-operatives, converting them into capitalist institutions....Co-operative ownership cannot be analysed without taking account of the social characteristics of co-operative organizations. In co-operatives uniting bourgeoisie, the growth of property strengthens capitalist relations of production and can become a serious obstacle to socialist orientation. In many cases hired labour is used in co-operative organizations of the developing countries and members of a co-operative are little by little converted into collective exploiters of the working people" (Maslennikov, p.p. 32,36,56,57).

The Centrosoyuz has proclaimed the support in training co-operative personnel from the developing movements and other help extended as "disinterested aid" (Pamphlet.). The absence of a "stipulation of any political condition" in collaboration with the developing countries has also been underlined (Krashennnikov, p.62).The statements above, however, definitely indicate the direction of co-operative development the Soviets actually favour.

The Moscow Co-operative Institute fully reflects the Soviet political and economic philosophy and the actual co-operative status in the system in its programs, choice of subjects, teachings and even in a string of questions and answers used in language training of foreign students in the language laboratory.

Established in 1930, the Moscow Co-operative Institute, at a cost of some 5 million rubles per annum, is now the leading educational establishment in the co-operative education system, organized and operated by the Centrosoyuz and other organizations of the consumer co-operative sector.

There are 6 Co-operative Institutes with a number of branches, 127 middle level schools - co-operative technikums and 146 trade schools in the USSR co-operative education system responsible for education and training of

personnel for the vast network for local, regional, republican and central co-operative organizations and tens of thousands of their enterprises.

Within this education system students are trained in some 60 specialties, among them such as finances, organization, economics, bookkeeping, sciences of commodities, technology of public catering, bread-baking, hunting technology, refrigeration, canning, etc.

Annually, the co-operative education system provides the Centrosoyuz network with some 50 thousand specialists with middle level qualifications and more than 5,000 high level specialists. Employment is guaranteed for each and every graduate from the system (Maslennikov, p. 6).

Admittance requirements depend on the level of the institution and the speciality chosen. Higher prior education than the basic requirements may occasionally cut down on the time the student has to spend on the particular course.

For those admitted to the co-operative education institutions, the tuition is free. The trainees are provided with similar scholarships as are available to the students undergoing the same kind of training at the state educational and training establishments.

Study by correspondence is also sponsored and a widely used educational approach, particularly at certain levels in the system.

Programs for co-operative education and training systems are basically set by the Centrosoyuz; however, the co-operative unions of the constituent republics may make some adaptations according to the local needs.

The whole co-operative education and training set-up is maintained and financed by the consumer co-operative network either at the Centrosoyuz or at the republican or regional level, depending on the level of the educational institution.

It has to be noted that at the 10th National Congress of the Consumer Co-operatives (Moscow, 1979) the Chairman of the Centrosoyuz reported the following:

"The inadequacies in the education process, indicated in the recently adopted Decision of the CPSU Central Committee and the USSR Council of Ministers "on Further Development of Higher Education and Improvement of the Quality of Specialists' Education and Training" are seen to occur, admittedly, in our high schools also...A significant proportion of the graduates of our institutes and colleges and secondary specialized educational establishments still have a poor occupational training and do not possess as yet profound knowledge in social science disciplines. Nor is proper attention allocated to the organization of the students' independent creative work and to having them develop the initial habits of public, political and organizing activities" (Smirnov's Report, p.50/51).

In response to that statement, the Centrosoyuz Board already

"has elaborated specific proposals for further improving standards in training experts at co-operative colleges. In particular, it is intended to improve the work of co-operative-run higher educational establishments... to intensify supervision over the functioning of institutes and raise the demands made on their rectors for the quality of experts' training....Centrosoyuz educational establishments have been advised to focus their main attention on all-sided improvement of the quality of vocational training and ideological and political instructions of students and the establishment of stronger ties with co-operative organizations and enterprises" (Centrosoyuz Review, 1980/5).

Undoubtedly, such an action will also have a certain effect on education and training assistance extended on behalf of the USSR consumer co-operative sector to the co-operators from the other countries.

Education and training of these co-operators in the USSR is carried out basically by the Moscow Co-operative Institute. While occasionally some training of foreign co-operators takes place also at a few other Co-operative Institutes (e.g. at Poltav, Novosibirsk), only the Institute at Moscow has a special faculty set up for that purpose.

The Faculty of Foreign Co-operators at the Moscow Co-operative Institute was established in 1961. It is one of eleven faculties at the Institute, possibly

the smallest in size, but not small in importance or in attention it receives from the Centrosoyuz as well as from the Party and State authorities.

The basic aims of the Faculty are to help the co-operators from developing countries in Africa, Asia and Latin America by providing them with an opportunity to expand their knowledge and proficiency in organization and management of co-operatives, to open to them possibilities for getting broader education in the USSR and to acquaint them with the way of life of the Soviet people.

The students of the Faculty become full, regular members of the student body of the Institute. They share all the facilities available to the 14,000 people studying there and may participate fully at all activities and events concerning the whole community of the Institute.

According to the Institute pamphlet

"the principal objective of the study course is to provide for the students profound knowledge of the theory and history of co-operatives, historical experience of co-operative activities in the USSR and co-operative movements in the developing countries, fundamentals of co-operative management, economics, organization and planning of the consumer, agricultural, producers and credit co-operatives, finance and accounting in the co-operative system".

At a considerable cost to the USSR consumer co-operative system, each year the Centrosoyuz allocates approximately 200 scholarships for the above declared purpose. The scholarship covers return transportation from a particular developing country, tuition fees and use of all the facilities at the Institute, food and accommodation at the hostel of the Institute as well as all expenses involved in organized travel while in the USSR. It includes also suitable winter clothing, if needed, medical services at the Institute's own and other hospitals, when required, and a certain amount of cash monthly for personal expenses.

Once the Ministry, concerned with the matters of higher and special education in the USSR, has decided on quotas of scholarships among the countries that have applied for such scholarships, in the spring of each year the Centrosoyuz

contacts the national co-operative unions or the respective government departments for the selection of the allocated number of applicants. The requests for allocation of quotas are to be submitted to the Centrosoyuz not later than one year before the start of a particular academic year.

It is required that the applicants to the Institute should be high school graduates, in good health and already employed within the co-operative movement in their countries. Because of a very low education level in the developing countries earlier, the Institute initially had to accept students with less than matriculation. Now, however, the education there has improved to the point that many applicants already have university degrees.

It is stated that the selection is basically a prerogative of the national co-operative bodies. The personal files of the nationally chosen applicants, however, are to be sent to the Centrosoyuz for examination. The final decision is with the Centrosoyuz which usually complies with the recommendations of the national body. The exceptions, however, are not excluded, although it is declared that the Faculty is open to all applicants having secondary education, irrespective of sex, nationality, property status, political and religious allegiance. Occasionally, it seems a preference for "those from poor families" is underlined (Maslennikov, p. 10).

The acceptance of the allocated scholarships, selection of students and arrangements for their studies at the Institute are carried out according to the specific agreement signed by the Centrosoyuz as the donor and the developing country as a recipient. Among the other conditions applicable to the parties, the agreement obligates the Centrosoyuz to send the students on graduation back to the countries they have come from. That specific condition is to prevent the "brain-drain" which, according to the Soviet observations (Maslennikov, p. 8), often takes place when studies are carried out at the educational institutions in the capitalist countries.

At the start of the activities of the Faculty, the training courses extended over two academic years. The number of scholarships granted was 100. Due to a desire of developing countries to have their people back to co-operative work sooner, and the pressure from the developing countries for more

scholarships, the course program was changed to ten months of actual intensive studies, while the number of scholarships doubled.

The curriculum, based on those used at the other Faculties of the Institute, is planned by the Faculty of Foreign Co-operators in co-operation with the Department of Educational Establishments of the Centrosoyuz and approved by the Board of the Centrosoyuz. The curriculum, approved in 1975, covers the following subjects:

- History of Soviet Society
- Fundamentals of Marxist-Leninist Philosophy
- Political Economy
- National Liberation Movement at the Modern Stage
- Fundamentals of History and Theory of Co-operation
- Fundamentals of Co-operative Management
- Economics, Organization and Planning in Consumers' Co-operation
- Economics, Organization and Planning of Agricultural Co-operation
- Economics and Organization of Producers' Co-operation
- Economics and Organization of Credit Co-operation
- Co-operative Movement in Developing Countries
- Finance of Co-operation
- Fundamentals of Accountancy
- Russian Language

In the teaching plan for the Faculty a total of 1,200 classroom hours were allocated for these subjects.

In recognition of a need for some basic understanding of training and teaching techniques applicable in developing countries, a course in the fundamentals of pedagogical knowledge has been added since 1977 to the curriculum.

The subjects "The USSR Today" and additional Russian language studies are available as optional subjects. The curriculum also includes 4 weeks of practical training in fundamentals of co-operative management and in organization and planning of work in co-operative societies and unions. Fourteen planned excursions are another addition to the study plan.

As noted above, "the curriculum of the Faculty of Foreign Co-operators also includes some socio-political subjects with a view to broaden the trainees' outlook and to promote their better understanding of the complicated social processes closely connected with consumer co-operative activities and economic problems faced by the entire human society "(Pamphlet)".

In view of the declaration of an intention to render "disinterested aid", it is interesting to note that such "socio-political" subjects, (e.g. "History of Soviet Society", "Fundamentals of Marxist-Leninist Philosophy", "National Liberation Movement at the Modern Stage", etc., have about 20% of the total classroom hours allocated to them.

Of some academic interest might be the fact that the Faculty, according to the outlined curriculum, provides teaching also on co-operatives (e.g. credit, production, agricultural) that do not exist anymore in USSR.

It is true that up to 1926

"there were nearly 50 kinds of co-operatives in the country, from credit, consumer and marketing and supply to marketing and producer co-operatives, where the land was cultivated and several kinds of produce were marketed by joint effort. Some co-operatives performed several functions, while others specialized in land improvement, seed selection and pedigree cattle-breeding" (Makarenko, "CR" p. 31).

However, according to the Soviet point of view, such co-operatives were just "simple, low form and intermediary co-operatives" which served only as a stepping stone to the highest form-production co-operatives, collective farms.

In view of the Soviet authorities, the collectivization of agriculture left room only for the consumer co-operatives - as a major form of economic collaboration between town and country (Khvostova, "CR" p. 32) for the furtherance of development of a Soviet society. Thus, from a variety of co-operatives, now only the Centrosoyuz with its network remains.

The curriculum is reviewed once a year. The interest expressed in the curriculum, and suggestions made by the concerned bodies of the developing countries or by the students themselves, are taken in consideration, evaluated and, if necessary, the adjustments and corrections are later introduced and implemented. In addition, the program matters, especially those brought up or requested by the students, are often discussed with the education officials of the Centrosoyuz.

The Faculty is familiar with and reflects occasionally on programs and experiences of co-operative education and training institutions in East Germany, Czechoslovakia, Tanzania, etc., but claims it has no information on these in Great Britain or Sweden.

In order to carry out the approved curriculum, the Faculty has its own, well-qualified and experienced teaching personnel. In addition, it can draw, when needed, on a large pool of professors and lecturers the Institute has on staff. The Faculty also makes use of visiting lecturers, eg. particular specialists from the Centrosoyuz concerning the consumer co-operatives, from the Institute of Economics of the Academy of Science on agricultural co-operatives, and other prominent specialists in the fields of interest to the Faculty and the students.

Teaching at the Institute and the Faculty is based on the teaching principles of the Soviet education system, with some specific adaptations, if needed. Lecturing in the classroom on particular subjects is the dominant method of teaching. However, seminars and discussions have some lesser role in the learning process. In studies of accountancy practical exercises are an essential part of the program. Throughout the studies a wide use is made of audio-visual and other technical aids, including an introduction to computers.

The students of the Faculty are organized and study in groups of about 20, formed in such groups according to the regions and common use of the foreign language. Teaching is carried out in either English, French, Spanish, Portuguese or Arabic, according to the need of a particular group, direct or by use of interpreters. Occasionally, the make-up of some groups depends on the composition of the national groups present at the Faculty. If the

whole national group represents and is interested in a particular co-operative activity (e.g. co-operative credit, banking or agricultural production, etc.), it may form the base group right through the course.

For any students willing to specialize in a particular aspect of co-operation, special classes, organized seminars and consultations are available on request.

All daily classroom work is completed by the lunch hour. Time after lunch is left for students for their own individual or group studies, consultation, library work or participation in language or scientific clubs and conferences at the Institute, as well as for social and recreational activities.

Involvement of students in the social activities in their spare time is considered by the Institute to be an important measure for development of their organizational capabilities and skills to work with people.

Organized excursions, as scheduled in the study plan, to museums, exhibitions, cultural centres, workshops, factories and co-operative enterprises as well as meetings with school children, workers, prominent co-operative leaders near the Institute, in other regions and the constituent republics of the USSR, are intended to give students additional opportunities to familiarize themselves with the Soviet way of life and broaden their outlook. The winter vacations are often spent responding to invitations from co-operative and other organizations in the USSR.

Every spring the representatives of the student body at the Faculty of Foreign Co-operators are received by the top leadership of the Centrosoyuz.

At the end of each term - in January and in May - the Faculty has an examination session to provide the teaching staff and the students with some benchmarks concerning the progress of the course.

The spring examination session is followed by 1 week practical training in management and 3 weeks experience in actual organization and planning of work in a co-operative organization. For this practice term, students usually go

to the Republican or Regional consumer co-operative unions or, sometimes, to the modern trading centres near the Institute.

The practice weeks are followed in June by the final exams in two subjects - in the "Fundamentals of Co-operative Management" and in the "Economy and Organization of Consumer (or Agriculture, Producer or Credit) Co-operation". The successful students receive on graduation the diploma qualifying them as organizers and managers of co-operatives. The others get the certificates of attendance.

Some of the students who have gained sufficient knowledge of Russian language and have the needed educational qualifications, may, if so requested by their national co-operative bodies, be admitted for further degree studies (four years) in economics and science of commodities.

Since the establishment of the Faculty in 1961, more than 1,200 students from over 60 developing and other countries have benefitted from the studies at the Moscow Co-operative Institute. Most of these are now working at different levels of co-operative movement, education and administration in their countries, contributing their knowledge and abilities to the development and progress there.

The Institute and the Faculty are proud of their input in the training of co-operative personnel for developing countries and in stimulation of their co-operative movements. The representatives of the Centrosoyuz and the Institute, on their travels to developing countries, visit the specialists of co-operative movements trained at the Institute to learn about their work, and to keep in constant touch with them. The Dean's office of the Faculty, on its part, tries to sustain an ongoing contact with as many of them as possible, and helps them to acquire books, material and other information on experience of Soviet co-operators for ongoing professional upgrading.

As confirmed by the Institute (Pamphlet, 1979), "the entire educational, public and cultural activities of the Faculty and of the whole Institute are implemented so that to inculcate the spirit of comradeship, friendship among nations and consistent internationalism".

THE INTERNATIONAL INSTITUTE FOR DEVELOPMENT, CO-OPERATION AND LABOUR STUDIES,
TEL-AVIV, ISRAEL

The Institute is the pride of the labour and co-operative movements in Israel. It has evolved from the Afro-Asian Institute, established by the Histadrut - the General Organization of Labour in Israel. The Afro-Asian Institute, in turn, had its beginning in 1958, in "ad hoc" seminars organized by the Histadrut in Israel in response to the growing interest, expressed by the political and labour leaders from developing countries, in the role of workers' labour and co-operative organizations in development of Israel.

From the observations on visits to Israel, political and labour leaders from developing countries had been impressed with that "living laboratory of socio-economic experience in development in which the Israeli workers' movement had been and was playing such a vital and decisive role". They had concluded that "some of the Israeli experiences might be usefully shared and analysed, being quite relevant to, and thus beneficial for their own developing nations and workers' movements (Eger, p. 12)".

The early situation in Israel in many ways had some comparable parallels to the situation in the newly developing countries. Israel was a new state. It was developing its own policy, administration, economy, organizations, systems. There was a need for an integration of a growing population with different historic and cultural backgrounds into a consolidated community, whereby the building of the human infra-structures has to precede, or, at least, go hand in hand with the establishment of economic infra-structures.

For other newly developing countries in Africa and Asia, Israel, with its unique labour role in building the national economic, social and cultural character as well as with its rapid overall development, appeared as an on-going demonstration of developmental changes for observations and learning of the processes involved.

Marking the twenty years of activities of the Institute, the Principal of the Institute over those twenty years, Akiva Eger, wrote in "KIDMA", Israel Journal for Development:

"All we could offer was to share our own experience, including lessons learned from our numerous mistakes, to compare, to see varieties of options, to believe more strongly than before that man can bring about decisive changes in his life's conditions if he is educating and training himself for ever higher levels of performance in changing social and economic conditions...From the very beginning our activities were geared to comparative studies within the living laboratory of Israeli working society, rather than to indoctrination of any particular principles of techniques or to a blind transfer of technical know-how (Eger, p. 13)".

The success and acceptance of the "ad hoc" seminars, along with the observations made there concerning the preparation, conduct and structural stability of such seminars as well as the need for continuity and accumulation of experience led to the decision by the Histadrut to establish (1960) the Afro-Asian Institute for Co-operative and Labour Studies.

The present name of the Institute evolved because of the expansion of the activities of the Institute over the years beyond Africa and Asia and a contribution concentration more and more towards studies aimed at social and economic development. "The International Institute for Development, Co-operation and Labour Studies" now is the name under which the instrument of the Histadrut for its co-operation with developing countries and assistance delivery to them is known across the globe.

"We are the only Institute of a highly organized Labour Movement in a developing country combining studies in co-operation and labour problems against the background of its own practical experience in building not only its own economy and society, but determining decisively the structure and the content of a young State",

wrote the Principal of the Institute in the 20th Anniversary Bulletin (Decades of Dedication, p. 4).

Already at its foundation (1920) the Histadrut adopted the principles of co-operation and recognized the co-operative structure as well suited for development purposes, provided the labour movement takes upon itself the role of the initiator and the leader of such development. The Histadrut was established to promote the interests of Jews by forming a working class, by encouraging immigration, by developing industry and agriculture and by providing modern social services besides pursuing basic activities of trade unions. Until the establishment of Israeli State, for its members the Histadrut fulfilled the role of a welfare state. Concerning the co-operativism, the Histadrut followed up on the ideas adopted at the foundation and has been the base for the impressive evolution of the co-operative movement in the strongly labour influenced socio-economic environment of modern Israel (Taimni, p. 144).

In 1923, the Economic Division (Hevrat Haovdim) of the Histadrut was established with an aim of establishing a co-operative labour society throughout the country. A few years later (1927) a new body - Co-operative Centre (Central Union of Industrial, Transport and Services Co-operative Societies) was created by the Histadrut. The new organization was given a responsibility to organize and deal with workers' co-operatives in industrial, artisanal and public service sectors and to help them in their organizational, financial, economic and social needs.

With that move the producers' (workers') and service co-operative movement was considerably stimulated within the ranks of the General Labour Federation. At the time of the creation of the Co-operative Centre there were some 40 transport, producers' (workers') and service co-operatives established by the first pioneers in the land; some decades later the number of such co-operatives was almost four times greater with the size of their membership beyond any comparison.

Even greater was their impact on the economy of Israel as well as on the way of life in the country. These co-operatives handle some 20% of standard bread baking, about the same share in production of tiles for the building trade and in the supply of gravel.

There are co-operatives specializing, and with a corresponding impact, in metal work, construction, in development of electronic instruments, etc. In the printing industry some co-operatives have the best equipment and other facilities in the land. Co-operatives that are the most dominant in their area of operation are in haulage and public transportation where they have over 50% of the country's heavy freight tonnage and handle around 85% of urban and inter-urban public transportation throughout Israel (Losh, 83, 86, 87).

Since the beginning, the transport, producers' (workers') and service co-operatives have worked along with the world renowned agricultural co-operatives - kibbutz, moshav, shitufi moshav - dominant in the agriculture of Israel, as well as with marketing (Tnouva), consumer (Union of Histadrut's Consumers' Co-operatives, Co-operative Wholesale Society, etc.), credit, housing and other co-operatives.

With the results of their active collaboration and interaction, co-operatives in Israel have proven that "the organizational and social basis for participation, responsibility and mutual assistance, self-employment and autonomous management can benefit the worker personally as well as the general public" (Losh, p. 89). At the same time certain new relationships in co-operative labour economy have been developed in Israel. The financial and labour component, instead of a common continuous conflict, work together for the consolidation and strengthening of the society and the nation.

Tens of thousands of new immigrants and discharged soldiers, without trades, skills or funds, required quick integration into the productive society of Israel. The state expected the co-operative movement to provide assistance in this effort, and the favourable climate for co-operative development was created. However, the initiative and the effort, which have led to the impact and the model role co-operatives now have in the development of Israel, came from the co-operative movement and the Histadrut.

The experience that the Histadrut and all its affiliated bodies and agencies gained in decades of struggles has reinforced the idea that trade unionism should be actively involved in all social and economic changes by providing more public service on a co-operative basis. The well-being of membership

as well as the nation should be the target of such involvement.

The establishment of and financial support for the Institute is one of the Histadrut's ways to share with others in need that experience and the adopted development philosophy. It is also one of the Histadrut's ways to help the working people elsewhere.

The approach of the Institute to the task assigned to it has been developed by the Institute itself, independently, and has been described by the Principal of the Institute as follows:

"We do not intend to provide or to recommend blue-prints for development. A way of life can never be taught, it must be paved and passed by those whose lives are in concern. We rather engage in comparative studies with the aim of encouraging labour and co-operative movement in the World-to-be-developed to tackle their own problems with courage and bold initiative, searching for their own proper ways of progress and development, without being indoctrinated or ruled by concepts, ideas, economic or political powers foreign to their own interests" (Eger, p. 4) .

Exactly how to tackle the development problems faced in a given situation, must be found by the students themselves, within themselves.

According to the activity pattern, established by the Institute after some initial trial period, the Institute conducts such basic international courses of comparative studies twice a year. Courses are 3½ months long, residential, and take place at fixed dates during January-April and August-December.

During the time between the two main courses, a number of shorter, more specific courses or seminars are organized at the Institute in response to particular requests from national or international organizations. Also scheduled for the available time during that break is the third category of courses and seminars carried out by the Institute - the special, comparatively short training courses and seminars arranged in developing and other countries in close collaboration with their own graduates. By these activities, the impact of the Institute is multiplied considerably. On the other hand, these courses provide

the Institute with an opportunity for a follow-up, to test their programs for further enrichment and to get some feedback.

Of the two residential courses, which are the main activity of the Institute, one is conducted in English, another in French. Originally the residential courses were conducted for both language groups at the same time with the aid of simultaneous and consecutive translations. It was rather soon established that such technical arrangements concerning the use of languages were not conducive for extended studies nor were the two groups, comprised of students with different colonial and educational backgrounds, fully compatible for a successful learning process. Separation of groups for courses held at different times has turned out to be the most appropriate solution.

All students taking the residential course now follow the same course program. They have an opportunity to put more emphasis either on matters of trade unionism or on co-operativism while participating in the study groups. The classroom teaching, however, is the same for all. That was not the case at the beginning of the Institute's activities, and not even before the mid-seventies.

Initially the students of each course were divided in two groups. One group was for those students concerned basically with the trade-unionism, the other - for students with main interest in co-operatives. The only link between the groups were the joint lectures of a generally binding nature and common development interest.

In response to the comments made by students in their evaluation reports and other observations, during the 1970's , a third group in a course was created to serve the students with interest in both, trade unions and co-operatives and in their natural relationship and role in development.

Further observations and students' reaction, strengthened by experience in co-operative labour interaction in Israel and development philosophy of the Histadrut, led, a few years later, to the unification of the program. Thus the present course arrangements reflect much more the unity of purpose co-operatives and trade unions have in the development activities, particularly in developing countries with all segments of working people equally

interested and involved in socio-economic development. The program for the residential course of studies is designed to serve trade unionists, co-operators and government officials involved with development, co-operativism and labour matters, as well as the academics teaching subjects concerned with such matters (Program, p. 1).

While the original program planned for the first course might have been more academically inclined, now the study of basic ideas and theory is integrated into the program with a corresponding practical experience of co-operative and trade union movements gained in Israel and outside, especially in rural environment.

With gradual shifting of more emphasis on the development problems in the developing countries, the residential course now has three focal points of studies (Eger, p. 19):

- exploration of the comprehensive character of development, with particular reference to rural areas;
- co-operation as an instrument for development (especially emphasizing the use of production co-operatives);
- insight into the organized workers' movement as the principal bearer of social and development processes.

According to the program for the 42nd International Course (Dec. 1979 - March, 1980), these points were covered by the following five groups of classroom lectures:

1. The Comprehensive Character of Development Problems in Emerging Countries (38 hours)
2. Co-operation - A Tool for Development (38 hours)
3. The Labour Movement and its Functions in Developing Countries (26 hours)
4. Labour Organization in Conditions of Development (24 hours)

5. Israel - Land and People (8 hours)

Additional lectures are available on public land ownership, national and social objectives of workers' movements and for teaching a national language.

Lectures by the Institute staff are complemented by reports, presented by the national groups at the course on co-operative, labour and development situation in their home countries as well as by guest lectures delivered by the visiting prominences in labour and co-operative movements in Israel and abroad.

It is common at the Institute to start the residential course with a review of problems of development and underdevelopment and the background information on Israeli co-operatives and trade unions. That is followed by an analysis of basic notions concerning labour economy, co-operatives, trade unions and the workers' education.

Such an introductory phase allows the teaching staff of the Institute to assess the readiness and the capacity of the group, serves to bring up to the same level the understanding of terminology to be used, and helps to establish a common base for further participation in the course.

Only about a third of time during the course students spend in classroom listening to the lectures. Lecturing is considered by the Institute as a rather outdated teaching method for the type of courses conducted at the Institute. Around 35% of course time is allocated to the study groups. The rest of the available time is used for study circles, field work and outside studies.

The background of students, the composition of the group - what involvement areas (co-operatives, trade unions, etc.) the majority of them represent, have some impact on the program, especially on how it is carried out.

Lectures are used basically to introduce the particular subject matter. Further concentrated study of the subject takes place at study groups. The student body is divided in smaller groups, often according to the specific interest lines. Directed by the tutors, they spend two hours daily carrying out exercises concerning the lecture delivered, analyzing it at their own

level and summing it up, or jointly devoting part of the available time to some specialized studies.

Study circles or workshops are another means of learning provided by the Institute. The circle participants, led by particular experts, engage in short, intensive, detailed analysis of specific topics in selected fields of interest (e.g. work measurement, management problems, audio-visual aids, etc.).

A certain time daily is scheduled also for individual studies, guided by the tutor, and library work. Some of the spare time is used for social and recreational activities organized by a democratically elected student Committee.

Studies at the Institute are supplemented by participation experience in work and life of co-operative villages. Students spend one week in a kibbutz, 2-3 days in moshav or moshav shitufi. They work there daily for some hours, alongside the members of these agricultural co-operatives. The rest of the time is spent listening to reports given by the local leaders, discussing the problems and achievements of the community and otherwise participating in its life.

This field work is carried out according to the specific programs prepared by the Institute in co-operation with the particular host co-operatives. Throughout this field work the tutors from the Institute are with students for discussions, advice and assessment. On return to the Institute, the experience and observations are reviewed within the study groups as well as discussed by tutors with the students individually.

Learning and experience is further augmented by organized visits to other types of Israeli co-operatives and co-operative enterprises, central institutions of both movements as well as other public bodies for meetings and discussions with members, committees and leading personalities. Some twenty days of the total course time is allocated for such field studies and other general nature excursions in the country. This is an indication of the importance attached by the Institute to such direct contacts with the day-to-day Israel.

Because of the ever-increasing capacity to change the society, the human beings in a development situation are the target of development and at the same time

are the instruments for development as well. That is demonstrated and stressed by the Institute in the classroom, study groups, field work and in the studies outside the Institute, throughout the course.

It may be added that the ideas and suggestions the students may have concerning the program or its implementation are always received with attention, and adjustments, if relevant, are made right then or in a program for a later course. Particularly important in this respect is a questionnaire the students are asked to fill out at the end of the course. They are invited to answer some 250 questions concerning the course topics, propriety of subjects and their proportion, usefulness of methods, work assignments, etc., as well as some prosaic ones related to living conditions, food, compatibility of groups and to give other positive or critical comments they may wish to make.

The Institute has facilities for up to 72 students at a time. The regular number of scholarships offered by the Institute annually is around 140. The actual requests for opportunities to send representatives to the residential courses in recent years have been twice that number. Occasionally, that leads the Institute to setting up an additional course.

Some six months before the start of a course the Institute informs the developing countries it has dealt with in the past about the number of scholarships available to them for the particular course. The selection of candidates is with the national authorities of both movements or the government agencies involved.

The candidates have to have some years of experience in the field they come from, with completed secondary education, preferably 25-45 years of age, and with adequate knowledge of either English or French. Initially, the Institute required only the primary education level. Because of the rise of the general education level in developing countries, the Institute was able to raise the requirements and now, occasionally, have held courses with a majority of students with a University degree. The application documentation, on forms provided by the Institute, has to be accompanied by the formal recommendation from the national authority involved.

If the number of scholarships offered to a particular country is higher than two, the Institute requests that at least one of the applicants should be a woman. With such a request and some other promotional means applied, the Institute has managed to reach the situation where, on the average, around 15% of students are women. The final selection of the students and granting of scholarships for the residential courses is done by the Institute.

Institute scholarships take care of all the study expenses of students while they are in Israel. It does not cover the travel expenses to and from Israel. That is to be provided either by the national body involved or by a travel grant from some international agency or organization. This adds another dimension to the selection process and the attendance.

The residential, as well as the other two categories of courses and seminars organized within the Institute and in other countries, are carried out by the staff of five tutors, including the Principal of the Institute. With a development of more practically than academically oriented basic Institute programs for the residential course, the initial academically inclined teaching staff has given way to tutors who can more readily identify with the students and be effectively responsive to their learning, guidance, as well as social and individual needs.

When the tutors are hired, they are selected by a committee of the governing council of the Institute with the Principal being one of the members. The applicants have to have a good knowledge of co-operative and labour movements in the world and in Israel, working experience in these movements, good understanding of developing countries and an ability to teach in English and French. A university degree is an asset but not a mandatory requirement.

While the residential course is on, the tutors almost live with their students. They guide and assist them in their studies and social life at the Institute and on organized activities outside it. They help in personal matters as well, whenever possible.

It is also part of the tutor's responsibility to compile reports on students concerning their approach to studies, their effort, difficulties and success,

which at the end of the course help to determine if students have qualified for the Diploma from the Institute.

The relationship tutors develop with the students is an important factor in the efforts of the Institute to maintain contacts with its graduates. Correspondence with them, exchange of information, literature, regular bulletins, visits, special meetings with graduates when seminars and courses are held in their countries, are some of the means used. All that helps the Institute to stay in touch with some 80% (Eger, p. 19) of many thousands of Institute graduates.

Such a high response confirms the acceptance of the Institute as an important and effective contributor of assistance to development activities in more than one hundred countries.

Additional convincing evidence of the influence that the Institute, with its development philosophy has built-up, is the growing willingness of many countries to invite the Institute's teaching teams, during the break, to carry out specific seminars or shortened versions of the residential courses to contingents of new students on their home ground.

On the international development assistance scene the Institute has its own particular place.

CYPRUS CO-OPERATIVE COLLEGE

This College is a rather new institution on the co-operative scene in Cyprus. For better understanding of the position the College has, a short review of co-operative development among the Greek-Cypriots in Cyprus is made first.

In the "Annual Report, Department of Co-operative Development, Years 1973, 1974, 1975, 1976, 1977" (p. 2) Andreas Azinas, Commissioner for Co-operative Development has stated:

"There is nobody living in Cyprus who does not know, directly or indirectly, what co-operatives are on this island. Cyprus can be considered as "The Island of Co-operatives". Ever since the co-operative idea was first put forward on this island in 1909 and since the first Co-operative Law was enacted in 1914, the co-operative idea became dominant in Cyprus. During the last 68 years a steady increase in the numbers of co-operatives and an expansion in almost every aspect of the economic and social life of the island has been noted...

The beneficial role of co-operation has been understood by the working classes in Cyprus, so that farmers, workers, craftsmen, private employees, civil servants, teachers, participate in one way or another in co-operative societies..."

For a variety of reasons, during the first 25 years co-operative development was rather slow. Only after a special department (Department of Co-operative Development) was formed in 1935 and staffed with technical co-operative officers to reorganize the initial attempts and to deal with all the matters concerning co-operatives, the speed of development increased.

Establishment of the Co-operative Central Bank a few years later (1937/38) provided further stimulus.

Once the independence was attained in 1960, the co-operative development in Cyprus, particularly among the Greek-Cypriots, became quite spectacular.

When faced with any kind of difficulties or when they felt the co-operative methods suited them, the Cypriot people have readily resorted to co-operatives as their tools of economic and social action.

Co-operatives have been formed in every village for thrift and credit purposes, for consumer needs and often some additional co-operatives for other specific needs. "The Island of Co-operatives" has reached the point (in the present Greek-Cypriot territory) where no further year to year increase in the number of primary level co-operatives can be expected. (Azinas, p. 5). Due to the prevailing reverse trend towards the multipurpose co-operatives, the total number may decrease.

The co-operative activities among the Greek-Cypriots now cover the following sectors of the economy:

- a) banking
- b) marketing and processing of agricultural produce
- c) consumer activities
- d) co-operative industries
- e) import-export transactions
- f) variety of incidental areas (incidental in general sense, but quite significant to those involved, e.g. shoemaking, irrigation, pottery, handicraft and others).

The banking sector is the backbone of the Cyprus co-operative movement. The co-operative credit society was the first co-operative organization established on the Island of Cyprus. Now the activities of such societies (village banks), co-operative savings banks, saving clubs at schools and the activities of the Co-operative Central Bank, take care of the financial needs of all other types of co-operative involvement.

The effective development of co-operative credit led to other co-operative development, such as consumer stores, co-operative marketing of fruit, vegetables and other agricultural products, processing, canning, wineries,

import-export and transport facilities, machinery supply co-operatives and a variety of other co-operative enterprises.

Although the consumer co-operatives were the second co-operative sector to develop in Cyprus - after the 1923 Co-operative Law enabled establishment of such societies, the real take-off in that development took place only after World War II. Before that the growth of co-operative stores was slow, even discouraged by the officials in power at that time, who thought such co-operative stores suitable only in industrial, not agricultural societies ("Greek-Cypriot Co-operation in Cyprus", Year Book of Agricultural Co-operation, 1972).

During that war the existing rural co-operative organizations were used by the government as a delivery network for distribution of rationed merchandise and agricultural supplies in the rural areas. The experience accumulated served the rural people as a base for establishment of stores owned and operated by the independent consumer societies.

In line with the latest development philosophy in Cyprus, Co-operative Consumer Stores as a part of local multipurpose co-operatives, cover the whole Greek-Cypriot territory of Cyprus.

An important, and possibly trendsetting development in the co-operative consumer sector, is the appearance of the co-operative department stores. Following the examples provided by the co-operative consumer organizations abroad, in the early 1970's the officials and members of consumer societies in two of the Island's largest cities (Limassol and Nicosia) decided to join forces of a number of smaller consumer societies into a larger, more economic and effective units. With an active support from the Department of Co-operative Development and the financial co-operatives, two new consumer co-operative organizations - SEKAL and ESEL - were finally created to serve the consumer needs on a much wider basis than was done before by the smaller societies.

These two new organizations now have tens of thousands of members in cities and in the neighbourhoods where they operate. They operate on an "instant" dividend (2½% off sales price - for members) principle which is assured by

a careful budgeting and cost control as well as by the special dividend reserve fund, accumulated from partial deductions from annual surplus.

In the few years since 1976 when this development was initiated, the volume of sales has increased more than five times. This has made them dominant factors in the consumer field not only locally but nationally as well.

The development of the two co-operative department stores was carried out with practical assistance from the Swedish Co-operative Centre (SCC). One SCC technical advisor first carried out feasibility studies. A second advisor helped with technical arrangements to implement the findings of those studies. The store advisor, in close co-operation with the development committee and the management, provided advice and help regarding the organizational set-up, systems and routine, interior design, stock planning, arrangements and accounting, as well as assisted in purchasing processes.

The SCC assistance input (1976-1978) has been well received in Cyprus and much appreciated. The established contacts are still maintained.

The initial staff training also was carried out by the SCC advisor. After a few years, however, the Cyprus Co-operative College, established shortly before the co-operative department stores came into existence, has taken over the task by arranging special courses for sales staff, and providing some particular training opportunities at the managerial level. With the past achievements by the co-operative department stores indicating possible future developments in the consumer field, the College now will, likely, have that trainer's role on a regular, ongoing basis.

Another recent significant development is the establishment (1976) of the Central Co-operative Industries (Cyprus) Ltd. Set-up by four Island-wide co-operative organizations, themselves involved in tobacco and fruit marketing, processing, canning and export-import business, the Central Co-operative Industries Ltd. has already several co-operatively-owned industries in operation (e.g. seed oil extraction plant, oil refinery, paper mill, etc.).

The decision by the co-operative movement to establish these industries to some extent may have been stimulated by the expressed government policy for re-organizing and reactivating the economy after the Turkish take-over (1974) of some 40% of Cyprus territory with hundreds of active Greek-Cypriot co-operatives and other enterprises (Azinas, p. 20). Nevertheless, the new industrial activities are logical expansion of co-operative movement's involvement in areas of direct interest to the members of primary societies concerned and provide additional services to meet their needs.

For a more complete picture of the Cyprus co-operatives, it also should be added that the co-operative movement, with a widespread network of co-operatives across the country, and almost half of the population in membership, considers it quite natural from time to time to act as agents for the government. When the government needs to implement particular policies or plans, the co-operative facilities and services are made available (e.g. carrying out a refugee support program, distributing government credits, payments, purchasing on behalf of the government boards, etc.) As Andreas Azinas stated in the "Annual Report" (p. 2):

"...the co-operatives in Cyprus, hand in hand with the government and together with the private sector, are making a special effort to help the country not only to survive, but also to keep pace with the times in the economic and social development of Cyprus".

The populations' ready and willing acceptance of the idea of co-operative organizations, combined with a favourable political climate and good co-operation of government agencies, have, over the years, jointly shaped the role and success of co-operatives on the Island.

Since 1974, these inputs have been further strengthened and supported by the activities of Cyprus' own Co-operative College.

Before the College was organized, the co-operative education and training of members, officials and staff of co-operatives was mainly the responsibility of the technical officers employed by the Department of Co-operative Development.

A number of these officers, along with selected employees of co-operatives, have themselves attended overseas courses and seminars in the United Kingdom, Sweden, Denmark, Czechoslovakia, Greece, Germany and the United States.

Occasionally, some basic training courses for newly-appointed officers of the Department of Co-operative Development have been carried out by the local authorities in Cyprus.

In 1970, the capital of Cyprus - Nicosia - was a location for a co-operative management training course, jointly sponsored by the Plunkett Foundation and the Cyprus co-operative movement. Participants included co-operators from many foreign countries and a number of representatives from the Cypriot co-operatives.

The positive impact of all these efforts, undoubtedly, has been apparent in the steady growth of co-operative activities and role on the Island.

However, the need for their own co-operative and training institution to enhance further the effectiveness of co-operative action has been long felt, talked about and agreed upon among Cyprus co-operators.

The implementation of the idea finally took place at the beginning of 1974 when the first course, organized by the newly-formed Cyprus Co-operative College was held.

It is significant that the first course was arranged for the co-operative auditors employed by the Department of Co-operative Development. This particular attention, paid to the technical staff of that Department, then and later, seems to be a recognition of their importance in co-operative development on the Island as well as recognition of their role in co-operative education of co-operators and members of the general public. It is also an indication of close ties between the College and the Department.

In the five years following the start of the College in 1974, more than 1,000 students, representing employees of many sectors of co-operative movement in Cyprus and the government, have benefitted from a variety of short and/or extended courses arranged and conducted by the College.

The Cyprus Co-operative College too was set-up with some assistance from the Swedish Co-operative Centre (SCC). The representative of the SCC stayed with the College for some time to provide advice and to help to solve technical problems that the process of growing up of the College brought forward. Participating in carrying out locally designed programs of the arranged courses was another contribution of the SCC.

The permanent staff of the College is limited to the Principal, an economist and a few technical support employees. This makes it necessary to arrange for some teaching staff every time a new course is arranged. Locally, this is considered an advantage, as it permits the best possible selection of the most suitable specialists for any given occasion.

It is also easier on the College budget which is covered from a special fund, built up at the Department of Co-operative Development from the annual contributions by the co-operative organizations. The fund is administered by the Commissioner of Co-operatives to whom the Principal reports on the activities of the College.

Occasionally, the College invites special foreign lecturers to deal with a particular important problem or a particular aspect of co-operation. The visiting co-operators or other specialists from abroad are also utilized for an additional educational input if their visits coincide with an ongoing course at the College.

The program of the first course carried out by the College in 1974 covered co-operative theory and management, history of co-operation in Cyprus and abroad, various types of co-operative enterprises, economics, statistics, law, sociology, education techniques, accounting and auditing.

Some of these basic components, depending on the nature of the course, make up certain parts of the program of any College course, with appropriate adjustments applied according to the size, level and scope of an intended course.

Before the annual planning of courses and programs, the College contacts co-operative organizations across the country to find out what they see as the most felt education and training needs in the coming year. The gathering of such information is facilitated by the fact that the Principal of the College, according to an established Greek co-operative tradition, is also the Secretary and Manager of the Pancyprian Co-operative Confederation. The Confederation is the apex organization of Greek-Cypriot co-operative movement.

The courses at the College are arranged and programmed according to the needs and priorities expressed by the co-operative movement.

Once they are scheduled, the interested co-operatives are invited to select students for the courses they have suggested. The lists of designated participants provide the College beforehand with an indication of the possible size of the expected group (regular groups have 20 to 30 students) and the level at which the planned course is to be conducted.

Depending on the course and the subject matter, a variety of teaching methods are used. Lecturing with the occasional use of audiovisual aids followed by a question and answer period is the basic approach. Discussion groups, group work and study visits to particular co-operatives or enterprises with activities of specific interest to a particular course, are also part of the study activities.

Each student, participating at some extended courses, have to prepare a paper on subject matter chosen by or assigned to the student. At the end of some particular courses the students have to pass an examination (e.g. co-operative auditors).

The College basically is a day school. Whenever the nature of the course permits, it is arranged in such a way that the students are away from their work only for mornings. To minimize the disruption of work, at times the College even goes to the students and holds the courses in other larger centres of the Island, outside the capital.

Between courses, the College keeps contact with former students by casual bulletins informing them of available scholarships or expected events of importance to them, etc. Some occasional consultancy, especially concerning further education and career development, is also available to them at the College.

For the first five years, the primary concern of the College has been the development of and support to the Island's own co-operative movement. Although Cyprus has provided a location for some international co-operative courses and seminars with participants from developing and advanced countries, including some Cypriots, the College itself has not yet become a regular, continuous contributor to the technical assistance delivery to outsiders.

However, the foothold in the economy of Cyprus that the joint efforts of co-operative organizations, agencies and institutions have gained and assured for Cyprus co-operatives, has been for years an attraction and often a study object for co-operative representatives from many countries ("Co-operation in Cyprus", p. 14). It could and should lead the College to an active, ongoing role in extension of advice and regular technical assistance to those willing to learn about the co-operative development process applied on the Island.

The expressed interest (as confirmed by the Principal of the College) of the Middle East and North African Regional Credit Organization (MENARCO), a subsidiary of the FAO, to use the Cyprus Co-operative College as a Regional Base for annual Regional courses and seminars, is already indicating possible development in that direction.

The College represents an accumulation of development, education and training experience within the Cyprus co-operative movement, along with a wealth of experience gained from the long years of collaboration with the government agencies. That experience, combined with an awareness of impressive achievements of the Cyprus co-operatives and the remarkable impact they have on the local and national economy, certainly gives the College a strong, rich and an appropriate starting base for an international involvement in co-operative education and training if such activity would be decided upon.

THE CO-OPERATIVE DEVELOPMENT CENTRE
FOR EDUCATION AND TRAINING
IN EGYPT

The Co-operative Development Centre (CDC) is an institution created as a result of a movement to movement assistance agreement signed between the Swedish Co-operative Centre (SCC) and the Central Agricultural Co-operative Union (CACU) of Egypt.

The initial approach by the CACU to the SCC for technical assistance in education and training was made in 1974. An exchange of fact-finding visits by delegations of co-operators from both countries followed. In addition, there was a special two-month seminar held in Sweden in April-May 1975 for a group of Egyptian co-operators. Ten co-operators selected by the CACU, were given an opportunity to gain detailed knowledge about the Swedish agricultural co-operatives and, particularly, about the Swedish education and training set-up for agricultural co-operatives.

The one year assistance agreement, concerning the establishment of the Co-operative Development Centre to plan and to carry out co-operative education and training, was signed shortly after that seminar, and the SCC-designated Project Advisor arrived in Egypt to start the necessary planning and preparatory work.

A year later a second phase agreement was signed, extending the project by two years. That brought an additional signatory to the agreement - the Ministry of Agriculture, and two more Swedish experts to work with the newly-established Centre.

Two months after the signing of the extension agreement, the Central Agricultural Co-operative Union (CACU) was dissolved by a Presidential decree.

For a while that left the CDC and the SCC Project team with some uncertainty as to the purpose, direction and the future of the Project. However, by the early 1977 the Centre was reorganized, provided with some of the facilities needed and continued to work with the main constituent organizations of the former union (CACU).

In 1978, in view of certain results already achieved by the CDC, it was agreed by the SCC to extend the agreement for the next two year phase. Now the signatories on the Egyptian side were only those two organizations the SCC team had worked with after the CACU was dissolved - the General Society of Agricultural Credit Co-operatives and the General Society of Agrarian Reform Co-operatives.

"It should be noted", states the renewal agreement, "that the two above mentioned General Societies have replaced both the Ministry and the CACU in this agreement until such time as a new federation within the Agricultural Co-operative Movement has been established. As soon as such a Federation has been established, it will replace the two above mentioned General Societies in this Agreement (Project Agreement, 1978)".

The establishment of the new federation depended upon the passing of the new Co-operative Law, the drafting of which had been in process for several years.

The structure of agricultural co-operatives in Egypt is made up of village level multipurpose agricultural co-operative societies, joint societies at the district level, central societies of governorate (provincial) level and of the general societies at the national level. Further, there are specialized societies at the governorate and national level dealing with a particular line of agriculture (Wagdy Azmy Bahr, p. 10). The CACU was the apex organization for all types of agricultural co-operatives.

The General Society of Agricultural Credit Co-operatives is one of the oldest national bodies. The General Society of Agrarian Reform Co-operatives, on the other hand, is the national body for the Agrarian Reform Societies, created after the 1952 revolution when the land of former big landowners was re-distributed. The new smallholders, which make up the membership of the

Agrarian Reform Societies, work their land jointly, in a co-operative manner. In both cases the government with its agencies appear to have a strong impact on their activities (Wagdy Azmy Bahr).

Although the Ministry of Agriculture is no longer a signatory to the Agreement, as a government body in charge of the supervision and guidance of agricultural co-operatives, it has close ties with the CDC and a corresponding effect on the CDC through the co-ordinating committee that governs the CDC.

When the CDC was established, the aim set for it was to build a co-operative education and training system for the staff and elected officials of agricultural co-operatives, a system that would be appropriate for the situation and based on modern methods and techniques.

According to the outline of "The Purpose of the Project", attached to the Agreement:

"The Co-operative Development Centre for Training and Education will be the organ of vocational training and research in matters destined to raise the operational efficiency of co-operatives and their top organizations in the fields of multi-purpose co-operatives, the Land Reform and Land Settlement Co-operatives, the rural industries co-operative and marketing co-operative societies. The Centre will be organized into two departments: one Department for Education and Training and one for Research and Consultancy Service..."

It was projected that the Centre will organize and carry out courses to educate co-operative members in co-operative principles and operations, train and educate the elected officials and provide in-service training courses for staff of co-operative organizations and arrange specific courses for government officials concerned with co-operatives.

Study tours, field demonstration groups, preparation and publication of periodicals and pamphlets and other educational material as well as research and consulting activities were among the other tasks projected for the CDC.

The Swedish team effort within the CDC, with support from assigned Egyptian staff, has concentrated on the education and training of co-operative members, directors, staff and the government officials. In the latter case, the effort is particularly concentrated on a provision of additional knowledge and skills that would help them to better plan and effectively carry out their own involvement in co-operative education and training.

In view of a high illiteracy rate among the Egyptian farmers, including co-operative members and officials, the CDC recently has become involved also in the eradication of illiteracy.

Although the purpose of the Project indicates the CDC involvement in co-operative training beyond the direct relationship with the two signatories, the resources at the disposal of the CDC on the Swedish as well as the Egyptian side have not yet provided for it. In recognition of the paramount importance of concentrating on the training responsibility within the existing realities, the Swedish advisor, originally designated for organization of research and consultancy, was soon replaced by another Swedish advisor with training expertise.

With the essential input from the Swedish team financed mainly by funds from the SCC and SIDA, the CDC has developed into a national training agency for co-operatives represented by and affiliated with the General Society of Agricultural Credit Co-operatives. In regard to the General Society of Agrarian Reform Co-operatives, the CDC works very closely with and supports its education department.

The present activities of the CDC have been aimed in two basic directions. One led to CDC's involvement in training activities at the primary society level. The other was to concentrate on creation of training systems and structures at the district, governorate and national levels and on training of instructors, lecturers and course leaders for those structures. The importance of the multiplication effect in a given situation was recognized at the start and efforts were directed towards that achievement.

Despite the uncertainty that faced the CDC up to 1977 due to the liquidation of the Central Union (CACU) and other internal problems, along with limitation of resources in comparison to the tasks assigned to it, the CDC can claim undoubted achievements.

It has already succeeded in creating the needed training organization, staffed with training officers and instructors, for the Agricultural Credit Co-operatives in six governorates. This has been achieved despite the fact that selection of participants for future instructor's and lecturer's training courses by local authorities has not always been made in a manner proposed and expected.

The same CDC efforts that brought the desired results in the pilot areas, are now extended into the remaining governorates (provinces). The CDC also has helped the Agrarian Reform Societies to expand the activities of their national education department and to set-up a similar local educational and training network.

The effectively presented new education and training ideas, methods and approaches to thousands of participants at hundreds of courses, combined with an availability of receptive, educated personnel to continue with the projected tasks, has brought about this CDC achievement. It may be added, that a transfer of training programming initiative and the subsequent implementation at local levels in a country with a traditional, centralized decision-making process has not been an easy task.

Illustrative of the activities of the CDC is its plan of operations for the first six months of 1980. For both the Agricultural Credit and the Agrarian Reform operation areas, some 69 courses and seminars were scheduled for that period at different locations, intended for over 2,200 participants, among them over 100 lecturers and training officers. The planned events were:

- seminar for board members of the General Agricultural Credit Co-operative Society;
- workshop for lecturers from new governorates on training and teaching techniques;

- seminar for co-operative directors and training officers on training plan;
- seminar for co-operative directors and training officers on training needs, evaluation and follow-up;
- courses (50) for Chairmen and Secretaries of local Agricultural Credit Societies on agricultural co-operation;
- seminar for board members of the General Society for Agrarian Reform;
- workshop for lecturers of Agrarian Reform on training techniques;
- seminar for training officers (Agrarian Reform) on the new training plan;
- workshop for training officers (Agrarian Reform) on training and teaching techniques and training needs;
- seminars (3) for board members of Joint Agrarian Reform Co-operatives on Agrarian Reform Marketing;
- advanced training (8 events) for board members of Local Societies for Agrarian Reform.

There were also 45 joint literacy classes scheduled for some 865 participants from Agricultural Credit and Agrarian Reform working areas. Special courses for female instructors to carry out teaching of wives of co-op members in family matters are also in planning.

Particularly significant is the fact that all these events were to be conducted and supervised by Egyptian personnel. It is fully recognized that the education work, especially with the members, is most effective if carried out in the local language with traditional idioms, perception and reception patterns incorporated. The Swedish team is moving, as anticipated and expected, more and more into an advisory role.

Some ideas of the subject matters dealt with at the local level courses may be gained from the CDC advanced training program for the chairmen and secretaries of the local credit societies, outlined below in the planned order of presentation:

- The local Agricultural Co-operative Society - its role and social and economic responsibilities;
- Management in Agricultural Co-operative Societies;
- Mechanisation of Agriculture: present situation, procedures for solution of problems;
- Records and Bookkeeping in the Societies, their purpose;
- Agro-industrialization Projects and Rural Development; the role of the boards, examples of successful projects;
- Co-operation and Agricultural Policy;
- Co-operative Marketing of Crops, available marketing services, the role of boards in promoting co-operative marketing services; the organization of social projects and activities at village level;
- Co-operative Problems, the new aims for improving the co-operative movement;
- Evaluation.

In addition to the involvement in the program, designed appropriate to the level and previous learning experience of the participants, the chairmen and the secretaries are also stimulated to realize the importance of education and training in co-operative matters for all involved in co-operative activities, hoping they themselves will actively further the process at the village level.

Invitations to send participants to courses and seminars are extended to co-operatives on a radial sector or wedge, not a circular basis. By that kind of approach to the territorial coverage it is ensured that the participants will come from organizations at different distances from the central location and thus may bring along, for exchange, much wider variety of experience.

The actual selection of participants is left with the local organizations and agencies. Occasionally, this approach has resulted in a number of repeat participants or even inappropriate choices (for example, for training of trainers). However, it also has been an additional opportunity for people at the local level to learn to exercise their own initiative.

Among the other specific factors to be observed in planning, implementing and, especially, scheduling co-operative education and training programs for Egyptian co-operatives at the local level, is a sensitivity to the seasons as well as to the events of importance to the locality from which the participants come. To escape a reduced attendance or even cancellation of the event, conflicts of dates should be avoided.

In planning of daily programs of a course or a seminar, no essential activities could be projected for the last formal day because of a preoccupation of the participants with the impending departure from the location. It has also been established that the short courses should last either six days or less, or not less than nine days. The week-end, if it is included in the length of the event, is usually not productive.

An important factor is the high illiteracy rate - up to 80% of Egypt's population. It is in the forefront of all program considerations, calling for a special approach and methods in dealing with that problem. As in many developing countries, traditions do not seem to have been developed in Egypt concerning institutional adult education and training, particularly in the rural environment.

Many farmers, especially when participating in a course for the first time, enter a completely new situation. There are unusual requirements - for them - in relation to the course timetable, such as a need for concentrated attention by everyone and the group as a whole, as well as requirements for certain timely responses, conclusions, quick decisions. Another important factor is that farmers attending courses are by nature conservative and sceptical. The older they are, the less curious they become and less motivated towards change (Wilhelmsson, p. 31).

Faced with such problems, the CDC and the training personnel trained by the CDC, try to stimulate and motivate participants by making presentations as much participant-centred as possible.

Instead of the traditional authoritarian lecturing method as the main means of training, the Swedish team brought to the CDC a participatory training approach. This method actively involves the participants in finding certain notions by themselves by incorporating their own experiences, ideas and knowledge, combined with other inputs as essential components of the learning process. It is up to the instructor or training leader to use the appropriate means and techniques to create the environment for active interaction within the group.

Suitable techniques for educating and training Egyptian farmers in co-operation, according to the Training Manual, (Wilhelmsson) published by the CDC in English and Arabic, are:

- use of prepared lesson notes,
- informal group discussions,
- ranking exercises,
- case studies and,
- role playing.

The above techniques are supplemented by an extensive use of visual aids, other illustrations, a variety of practical examples from a familiar environment and corresponding exercises.

It has been observed by the CDC that, in addition to increasing the particular technical capabilities of the participants, the method used also helps to develop their decision-making, verbal, social and other skills.

Whenever possible, the benefits of training process are intensified by a follow-up at meetings some time after the course, at the implementation stage.

Possibly because of a natural requirement for a certain sophistication and knowledge the technique calls for, the role playing at the CDC courses or seminars, apparently, is not always readily adopted or utilized yet. Other-

wise, the participative method that promotes the initiative, modern thinking and independent use of local talent in an environment basically not oriented towards decentralization, is generally welcomed and well received. The Swedish team is given deserved credit for that, although the propagated ideas of the traditional democratic co-operative approach may occasionally experience some difficulties in implementation, even at the CDC.

It is expected by those concerned that the long anticipated and awaited new Co-operative Law will loosen the strong controlling ties the government now has with the Egyptian co-operatives and permit them to exercise more fully in their daily activities all freedoms traditionally associated with co-operatives.

The CDC, and others involved have particular expectations from the promised new law. Now the CDC is considered a semi-governmental agency. A part of the CDC budget is covered by the State; the Ministry of Agriculture has its influence on the co-ordinating committee and through the bureaucracy; the public servants are delegated and seconded to work there. In its daily operations, the CDC is obliged to comply in detail with the rules and regulations of the bureaucracy of the State.

It is hoped that the new law, if and when passed, would give the CDC an opportunity to function as a co-operative agency, owned and governed by the organizations it serves, in a manner decided upon by the member-owners with a staff selected by themselves.

If the new law, when passed, would satisfy the expectations now prevalent among those deeply interested and involved in co-operatives, there would be expanded tasks in co-operative education and training for CDC to carry out, and for the SCC to advise and support.

Under present conditions, however, once the already created co-operative education and training network for the General Societies is expanded and consolidated across the country, the CDC may be left solely with the maintenance, supervisory and advisory responsibilities within that network.

PART 4

ROLE OF SOME INTERNATIONAL ORGANIZATIONS AND UN AGENCIES

INTERNATIONAL CO-OPERATIVE ALLIANCE (ICA)

COMMITTEE FOR THE PROMOTION OF AID TO CO-OPERATIVES (COPAC)

INTERNATIONAL LABOUR ORGANIZATION (ILO)

FOOD AND AGRICULTURAL ORGANIZATION OF THE UNITED NATIONS (FAO)

ROLE OF SOME INTERNATIONAL ORGANIZATIONS AND UN AGENCIES

Programmed, ongoing technical assistance delivery as a means of stimulating socio-economic development in developing countries now is an established part of international relationships.

Local, national and international co-operative organizations, along with a number of intergovernmental and other agencies, are among the effective contributors to development and expansion of this relationship. Their presence, as described in this report, is noted and felt at local, national and international levels; in some cases even with a particular prominence (e.g. case of Sweden).

More specifically at the international level, there are several international organizations and agencies that have a distinguished record on the co-operative assistance scene. The ICA, COPAC, ILO and FAO, already repeatedly mentioned previously, are important factors in assistance delivery to developing co-operatives that should be given much closer scrutiny.

It might be added that there is another UN agency - the youngest in the UN family of specialized task agencies, the UN Industrial Development Organization (UNIDO) - that has frequently expressed an interest in co-operatives as tools for industrialization of developing countries. In recent years UNIDO, through a series of contracts with central bodies of workers' co-operatives in Poland and France has provided some financial and human resource input in this direction in a few countries in Africa and Asia. A drive for an ongoing, expanding involvement, however, doesn't seem to be there.

Lack of a notable expansion of such activities by UNIDO is explained by its officials as being due to a lack of initiative and actual requests for such assistance on the part of the developing countries. The low level priority ascribed by developing countries to co-operatives as tools of industrialization is also given as a reason for not having even a single co-operative specialist on UNIDO permanent staff.

In view of an observed continuing interest by most developing countries in all types of co-operatives, the above reasons appear somewhat unusual, especially, for instance, when one is aware that, in addition to UNIDO's own involvement, Italian advisors from Lega Nazionale delle Co-operative a Mutue are very active in advising construction and similar co-operatives in some African countries. It appears that what is lacking is a serious commitment and a political will.

This is definitely not short in the planning and implementation of activities of the other agencies mentioned above - ICA, COPAC, ILO and FAO.

INTERNATIONAL CO-OPERATIVE ALLIANCE

Whatever direction the economic and social development may take, co-operativism always has a tendency to strive for an extended, combined action at all stages of its activities, including that at the international level. It is one of the basic components in the essence of co-operativism - to solve common problems by joining individual resources in a particularly co-operative manner.

The idea of a need for an organization unifying co-operatives internationally was broached by Europeans as early as the 1860's. After protracted discussions over several decades in publications, at various national and international meetings, during inter-co-operative visits, and after a number of frustrated attempts and setbacks experienced due to internal and external problems of the various co-operative movements, the break-through came in 1895. At an international co-operative congress held in London, England, such an international body, named the "International Co-operative Alliance", for the stimulation and protection of co-operativism without any discrimination between its various forms, was finally established (Watkins p. 42).

The ICA was created "as an association of national unions of co-operative societies, which seeks to promote a non-profit system of production and trade, organized in the interests of the whole community and based upon voluntary and mutual help. Its purpose is to propagate co-operative principles and methods and to promote friendly and economic relations between co-operative organizations of all types, both nationally and internationally". (RIC)

In order to achieve the objectives that the International Co-operative Alliance was set up for, it organizes international congresses and other general or specific meetings; it also sponsors and supports co-operative education, studies of co-operativism, publishes magazines, manuals, essays, reviews and other kinds of materials concerning co-operatives.

Through its auxiliary committees, working groups, special bureaus and inter-regional organizations for agriculture, banking, trading, insurance, tourism and other activities the ICA encourages direct relations between

co-operative enterprises in different countries, to enhance their impact on the national and world markets according to their own aims and objectives. (RIC)

The highest authority body of the ICA, that sets its policy guidelines, is the Congress. This is usually held every three years, and is attended by delegates from member organizations in numbers varying according to the statutory rules of ICA. In fact, each Congress of the International Co-operative Alliance is the final, summit meeting of a series of preceding special meetings, which cover the particular activities of ICA.

The Central Committee, on which each member organization is represented by at least one delegate, is the body responsible for ensuring that the decisions of the Congress are implemented. The Central Committee meets at least once a year. It elects the President of ICA, two Vice-Presidents, the members of the Executive Committee, and appoints auditors and the Director of the ICA.

The Executive Committee controls activities of the Alliance between meetings of the Central Committee. It admits new members, prepares budgets, checks on the finances of the ICA and monitors work of the ICA Secretariat.

The ICA Secretariat and Headquarters, located in London and organized according to needs of the ICA structure, carries out day-to-day activities as well as the preparatory work for all ICA meetings, conferences and congresses.
(ICA, its Aims and Work)

During the decades since it came into being the International Co-operative Alliance has come through various organizational, financial and political difficulties and changes, including a repeated review of the basic co-operative principles. Within the ICA there are various geographic, ideological and political groupings. By its representation of co-operative organizations on every continent, having over 355 million members with a variety of co-operative involvement, the ICA is now the theoretical and also the practical representative voice of a large segment of the world's population and its economic life. It is recognized as such, particularly within the United Nations Organization. At the UN the reputation of the ICA is at a high level, as might be expected for an international non-governmental organization capable

of helping to implement UN policies; and especially recommendations passed by the UN Economic and Social Council concerning co-operatives. (ICA Moscow Congress Paper No. 1)

Through its Executive and Secretariat the ICA plays an impressive role in promotion, initiation and stimulation of decisions and actions for the benefit of co-operatives across the globe. This role is most effective in international circles and among top international bodies. It is unfortunate, and regrettable, that the restricted human and financial resources at ICA's disposal don't always permit the necessary follow through.

Involvement with technical assistance to developing co-operatives, its promotion, sponsorship, co-ordination and the actual direct participation in assistance delivery, forms a particular sector of ICA's activities - including its advisory role with UN agencies.

The International Co-operative Alliance recognized a need for co-operative development in developing countries some years before the UN launched its first development decade in 1970. (ICA Moscow Congress Paper No. 2) A vague vision of future co-operatives and the co-operation between them, already expressed some fifty years earlier at the Budapest Congress (1904), was turned at the Paris Congress in 1954 into a reality when the ICA Development Fund was created and an official program of co-operative development assistance instituted. (Watkins, p. 69)

The Stockholm Congress (1957), the Swedish exhibition "World Without Boundaries", and subsequent activities of Swedish co-operators in the assistance field (followed by a similar response in other countries) provided the ICA assistance program with the necessary further impetus.

Many varied ways and means have been used by ICA to follow the aims and objectives of its co-operative development assistance program, and to inspire the participation of member organizations. Special seminars, conferences, research of development problems and projects, publications, education and training materials, provision of development advice and expertise for actual

projects, collaboration with others involved, and a co-ordination of efforts of the co-operative sector with development activities at the international level, are among the many measures applied by ICA.

The main work of the Alliance pertaining to co-operative development in developing countries is, however, carried out by the ICA Regional Offices. A review of the work done by a Regional Office may, in reflection, give an idea of the scope of the total input by ICA and its members.

The Regional Offices are an extension of the ICA Secretariat, acting as a more direct link between the ICA and its member organizations in a particular Region. There are now three Regional Offices in operation: the oldest, since 1958, serving South-East Asia based at New Delhi, India; the Regional Office for East and Central Africa established ten years later (1968) at Moshi, Tanzania; and the latest addition, an office to serve West Africa, set up in 1979 at Abidjan, Ivory Coast.

In general, the work of these offices has been funded by financial sources other than the central budget; notably by the Swedish Co-operative Centre (SCC) and certain national governmental technical assistance agencies in Canada, Finland, the Netherlands, and the United Kingdom. Other technical assistance has been organized by ICA Headquarters to serve areas not yet covered by Regional Offices, especially in West Africa and Latin America. (ICA Moscow Congress Paper No. 1)

The program of work envisaged for the newly-established West Africa Regional Office for 1980-1982, commented on at the ICA Executive Committee meeting (Minutes, September, 1979), indicates the scope of activities projected initially. A series of specialized co-operative seminars, production of education and training materials aided by CEMAS, the identification and formulation of co-operative development projects to be presented to donor agencies for support, an insurance consultancy service, and a comparative evaluation of co-operative movements in the Region, were among projected topics to be dealt with by the new Regional Office.

In turn, a look at activities of the Regional Office for East and Central Africa will give an illustrative overview of the extent of activities in which a Regional Office gets involved, once in operation, and the impact it may develop in that Region.

When this Regional Office was set up, it was projected that the Office would channel available ICA technical assistance to countries in the Region by, among others:

- providing a standing forum for an exchange of views and experience among the policy makers on development of co-operative projects/programs which require ICA assistance;
- augmenting the ongoing co-operative development programs, by educational, technical and financial assistance;
- acting as an information centre concerning the wide range of subject matters related to the field of co-operative development.

The objectives of the Regional Office are pursued through the following (ICA Information on Organization...):

- the organization at regular intervals of meetings for co-operative movement leaders (i.e. Regional Council), for government officers heading co-operative development departments/divisions of the national ministries concerned (i.e. Commissioners' Conferences), and meetings for specialists in specific fields of co-operative activity (i.e. Standing Committees);
- assisting in identifying the training needs of, and opportunities for co-operatives in the Region;
- organizing, or assisting in, and financing of high level manpower training according to workshop/seminar training programs discussed and approved by co-operative leaders in the Region;
- co-ordinating, producing, assisting and/or financing the production of co-operative education materials for use by co-operative organizations, colleges or other institutions in the Region;

- setting up and maintaining a Documentation Centre to provide information and allied services to co-operators in the Region as well as internationally;
- providing under its various operational departments consultancy services in different spheres of co-operative activity as requested by the Region.

The Regional Council, comprised of the Chairmen and Chief Executives of member organizations from Botswana, Mauritius, Tanzania, Uganda, Kenya and Zambia, is responsible for certain direction, planning, budgeting and supervision of the Regional Office. Two other countries in the Region - Lesotho and Swaziland also participate in some activities organized by the Region, but they have not yet joined the membership and do not have representation on the Council.

An important and particularly significant event in the activities of the Regional Council is its yearly consultation with the Co-operative Commissioners' Annual Conference. It provides an opportunity for an exchange of information on plans and projects that assists the Council in formulation of broad policy on matters which might concern the whole Region or particular areas of it. These meetings also contribute to a co-ordination of efforts and planned events.

In addition to activities on the Regional Council, the member countries participate in preparation of plans and projects of the Regional Office by delegating their specialists to the Standing Committees dealing with specific activities.

According to the "Information on the Organization and Work of the ICA Regional Office", there are several such Committees for stimulation and co-ordination of particular activities.

The Standing Committee on Education, Training and Publicity has representatives from the national apex organizations, co-operative colleges and concerned government agencies. Among its other concerns, this Committee reviews and finalizes annual Regional education and training plans. Although co-operative assistance projects operated in a Region by the donor agencies, regretfully, do not have any formal involvement with Standing Committees of the Regional Council, they are aware of the ICA presence and activities, especially in the

education and training field. They also have occasional informal discussions with ICA officials, and even participate in some events. However, more co-operation would certainly add to the overall co-ordination of efforts.

The Co-operative Savings and Credit Committee, originally intended to concern itself basically with development of agricultural savings and credit societies, recently has been dealing more and more with such societies in an urban setting as well. Representation on this Committee now also includes officials from the national associations of urban savings and credit societies.

The Committee on Co-operative Research, Planning and Consultancy has an objective to help in sound co-operative development by providing a regional forum for the review of co-operative research in a Region, so that this research maintains its propriety and relation to actual needs. Importance of this Standing Committee is underlined by the fact that the Regional Director serves as its chairman, with its members being researchers designated by member countries - along with some researchers of co-operativism outside the co-operative organizations.

The fourth Standing Committee concentrates on the planning of educational and other activity programs aimed at encouraging an extensive involvement of women with co-operatives. Membership of this Committee is made up of the officials in charge of women's activities at national co-operative organizations, co-operative colleges and governmental agencies concerned with co-operative matters.

The Standing Committees, comprised of the top people in particular fields from all member countries, act as information banks for the needs and plans in each Region.

To some extent the internal set up of the Regional Office for day-to-day work corresponds to the structure of Standing Committees.

There is a Co-operative Education and Training Consultancy Service, an active and extended Information, Education and Training Program (financed by Swedish

resources) with a CEMAS Resource Officer, as well as another officer in charge of women's education and related activities, all actively supporting and complementing national programs.

The Research, Planning and Consultancy Unit, established with support from Dutch resources, carries out problem-oriented research, maintains contacts personally and by publications between co-operative researchers, planners and policy makers in the Region, and provides training facilities and opportunities for co-operative research and planning personnel of member organizations in the Region.

Consultancy service in regard to the co-operative saving and credit, developed from the initial joint ICA/Finnish project concerning the rural aspect of the matter, and continued for some years with assistance from the FINNIDA, was instrumental in the initial implementation of co-operative credit schemes in some countries in the Region.

Among other ongoing assistance services in the Region, the consultancy concerning co-operative insurance also deserves mentioning. This service, aimed at development of co-operative insurance organizations, is a late addition to activities of the Regional Office. It is financed and advised by the Insurance Development Bureau in Sweden, a creation of the International Co-operative Insurance Federation.

The purpose of this consultancy service is to provide employees and elected officials of co-operative organizations, through staff meetings, seminars, workshops, weekly radio information, etc., with an understanding of what insurance really is; and to make them aware of insurance needs and risk management. Further steps could lead to acceptance of an insurance agency role by the apex organization, with an idea to use this later as a base for establishment of a future independent insurance co-operative.

The recently founded Co-operative Insurance Services Ltd. in Kenya is a crowning result of such consultancy provided by the ICA Regional Office with help from the IDB.

As stated by the Regional Office (Information...p.6) - the most common operational machinery for an effective inter-movement exchange of ideas and experiences and delivery of ICA technical assistance to co-operatives in the Region are seminars, workshops and conferences. These are arranged on a Regional basis according to an annual plan approved by the Standing Committee. However, assistance, if requested, is available and provided from the Regional Office to national level events as well.

A particular feature of these ICA organized events is that opinions and recommendations from the participants, representing relevant sectors of co-operative movements and government departments of the Region, are passed on to the respective government bodies and national apex organizations for further studies and consideration. Thus these events also play a role as tools for the pooling of opinions at the co-operative working level and communicating the position taken to the policy makers.

Regular contacts by the Regional Office with representatives of the international inter-governmental agencies and other similar bodies in the Region carry these messages even further.

These external activities of an ICA Regional Office, combined with its day-to-day work in advising member organizations, upon request, about particular problems, in helping to prepare documentation for development projects and assistance requests, and in providing the needed materials for education and training, have put the Regional Office in an effective position on the co-operative development scene in each Region.

There may be opinions, particularly among some staff members of the technical assistance delivery projects carried out by donor agencies, that the profile of an ICA Regional Office is not that high. Undoubtedly, there are problems and certain difficulties. Discussions at the ICA Executive meeting at Manchester in 1979 of possible expansion of the direct involvement by ICA Headquarters in assistance delivery attested to this. The expressed concern about the occasional effect of the political environment, escalating costs and even the possible conflict between decisions of the ICA Executive

Committee and the Regional Councils is additional evidence of the difficulties that exist. (Minutes, September 1979) However, at the level at which the Office operates, among the leaders and officials of co-operatives in a Region, the presence of the ICA Regional Office is assessed as a great contribution to the expansion and stabilization of co-operative development in the Region.

An assessment of the total effort and impact of the international co-operative sector into technical assistance to co-operative development, particularly during the Co-operative Development Decade, was made at the recent International Co-operative Congress in Moscow, USSR (1980).

The success that the Decade produced was recognized, along with a realization that the contribution made by co-operative movements "could not meet all the needs expressed in the period". The Congress regretted that only a few national organizations have donated to the ICA Development Fund and called on all members of ICA to expand their activities in the co-operative development assistance field.

For its future activities the Congress directed the ICA Central Committee to draw up a long term policy for co-operative development that would - "set out guidelines for ICA's technical assistance work; cover the type of assistance to be given; the way the ICA should work in developing countries, the use of the ICA development fund, the beneficiaries of technical assistance and the links with national social and economic plans". (CUC News Service, November, 1980)

It is hoped this new policy, when adopted, will further enhance the role and effectiveness of co-operative contributions in the technical assistance delivery field; and provide the ICA with an even stronger position in continuing to act as a clearing house and principal co-ordinator of efforts of the co-operative sector.

COMMITTEE FOR THE PROMOTION
OF AID TO CO-OPERATIVES

COPAC

In an earlier chapter reference was made to COPAC as one of the most important factors in the global co-ordination of technical assistance delivery to developing co-operatives. At that time a short account of its activities, particularly those related to co-ordination, was also provided. COPAC's overall role on the international co-operative assistance scene, however, warrants a further and more detailed review.

According to its own definition (Pamphlet "COPAC"), "the Committee for the Promotion of Aid to Co-operatives is a liaison body of UN agencies and international non-governmental organizations set up to promote and co-ordinate assistance to co-operatives in developing countries."

The idea that UN agencies involved with co-operative development come together with the likewise concerned international non-government organizations for a better alignment of efforts to assist co-operatives in developing countries, was discussed among some of them (ICA, FAO, IFAP) as early as 1967. After some exploratory meetings, and interim measures taken in the following years, COPAC was finally established in January, 1971.

The initial concern of COPAC was aimed specifically at agricultural co-operatives. This was even reflected in the original name of the Committee. A few years later this concern was expanded to embrace all types of co-operatives being developed in developing countries; and the name of the Committee was changed to its present form.

As was stated previously, COPAC was set up to be a forum for concerned agencies and organizations from all sectors for the exchanging of information on assistance activities considered, anticipated or planned; and for mutual consultations on existing and future policies and strategies.

One of the major means used to reach these objectives are the regular meetings of the Committee. These are held twice a year and attended by one representative from each of the member organizations enumerated earlier. At these meetings the representatives report on present and possible prospective involvement of their agencies or organizations with co-operative assistance projects, review work of the secretariat of COPAC, and set out plans and outline guidelines for the next term of its activities. Changes in plans, in selection of recipients, and in approaches to technical assistance delivery within the member bodies, before they are even finalized at that level, are also brought up for information and possible comments by the Committee.

A wide reaching awareness of expected events and activities is established and maintained by all concerned; which reduces working at cross purposes, minimizes contradictions, and helps to prevent unintentional conflicts or solve them if they occur. COPAC acts as a kind of clearing house for matters concerning developing co-operatives.

Committee meetings are chaired by representatives of the member organizations on a rotation basis, the secretariat of the Committee being responsible for the preparatory and technical work involved. The secretariat, consisting of an Executive Secretary and only a few other employees, is the sole permanent administrative structure that COPAC has. It is financed by contributions from its members and carries out the daily activities of COPAC from an office located within the FAO in Rome, Italy.

The previously mentioned COPAC symposia, organized by COPAC alone, or in co-operation with other committed bodies, are a further means to stimulate promotion and co-ordination of technical assistance delivery to developing co-operatives. Addressed to specific problems concerning such co-operatives, e.g. "Promotion of Co-operatives in Developing Countries" (1974), "The Changing Pattern of Co-operative Development" (1977), "Co-operatives Against Rural Poverty" (1978), etc., these symposia attract representatives from co-operatives and governments from both developing and developed countries, as well as representatives from donor agencies and organizations and other interested groups.

They serve as large forums for an exchange of opinions and observations from different points of view, and for clarification of expectations, realities, positions and capabilities. They also help to establish and develop closer direct contacts.

For COPAC the symposia are an additional opportunity to form and to maintain a working relationship with donor agencies and organizations outside its own membership. Reports from symposia are published and widely distributed.

A bulletin, published three times a year, is another method that COPAC uses to discharge its responsibility concerning an exchange of information on technical assistance delivery. It is an ongoing "round-up of recent news from agencies working for co-operative development in the third world" (COPAC Bulletin). Bulletins report on projects under consideration, or recently approved, as well as on missions pending or completed in the recent past. As the information provided covers not only the plans and activities of COPAC members but also of many other donor or co-operative development agencies, these bulletins help everyone interested to become aware of who does, or intends to do, what, where and when. They also inform of available operational reports, of recent developments and appointments within the development bodies, and of changes of their addresses.

Another COPAC publication disseminating helpful information, apart from bulletins and the reports on symposia, is a "Directory of Agencies Assisting Co-operatives in Developing Countries."

Governments, particularly of Third World countries, or developing co-operative organizations can at any time consult with COPAC concerning their co-operative development ideas, the propriety of these, and the prospects of outside assistance to implement them. If it is needed, and funding by a donor is provided, COPAC may also organize and carry out basic feasibility studies or participate in these.

In order to help in drafting assistance proposals COPAC has provided a very useful aid in the form of a published "Guide for the Preparation of Co-operative Projects."

If requested, COPAC, directly or through its members, may assist in the whole process of identification and formulation of viable co-operative development projects, including preparation of proper project documents for presentation to prospective donors for their consideration.

COPAC itself is not a funding agency. For development projects, especially for those on whose behalf it has participated in the preparation and finalization of documentation, COPAC tries to find prospective donors outside its own membership. As the funds of these members, particularly of the UN agencies, are more often than not rigidly committed well in advance of their accumulation, COPAC attempts to extend the assistance field by looking for additional sources among other public and private financing bodies.

Another line of activities undertaken by COPAC is the initiation of, and support for, research of the role and activities that the co-operative sector may have in development plans of developing countries; and problems associated with the fulfillment of this role and of any possible assistance towards their solution.

On the other hand, COPAC may occasionally become involved with some other components of the UN structure, including the Office of the Secretary-General of the UN, in the preparation of reports on the state of co-operatives and co-operative development everywhere for the General Assembly, or for other purposes.

COPAC's activities, carried out with rather limited financial and human resources, have already had a lasting international impact on the promotion of technical assistance to developing co-operatives and, specifically, on the joint co-ordination of such assistance delivery.

In an earlier reference to COPAC's international role it was mentioned that the Secretary-General of the UN had suggested a wider use of COPAC by all UN agencies involved with co-operative development. No doubt, a compliance with this suggestion and extended support to COPAC by the UN, along with an active collaboration, whenever possible, from the providers of bilateral

assistance programs, would give COPAC the additional opportunities needed to reach its potential in tasks assigned to it by both the governmental and non-governmental sectors.

INTERNATIONAL LABOUR ORGANIZATION

The International Labour Organization (ILO) is an association of States united to deal with international labour and social problems and to promote social justice throughout the world. It was created in 1919 together with the League of Nations and was associated with it as long as the League was in existence. After World War II the ILO turned into the first special task agency for the United Nations, expanding its operations immensely.

The annual International Labour Conference of ILO is the highest global forum for discussions of labour and related social justice problems. It is the international body for adoption of international standards concerning matters deliberated in a form of Conventions and Recommendations. The Conference is made up of representatives from the governments of member States, along with an equal number of labour and management representatives.

The International Conference also adopts budgets, sets the assessment rates for members' contributions, and elects the governing body. This body acts as an Executive Council of the ILO and guides its work between the International Conferences.

The operational component of a basic tri-level structure of the Organization is the International Labour Office, located at Geneva, Switzerland, which has the role of a permanent secretariat, research centre, publishing house and headquarters of the global organization.

This Office carries out the necessary preparatory studies and organizational work for the scheduled deliberations at annual and other ILO conferences and seminars. It conducts on-the-spot investigations of specific problems if deemed necessary by the ILO, or requested by a particular government. It also helps governments, when invited, to organize and carry out specific surveys, develop particular social services or to set up labour and other related education and training programs and facilities.

An immense task and responsibility for the Office, among others, is the organization, direction and monitoring of a large variety of technical assistance delivery projects and programs carried out on behalf of ILO, or in collaboration with other agencies and organizations in more than 100 countries.

A number of Regional, Area or Branch Offices set up across the globe help to bring ILO efforts closer to the people they intend to serve.

Promotion of the co-operative idea and of co-operative enterprises has been one of the basic concerns of ILO since the beginning of the Organization. As a consequence of the growing interest in co-operatives, a small Co-operative Service Unit of ILO, set up as early as 1920 under the leadership of the well-known French co-operator Dr. G. Fauquet ("Le Secteur Co-opératif"), has developed into a Co-operative Branch having a definite impact within the Organization itself and, particularly, across the globe.

Initially, the ILO Co-operative Service Unit's activities were concerned mainly with publicity for and stimulation of co-operativism, appropriate legislation and administration for co-operative organizations in Europe, and the gathering of international statistics on co-operatives.

During World War II ILO co-operative specialists studied and published studies on the possibilities of co-operative development in post-colonial situations after the war.

Since World War II the ILO is very actively and directly involved in the analysis and evaluation of prospects for co-operatives in developing countries in the actual conditions in these countries, in extension of advice on co-operative legislation and administration, as well as in the support of co-operative education and training programs, facilities and development activities.

Amongst the many hundreds of technical assistance projects and programs carried out by ILO in the many fields of its extensive concerns, the assistance to developing co-operatives is one of the oldest and most widely applied.

The standards set out in "Recommendation 127 Concerning the Role of Co-operatives in the Economic and Social Development of Developing Countries", adopted by the International Conference in 1966, govern the approach to co-operative development policy and provide guidelines for aid to co-operatives, including technical assistance delivery.

The objectives of ILO activities in technical assistance delivery programs, carried out on their own or jointly with other donors, include the

- active involvement of people in national development efforts;
- wider sharing of the benefits of economic and social progress, and
- improvement of existing incomes and the creation of new job opportunities.

It is recognized ("Technical Note..." p. 2) that many developing countries, particularly in their rural areas, have an obvious lack of even the most elementary economic structures needed for any kind of formally organized and planned joint economic and social progress. Lack of these structures at the local village level corresponds to an equally serious absence of knowledgeable people to work for and with such structures.

Co-operatives, proven to be development tools that respond to the above outlined ILO objectives for technical assistance delivery, are, wherever feasible, promoted and encouraged by ILO to reduce these shortages.

Assistance is, however, dependent on and linked to the policies adopted and actually implemented by a recipient government; how these policies concern the role assigned to co-operatives in the national development plan, and especially in relation to other agencies and organizations. Definite, serious policy and resource commitments on the part of State authorities for a genuine development, with benefits aimed at the population at large, are prerequisites for ILO involvement.

There are three main areas in which the ILO Co-operative Branch is involved in technical assistance delivery to developing co-operatives:

- general co-operative development work;
- specific co-operative development projects;
- co-operative education and training projects on a regional and interregional basis.

Concerning general co-operative development work, the ILO as an intergovernmental agency is obliged to work directly with recipient governments. At this level of relationship the government's counterpart to ILO is its Co-operative Development Department, if such a department has been established, or any other body in the government structure which deal with matters involving co-operative development. The Co-operative Branch of ILO, which organizes and monitors ILO assistance delivery aimed at development of co-operatives, hopes and expects that input provided through the recipient agency will ultimately reach the co-operative organizations.

ILO involvement and assistance with efforts to set-up a centre for comprehensive consultancy services to members of the central consumer co-operative federation in India could be mentioned as an example of ILO undertakings in a specific co-operative project area. Attempts by the ILO Regional Office in Asia to organize interco-operative trade in the area and to develop ongoing business contacts between countries and with co-operatives in developed countries are other examples of ILO involvement and support in the area of specific projects.

Series of co-operative management and staff training courses, organized and sponsored by the ILO in Asia, Africa, at their own Institute at Turin, Italy and elsewhere are part of ILO activities in the third area. The preparation of trainers for the education of committee (Board of Directors) members and training of teachers for co-operative colleges, further characterizes such activities in this particular area of ILO involvement. An increased orientation of co-operative colleges and their teachers towards the actual job training and consultancy role is one of the continuing concerns that the ILO Co-operative Branch has in regard to co-operative development in developing countries.

Scholarships given to representatives from developing co-operatives to attend specific training courses or institutions, and sponsorship of international conferences and seminars dealing with matters concerning the development of co-operatives are other components in the third area of ILO involvement.

A particularly important component of involvement in co-operative education and training is the ILO interregional program for preparation of co-operative training material (MATCOM), conducted from Turin, Italy. Existing co-operative education and training material is collected from across the globe, analysed and reformulated for present day needs in developing countries. Then the material is produced "tailor-made" for use by people involved with developing co-operatives. ILO's Co-operative Branch has an advisory role in this activity.

A comprehensive series of training materials covering all aspects of operations, starting with basic store operations and including staff and management training, have recently been produced for consumer co-operatives. In preparation are a series of training materials for small, primarily rural, co-operatives which experience difficulties in personnel training; an area considered by the ILO Co-operative Branch as being most neglected.

All countries that the ILO Co-operative Branch is involved with in technical assistance delivery are recipients of training materials prepared by MATCOM.

In 1979 ILO was involved in and/or sponsoring ongoing technical assistance delivery for developing co-operatives in 42 countries, covering all continents, including Europe. The major concentration of these efforts was in Africa.

This assistance is provided by short term consultancy missions sent by ILO, by the services of Co-operative Advisors on staff of Regional Offices located in Africa, Middle East, Asia and Latin America, or by experts on co-operatives selected and contracted by ILO for particular technical assistance delivery projects. Help with organizing and support, by human and financial resources, of national co-operative development centres set up as separate agencies by legislative or other means, is another method of assistance delivery used by ILO.

The International Labour Organization responds to the assistance needs in a particular country if a request comes from the government of that country. Such a request may originate within the government due to contacts established with ILO at international conferences and seminars or during visits to ILO offices. It may be sparked by reports and/or observations of ILO technical assistance delivery to a neighbouring country. It also may be initiated through ILO fact finding missions visiting developing countries.

For some requests, particularly for projects on a regional or interregional basis, the initiative may originate at one of the various levels of ILO offices. Even the activities of various UN agencies, or of other co-operative organizations, as well as of involved foundations, may give rise to a local initiative leading to a request for technical assistance from ILO.

On certain occasions the International Labour Organization has supported, joined, or even taken over, the responsibilities for technical assistance delivery projects originally formulated for the co-operative development authority in a developing country by some other initial donor.

Whatever the initiative and local formulation of an assistance request, the ILO Co-operative Branch reviews and assesses the genuineness of a proposed project and its relation to the national development plan. In this process the key areas of emphasis may be adjusted according to ILO's adopted approach to co-operative development projects.

The finalized project, with a detailed outline of the assistance to be rendered, descriptions of jobs involved and other pertinent factors concerning the rights and responsibilities during the term of the project, is set in an established ILO format and returned to the initiating government for acceptance.

When a final formulation of the request is signed by the recipient government, finances for the project approved by ILO, UN Development Program authorities (UNDP) or other source, it becomes the guiding document for implementation of this particular assistance delivery project. It also regulates the relationship between the recipient and ILO during the project term.

The recruitment of co-operative experts, if needed to implement approved assistance delivery projects, is carried on across the globe. Job descriptions are circulated to all ILO offices as well as to other agencies that might be helpful in locating suitable people; including contacts - through the ILO offices - with national co-operative organizations for their recommendations.

Screening of the applications received is completed by the ILO Co-operative Branch. If in the evaluation process there is a need for personal contact, the applicant may be asked to come to the Geneva office for an interview, particularly if the applicant and the present employer is unknown to ILO. In most cases, however, the evaluation of applicants is based on information provided and recommendations submitted. Experience, effectiveness of present performance, courses attended and the efforts used to maintain professional knowledge and competence, are points of particular importance in the assessment of applicants.

Adaptability to strange conditions and the manner of reaction to a cultural or environmental shock are also important considerations when the candidates for specialist positions are selected.

Before employment contracts can be signed, the chosen experts have to pass medical tests and receive their clearance from the recipient government.

The initial length of contract for a multi-year project is one year. However, if performance by the expert is satisfactory, this can be extended further, even up to the full term of the project, whatever length of time has been designated for the project. Insofar as the length of time designated, it is felt that a two year term is too short, particularly in rural areas. In Ivory Coast, for instance, the ILO co-operative assistance project has been going on since 1967, even though ILO's financial contribution has been gradually reduced to form a lesser part of the total budget.

Men and women, if found suitable, are proposed for available positions without any distinction between sexes, with final acceptance depending on the recipient government. An overwhelming majority of applicants, however, are men.

All experts employed by the International Labour Organization on short, long or an indefinite term basis are subject to the regular staff regulations of ILO. There are no job security guarantees of any kind provided by ILO, except for a prospect on conclusion or termination of an initial assignment to move to another project, provided the experts' performance has been satisfactory to all concerned.

Before going to their country of assignment the contracted experts spend about a week at the Geneva office for administrative and project briefing by the Administration and Co-operative Branches. Briefing is done individually or in groups, depending on the type of assistance project. Additional information and instructions to these experts may also be provided either by Regional or local ILO or United Nations Development Program offices, if the experts are directed to visit these offices on their way to their assignments.

If ILO experts are to work on their own they have enough time to find their own place in the local situation and achieve acceptance. However, now, most likely, they will work in teams and in close co-operation with other ILO or UNDP representatives in the country, which eases their adjustment to the environment and adaptation to actual daily requirements of the position.

ILO experts co-operate and work with the local co-operative authorities concerned with assistance delivery, but their reporting relationship remains within the ILO structure. In the absence of an ILO representative in the country, they are in contact with such from UNDP. Their mandatory six month progress reports go to the International Labour Organization, so does their final report.

The latter, when drafted, is discussed by the expert with local authorities; however, the final, printed version of the report is presented to the recipient government by the ILO office after the conclusion of the project.

Regular progress reports by the experts are analyzed and commented on by staff of the ILO Co-operative Branch, drawing on their years of experience and observations. These staff members also provide experts at all levels of the ILO with back-up services, and advice. Branch representatives visit

co-operative assistance projects at least once a year and monitor assistance activities on an ongoing basis.

The International Labour Organization insists on counterparts for their experts; however, in this respect they often experience the same difficulties as any other donor - a lack of counterparts, inappropriate assignments, staff turn-over, need for a repeat input, etc. The ILO Co-operative Branch, however, does not feel that the difficulties faced in this respect would warrant cancellation of any assistance project. A project may not be renewed after the first term, but while it lasts, the Branch feels its experts are expected to adjust to the situation in their country of employment. There have been occasions when projects have been cancelled, but the reasons for these have been either a local change of government or of its policies, or other similar circumstances.

The field work of ILO co-operative specialists is supported and extended by co-operative research and information activities carried out by Headquarters. Studies of co-operative legislation, administration, education, training and other co-operative matters have been extended; model laws, regulations, by-laws and technical notes for use by experts prepared and published. It seems, however, that to date there is no ongoing systematic analysis of the overall experience of experts gained on their various assignments; nor is there a regular abstracting, banking or crossfiling of information on generally applicable experience, derived from all other assistance delivery projects.

In their activities ILO co-operates closely with the International Co-operative Alliance and other international organizations, institutions and national co-operative bodies and enterprises. Within the UN system ILO activities are co-ordinated with other UN agencies through the UN Advisory Committee for Co-ordination; although in the past there has been occasional competition apparent between some of them.

The International Labour Organization is also an active founding member of COPAC (the Joint Committee for the Promotion of Aid to Co-operatives) and therefore is in a position to contribute much to the co-ordination of technical assistance delivery to developing co-operatives on an even wider scale.

With some \$7,000,000, or about 12% of the total ILO annual (1980) budget, available for the financing of ongoing ILO co-operative assistance projects, and up to one hundred co-operative experts at work across the world to implement these projects, the International Labour Organization is one of the major factors on the international scene of technical assistance delivery.

FOOD AND AGRICULTURE ORGANIZATION OF UNITED NATIONS

The Food and Agriculture Organization (FAO) is another of the UN agencies which is doing more than just passing resolutions extolling the role that co-operatives may play in the economic and social development process. Since its establishment in 1943, FAO has had activities concerned with the promotion and development of co-operatives in developing countries as a significant part of its operations.

The task of FAO is to assist the governments of developing countries, on their request, in initiating and developing production oriented agricultural systems. Rural co-operatives are considered an appropriate, direct means for spreading advice and knowledge to the population involved in agriculture, forestry, and fisheries and in providing it with new opportunities.

The important role of co-operatives in stimulation of rural progress, and the particular interest of governments in development of such tools, was stressed at the foundation conference of FAO in 1943. This has been reaffirmed by the governing body of FAO, since that occasion, at a number of its own meetings and numerous other national and international events, symposia and seminars (Gretton, YBAC). The turning of these pronouncements into reality has been among the responsibilities of FAO staff.

The Food and Agriculture Organization is organized and governed like any other UN agency set up to serve its member-governments in a particular area of concern. The FAO area of concern is rural development, the direction of which and the policy being decided by representatives of the member-governments at regular meetings.

The funds for FAO activities come from its own budget, based on contributions from member organizations, as well as from special financial resources subscribed by members and others for specific projects to be carried out in particular countries.

The Headquarters of FAO, which carries out its daily activities according to directives from the governing body, and the offices of the Co-operative and other Rural Organizations Group that deals with co-operative matters within FAO, are located in Rome, Italy.

The FAO regional offices for Asia, Near East, Africa and Latin America are located in the areas they are serving. In addition FAO has its representatives in many developing countries, attached to the offices of the United Nations Development Program (UNDP). These representatives, among their other tasks, provide support and back-up services to FAO co-operative and other experts in the field, if and when this is required.

In 1978, under the FAO Government Co-operative Program, FAO experts (40) assisted co-operative development in 24 countries spread around the globe. The total list of developing countries that have received services related to co-operative matters since the beginning of FAO operations is much longer.

The selection of co-operative experts and their placement in advisory positions, mostly with the governmental bodies of developing countries requesting assistance with co-operative development, follow basically the same procedures and regulations as those that govern the International Labour Organization and other UN agencies.

The same situation applies with regard to employment conditions and relations while on assignment. The length of an assignment may be a few months or up to three years. As is the situation with any other UN agency, the contracted employees do not have any assurances concerning their future employment once an original assignment is completed. There is the possibility of a move to another project if such is being organized, provided the expert's effectiveness has been proven and acceptance of the recipient government is obtained. This, however, is an exception and not the rule. The length of a project itself is determined according to perceived needs; however, this may be affected by a change of political climate within the developing country or a rearrangement of national priorities.

The major objective of FAO policy in developing countries is to increase production and raise the standard of living of the rural population in these countries.

Some of the basic reasons for poverty in developing countries are the inadequate ways in which agricultural production is arranged and a lack of motivation on the part of peasants, particularly tenants. The land holdings are often too small for effective farming and to provide economic returns; and the tenure is not secure enough to justify a serious input of labour and capital investment, even if such was available.

The Food and Agriculture Organization would prefer that the governments of many developing countries give agrarian reforms a high priority, for this could create improved conditions fostering increased production, and would open new and increased possibilities for more active participation in this process by the population.

In the meantime, co-operative farming can be and is already used to make agricultural activities more effective and profitable, by consolidating small holdings for joint cultivation. Co-operative organizations are also used by tenants as a land-leasing party to negotiate the conditions of tenure and rental for the total of individual land parcels available from land owners.

It is recognized and accepted by FAO that the co-operative form of enterprise suits many other activities in the field of agriculture, as well as in the forestry and fishing industries.

The approach of FAO to co-operatives in a developing rural situation is somewhat different from the use of co-operatives in a traditional setting. The Food and Agriculture Organization believes that if a co-operative is used as an instrument of economic and social development among the developing rural people, it should concern itself totally, with the whole farm unit it is expected to help; that is, with all aspects of a farmer's activities on his holdings, including the whole farm family. It is not sufficient for a co-operative to take over just one function (e.g. supplies, marketing, etc.),

or even several functions, important to co-operative members in the operation of their farms. That has been accepted as appropriate and applicable in farming conditions where the overall technical know-how and management services and facilities are already present. The situation among developing rural people calls instead for an integrated approach, covering all activities of an agricultural involvement (Newiger, Promotion of Co-operatives, p.13).

The experience in developing countries has proven that the small farmer is best served if provided with an integrated package of services, which includes supply, marketing and technical information and, particularly, help in production planning and farm budgeting (Newiger, RIC 71/3, 1978). The answer therefore appears to be in the development of a multipurpose and multi-service rural co-operatives, with the extended integration of all activities of its members to provide for a greater effectiveness.

Such an integration becomes a part of the overall integration of the rural population into the socio-economic and political system of the nation, which is the ultimate purpose of the Integrated Rural Development approach used by FAO in carrying out its activities in developing countries.

Co-operatives along with other rural organizations constitute integral elements of this approach, as being some of the most suitable institutions, capable of integrating the rural masses into society. Co-operatives give these people fair access to production resources, jobs and income through active participation, development of local leadership and decentralization of authority (Newiger p. 15).

The key is active participation of the people, which is "the cardinal issue in this process of integrated rural development entailing changes of patterns of ownership, political power structure, social traditions and attitudes, the organization of economic activity and the institutional and administrative set up of each society." Provided that certain conditions are met within the developing countries, it is believed that co-operatives can involve the rural masses in the process on a large scale (Newiger p. 16).

With that belief, FAO has been carrying out its activities in the co-operative assistance field in order to assist the interested governments of developing countries, and others, to create and maintain a favourable climate, initiate structural changes, stimulate motivation, promote and support co-operative education and staff training, and to bring about other components of these needed pre-conditions.

In assistance activities, the Food and Agriculture Organization over the years has become involved with matters concerning co-operatives for:

- land settlement,
- joint use of land and/or machinery,
- irrigation,
- supply of improved seeds and farm or fishery requisites of all kinds,
- credit,
- insurance,
- fisheries,
- marketing of farm, fish and forest products,
- wholesale manufacture and retail distribution of consumer goods,
- multi-purpose village societies,
- processing of grain, milk, bacon, eggs, fish, etc. (Gretton, YBAC).

The field of FAO activities concerning co-operatives is wide and varied. Among its most visible activities are the provision, when requested by the developing countries, of human and financial resources for co-operative development projects, even including some training and production facilities. In addition the Co-operative and Other Rural Organizations Group of FAO undertakes, or commissions, studies of prospects and feasibility of particular co-operatives of a rural, fisheries, or forestry nature, or of problems encountered in co-operative development. It also organizes fact-finding missions and investigates specific aspects of existing development conditions (e.g. availability of credit to the agricultural co-operatives).

Organization of training courses, symposia, seminars, national and international conferences, concern for and support to co-operative education and training projects carried out by others, granting of scholarships, publication of manuals, essays and workshop materials, are examples of the expanse of other FAO activities aimed at the promotion of co-operatives.

This wide-ranging involvement occasionally has put FAO in a parallel or even competitive situation with some other co-operative assistance delivery agencies. Basically, however, the Farm and Agriculture Organization co-operates closely with other international, intergovernmental or non-governmental bodies (ILO, ICA, IFAP, UNESCO, etc.), as well as with a number of national donors, by either jointly organizing some assistance projects or events, or by just supporting these from FAO resources.

FAO is also a founding member of the Committee for the Promotion of Aid to Co-operatives, and actively participates in the co-ordination of technical assistance delivery to developing co-operatives at an international level.

The Food and Agriculture Organization (FAO) has its own particular place among the agencies and organizations with a major impact on the promotion and development of co-operatives in developing countries.

PART 5

ASSISTANCE TO CO-OPERATIVE DEVELOPMENT IN TANZANIA AND
KENYA

CO-OPERATIVE DEVELOPMENT IN TANZANIA

CO-OPERATIVE DEVELOPMENT EXPERIENCE IN KENYA

ASSISTANCE TO CO-OPERATIVE DEVELOPMENT

IN TANZANIA AND KENYA

Tanzania and Kenya are among the developing countries where co-operative organizations had proven their effectiveness long before independence. In both countries, at least in certain geographic areas or activity fields, the native people had learned to use co-operatives to strengthen their economic activities and improve their standard of living. They had done that either in collaboration with the dominant community of white settlers or even in opposition to it.

Independence brought about increased recognition of the potential of co-operatives as a major instrument for implementation of economic development plans. This was expressed in the adoption of government policies aimed at stimulating the rapid growth of the co-operative movement. The co-operative component in the national economy was accepted as an alternative between unrestricted capitalism and complete dominance by the state bureaucracy.

As in many developing countries, it was recognized early in both, Tanzania and Kenya, that the locally available knowledge of co-operatives and practical experience with them was not equal to the needs that were vastly expanded due to the new national plans for co-operative development. At least for the transitional period, while the build-up of national co-operative manpower resources and experience took place, an input of knowledge and skills from the established co-operative movements abroad was deemed imperative.

Both countries, Tanzania (Tanganyika before joining with Zanzibar) and Kenya, soon after independence, sought that type of assistance from the Nordic countries. The impressive image enjoyed by the co-operative movements in those countries made them visible tools of co-operative know-how and experience to turn to. The fact that the Nordic countries were without a colonial past and with no specific attachment to particular power blocks, provided an additional attraction (Report on Nordic Assistance , p. 8)

Tanzania established first contacts with the Nordic co-operative movements in the early 1960's. A few years later the same development took place between the Nordic countries and Kenya. The initial limited activities gradually led to a creation of technical assistance delivery system named "Nordic Project for Co-operative Assistance".

Over the years that followed, the co-operative organizations from different developed countries and other donor agencies have rendered considerable technical assistance to developing co-operatives in Tanzania and Kenya. The activities of the ICA Regional Office for East and Central Africa from its location in Tanzania has also had notable impact on co-operative development in the area. The ongoing, day-to-day Nordic presence in both countries, is, however, still the most prominent.

The review below refers basically to the input and scope of the Nordic Projects in Tanzania and Kenya.

Co-operative Development in Tanzania

In the early 1960's, the Finnish Co-operative Union KK, the Co-operative Wholesale Society SOK and the Pellervo Society, along with Swedish and other Nordic co-operative organizations, established the Nordic Co-operative Consortium to carry out joint activities. In response to a request from Tanzania in 1964, the Consortium was to carry out the first Nordic co-operative technical assistance delivery project there. The purpose of the original assistance project was two-fold:

- to develop further and to expand the scope of co-operative education and training facilities for an increase of efficiency and effectiveness of the mushrooming co-operative network;
- to provide manpower assistance to newly established co-operative wholesale organization.

In order to follow the development of the Nordic Project through fifteen years presence in Tanzania to its present role, there is a need first to review some of the events that have affected the co-operative movement in Tanzania during that period.

The Tanzanian co-operative movement counts its formal beginning from 1932. In that year a Co-operative Ordinance was passed by the colonial administration which permitted the existing unofficial co-operative and other associations to obtain legal co-operative status. It also opened the way for new co-operative organizations to be established.

As is possible for many countries, certain references to various mutual aid undertakings carried out by the local population can be traced to long before that year even reaching back into precolonial times. The period between 1932 and the independence (1961) is, however, to be considered the first phase of regular co-operative development in Tanzania.

Co-operative development since independence, until the passing of the Villages and Ujamaa Villages Act in 1975, is another distinct stage in the rapid expansion of the co-operative movement along the traditional lines.

The changes introduced by the Villages and Ujamaa Villages Act (1975) and the subsequent abolishment of established agricultural co-operatives and their unions by the Government, brought in a completely different approach to national development and set off the latest phase in the history of the co-operative movement in Tanzania.

According to the paper "New Co-operative Set up in Tanzania", prepared by a team of the Co-operative College (Moshi) lecturers, the Co-operative Ordinance of 1932 was passed for several reasons. One may have been the success of co-operatives not only in Great Britain itself but also in the British colonies of India and Ceylon. Another "and perhaps a more relevant reason was that the British Government wanted to establish smoother means through which to collect tropical produce more efficiently from the peasants. This partly explains the fact that most co-operatives in the country were essentially marketing co-operatives dealing with the marketing of cash crops."

No doubt, the colonial government encouraged co-operatives for its own reasons. However, in certain areas, where the native coffee growers were already trying to improve their marketing position in an organized way (e.g. in the Kilimanjaro region), the idea of such co-operatives as a means to bring to an end the activities of European and Asian middleman was well received. Both aspects are confirmed even by the Government established Union of Co-operative Societies (UCS) in an editorial in its official bulletin "Washirika News" (Aug. 1979):

"...it is on record, no doubt, that the Tanzanian traditional co-operative movement had achieved objectives for which it was established way back in 1932. The co-operative movement here was started by farmers to fight against middleman who used to buy their crops and paid them very low prices. They also wanted to explore market for their crops, a venture which was also encouraged by the ~~the~~ colonial government for her own intentions."

While the period between the 1932 and the World War II did not see a particular expansion of co-operative organizations in Tanzania, the established co-operatives - about 40 by 1940 - strengthened their positions and became important factors in their fields of activities. The impact of co-operatives in the

Kilimanjaro area provided evidence of that development.

A few years after the war (1950), after the Co-operative Development Department was established, there was a rapid expansion and growth of co-operatives in new regions and new fields of activities (e.g. cotton processing and marketing, tobacco marketing, etc.). The expansion was inspired by the effectiveness of existing co-operatives in securing better marketing as well as by frustrations caused by a continuing exploitation by middlemen where co-operatives did not exist.

By the time of independence there were more than 800 primary societies in operation and 11 regional unions. The majority of these organizations were marketing and supply co-operatives located in coffee, tobacco and cotton growing regions. Many parts of the country were still without co-operatives. The existing co-operatives handled part of the country's export crops and a certain share of other domestic economic activities and services.

The existing pre-independence co-operatives also proved to be important tools in sensitizing the population involved towards the political awareness and strivings for independence. In co-operatively active parts of Tanzania the population learned in their co-operatives about the democratic processes long before they could participate in such processes in their independent country. The co-operative movement provided also an important share of local and national leaders, including a number of Ministers in the National Government when the independence was achieved (New Co-operative Set-Up...)

Close initial relationship with the political leaders of Tanzania and acceptance of co-operatives as means of development by the Government at the time of independence assured the co-operative movement that it would have a favourable climate and an extended role. Co-operative organizations continued their activities in line with an earlier accepted purpose of stimulating production and marketing, with an added concern and more deliberate intentions in regard to the raising of living standards in the rural areas.

In the first five years of independence the number of primary level societies almost doubled, the number of regional unions rose to 34. Volume of business

handled by co-operatives increased four times. New types of co-operative societies and co-operative activities were introduced.

Unfortunately, the stimulated rapid growth was not accompanied with a matching general increase in efficiency, responsibility and overall effectiveness. Apparent evidence of lack of order and propriety, presence of negligence and even corruption, combined with complaints about some co-operative organizations by their members, led to the appointment of the Presidential Special Committee of Enquiry in 1966.

The frank report of this Enquiry Committee revealed that the efforts to expand co-operatives in new areas had actually failed to a great extent. The basic weaknesses and defects of the numerically expanded co-operative movement, as stated by the Report of the Presidential Special Committee of Enquiry, were:

- uninformed membership
- shortage of specialists and knowledgeable manpower;
- lack of democracy, particularly at the secondary level organizations, neglect of member interests, financial difficulties, nepotism, even cases of corrupt practices;
- interference by the Party politicians.

Obviously, a number of the stated weaknesses have been caused by haste and an unbalanced development approach. Speed may have been given preference over the application of required inputs and respect for natural development processes.

Of particular interest, especially in view of the Party (Chama Cha Mapinduzi) and the Government actions some years later, are the statements of the Committee of Enquiry concerning their findings in regard to the political interference in the operations of co-operatives (Report, Part Ten):

"278, As stated in para. 51, a major problem of the co-operative movement is its susceptibility to political interference. This has been manifested in many ways. Tractors financed with Union borrowing...have

been commandeered by Regional and Area Commissioners and operated at substantial losses for the benefit of non-co-operative schemes...Societies not worthy of registration, because they gave no promise of viability have nevertheless been registered as a result of political pressure even though there was no genuine popular demand for them...Sometimes political leaders have forced co-operatives to employ certain people or to give contracts to TANU (Party) Youth League or to a particular transporter despite a higher price or poorer service...

279. In a substantial sense the evil is that one man gets power to impose a financial burden on another, without a consent of that other and without any institutional safeguard such as a vote of a legislature. While political interference in the co-operative movement has plainly been excessive and must be stopped, we must point out that in almost all cases the pressures were exerted under the (however mistaken) notion that it was for the good of the country...It is error rather than corruption, and the remedies lie in improving the structure so that political pressure cannot have such an overwhelming force."

The Committee of Enquiry concluded its Report with a number of recommendations to remedy the noted shortcomings. The Government responded to this Report with its own "Proposals on Recommendations".

The Government's comments on the above quoted statements concerning the political interference in day-to-day operations of co-operatives are particularly significant and indicative of new relationship with co-operatives (Report, page 17, Part 10):

"The comments in paragraphs 278 and 279 regarding political interference are noted and steps will be taken to prevent a recurrence of such incidents. But Government makes a distinction between interference and necessary intervention, and also between unauthorized politicians on the one hand and on the other hand the Minister, Regional and Area Commissioners whose duty may require their intervention.

The reference to "political interference", however, is unfortunate; a better and more appropriate reference could probably have been intervention by persons in authority, through their incursion in matters which judging strictly by financial results they are not qualified to deal with.

As stated in the comments on para. 51, co-operatives, by their very nature and the role they play in the economic life of the Nation, cannot be isolated from political life. Further as it is Government policy to employ the economic arm of co-operation to achieve the political aim of socialism, it is inevitable and also necessary that the two should meet and overlap from time to time. Measures will be therefore taken to make this overlapping constructive and fruitful."

The result of the Enquiry was a number of reforms concerning the position and status of co-operative movement.

A new Co-operative Societies Act, which provided the Commissioner of Co-operatives with new powers and an expanded department, was passed in 1968.

Co-operative Unions were reorganized and amalgamated, reducing the number of Unions to one for each Region.

By an Act of Parliament the Unified Co-operative Services Commission was created and given the responsibility for recruitment and dismissal of co-operative employees and for determination of their terms of employment, thus bringing co-operative employees under central control and granting them a status close to that of Civil Servants. Additional efforts were addressed to co-operative education and training. The capacity of the Co-operative College was doubled. The activities of the Co-operative Education Centre were expanded.

The co-operative movement continued to expand in numbers, activities and business volume. By the time the Village and Ujamaa Village Act was passed in 1975 there were more than 2,000 primary societies registered in a variety of fields. They were organized in 21 co-operative unions with a national apex organization - Co-operative Union of Tanganyika - (CUT) - as a central representative body.

However, inefficiency, corrupt practices, inappropriate pressures, etc. apparently were still often present (Marketing Development Bureau Report, 1975). Alongside the prosperous and properly governed and managed co-operatives and regional unions, for example Kilimanjaro Native Co-operative Union (KNCU), there were others from which evolved stories of waste, negligence and exploi-

tation. Some were reported as existing in name only.

The 1975 Villages Act was a consequence of the Arusha Declaration (1967) and policies that followed this declaration which stressed the principle of self-reliance and villagization of the Tanzanian rural population (more than 90% of the total). The Arusha Declaration put the country on the road to "Tanzanian socialism."

Initially, the villagization process was a voluntary action; but instigated and strongly stimulated by the Party. By 1973 there were some 5,000 villages formed of which close to 400 had developed into formal, registered Ujamaa (familyhood) village co-operatives. However, at the 1973 meeting of the Party it was resolved that all people in rural areas should within three years be mobilized into planned villages.

The upheaval brought about by forced, sometimes poorly planned and even quite cruel relocation of people indicates that the move and the nationalization of certain industries badly affected the Tanzanian economy. The revolutionary plan was carried through regardless, and thousands of new type villages, for 250-600 kayas (family units) in each, were created. The 1975 Villages and Ujamaa Villages Act provided these villages with legal status.

The Act makes a distinction between the ordinary village, where the people were brought in just to live together in a community, and the higher level - Ujamaa villages - to which ordinary villages can get only after certain development process has taken place.

It is stated, that the ordinary village represents a low form of community co-operation with a lowest level of socialization of production activities and of the means used for production. In such villages initially there may be only small, casual joint ventures carried out, while implements, animals and other means are still owned individually. However, such villages were considered to be a step to further transformation towards the declared ideals of Tanzanian socialism.

The Ujamaa Villages are regarded as higher form of production co-operation. (New Co-operative Set-Up). According to the 1975 Act (Sec. 16), any village where the substantial part of economic activities of a village are being undertaken and carried out on a communal basis, including means of production, may be recommended to the respective Minister to be designated as an Ujamaa Village. Once that designation is obtained, the Ujamaa Villages shall act as they were multi-purpose co-operative societies with an emphasis on an increase of production instead of marketing.

It can be noted with an interest that in short few years since the Act was passed, more than 8,000 villages have been turned into and registered as Ujamaa Villages. The previously existing co-operatives in those areas have been taken over by these new legal entities. The Ujamaa Villages now are in charge of multiple activities taking place in the villages.

In addition to the economic activities formerly carried out by the co-operatives or other enterprises, the responsibilities and compulsory authority of the Ujamaa Villages extend to education, welfare, security, culture, roads and other municipal concerns. In fact, they are the lowest element in the governmental structure.

With dissolution of the Regional Unions in 1976 (liquidation still in process) the Government completely abolished the independent co-operative movement in the rural sector. The marketing role of co-operative movement was handed over to a number of parastatal marketing authorities.

It is argued in the earlier mentioned Co-operative College lecturers' paper, that "co-operatives, as they were then (before recent changes) were organizations that had clear bourgeois characteristics, such as shareholding, salaried officials and paid committee men. These characteristics, needless to say, are contrary to the Ujamaa spirit of collectivization and democracy." Now the Ujamaa Villages have replaced that independent sector and become part of the state apparatus, making membership automatic and mandatory for all rural people.

Changes carried out is an expression of the Party's and Government's wish to concentrate above all on the social development according to the Arusha Declaration and to extend the Party structures and Government administrative bodies into the largest component of the private sector - the economy of rural population.

While the Village Councils are elected by the village population, the positions of the Chairman and the Secretary are by law reserved for the respective officials of the local Party organization, without any stated rights for the villagers to appeal to any authority even in a case of a general village disagreement or dissatisfaction with the activities, or lack of such, by these officials.

The registered Ujamaa Villages, registered Villages and other co-operatives are automatically members of the Union of Co-operative Societies (UCS). The UCS - the apex body created by the Government to replace the dissolved former voluntary co-operative apex body (CUT), is formally declared one of the five mass organizations under the Party - Chama Cha Mapinduzi (UCS Washirika - Pamphlet). It is the Party organ "for mobilizing, under the guidance and supervision of the Party, the peasants and co-operators in the concept of Ujamaa and self-reliance so that they understand the Party policy and directives and participate fully in the building of socialism" (UCS Constitution).

It is to be noted that some 1600 urban-based co-operative societies (consumer, savings, credit, building, tailoring, etc.), still operating according to the principles embodied in the 1968 Co-operative Societies Act, but not affected by the 1975 Act, are also made members of the UCS. The fact the 1968 Act shall continue to govern urban co-operatives is considered to be by some (New Set-Up...)

"undesirable because this Act provides mainly for individual interests rather than general mass interests which would appear to be official policy of the Party and the Government."

Whether or not and how much such notions are reflected in future changes concerning the Tanzanian urban-based co-operatives remains to be seen.

Recognizing the Party's and Government's desire to fit co-operatives in the adopted economic and political system, an outsider still may wonder about the suddenness and manner the changes in rural Tanzania were introduced. A number of essential factors, if handled differently and gradually, might have been more advantageous to the whole program.

First of all, the 1975 Act itself appears vague, very general, necessitating publishing of several regulations, orders and directions. There is an impression, it was just cobbled together, without much study of possible precedents; unless it was deliberately presented in such a state in order to leave real power of interpretations in the hands that dictate the policy. Among the other matters, the Act is silent or at best obscure, on possibilities or opportunities for joint ventures between neighbouring villages (e.g. in transport, supplies, warehousing, etc.) or on relationship between villages and marketing authorities. It also does not provide any directives nor take any position in regard to the formation and status within the village structure of smaller co-operative groups for special self-reliance economic activities (e.g. handicraft producers, artisans, etc.). The same concerns may occupy villagers interested in establishing savings and credit societies, propagated by the UCS.

Before the 1975 Act was passed there have been formal complaints from the authorities about poor management of old type co-operatives. Apparently, the efforts of the Co-operative College and other institutions, in carrying out training and education courses, could not cover in a short time the evergrowing need for effective staff within the given levels of general education. It is difficult therefore to see how anyone could expect the situation to improve by suddenly adding organizational and managerial problems of thousands of new bodies to already existing difficulties without prior training of basic organizing staff for new structures, and without the benefit of a gradual take-over process.

Even the Commissioner for Ujamaa and Co-operative Development, talking about training programs to Nordic staff and Co-operative Officers, stated (Dar-es-Salaam, May, 1977); "I sometimes wish that these programs had started a bit earlier" (*Ujamaa and Co-operative Development, PMO, 1977).

The management problems are still there in thousands of cases and places, now further aggravated by the recent emphasis by the Party and the Government on an accelerated development of village shops.

Among the aims of the 1975/1976 changes was the direct, immediate take-over of marketing function by the villages. The former Regional Unions were deemed too bureaucratic and expensive middlemen that could be replaced by direct transactions between villages and parastatals - crop marketing authorities. In reality, due to lack of facilities and experienced staff in majority of villages, the parastatals had to extend their own arrangements to most of them. On occasions where villages are producing varied crops, that called for arrangements with a number of parastatals. The actual result seems to be that villages, instead of being masters, have become more subservient to the crop marketing parastatals. Subservience extends even to an obedient acceptance of pricing and internal marketing cost budgeting policies of the parastatals.

The 1975/1976 changes also seem to have left the urban-based co-operatives on the sidelines. Although they number over 1600, the initial concern of the Union of Co-operative Societies has been concentrated basically on the Ujamaa villages. The urban-based co-operatives even do not have a representation on the UCS National Implementation Committee.

As for the UCS itself, it has been stated by the Tanzanian co-operators that the UCS has to make itself more known - what the UCS is and what for. It may be a wrong impression, but it appears the UCS, in its activities in pursuing the prescribed objectives, either lacks initiative or is still waiting for further directives from the political authorities.

The situation of Zanzibar co-operatives at the national level and their relationship to the UCS also seem to be somewhat contradictory. Co-operatives registered in Zanzibar are eligible for membership in the UCS. The UCS has one Deputy Secretary General appointed from Zanzibar to deal specifically with the Zanzibar matters and established an office there. The legal basis for Zanzibar co-operatives, however, is their own Co-operative Societies Decree, passed by the Revolutionary Council of Zanzibar in 1979, some time after the 1975 Act was passed.

Abrupt changes, instead of gradual, well-planned transformation of structures and systems, have been of great concern to many Tanzanian co-operators. The situation created by the 1975 Act and the Act itself have been undergoing scrutiny also at the Prime Minister's Office (PMO). The recent ("Daily News", October 23, 1980) announcement by the Government of the appointment of a 22 member Commission to review the Tanzanian co-operative situation confirms the widespread recognition of a need to reassess the latest approach to development objectives.

The Commission has a mandate to look into the possibility of re-establishing the Regional Co-operative Unions as well as to address itself to any other relevant subject concerning co-operative movement in the light of the country's policy of socialism and self-reliance. The fact that a great number of appointees to the Commission are from the former co-operative organizations seems to be of a particular significance.

In the meantime, most of the thousands of Ujamaa Villages are still concerned mainly with the internal organization, establishment of management and accounting structures, training of staff and education of villagers. The tasks for them and for the agencies involved with the Ujamaa Villages continue to be immense even before the complete concentration of their efforts could be switched to the envisioned joint economic activities. The external assistance to the whole system, in a variety of forms, some of them outside the common scope of co-operative experience, will be required for many years.

Up to now the Nordic countries have been the main contributors to co-operative development in Tanzania from the outside. They have stayed with the Tanzanian co-operative movement throughout all the years of change. That the name of the Nordic Project in Tanzania was in recent years changed from "the Nordic Project for Co-operative Assistance" to "the Nordic Project for Co-operative and Rural Development" is, however, an indication of adjustments required in the technical assistance delivery program extending over the fifteen years of involvement.

When the Nordic Co-operative Consortium responded in 1964 to the Tanzanian request of assistance, some of the Nordic experts first went to work for the

Co-operative Supply Association of Tanganyika. Others were to provide support to Tanzanian efforts to expand co-operative education and training.

The co-operative wholesale organization, established with assistance from Israel, failed to develop into the intended source of inspiration for consumer co-operative movement, and was absorbed into the State Trading Corporation.

The assistance to the education and training efforts, however, resulted in well-planned and developed co-operative education and training system in the country, based on the triangle principle - balanced education of all three structural components in a co-operative. Support was extended for expansion of the Co-operative College in Moshi which since 1962 had carried out 3-9 month courses for staff from primary and secondary societies and the government co-operative department.

In addition, the joint efforts of the Nordic and Tanzanian personnel brought about establishment and operation of the Co-operative Education Centre (CEC). As it was reviewed in the Report on Appraisal of Request from the Tanzanian Government...(p. 16, 1977), the Nordic personnel arrived to assist Tanzanians in "initiating the activities of the Centre by surveying the education program, establishing the required routines and guidelines and finally to train their Tanzanian counterparts to take over the management of the Centre. This task was successfully completed."

The Co-operative College and the CEC worked together in planning the approaches to education and training, organizing regional and local courses and producing of study materials. Separation of responsibilities, however, was established in execution of plans. Co-operative College was responsible for the residential staff courses on a national level, while the member and committee member education and correspondence courses for staff became the responsibility of the CEC.

To carry out that responsibility, the CEC, under the guidance of Nordic advisors and with their help, had first to establish proper contacts with co-operative education secretaries across the country and prepare them for extended future responsibilities in the co-operative education field. The

basics of staff, member and committee member education as well as the adult education techniques were taught in order to enable them to carry out courses for local needs.

To strengthen that local work, education field structures - Co-operative Wings - were introduced in the regions as part of the country-wide co-operative education support system. The Co-operative Wing consisted of a Nordic Study Organizer, local Co-operative Education Secretary and the Training Officer from the Co-operative Department for the Region. At times such Co-operative Wings, advised and supported by the CEC with assistance from the Nordic Project, were in charge of co-operative education in more than one region.

In the wake of the Presidential Enquiry Committee recommendations concerning a need for expanded co-operative education and training, the Nordic personnel helped the CEC to extend its co-operative education efforts also into the system of regular radio education programs. Radio broadcasts were combined with a related, ongoing local study group work.

Series of radio programs concerning general or specific co-operative matters were produced, study guides for each program distributed and tapes of programs for study groups provided. The response to such programs, now carried out twice weekly, is evidence that they have a definite impact on the rural population.

Correspondence courses for initial training of local staff and committee members, introduced and developed by the CEC, in the meantime have become essential part of the cycle of co-operative training.

To the Co-operative College the Nordic assistance was given in a form of advisory and planning services and manpower for student and staff training and preparation of textbooks. Financial assistance was also provided by Nordic (Swedish) sources for expansion of physical facilities for the College.

The Nordic Co-operative Consortium, having fulfilled its task, dissolved in 1968. The new assistance agreement for the next three years was signed between Tanzania and Danish and Swedish Development Agencies instead. The support

to the CEC activities was continued, the Regional Wings were expanded, the Nordic education and training staff provided for field duties as well as for the CEC and the College.

Other assistance was primarily point-inputs to support the Co-operative Department's field staff. Seventeen advisors worked as Assistant Regional Co-operative Officers trying to improve the performance of local co-operatives by providing guidance in general management, accounting, financing, budgeting, etc. There were also some advisors at the Department level and in the field who were specifically concerned with formation and operation of consumer co-operatives.

Subsequent extensions of assistance agreement between Tanzania and Nordic countries, now including Finland, Norway and Iceland, stretched the Nordic assistance to four areas of co-operative concerns - co-operative education and training, consumerism, marketing and wholesale distribution. Up to 40 Nordic advisors at a time were assisting co-operative development in Tanzania during those first 10-12 years. It can be stated that until 1976, in addition to considerable contribution within the education and training field, the Nordic input was felt also in professional analysis of particular situations and in development and implementation of management, accounting and other systems.

The situation created by the sudden 1975/1976 changes caused a noticeable slowdown in technical assistance delivery activities by the Nordic and other donors. Before the changes, the Tanzanian Government had asked for 64 advisors for the next agreement period. By the end of 1977 the number of advisors had actually dropped to 12. (Report on Appraisal....p. 21).

The shifts in Government and Party policies immensely affected the direction of the Nordic and other assistance projects. By dissolving the previous targets for assistance (regional unions, developed systems, etc.) these changes reduced considerably, if not nullified, previous input into structures, systems and arrangements.

Once the nature of the new needs were clarified somewhat on the Tanzanian side, and the willingness to continue assistance re-confirmed on the Nordic side, another extension agreement was signed in 1978. A new chapter of Nordic presence in Tanzania in a form of re-arranged Co-operative and Rural Development Project was underway.

The Nordic Project now is established as an integrated part of the Ujamaa and Co-operative Development Department and the Union of Co-operative Societies. The emphasis of assistance to the Department at headquarters and in the field is on development and implementation of new management systems as well as on support to the education and training efforts.

The following outline of work assignments for 35 Nordic advisors at the end of the first quarter of 1979 indicated the points of emphasis in assistance delivery at that time (Nordic Project Quarterly Report, 1979):

Project Coordinator	(1)
Administrative Officer	(1)
Senior Advisor, Management Assistance	(1)

Regional Management Technicians:

Bookkeeping and Management	(10)
Retail and Wholesale	(8)
Credit and Savings	(6)

Specialist in Manpower Planning and Training	(1)
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Union of Co-operative Societies:

Specialist in Research and Planning	(1)
Specialist in Co-operative Education	(1)
Specialist in Lithography	(1)

Seconded to the Village Management Training Program:

Deputy Director	(1)
Training/Extension Aids and Production Officer	(1)
Planning and Evaluation Officer	(1)
Finance Controller	(1)

The Project Co-ordinator represents the Nordic donors in Tanzania and is in charge of the whole Project, while the Senior Advisor works in the Ujamaa and Co-operative Development Department of the Prime Minister's Office (PMO). In the Nordic set-up the Senior Advisor is in professional charge of the Regional Management Technicians. The counterparts of the advisors in the field are the Regional Ujamaa and Co-operative Development Officers.

The Nordic advisors assigned to the Village Management Training Program (VMTP) assist in the planning and administration of programs set up to overcome the tremendous shortage of trained personnel needed for Ujamaa Villages program. Apart from the tens of thousands of personnel for various duties at the village level, there was also an immediate need for thousands of personnel at the ward (administrative unit of 4-5 villages), district, division and regional levels to organize the projected structures and to assist and advise other staff throughout the system.

In the past the Co-operative College was the institution used first to train staff for the Department of Co-operative Development; then it tried to take care of the needs of the co-operative movement. Now, with technical help from the Nordic Project and financial assistance from the World Bank, a Special Village Management Training Program was organized (1977) as the main crash training measure for a similar purpose.

The initial task assigned to VMTP concerned the retraining of some 1500 former Ujamaa and Co-operative Assistants, Community Development Assistants and similar officers for new duties of a Village Management Technician (VMT) at the Ward or District level. Training was carried out at several centres by the Co-operative College and Institute of Management Development graduates. Within 9-15 weeks (522 training hours), depending on previous training, the VMTP was expected to provide the trainees with basic knowledge in bookkeeping and internal auditing, commercial arithmetic, co-operative management and law, savings and credit, village planning, budgeting, data collection, agricultural economics, village shops, village training and political education.

To fill the crying need for staff, even those who failed the course of the VMTP have been returned to their assigned positions to carry out their duties until additional refresher courses could be arranged for their upgrading.

Further VMTP responsibilities covered 9 months training of already nominated 4,000 village managers, mobilized from different ministries. Organization of courses for village shop managers and projected involvement in training of bookkeepers for all thousands of villages were also part of the VMTP tasks.

The Nordic presence in the VMTP is of a technical as well as advisory nature. It is an effort to help to improve the performance of the program and to keep the planning and programming of training activities within the possible realities of the prevailing environment.

In the meantime the Co-operative College also has redefined its role. With support from Nordic Project and individual Nordic countries the College has been an important factor in Tanzanian co-operative movement since its inception. Now the Co-operative College will have even more expanded responsibilities.

After some initial uncertainties, when a number of various educational institutions and agencies became involved in crash courses and ~~programs~~ for Village training, now the roles and responsibilities have been clarified. Because those involved were all directing their educational and training efforts at the same rural constituency, without much co-ordination between themselves, the PMO ordered identification and separation of areas of involvement.

According to an agreement subsequently reached, the VMTP will continue their activities as outlined above. The UCS responsibility will focus on member and committee member education and junior staff training. Services of the Co-operative Education Centre and of the further expanded Co-operative Wings will be used by the UCS for that task. The Party College and other similar institutions will take care of ideological education.

The tasks assigned to the Co-operative College in the new environment are (1979-1980 Prospectus):

- professional, practically oriented training of personnel in the co-operative movement, Department of Ujamaa and Co-operative Development, other Government agencies concerned with co-operatives, and parastatal organizations whose functions directly support co-operative activities;
- consultant services and related research for co-operative education and co-operative activities with special emphasis on the rural sector;
- preparation and production of training material for the Main Campus, the Zonal Colleges established in other parts of the country, Co-operative Wings and for the VMTP project under supervision of the Prime Minister's Office (PMO).

To comply with the assigned task, the College offers (1979/1980) on the Main Campus at Moshi the following residential courses:

- advanced (3 yr) and ordinary (2 yr) courses in co-operative management or in co-operative accounting;
- certificate courses in retail and wholesale management or management and accounting.

In response to requests, the College runs short courses and seminars according to the developing needs of the system, such as:

- shop managers courses;
- senior Ujamaa and Co-operative Development Officers' courses and seminars;
- co-operative savings and credit courses;
- women education courses, etc.

The certificate courses, however, will be gradually phased out and transferred to other educational institutions, permitting the College to concentrate on and to expand more senior training.

According to the 1979-1980 Prospectus of the College, five academic departments are involved in preparation and the conduct of the input of the College in the training activities. They are the departments of:

- co-operation, political education and rural sociology;
- economics and statistics;
- accountancy;
- management and law; and
- research and consultancy.

All departments are manned now by the Tanzanian staff. The continued Nordic assistance, jointly and from individual countries, also helped the College to reach the point where it can now serve the needs of up to 300 students at a time. With expected further capital assistance from the Nordic sources the College intends to double the existing facilities shortly.

At the beginning of 1980 the Evaluation Team from Nordic countries that sponsor the Nordic Project toured Tanzania in order to assess the work done and to prepare recommendations concerning the future of the Project. When the team left Tanzania, the national paper "Daily News" reported that "the Nordic countries have pledged to offer further assistance to the co-operative movement in the country".

There is no doubt, Tanzania is, and will be for some time, in great need of technical assistance, especially in rural development. Under the prevailing circumstances, the question, however, might be asked about the extent the co-operative organizations should and could be involved in delivery of the assistance required.

CO-OPERATIVE DEVELOPMENT EXPERIENCE IN KENYA

Soon after independence the Government of Kenya recognized an urgent need to supplement their own resources, in the field of co-operative organization and management, by help from outside sources. In 1965, Kenyan representatives approached the Nordic countries for discussions of possibilities to obtain such help from Nordic organizations or agencies. In response, in 1966 the Nordic group sent four co-operative specialists to Kenya to evaluate the overall co-operative situation and to identify the needs of Kenyan co-operatives in education, accounting, management and savings and credit. Based on findings of these specialists, an outline of the project for Kenya/Nordic co-operation to promote co-operative development in Kenya was drafted. The agreement to carry out the finalized project named "The Nordic Project for Co-operative Assistance to Kenya" was signed by the Nordic countries (Sweden, Denmark, Norway, Finland; Iceland joined some years later) and by Kenya. By the end of 1967, 50 Nordic advisors were involved in technical assistance delivery to Kenyan co-operatives helping them to improve management and accounting systems, to organize credit and banking services as well as to educate staff, officials and members.

The original agreement of co-operation was to cover the period until 1972. This agreement has been renewed and extended several times since. The latest agreement provides for joint Nordic assistance and presence in Kenya until 1983.

During the Nordic Project years in Kenya, there have been occasional or periodical assistance inputs into particular Kenyan co-operative projects or activities from many other donor sources. The SIDA, DANIDA, FINNIDA, ICA, NACCU/CCCS, NORAD, USAID, World Bank, Friedrich Ebert Stiftung, NOVIB (Dutch) and others have helped to strengthen and consolidate an aspect or component of the Kenyan co-operative movement.

However, the impact of the Nordic Project for Co-operative Assistance to Kenya, with its continuity over the years, is considered to be the main factor that helped the Kenyans significantly reduce the serious problems that beset their

co-operative movement, especially in the rural areas, in the early years of independence. It also helped them to put the co-operative organizations on a sounder footing for further expansion and an increased role on the national scene.

According to the Government's Sessional Paper No. 10, 1965 on "African Socialism and its Application to Planning in Kenya" (National Co-operative Development Plan 1976-1980, p.p. 5,7):

"the basic national objectives for Kenya include pursuit of individual freedom - from want, disease, ignorance and exploitation -; expansion of the economy with equitable sharing in its benefits, and the integration of the national economy. The overall aim is economic and social betterment of each individual in the society, the key to which is an expanding economy which provides the people with material means to overcome poverty and to enjoy a higher standard of living...The country remains committed to a free and democratic system of Government, to a mixed economy permitting both public and private participation... to local community initiative through the self-help spirit..."

About 90% of Kenya's population depend upon the rural economy. To a high degree the economic and social development of the whole country is tied to raising living standards in the rural areas. The main goal of development activities is to strengthen the landholding structure, to upgrade knowledge and skills of the rural population and to improve productivity with their active participation in the whole process of development.

The key strategy is to channel the necessary ways and means through the most appropriate agencies and institutions. From the first days of independence, the co-operatives in Kenya have been considered to be among the main tools of implementation of national development policies. Co-operatives have been assigned a particular role in channelling financial and other resources and for mobilizing rural people for expansion of monetary economy and self-help activities. Co-operatives are counted on as instruments that could provide people with services and opportunities otherwise not available or not even accessible to many of them.

In addition, it is important for the Government, with a declared commitment to mixed economy, that the co-operative movement provides the citizens with a competitive third alternative between private capitalistic business and state enterprise.

The importance of co-operatives in Kenya has been stressed in all Government development plans and Sessional Papers presented since independence. In the National Co-operative Development Plan 1976-1980 it was again confirmed (para 3.14-p. 16):

"With the small scale farmers providing the backbone of Kenya's agricultural economy, any major thrust in the agricultural sector will have to come from the smallscale farming areas. In this context co-operatives will provide a major instrument in effecting the required thrust by facilitating expansion in the provision of agricultural production credit and the technological progress associated with it, agricultural extension services and farmer education, primary processing and marketing of members' produce and by simplifying production loan repayments through reductions from borrowers' crop proceeds at the society level."

The beginning of co-operatives in Kenya is found among the European settlers after the turn of the century. The first co-operative organization was established in 1908 using the Companies Act as its legal base. More than twenty years later, the first law concerned specifically with co-operatives - Co-operative Societies Ordinance - was passed.

However, that Ordinance did not recognize the African peasantry. Until the 1950's the main Kenyan co-operatives almost exclusively were concerned with the interests and needs of the settler farmers (Institutionalized Supervision and Control...p.p. 20, 21).

The Co-operative Societies Ordinance passed in 1945 finally provided Africans with some rights to become recognized participants in the co-operative movement. The Department of Co-operatives was established to administer the Ordinance and to promote the establishment of co-operatives.

The first African Co-operatives were established primarily for local marketing of eggs, poultry, fruits, etc. Only after the policy that restricted Africans to grow export crops (e.g. coffee, pyrethrum, tea) was lifted in the early 1950's, the African co-operatives started to grow in numbers and in importance among the African peasantry. From 10 co-operative societies in 1947 the number jumped to 840 in 1960 with predominance of marketing type co-operatives (Co-operatives and Rural Development in Kenya, p. 2).

These co-operatives were borne out of necessity to serve as produce collecting and primary processing points for the small quantities that the African farmers brought to market. They also helped in co-ordinating the distribution of supplies that were required for production and transportation. Co-operatives were also seen as a means of providing extension services, including the necessary knowledge for production of export quality crops, to the native growers of coffee and other products. (Report of the Evaluation...Apdx. 1)

At the time of independence (1963) most of the operating co-operatives were confined to servicing the agricultural sector in the areas settled by Europeans, extending only to some African settlements already involved in production of cash crops.

Due to shortage of funds and facilities, insufficient support personnel and subsequent inadequacy in preparatory and education work among the potential members, as well as often noted dishonesty among the elected leadership and hired staff, a great number of co-operatives established by Africans before the independence did not have a long life (Institutionalized Supervision...p.24).

There are now in Kenya several nation-wide co-operative organizations, such as the Kenya Planters' Co-operative Union, Kenya Farmers' Association and Kenya Co-operative Creameries, whose history goes back into colonial times, even before the 1950's. The present co-operative movement is, however, basically an after-independence phenomena.

Despite failures and disappointments during the 1950's, the idea of co-operatives spread. The co-operative idea was accepted by many as compatible with the traditional approach to solution of common problems and was adopted as a valid starting base for building the strength of the people. When the government

included it among the tools of national socio-economic development, the idea gained new impetus and the Kenyan co-operative movement assumed particular significance.

It was a conscious government effort to sponsor the establishment of co-operatives. In the first few years of independence the number of co-operatives doubled mainly due to the government initiative. The basic purpose of that development approach was to provide immediate and better opportunities for small-holders and give them a place in their own country. Stimulation of production efficiency and increasing marketing facilities seemed to be the main direction of the Government activities, although with more concern for the well-being of the people themselves as compared to the prevailing attitudes in pre-independence years.

Another contributing factor to the growth of co-operative organizations was resettlement of landless Kenyans on former European-owned farms. Co-operatives were the chosen tools for integration of new small-holders into the rural development processes, and they played an active role.

In addition to primary societies district co-operative unions were formed, to which all primary organizations were affiliated. For effectiveness, efficiency and better use of available human resources a number of functions, such as accounting, purchasing, wholesale supplies, credit, education and others, were centralized within the district unions. With government guidance and help directed basically at the human level, district unions were becoming essential factors of the co-operative movement's structure.

The Kenya National Federation of Co-operatives was created (1964) as a third level or apex organization to unite, represent and protect all co-operative interests in the country. (National Co-operative Development Plan.)

However, in a few years it became apparent that the explosion of co-operative organizations had brought along a number of problems. Because of insufficient resources on the part of government agencies dealing with co-operative development matters and the pressure to expand the co-operative network, occasionally exerted by politicians because of their own personal considerations, a great

number of new societies were set up without adequate preparations and educational work. There were shortages of managerial talent and knowledgeable staff to cover the suddenly expanded needs. Limited training opportunities and lack of experience and proper understanding of duties and responsibilities on the part of elected leadership added to the difficulties, as did numerous cases of mismanagement and misappropriation of funds by staff or elected officials lacking integrity and social responsibility (Report of the Evaluation...).

It was obvious, the rapid increase in numbers of co-operatives was not accompanied by a corresponding increase in expected effectiveness and development success. In fact, the experienced difficulties and shortcomings seemed to be threatening the future of intended developments and the whole co-operative movement.

The response of the government to the situation was in two directions. One direction led to a passing of a new Co-operative Societies Act (1966). That established more stringent relationship between the Department (later Ministry) of Co-operative Development and effected certain strengthening of the resources for development activities. The other resulted in bringing the Nordic Project for Co-operative Assistance to Kenya on the national scene. The policy of unrestricted expansion of the co-operative network, that prevailed until 1966, was changed to one of strengthening and consolidation.

The 1966 Co-operative Societies Act, further detailed by the Co-operative Societies Rules (1969), provided the Commissioner for Co-operative Development with extensive powers to guide and control the activities of primary and higher level co-operative organizations. These powers include the right to:

- a) require primary societies to establish a co-operative union or to join if a union is established (Sec.9);
- b) fix the maximum amount of cash a particular co-operative may have in custody without banking it (Rule 346);
- c) under certain circumstances restrict a right of a prospective member to join more than one primary society (Sec. 18);
- d) limit credit that can be extended to members (Sec. 40);

- e) forbid payment of dividends (Sec. 44); and
- f) remove an elected committee and appoint a new one (Sec. 64).

The Commissioner may also specify the minimum professional or other qualifications required for the appointment of an accountant or other graded (above certain level) employees of a registered society or require that a primary society be staffed, as regards the graded employees, by employees of a district co-operative union (Sec. 85).

According to the Rules (Rule 40), such employees could be appointed only with an approval of the Commissioner who shall fix their Terms and Conditions of service. However, even then, any payments made by cheque of a registered society has to be countersigned by the Commissioner or person nominated by him (Rule 34/2/a). Any negotiable instrument and orders for goods in excess of one hundred shillings (in case of a primary society) also has to be similarly countersigned (Rule 34/2/c).

To keep the Commissioner in touch with what takes place, the Boards of the Unions are obliged to send to the Commissioner or his representative notice and agenda of every meeting, all minutes and communications in respect thereof, and its recommendations, if any.

In view of the observed deficiencies in co-operative development in the early years of independence and experienced drawbacks and failures, it was understandable that in the given situation an increased government supervision and control of the co-operative movement seemed to be necessary, especially because of a particular place and role given to co-operatives in the national development plan.

Combined with expanded government resources for development, an effective, considerable input by the Nordic Project, and a more critical approach to creation of new co-operatives, the measures taken helped to consolidate and upgrade the co-operative network.

Strange, however, is that fifteen years later, with the co-operative movement in much more advanced state, the government, through the Ministry and the Commissioner of Co-operative Development, still fully maintains their authoritarian approach and attitude.

The supervisory and external controlling role of the government in regard to co-operative movement is unquestionably recognized and completely accepted by the Kenya co-operators. Their concern, however, is the extent of control, reaching in all cases into minute details of day-to-day operations which "tended to engender lethargy and ignorance on the part of co-operators in the affairs of their co-operatives" (Institutionalized Supervision...p. 57).

As an illustration of that concern, the statements made and opinions expressed by the Managers of District Unions at the Senior Management Conference held by the KNFC/ICA Regional Office at Nyeri in February, 1980, could be mentioned.

In open discussions with the Commissioner of Co-operative Development and other government representatives, as well as in private conversations, they stressed that the extent of supervision and, particularly, control should depend on the level of advancement of co-operatives; that co-operatives should be graded as to their capabilities and efficiency and treated by government officials accordingly. The managers' right to hire and fire staff was mentioned as an essential management prerogative for effective operations.

Government delays in approving budgets and capital expenditure of co-operatives, as well as other responsibilities according to the Act were mentioned privately by some as obvious government deficiencies.

The participants at the conference expressed hope that the talked about future amendments to the Co-operative Societies Act will reduce all those restrictions that hinder co-operatives in action.

They also recognized that the success of their organizations and of co-operative movement in general has depended to a great extent on the capability of the government agencies dealing with co-operatives to render various technical

services. However, at the same time it was underlined that the relationship that the government staff, especially those just out of training, establish with the experienced officials and staff of co-operatives, and the attitude they adopt in carrying out the governmental responsibilities, are quite important in the development process.

To ensure that their points of view concerning the future of co-operative movement are listened to, the participating managers even talked about establishing their own representative organization.

Turning to the role of the Nordic Project on the Kenyan scene, it can be noted with particular interest that the Nordic Project in Kenya is fully integrated within the departmental structure of the Ministry of Co-operative Development. The Nordic advisors work at the national level within the Ministry, or are seconded to the provincial and district levels of the governmental structure. They are members of joint teams, working along with Kenyan staff. In recent years only a few of the Nordic Project staff members have been placed directly with co-operative organizations (Reports on Nordic Project, 1973, 1977, 1978).

Because of involvement of the Nordic staff in actual day-to-day work, they are described as "participatory advisors". Their responsibilities include a transfer of knowledge and experience to their Kenyan colleagues on the team as well as a direct input in particular ongoing activities. However, the situations where, for some reasons, Nordic staff are just doers, without Kenyans working alongside on a continuous basis, are of a serious concern to both the Project and the Ministry and this situation is not readily accepted.

By integration of the Nordic Project within the national governmental structure, a complete co-ordination of inputs is achieved and a creation of a "state within a state" avoided. For participatory advisors placed within the co-operative organizations such integration may, as pointed out earlier, cause an occasional conflict of loyalties. One loyalty is to the administration of the Project, now fully aligned with the policies of the Ministry and the philosophy of its staff. The other loyalty is to the organization the advisor is serving directly and to its tactics and strategies. The latter may prefer to take, on some matters, a more independent position. On the whole it

might be a minor problem, but there was a concern expressed by some Kenyan co-operators about such a situation.

At the beginning of the Nordic Project (1967), the advisors went to the locations where the need for assistance in organization, management, education appeared to be the greatest, even crucial, for the survival of a particular organization. A number of advisors started certain development projects, a reorganization of structures, and initiated training programs. During this period inception of Co-operative College took place and an expansion of governmental assistance was stimulated. Although there was little joint national actions and lack of real co-ordination of activities, the local judgement was that the input by the Nordic advisors at that time greatly helped to save the Kenyan Co-operative Movement.

After 1969/70 a more systematic and co-ordinated approach to the Nordic Project was introduced along with corresponding changes in orientation and management of the Project. It was reorganized by the 1969 Nordic Project Evaluation Team "that even a project of the size of the Nordic Project, strengthening the force of the Department of Co-operative Development (now the Ministry), would not be powerful enough to induce adequate improvements in economic and management performance in all of Kenya's ailing co-operative societies and unions" (Report on the Evaluation...Appdx 4.2, p. 2).

Accordingly, the new priorities were agreed upon between the Kenyan Government and the Nordic Project and new plans of action developed. Since that time, and until 1980, the joint Kenyan/Nordic teams had concentrated their efforts on the following areas:

- education activities concerning members, committee members and staff in the field as well as at the Co-operative College;
- accounting and accounts systems in co-operatives;
- savings and credit operations;
- improvement of management in co-operatives;
- strengthening of the Kenyan National Federation of Co-operatives (KNFC).

The basic features of the Nordic Project support have been systems' development and implementation, which also included standardized and co-ordinated education, accounting, credit and savings systems. Integration of the Nordic Project within the Kenyan governmental co-operative administration system and the daily support to it over the years, including an active participation in preparation of national co-operative development plans, has been another aspect of the Nordic Project activities.

A short review of some of these activities will indicate the scope and the extent of the Nordic Project.

Co-operative education and training has been one of the major activities within the co-operative development plans. It is planned and co-ordinated jointly by the Ministry, the Co-operative College and the Kenya National Co-operative Federation (KNFC), the former having the major role in the process. The education and training activities take place at the Co-operative College and in the field. The Training Division of the Department of Co-operative Development with participation of the Senior Nordic Advisor at the Head Office level, directs the implementation of co-operative education and training programs.

The Co-operative College at Nairobi is responsible for education and training of staff for the government as well as for the co-operative movement.

KNFC has a role in membership and general public education as well as in a support of education efforts at the level of co-operative unions. Unfortunately, because of internal difficulties, recently the KNFC has not been a very active participant in the process. However, the KNFC hopes that in the 1980's it will, with assistance from the Canadian co-operative movement, be in a position to play that role quite effectively.

The field education of the committee members and staff is, according to the planned national program, carried out basically by the provincial and district education teams, consisting of government co-operative officers, seconded Nordic advisors and co-operative education officers from the co-operative unions. The latter are also concerned with education and training activities within the unions and primary societies, using in the process whatever

outside assistance that is available.

From the practically non-existent movement-wide co-operative education and training activities before the Nordic Project, the joint government, Nordic and movement effort has led to the situation that in 1978 alone there were at least 1,048 courses held at which more than 88,000 people involved in co-operatives had an opportunity to learn from 199 field educators more about their own role and responsibilities within co-operatives. The statistics (Report on the Evaluation...) show that the number of staff and committee members trained since 1971 has increased tremendously. Yet, with all the changes taking place in the co-operative movement because of diversification and expansion, the need for extension of effort continues.

The Co-operative College of Kenya, established in 1967, has, as stated earlier, a specific role in the co-operative education and training plans and programs. Developed over the years by Kenyan efforts with a substantial financial and manpower assistance from the Nordic sources, the College has turned into an important factor in education and training of middle level personnel in co-operative development and management for the Ministry of Co-operative Development and the co-operative movement.

The College offers courses of either nine months and of two year duration leading to the Certificate (CCA) or Diploma I or a Diploma II in Co-operative Administration, Co-operative Management, depending on the level of the course.

The CCA/Diploma I course covers accountancy, co-operative and commercial law, history of co-operative development, principles of management, personnel management, marketing, costing, economics, auditing and co-operative banking.

The Diploma II course is arranged as a pre-service course for the government employees in advanced co-operative management. It covers the same subjects as above but at an advanced level and includes also taxation, regulations and financial orders of the government and statistics.

The College also offers 13 week basic ABM (administrative, bookkeeping, management) courses and 13 week advanced ABM courses that cover principles

of law, co-operative law, management and business administration and co-operative banking. For the managers of the co-operative coffee factories there is a special 14 week course in factory management.

In addition to these longer term courses, the College has provided shorter courses and seminars for committee members, banking clerks, government employees and permitted the use of its facilities by other organizations (e.g. ACOSCA).

Students can enter the College only if they are selected in the field by the Field Education Teams and are sponsored by a union or a primary society. For the staff from weaker societies there are bursaries available from the College, supported by government and Nordic resources. Selected women students attend the College cost-free. For the others, the government covers some 50% of College expenses. One of the entrance requirements for students is the successful completion of the introductory correspondence course in basics of co-operation and bookkeeping.

The other category of students, especially for the Diploma Courses, are already employees of the government or have been selected for employment in the co-operative field by the Ministry or the Commissioner for Co-operative Development.

By accepting some students from the neighbouring countries in the East and Central Africa, the College has some role in co-operative education and training at the international level as well.

Apart from the residential teaching departments, language laboratory and banking training facilities, the College also has Field Service and Production Departments. The Field Services Department takes care of correspondence courses and preparation of radio broadcasts, while the Production Department prepares educational material and audio-visual aid for the needs of the College, the Ministry and the movement.

For some years the College was a recipient of a considerable organizational, planning, manpower and financial assistance from the Nordic Project. The

joint Kenyan-Nordic Project effort has brought the College to the point where it is now manned completely by the Kenyan staff. The ongoing Nordic presence at the College is expressed only in the financial assistance to the bursary fund and to the Production Department.

There is a general recognition among the Kenyan co-operators that the College is basically fulfilling the objectives for which it was set up. It is acknowledged the College has turned into an institution that has greatly contributed to the improved standards of co-operative management and administration.

There are, however, certain concerns notable among the senior co-operative managers and other Kenyan co-operators. The rather low - in comparison to the needs - training capacity of the College (220 students at a time) is the main concern, especially in view of the anticipated diversification and expansion of the co-operative movement. It is felt that an extension of present facilities, such as the development of zonal colleges or a regular involvement in co-operative education and training of the Institute of Adult Education (that already has organized some special workshops in co-operatives) is definitely needed. It might be added, however, that any readiness on the part of the movement to actively participate in creation of such extended facilities was not apparent.

Concern was apparent about the high turn-over of the teaching staff at the College, possibly due to inappropriate status of the College among the other similar institutions, as well as for the orientation of the College in regard to its position on the co-operative scene. The feeling could be detected that the College may appear to be inclined more towards the needs of the Ministry and the academic aspects of programming than the practical matters and understanding of the environment the students are facing in their daily work. Reorientation to daily realities and upgrading of the College status according to its role and importance in the national development seemed to be an appropriate answer to these concerns.

There was some questioning among some of the Kenyan co-operators why the College has not included in its programming any high level training courses

aimed at the needs of the senior management level of the co-operative movement. A desire to see a range of subjects related to other types of co-operatives, besides those involved in agriculture, included in the general education and training programs, has also been expressed.

It is important to add that all these local comments follow only after the recognition of the contribution of the College to the co-operative development in the country has been confirmed and credit for the work done by the College acknowledged.

For an outsider it is surprising to note that the College has not yet responded appreciably to the education and training needs of the fast growing urban-based savings and credit societies.

Among the other major causes of difficulties co-operative organizations in Kenya have experienced for years is the poor quality of bookkeeping and accounting. After the reorientation and reorganization of the Nordic Project in the 1970's, the improvement of standards in that field has been among the major targets of the Nordic assistance input. Over the years the Nordic advisors, together with the staff of the Department of Co-operative Development, have designed, tested and re-designed and tried standardized accounting systems applicable to most marketing societies, including the necessary forms and other stationery. For the implementation of the finalized systems the implementation teams were set-up at the district level. Up to 1977 the Nordic Advisors were members of those teams. Since then, the implementation has been carried out and systems supervised by Kenyan personnel alone. The Nordic Project assistance is still available at the provincial level.

Between 1977-1980 one of the main tasks of the Nordic Project was implementation of the Banking Manual for the Banking Sections of Co-operative Unions and the overall consolidation of the rural savings and credit schemes that have been developed by joint Nordic and Kenyan effort within the district unions. The purpose of these schemes has been to gradually develop co-operative banking system which at some future date would be independently managed by the co-operative movement. The development for the rural situation included promotion of controlled system of credit sales of farm inputs,

introduction of production loans through the Co-operative Production Credit Scheme and provision of saving facilities in connection with the standardized member transactions in marketing.

According to the National Co-operative Development Plan (p. 112) "since 1970 rural co-operative banking has made a tremendous progress in the most developed co-operative unions and societies". It is also confirmed by the Report on the Evaluation...(p. 39) that "in comparison with systems for financing of rural and, particularly, agricultural activities in other young countries, the Kenyan rural credit and saving system is a relatively advanced one with certain characteristics due to which it has achieved more success than, perhaps, was expected at the time of its establishment". However, the 1979 Nordic Project Evaluation Team has further stated (p. 46) that "the rural banking system is still fragile and will need assistance for some years, particularly as the exercises will become even more sophisticated".

Another component of the co-operative banking system is the Co-operative Bank of Kenya. After some studies carried out in Israel and consultations by Israeli specialists in Kenya, the Bank was incorporated as a co-operative in 1965 and opened for business in 1968. Co-operative organizations, numbering 1,150 in 1980, are the members of the Co-operative Bank and forms its clientele. When the Bank was established, the aim was to mobilize the financial resources of the co-operative movement and bring these into circulation within the movement throughout the country.

The Co-operative Bank started its operations with minimal capital (about 1/4 million Ksh.), provided by the members, and by a similar size interest-free loan from the government. After twelve years the share capital of the Bank has grown to 30 million Kenyan Shillings. Total loans granted to co-operative organizations since the formation of the Bank has reached one billion shillings.

According to the original aims of the Bank, for the financing of operations it has relied basically on share capital and deposits available within the co-operative organizations. However, channelling agricultural development funds from national and international development agencies (SIDA, DANIDA, USAID, World Bank, etc.) also helped the Bank to expand its operations,

enabling it to participate through the Co-operation Unions' Banking Sections that have demonstrated the ability to perform in the Co-operative Production Credit Scheme and similar rural development programmes. (The Co-operative Bank of Kenya Ltd., p.p. 6, 7).

In the financial sense, the Bank acts as a central bank for the Kenya co-operative movement. The Union Banking Sections are banking with the Co-operative Bank. So does the urban-based savings and credit societies, another source of substantial deposits for the Bank. The number of members is another evidence to that position. There has been an anticipation of closer relationship between the three components of the financial co-operative sector and expectations that the Co-operative Bank would implement the principle of overall co-operation between co-operatives in the financial field, including consultation and organizational technical assistance. In reality, however, the relationship with the Bank in the main has remained at a purely financial level.

For the first twelve years the Co-operative Bank operated without its own network of branches in the field. This required good and close contacts between the Bank and the Union Banking Sections. The decisions about development of the network were to depend on the ability of the Union Banking Sections to serve their customers, the members of local societies. More recent opinions of the Bank, according to the General Manager of the Bank, due to some extent to the insistence of the World Bank and findings of a special survey, are, however, instead of a concentration of deepening of co-operation with the existing co-operative banking facilities, more favourable to the own network alternative.

The advisors from the Nordic countries have had over the years a considerable input in the organization and development of structures of the Bank. These advisors have helped to establish and develop the Field Service Department, assisted in working out operational plans for the planned mortgage institution and advised on the mechanization matters. They also have been involved in the rationalization of the technical operations of the Bank. The need for further, continued assistance has still been stressed by the outgoing advisors as late as 1979.

However, due to the information the 1979 Nordic Project Evaluation Team obtained on recent change of opinion at the Bank in regard to the Bank's own banking network, the Team was quite concerned about the "implications these steps will have on the smooth running of the rural banking system as well as the other co-operative banking activities" and expressed "its deep concern about possible disturbances of the co-operative banking activities which have been established in collaboration between the Kenyan co-operative sector and the Nordic Project" (Report on the Evaluation...p. 46). The subsequent recommendation of the Evaluation Team concerning further secondment of the Nordic advisor to the Co-operative Bank therefore was:

"An absolute condition for secondment is that the policy of the Bank also in future more or less unanimously is in line with the working policy of the rural banking system and particularly the UBS', as laid down by the Ministry for Co-operative Movement and implemented according to the Rural Banking Manual." (Report on the Evaluation...p. 73).

The recommendation, especially in light of above quoted statement of a fragility of the rural co-operative banking system and others, seem to indicate, at a time, a prevailing serious difference of opinion concerning the future development of co-operative banking sector.

The Nordic Project initially had not had any direct involvement with the third component of the co-operative banking system - the savings and credit societies, most of which operate in an urban setting providing services to people not connected with agricultural activities. Since the establishment of the Kenya Union of Savings and Credit Co-operatives (KUSCCO) in 1973, these co-operatives have experienced a spectacular growth in numbers and in financial operations. A jump from 125 societies in 1973 to 630 in 1979, with an increase of accumulated savings from 32 to 300 million K.Sh. attests to public acceptance of savings and credit societies in their territories of operations.

The operations of KUSCCO in the fields of education, promotion, centralized bookkeeping and loan-savings insurance have been to some extent financially supported by the Ontario Credit Union League and, lately, the Konrad Adenauer Foundation.

The Nordic Project on their part had provided the Ministry of Co-operative Development with some consultants (Nordic Annual Report 1977, p. 52) to look into ways and means to improve the operational performance of the savings and credit co-operative. A number of recommendations concerning education and training policy, preparation of manuals of standards, systems and procedures as well as audits and inspections, had been proposed to the Ministry for implementation.

The 1979 Nordic Project Evaluation Team, however, recognized that "the discrepancy between the manpower assistance given to the rural banking sector and the urban savings and credit societies and KUSCCO on the other side is overwhelming, despite the fact that the funds operated within the two different sectors are of the same size" (Report on the Evaluation...p. 71).

In order to assist these co-operatives and their central body (KUSCCO) to improve their operational capabilities to serve members better, the Evaluation Team recommended Nordic manpower assistance to KUSCCO in the form of three man-years.

It is hoped that all three successful components of the co-operative banking services will be able to find the most appropriate way to consolidate their efforts into a unified, well-structured co-operative banking sector for the benefit and strength of themselves and the whole co-operative movement. The Kenyan National Federation of Co-operatives, having close ties with the Unions, an active involvement in initial development of KUSCCO and savings and credit societies, as well as a direct representation on the Board of the Co-operative Bank, could and should play the rightful role of the catalyst in this matter.

The strengthening of the Kenya National Federation of Co-operatives (KNFC) has been among the targets of the Nordic Project since the reorientation and changes of management of the Project in 1969/1970. However, support extended to the KNFC has not been as extensive as that provided to the Ministry of Co-operative Development. Over the years, the KNFC share of the Nordic assistance in personnel has amounted to some 30 man-years of advisory services, which is less than ten percent of the total man-years provided in Kenya by the Project.

The Kenyan National Federation of Co-operatives was set up in 1964 by co-operative societies, unions and country-wide co-operatives as the highest body within the co-operative movement to unite all co-operative activities in the country. The basic objectives were (National Co-operative Development Plan 1976/80, p. 175):

- to guard the co-operative principles, promote the co-operative interests and to act as the mouthpiece of the co-operative movement;
- to fulfill functions, make resources available and render services to the co-operative movement in accordance with the needs and resources at its disposal.

Prior to 1971 the operations of the KNFC were limited to a small secretariat and a printing press. From 1971 up to 1977/78 KNFC gradually, with some assistance from the Nordic Project, expanded its activities to include provision of office supplies, education and information, insurance, merchandise supply and auditing. Up to 1977 it was considered that most of the expectations put on the development of the apex organization by the co-operative movement and the Ministry, have been realized (Nordic Reports). Among the particular achievements to be noted is the development of the KNFC insurance section into an independent insurance co-operative, despite the organizational, legal and even financial difficulties that KNFC experienced in the process. With help from Nordic experts, SIDA financial assistance in regard to the capital requirements, and support from the Insurance Development Bureau (ICA affiliate), the Co-operative Insurance Services Ltd. was set up (1978) and now operates for the benefit of the whole co-operative movement.

In the meantime, in 1978 KNFC experienced great difficulties due to the problems caused by a combination of unfortunate internal and external factors in the operations of the merchandising sector. Failure in that activity seriously affected the financial position of KNFC, causing the government to replace the elected Management Committee by an appointed commission (Annual Nordic Report, 1978). The weak financial situation necessitated the reduction of education and information activities, which in turn damaged the credibility of KNFC within the co-operative movement and of co-operatives in general with the public.

Before these financial and prestige losses by the KNFC, the Ministry (Department) of Co-operative Development stated in the National Co-operative Development Plan 1976-1980 (p. 178):

"The role of the KNFC as the national representative of co-operative organizations is recognized by the Government (ref. Sessional Paper No. 14/1975, para 8.1). In practice, however, the KNFC has not functioned properly as the national spokesman for the co-operative movement. The main problem has been the concentration of control and development functions within the Ministry of Co-operative Development. The importance of a strong and functional apex organization has not therefore been given sufficient credence with the commitment and functions of KNFC being so much reduced. Every effort will be made to incarnate KNFC to becoming the pillar for all co-operative development in Kenya..."

In the present situation, where the government, with an appointed commission, has direct control of the future of KNFC, much may depend upon the steps the government decides to take to comply with their own confirmed (to the Nordic Project) emphasis on the role of KNFC in "the long-term shaping of an independently run, co-operative movement"(Report on the Evaluation...p. 44).

It is true, as stated in the Development Plan (p. 201) "that the success of the co-operative movement and especially its efficiency depends very much on the capability of the Department to render its various technical services and to supervise and guide the activities of the movement...."

This sad situation that KNFC finds itself in, might, however, be the right time for the "need to uplift the KNFC status and level of performance by gradually transferring functions that are now centered within the Ministry of Co-operatives together with necessary financial and technical support", as it was suggested in the Plan (p. 178).

The 1979 Nordic Project Evaluation Team stated that KNFC is a necessary instrument for the co-operative movement in Kenya, and the Ministry of Co-operative Development as soon as possible should accelerate the process of making KNFC functional. Provided the co-operative movement itself supports KNFC and gives it the necessary moral and material support, further Nordic Project assistance

requested by the Kenyan Government to revitalize the apex organization was, under certain conditions, available.

In addition to the Nordic Project involvement in the reviewed specific areas of needs or particular concern, throughout the length of the Nordic Project presence in Kenya a number of advisors had been involved in management and systems development, consultancy, assistance to statistics units, manpower planning and research. Assigned to the Ministry, or elsewhere in the administrative structure, they have assisted in preparation of periodical National and District development plans for the Ministry and the movement according to government policy, taken part in evaluation of activities, procedures and performances as well as contributed to development and implementation of planning and management methods in order to improve the operational standards of the Ministry and the movement.

The Nordic Project may not have had an ongoing involvement with all the leading co-operative apex organizations but the impact of it has directly or indirectly, reflected throughout the Kenyan co-operative movement.

The Nordic Project has been in operation in Kenya for more than 12 years with an average annual assistance input by some 40-50 advisors or a total of about 550 man-years service. Gradually, more and more ongoing programs have been brought to the stage where the responsibility for implementation of them has been taken over by the Kenyan personnel.

As stated by the Kenya Government (Report on the Evaluation...p. 77), the objectives for which the Kenyan/Nordic co-operation was initiated in 1966 by and large have been achieved.

There had been some considerations of winding down the Project around mid-1977. However, there was an understanding reached that an abrupt withdrawal of Nordic advisors at that time could jeopardize the continuity of the implemented systems and affect the achieved standards of co-operative performance and development (Development Plan...p. 205). Therefore, the assistance agreement period was extended for another three years (1977-1980). A diminishing number of advisors (18 by the end of 1979) were to continue to help the Kenyan staff to extend and consolidate the success already achieved.

During the extension period, at the request of the Kenya government, nine additional Nordic consultants were assigned to the Ministry of Co-operative Development for the purpose of surveying the potential for an extended co-operative participation in urban savings and credit operations, consumer field, building and construction, housing, handicraft and industrial activities and fishing industry. The situation analysis was to follow by a preparation of operational plans where applicable (Annual Nordic Project Report, 1978).

Surveys and presented plans led to a new application (in 1979) by the government for a continued Nordic co-operation to promote co-operative development in Kenya along the already established patterns as well as to specifically help to establish and develop co-operatives in fisheries, handicraft, consumer and small-scale industrial sectors.

The Nordic countries again responded to the request positively and entered into a follow-up agreement for a period of 1980-1983.

It should be noted, that there are co-operators in Kenya, even at the Ministry level, who are of an opinion that the Nordic Project has already helped to bring the professional standards of Kenyan staff to a level where they can and should take over the responsibility for co-operative development in Kenya completely in their own hands. In their assessment, the Nordic Project still has a role to play on the Kenyan scene, but only in a consultancy capacity.

The Nordic Project recognizes that "a spectacular improvement in the professional standard of the Kenyan personnel attached to the co-operative sector has...generally been seen in the years that the Nordic countries have had a privilege of supporting Kenya's co-operative development" (Annual Nordic Project Report, 1978, p. 49). It also recognizes that the noted overall improvements in the effectiveness of co-operative organizations (some 1,500), serving more than one million members, are due to the efforts of a joint team approach with a substantial and critical input by a large number of qualified and experienced Kenyan staff members. However, concerning the withdrawal of their advisors, in 1979 the Nordic countries still had an attitude of caution and reluctance.

According to the 1979 Nordic Project Evaluation Team (Report, p. 78), there are several reasons for a continued co-operation between Kenya and Nordic countries. One of the main reasons is that the development is an ongoing process. In a developing economy that favours co-operatives as tools for the process, there is an ongoing insistence for growth which in turn brings up new possibilities as well as the needs for an outside assistance to develop them.

Another reason presented was the opportunity for the Nordic countries themselves to continue to learn more about the technical assistance delivery at different levels of development and to accumulate progressive experience for application elsewhere.

Of a particular importance to the Nordic countries, it seems, is also an understandable feeling by them of an attachment to, and moral responsibility for the future of the co-operative movement which chose to adapt institutions from Nordic origins. A withdrawal of Nordic assistance would cause the Kenya government to look for assistance elsewhere, which could bring about new philosophy, new institutions, new changes.

In accordance with the new follow-up agreement for years 1980-1983, the input of up to 35 Nordic advisors now will be, to some extent, directed to further consolidations of systems and procedures already introduced. The new input, however, will be more redirected towards a diversification and expansion program, including special attention to women's groups, thus reflecting the concentration of the concern of the National Development Plan (1979-1983) on rural development and widespread people's participation.

The extended Nordic Project involvement might turn into a beginning of an additional chapter in the story of the effective Nordic participation in co-operative development in Kenya.

PART 6

CANADIAN CO-OPERATIVES IN DEVELOPING COUNTRIES

INVOLVEMENT OF THE CO-OPERATIVE DEVELOPMENT FOUNDATION

LA COMPAGNIE INTERNATIONALE DE DÉVELOPPEMENT RÉGIONAL
LTÉE - ACTIVITIES

CANADIAN CO-OPERATIVES IN DEVELOPING COUNTRIES

According to the "Canada Strategy for International Development Co-operation 1975-1980", published by the Canadian International Development Agency (CIDA),

"the objective of the Canadian development assistance program is to support the efforts of developing countries in fostering their economic growth and the evolution of their social system in a way that will produce a wide distribution of the benefits of development among the population of these countries, enhance the quality of life and improve the capacity of all sectors of their populations to participate in national development efforts" (p. 23).

Co-operative organizations, with their aims to inspire their members for a change to the better and with intentions to free them from possible economic and social dependence and exploitation by promoting their well-being and that of the community, are among the recognized means to carry out development plans in developing countries.

Assistance to co-operative development is part of the overall Canadian development assistance program, with the Canadian co-operative movement having now a particular role in it and support of the CIDA for that role. Strengthening of local efforts towards self-reliance in the developing countries by involving dormant indigenous resources is the purpose of this aspect of the assistance program.

Canada has not been a major actor in Third World affairs, and historically Canada's relations with the developing countries have not been central to its policy preoccupations (Strategy...p. 15). However, the concern about others has deep roots in Canada, and the Canadians have been freely extending some assistance abroad through a number of voluntary organizations for many decades. While at first, it has been done mainly by various church missions and related organizations and agencies, after World War II a variety of assistance projects have been carried out by an ever increasing number of voluntary, non-governmental organizations (Canadian Development Co-operation 1965-1976, p. 77).

In some ways, Canada enjoys in the developing world similar status to that of the Nordic countries. The past favourable experience with assistance received from Canadians, combined with the non-colonial, non-imperial past of Canada, has developed trust, credibility in and respect for Canadians. In many developing countries that has created a particular climate for Canada's governmental or non-governmental participation in implementation of national development plans that followed.

The early Canadian involvement in co-operative development activities in the Third World has been initiated mainly by the Canadian missionaries or teachers working there (ACOSCA, Ten Years Towards Self-Reliance). On a number of occasions they have been instrumental in introducing the idea of co-operative organizations, especially for savings and credit, to the local people with whom they were associated.

Their efforts to start a beneficial economic process for the interested groups, as well as to create a means to help people to help themselves, often led to establishment of contacts with Canadian co-operative organizations for some kind of support. Not infrequently such contacts expanded into a Canadian involvement in either provision of education and training opportunities for the officials of these developing co-operatives, financial or other material assistance or even in active participation of Canadians in a direct technical assistance delivery to developing organizations.

The fact that Canada has achieved some measure of success in co-operative education, training and extension work, has certainly reflected in a great interest in developing countries to benefit from such learning opportunities in Canada as well as in an active Canadian response to that interest. In the years that followed after the countries in the Third World became independent, the Canadian sources - governmental and others - provided the requested opportunities to study at the Coady International Institute, the Co-operative College of Canada or at L'Institut Co-opératif Desjardins for many hundreds of co-operative, government and community officials.

It can be added that the decades of contributions of Canadian learning institutions to the education and training of these leaders, especially the ongoing impact of the Coady International Institute's activities, is now quite visible in and widely recognized by many developing countries in Asia, Africa and Latin America.

Reaction of the whole Canadian co-operative movement to calls for an active participation in a direct technical assistance delivery to developing co-operatives in the Third World has been, however, slow and, until the last decade, less prominent.

Unquestionably, there has been almost immediate response from individual Canadian co-operators. Since the early 1950's, a number of them, working as technical advisors or co-operative experts either on behalf of Canadian governmental agencies (Columbo Plan, External Aid offices, CIDA) or of some international organizations (ILO, FAO, UNESCO), on many occasions have effectively contributed their knowledge and experience to co-operative development in the developing world.

Over the years there also have been notable inputs of technical assistance in support of a specific project or event by a number of single, separate co-operative organizations or, occasionally, by joint bodies of such organizations.

A decision of the Saskatchewan Credit Union League in 1961 to mark their 25 year anniversary by extending support for the development of savings and credit societies in Eastern Africa, or the sponsoring of its own staff members by the Credit Union Members' Insurance Society (CUMIS) for some work overseas to help advance credit unionism in developing countries (Co-operatives Canada 1979-1980, p. 19) are typical such inputs. An ongoing involvement of funds and personnel of the National Association of Canadian Credit Unions (NACCU) in Zaire, Kenya, Zambia and elsewhere (ACOSCA Plans 1975-1980) or a concern of Le Conseil de la Co-opération du Québec (CCQ) for co-operative problems in the French-speaking developing countries, are further examples of many individual participations in technical assistance delivery during the first decades of international co-operative assistance efforts in the absence of a movement-wide organized program.

Before the 1970's the Canadian international aid undertakings were mainly such independent, often occasional projects, provided with or without governmental support by individual organizations, and carried out without any participation in planning, implementation or co-ordination between them by the Canadian apex organizations of either English or French-speaking co-operatives.

The ongoing involvement of Canadian co-operatives on a nation-wide basis, especially in the case of the English-speaking co-operatives, became definite in the 1970's, after the ICA declared the 1970's the Co-operative Development Decade. Two specific organizations - the Co-operative Development Foundation (CDF) and La Compagnie Internationale de Développement Régional Ltée (CIDR; since late 1980 - La Société de Développement Internationale Desjardins - SDID) - for some years now have been assisting co-operative development in developing countries on behalf of the co-operative movement in Canada. The CDF has been bringing to the development scene the assistance input from the English-speaking co-operatives. The CIDR represents the practical expression of concerns for co-operative development of the French-speaking part of co-operatives in Canada.

While there are distinct differences in their approach to the task, the basic purpose of the activities of both organizations is the same - to help the developing countries to develop sound, genuine, effective co-operative organizations.

INVOLVEMENT OF THE CO-OPERATIVE DEVELOPMENT FOUNDATION

The Co-operative Development Foundation (CDF) has been in existence since 1947. It was incorporated as a charitable organization to administer funds for education and research, mainly related to co-operative development in Canada.

In the early 1960's the CDF sponsored a co-operative research program as its main activity. However, because of insufficient support from the member-organizations of the Co-operative Union of Canada (CUC), which controls and manages the CDF, after some years that program was discontinued (CDF Report to Contributors 1978).

In response to the decisions of the 1962 Congress of the CUC to launch its own technical assistance work program - called "Co-operatives Everywhere" - to promote co-operation both at home, among Indians and Inuit, and in the Caribbean area, the CDF undertook and carried out some projects in the Canadian Arctic and the Caribbean (Melvin, Seventy Years of Service to Co-operatives, 1979). For several years the CDF, with funds provided by the co-operative movement and supplemented from governmental resources, had an opportunity to contribute to some specific aspects of northern co-operative development and an occasion to learn directly about co-operative development work among the developing people.

When the Co-operative Development Decade was declared by the ICA in 1971, the CDF was for the co-operatives in Canada a ready instrument to carry out their assistance projects in the developing world.

The members of the CUC and the Canadian Co-operative Credit Society (CCCS) have designated and confirmed the CDF as their tool for implementing and co-ordinating activities in the assistance field. Objectives of the CDF, according to the Report to Contributors 1978 (p. 3) are:

- to assist the effective development of co-operatives and credit unions in developing countries;
- to establish effective means of communications and information between CUC member organizations and non-governmental organizations;

- to assist non-governmental organizations, Canadian International Development Agency and other organizations with the recruitment of people who have experience in co-operatives and credit unions for use in developing countries;
- to co-ordinate fund-raising activities within CUC member organizations for sponsorship of projects on co-operatives and credit unions in developing nations.

Concentration of efforts for maximized effectiveness in the assistance activities is the purpose of the promotion of a single co-operative assistance delivery agency. As it was stated in the above-mentioned Report to Contributors, the CDF exists now "as an agency through which co-operatives and their members in Canada can assist people at home and abroad to improve their situation by applying co-operative principles".

Yet, it is further stated that "over the years, efforts through this channel have been spasmodic and relatively unproductive in relation to the great need that exists."

It could be added that for years the response by the Canadian co-operatives to the CDF has been completely unrelated also to their actual capability to respond. While the contributions to the CDF from co-operatives and credit unions since 1973 has had a growing tendency, during 1977 the total funds received by the CDF amounted only to \$65,514 (Report to Contributors 1978).

The last few years, however, have brought about a marked improvement in response. Mainly due to the determined efforts of the CDF, the Canadian co-operative sector it represents has become increasingly aware of the role it can and should have in promoting economic and social development in the Third World. In 1980, the contributions from the co-operative sector to CDF have climbed to over \$144,000 (CDF 1980). In itself the amount still may not reflect the actual capabilities of the sector in the assistance field, but it certainly has given the CDF a much more believable operational base.

The increasing CDF support, in turn, coincided with a growing appreciation of the CDF capabilities to act on behalf of the co-operative sector and in increased credibility with Canadian co-operatives, the Canadian International Development Agency and on the international scene (ICA, WOCCU, COPAC, World Bank).

Recognition of CDF as a meaningful partner in assistance delivery by CIDA, whose financial support to CDF projects has been crucial, is of a particular significance for the future of CDF.

It has been stated (Canada and Development Co-operation, p. 107) that:

"CIDA relies on private enterprise to implement most of the projects the agency plans, contracts for and administers. Apart from its contributions to multilateral aid programs, most of its budget goes to private contractors, consultants, suppliers and manufacturers in Canada.

These are involved in all phases of development work, from preliminary exploration and design to the completion and final assessment of a project. Among them are engineering and construction firms, survey companies, universities, commercial research establishments, seed suppliers, livestock breeders, manufacturers, distributors and trading houses in every major sector of Canada's economy".

For all these enumerated enterprises, agencies and institutions, an involvement with CIDA projects represents financially beneficial transactions, all acceptable to CIDA. Concerning co-operative development assistance projects, CIDA, for years, has had a different attitude.

In the past, despite the numerous resolutions and recommendations by the UN and its agencies for support of co-operative development in developing countries from governmental and other sources, most of the Canadian assistance projects in that field have not been "the projects the agency (CIDA) plans or contracts". In keeping with the fixed idea that the government should not carry the load without a commitment from those who proposed a particular project, up to recently the co-operative development assistance projects have been considered by CIDA on a case to case basis. If such projects, already analyzed and finalized by the initiator, survived the bureaucratic scrutiny and gained approval by CIDA, the CIDA funding was granted only if the initiator, willing

to carry out the project, was committed to provide certain financial contribution from its own funds.

The CDF funding has been greatly assisted by grants from CIDA, but most of that assistance had been dependent on matching contributions first available from the co-operative sector, individual organizations or other sources.

Now, after considerable efforts of the joint co-operative sector and CIDA Task Force set-up to formulate long term strategy for government and co-operative sector co-operation in the international assistance field, since early 1980 the situation has changed for the better. In response to repeated presentations, protestations and position papers, culminated in a CUC policy paper on "Policy Framework for International Co-operative Development (1980-1983)" submitted to CIDA in 1979, the Canada Treasury Board has given CIDA the flexibility it was lacking in regard to contributions aimed at assistance to developing co-operatives.

The policy changes now permit provision of CIDA grants that cover up to 100% of the cost of projects and programs undertaken by Canadian co-operatives, including evaluation, administration and monitoring, while previously, coverage of such grants was only 50 to 75% of the costs involved (Annual Aid Review, 1979,...p. 45). Some large-scale projects now can be undertaken, which earlier, following the strict requirements of contribution matching, were not possible.

The desire of Canadian co-operators to emphasize projects that directly reach local levels of development and avoid possible disturbing interference with the project by the bureaucracy, has also been recognized, along with a need for special funding for a development education program. The latter is directed to increase the awareness and involvement in the development assistance of Canadian people and organizations represented by the co-operative sector.

Establishment of a co-operative desk within the Special Programs Branch of CIDA is another indication of an enhanced status now afforded to the co-operative development assistance activities by CIDA.

Following these policy changes, in April 1980, CIDA announced that CDF would receive \$1.2 million in grants for its 1980-81 activities. Later in the year CDF was given approval by CIDA for further grants of over \$2 million for assistance projects extending from two to five years (CUC 1980 Annual Report).

Funding of this size allows CDF activities completely new dimensions. CDF now is in a position to program, plan and implement its projects on a more regular and, if needed, on an extended involvement time basis.

CDF policy of assistance to developing co-operative undertakings is directed mainly at establishment and support of co-operative organizations in areas where their activities have a reasonable chance to become effective means to improve the economic and social well-being of the people they intend to serve.

Although CDF has already become or intends to be involved in a number of multi-year assistance projects (Caribbean Confederation of Credit Unions, Kenya National Federation of Co-operatives, Credit Union and Savings Association - Zambia, African Co-operative Savings and Credit Associations, etc.), the smaller scale, single-year projects remain the major target of CDF concentration of assistance efforts.

As it is stated in the CDF 1980 Report (p. 6) "CDF attempts to support projects in all regions of the world where it can operate efficiently in the English language, while at the same time concentrating its projects in a relatively small number of countries - 29 in 1980 - to insure sufficient impact".

According to the CDF assistance policy (Co-operative Development 1979, p. 25), the overseas projects supported by CDF should meet the following criteria:

- projects will be in sectors where related expertise is available from Canadian co-operatives;
- aid should be concentrated in the poorest countries;
- assistance must be applied directly to local co-operatives to ensure that immediate benefit is received at the grass-roots level;

- funds will be used only in developing countries where an effective local administering agency exists. That agency will also have to exhibit a strong commitment to the project;
- high priority will be given to projects which encourage local renewable resources and contribute to self-sustaining growth;
- maximum use will be made of services available from other organizations operating in similar fields of development;
- available resources will be concentrated primarily in Commonwealth Africa, Asia and the English-speaking countries of the Caribbean. This focus of concentration may change from time to time to meet changing conditions.

An additional operating principle decided upon by CDF is that the assistance will be directed basically to development of agricultural production and thrift and credit co-operatives. Support to the latter will be extended through ACOSCA in Africa and other similar regional bodies of savings and credit societies and credit unions elsewhere.

A rather widely scattered and changing involvement of CDF across three continents seems to be based on a desire to provide support to a number of development projects which otherwise might not receive the attention they deserve. Another reason might be that the comparatively limited delivery capacity of CDF in time and funds up to now, has not provided it with an opportunity to find and establish - on the co-operative side - an ongoing partnership with important, credible national resource groups as recipients (similar to CUSA-Zambia, Korean Credit Union Federation, etc.) A newly obtained ability to become involved in a long term planning may bring about that development.

Assistance projects, that have complied with the above outlined criteria, have been undertaken by CDF only if already initiated locally by some group, agency or organization in a developing country. Requests for assistance have come from national federations, Coady students, or groups concerned with securing support for particular co-operative activities. Occasionally, presence of CDF in some projects has evolved into new support activities.

CDF does not support pre-co-operative phase of efforts. However, the new CIDA policy now allows also, under certain circumstances, funding for feasibility studies and assessment of conditions and situations for the initiated undertaking on the spot.

The requests for assistance are studied by CDF administration, finalized, graded according to importance and presented for approval to the CDF International Projects Review Committee. When approved, certain documents, depending on the size of the project, are signed with the recipient and/or CIDA. The implementation of the project then follows according to the agreed procedures and terms.

Before 1980, evaluation of project implementation was carried out mainly from reports submitted by the assisted co-operative organizations as well as from information received on the project from representatives of Canadian University Services Overseas, Canadian Hunger Foundation, Oxfam or other co-operating agencies that had carried out monitoring on behalf of CDF. Due to a change of CIDA funding policy, CDF now may include direct monitoring as a component of the projects.

For staff, if and when such is needed to carry out a particular project, CDF turns to the member organizations or to the register of possible candidates for work overseas, kept at CDF. There are no special procedures developed yet for recruitment of needed advisors or experts. In addition to the technical capabilities and experience, the personnel suitability, health, family situation are some of the other considerations the CDF administration is concerned with when choosing the needed specialist. Terms of employment depend on the length and type of involvement and the financial status of the selected specialist within the organization he is recruited from during the assignment.

Within international development it is recognized that economic development is not only a question of financial transfers but of something more comprehensive (Canada and Development Co-operation 1975-1976, p. 11). From that aspect, it is considered that the main contribution by the international co-operative movement consists of great funds of specific co-operative and managerial

know-how based on experience gained over decades in various branches and regions of the world (Bonow, p. 5).

In extending technical assistance to developing co-operatives in other countries, the Canadian co-operative movement can draw on quite an impressive bank of singular experience in handling agricultural supplies and marketing, dealing with fisheries, handicraft, savings and credit and some other activities as well as on experience in organizing co-operative education and training.

The CDF has been set-up by the Canadian co-operative sector as an instrument to transfer that accumulated Canadian co-operative expertise and funds to areas of need. However, while the first of the earlier enumerated points of criteria for approval of projects refers to availability of expertise from Canadian co-operatives, the past CDF activities have concentrated mainly in the financial assistance field, on provision of funds, but less on the transfer of Canadian experience and know-how.

It is not to say that the transfer of Canadian knowledge and experience has been completely ignored. Canadian personnel has been involved to some extent, in implementation of a project, jointly sponsored by CIDA, CDF, CUSO and Saskatchewan Development Committee, to assist Barbados Agricultural Society in development of co-operatives in supplies, marketing, some manufacturing and arrangements to provide certain services, including accounting.

Jamaica Credit Union League is being provided, on a short assignment basis, with Canadian specialists to train and support local counterparts in data systems, co-operative credit marketing, financial planning, mortgage financing and other areas of managerial problems.

The assistance project (initiated in the 1970's by NACCU) of great importance in promotion and support of savings and credit co-operative development in Africa through ACOSCA, now in the process of being inherited by CDF from its present sponsor, the Canadian Co-operative Credit Society, is another example of an undertaking receiving multiple technical assistance contributions.

Provisions of considerable funds to ACOSCA for education and training, publication of literature, secretarial and translation help, purchase of equipment and other needs is supplemented by an ongoing input of Canadian knowledge and experience by assigned experts.

Even more the specific expertise of Canadian co-operators has been utilized by CDF in the last year or two for short assignments to make assessments of a particular situation in a developing country or to evaluate a declared need there. Usefulness of CDF grants for a dairy co-operative needs has been evaluated on behalf of CDF in India, prospects for and feasibility of fisheries and consumer co-operative assessed in the Philippines, an approach to creation of co-operative insurance facilities studied in Trinidad, Tobago and Jamaica, the future prospects of an apex organization and its role in co-operative education and training determined in Kenya. Another Canadian co-operative extension specialist on short assignment there later helped to finalize and initiate education and training programs based on multi-year funding from CDF. CDF has provided an input of Canadian expertise also to a five week Caribbean mission, comprised of representatives from Canadian, American and international agencies, to prepare five-year regional credit union development plan for Caribbean Region. This, and other multi-year assistance projects, may in a developing process bring about, at a later date, further involvement of Canadian human resources.

The majority of CDF projects until now have, however, been concerned mainly with a direct financial assistance for a particular activity or specific purpose. Provision of refrigeration units to fishermen's self-help society and truck to farmers' community in the Philippines, well-drilling equipment, pumps, waterpipes to villagers in Nicaragua, printing press to credit unions in Uganda, funds to farmers' co-operatives and credit unions in Dominica for building an access road, warehouses and buying equipment to clear forest land or to upgrade cassava fields in Belise, are a few examples of such CDF involvement during 1980.

Another aspect of CDF's short term financial assistance projects is underlined by a provision of funds for education and training purposes. Financial assistance to Ecuador Credit Union to strengthen financial and technical services to members, grants to Korean Credit Union Federation for training of some staff members in North America, funding to co-operative training centre in Bangladesh for salaries of teachers and organization of courses, seminars and other training projects or to la Confederacion Latinamericana de Co-operativas de Ahorre y Credito for regional workshops in Peru, are among the CDF projects aiming in that particular direction.

Some of the CDF funding has been used to help to cover salaries of managerial and support staff and other administration or promotion expenses of several developing credit unions or co-operative apex organizations.

Because of a variety of size of involved developing countries, potential and internal structures within them, one may wonder if such wide approach to the task does not create particular difficulties for the donor in establishing most effective uniform assistance patterns or even common policies.

CUC News Service reported on January 15, 1981 (Vol. 2 No. 1) that "co-operatives are flourishing in East, West and Southern Africa because of aid from Canada's English-speaking co-operatives and credit unions, channelled through their development arm, the Co-operative Development Foundation".

No doubt, the CDF, with its contributions to local initiatives, is playing an increasingly active role in promoting economic and social development in developing countries where it is involved. However, as the Canadian co-operators have extensive experience with a wide range of successful co-operatives, it would seem expedient and important to put more of the available funds into use of Canadian personnel with particular skills, knowledge and expertise in developing countries in order to incorporate that in sound co-operative policy and practice of developing organizations. Expanding input of particular Canadian co-operative knowledge and accumulated experiences, added to the financial contributions, would enhance the significance of CDF role in co-operative endeavours in developing countries even further.

In view of a particular attention the Canadian government is directing to the matters concerning the North-South dialogue, the Co-operative Development Foundation has submitted (1980) a special brief to the House of Commons Special Committee on North-South relations concerning the role of co-operatives in those relations. In that brief, CDF pointed out that application of co-operative enterprise principles and the utilization of the world-wide network of co-operative organizations can help redress some of the basic problems inherent in the relationship between developed and developing countries. With a belief that co-operative idea should have a role in a formation of a national will in regard to the possible solution of problems facing North-South, the brief urged the federal government to consider, among the other, further support of the co-operative model of development in emerging countries and recommended to add the co-operative perspective to the North-South dialogue and to ensuing United Nations international development strategy for the 1980's.

The Special Committee, on its part, in the final report of review recommended that Canadian government provide greater assistance to Canadian non-government organizations which support co-operative and other grass-roots projects.

With the established credibility and acceptance by the co-operative movement, CIDA and international bodies, including UN agencies and the World Bank, and proven capability to act effectively according to the chosen assistance policy, the Co-operative Development Foundation feels ready to respond actively to any new challenges.

LA COMPAGNIE INTERNATIONALE DE DÉVELOPPEMENT RÉGIONAL LTÉE

ACTIVITIES

Assistance from the French-speaking Canadian co-operatives to the developing co-operatives in the Third World is extended through La Compagnie Internationale de Développement Régional Ltée (CIDR). Within the French-speaking co-operative movement, located mainly in the Province of Quebec, for a decade now CIDR has had the same role the Co-operative Development Foundation (CDF) plays on the international assistance scene on behalf of the Canadian English-speaking co-operatives. The recent renaming of CIDR to La Société de Développement Internationale Desjardins (SDID) underlines the particularly close relationship established in the last few years between it and the core of the French-speaking Canadian co-operatives, the Desjardins Movement.

As the activities carried out on behalf of French-speaking co-operatives were reviewed while organized and implemented abroad under the initial name of the assistance agency, the name of CIDR will still be used in further references, not the SDID.

In the early 1960's a number of Quebec co-operators from the Desjardins movement, from L'Institut Co-opératif Desjardins and Conseil de la Co-opération du Québec, became involved in support of developing co-operatives among the Inuit and Indian people in the Arctic Quebec. While at the start the activities concerning developing people were more personal than institutional, it gradually helped to sensitize Quebec co-operators to problems experienced by developing people.

The process was furthered by an involvement of L'Institut Co-opératif Desjardins in organizing and conducting training courses in co-operativism for students from French-speaking developing countries. Research and studies by L'Institut in the Third World to find out how best the developing people could be helped, especially by co-operative education, were additional factors that increased

the awareness of co-operators of a role Quebec co-operatives could have in the international assistance field.

When some years later the original CIDR organization, operating from France, approached the Desjardins movement with a proposal to participate in rural development in French-speaking Africa, the increased awareness and sensitivity towards immense problems faced by the developing people served as an appropriate background for favourable consideration of the proposal. The result was establishment of CIDR-Canada.

Beginning of the Co-operative Development Decade saw the Canadian CIDR already in action. It was set up as a share-holding company with a share capital of \$1/4 million, the shareholders being CIDR-France, Desjardins Movement, and other co-operative bodies as well as a number of individuals interested in assistance to development abroad. The purpose of CIDR was to participate in over-all socio-economic development with preference for rural development, including that of the establishment of thrift and credit societies (caisses d'épargne et de crédit), agricultural enterprises and fisheries. The co-operative aspect of development work has a particular priority with CIDR. As stated in *La Revue Desjardins* (No. 1, 1980, p. 23), many enterprises work for the Third World but very few have the experience for co-operative development.

It has been stressed by the management of CIDR that, despite its legal structure, in spirit and intentions CIDR is a co-operatively orientated enterprise which would turn any eventual profit, if such was possible, back into development work, especially for co-operative education in the Third World. The choice of shareholding company, instead of a co-operative enterprise as a tool to carry out development work, is explained by alleged convenience in dealing with international institutions and organizations involved in international development assistance activities. It seems, the credibility and contacts that CIDR-France had already developed with its activities earlier may also have had some impact on choice of the form of the enterprise and its name.

In Canada, however, CIDR, formally a profit oriented enterprise, could work for Canadian International Development Agency (CIDA) only on bilateral projects if contracted by CIDA, but could not deal with the non-governmental organizations' division (NGO) of CIDA, set up to co-operate with Canadian non-profit organizations committed to assistance work, co-operatives included. As the Canadian government assistance to developing co-operatives is channelled through that NGO Division, CIDR could become involved in CIDA-assisted co-operative development projects only if the Desjardins movement or any other co-operative organization obtained approval for such project from CIDA and contracted with CIDR to carry it out.

On the other hand, the Desjardins movement, CIDR and other Quebec co-operative organizations vigorously objected to earlier mentioned CIDA requirements that certain share of needed funds for a co-operative assistance project should first come from the sponsoring organization itself. In view of the opportunities given to profit-oriented enterprises to benefit financially from contracts with CIDA, the requirement applied to co-operative organizations was considered to be by co-operators a discrimination against a particular group of tax-payers whose main contribution to development was specific knowledge and experience others did not possess.

The position taken reduced the availability of CIDA funding considerably. According to CIDR management, until CIDA changed its policy concerning assistance to co-operative development and cost budgeting for such projects, CIDR often carried out its involvement in regard to co-operative aspect of its projects with funds it could spare from other development contracts in Canada or abroad.

It is significant to note that, after a few years of initial involvement with CIDR, the Desjardins movement ceased to be an active participant in CIDR activities. Because of a particular concern at a time about its own ongoing building and expansion program and some internal problems within CIDR, the Desjardins movement withdrew its support, lowered its shareholding to only 20% of the total CIDR share capital and reduced active interest in and attention for the problems of developing countries.

Some five to seven years later, when the overall situation was stabilized, the Desjardins movement came back with a new interest, concern and vigour. Now the Desjardins movement owns 90% of the shares of CIDR; the remaining shares being held by Co-opérative Fédérée du Québec, de Pêcheurs Unis du Québec, Conseil de la Co-opération du Québec and CIDR-France. Thus the new name of CIDR - La Société de Développement Internationale Desjardins (SDID) reflects the new reality and confirms its renewed role within the Desjardins system. As a consequence of the take-over, CIDR - the implementing arm of the Quebec co-operatives on the international assistance scene - reorganized and consolidated its structure and clarified its aims and positions regarding assistance delivery.

With the change CIDR established three main priorities (La Revue Desjardins p. 28). The CIDR attention is to be concentrated on:

- further development and expansion of CIDR projects in Africa and extension of established contacts in Latin America;
- internal organization of CIDR according to the expanding scope of its activities;
- consolidation of relationship with CIDA and other development assistance organizations and agencies nationally and internationally.

CIDR involvement in three countries of French-speaking Africa, now slated for further expansion - in Upper Volta, Cameroon and Zaire - started in the early 1970's. CIDR-France asked the Canadian CIDR to participate in rural development in Upper Volta. A Catholic bishop invited the Desjardins movement to carry out development of thrift and credit societies in Cameroons. Involvement in Zaire resulted from a take-over by the Desjardins movement of the project initiated by the National Association of Canadian Credit Unions. Later years brought CIDR participation in rural development scheme in Rwanda, where an engineering firm is involved in large drainage project while CIDR is sensitizing the population involved for the most beneficial utilization of the reclaimed land.

An interest in CIDR assistance to rural development has been indicated also in Burundi and Togo.

CIDR responds to received requests for assistance by providing the interested government or organization with resident advisors to help to carry out the task.

On arrival in the recipient country, the advisors carry out a practical feasibility study to identify the particular needs of people, animate them to the needs in relation to the ideas how they could take care of those needs, then follow-up with help in organizing local groups for action in a direction decided by the people.

CIDR does not want or intend to export structures developed in Quebec (La Revue Desjardins, p. 25). It is felt, the most valuable contribution the CIDR advisors can make is the transfer of experience and principles proven in development of co-operative organizations in Quebec for adapted application in a particular country in accordance to the local conditions and needs of the people.

Asked to participate in rural development in Upper Volta, the CIDR soon realized that such development would be best helped by a network of thrift and credit societies. After some years of animation, sensitization and preparatory work, the particular region CIDR is involved with in Upper Volta now has a number of good local thrift and credit societies with a sizeable (6,000) membership and a central union. At times the development work has been carried out in opposition of some local bureaucrats wanting to have a control of developing societies, but with a support of other bureaucrats and politicians these difficulties have been overcome. Recently the CIDR input has been favourably recognized by the top leaders of the country, which may stimulate expansion of further development.

In the Cameroons the CIDR counterpart is one of the organizations of the Catholic Church. The same approach to involvement as in Upper Volta has led to the establishment of twenty to twenty-five thrift and credit societies with 90 branches serving 8,000 members. A regional union of societies also has been established as a central body for the network. However, in the Cameroons CIDR has not yet developed any formal contacts with the government.

The largest CIDR thrift and credit societies' development project is in the Bukavu region of Zaire. There are 30 co-operative thrift and credit societies in operation with some 30,000 members and a regional union. In Zaire, CIDR is involved also in a commercialization of agricultural production. There are some contacts with the Ministry of Development and the Governor of the State Bank; however, development of closer relationship is a task for the future. Like in the Cameroons, the actual counterpart for CIDR in Zaire is an organization of the Catholic Church.

It is felt by CIDR that in all three countries development has reached the second phase. The idea of a co-operative approach to thrift and credit has been introduced and is spreading. Necessary structures, such as Boards, committees, management, have been created, initial education and training in organizational democracy provided, and managerial leaders at local and regional levels identified and trained for their tasks. Financial assistance to cover operational expenses, while the created societies, especially at the regional level, are still weak, has been extended when required. CIDR advisors have helped the developing societies and regional unions to initiate operational policies concerning personnel, budgeting, investments, relationships with other enterprises in the communities and set up accounting and other internal structures.

La Compagnie Internationale de Développement Régional (CIDR) advisors have acted as animators, organizers and advisors. Occasionally, they have turned, when the situation demanded, also into doers, although the early identification and training of local people for the new tasks is one of the initial priorities. Advisory, consultancy responsibilities are considered the basic tasks of advisors once the organizations are established.

The second phase of a continued, direct CIDR involvement in Upper Volta, Cameroon and Zaire is projected to concentrate on consolidation of the developed organizations. Assistance is to be directed to intensified co-operative education of members, government and other officials concerned and of population at large as well as to further development and upgrading of unified operational systems and methodology across all projects.

Clarification and consolidation of legal status of the created thrift and credit organizations is another aspect of extended consolidation efforts. Because of absence of specific co-operative legislation or inadequacy of the existing laws, the position of co-operative organizations may lack the necessary legal stability, especially concerning the opportunities for investment or even credit transactions. CIDR recognizes the decisive role of government in resolving these matters and is going to assist the developing co-operative organizations to establish much closer contacts with governments than has been the case up to now.

CIDR management feels that all governments of developing countries, especially the military type, if they have not indicated some interest in co-operative aspects of development programs, have to be more and better familiarized by some international bodies with the idea of co-operativism and co-operative projects in order to create a proper development climate. The ICA regional offices could intensify efforts in this direction.

Concerning the legal problems at hand in countries of CIDR involvement and development of contacts with the government bodies there, some preparatory steps already have been taken in that direction by the representatives from CIDR Headquarters.

The effective utilization of accumulated funds by thrift and credit societies is another problem awaiting solution during the second stage of development. Even when the legal aspects of use of such funds are settled, the matter of direction of investments still remains to be solved.

One of the obvious directions is extension of loaning operations with which the local people, particularly in Cameroon, are not sufficiently familiar and may even be afraid of the consequences. Explanation of credit aspect of the new thrift and credit societies and further education in sensible use of loans for productive purposes, when in need, is the task facing CIDR advisors and local officials of the societies.

Investment of spare funds in other enterprises or projects, apart from the banks, is very much dependent on the stability of the economy in a particular

country. Disorganized economy does not provide much security, which is of a particular importance to future development of people's own savings and credit organizations.

CIDR intends to approach the problem with a reflection to the experience gained in development of caisses populaires in Quebec - identify the specific prospective economic areas for participation, start with a small pilot project and use the obtained knowledge and experience for further planning. Agricultural and production co-operatives might be the direction of such approach.

Up to now la Compagnie Internationale de Développement Régional (CIDR) has not been involved in Africa with other types of co-operatives, besides thrift and credit societies, except for some small experiments in consumer field in Cameroons. The prevailing idea has been to develop and consolidate first one particular type of co-operative before expanding to other fields. Otherwise, premature inter-relationship outside the direct concern of the membership may, in case of some unfortunate difficulties in a particular development, result in a destruction of credibility of the co-operative idea itself.

A consolidation stage to accomplish the necessary tasks to solidify the networks being developed by those CIDR projects could again take a number of years of CIDR assistance efforts. Success there would lead to further expansion of the scope of operations for thrift and credit societies which eventually might even include direct financial co-operation with the vast Desjardins movement.

The second of CIDR recently established priorities is strengthening of internal CIDR organization according to the expanding requirements and involvement. Rearrangement of ownership of CIDR and renewed, determined commitment of the Desjardins movement to international assistance programs have brought about change in management, closer relationship with the Quebec co-operatives, especially with Desjardins organizations, and provided CIDR new opportunities.

Recent changes of Canadian International Development Agency (CIDA) policy concerning the funding of co-operative assistance projects, described earlier, has also contributed significantly to the climate for CIDR operations.

First of all, as CIDR now could be considered part of the huge Desjardins complex, recruitment of CIDR advisors for work abroad is made easier. Approached through member organizations, internal and external publications, regional meetings or staff orientation events, tens of thousands of employees and others within the system now can be informed and educated concerning development abroad and offered opportunities to serve there on behalf of the Quebec co-operative movement. Recruitment is further eased and promoted by the stated readiness of the Desjardins movement to grant the chosen advisors a leave of absence up to three years and a guarantee of employment within the Desjardins system on return from the assignment abroad.

CIDR, on its part, in order to help the returning advisors to move back into their regular employment and to gradually re-orient themselves in the back-home situation, provide them after return with an opportunity to stay on CIDR payroll for an additional three months.

CIDR expects that the other co-operative apex organizations, that are co-owners of CIDR, will follow the example of Desjardins movement if and when recruitment of advisors from ranks of their employees will be needed.

Assured favourable response to recruitment requirements gives CIDR certain stability and continuity concerning staffing problems. It did not enjoy that privilege before the organizational changes.

The actual recruitment of advisors, usually for a three year term, is carried out by the management of CIDR. In addition to assessment of the professional suitability by management, the use of psychologist's services is another part of evaluation process of the applicants (mostly males) and spouses.

The CIDR responses to requests for assistance are negotiated, planned and organized by CIDR Headquarters staff, experienced in development work among the developing people. They also brief the newly selected advisors who spend the first month of their assignment at Headquarters learning about CIDR, preparing themselves for the accepted responsibilities within the specific project and arranging their own departure. Their arrival in the assignment country usually is planned to overlap by up to three months the departure of the predecessor.

To help the advisors to overcome the initial cultural shock and to adjust to conditions in the recipient countries, to provide back-up services to them in implementation of assistance project and to supervise their activities in the field, are among the other responsibilities of CIDR Headquarters.

In order to maximize the effectiveness of CIDR Headquarters in all these aspects of its responsibilities and to consolidate the agency, it is intended now, according to the set priorities, to reorganize and expand the internal set-up of CIDR into four departments. In view of a particular concentration of effort on development in rural areas, it is visualized to have separate departments for dealing with thrift and credit societies as well as for agricultural and fisheries co-operatives. The third, the research and support department would carry out studies of development problems and future directions, prepare feasibility studies, evaluate the efforts applied and provide other support services required. Thus this department would serve the activity departments as well as the management and the Board of CIDR. Handling of administrative, personnel, financial, accounting, internal and external contacts and other similar matters according to the adopted CIDR policies would be the responsibilities of the administration department.

It is believed by CIDR management that development of such internal structure would help in planning and implementation of assistance projects. It is hoped also that it would improve monitoring of activities, utilization of regular monthly and annual reports from advisors as well as of special studies, evaluations and other observations and further strengthen the position of CIDR in development assistance field provincially, nationally and abroad.

The external relationships with national government and other organizations and agencies participating in technical assistance delivery to developing countries is another factor with a definite impact on performance of a donor. Clarification and consolidation of such relationship on an ongoing basis is also one of the main priorities of CIDR.

Recent funding policy changes by the Canadian government and Canadian International Development Agency (CIDA) concerning assistance projects for

developing co-operatives has been a major helpful step in that direction. Establishment of co-operative desk within CIDA's structure, appropriate funding of co-operative assistance, without unjust, arbitrary restrictions applied to co-operative projects earlier, is welcomed as a sign of long deserved recognition of co-operativism in development process and natural base for ongoing relationship. The Desjardins movement and CIDR feel very much vindicated for the position co-operative organizations have maintained over the years against the previous CIDA funding policy.

Involvement of CIDA in Desjardins/CIDR projects and financial support to them brings those projects within the Canadian external aid program, provides stability and assures certain continuity. For the Quebec co-operative organizations the favourable policy changes at CIDA might be, according to the management of CIDR, the awaited stimulus and justification for a more concentrated effort on their part, especially with additional financial resources (e.g. through establishment of a co-operative foundation), to expand now the technical co-operative assistance delivery to other developing countries.

Increased attention to co-operative development assistance projects by CIDA, combined with growing participation and input from the Canadian co-operative movement, should bring about further involvement of co-operative assistance agencies in development of Canada's overall assistance programs.

The management of CIDR is of the opinion that the present stage of relationship with CIDA is just the first step for further progression of closer co-operation. A conference for round-table discussions of purposes and plans for development assistance by all Canadian organizations and agencies involved with developing countries should be organized annually by CIDA. It is felt such regular contact on a national basis would help to clarify the intentions of individual bodies, improve co-ordination of all assistance efforts according to the official Canadian policies for development assistance and maximize the total Canadian impact and image in developing countries.

There are already certain working contacts between the Co-operative Development Foundation (CDF), representing the assistance efforts by English-speaking Canadian co-operatives, and Desjardins/CIDR, working on behalf of the French-speaking co-operative sector in Canada. (In the late 1960's and early 1970's both organizations even had a joint assistance project in French-speaking Africa). In the opinion of CIDR management, these present contacts should be regularized and expanded, especially concerning the joint approach to Canadian International Development Agency (CIDA) in regard to the role and place assistance to co-operative development in the Third World could and should have in the Canadian assistance programs. A unified position of both co-operative assistance agencies seems to be quite important for future development of relationship with CIDA and other agencies and organizations involved.

CIDR management feels that greater co-ordination of activities between the two in the field would also be a natural result of such regular, planned contacts. Otherwise, without exchange of information, the extension of assistance by both to similar developments may evolve into parallel or even contradictory organizational situations.

Concern for clarification and consolidation of relationships on the international scene is an additional aspect of the designated third priority of CIDR. In this respect, CIDR intends to follow the same approach as to the Canadian situation. The effectiveness of assistance programs, according to CIDR management, would be increased and unnecessary waste of human and financial resources and time avoided if all donor agencies, operating at a time in a particular country or a region, would be made aware, at least in principle, what plans and intentions the others have in that area, even if they are involved in different rural development activity fields.

Having the development of thrift and credit societies at present as its main activity, CIDR is also concerned about and interested in plans and methods of all other donor agencies and organizations involved in technical assistance to developing savings and credit co-operatives. It is felt that exchange of information on development approach used and possible early co-ordination of basic operational principles and systems introduced could be of great help for future co-operation across national and even regional boundaries.

CIDR management has already contacted some involved donor organizations on these matters and intends to stimulate the International Co-operative Alliance (ICA) to take the initiative in organizing such regional or special activity co-ordination meetings for clarification of positions.

The management of CIDR is proud of the pool of valuable experience, observations, adopted development patterns, established traditions and full awareness of tasks faced, the organization has acquired over more than a decade of involvement with developing people and developing nations. The presence of CIDR on the international development assistance scene has been established. Proven effective concentration of attention on the outlined priorities will enhance CIDR position even further.

La Compagnie Internationale de Développement Régional (CIDR) recognizes that its presence within the initiated projects will be needed for a long time. What took a number of decades of development within the Canadian environment, will have to have its share of time also in developing countries. The levels and forms of CIDR involvement will change, the intensity of it gradually diminish, but the need for some assistance to catch up will, according to the estimate of CIDR management, still be felt for some twenty years, by another generation.

The organization and activities of La Compagnie Internationale de Développement Régional are already oriented according to this awareness.

PART 7

SOME CONCLUSIONS

LIST OF HOSTS, CONTRIBUTORS AND SUPPORTERS

LIST OF REFERENCES

SOME CONCLUSIONS

At the beginning of international development assistance programs, many donor organizations and agencies, including co-operatives, had assumptions and expectations of an almost instant impact technical assistance delivery would have in developing countries. As that did not happen, the initial disappointments and frustrations gradually brought about a better understanding of development realities and the required adjustments to programs and timetables.

Now it is universally recognized that the extension of technical assistance to developing countries, with millions of people still in poverty, is going to be an essential component of the relations between the industrialized countries and the Third World for decades to come.

As early as 1969 Lester Pearson (p. 46) stressed that:

"We must always keep in mind the length of the time span required for people to be drawn out of their old static habits, to be taught and to apply new methods of production to agriculture and industry, to cope with all the complex problems of new urban order....Even most successful of all the development programs that the modern world has seen, took fifty years (transformation of Japan between 1870 and 1914)...Why then should we expect new, developing countries in a short period of time to achieve results that must, by definition, lie in future?..."

Whatever role a donor organization or agency assumes in helping developing countries to overcome the neglect of decades or centuries and to ease their needs in development activities, from the start it has to be aware that the human development is going to have its natural cycle.

In co-operative development, where the effectiveness of a co-operative organization depends on the commitment of its members to the aims and activities of their co-operative, the assistance projects require extended time frames. The change of social customs, traditions and, in particular, social

structures and relationships take time and effort. The donor's input, be it on an ongoing or short term basis, has to be planned in such a manner that it comes at the right time and has its logical place in a succession of events. To maximize its effect, the input must be properly and timely integrated in the development process.

In the following years (after 1969) the idea of long term, ongoing technical assistance programs has been widely recognized again and again. The Canadian International Development Agency (CIDA) confirmed in 1979 (Strategy...p. 6) that:

"unlike the earlier days of international development efforts, we now recognize that the transfer of concessional resources is not an effort which will be soon over, but rather a feature of international life which is becoming permanent. Moreover, it will require a far broader approach than merely aid transfers, important as these are, if significant changes in the international system are to be effected".

No doubt, the form of technical assistance and a manner of its delivery as well as the intensity levels are changing and will continue to change. For all development projects with human involvement, including developing co-operative movements, some outside help will be required for years.

The North-South dialogue is now an additional and very important new factor on the scene of international relations between the developing and advanced countries. According to the findings of prominent international commissions (Pearson, Brandt), the prosperity of the rich countries rests to a considerable extent on the well-being of poor countries, on their economic health; or conversely, the rich countries can contribute to dependance and underdevelopment of poor countries. The North-South dialogue has again dramatically confirmed the needs for extensive assistance.

It is obvious that, the closing of the gap between North and South countries is considered by many no longer just a matter of social justice but as one of the basic factors to the whole future of relationships between these two

groups of countries. The ways and means of achieving that equalization and new economic order, if at all possible, have been and will be debated at international forums for years. In the meantime the assistance to development in Third World countries from all possible sources and at all delivery levels must continue. Whatever these high level international discussions may bring about, the critical need is for "help to build within the developing countries an indigenous capacity for self-reliant development and foster the conditions which will enable them to participate in an interdependent system as full partners rather than dependents" (Strategy...p. 6). The catalysts to initiate and stimulate needed changes and help to open up new opportunities are still required.

Co-operative development assistance programs have served as such catalysts across the globe. With contributions they have made to education, economics and human development of the countries where these programs have been implemented, co-operatives have proven to be an important factor on the international development scene.

Experience with co-operative development and its impact has not been always and everywhere up to inherent promises and expectations. The way the co-operative development has been occasionally planned and organized, sometimes misdirected or even misused by personal or political interests, has affected the effectiveness and potential of co-operative organizations. Instances of impatience on the part of technical advisors, donors and recipients and an overall desire for quick tangible results have also led to disappointments and failures. The role of governments in co-operatives in some developing countries, which initially was decisive in the start of co-operative development, has later had a stifling impact on proper development of local initiatives and members' sense of responsibility for their own organization.

On the whole, however, co-operative development programs have stimulated the people of developing countries for participation and involvement in development projects. The establishment of co-operatives provided those projects with a driving force which would have been difficult to obtain in any other way.

Whatever the new relationships between the North and South may be, the national and international co-operative organizations and other concerned bodies should strive to ensure that an input from the established and developing co-operative movements has a future and a place in development.

Co-operative organizations providing assistance to developing co-operatives prefer, for the most effective utilization of available resources, to work on a movement-to-movement or organization-to-organization delivery basis. However, it is always advisable to establish certain contacts with the government agencies concerned at an early stage of the project. Without a positive government position towards co-operativism in a particular country, co-operative organizations may have a hard time to establish for themselves an appropriate base for ongoing contributions to development and expansion. Lack of timely clarification of the legal, political or social situation may result at some point in the abandonment of the assistance project with an ensuing waste of time, effort and resources.

Where the development of co-operatives has a role in the national development plan, the activities of the donor and the recipient have to be coordinated with the government agency looking after that plan. Even if the donor responds only to a specific or a short term local need, the technical assistance delivery should be careful to maintain the planned national balance between the various areas of development and to respect the specific emphasis placed on particular development aspects by the national plan.

Where the government of the developing country is actively involved in co-operative development programs, the donor of assistance to the co-operative movement must be careful of working agreements, the implementation of which might infringe on the independence of recipient co-operatives. Where the government is a direct participant in the development of co-operatives, an independent body of representatives of all interested parties might be the best co-ordinating instrument for local guiding and implementation of assistance program activities.

Co-ordination of technical assistance delivery to developing co-operatives appears to deserve further attention at the international level as well. Despite the certain success achieved in this respect by COPAC and, to some extent, by the International Co-operative Alliance, there still are complaints of insufficiency.

If ICA convinced all its members to report their involvement with delivery or receipt of intended technical assistance, and COPAC could benefit from the urgings of the UN Secretary-General to UN agencies and bilateral partners to inform COPAC of their assistance plans, the joint effort would make another important forward step in international co-ordination.

It may be added that closer co-ordination within the total assistance plan of some national external efforts could be helpful as well, specifically including those of the recipient bodies.

Similarly, there appears to be a need for international discussions and possible subsequent co-ordination concerning the assistance efforts directed to co-operative education and training programs abroad for co-operative officials and others involved with co-operatives in developing countries. Successful development of effective national co-operative education and training facilities in developing countries during the first decades of assistance seem to have created a different scale of priorities for use of assistance resources and facilities within and outside the developing countries.

Establishment of an information and experience bank is another important aspect of development assistance activities that deserves concentrated international attention. A wealth of observations and knowledge now exists at different levels of the assistance scene on the choice of co-operative assistance projects, the form of assistance, project planning, financing, staffing and staff preparation as well as on all other aspects of implementation. Accumulated and systematized at some global centre (e.g. COPAC), that wealth could be of valuable service to any organization or agency planning activities within national or international assistance programs.

The continuous presence of the Canadian co-operative movement on the Third World development scene, apart from some specific projects by singular co-operative bodies and contributions to co-operative education and training, is a comparatively new factor. It is, however, already noted and recognized.

Recent wider acceptance of the co-operative component by CIDA as a meaningful partner within Canadian government external aid programs, and extended financial contributions to co-operative development projects, seem to indicate that the Canadian co-operatives have finally achieved the position many similar movements in other countries have long enjoyed. One only may hope that the extent of further financial support by CIDA to co-operative development assistance projects proposed by Canadian co-operatives will correspond even more closely with the importance that is attached to co-operative development in the countries to whom the Canadian government development assistance is aimed.

On the other hand, it would seem reasonable to expect that, in order to sustain its impact on assisted co-operative development projects, the co-operative movement in Canada would increase its own contributions in line with its ability to do so.

With an increased participation in Canadian development assistance programs, the Canadian co-operatives deserve a more active advisory role in discussions and review of Canadian external aid plans and programs, particularly concerning the place of co-operatives in them. In view of a diversity of Canadian co-operatives and an organizational division along the language lines, the separate contacts that now exist between CIDA and the Canadian co-operative bodies should be turned into an ongoing joint advisory function. A Standing Committee or an advisory council, representing all involved parties, could be helpful in clarifying government policy outlines for the compatibility of projects with government foreign policy, for reviewing assistance targets for the best multiplier effects, and for co-ordinating the activities between the participants as well as other organizations and agencies involved in development.

It appears there is a need also for a similar conversion of the existing contacts between the Co-operative Development Foundation and its counterpart in Quebec - CIDR (SDID). Structured, regular discussions between the representatives of both agencies regarding plans and activities could complement each other's efforts in the field as well as in dealings with CIDA, other government bodies involved, and international organizations and agencies. Occasional meetings of staff and technical advisors of both agencies for an exchange of observations and experience would be of further benefit for possible joint future efforts. What has been gained up to now, is simply a base on which to build.

The Canadian co-operative movement has a rich store of experience and know-how to offer any country or agency genuinely interested in developing co-operative organizations. The agencies charged with the provision of technical assistance to developing co-operatives have a great responsibility to study, learn and build up the most effective ways and means for a delivery of Canadian input when and where it is required.

The base for planning technical assistance delivery to developing co-operatives in the Third World is knowledge of the process of growth, accumulated by established co-operative movements over the decades of activities in the developed countries, supported by tested development methods and proven tools.

LIST OF HOSTS, CONTRIBUTORS AND SUPPORTERS
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