WOMEN'S NON GOVERNMENTAL ORGANIZATIONS

AN ANALYSIS

CASE STUDIES IN ZIMBABWE

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Wisdom, the essence of how a society has developed its perceptions from frees, rivers, rocks, the grass we tread on, human experience, the world of the ancestors and spirits, language and silence, and human aspirations and endeavor.

Chenjerai Hove

in:
GUARDIANS OF THE SOIL;
Meeting Zimbabwe's Elders
(Hove & Trojanow, 1996, p. 9)

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I truly hope that both the ZWRCN and ZWB are able to continue their important work. Travel well, my friends; Fambai zvakanaka!

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Linda van der Wijk

18 August 1997

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CHAPTER 1

INTRODUCTION

The thesis before you is written in relation to a research project in Zimbabwe. The research was carried out, in 1996, at two women's Non Governmental Organizations, as a graduation project for the University of Groningen, Faculty of Management and Organization.

Non Governmental Organizations (NGOs) are organizations, often involved in development, that are regarded as 'representatives of civil society' (Gregoire, in The Courier, No. 152, 1995, p. 63). In the same issue of The Courier the notion that an NGO "should be a private non-profit-making body" is mentioned (1995, p. 66).

After an initial desk research on Non Governmental Organizations and on Women's Organizations I realized that the combination of Non Governmental Organizations, women, management and the situation in developing societies is one that is rarely studied in the field of management theories and organizational theories. In the existing literature that regards the issue of development, and NGOs, there is a lacuna in the reference to organizational theories. Hence one can wonder whether these theories also apply to non governmental organizations in developing societies, and if they might cast light on some problems that exist on the organizational level of development cooperation. And not only the problems deserve attention, also the strengths of certain types of organizations participating in the development process do not get nearly enough attention (and the people behind those organizations maybe not enough credit).

As the subject has been of great interest to me for a long time I was very happy to get the opportunity to study the interdependencies.

The inter-cultural cooperation in the development process causes a lot of problems for various organizations. Because of the fact that recipient organizations are functioning in a dependent relation with donor agencies and countries they are often

influenced and sometimes even manipulated towards change (or transformation). This change in structure and culture is not always for the better since it might not always be compatible with the national culture and the way things are done in a specific country.

NGOs are dependent mainly on external financing, by governments, multilateral institutions or other NGOs. These other NGOs are mostly NGOs from the North, and are usually called donors. This implicates that financial resources are scarce.

Effectiveness, for NGOs is not only effectiveness in delivering the services, it is also effectiveness in terms of fund-raising. The ability to raise funds is for most NGOs a matter of survival.

What is also important for survival, as it is in any organization, is staff. A stable staff complement is important to create continuity in the organizations work. A problem for NGOs in the South has been that staff receives exposure, training and experience within the Southern NGO and then uses this as a springboard to other jobs; in the corporate sector or with international agencies. Salaries are playing a role in this (*The Courier, No. 152, World Development, Vol. 15*).

The two organizations that were involved in this project are local women's non governmental organizations, in the South. Trends in development cooperation (and aid to developing countries) have focused on women and development. Efforts to improve the position and condition of women have therefore been channeled, more and more, through women's organizations. Women also get more and more room to organize themselves. Women's organizations thus gain more importance. (Moser, 1993; Van Arendonk-Marquez, 1987)

Both the Zimbabwe Women's Resource Centre and Network (ZWRCN) and the Zimbabwe Women's Bureau (ZWB) are actively involved in international development cooperation in Zimbabwe. Both of them seem rather well-known and influential. However, they are, positioned on a continuum from rather horizontal to rather vertical organizational structures, quite different. Their historical background, and their underlying ideologies also differ. The ZWB was founded during the colonial era, the ZWRCN was founded over ten years after independence. Nevertheless they are both women's organizations dealing with the specific issues related to this (women in Zimbabwe have not been in the forefront of the public and private

sphere[1], not in pre-colonial society, nor colonial times, nor in the years since in-dependence[2]). To compare these two on various aspects will give a balanced view on the functioning of women's NGOs in Zimbabwe.

In evaluating and analyzing the two organizations, with the above in mind, a close look was taken at many factors. For instance:
1. What is the additional value of the western organizational theories in study-ing these particular types of organizations?
2. Does inter-cultural cooperation cause tension for organizations?
3. What are the pros and cons of two differently structured organizations in a given environment?

For both organizations a challenge facing them was identified, and that was also in-corporated in the analysis. These challenges are given in Chapter 2 as is the objec-tive of the project and a description of the methodology.

To paint a comprehensive picture of issues that play a role in the functioning of women's NGOs in Zimbabwe a background is given in Chapter 3. This chapter gives an introduction to organizational theories, theories on NGOs, women and organizations, the Zimbabwean context and NGOs in Zimbabwe.

The next chapter, Chapter 4, gives the facts as they are, of both the ZWRCN and the ZWB. The present situation is given, as well as some organizational history.

In Chapter 5 there will be a presentation and an analysis of the research findings, compiled from the practical experience, the interviews, answers to used question-naires and personal impressions.

The descriptive parts of the thesis only deal with the cases of the ZWRCN and the ZWB.

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[1] The public sphere/private sphere are terms used predominantly in feminist discourse. The public sphere is 'the world' outside the privacy of one's home. The private sphere is the domain of the family (or, as in Africa, the extended family).

[2] For more on the position and condition of women in Zimbabwe 1 would encourage to read *"Women in Zimbabwe; a fact sheet on genderissues"* published by ZWRCN in 1996, the publications that were used to compile that fact sheet, or 'Women in Zimbabwe', published by United Nations Development Fund for Women.

After going through these chapters the final step will be Chapter 6. In that chapter conclusions and recommendations will be given which will contribute to the organizations' possibilities to enhance their strengths, to change aspects that might be considered weaknesses and to make way for synergy and reciprocity between different organizations. The conclusions and the recommendations of this work will therefore apply to the ZWRCN and ZWB specifically. Nevertheless, it is hoped that this research will also contribute to the general knowledge on the functioning of (women's) NGOs and that it will spark further research in this field.

> *If it is understood what constitutes successes,*
> *it can be replicated and repeated!*

CHAPTER 2

OBJECTIVES OF THIS PROJECT

Now that it has become dear in Chapter 1 why this project is carried out this chapter will give the research questions serving as a foundation for the rest of the project. The second part of the chapter will address the methodology used to carry Out the project and to arrive at the objective.

2.1 RESEARCH QUESTIONS

During this project the structures and cultures of NGOs were studied, and especially the specifics of two women's NGOs; the Zimbabwe Women's Resource Centre and Network (ZWRCN) and the Zimbabwe Women's Bureau (ZWB). Many NGOs, and more strongly so women's NGOs, state in their mission statement or as their vision that they want to empower women. Many factors are important in the environment of an NGO, and influencing the way an NGO can accomplish what it sets out to do; its target groups, its donors, the restrictions and mandates provided by the public, and by the government. More and more donor agencies and countries turn to cooperation with 'local' NGOs. This trend is caused by, among other things, the presumed flexibility of NGOs, their commitment, their innovativeness and their link with the ultimate target group of many donors; the grassroots people (sometimes also labelled the poorest of the poor). Alongside with this trend the local NGOs are increasingly held accountable for money that is invested by donors, on whom they depend. The smooth running of organizations therefore gains importance. The objective of this research can be formulated as follows:

> The objective of this project is to give the two NGOs that are involved
> insight and handles on creating an organizational structure and culture
> fit for their environment and for their organizational tasks, which will
> lead to greater effectiveness.

Both the ZWRCN and the ZWB underwrite the objective of development through empowerment of women. The ZWRCN is aiming at empowerment through providing information and putting gender on the agenda of policy makers and development workers. The ZWB is mainly aiming at economic empowerment of women in rural and peri-urban centers.

The founder members of the ZWRCN set out to create an informal organization. From its start the ZWRCN wanted to be a feminist organization. But what is a feminist organization? And can a feminist organization function in a patriarch society as Zimbabwe's is? And what kind of staff is needed to realize this idea?

The ZWB started in the colonial ere, which very much influenced its structure and its culture. It now wants and needs to innovate, not only on donors request, but also on request of their target group. But how can an organization which has worked in a certain way for so long do so?

Both organizations, ZWRCN and ZWB have very idealistic missions and visions. Both of them face some challenges at the moment.

These challenges are identified by donors and acknowledged by the NGOs themselves. The challenges for ZWRCN and ZWB were indicated by HIVOS during the evaluations. They were reflected in the recommendations that were made in the evaluation reports. HIVOS carried out these evaluations in its capacity as major donor for both organizations (HIVOS, 1996)

For the ZWRCN the main question it is facing at the moment is:

> How can the ZWRCN attract and keep a motivated and committed staff?

At the other hand the main question that the ZWB is confronted with at this point is:

> How can the ZWB align its mission statement, its vision and activities in order to function effectively for both donors and target group?

2.2 METHODOLOGY

The study that was carried out in Zimbabwe was a comparative case study. Two case studies were undertaken. The case studies were undertaken at the ZWRCN and the ZWB since they are both women's NGOs that are working for the empowerment of women. However, they are differently structured, and use different strategies to arrive at their goals. Even their goal (the empowerment of Zimbabwean women) has a different meaning for both organizations.

According to Yin (1984, p. 13) "Case studies are the preferred strategy when 'how' or 'why' questions are being posed, when the investigator has little control over the events and when the focus is on a contemporary phenomenon within some real life context".

The form of the research is participatory and qualitative. This form was chosen in view of the nature of the questions asked and given the fact that this way working experience could be gained.

The following activities took place within the research:
1. literature study and report studies,
2. internships (case studies),
3. interviewing.

Introductory reading was done in the Netherlands, before the project in Zimbabwe was carried out. The main subjects in the literature study were theories on *Organizational Culture and Structure, Women and Organizations, Women and Leadership, Leadership in general, Strategic management, Non Profit Organizations (Strategic Management of Non Profits), Women and Development, Gender and Organizations, gender and Development, Non Governmental Organizations in Developing Countries, and Grass roots organizations.*

In October 1995 a research proposal was send to the ZWRCN for their approval. After the Resource Centre approved the proposal it was sent to the National Research Council of Zimbabwe. This Research Council is a government body that decides which research may give a contribution to Zimbabwe, or a Zimbabwean organization. In April 1996 the Research Council formally approved the research with the issuance of a research permit.

In order to get a feeling for the functioning of the two involved NGOs internships were done. I was involved in the organizations, at the level of programme staff and carried out tasks that were considered part of the 'daily routines'. At the same time there was room to take notice of the processes that took place, in a way that was as objective as possible. In this method of research the researcher is a participant observer. According to De Leeuw (1990) thinking and doing are intertwined in this research method. There should be evolution of knowledge and information has to be sought after in reality (1990, p. 132). In Russell Bernard's book (1994) it becomes dear that "participant observation fieldwork can involve an array of data collection methods. These include various kinds of interviews (structured, semi-structures and unstructured), checklists, questionnaires and unobtrusive methods" (1994, p. 137). Participant observation allows the researcher to regard processes as an outsider, while at the same time it brings about full exposure to the daily routines of the organization. The organizations where the researcher is based can use the researcher's knowledge and capacities for organizational tasks.

In June 1996 the research and the internship at the ZWRCN started. Right from the beginning cooperation with the programme officers took place. After a while there was a good interaction and I functioned partly as a member of staff. This also involved taking part in one of ZWRCN's biggest projects, the Training of Trainers (TOT) programme (both as part of the organization as well as active participant), and writing an Acquisition Policy for the Documentation Centre. Other organizational tasks carried out were the compilation of a fact sheet on gender issues in Zimbabwe, assist in presenting the organization at the Zimbabwe International Bookfair (ZIBF) '96, participate in workshops (ZIBF '96), and take part in staff meetings.

In September the internship at the Zimbabwe Women's Bureau started. The work at the Bureau was carried out until mid December 1996. The Bureau and its staff gave room for cooperation right from the start, I was in the possibility to contribute by carrying out organizational activities, such as the rewriting of the Harvest Form[1]. At the Bureau I also got the chance to participate in a large project, which was the report back to groups in the rural areas of the evaluation that the Kellog

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[1] The Harvest Form is a form that is used by the groups, which are supported by ZWB, to report on their proceeds, their investments etc. These forms are filled in regularly and passed on through the field workers to the Bureau. They (the Harvest Forms) are used for evaluation of the groups.

Foundation had carried out concerning ZWB's agricultural programme. Other activities undertaken during the internship were participation in in-service training with the field workers of the Bureau, assist in writing the report on this training, and assisting in writing fund raising proposals.

For a better understanding of organizational structures and cultures interviews were held with key persons. To grasp the deeper dynamics of the organizations the interviews were conducted in a fairly open way.

In both organizations a questionnaire was handed out to programme/projects staff and this questionnaire (see Appendix I) was answered by all officers, but two (one at each organization).

Besides the interviews held and the questionnaire filled in by staff questions came up during the cooperation. The answers to many of these questions were clarifying for the main questions that form the basis of the whole project.

With the directors of both organizations a structured interview (see Appendix II) was held, so both of them were asked more or less the same questions, allowing for differences since the organizations are rather different.

Four of the five board members of the ZWRCN were met and three of them were interviewed in a semi-structured way. I met and spoke about the research on several occasions with the fourth board member, who is also a founder member of the organization. The fifth member of the board of the ZWRCN is not tiving in Zimbabwe, and could not be met in the period of the research.

During the participant observation, which lasted for a period of seven months, the two NGOs were compared to each other. This was done for comparing and weighing one against the other the advantages and disadvantages of both types of organizational structures of these transforming organizations in an ever changing environment. The mentioned comparison wilt enable the NGOs to learn from each other aspects of structuring and of giving direction to their culture, and maybe look at the organization from a basis of organizational theories.

Since most institutions and organizations in Zimbabwe are closed from mid December till mid January that time was used to explore the country, and to do some work at home. In January the work at the two organizations was rounded off.

At the end of January I went back to the Netherlands. In the Netherlands literature study continued, combined with the writing of this thesis.

2.3 DIFFICULTIES

Zimbabwe's culture is very different from the Dutch culture. The role of women is different, as is their position and condition. The adjustment period to this was very intensive.

The difference between the two organizations made the project all the more interesting but brought with It that at the start of the second internship/case study again an adjustment period was needed. The women's NGOs in Zimbabwe all have their own agendas and there is a lot of politics and competition between them. This makes it difficult to stay at an organization on the introduction of another organization. At both organizations people would ask questions about the activities of the other organization, and on my ideas and views about both. I made it a point not to discuss either organization with the other.

According to Yin (1984) there are some major problems related to participant observation. "First, the investigator has less ability to work as an external observer and may, at times, have to assume positions or advocacy roles contrary to the interest of good scientific practices. Second, the participant observer is likely to follow a commonly known phenomenon and become a supporter of the group or organization being studied, if such support did not already exist. Third, the participant rote may simply require too much attention relative to the observer" (1984, p. 87). In hindsight, I encountered all three of these 'pitfalls' in the course of the project.

Another limitation encountered during this research period was the language barrier. The official language of Zimbabwe is English. However, this is not the first language to the majority of the population (which would be Shona or Ndebele). Especially during informal communication people spoke a lot of Shona. This language is very hard to team and understand. Although I managed to pick up some key concepts, I did not manage to communicate in Shona. Unfortunately this led to a loss of valuable information, particularly at the ZWB during the field visits.

CHAPTER 3

BACKGROUND

3.1 INTRODUCTION TO ORGANIZATIONAL THEORIES IN GENERAL

3.1.1   Culture, structure and strategy

All over the world people organize themselves for diverse reasons. Above all they believe that by being organized they can reach a set goal more effectively. When one thinks of organizations, one usually thinks of the private sector, the corporate world. This is the sector that gets the most attention in organizational literature.

According to several authors (among whom Hofstede, 1991) national cultures and structures are of great influence on how things are organized on a smaller level. Organizations usually reflect the society which they are part of. The labor relations therefore can coincide with social hierarchies or conflict with them.

Any organizational structure is made up of the elements of the organization and the way they relate to one another, both formal and informal. As Hofstede states: "The purpose of any organizational structure is the coordination of activities" (1991, p. 229). The structures of organizations influence the culture of the organization and vice versa. Organizational culture can be defined as: "A pattern of basic assumptions - invented, discovered or developed by a given group as it learns to cope with its problems of external adaptation and internal integration - that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems" (Schein, 1985, p. 9).

The above indicates that there is a reciprocity between organizational structure and culture. There is also a connection with the organization's environment. If the organizational structure changes, for instance because of external events, the organizational culture will almost certainly have to change also. If one is to reach effective change or transformation in order to be able to continue the organization's

work it is important to look at both the organizational culture and the structure. With regards to this Levy and Merry (1986, p. 277) present a model which "suggests that changing the organizational paradigm will necessarily entail changes in the organizational mission and purpose, culture, and functional processes".

This all adds to the idea that different organizational structures and cultures are more suitable for certain stages in the development process of a country and for different stages in the organization's life cycle.

Decisions on the vision and mission statement, on the organizational structure and on the organizational culture are part of strategic management. Strategic management is essential for all organizations, but especially for those in a volatile environment.

According to Johnson and Scholes there are several characteristics associated with the idea of strategy in an organizational context.

According to Johnson and Scholes, (1988, p. 8) strategic decisions are concerned with:
1. The scope of an organization's activities;
2. The matching of an organization's activities to its environment;
3. The allocation and reallocation of major resources in an organization;
4. The values, expectations and goals of those influencing strategy;
5. The direction an organization will move in the long term;
6. Implications for change throughout the organization - they are therefore likely to be complex in nature.

It is often said that in order to arrive at good strategic management an organization does not just need managers, it needs leaders. Leaders are those who "enable organizations to translate an intention into reality and sustain it" (Bennis, 1983, p. 16).

3.1.2   Organizations in Africa

Many African nations have been independent for less then forty years. Most of them now deal with heavy economic and social crises (Blunt and Jones, 1992;

Buijtenhuijs and Thiriot, 1995; Ellis, 1996; World Bank, 1984). The population growth is large while at the same time national income and economic growth are, for most African countries, declining (Szirmai, 1994). In order to be able to counter these crises many countries ask for financial support in the form of loans to pay off (part of their) debts and to invest in development. These loans are often acquired from the Worldbank and the International Monetary Fund. International institutions as the Worldbank and the International Monetary Fund (IMF) put pressure on these countries to restructure their economies through Structural Adjustment Programmes (SAPs). Structural Adjustment Programmes are programmes designed to cut back on a countries expenses, and improve its trade balance. They are often meant as a solution for debt crises and economic crises in developing countries. The SAPs sometimes are mandatory if a country is to qualify for loans, from the international lending bodies; World Bank and IMF. One of the implications of these programmes is that there have to be cut-backs in the public services; privatization is given great importance. However, there is no empirical data yet that the private sector is more effective, or functioning better than the public sector is[1].

Managers in African organizations (in the private sector) have incorporated and applied the knowledge on management principles and practices gathered in 'the West'. As far as the technical core is concerned it is possible to do so with few or no modifications. However, it is in the relations with the organization's environment that differences become apparent, and management (or leadership) needs to be adapted (Blunt and Jones, after Kiggundu, 1992). Or better yet, it needs to be African. As Lessem (1987) argues: "The fourth quarter of the globe, that is the south, is yet to exert a significant influence on business development....; for the business to endure forever takes spirit and vision" (1987, pp. 6-7). In another book of his Lessem (1990) States: "The dreamlike spirit of the ancestors, and the energy or material reality contained within the land form a potential continuum which may ultimately form the basis of successful business development in the South; but as yet they are disconnected, the two ends need to be linked" (1990, p. 167).

The African organizational environment is different from the European or American environment. The economic conditions, which are in the developing countries not very stable nor good; the political situations, which are fragile and often not very democratic; the socio-cultural context, with close extended families,

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[1] Managing Organizations in Africa , by Blunt and Jones (1992) gives in the first chapter a perspective on African Organizational Environments.

urbanization etc.; the labor market, with large masses of untrained and unskilled labor and relatively few in the labor force with higher education; and the state of communication technology, which is not as advanced and as maintained as in developed countries (Ellis, 1996). So they all vary from the Western context. Economic conditions in many African nations are very harsh, most sub-Saharan countries are in the midst of an economic crisis, the currencies are devaluating, per capita income decreases, and there are large (international) debts, inflation rates and unemployment rates are rising. Political situations are different since many African democracies are young, and fragile (Davidson, 1992). Socio-cultural context involves the way people perceive the extended families, paternalism, nepotism etc. Africans used to rely on the extended family for income and sustenance. With the growing urbanization, and less involvement in agriculture there is more need for paid jobs, and the support from extended family shifts from agricultural contributions or proceeds to monetary proceeds and/or work (Ellis, 1996; Szirmai, 1994; Adepoju & Oppong, 1994). These are just some of the factors that are greatly influencing the effectiveness of organizations in Africa. The influence is apparent for both private sector and public sector organizations. However, for private sector, they are more direct, and might be more threatening. Organizations that strive to succeed in the private sector need managers or leaders who are outward looking. They need leaders who are able to analyze the environment and find ways to use the environment for the benefit of the organization. These qualities are not very different from the qualities that effective leaders have to be equipped within the 'West'. But, as Kotter (1990) also observed, good leaders are scarce. Blunt and Jones add to this: "The good leader 'species' can therefore be said to be rare everywhere, but in Africa it is endangered by:

1. The obligations of managers to networks of kin and ethnic affiliates which may detract from their commitment to organizational objectives;
2. The fact that public policy making in Africa - perhaps to a greater degree than would be true in industrialized countries - is driven by issues of political survival involving the uneven distribution of visible resources - development projects, jobs, credit, and so on;
3. The difficulties associated with developing leadership qualities themselves, which mostly cannot be taught easily because the involve values such as integrity;
4. The absence of dear connections between organizational and individual behavior and effectiveness, and career advancement;
5. The apparent reluctance of donor agencies and other 'social engineers' to acknowledge the rationality of accommodating indigenous codes of ethics

into development and institution building strategies so as to satisfy both individual and organizational objectives;

6. The tendency of institution strengthening activities to focus on transference of management skills - or the 'technology' of management - and to place too little emphasis on value change, the identification and development of leadership talent, and other aspects such as organizational design and culture building,..." (1992, p. 40).

The same factors (which are cultural and structural on a national level) are influencing the organizational structure and culture. The organizational structure is usually hierarchic, with dear boundaries between top management, middle management and the operational level.

The scenario of the 'typical ' organization in a developing country (in Africa) according to Kiggundu (1989) and Blunt (1992, p. 132) can be drawn up as follows:

1. *Top management:*
   - overworked,
   - authoritarian paternalistic,
   - centralized control and decision making,

- no dear mission or sense of direction,
- extensive extra-organization activities,
- politicized,
- weak executive support system,
- learned, articulate, traveled.

2. *Middle management:*
   - weak management systems and control,
   - inadequate management and administrative skills,
   - lack of specific industry knowledge and experience,
   - understaffed,
   - risk averse, unwilling to take independent action,
   - exercise close supervision, little delegation,
   - low levels of motivation.

3. *Operating levels*:
   - inefficient, high cost operations,
   - low productivity,
   - over staffed, underutilized,
   - low pay,
   - poor morale,
   - weak boundaries and unprotected vital technical core.

This is not to say that a similar structure, or scenario is not found in organizations in the West (or North). In developing countries (in Africa) this scenario is according to Blunt and Jones, and Kiggundu, prevalent and often identifiable.

3.1.3   Women and organizations

The corporate world has long been the domain of men. The theories on organizations were therefore constructed from a male perspective. However, over the years more women took an active part in organizations, on more and more levels. With the greater participation of women, a new perspective was introduced in organizational theories.

Although it is still difficult for women to arrive at positions of the executive (Jacobs, 1994; Fagenson, 1993; Moss Kanter, 1977) it seems that more women are now succeeding to do so (Fagenson, 1993; Jacobs, 1994; Tanton, 1994). They become managers in organizations that deal with products for women, or in new fields that are 'opened' by women. Not only that, even in the mainstream organization women managers are to a certain extent a developing presence. They are mostly confined to the level of middle management (Long and Kahn, 1993; Due Billing and Alvesson, 1993). Nevertheless there are still people (predominantly men, but also women) who do not want to work for a 'woman boss' (Jacobs, 1993; Fagenson, 1994; Moss Kanter, 1977). People quit their jobs or sabotage the manager, eventually leaving her powerless. It is then often felt that the 'tokenism' of having a woman manager has a very negative impact, on the token(woman) self due to "organizational, social and personal ambivalence" and on the organization, if and when the dominant group isolates the token. Tokenism is usually understood of having an exception to the rule, a minority in a visible position among the majority; a woman manager in a predominantly male environment is an example of this (Moss Kanter, 1977). What is important with tokenism, are the relative numbers; the ratio between men and women. According to Moss Kanter four types of groups can be identified based on 'proportional representations of people'. These are; uniform groups, with a one significant social type, skewed groups with a large preponderance of one type over another. Moss Kanter gives an example for skewed groups with a ratio of 85:15 (1977:208). The majority then are dominants while the few 'others' are 'tokens'. The two other groups are tilted groups, with less extreme distribution and balanced groups, with even distributions (1977:209).

Many women who have climbed the corporate ladder were forced to take on a 'male perspective'.

In other words they adapted themselves to the way business was already conducted; the way of men (Fagenson, 1993; Long and Kahn, 1993).

There are also specific elements attributed to women managers. Women managers and/or leaders are characterized as transformational, or interactive (Due Billing and Alvesson, 1993; Fagenson, 1993). Men are generally characterized as traditionalist or transactional managers. Research has, especially in the 1980s supported this view, and added that this is also how subordinates generally review men and women's managers. However, lately there have been studies with different findings. Wilson states:"ln the 1980s more assertive interpersonal skills became highly

valued. Consequently the pressures facing women managers may have encouraged them to be more directive and autocratic" (1995, p. 174).

Still, there are women, especially in women's organizations, who aim for a feminist form of management. According to Martin (1993) this is a form of management practice which: "emphasizes connectiveness, cooperation, and mutuality over seperativeness, competition, and individual success (England (1989)) and aims to produce conditions that benefit women and other out-group members. It can also help majority men" (Martin in Fagenson (ed.), 1993. p. 82, pp. 282-288). It is possible to list several practices which are very specific for feminist management practices[1]:

1. Asking the 'woman question' consists of "identifying and challenging those elements of existing.... (corporate) doctrine that leave Out or disadvantage women and member of other excluded groups";
2. Using feminist practical reasoning is "reasoning from an deal in which.... (corporate) resolutions are pragmatic responses to concrete dilemmas rather than static choices between opposing, often mismatched perspectives";
3. Consciousness-raising is the search for "insights and enhanced perspectives through collaborative and interactive engagements with others based upori personal experience and narrative";
4. Promoting community and cooperation;
5. Promoting democracy and participation;
6. Promoting subordinate empowerment: Power as obligation;
7. Promoting nurturance and caring;
8. Striving for transformational outcomes.

The above says something on a management level. If one looks at the level of organizations it is safe to say that the rules, and ways by which organizations are (were) run, were set predominantly by men. According to Due Billing and Alvesson "many of the existing metaphors in organization are far from being gender neutral. Organizations are infused with ideologies, cultures, social arrangements and practices as well as material that are normally dominated by 'male' interest and principles" (1993, p. 229). There is however, a trend that organizations

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[1] Martin draws in this section heavily on other scholars, like Bartlett (feminist attorneys), Rothschild & Whitt (grass-roots cooperatives), Naisbitt and Aburdene (shared vision and alignment) and states that the current discussions differs from those in that it places the interests of women at the focus of its orientation and concern.

acquire a differentiated view on gender, and that there will be a more balanced metaphor with both 'female' and 'male' traits(Due Billing and Alvesson, 1993).

3.1.4 Not for profit organizations

Much of the above does not only apply to mainstream organizations or 'for profit organizations', it does also apply to 'not for profit organizations', or non profit organizations. Many of the general organizational theories are applicable in the non profit sector. In almost all countries non profit organizations are placed in a different tax category than those that are 'for profit'.

Non profit organizations usually are characterized by the fact that they can not redistribute any profit they make. So, 'not for profit' does not indicate that the organization may not make a profit, it simply indicates that whatever profit is made, it can not be used for the benefit of those behind the organization. The profits can only be used within the organization, to strengthen the organization itself.

Managers in the non profit sector therefore work for different incentives than their for profit counterparts. They do not need to create surplus for their own benefit, at the expense of the quality of their products/services, or their 'consumers'. This does not mean that there is no need for surpluses in the non profit sector. There certainly is, if the non profits are to survive and continue their work.

One finds non profit organizations in various sectors. They often operate in the same markets as do public services and for-profit corporations. There are also fields in which the non profit form of organization is dominant, like religion and the arts. According to Oster "non profits have an advantage over for profits under conditions of contract failure". Oster reproduces a classification for non profits, made by John Simon (1995, p. 10), used to sort non profits (see Figure 3.1).

Not only the differing tax category is distinguishing the not for profit organizations. As Oster states: "Non Profits are distinguished by their mix of goods and services, the character of their labor forces, and their source of revenues" (1995, p. 8). Common areas where one finds the goods and services of non profits are social services, religion, health care, and arts and culture. Non profits are

usually very labor intensive, as Oster says:" with a heavy use of both professional and volunteer labor" (1995, p. 7). The source of revenues for many non profits lies outside the organization and does not stem from the production of goods and services; non profits generally depend heavily on donations. This does not mean that non profit organizations are all the same. They work with as many different missions and as many different structures as one can think of.

Figure 3.1   Rings of non profits

ring 1:   mutual benefit non profits

ring 2:   public charities

ring 3:   foundations with significant operating functions

ring 4:   other foundations
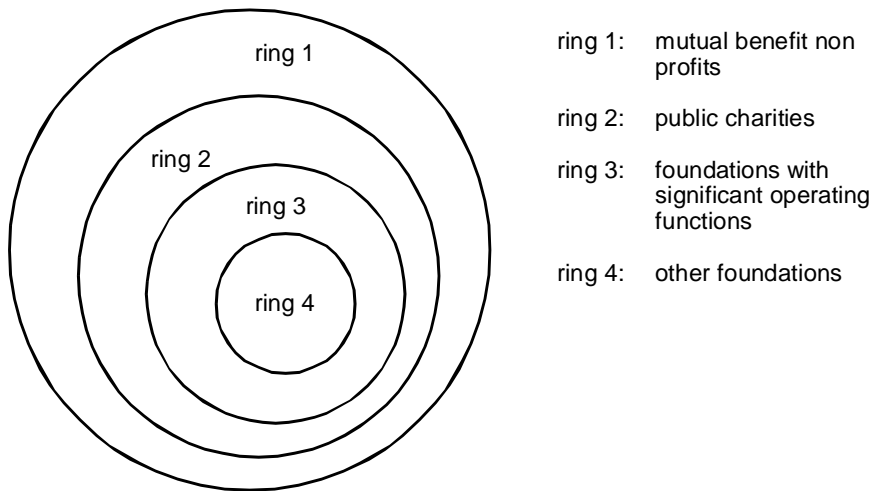
Since the number of non profit organizations has considerably grown, and their areas of activities have expanded so has competition (Oster, 1995). Not only competition between non profit organizations and the corporate agencies, or the public agencies, also competition between non profits. This has called for the need for strategic and effective management.

Three groups are 'stakeholders' in the management process of non profits:
1. The donor; who generates revenues for the non profit;
2. The staff; often the 'real owners' of the organization;
3. The clients/consumers; the ultimate target group of donor and non profit organization.

These groups are effected by the outcome of the strategic management process, and by the organization's mission statement. In appropriate mission statement Oster

identifies therefore three functions for an organization: "Mission statements serve boundary functions, act to motivate both staff and donors, and help in the process of evaluation of the organization" (1995, p. 22).

Non profits are very dependent on their donors or funding bodies. These often provide funds before the service is offered by the non profit. According to Johnson and Scholes (1988, p. 19) this may cause tension between the needs of the funding agencies and the needs of the clients/consumers. They state: "The influence from the funding bodies is likely to be high in terms of the formulation of organizational strategies; indeed the organizations may well develop strategies as much to do with and influenced by the funding bodies as by their clients. Moreover, since they are heavily dependent on funds which emanate not from clients but from sponsors, a danger is that the organization becomes more concerned with resource efficiency then service effectiveness". They give a summary of the characteristics and difficulties of strategic management for the non profit sector (Table 3.1).

Table 3.1   Some characteristics of strategic management in Non Profits

objectives and expectations	
characteristics	**likely effects**
maybe multiple service objectives and expectations	complicates strategic planning
may be multiple influences on policy	high incidence of political lobbying
expectations of funding bodies very influential	difficult in delegating/decentralizing

market and users	
characteristics	**likely effects**
beneficiaries of service not necessarily contributors of revenue/resources	service satisfaction not measured readily in financial terms

resources	
characteristics	**likely effects**
high proportion from government, or sponsors	influence from funding bodies may be high
received in advance services	may be emphasis on financial or resource efficiency rather than service effectiveness
may be multiple sources of funding	strategies may be addressed to sponsors as much as clients

A special group of non profit organizations is formed by Non Govemmental Organizations. These organizations usually are found in the field of development cooperation.

3.2 NON GOVERNMENTAL ORGANIZATIONS

Non Governmental Organizations(NGOs) are sometimes grouped under the name Pnvate Voluntary Organizations(PVOs). However, since most NGOs do not work with volunteers but with paid staff the term PVOs will preferably not be used in this document. NGOs are usually not-for-profit organizations which are to a larger or lesser extend, donor dependent. They (try to) have a good working relationship with both government (public sector), and the private sector. In many countries NGOs truly contribute as a third sector.

It is often seen that NGOs can fill in gaps that are left open by the public services. Also various types of NGOs make public policies, mostly with respect to people's development and/or empowerment, operational. It is almost impossible to give an unambiguous, exhaustive definition of non governmental organizations. In a paper by the Overseas Development Institute (ODI), published in a Journal of SID (Development 1988, p. 4) is stated: The term NGO is very broad and can be applied to any organization which is operationally distinct from government. In the field of development, NGOs range from large, northern based charities such as Oxfam, to local self-help organizations in the south"[1]. According to Peggy Antrobus from the 'Women in Development Unit' in Barbados "NGOs also have as many foci as there are areas of concern or issues - political, social, economic cultural, religious, etc." (Antrobus in Gordon Drabek, 1987).

Development Cooperation[2], the cooperation between developed countries and less developed countries to improve the situation (of certain groups) in the less developed countries, has taken an interesting path over the last fifty or so years, and so has the discourse on organizational theories. Development Cooperation shifted from pure aid thinking to the cooperation strategy. This cooperation was at first carried out by government, or other political institutions (the public sector). Over the past couple of years, however, more and more of this cooperation involves the third sector of NGOs. This is stimulated by a large spread disappointment in the

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[1] South, in the paper of SID, as well as in most literature on developing countnes, is used to replace the term Third World. In accordance with this the term South will be used in this thesis to indicate developing countries.

[2] Development Cooperation is the term used for the forms that international aid to developing countries has taken on. It is believed to be more cooperation than pure aid, and supposed to benefit both the developed and the developing country.

effectiveness of bilateral and multilateral 'public' institutions. It is claimed that they lose effectiveness and efficiency because of their bureaucratic nature. NGOs are believed to be, mostly thanks to their smaller size, more flexible and more innovating. Until recently one would find a very interventionist approach in the international community with regards to cooperation with developing countries. The developed countries would identify the needs of developing countries, from their developed perspective. Aid was subsequently given according to the ideas about perceived needs, without allowing for input from the developing countries. The change towards NGOs is very important from the viewpoint of autonomous development. As Carmen States: "People's movements, people's organizations, organizations of the rural poor, women's and other networks rooted in autonomous human agency, are significant in that they challenge the entrenched principle of outside interventionism" (1996, p. 7). For development cooperation this shift away from interventionism and the shift towards the NGOs has been a rather fierce one.

The 'industry' of development cooperation is a very fast changing one. Governments continuously change their development policies and therefore donor NGOs[1] also adjust the way they operate and spend their budgets. When one looks at this issue it is hardly understandable why NGOs, and especially Southern NGOs are not more regarded in the light of organizational and management theories. They do have a market, they are in need of scarce resources and meet fierce competition from other NGOs. Actually, although development cooperation and the not-for-profit organizations usually were seen coming from the 'soft or social sector' they are very similar to mainstream organizations.

Due to the growing importance placed on them, NGOs are held more and more accountable for their expenditure and their mistakes. Unfortunately they do often not yet have the mindset that is market oriented. Most NGOs never had to think that way since they are used to 'ever present' donors giving the money. Most NGOs in the south are very donor dependent. Now that the industry is changing donors are becoming more critical of the way NGOs are functioning and they set different priorities. Since NGOs depend on 'hand-outs' for their resources they often feel that they are working for the donors and compromising on the activities for the target

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[1] Donor NGOs are those Non Governmental Organizations that serve as funding bodies for the (recipient) NGOs in developing countries. The sources of revenue of the donor NGOs are often formed by governments, international public agencies and the general public.

groups. This results in the event that sometimes fund raising proposals are written with the fundraising policy of the donor in mmd in stead of the accurate needs/-wants of the target groups. This way the NGO sometimes leaves its own objectives behind.

Most NGOs are partly voluntary in the sense that staff give up a part of their monetary compensation for commitment to the vision and mission of the organization. As Oster states: "Human resource management increases in importance in the nonprofit sector as a result of the labor intensity of the sector, the lack of dear ownership and the complex nature of the goods and services produced" (1995, p. 65). This confronts the NGO with specific problems of motivation, recompensation, commitment and involvement. It is very important to monitor these aspects carefully because if problems arise or exist in these, It may weaken the organization's potential. Because of this, leadership is a very important factor in most non governmental organizations. One sometimes hears the saying 'any NGO is only as good as its director'. The monitoring of the aspects mentioned can be performed by formal and/or informal leaders. What is important for almost all NGOs (whether they are donor agencies or recipient NGOs) is that staff feel commitment to the vision and mission and that those are shared realities for everyone within the organization. Nevertheless, the way leaders are functioning is another culture bound issue.

According to the contingency theory organizing is partly situation dependent. The contingency theory proclaims that the structure that is optimal for any organization is dependent on several aspects. Among these aspects are the external factors as environment and technological conditions, and the internal factors as the strategy and objectives of the organization, its age, and the composition of its workforce. Therefore, what might work in donor countries and for donor agencies not necessarily works for the recipient NGOs.

NGOs' donors can not force their beneficiaries to transform, or adapt the donor's points of view, at all costs. Most important is that the organizations function as efficient and effective as may be possible. This can only be the case when people's, nation's and organizations' identities are respected. When one tries to acknowledge differences, reciprocal learning and close cooperation between descendants of different backgrounds can take place. When there is no attention for such concepts a problematic relationship may evolve and resistance on the NGO's part may be the outcome. As Sithembiso Nyoni (of the Organization of Rural Associations for Pro-

gress in Bulawayo (Zimbabwe)) claims: "This imposed universalism suppresses and often destroys local initiatives and self-reliance in terms of local people acquiring their own attitude towards their own lives and evolving their own social organizations and institutions through which these ideas, knowledge and skills can be generated and developed" (Nyoni, in Gordon Drabek, 1987, p. 53).

NGOs in the developing societies must start to work and manage in a different way. A very important fact is that they are indeed full fledged organizations that can be able to continue their work. In order to do so they need, as any other organization, their own strategy and vision, and access to resources. Without resources, and therefore the competition for resources, an organization is not likely to accomplish what it states in its objectives, according to its strategy and vision. But, as Garilao from the Philippine Business for Social Progress in Manila refers to: "..... resources in the Third World are limited. If an NGO is to survive in this environment, it must take on the view that it competes for these same resources with other institutions. In short, it must be competitive as any organization, a value that is not common to NGOs. It has to develop a strategic vision that defines the future for the organization and allows it to harness resources to carry out this vision in the form of programmes. But managing the organization is not, nor should it be, confused with program management" (Garilao, in Gordon Drabek, 1987, p. 117).

3.3 NON GOVERNMENTAL ORGANIZATIONS IN ZIMBABWE

3.3.1   Zimbabwean context

Zimbabwe is an entirely landlocked country in Southern Africa. This land is inhibited by a population of 10.4 million (according to the 1992 census). The majority of this population (about 76%) comes from various Shona groups. The second largest ethnic group is formed by the Ndebele. Whites, mostly from English descent, are estimated to number a mere 100,000. Women make up 52% of the population.

Zimbabwe was formerly an English colony and, while part of a federation with Northern Rhodesia (Zambia) and Nyasaland (Malawi) known as Southern Rhodesia. In 1965 Ian Smith's party took over al seats in parliament and declared a Unilateral Declaration of Independence (UDI). Sanctions, proclaimed by Great

Britain and later voted mandatory by the United Nations (UN) followed. Rhodesian economy, however, flourished.

lan Smith was determined to prevent black rule, but that was not what black nationalist movements wanted for the future of the country. Both ZANU (Zimbabwe's African National Union) and ZAPU (Zimbabwe African People's Union) concluded that power for the indigenous people could only be obtained by armed conflict. After several years of guerrilla warfare the year 1978 brought about an internal settlement. An unrecognized Zimbabwe-Rhodesia saw the light of day. In 1980 general elections were held and Zimbabwe was to be the next independent African nation.

Compared to those of neighbouring countries Zimbabwe's economy is relatively diversified. The economic situation is regularly disturbed by droughts. In 1990 a five-year Economic Structural Adjustment Programme (ESAP) was introduced. According to the Economist Intelligence Unit in London the ESAP is one of the few homegrown African adjustment programmes (Economist Intelligence Unit, 1994). Although the Worldbank and the IMF support the ESAP, they, and other lending bodies, do not dictate it. The ESAP seemed to be reasonably effective but got disturbed by the 1991 (and subsequent) droughts. Just recently, in 1996, the Government of Zimbabwe launched the second phase of ESAP, which will take up to three years, and was strongly urged by the Worldbank and the IMF.

3.3.2   NGOs

Zimbabwe is classified as a developing country and receives a lot of aid from the international donor community. Just as described above a large portion of this aid is channeled through NGOs. Like in most African countries the NGOs in Zimbabwe work rather well together with government[1]. Many of the Zimbabwean NGOs were started from a welfare approach. It is not precisely known how many NGOs are active in Zimbabwe, but their numbers amount to well over a hundred, and are increasing continuously. In a directory published in 1988 there was made mention of over 400 of such organizations, ranging of course from very small and local ini-

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[1] In Southern America, for instance, NGOs more frequently have functioned as an opposition to government.

tiatives to large, national organizations (VOICE, 1988). The organizations working in the field of development make up about half of these. Besides their contribution to development, creation of jobs etc. they also form a "major source of foreign exchange to the national exchequer" (Muir, 1992, p. 14).

Muir (1992, p. 16) gives a very useful seven grouping classification to classify the NGOs working in Zimbabwe:

1. Foreign-based but locally registered (international) NGOs;
2. Independent Zimbabwean organizations, operating in more than one locality independent Zimbabwean associations, operating in only one locality;
3. Church-based Zimbabwean organizations, operating in more than one locality church-based associations, operating in only one locality;
4. Politically-linked Zimbabwean organizations, operating in more than one locality politically-linked Zimbabwean associations, operating in only one locality.

Such a classification is useful to identify certain types active among the many NGOs in Zimbabwe. Each of the classes have certain characteristics which make it possible for donors to identify which organizations to fund.

Possibly this classification is not sufficient to place all NGOs and to help them recognize duplication of efforts, but it is a useful tool.

Muir (1992, p. 17) also gives three areas of activity that most NGOs working in development in Zimbabwe are occupying:

1. Designing and executing concrete projects for (and hopefully with) particular targeted groups;
2. Imparting particular skills usually on an individual basis;
3. organizing or enhancing local groups, in particular to increase their ability to take responsibility and thereby to obtain better their more immediate requirements.

Some examples of the various kinds of NGOs in Zimbabwe are the Catholic Commission for Justice and Peace (CCJP), which is church based; Zimrights which is independent and activist with concern for human rights in Zimbabwe, Zimbabwe Development Trust , which is politically linked (patronage of Joshua Nkomo, who is a Senior Minister).

The NGOs in Zimbabwe have not only been active in the field of development, or rural development, although the bulk of them were historically. Some NGOs concentrate on health issues, and on human rights issues. More and more NGOs are getting involved in lobbying and advocacy to influence the creation of policies that will have positive (though often long term) effects for the general public.

The Government of Zimbabwe has recognized the importance and the power of NGOs in the development process. Since some NGOs take up tasks to complement public activities and duties, government is keen on keeping check on the activities and status of NGOs. Just last year, 1996, the government amended the Private Voluntary Organizations Act (PVO-act) under which most NGOs are registered (See Appendix III). This Act greatly influences their functioning since it restricts fund-raising opportunities and limits their sphere of action and their freedom.

3.4 WOMEN'S NON GOVERNMENTAL ORGANIZATIONS IN ZIMBAB-WE

3.4.1 Women in Zimbabwe

The position and situation of women in Zimbabwe deserves a lot of attention. Although the general status of living improves in Zimbabwe, this is not the case for women. Their work bad increases, and their health decreases. The possibilities for education and participation in the public sphere are diminishing. Zimbabwe is a very patriarchal society (Essof and Van der Wijk, UNICEF Country Report). The hardships of ESAP[1] (Economic Structural Adjustment Programme) are of extreme influence for many female headed households, as is the aids epidemic which is very severe in Zimbabwe. In 1996 it was estimated that in the capital Harare alone one in every three women is infected with HIV.

When Zimbabwe gained independence in 1980, a Ministry of Women's Affairs was established, and the public policy seemed to encourage women to take part in

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[1] The Economic Structural Adjustment programme (ESAP) was supposed to generate a growth percentage for the economy of five percent (in reality It turned out to be 2.1%). There were considerable cuts in the civil service. ESAP also caused high inflation and high unemployment.

the development of the country. They had already contributed towards this during the Liberation Struggle. However, after a few years the Ministry was diminished to a department within the Ministry of Political Affairs.

There have been several pieces of positive legislation for women in the sixteen years of Zimbabwe's independence, such as the Legal Age of Majority Act of 1982[1]. Nevertheless, most women are still in a marginalised position; they often do not know their legal rights, in practice it is still difficult to own land, receive loans etc. (Essof and Van der Wijk, 1996).

3.4.2   Women's NGOs

In the international community a lot of attention was given to women during the last three decades; efforts were aimed at including women in the development process. Many development projects were geared at women. Especially in the 1980s under influence of the United Nations Decade for Women, and several World Conferences on Women[2] one can notice an increasing awareness of women's issues throughout all aspects of development. This was the case in donor countries but also, very strongly so, in recipient countries. There was a widespread opinion that most governments could not adequately meet the demand for attention for women's issues. Women's organizations are blossoming and most of these take on the form of NGOs.

This development is also a rapid one in Zimbabwe. NGOs in general are mush-rooming and women's organizations even more so. Some women's organizations are non governmental organizations, but have a long standing relationship with the government. In Zimbabwe an example of this is the Women's League, that is ac-tually more of a wing of the ZANU-PF, the ruling party.

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[1] This act states that both sexes receive majority status at the age of 18. Under Colonial rule a black woman in Zimbabwe was regarded an eternal minor.

[2] Two very important conferences were the World Conference on Women in Nairobi in 1985, during which the Forward Looking Strategies were formulated and the World Conference on Women in Beijing in 1995, where the outcome as an International Platform for Action.

Then there is a category of chanty institutions. Some of these are linked with inter-national chanty organizations. An example of this is the YWCA-Zimbabwe, and the Association of Women's Clubs. These organizations were mostly founded during the colonial era, and still carry on with their charity work, although most of them adjusted (to a larger or lesser extent) to the changing demands of changing times. The AWC is at the moment not active, the Private Voluntary Organizations Act of 1996 was applied to the organization, and on these grounds the executive council of AWC was gazetted by the Government of Zimbabwe. The Zimbabwe Women's Bureau (ZWB) is also a relatively older organization, founded during the cobonial era, but it was never a pure charity organization.

Many of the younger organizations, founded during the liberation struggle and after independence are organizations which were founded for a specific cause, or goal. These goals and issues are indeed very diverse. An example is the Women and Aids Support Network (WASN), an NGO encouraging awareness on AIDS and functioning as a helpdesk for HIV/AIDS-patients, WASN is also a very strong lobbying group. There is also the example of the Zimbabwe Women's Writers (ZWW), an NGO which encourages women writers to write and publish their stones, both in the vernacular languages and in English. Other groups are the Wo-men's Action Group (WAG), Women and Law in Southern Africa (WLSA) and the Zimbabwe Women's Resource Centre and Network (ZWRCN). These groups are very strong pressure groups for policies which might improve the position and condition of women.

However, the women's NGOs have to deal with many of the same problems and challenges as their mainstream counterparts, beside having to find a way to function as a women's organization in such a patriarch society as Zimbabwe is.

The NGOs, and especially the women's NGOs, are influenced in their functioning by their donor dependency, their leadership, the general problems of non profits, the problems of women managers to name just a few factors. They in turn influence the organizational culture and structure and its effectiveness.

CHAPTER 4

CASE STUDIES

In this chapter the background and the activities of both the ZWRCN and the ZWB will be described. There will be considerable attention for the organizational history. NGOs evolve from all kinds of backgrounds and their history, even the time of their inception, usually is an explanation for their current activities.

4.1   ZIMBABWE WOMEN'S RESOURCE CENTRE AND NETWORK

The ZWRCN is a knowledge based non governmental organization. In its short existence the ZWRCN has already made quite a name for itself, both in Zimbabwe and in the business of international cooperation, of development work.

The work that the ZWRCN carries out is mainly aimed at the higher educated people, at policy makers, development workers and researchers.

4.1.1   History

While working in the Ministry of Women's Affairs Hope Chigudu, Thoko Ruzvidzo and Gine Zwart discussed the lack of availability of information for women. They thought there was a need to make such information available, to improve the status of women. A questionnaire was send out to several individuals and organizations, to see if such a need did indeed exist. After the predominantly positive response Hope, Thoko and Gine decided to take matters further. They had a shared vision, which was at that time not put on paper, but it was:

> *to use information in strengthening women so they can deal with their lives[1].*

In February 1989, a group of women came together in the home of Hope Chigudu. The meeting was very informal and once again the need for having an information-/documentation centre was on the agenda. If one reads the minutes of that meeting the informal character shines through, and it was felt that the Centre would become an informal place which would meet a variety of needs. Researchers would meet and debate, women would be organized in the Centre for many other activities. Furthermore the Centre would compile a directory of all researchers and research projects, and it would link up with grass roots women. Another use of the Centre would be for advocacy. It was concluded that the Centre should serve as a Centre of information on women's conditions for the use of all researchers and NGOs interested in this area[2].

The women decided to go ahead and tasks were assigned as to really start the Centre. In the follow up meeting on the fourth of March 1989 there was already a written proposal stating as main objectives:

1. To promote communication and exchange among researchers, analysts and practitioners working on/with women.
2. To centralize information, documentation and materials (training, research etc.) developed on women so that it is available and accessible to researchers, practitioners, journalists, activists, etc[3].

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[1] Interview with Thoko Ruzvidzo, 10 January 1997.

[2] Minutes of an informal meeting on 11 February 1989, Harare.

[3] Minutes of the second meeting, 4 March 1989, Harare.

After seed money was acquired from Global Fund for Women, HIVOS followed with contributions, and with these the Centre got the go ahead. After this formal start one can see the meetings regarding the Resource Centre becoming more formal and the minutes of those meetings reflect that.

In July 1990 the first office was found and a programme officer was appointed. Already the Centre was thinking of buying property for office space. The official start of the project, the official beginning of the ZWRCN was in August 1990[1]. It has to be noted that at that point in time the ZWRCN was a membership organization.

In September 1990 there was a special meeting of members on the objectives and future plans of the ZWRCN. Not all members agreed on "what the ZWRCN should do and not do"[2]. The ZWRCN meeting resolved some issues and came up with several broad objectives:

1. To identify existing materials, data and information on women in development and gender related issues currently available at NGOs, government departments and other institutions in Zimbabwe.
2. To collect and organize the information in a Women's Resource Centre by classifying, cataloguing and indexing it.
3. To establish and maintain an information exchange network among researchers, analysts, practitioners and activists working on and with women through the publication and distribution of a regular bulletin, and by holding of meetings and seminars.
4. To decentralize the information through the production of simple information packets, educational materials, booklets etc., so that it is accessible to a wide variety of users throughout the country.
5. To provide an informal setting for discussions and debates among individuals working with women and researching gender issues[3].

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[1] Minutes of ZWRCN meeting, 10 August 1990, Harare.

[2] Minutes of special meeting of ZWRCN-membership, 13 September 1990, Harare.

[3] Minutes of special meeting of ZWRCN-membership, 13 September 1990, Harare.

Around that time the official registration came through, and the ZWRCN was officially launched in a Public Relations meeting on 1 November 1990, and an interim executive committee was put in place.

Under the laws of Zimbabwe the ZWRCN was registered as a welfare organization. The broad development objective of the organization was the enhancement and recognition of the position of women in Zimbabwe. The two more immediate objectives at that time were:
1. increased knowledge and appreciation of the position of women within Zimbabwe among a wide public
2. increasing effectiveness of 'Women in Development' programmes and projects through better alignment of these programmes among (non) governmental organizations

The three main target groups for the Centre that were addressed were policy makers, researchers and implementers (ZWRCN, 1992).

The first full and busy year for the ZWRCN was 1991; in which the objectives were revised, the staff increased to four members, and membership of the organization amounted to 73 (49 individuals and 24 organizations).

The organization was very much a membership organization which expected members to contribute to the activities of the Centre. In the Annual Report of 1991 the Privileges and Obligations of members are cited. The obligations indicate that the members function as information sources to expand the organization's knowledge base (ZWRCN, 1992).

In the beginning of 1992 the ZWRCN played with the idea of changing the conditions of membership and with the idea of criteria for membership[1]. In August of that same year the ZWRCN started to work towards a non-membership based organization[2]. In a consultative members' meeting on 17 September 1992 it was decided that the membership would be phased out; that means that no new members were take aboard and when one's membership came up for renewal this was not done.

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[1] Ideas to change structure of ZWRCN, February 1992, Harare.

[2] Minutes of the Executive Committee Members meeting, 6 August 1992, Harare.

In 1994 it became dear that the ZWRCN had moved away from the 'Women in Development' (WID)[1] approach and towards the 'Gender and Development' approach. The objectives were at that time described in the annual report of 1994 as:

1. To acquire, repackage, and disseminate information on gender from Zimbabwe, the region, and the international world;
2. To provide a forum for gender debate, gender analysis, and a gender think-tank;
3. To share and exchange information and to facilitate linkages with other organizations;
4. To lobby and play an advocacy role on gender issues;
5. To raise public awareness on gender;
6. To identify gaps in information on gender issues and commission research;
7. To facilitate participation in global discussions on initiatives on women's advancement.

These objectives/activities were meant to assist policy makers, pianners, implementers, researchers and other development practitioners to incorporate gender issues in their programmes. This was hoped to bring about enhancement of the status of grassroots women, through more efficient and effective programmes and the access to information (ZWRCN, 1995).

4.1.2 Present situation

After a hectic few years and an organizational analysis by Symacon Management Consultants, who have extensive expenence in the NGO sector, the organization decided in 1995 to change to a registered trust. Symacon advised on a new organizational structure, which would reduce the Director's span of control, thus giving her room for networking activities etc.

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[1] In the Women and Development programs the starting point was the idea that women needed to be integrated in development, and development projects. In the Gender and Development approach there is a realization that women are already part of development and play an active role in their societies. The development programs adjust to this view by addressing both men and women and their (socially constructed)roles, and the inequalities of these.

The new organizational structure is depicted in an organizational chart; see Appendix IV.

The formal structure is rather hierarchical and traditional. In reality the structure does not look like the one depicted in the chart. The layer of programme coordinators is still missing, and thus the Director's span of control has not been reduced yet.

Symacon also facilitated in the meetings were the new vision and mission statement were formulated. The Trust Document was not signed until the second of August 1996 (ZWRCN, 1996). The Board of Trustees became the custodian of the organization's mission and vision. The Board of Trustee spells out the mission for the rest of the organization, is responsible for long term strategic planning and functions as a policy making body. The number of trustees is stipulated in the Trust Document: "The Trust shall have all times no fewer than five and no more than seven Trustees" (1996, p. 2). The three founder members of the ZWRCN are entitled to the post of Trustee for as long as they wish, and there always have to be two founders members of the Board. The Board of Trustees meets at least twice a year.

Ms Thoko Ruzvidzo resigned as chair from the board and became the director of ZWRCN. This was the first time that the organization appointed a director from within. As concluded by Reece "it was a move which many women felt was long overdue. Direction from one of the founder members was identified as being a means of establishing systems which could be set in place and built upon by subsequent directors" (1995, p. 55). Ms Ruzvidzo is generally perceived as a strong leader. Due to her previous work experience (Ministry of Women's Affairs, HIVOS) she is very good at putting administrative structures in place. Her being a founder member makes her well vested with the organizations mission statement and vision. If one looks at Kotter's distinctions between leadership and management[1], Ms Ruzvidzo classifies as a manager; she plans and budgets, she organizes and staffs, and is busy with controlling and problem solving.

In the same year (1995) the Board of Trustees, including the three founder members of the ZWRCN (1996), reworked and reformulated the vision during their retreat into:

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[1] As reproduced in Hunt, 1991, p. 199.

> *To help women reach/reallze their full potential.*

The mission statement was also clarified, by the staff during their retreat; at this point the mission statement of the ZWRCN is the following:

> *To empower women through the acquisition of information, networking, lobbying, research and gender training, as well as providing a conducive environment to share and reflect on ideas and experiences.*

4.1.3   Programmes

At the moment six programmes are geared towards this goal, divided into Outreach and Documentation departments:

1. *Outreach:*
   - gender training,
   - information on women to rural libraries,
   - linking civil society with parliamentarians.

2. *Documentation:*
   - documentation centre,
   - publications,
   - research and advocacy.

These departments are supported by an administrative staff, which has to guarantee the attention of the departments themselves for the programmes. Every programme has its own objectives and specifies its own target group.

At the moment there are fifteen peopie working at the ZWRCN, all in all. ZWRCN is a women's NGO, and no man will be hired for the post of programme officer or at management level.

4.1.3.1 What is the ZWRCN doing, what are its programmes?

The Resource Centre started out as just a small library where people could get information on women's issues. However, after a while the Centre focused not just on women's issues but on gender (and development). The main difference between looking at women's issues and at gender is that 'women's issues' usually assume that a situation is 'natural' and the attention goes to the change that can be made for the improvement of women's lives. With gender one regards the socially constructed roles of men and women and focuses on a possibility for change to advantage society as a whole (in stead of creating only change for women). In the gender approach it is assumed that since the roles are socially constructed they can be deconstructed as well (Kabeer, 1996; Moser, 1994). The founders of the ZWRCN became known for their knowledge on gender and their capability in the conduct of gender training. It was decided that the ZWRCN needed a gender training unit. The ZWRCN gradually expanded to the size it now has. As mentioned before there are now six programmes working towards ZWRCN's mission and vision.

The ZWRCN works with various themes every year. The themes are decide upon by staff and board during the retreat and all the work of the programmes centers around those themes.

4.1.3.2 Documentation Centre

The Documentation Centre has always been the heart of the organization and, at least theoretically, it still is. The programme has, to date, approximately 4000 titles of books and 'grey' literature. Grey literature comprises of works which are not published through commercial publishing houses, and encompasses papers, workshop reports theses, etc. The programme subscribes to over 100 periodicals, there is a substantial collection of newspaper cuttings from the 1980s till the present, and there are several audiovisual items. According to Ms Jean Mandewo, librarian at the Documentation Centre the products and/or services of the programme are:
1. Providing reading facilities for members and non-members;
2. Production of a bibliography on GAD issues;
3. Doing services in the database/data provision;
4. Referral and inquiry services;

5. Lending facilities to members.

When asked for whom the Documentation Center provided these services she defined the target group as; researchers, students, development workers, policy makers, consultants and women.

In the new Acquisition Policy of the Documentation Centre, which was accepted by ZWRCN's Board of Trustees in August 1996[1], it is stated that the Documentation Centre does not wish to address only women, but also those who affect the lives of women. The policy specifically includes the members of staff of the ZWRCN in the target group.

4.1.3.3 Research and advocacy

Ms Shereen Essof, the officer of this programme, produces quite a number of things, both products and services. Among the ones mentioned are; fact sheets, workshop reports, discussion papers, published research studies and the provision of forums for discussions and debate. These products and services are mainly meant for three groups:
1. policy makers in government ministries,
2. researchers in the area of GAD,
3. planners and implementers.

ZWRCN tries to reach these target groups through networking, workshops, seminars, discussions, meetings, and formal and informal interactions.

This unit (Research and Advocacy) used to be called 'Networking and Dissemination'. The name was changed to Research and Advocacy at the end of 1995. It is felt that this new name better covers the activities carried out under this officer's guidance and that it was not necessary to have a networking unit since all the programmes and all the officers should be consciously involved in networking.

In the course of 1996 Lobbying has been added to the unit, as a major function. The unit also takes care of a lot of the external communication. Communication

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[1] As told in a staff meeting, 22 August 1996, Harare.

channels with government, the private sector and other NGOs have to be kept
open, to allow for any influence on the part of the Resource Centre.

4.1.3.4 Publications

Ms Tafadzwa Mumba is the programme officer in charge of Publications. She
started working for the ZWRCN in 1995, after she did a special issue of the news
bulletin for ZWRCN, regarding the United Nations Fourth World Conference on
Women (FWCW), which took place in Beijing in 1995. The regularly provided
products and services of the unit are: *Womanplus* (ZWRCN's news bulletin), bro-
chures, books, discussion papers and special publications. An example of the latter
is *Zimbabwe Women's Voices*, a full color book on women in Zimbabwe, published
in preparation for FWCW. For most of the publications the programme officers
carries Out all the work, including typesetting.

As the target group for ZWRCN's publications Tafadzwa defines women from all
walks of life, policy makers, planners, implementers in social sector ministries,
private and public sector. The main vehicle for reaching these target groups is the
news bulletin which is produced about three or four times a year. The material is,
according to Tafadzwa, specifically aimed at the target groups because of the way
the material is written and presented, and because of the level of debate.

There are currently about 580 subscriptions to the news bulletin, and several organ-
izations receive it, either through subscription or through exchange.

4.1.3.5 Gender training

The Gender Training unit used to house two trainers. At the moment Daisy
Kuzinya is the only gender trainer within the ZWRCN. Although she can hardly
keep up with the demand there are six projects within her programme. These
projects all involve some form of gender training. Gender training is the training
that is conducted to 'put gender on the agenda'. Its objective is create gender
awareness and sensitization, to integrate gender in planning, programme design and
programme implementation of development organizations, and to influence policy

makers to produce and pass policies that are gender sensitive. The training, which usually takes the form of workshops, is mostly meant for policy makers, implementers, researchers and students. Gender training actively aims at its target groups, by specifically inviting the various groups to have gender training.

Undoubtedly the biggest project within this unit is the Training of Trainers Programme (TOT). This is a three year project. During that period a pool of gender trainers will be trained, on various levels. It is hoped that these trainers will be able to fill the demand for gender training and that they will cause a ripple effect in society.

4.1.3.6 Information on women to rural libraries

This is one of the newest programmes within the ZWRCN. It started in 1994, with a pilot project. The programme is carried out in conjunction with the Rural Libraries Resources Development Programme (RLRDP), an NGO based in Bulawayo, Zimbabwe's second largest city. Since mid 1996 Ms Ruramisai Sibanda is appointed programme officer. She has been on a familiarization tour of the libraries with the previous officer in charge. During this tour the officer met the people of RLRDP and the people at the libraries whom she will be dealing with.

Usually the process of the unit's services and products starts with an information needs assessment to find out about the requests of the rural women. To ensure some input which leads to gender awareness the ZWRCN also includes some of its own materials.

Then the work of 'information to rural women' consists of repackaging reading matenals and translating them into Zimbabwe's two major languages, Shona and Ndebele. In conjunction with RLRDP these materials are distributed among the participating libraries. The ZWRCN assures that there is always a gender component in the distributed materials. This will often give rise to the request of more discussion on gender issues. The officer's expenence gained in the Gender Training unit comes in this case in handy.

Evidently the situation in Zimbabwe is such that many women are illiterate even in Shona and Ndebele. Therefore it is supported by both RLRDP and ZWRCN to

form groups of eight to twelve people within the libraries to teach those who can not read. With this comes the encouragement to dramatize about current issues; this provides a combination of entertainment and learning. The libraries are also encourage to form networks with the other libraries in the project.

4.1.3.7 Linking civil society and parliamentarians

The linkage programme is ZWRCN's youngest and newest effort in working towards empowerment of Zimbabwean women. The programme was supposed to start at the beginning of 1996 and its objectives for this first year were:

1. To undertake research on women's voting;
2. To recruit a programme officer for the programme;
3. To identify districts where the programme will be undertaken.

Unfortunately the programme fell victim to staffing problems. There was a programme officer recruited in May 1996, but she stayed with the organization for only a week. The research project has been expanded and was carried out by a consultant, Ms Dorothy Adbanjo. Dorothy did a lot of fieldwork, assisted by students from the School of Social Studies. This fieldwork was carried out starting in June 1996. The data were gathered and analyzed in the second half of 1996, and in January 1997 the Research report was finalized.

If all goes well the newly recruited programme officer for the Linkage Programme will start her work in February 1997.

4.1.3.8 ZWRCN summary

1. Knowledge based non-governmental organization, working in the field of gender and development.
2. Founded in 1990.

Mission Statement:

To empower women through the acquisition of information, networking, lobbying, research and gender training as well as providing a conducive environment to share and reflect on ideas and experiences.

Vision:

To help women reach/realize their full potential.

Target Group:

1. Policymakers, implementors and researchers;
2. Women at grassroots level.

Programmes:
1. *Outreach:*
   - gender training;
   - information on women to rural libraries;
   - linking civil society with parliamentarians;
2. *Documentation:*
   - documentation centra;
   - publications;
   - research and advocacy.

Members of staff:
   15 of which
   - 8 support staff and
   - 7 programme staff

Registered as a trust:
   - 1 director;
   - 5 trustees.

The ZWRCN is a relatively young and progressive organization, especially according to Zimbabwean standards. A much older organization with different strategies, but also the goal of women's empowerment is the Zimbabwe Women's Bureau. The following is a profile of the ZWB, its history and its activities.

4.2 ZIMBABWE WOMEN'S BUREAU

The Zimbabwe Women's Bureau (ZWB) is a non governmental organization which was founded in 1975 to support women. It was registered in 1978, and functioned mainly as a referral center for other NGOs. The start of the Bureau during the colonial era lead to some of its major objectives. These were, among others, to 'sensitize women to their plight of being oppressed minors' (ZWB, 1996), research into women's problems and disseminate information pertaining to women, and coordinate and promote cooperation in their endeavor to improve their quality of life.

4.2.1   History

The Zimbabwe Women's Bureau was started in 1975. Both men and women from various religious organizations (like the YWCA)were involved. In the colonial era, a black woman in Zimbabwe was 'an eternal minor'. The people who started the ZWB were looking for ways of raising awareness among rural women and the organization played a political part. ZWB functioned as an umbrella organization for women's groupings.

Women were and are the majority of the population in the rural areas, and most schools in the rural areas are missionary schools. One of the staff members at that time, the coordinator, went out together with volunteers and used to schools for meetings with women. Encouraged by this, the women would also meet on their own at these schools. The work of ZWB was and is about 'fighting injustices'[1]. When the Bureau was officially registered in 1978 the liberation struggle was at its height. In the process of the fight for liberation many women stayed in the rural

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[1] As expressed by Ms Chickwavaire in an interview, December 1996.

areas and ZWB felt that independence should also be for women. The Bureau taught women that sharing was important.

In those days, it was realized that the Bureau was not very effective without an information department, so an information officer was employed, and the information officer and the coordinator were the two key points of the organization. Information became a tool, for empowerment of women.

Over the years ZWB has changed its course, especially because of the results of the surveys *"We Carry a Heavy Load" (part 1 & part 2)* carried out among women in Zimbabwe. *We Carry a Heavy Load (part 1)* was a social study undertaken, in 1981, "in response to the commitment of the Zimbabwe Government to enlist active support and participation of people in the development process" (ZWB 1992, p. iv). Some of the recommendations (ZWB, 1992, p. 42) from this survey for empowerment of women were:

1. To increase access to information- every effort should be made to inform women about changes through mass media, government and private voluntary organizations
2. Women should be involved in formulating government policies and programmes of NGOs.
3. Women should be encouraged to participate in local government by reserving a minimum number of seats on local councils.
4. Assuming changes in laws regarding women's rights (minority status and other discriminatory practices) voluntary women's organizations should play a role in raising consciousness of both men and women to assist in implementing the changes.

4.2.2   Present situation

With the outcomes of the 1981 survey it was also recommended that attention needed to be given to income generating activities (economic empowerment).

From this survey it became dear that grass roots women felt that there was still a lot of work to be done to ease the burden of women. From being a referral centre ZWB went into information, for women about their status and possibilities, and in-

come generation, for women in rural and pen-urban areas to improve their economic condition.

Slides and pictures were produced together with the survey *We carry a heavy load* (1981). In those days this combination (of other organizations but also of the ZWB) was used all over the world.

Following from this the Bureau then started to build awareness. People were told that sharing their experiences was indeed important, but that one should not sit idle. People (women) should find a way of addressing their problems and find a common denominator for them.

Strengthened by the experiences and the large interest of people in the Bureau's actions (people were interested in the ZWB because it was not addressing just one issue, but combining issues) ZWB presented the results from the survey to the new government of Zimbabwe. Quick action and law changing was influenced by these results, combined with the pressure of other groups, voicing women's needs.

The Bureau is now an NGO working in the field of economic empowerment.

Ten years after the first survey *We carry a heavy bad (part 2)* was carried out. The first survey served as base-line for this second one. Women were asked similar (and the same) questions as in 1981. It was discovered that there was still need to emphasize the recommendations of 1981. In the follow up survey recommendations were made for:
1. Increased dissemination of information to women in the rural areas about the major legislation that affects women.
2. Assistance with practical aspects of environmental issues.
3. Amendment of the newly passed Land Acquisition Bill with respect to how It impacts on access to land for rural women in view of the fact that the majority of the landless are women
4. Development assistance from NGOs for affected groups, particularly girls, for equal access to education through scholarships. Further, encouragement by NGOs of enrollment of girls by supporting expansion of school facilities with the provision that more girls be admitted (1992, pp. 43-46).

There were also some recommendations made regarding income generating projects, the main activity of ZWB, which seem to operate without sufficient capital and lack of infrastructure. The following are recommended:

1. Redefinition of income generating projects to clarify the distinction between micro business and social development projects.
2. Concentration on social development projects.
3. Continuation of income generating projects as a form of economic development and source of income.
4. Initiation of a programme to support women's initiatives through an affirmative action hot line that would help women to access what they need to tap available resources, e.g. credit, access to land, training and so forth (1992, pp. 46).

The Zimbabwe Women's Bureau is registered under the law of Zimbabwe as a welfare organization.

The Director of the Bureau, Ms Lydia Chikwavaire has been in that position for about ten years now. When she started working at the Bureau she held the post of Projects Promotions Officer, in 1984 she became a Projects Officer and in 1986 Ms Chikwavaire was appointed/voted Director of the Zimbabwe Women's Bureau. She is a 'rational legal' leader[1] who was appointed under existing traditions and rules and there is a belief that obedience is owed to this legally established impersonal order. According to Ms Chickwavaire a director's function is to be a representative for both the board, the staff and all groups.

The Director has the responsibility for the day to day running of the organization. However, the most important decision making body of the ZWB is the National Council, which is formed by the general membership (see Appendix V for an organizational chart). Policy making and supervision of the implementation is carried out by the National Executive Council (NEC); this council is chosen from and by the National Council. The NEC further encompasses some sub-committees on Personnel, Information, Finance and Projects. While the NEC meets four times a year, the sub-committees get together when and if the need to discuss certain issues arises. There is a biennial General Meeting of the ZWB where office bearers are elected, and they hold a two year term. The NEC consists of twenty people.

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[1] Term from Weber, as used and shown by Hunt (1991) in a table of Charismatic Authority Conceptualization (p. 185-186).

The general membership also largely influences the organization's mission state-ment and vision. In its "Programme and Projects"-booklet 1996/1997 the Bureau describes its vision by which the programmes and projects are guided.

The vision of the ZWB is:

> *A Zimbabwe in which all women are literate, have sufficient/decent shelter, clothing and nutritious food and their children are free from malnutrition. It is of Zimbabwe where women are well informed and educated about issues affecting them and their communities, are self reliant, know and exercise their legal rights, are free to choose their leaders in their way and are abbe to raise their quality of life without relying on outside or donor assistance. (p. 4)*

Naturally this vision is very closely related to the organization's mission statement which gives a closer indication towards the organization's strategies and activities. It is worded as follows:

> *To improve the socio-economic status of poor grassroots communities by means of providing training, information, financial and material support for sustainable development programmes to women in rural and peri-urban areas. (p. 5)*

The organization works with community based income generating projects. The Bureau is currently active in 13 districts, working in rural and per-urban centers. In these districts the ZWB provides financial, material and technical support to part-icipating groups. Mostly the ZWB works with groups which were already in existence before the Bureau started to support them. All the groups have a chair-person, a secretary and a treasurer. These positions have to be held by women if the Bureau is to aid the group.

In the thirteen districts ZWB assists about 135 projects and/or groups. The average number of participants per group is 14. The total number of people officially participating in ZWB assisted projects is 1898, of which 1559 are women (Keyzer, 1996).

Within each of the thirteen districts a field worker is employed, who assists the groups in as many ways as possible. These field workers are aided by adult literacy

workers. The adult literacy workers receive some financial compensation and teach members basic literacy, beginning with the vernacular, and then moving on to English.

The organization employs several officers at its head office in Harare. They are the Project Officers. At the moment these are:
1. agriculture-nutrition officer,
2. information officer,
3. finance officer,
4. marketing officer (who is at the same time acting training officer),
5. catering supervisor.

All the officers are guided by the Director and supported by an administrative secretary, and a catering support staff. All in all there are 35 people employed by ZWB, and this staff is complemented by approximately 30 volunteers. Although the Bureau is a women's organization the do hire men. However, men can never achieve a management position in ZWB, nor in the groups that the Bureau supports.

At the premises of ZWB's head office one also finds the Training Center. This Training Center is used by the Bureau itself for training workshops and it is also frequented by other NGOs who rent the conference rooms to hold workshops etc. There are possibilities for participants to stay overnight. The Training Center is seen as the Bureau's own income generating project.

The Bureau is still carrying out surveys, and is evaluated by its donors. These evaluations and their results sometimes changed the focus of the Bureau itself. Over the years ZWB evolved to an organization very well known for its income generating projects with the other programmes it now encompasses supporting this main goal of economic empowerment[1].

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[1] This section draws heavily on an interview with the director of ZWB, Mrs Lydia Chikwavaire, held in December 1996.

4.2.3 Programmes

Four specific programmes and their programme officer work towards ZWB's mission statement and vision:
1. agriculture and nutrition,
2. marketing and training,
3. information,
4. training centre.

These programmes and officers are all supported by the Finance Officer and the administrative secretary, and other support staff (catering, driver, etc.)

4.2.3.1 Agriculture and nutrition

The products of Agriculture and Nutrition are mainly produced at the projects of groups in the rural and peri-urban areas. Most of the agricultural projects involve gardening, or cattle fattening. Some of the produce from this includes; vegetables, cereals, fruits, trees, honey, peanut butter, cooking oil, poultry and live stock. The products are mainly marketed in the communities where the groups have their activities, and sometimes also via the head office.

Services are provided more directly from within the Agriculture and Nutrition unit. Some of these services are of an immediate impact on the target groups, the groups that ZWB works with, others aim at more long term improvement. As services, the officer Mr Stephen Zenda lists; feasibility studies, training in technical and managerial skills, projects implementation, monitoring and evaluation, assisting the project in sourcing funds, assist in sourcing markets, facilitation of exchange visits, collaborating and networking with other development agencies, addressing environmental issues, energy conservation works, water harvesting techniques and assisting in acquiring equipment. The target groups, of marginal communities in rural and urban set-up, are reached through a field worker who resides in the area. Another way of communicating with the target groups is through contact persons within identified communities. The office staff also tries to make regular visits to the meeting places of the groups.

4.2.3.2 Marketing and training

The Marketing Officer who is currently also acting Training Officer, is involved in the marketing of the produce that is made by the income generating groups. In her capacity as Training Officer she identifies the kinds of training needed and required by the field workers and the groups, and arranges for workshops in which training can be conducted. Sometimes these training sessions are facilitated by Ms Chimbadzwa herself, sometimes internal or external resource persons are requested to shed light on certain issues. The subjects of training lately have dealt with marketing and quality control, of the produce made by the groups, with an emphasis on the 'crafts' (basket weaving, pottery etc.), but also for the produce of the market gardens, and the oil pressing projects. This is an important aspect of the 'aid' that ZWB gives its groups since it will open up market, especially for the crafts, outside of the community in which the group is based (for instance for international trade and tourists).

Ms Chimbadzwa perceives the grass roots women and men as her main target group. The way to reach these women and men is through the field workers in the various districts, field trips and training sessions in the field. Every now and again in-service training sessions are held in the ZWB Training Centre in Harare, to which field workers and/or group members are invited.

4.2.3.3 Information

The products/services of the information department are the publications which are used as information exchange tools. The awareness raising workshops, conducted by Ms Furious Chitongo the Programme officer, are also very important services, especially to members of ZWB. Some members are not literate, or don't have time to read. In these workshops misinterpretations of the shared information can also be clarified. The information in the publications is on women's problems, their failures and their successes, and the reasons behind these. The activities of the other departments of the Bureau are highlighted by Information.

The main target groups for the ZWB publications are project members, donors, policy makers, and other networking partners.

4.2.3.4 Training Centre

The Training Centre at the ZWB premisses in Harare is operated fairly independent from the rest of the organization. Actually, the Training Centre is regarded as an income generating project for the Bureau. With the income from the Training Centre ZWB can contribute to some of their other projects which are funded mainly by donors. To generate this income the Training Centre is letting conference rooms, and it has excellent catering facilities. These catering facilities are also used by staff, who can obtain their daily lunch for a small fee.

The Training Centre was foremost established to cater for NGOs that want to have workshops, seminars, conferences or lunch time meetings at a reasonable price. However, so far not only NGOs have used these services, but also government ministries and private sector parties. These target groups are predominantly reached through advertisements in the Bureau's newsletter which is produced by the information department. That same information department also makes sure that advertisements are carried in other media.

Ms Tsungai Mudombiro states that it is very important to provide quality services to show that ZWB's Training Centre can offer the same services as some of the expensive hotels, for a competitive price.

Ms Tsungai Mudombiro furthermore supports the groups assisted by the Bureau that want to go into catering, with technical assistance and her knowledge of the business.

4.3 ZWB SUMMARY

1. Non-governmental organization, working on the (economic) empowerment of women ZWB assists income generating groups with technical and financial support.
2. Founded in 1975, registered in 1978.

Mission Statement:
To improve the socio-economic status of poor grassroots communities by means of providing training, information, financial and material support for sustainable development programmes to women in rural and peri-urban areas.

Vision:
A Zimbabwe in which all women are literate, have sufficient/decent shelter, clothing and nutritious food and their children are free from malnutrition. It is of Zimbabwe where women are well informed and educated about issues affecting them and their communities, are self-reliant, know and exercise their legal rights, are free to choose their leaders in their way and are able to raise their quality of life without relying on outside or donor assistance.

Target Group:
Grassroots communities, with special reference to women.

Programmes:
1. agriculture and nutrition,
2. marketing and training,
3. information,
4. training centra.

Members of Staff:
    35 of which
- 30 support staff (including field workers) and
- 5 programme staff

(Staff is complemented by approximately 30 volunteers)

Registered as a welfare organization
- 1 director,
- general membership is main decision making body.

CHAPTER 5

RESEARCH FINDINGS

In this chapter the research findings will be presented. This includes an analysis of these findings. The findings are based on the answers of the questionnaires, the interviews with members and executive of the organizations, on practical experiences and personal impressions (of the researcher).

5.1 ZIMBABWE WOMEN'S RESOURCE CENTRE AND NETWORK

5.1.1 Mission statement, vision and target group

According to the director all programme officers try to address the mission statement and the vision through the activities in their programmes. However, she feels that there is room for improvement in doing so (answers on questionnaire, January 1997). Most Programme Officers state in the answers on their questionnaire that they are not satisfied with the level of effectiveness of their programme, although they feel that their programme does contribute towards the mission and the vision of the organization. One thing that some of the officers and the director have in common is that they feel that the effects of their efforts are hard to isolate from other social developments and therefore hard to measure. All programme officers indicate that they feel they are adequately addressing the mission and the vision. With respect to reaching the target groups they are less satisfied.

In the mission statement and the vision of the ZWRCN it seems that au women of Zimbabwe are seen as target group. However, the Resource Centre actually works at a different level. Only the Rural Libraries programme and the Linkage Programme (when it becomes operational) make information directly accessible for the women of Zimbabwe. Other than that the ZWRCN is a rather elitist organization. Elitist in the sense that they operate from Harare, that it operates mostly for people

who can read and comprehend English at an academic level. The strategies and activities are aimed at development organizations, development workers, policy makers and researchers. This can only bring a change for the position of women in the long term, and in that sense women are assisted. The difficulty with ZWRCN's vision is what one's full potential is and who is identifying this full potential. Women are not directly assisted or empowered so as to enable them to directly change their situation. The long run may bring changes if and when the strategies to influence at a higher level are kept up. The ZWRCN is, in general, able to produce adequate information for the researchers, policy makers and development agencies. The ZWRCN has an extensive knowledge base which can be used by these groups to get information on what is in turn their target group; the women of Zimbabwe.

The effect of the vision and mission is that outputs and result are hardly measurable. This can leave people who work within the organization unsure of whether the goals are at all attainable. The situation lacks transparency and follow up on the activities undertaken becomes difficult.

In general it can be stated that there is, within the ZWRCN, still some disagreement, ignorance and misunderstanding with regards to the mission, vision and target groups. This is more prevalent among those who joined the organization after the retreat of 1995. This is supported by the findings of the HIVOS evaluation, carried out in 1996 (ZWRCN; HIVOS, 1996, p. 11). This same report recommends that the organization needs to streamline its activities in order to realize the mission/vision.

5.1.2   Organizational structure

With regards to the executive there have been many changes in ZWRCN's short existence. When the ZWRCN was started the founder members already had jobs, some with international agencies, some in the civil service etc. It was felt that the Centre needed a director, recruited from 'outside'. However, did this not work out the way it was expected. Although a director who is not one of the founder members might run the organization rather independently, there can also be clashes with the founder members. With the directors who where recruited for the ZWRCN from 'outside' these clashes took place; about vision, commitment and the future

direction of the organization. Founder members of new organizations usually are visionary, especially those of an idealistic organization like the ZWRCN. They strongly adhere a certain vision, mission and culture. Subsequently there have been a Programme Officer together with the founder members, three directors recruited from outside and the current director (who is a founder member) running the organization. It is now that Ms Ruzvidzo is the director that there seems to be gained some stability. She has put administrative processes in piace. The administrative structure of the organization is now well defined. The appointment of programme coordinators, who are supposed to oversee the programme staff thereby reducing the director's span of control, has not been carned out as of yet. In spite of these ideas the ZWRCN now has a structure which is very well defined and rather 'mainstream' and hierarchical. According to Sara Mvududu[1], who is a Member of the Board and the treasurer, it is one thing to wish to create a participatory, feminist organization. The practical reality of accounting requirements (often very stringent) and of business ethics make it hard to sustain such an organizational structure. Ms Mvududu thinks that organizing in a way that is identifiable for 'outsiders', with a board, a management committee, a director, and staff, is needed since donors expect it. in such an organization it is dear who has final responsibility. Evelyn Zinanga, another Member of the Board and at one time a staff member, says that this is nevertheless a worrisome development[2].

Staff at the ZWRCN are not sure of the role of the Board. They know that the board is the custodian of the mission and the vision, a policy making body, and a 'watch dog'. However, there is a general feeling that members of the Board should be more easily accessible for staff, as think tanks, and to provide feedback.

5.1.3   Organizational culture

The ZWRCN was started as an informal organization. The founder members wanted to create a place where people could walk in, be at ease and gather information on women. As Hope Chigudu (l995, p. 3) states: "The founder members did not want to conform to the old format of running organizations They

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[1] Interview with Sara Mvududu, at the WLSA offices in Harare, 20 November 1996.

[2] Interview with Evelyn Zinanga, at the UNDP offices in Harare, December 1996.

wanted to do things in a feminist way and establish a feminist culture. They wanted
to create new structures, systems and tools of thought to guide this emerging organ-
ization".

Programme staff and administrative support staff are working in almost separate
systems. There are regular staff meetings, which are supposed to add to the unity of
staff at the Centre. There used to be 'informal lunches' on Wednesdays with the
purpose of team building. Since people felt that these lunches became an obligation
instead of an informal gathering they were dismissed.

Programme Staff meetings are also held regularly, the intention is to have them
once a month. The director has tried to delegate the task of chairing these meetings
but staff is reluctant. Sometimes the meetings are very passive, with staff just
receiving comments on their work and on the course of action for the following
period.

Certain forms of hierarchy evolved in the ZWRCN. The founder members are at
the top of these hierarchies. Staff ask the director's consent for most of their work,
and activities, and feel intimidated by the chairperson of the Board. The latter does
absolutely not intentionally create this atmosphere. There is surprisingly little inter-
face between staff and board. The board members are more activist and outspoken
than staff is. This is partly because members of the board have had a lot of
international exposure while staff is young and just starting a professional career.

5.1.4   Organizational tasks

One of the trustees, Ms. Zinanga states that so much energy has gone into creating
the perfect administrative structure, that programmes were 'left behind'. She thinks
the attention should be divided otherwise; 40% of the energy should go to the
administrative structure, 60% to the programmes. There is need for more follow-up
on and evaluation of the programmes. With new programmes the Centre sometimes
seems to have difficulties getting them of the ground, even when there is already
funding available. An example of this is the Linkage Programme. This programme
was funded in 1995, but was not operational yet as of January 1997.

Staff indicates that they feel they are working too much ad-hoc sometimes and can therefore not structurally work on their programme for the long-term. There always seems to pop up some urgent matter. This puts pressure on the young professionals; they feel too busy and are not sure what their jobs actually encompass. This causes uncertainty in responsibilities as well. The job descriptions in the office hand book are not adhered to. Besides responsibility for their own programmy officers also have to act on other programmes as well.

Other ambiguities in tasks are caused by the ambiguity in the choice of target group. Addressing grass roots women requires a different approach than addressing policy makers and such.

5.1.5   Human Resource Management

A problem, also for donors, is that the Resource Centre has had a lot of problems with staffing, on all levels including the executive. It has been relatively hard for the ZWRCN to attract staff and to attain this staff. Most of the Programme Officers who are now in charge of the programmes have been at the Centre since 1995/1996. The Officer at Rural Libraries started also in 1995 at the Centre, as a Gender Trainer and switched to Rural Libraries mid-1996. The Officer for the Linkage Programme (Linking Parliamentarians and Civil Society) started in the first half of 1997.

The idea is to make two programme officers coordinators, while they stay in charge of their own programmes as well. Given the experience at the Resource Centre this might be difficult. As mentioned before, most staff is relatively new at the Centre. Five of the programme officers were recruited in 1995 (ZWRCN; 1996). They are relatively young for the posts they are holding, as was stated by Shereen Essof, programme officer Research and Advocacy, in a meeting on 11 June 1996. The ZWRCN would like to make the programme officers rather autonomous, in the sense that they take care of their programmes and are responsible for most aspects of those programmes. Board Members would like to see staff have a feeling of ownership. Programme officers are hired on the basis of their academic qualifications and on their years of experience. They are expected to be as independent as possible, within the organization, while they make sure that the identity of the organization sticks closely to the mission statement and the vision. One of the

problems of the Resource Centre, as with many NGOs has been getting and keeping the right staff. The quick growth of the ZWRCN is a factor in this, as is the general nature of NGOs.

In 1996 HIVOS[1], as one of ZWRCN's major donors camed out an evaluation, with as period under review the years 1993 - 1995. With regards to staff the evaluation report States that there is "haphazard induction training for new employees" (HIVOS, 1996, p. 22). This applies to both programme staff and administrative staff. New staff become involved in urgent tasks, before it can comprehend the organization, its culture, its structure and the processes. One is expected to take care of the day to day running of things and learn about the organization by functioning within it. This is partly due to the workload of the organization, and the many activities located within the various programmes. The ZWRCN, like most NGOs, is the kind of organization where it is very important that staff feels a commitment to the organization, its mission statement and its vision. That commitment works as a motivator, and a compensator. If the vision and mission are shared realities, they form binding elements.

One of the founder members of the organization, Ms Ruzvidzo is now the director. She is very visionary but sometimes too strict in holding on to the ideas of the founder members. The founder members are also very strongly positioned in the Board of Trustees. Ms Ruzvidzo is a strong manager, and she accurately puts systems in place. Staff perceives her as a strong director. This sometimes causes some difficulties. Staff feel that their papers, and other products, are graded by her (and the other founder members), the director on the other hand would like to see staff take more control over their programs. Nevertheless she fears that the capacity is not present. The old culture of visionary founder members working towards an innovative organization sometimes clashes with the new culture of a staff, who see the organization 'just' as their employer. These clashes are actually taking place; about the vision, about the programmes and about strategic planning. Even within the board there is sometimes tension between founder members and the other

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[1] HIVOS is a Dutch NGO, working for emancipation, democratization and poverty alleviation. It financially supports 550 organizations in 30 countries in Africa, Asia and Latin America.

Board members. Hope Chigudu, founder member and Chairperson of the ZWRCN, really wonders when it is time for founder members to get out, and get on[1].

5.1.6 Environment

It is often said that the ZWRCN is good at fund-raising. The Board Members have mostly worked for donor organizations (international donor NGOs) and therefore know the game. Most donors value the international exposure that Board Members had by working for international organizations and have faith in the goals of the Centre.

Donors feel that the Centre, as a relatively young NGO with founder members who have had a lot of international exposure (working for donors and other 'aid'-institutions) is a safe investment. The ZWRCN is working with up-to-date ideas of development (and financing) trends.

However, donors are getting more stringent about accountability and start demanding more follow-up and evaluation of activities which were funded (for instance voiced by HIVOS in the evaluation).

ZWRCN is, for Zimbabwean standards, an activist organization. The Government of Zimbabwe is sometimes subject to criticism voiced by the ZWRCN. However, there is a workable relationship, which is also reflected by the fact that several government ministries have undergone gender training, and by the amount of civil servants participating in the Training of Trainers -project.

Much of the lobbying and advocacy activities are directed at government, appealing to improve the national policies affecting women.

The relations with other NGOs are sometimes rather ambivalent. NGOs are trained by the gender training department and use the documentation centre. Much of the relations are based on the relations between the directors of the various NGOs. There is a lot of competition with other young NGOs for scarce resources. On

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[1] Hope voiced this several times, during the talks 1 had with her about the ZWRCN and my research, about women and organizations etc.

special lobbying and advocacy issues incidental networks are formed. However, when the immediate pressure of these issues subsides, the cooperation diminishes.

5.2 ZIMBABWE WOMEN'S BUREAU

5.2.1   Mission statement, vision and target group

The vision and mission statement of the Bureau directly concern the women of Zimbabwe. The main target group of the ZWB does indeed consist of women; with special attention to the poor women in rural and peri-urban areas. However, the vision seems to be unachievably. The activities following from it are not realistic, in the sense that the Bureau can on its own not achieve them, and not measure how much of the effort actually contributes to the wishful situation.

Most of the projects at the Bureau evolved over time as the needs of women were identified. Only the Training Centre is not part of the ZWB's core business. It seems out of place if one couples the activities to the mission and vision. However, as the Bureau's own income generating project it seems to do rather well, and provide the Bureau with an advantage.

The other projects at the Bureau suffer from lack of success in the implementation. HIVOS, one of the Bureau's major donors notes in an evaluation report that there is a need to make the ZWB "understand the importance of accepting responsibility for its stated goals" (1996, p. 6). The training of the ZWB does not seem to be regarded as very effective, partly due to unclear morale and rationale behind the training. According to the evaluation there is a proven need for a focused analysis and critique of aims, objectives and goals of the Bureau.

Kellog, another major donor, adds that most projects and groups are too small to be viable (ZWB; Kellog Foundation, Evaluation Report, 1996, p. 12).

5.2.2   Organizational structure

The Bureau has been actively involved in development work since independence. The current director of the ZWB, Ms Lydia Chickwavaire, started at the Bureau as a projects officer. She has been part of the bureau for thirteen years, ten of which as a director. The organization is rather formal and the leadership is traditional and very much absolute. The director strongly influences the decision making body of the ZWB; the National Council. She also has the final responsibility for the day to day running of the organization. The National Executive Council and the field workers are locked up in mutually controlling each other and therefore have problems in guiding the organization

There is doubt of the sustainability of income generating projects and even of the ZWB itself. The new motto of the Bureau seems to be 'hapana man', which is Shona for 'we have no money'. The resources of the Bureau are spread too thinly on the ground. There are too many groups that are assisted, and this causes budgetary problems. At this point in time the Bureau is researching which groups are viable enough to evolve into small businesses. It is felt better, both by donors and by the ZWB, to support fewer groups which have more chances for success.

Due to organizational problems, arising from lack of funding and a shortage of staff, the Bureau can not fulfill all its duties towards the target groups in the field. During the 'report back sessions' with the groups on the Kellog Evaluation[1] it was voiced that there is not enough physical presence of the Bureau's staff and that the methods of the Bureau are not participatory enough.

There are regular meetings between office staff of the ZWB. Office staff and director then discuss the work to be done, and the current situation of the Bureau.

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[1] The report back session with the groups were held at gathering points, mostly in the rural areas where several groups then came together with ZWB's Project Officers to discuss the Kellog Evaluation. This exercise was carried out in October and November of 1996.

5.2.3 Organizational culture

The culture is rather formal. Tea and lunch are being served on set times. People address each other with Mrs So and So, or with the Shona equivalent Mai. The titles of the posts that staff hold are used often and sometimes also in addressing each other, or in referring to one another.

On an informal note the staff at head office drink tea together every morning. This influences team building and communication. However, the organization remains one with a rather formal culture. Members of staff keep rather much to their own programme. The project officers are to a certain extent responsible for contacts with the donors that specifically fund their programme. This does not mean that they are in control of it, final control rests with the director. This is sometimes not very motivating, nor is the fact that in the Bureau there always seems to be a shortage of money and time. This aspect is incorporated in the culture.

5.2.4 Organizational tasks

Some staff have the feeling that it is high time for innovation, as urged by the donors; for new ways of carrying out projects and new ways of assisting groups.

Another aspect of organizational tasks involves who does what. At the ZWB proposals and follow-up are not timely written and carried out. Staff claim that there is no time to do so. However, if another staff member does have the time, it is still not accepted that she (or he) takes over tasks from other officers.

With regards to tasks and responsibilities at the Bureau it is also unclear to what extend officers are responsible for fund-raising and keeping (regular) contact with the donors.

There is a lack of follow up on activities. This makes evaluation of the tasks that were carried out difficult. During field visits and during the in-service training it was also voiced that there is need for more physical presence of the Bureau in the field, and near the groups. However, with the current amount of staff in relation to the number of people involved in groups this is not possible.

5.2.5 Human Resource Management

Part of the staff started at the Bureau as field workers and were promoted over the years. Others were hired on the basis of their qualifications. The director has a different view of the organization and on running the organization than part of staff does. The biggest motivator for most of ZWB's officers is the target group. The officers seem to really care for the people they work with at grass roots level and they do not want to 'desert' them.

Sometimes it seems that members of staff do not have the skills and capacities for the posts they are holding.

5.2.6 Environment

There is need for a clearer fund-raising activities and more open contact with 'the outside world' (donors, groups, and other NGOs). Some of the donor organizations, and certainly HIVOS, Kellog Foundation and Ford Foundation, stress the importance of this. The donor organizations are having problems with the lack of transparency of the ZWB and the disbursement of funds. Members of staff of the ZWB, however, who have been involved in development cooperation for a long time have problems with the increased accountability and responsibility placed within the recipient NGO. However, there seems to be not enough transparency within the organization and this is both a hindrance in the functioning of the organization as a place where people work with pleasure and in the relationship of the organization with its environment, consisting of its target group and donors.

With regards to ZWB's relationship with government it is sometimes jokingly said that the Bureau acts as a parastatal. Although the ZWB is not officially affiliated to the political party, they are very much influenced by party structures and hierarchies. The decision making structures of the groups often run parallel with the decision making structures in the villages and wards. These decision making structures are made up of ZANU-PF officials. The wives of these 'chiefs' often are accredited with a certain position within the ZWB-structure.

During field visits it became apparent that the ZANU-PF local government officials certainly extend their influence to have an effect on the Bureau's activities.

The way ZWB is run, and the 'behavior' of the ZWB as a women's organization is rather traditional which agrees relatively well with the traditional roles of women in society. The activities carried out in the groups also are the traditional activities of women, but then on a larger scale and for the generation of income.

5.3 COMPARISON

This comparison will summarize some differences (and few similarities) between the two Non Governmental Organizations. This comparison is again based on the interviews, questionnaires, practical experience and the background portrayed in Chapter 3.

5.3.1   Mission statement, vision and target group

Although ZWRCN claims that grassroots women are benefitted directly, the reality is that they are not part of the immediate target group. The activities of the ZWRCN are directed towards a target group on a higher level, namely policy makers, researcher, implementers and development practitioners.

This is a long term approach to the ultimate goals. On the contrary the ZWB uses a relatively more short term approach. The Bureau aims almost all activities directly at grass root communities. The ZWB knows very accurately what the needs of the target group are. Over the years the activities have been catered more towards the wants and needs of the target group.

In principle the missions and visions of both organizations show an overlap. However, the mission and vision of the ZWRCN cover the activities more accurately. There is a dear connection from mission via vision to programmes (activities and strategies). The mission and vision of the ZWB seem to have been added upon during the expansion of the activities and strategies. The mission and vision have become to elaborate and complicated.

ZWRCN activities (strategies and programmes) are decided top-down. At the activities (and programmes) are decided upon bottom-up. The strategies are decided top-down.

5.3.2   Organizational structure

This comparison of the organizational structures is based upon the organizational charts (see Appendices).

The chart (and reality) of the ZWRCN gives a top-down approach. The trustees, which eventually even encompass the director-though she is an ex officio member, are really the ones who identify and explore activities/programmes. Within the board the most visionary trustees are the founder members. There are sometimes disagreements on policy making and direction of ZWRCN. The founder members are afraid to hand over the organization to less visionary and committed people. However, on the other hand they feel that there is a time that the new influences get 50 strong that the founder members have to get out. Nevertheless they do not feel ready to do so at this point in time.

In the structure of the ZWRCN the target group is in no way reflected.

The director's interface with the officers is through the coordinators (although as of yet the reality is not like this; there are no coordinators).

Since the National Council and the National Executive Council of the ZWB, which are placed above the director in the organizational chart, are elected from the general membership (on the bottom of the chart) one can see this as a bottom-up approach. The director is a liaison between the needs/wants of the target group and the staff who create and sustain the activities/programmes. The director's interface is directly with officers.

The ZWB includes the target group in the structure, as pictured in the chart. This (at least in theory) would implicate a participatory structure.

The above implicates that the ZWRCN has shorter lines of command, and less complex consultation structures. This would comply with their objectives of being a feminist organization.

According to the chart the director's span of control is reduced which should leave her time to work in external contacts/networks and to invest in the organizational objectives of (staff) empowerment and in leadership. The structure is rather flat but in practice not as democratic as it could (and should) be. This is contrary to the earlier objectives of creating a feminist organization where their would be no traditional hierarchy.

The lines of command at the ZWB are long and therefore time-consuming, as are their consultation procedures.

The directors span of control is large, and so is the span of control for the field workers. Both organization incorporate staff functions in 'the line'.

5.3.3   Organizational culture

This part draws on personal experiences and impressions, gathered during the internships.

The ZWRCN is in practice rather formal but it is still more progressive and 'loose' than the ZWB. In relations with the environment the formality of the ZWRCN shows more than internally. The ZWB is in relation to the target group less formal than in the relations at the office. In general the ZWB can be perceived as a traditional formal organization, reflecting social hierarchies.

The ZWRCN does not incorporate these social hierarchies in its organizational culture. Although the Centre wanted to be really informal, and it was in the beginning, it did not succeed in sustaining that objective during the rapid growth of the organization. Also there is some reflection of position in the programme staff and admin staff relate.

5.3.4 Organizational tasks

Both organizations are sometimes unclear in what their tasks are, and what the tasks and responsibilities of staff are. At the ZWB people stick more to the job description. ZWRCN is in that light more flexible and more ad hoc.

Another difference is that ZWRCN is in most departments constantly addressing current and contemporary issues, while the ZWB is more constant in the issues it addresses.

The main similarity is that they both address the position and condition of women, and both organizations work towards improving these. Empowerment for women is the underlying rationale for both approaches.

5.3.5 Human Resource Management

The impression is that the ZWRCN is overstaffed. This complies with the figure of Blunt and Jones (1992) as portrayed in Chapter 3. That there are no coordinators yet also complies with that figure in which it is pictured that middle management is understaffed. The programme officers at the ZWRCN are highly educated, young professionals. Their capacities are underutilized (or not effectively utilized). Staff do not have a commitment to the target group, and not all do have a prior commitment to gender and the empowerment of women. The mission and the vision are not seen as a common motivator.

The ZWB is understaffed at most levels. The operational level has a low productivity and receives low pay. At the ZWB there is lack of skills and there are disparities among staff in qualifications and capacities. The commitment to the target group is very strong. The idea of directly influencing the quality of life for the target group serves as a motivator for most of the staff.

A difference between the directors of both organizations is that the director of the ZWRCN is a founder member, with professional experience gained before starting the ZWRCN. The director of the ZWB has a professional career within the Bureau, from working as an officer to being elected director.

They are both strong directors, who can really (verbally) express their (organization's) objectives.

5.3.6   Environment

The ZWRCN has a strong relation with donors, and is very good at fund-raising. There is adequate capacity to communicate both in writing, and in personal communication with the (international) donors. In the community (especially at grass roots level) the ZWRCN is not very well known.

For the donors however, this is an organization which is in tune with the current trend and school of thought on development and financing of development projects.

The ZWB has a very shaky relationship with its donors. Donors are not satisfied with the activities of the ZWB, with their accountability. There is a lot of doubt regarding the sustainability and the future of the ZWB. The activities of the Bureau are no longer priorities in the financing trends. However, for the moment some donors honor the longstanding relationships with the Bureau.

The image of the Bureau at grassroots level is very strong. Whenever you travel the rural areas of Zimbabwe, you will find that the Bureau is known almost everywhere.

The relationship with government of the ZWRCN is reasonable. The knowledge-based organization used the term information is power, and that is also how it is perceived by government.

The relationship of ZWB with government is stronger. The ZWB has a tremendous rural base, and can thus influence a lot of political sentiment. This is interesting for the powers that be.

All the previous chapters will now lead us back to the questions that where asked in Chapter 2, and the objective stated there. The next chapter, Chapter 6, Conclusions and Recommendations, will give answers to the questions, conclusions and recommendations.

CHAPTER 6

CONCLUSIONS AND RECOMMENDATIONS

First, to summarize the main research findings once more, the strengths opportunities, weaknesses and threats (SWOT) of the organizations will be given. I will start by giving the SWOT for the ZWRCN and answering the main question for the ZWRCN, as defined in Chapter 2. After that the same process will be followed for the ZWB.

Finally, conclusions and recommendations in light of the overall objective of the project, also defined in Chapter 2, will be given.

6.1 ZIMBABWE WOMEN'S RESOURCE CENTRE AND NETWORK

The main question that the ZWRCN is facing was defined in Chapter 2 as:

> *How can the ZWRCN attract and keep a motivated and committed staff?*

In this section of the thesis conclusions regarding the ZWRCN and recommendations for the organization will be given in light of that question.

6.1.1 Conclusions strengths

The overwhelming strength of the ZWRCN lies in its fund-raising capacity. That capacity is stimulated by the innovativeness and awareness on current financing trends in development with respect to third world NGOs. The ZWRCN is a visionary organization with understanding of donor policies and -priorities. The

organization was founded while the current ideas regarding development (and women and development) just emerged. The organization is, with that respect, doing the right things at the right time.

6.1.1.1 Weaknesses

There is no direct link with the target group, and for most of the programmes the ultimate target group is not concrete. Officers are not satisfied with the effectiveness of their programmes. This is partly caused by the fact that their responsibilities and tasks are not dear, and partly by lack of conviction and commitment with respect to the mission statement and vision. Another problem is that the results of most of the programmes should be long term attitude changes, which are not measurable.

6.1.1.2 Opportunities

The main opportunities of the ZWRCN are linked with its strengths. The organization is held highly in the international (donor) community. Because of this the organization is very well informed on policies and ideas that prevail with regards to development. Trends in financing and project/programme priorities can therefore be anticipated. Another opportunity is the flexibility of the organization, in that it does not have to answer to a directly served target group. In fact the ZWRCN can provide services and information in relation to contemporary issues.

6.1.1.3 Threats

One of the threats for the ZWRCN is the lack of continuity, due to staff-turnover (on all levels). Because of this the organization needs to constantly re-enforce relations with the environment through new members of staff. This has a negative impact on the way the organization is perceived (the credibility) by both donors and target groups.

Another threat is the fact that the direction of the organization lacks clarity. On the one hand it is trying to establish immediate links with the grass roots, on the other hand it is getting more and more involved in advocacy and lobbying. This may diminish the image of a professional, focused organization.

Last but not least, as for all NGOs, the donor dependency is a threat. Donors are not going too be around forever, especially now support for development is getting less in the developed countries.

The major weaknesses of the ZWRCN do indeed come from the problems with staffing. Staff are not committed, they feel not rewarded in their efforts, and not empowered by the leadership of the organization. Staff can not be committed to a mission statement, a vision and a target group which they have no feeling for. This lack of feeling comes from a haphazard induction on the organization at the moment of joining. There is also no consensus and not enough feeling of ownership over the mission etc. since it is felt that the board (and especially the founder members) decides on strategic matters. This lack of ownership also increases the need for external reward, encouragement and empowerment. The current leadership (director and board) is not providing this.

6.1.2 Recommendations

To attract and keep a motivated and committed staff and therewith improve on the current situation I would suggest the following recommendations:

1. Provide gender training and in depth induction on the mission, vision and the physical organization for all new staff members. This will create understanding, conviction and dedication.
2. Create a regular opportunity for interface between board and staff with room for discussion, and a joined effort to identify strategies and measurable goals, and to evaluate progress.
3. Founder members should step back from the day to day running of the organization and use their energy for networking with other NGOs, but more importantly for transferring their energy, motivation, dedication and hands-on experience to young professionals within the ZWRCN. This will also contribute to empowerment of staff.

6.2 ZIMBABWE WOMEN'S BUREAU

The main question that the ZWB is facing is, as defined in Chapter 2:

> *How can the ZWB align its mission statement, its vision and activities*
> *in order to function effectively for both donors and target group?*

6.2.1   Conclusions strengths

The major strength of the Zimbabwe Women's Bureau is the knowledge of, and the familiarity with the target group. This is enhanced by the visibility of the ZWB in grassroots communities and the positive image that participating groups and communities have of the Bureau.

Another strength is the access, through existing power structures and otherwise, that the Bureau has to grass roots communities. This is enhanced by age of the organization.

6.2.1.1 Weaknesses

The main weakness is found in the available skills, or lack thereof, and capacities. The Bureau is understaffed and not all staff has the necessary qualifications to carry such large projects.

Anotherweakness is the geographical spread of the groups. There are too many and they are too far apart. This implicates that resources are also spread too thinly.

6.2.1.2 Opportunities

The opportunities for the Bureau are created by their direct link to the 'poorest of the poor'. Many (donor) NGOs see the 'poorest of the poor' as their ultimate target

group but have no structures to reach them. The Bureau has these structures, and when working more effectively, will continue to be used as an intermediary.

6.2.1.3 Threats

The major threat at this point is that donors cut funding and move away from ZWB. This is caused by lack of transparency, lack of capability to effectively communicate, report and structure the activities, and the need for ZWB's programmes.

Another threat is caused by a gap between field staff and head office. Field workers are not satisfied by the current affairs. If and when field workers decide to leave, the structure of ZWB will immediately crumble.

Last but not least, the ZWB also is threatened by the same fact as ZWRCN, there simply is an end to donor funding in general.

There is a gap between field staff and office staff. Office staff does not have the capacity, nor the resources to bridge this gap. Combined with the fact that both mission and vision are outdated mainly by the actual activities, this inhibits effective delivery and communication on grass roots level. Also communication of the strategic importance and the direction of ZWB to donors, and the accountability are defected by this. Effective functioning for both, target group and donor is also diminished by the enormous amount of participants and supported groups.

6.2.2 Recommendations

To work more effectively it is indeed necessary to align mission statement, vision and activities.

In order to do so the following recommendations are suggested:
1. Identify core competencies in a strategic meeting with representatives of the membership, all the donors who are funding the bureau and ZWB staff. The identified core competencies can guide the redefinition of mission statement and vision. A fit between actual situation and the 'formal situa-

tion' will be the result. This process will also involve cut-back in numbers of assisted areas and groups.

2. Create a report-, evaluation and consultation structure from target group via ZWB to donors, and vice versa, for continuous monitoring of projects and programmes. Staff need training on effective reporting to accomplish this. Once staff is versed and experienced in consultation and reporting they can transfer this knowledge to the membership. It is very important that the membership is, from the onset, made aware of the need to actually use this structure.

3. Set up dear accountability structures. Groups should be held accountable for the assistance they receive. The Bureau has to acknowledge responsibilities and accountability to donors. This implicates that the Bureau has to submit realistic fund-raising proposals with attainable, time bound, measurable goals and that it adheres to these proposals.

6.3 PROJECT CONCLUSIONS

The objective of this project is, as defined in Chapter 2:

> *The objective of this project is to give the two NGOs that are involved insight and handles on creating an organizational structure and culture fit for their environment and for their organizational tasks, which will lead to greater effectiveness.*

The conclusions and recommendations in the two sections above are in a way interchangeable. The current volatile environment (as also portrayed in Chapter 3) of NGOs requires an approach of participation and empowerment both within the organization as well as towards the target group. The culture within the organization often is formal partly because of the similarity that creates with the donor organizations, and partly because it is very similar to Zimbabwe's national culture, in which strong social relations and leadership ideology prevail and set the tone for hierarchies.

In Zimbabwe the empowerment of women is still not a widely accepted issue. Organizations working towards that goal should cooperate instead of compete with each other and duplicate efforts.

No matter what the current situation of both NGOs is they always run the risk of losing funding. Resources are getting scarcer and donors have more organizations, projects and programmes to fund than ever before.

NGOs do live up to expectations with regards to their strengths of reaching the target groups of donors and as vehicles for development. This however, implies that they need to be aware of changing priorities in development. It also implicate that they have to take their responsibilities towards donors and towards target group equally seriously.

In this respect the ZWRCN and the ZWB are on different side of a continuum. The ZWRCN is very good at fund-raising (getting money) and not very strong in reaching a specific (ultimate) target group. The ZWB has very fundamental problems with fund raising, but is very strong in reaching the target group.

Figure 6.1   Continuum between donors and target groups
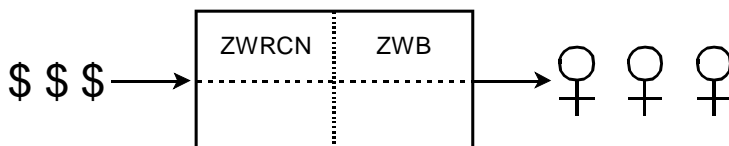
To secure their future to a certain extend the two women's NGOs should create a fit between the needs/wants of the target group and the interests of donors. In order to do so they will have to cooperate and both move more towards the middle of the continuum. The ZWRCN has to move in the direction of the target group to fulfill long term obligations. The ZWB should move in the direction of the dollars.

6.4 OVERALL RECOMMENDATIONS

To realize the move on the continuum both organizations should tap into their experiences and each other's. The suggested recommendations are:

1. Both organizations should identify and select the care competencies that they want to sustain
2. Both organizations have to spend time and energy on Human Resource Management; as a way to save human capital. Maintaining human capital is expensive, but replacing it will eventually cost the organization much more.
3. ZWRCN should use the structures of ZWB to reach grass roots women (if they decide that they still want to do so). ZWB should use ZWRCN as a knowledge base regarding trends in the financing of NGOs and the priorities in development policies.

Visions must be shared. They are burdensome to the individual heart. That is probably why the people who experience vision start shouting for everyone to hear. Visions need company at the moment of seeing them and later on.

Chenjerai Hove

in:

GUARDIANS OF THE SOIL;

Meeting Zimbabwe's Elders

(Hove & Trojanow, 1996, p. 21)

APPENDICES

APPENDIX I

QUESTIONNAIRES

A1.1 QUESTIONS

1. What do you regard as your programmes products and/or services?

2. For whom are these products/services meant (target groups)?

3. How do you reach those target groups?

4. Do you think there is a possibility to identify other target groups for your programme?

5. Why should people request the provided products/services from ZWRCN?

6. What is the relationship of your programme with other programmes within the ZWRCN? Do you think the various programmes strengthen each other?

7. What do you know about the other programmes in the organization?

8. Does your programme address ZWRCN's vision and mission? How do you try to incorporate these?

9. Could you estimate the cost of various activities within your programme? Do you find that important?

10. Are the effects of the programme on the position of women in Zimbabwe measurable? How?

11. Are you satisfied with the level of effectiveness of your programme?

Any suggestions????????

APPENDIX II

QUESTIONS OF INTERVIEWS WITH DIRECTORS

A2.1 QUESTIONS TO THE DIRECTOR OF THE ZIMBABWE WOMEN'S RESOURCE CENTRE AND NETWORK

1. How long have you been the director for the ZWRCN?

2. Can you share some of your experiences?

3. Can you tell me something about the history of the Resource Centre?

4. ZWRCN is a women's NGO; what is the employment policy?

5. Can you say something about ZWRCM's vision and mission?

6. What are your dreams for the future of the organization and for the future of the women in Zimbabwe?

7. Can you tell me a bit more about the structure of this organization, and your experience with it (decision making etc.)?

8. What are the ideas of the ZWRCN with regards to the Zimbabwe Women's Federation?

9. Right now there is a time of changing roles for NGOs and changing attitudes of donors. What are important factors of this, considering fund-raising, accountability, demands on and for organizational structure etc.?

10. What is the influence of the recently (1996) amended PVO-act on the organization?

11. How do you think the programmes will evolve, mature and stabilize?

12. Who in the organization is responsible for donor-/fund-raising proposals? What are the specific requirements?

13. Are there specific accounting requirements from donors? What about the accountability of the various programmes?

14. Do you think donor dependency influences the organizational structure and culture? How?

15. What would you give as the definition of a feminist organization?

A2.2 QUESTIONS TO THE DIRECTOR OF THE ZIMBABWE WOMEN'S BUREAU

1. How long have you been the director for the ZWB?

2. Can you share some of your experiences?

3. Can you tell me something about the history of ZWB?

4. It is said that ZWB is a women's NGO. What is the employment policy?

5. Can you say something about ZWB's vision and mission?

6. What are your dreams for the future of the organization and for the future of Zimbabwean women?

7. Can you say something about the structure of this community-based organization?

8. What are the ideas of ZWB with regards to the Zimbabwe Women's Federation?

9. Right now we are in time of changing roles for NGOs and changing attitudes of donors. What are the important factors of this; considering fund-raising etc.?

10. What is the influence of the recently (1996) amended PVO-act?

11. How do you intend to stabilize the 'phasing system'? How will it become more strict, how will you identify people and groups to get involved with?

12. Who in the organization is responsible for donor-/fund-raising proposals? Are there specific requirements?

13. Are there specific accounting requirements from donors? What about the accountability of the various groups?

APPENDIX III

PRIVATE VOLUNTARY ORGANIZATIONS ACT 1996

(Original document)

ZIMBABWE

Private Voluntary Organizations

Act

Chapter 17:05

Revised Edition
1996

CHAPTER 17:05

PRIVATE VOLUNTARY ORGANIZATIONS ACT

Acts 63/1966, 6/1976, 30/1981, 6/1995; R.G.N. 217/1970.

ARRANGEMENT OF SECTIONS

PART I

PRELIMINARY

PART II

PRIVATE VOLUNTARY ORGANIZATIONS BOARD AND REGISTRAR OF PRIVATE VOLUNTARY ORGANIZATIONS

PART III

REGISTRATION AND EXEMPTION OF PRIVATE VOLUNTARY ORGANIZATIONS

PART IV

ADMINISTRATION OF PRIVATE VOLUNTARY ORGANIZATIONS

PART V

MISCELLANEOUS

AN ACT to provide for the registration of private voluntary organizations, for the control of the collection of contributions for the objects of such organizations and of certain institutions, and for matters incidental thereto.

[Date of commencement: 1st September, 1967.]

PART I

PRELIMINARY

1   Short title

This Act may be cited as the Private Voluntary Organizations Act [*Chapter 17:05*].

2   Interpretation

(1) In this Act—

"**Board**" means the Private Voluntary Organizations Board established by section *three*;

"**contributions**" means movable or immovable property, including money or anything that can be exchanged for or converted into money—

(a)   which is not transferred in fulfilment of a legally enforceable obligation; and

(b)   the mere transfer of which does not confer the right to claim any consideration except any consideration in relation to any competition, contest, game, scheme, arrangement or system in connection with which any prize may be won;

"**contributor**", in relation to the collection of contributions, means any person from whom contributions are collected;

"**local authority**" includes such authority as may be prescribed;

"**Minister**" means the Minister of Public Service, Labour and Social Welfare or any other Minister to whom the President may, from time to time, assign the administration of this Act;

"**private voluntary organization**" means any body or association of persons, corporate or unincorporate, or any institution, the objects of which include or are one or more of the following—

(*a*)   the provision of all or any of the material, mental, physical or social needs of persons or families;

(*b*)   the rendering of charity to persons or families in distress;

(*c*)   the prevention of social distress or destitution of persons or families;

(*d*)   the provision of assistance in, or promotion of, activities aimed at uplifting the standard of living of persons or families;

(*e*)   the provision of funds for legal aid;

(*f*)   the prevention of cruelty to, or the promotion of the welfare of, animals;

(*g*)   such other objects as may be prescribed;

(*h*)   the collection of contributions for any of the foregoing;

but does not include—

(i)   any institution or service maintained and controlled by the State or a local authority; or

(ii)   any religious body in respect of activities confined to religious work; or

(iii)   any trust established directly by any enactment or registered with the High Court; or

(iv)   any educational trust approved by the Minister; or

(v)   any body or association of persons, corporate or unincorporate, the benefits from which are exclusively for its own members; or

(vi)   any health institution registered under the Medical, Dental and Allied Professions Act [*Chapter 27:08*], in respect of activities for which it is required to be registered under that Act; or

(vii)   any body or association in respect of activities carried on for the benefit of a hospital or nursing home which is approved by the Minister; or

(viii)   any political organization in respect of work confined to political activities; or

(ix)   the Zimbabwe Red Cross Society established by the Zimbabwe Red Cross Society Act [*Chapter 17:08*]; or

(x)   such other bodies, associations or institutions as may be prescribed;

"**register**" means register under section *nine*;

"**Registrar**" means the Registrar of Private Voluntary Organizations referred to in section *five*;

"**secretary**", in relation to a private voluntary organization, means the person for the time being responsible for the affairs of such organization.

(2) Notwithstanding subsection (1), where contributions are collected from the public in respect of a body or association referred to in subparagraph (v) or (vii), whether or not such body or association is formed under any enactment, the provisions of this Act, in so far as they are not inconsistent with any other enactment applicable to such body or association, shall apply accordingly.

PART II

PRIVATE VOLUNTARY ORGANIZATIONS BOARD AND REGISTRAR OF PRIVATE VOLUNTARY ORGANIZATIONS

3   Private Voluntary Organizations Board

(1) There is hereby established a board to be known as the Private Voluntary Organizations Board which shall exercise the functions conferred upon it by this Act.

(2) Subject to this section, the Board shall consist of—

(*a*)   five representatives from private voluntary organizations or organizations which the Minister considers are representative of private voluntary organizations; and

(*b*)   one representative from such private voluntary organization, association, institution or other organization as the Minister may determine, from each of the provinces into which Zimbabwe is for the time being divided; and

(*c*)   one representative from each of the following Ministries—

(i)   the Ministry for which the Minister is responsible;

(ii)   the Ministry responsible for health and child welfare;

(iii)   the Ministry responsible for justice;

(iv)   the Ministry responsible for finance;

(v)   the Ministry responsible for co-operatives; and

(vi)   the Ministry responsible for foreign affairs;

(*d*)   the Registrar, *ex officio*.

(3) Members of the Board referred to in paragraphs (*a*), (*b*) and (*c*) of subsection (2) shall be appointed by the Minister from among persons nominated for that purpose by the appropriate association, organization, institution or Ministry.

(4) Before making an appointment in terms of subsection (3), the Minister shall call upon the association, organization, institution or Ministry concerned to nominate such number of persons as the Minister may specify who, in its opinion, are suitable and available for appointment as members of the Board:

Provided that the Minister may—

(i)   appoint a person to be a member of the Board who has not been so nominated and may decline to appoint any person so nominated;

(ii)   where he has called for nominations in terms of this subsection in respect of any appointment to the Board and no nominations have been made in respect of such appointment within such period as he may determine when calling for such nominations, appoint any person to be a member of the Board whether or not, in his opinion, the person so appointed is able to represent the views of the body whose nominations were called for.

(5) Members of the Board shall be appointed by the Minister for such period, not exceeding three years, as he may specify on their appointment.

(6) The Minister shall designate one of the members to be the chairman of the Board.

(7) A member of the Board who is not in the full-time employment of the State, a statutory body or a local authority shall be paid, out of moneys appropriated for that purpose by Parliament, such remuneration and allowances as may be prescribed.

(8) The meetings and proceedings of the Board shall be as may be prescribed.

4 Functions of the Board

The functions of the Board shall be—

(a) subject to this Act, to consider and determine every application for registration and every proposed cancellation or amendment of a certificate of registration;

(b) to hear representations by any association, organization or institution claiming entitlement to be registered as a private voluntary organization;

(c) to advise the Minister and registered private voluntary organizations in respect of any matter arising out of the administration or operation of this Act or any other matter referred to it by the Minister or the Registrar,

(d) to promote and encourage the co-ordination of the activities of registered private voluntary organizations having similar or related objects; and

(e) to submit to the Minister an annual report concerning the administration and operation of this Act.

5 Registrar of Private Voluntary Organizations

(1) There shall be a Registrar of Private Voluntary Organizations who shall be the person for the time being holding the office of Director of Social Welfare, whose office shall be a public office and form part of the Public Service.

(2) Subject to this Act, the Registrar shall maintain at his office a Register of Private Voluntary Organizations in which he shall enter all such particulars in relation to the registration of private voluntary organizations and their constitutions as he is required to enter by or in terms of this Act or any decision or order of a court.

(3) The Register shall be open to inspection during office hours by any member of the public on payment of the prescribed fee, if any.

PART III

REGISTRATION AND EXEMPTION OF PRIVATE VOLUNTARY ORGANIZATIONS

6 Private voluntary organizations to be registered

(1) No private voluntary organization shall—

(a) commence or continue to carry on its activities; or

(b) seek financial assistance from any source;

unless it has been registered in respect of the particular object or objects in furtherance of which it is being conducted.

(2) No person shall collect contributions from the public except in terms of this Act.

(3) Any person who in any manner takes part in the management or control of a private voluntary organization, knowing that such organization is contravening subsection (1), shall be guilty of an offence.

(4) No unregistered private voluntary organization shall be entitled to receive a grant from the State.

7 Partial exemptions of private voluntary organizations

(1) The Registrar may, on the application of any registered private voluntary organization made in the prescribed manner, and after consultation with the Board, grant to that organization a certificate exempting it for a stated period and subject to the prescribed conditions, from the operation of any of the provisions of this Act other than section *six*.

(2) Subject to subsection (3), the Registrar may at any time, after consultation with the Board, cancel or amend any certificate of exemption granted under subsection (1).

(3) Subsections (3) and (4) of section *ten* shall apply, *mutatis mutandis*, in relation to the cancellation or amendment of any certificate of exemption granted under subsection (1) as if it were a certificate of registration.

8 Temporary authority to collect contributions

(1) Notwithstanding any provision of this Act to the contrary, the Registrar may, after consultation with the chairman of the Board, grant to—

(a) any person or group of persons: or

(b) any private voluntary organization which is not registered:

written authority to collect contributions for any object referred to in paragraphs (a) to (g) of the definition of "private voluntary organization" in section *two*, if the Registrar is satisfied that the circumstances giving rise to the proposed collection of contributions are such that the delay which is likely to occur in the registration of a private voluntary organization for the purpose of making such collection will probably prejudice the objects for which such contributions are to be collected.

(2) An authority under subsection (1) shall be granted—

(a) for a period which shall be stated in the authority but which shall not exceed ninety days:

Provided that the period stated in the authority may be extended for a further period not exceeding ninety days; and

(b) subject to such of the prescribed conditions as the Registrar may impose.

9 Registration

(1) The secretary of any private voluntary organization which is required to be registered shall lodge with the Registrar in the prescribed manner an application for such registration together with the constitution of the organization.

(2) A private voluntary organization which lodges an application in terms of subsection (1) shall at its own expense publish in a newspaper circulating in the area concerned a notice containing the prescribed information and shall submit proof to the Registrar that such notice has been published.

(3) Any person may within the prescribed period lodge with the Registrar an objection to the grant of the application setting out the grounds on which such objection is made; and the Registrar shall submit any such objection to the Board for consideration.

(4) The Registrar may require any private voluntary organization which has applied for registration to supply any further information in connexion with its application which he may deem necessary.

(5) Where the Registrar is satisfied that the requirements referred to in subsections (1), (2), (3) and (4) have been complied with, he shall submit the application, together with the constitution of the organization, any objection to the grant of the application and any further information supplied in connection with the application to the Board and the Board may—

(a) after considering the application, grant it and direct the Registrar to issue to the organization concerned a certificate of registration subject to such conditions as the Board may impose; or

(b) reject the application if it appears to the Board that—

(ii) the organization is not *bona fide* operating in furtherance of the objects mentioned in its application for registration; or

(ii) the organization does not, in respect of its constitution or management, comply with the provisions of this Act.

(6) Where the Board rejects an application for registration wholly or in part, the Registrar shall notify the applicant organization of the rejection, and inform it of the grounds upon which the rejection was based.

(7) The registration of an organization under this section and the objects in respect of which it has been registered shall be published by the Registrar in the *Gazette.*

(8) Where a registered private voluntary organization wishes to change its name or add to or alter any of the objects in respect of which it is registered, the secretary thereof shall apply to the Registrar for the certificate of registration thereof to be amended accordingly; and the provisions of this section shall apply, *mutatis mutandis,* as if such application were an application for registration.

10 Cancellation or amendment of certificate

(1) The Board may at any time cancel any certificate of registration—
(a) on any ground, other than a ground referred to in subparagraph (v) or (vi) of paragraph (b) of subsection (5) of section *nine* upon which he could have rejected an application for registration by the organization concerned; or
(b) if any remuneration or reward, which in his opinion is excessive in relation to the total value of the contributions received by the organization concerned, has been retained or received by any person other than a person for whose benefit the contributions were intended; or
(c) if the organization has failed to comply with any condition of its registration; or
(d) if the organization has ceased to function as a private voluntary organization; or
(e) if he considers that the objects in respect of which the organization was registered are merely ancillary or incidental to the other objects of the organization or
(f) if the organization, unless a certificate of exemption has been granted to it under section *seven*—
   (i) has failed to submit any report or return in accordance with section *fifteen*; and
   (ii) thereafter, having been requested by the Registrar to rectify such default, has failed to do so within three months after receipt of such request.

(2) The Board may at any time direct the Registrar to amend a certificate of registration—
(a) for the purpose of correcting any error therein or by varying the conditions attaching thereto; or
(b) by the deletion therefrom of any of the objects in respect of which the organization in question was registered, if in the opinion of the Board the organization is no longer *bona fide* operating in furtherance of such objects.

(3) Before cancelling or amending a certificate of registration in terms of subsection (1) or (2) the Registrar shall cause written notice of his intention to do so to be given to the secretary of the organization concerned, and shall afford him a reasonable opportunity of showing cause why the certificate should not be so cancelled or amended.

(4) If the secretary of a private voluntary organization receives a written request from the Registrar to lodge with him for the purposes of cancellation or amendment any certificate of registration granted to such organization and, without reasonable excuse, fails to comply therewith within ninety days of the receipt of such request, he shall be guilty of an offence.

(5) The cancellation of a certificate of registration under this section or the deletion therefrom of any of the objects in respect of which the organization in question was registered, shall be published by the Registrar in the *Gazette* and shall take effect as from the date mentioned in such publication, whether or not the certificate has been lodged with the Registrar in compliance with a request made under subsection (4).

11 Private voluntary organizations not to carry on activities except under registered name

(1) No registered private voluntary organization shall—
(a) carry on its activities; or
(b) seek financial assistance from any source; or
(c) collect contributions from the public: under a name other than the name under which it is registered.

(2) Any person who in any manner takes part in the management or control of a registered private voluntary organization, knowing that such organization is contravening the provisions of subsection (1), shall be guilty of an offence.

12 Surrender of registration certificate

The secretary of a registered private voluntary organization may surrender to the Registrar the certificate of registration thereof, and the Registrar may thereupon accept the surrender subject to such of the prescribed conditions as the Registrar may impose.

13 Restoration of cancelled or surrendered certificate

Upon the application of the secretary of a private voluntary organization the certificate of registration whereof has been cancelled or surrendered, the Registrar may grant to the organization a fresh certificate of registration and section *nine* shall apply, *mutatis mutandis,* in connection with an application for, and the granting of, a certificate of registration under this section.

14 Appeals

(1) Any private voluntary organization which is aggrieved by any decision of the Board relating to the rejection, either wholly or in part, of an application for registration or exemption or to the cancellation, amendment, surrender or restoration of a certificate of registration or exemption, may appeal against that decision to the Minister.

(2) The Minister may confirm the decision of the Board or, subject to this Act, give such other decision as in his opinion the Board ought to have given, and may instruct the Board to do everything necessary to give effect to his decision.

PART IV

ADMINISTRATION OF PRIVATE VOLUNTARY ORGANIZATIONS

15 Books, accounts, records, etc.

The secretary of every registered private voluntary organization shall be responsible for ensuring that books, accounts and records are kept to the satisfaction of the Registrar and shall within the prescribed period render to

the Registrar the prescribed reports and returns and such additional information as may be required by the Registrar.

16 Registered address

(1) Every registered private voluntary organization shall have a registered address in Zimbabwe.

(2) Notice of any change of the registered address shall be given within twenty-one days thereof to the Registrar.

17 Branch committees

(1) Every registered private voluntary organization which conducts its operations wholly or partly through branches established and functioning under the control and direction thereof shall constitute a committee for every such branch and the said organization shall grant to every such branch a letter of delegation in the prescribed form and subject to the prescribed conditions.

(2) Upon the cancellation or surrender of a certificate of registration issued to a private voluntary organization, any delegation granted thereby to any branch thereof shall automatically lapse.

18 Branches not controlled by private voluntary organization

The Registrar, after consultation with the Board, may determine that any branch of a private voluntary organization which is not subject to the control and direction of that organization shall, for the purposes of this Act, be deemed to be an independent and separate private voluntary organization.

19 Audit of accounts

The secretary of every private voluntary organization shall, within three months after the end of each financial year of that organization, cause an account of its expenditure and revenue for that financial year to be audited by an auditor registered as a public auditor in terms of the Public Accountants and Auditors Act [*Chapter 27:12*]:

Provided that if the Board is satisfied that the financial position of a private voluntary organization is such that the employment of such an auditor is not justified he may, subject to such conditions as he may determine, authorize the appointment of some other person to audit the accounts.

20 Inspections and examination of accounts

(1) The Minister may appoint any officer in the Public Service (hereinafter called an "inspecting officer")—

(a) to inspect any aspect of the affairs or activities of any private voluntary organization and to examine all documents relating thereto;

(b) to examine the books, accounts and other documents relating to the financial affairs of any private voluntary organization;

and to report thereon to the Registrar.

(2) For the purpose of any inspection or examination in terms of subsection (1), an inspecting officer may—

(a) by notice under his hand, delivered to the person concerned personally or sent to him by post, require any person to produce to him any book or other document which has any bearing on the subject of the inspection, examination or audit; and

(b) retain for a reasonable period any book or document produced to him by virtue of a notice under this subsection or voluntarily by any person.

(3) Any person who, having received notice under subsection (2), without lawful excuse fails to produce any book or document referred to in subsection (2) which he may be able to produce, shall be guilty of an offence:

Provided that in connection with the production of any such book or document, the law relating to privilege, as applicable to a witness subpoenaed to produce any book or document before a court of law, shall apply.

(4) Any person who—

(a) wilfully hinders or obstructs an inspecting officer in the exercise of his functions; or

(b) falsely holds himself out to be an inspecting officer; shall be guilty of an offence.

PART V

MISCELLANEOUS

21 Suspension of executive committee

(1) If it appears to the Minister on information supplied to him in respect of any registered private voluntary organization that—

(a) the organization has ceased to operate in furtherance of the objects specified in its constitution; or

(b) the maladministration of the organization is adversely affecting the activities of the organization; or

(c) the organization is involved in any illegal activities; or

(d) it is necessary or desirable to do so in the public interest;

the Minister may, by notice in the *Gazette*—

(i) suspend all or any of the members of the executive committee of a registered private voluntary organization from exercising all or any of their functions in running the affairs of the organization;

(ii) amend or revoke any suspension effected in terms of subparagraph (i).

(2) Where the Minister has suspended any member of the executive committee of a registered private voluntary organization in terms of subsection (1) from exercising all his functions and has not revoked the suspension within thirty days after it was effected—

(a) the office of the person so suspended shall thereupon become vacant; and

(b) whether or not he has earlier resigned his office, the person shall thereupon be disqualified from being nominated as a candidate for election to any office of the organization until such time as the Minister, by notice in the *Gazette*, removes such disqualification.

(3) Where the Minister has suspended some but not all the members of the executive committee of a registered private voluntary organization in terms of subsection (1), the remaining members shall, on the expiry of the period referred to in subsection (2), forthwith call for the election of new members in accordance with the constitution of the organization.

22 Minister may appoint trustee to manage organization

(1) Where the Minister has, in terms of section *twenty-one*, suspended all the members of the executive committee of a registered private voluntary organization, he may appoint one or more persons as trustees to run the affairs of the organization for a period not exceeding sixty days pending the election of members of a new executive committee.

(2) Subject to any directions the Minister may give him, any trustee appointed in terms of subsection (1) shall exercise all the functions of the executive committee of the organization:

Provided that a trustee shall not, without the approval of the Minister, exercise any power conferred on the executive committee by the organization to acquire or dispose of any property of the organization.

(3) The office of a trustee shall terminate—
(a) as soon as the vacant offices on the executive committee have been filled; or
(b) on the expiry of a period of sixty days;
whichever occurs sooner:

Provided that, if the period of sixty days expires before the vacant offices have been filled, a trustee shall hold office for a further thirty days.

(4) Before the termination of office of a trustee appointed in terms of subsection (1), the trustee shall cause an election of new members of the executive committee of the organization concerned to be held on such date as he may fix.

(5) On appointing as a trustee in terms of this section a person who is not in the full-time employment of the State, the Minister may authorize the payment from the funds of the organization, for so long as he holds office as such, of a monthly salary at such rate as the Minister may determine.

23 Offences generally

(1) Any person shall be guilty of an offence who—
(a) collects or attempts to collect or instructs another person to collect or attempt to collect any contribution in furtherance of any of the objects mentioned in paragraphs (a) to (g) of the definition of "private voluntary organization" in section *two*, except where such collection is—
  (i) on behalf and with the authority of a registered private voluntary organization; or
  (ii) on behalf of any such body, association, institution, service or trust as is excluded from the aforesaid definition by virtue of any of subparagraphs (i) to (ix) thereof; or
  (iii) authorized under section *eight*;
  or
(b) collects or attempts to collect or instructs any person to collect or attempt to collect any contribution for or on behalf of an unregistered private voluntary organization; or
(c) falsely represents or causes or permits any other person falsely to represent to any member of the public that he is associated with a private voluntary organization; or
(d) in or in connection with—
  (i) any application for the registration of a private voluntary organization or the exemption of such organization under section *seven*; or
  (ii) any application for the registration of an alteration in the name or objects of a registered private voluntary organization;
  wilfully makes any false or misleading statement or submits any false or misleading information not knowing or reasonably believing it to be true; or
(e) fails to comply with any order made by the Minister under section *twenty-four*.

(2) If in a charge against any person for an offence referred to in paragraph (c) of subsection (1) it is alleged that the organization with which the accused represented himself or was represented to be associated was not actually in existence at the time when the offence is alleged to have been committed and a certificate purporting to have been signed by the Registrar is produced to the court stating that at that time no such private voluntary

organization had applied for registration under this Act, it shall be presumed, until the contrary is proved, that the said organization was not actually in existence at that time.

24 Persons prohibited from being office-bearers or officers

(1) Any person shall be guilty of an offence who becomes, continues to be or acts in the capacity of an office-bearer or officer of a private voluntary organization within five years after having been convicted under any enactment or the common law of Zimbabwe or any law of any country of any offence involving dishonesty.

(2) For the purposes of subsection (1)—
"office-bearer", in relation to a private voluntary organization, means a member of the governing body of—
(a) that organization; or
(b) any branch, section or committee of that organization; or
(c) any local, regional or subsidiary body forming part of that organization;
"officer", in relation to a private voluntary organization, means any person working for that organization or any branch, section or committee thereof or for any local, regional or subsidiary body forming part of that organization, whether or not he receives any remuneration or reward for such work.

25 Penalties

Any person who is guilty of an offence under any provision of this Act shall be liable—
(a) in the case of an offence referred to in subsection (2) of section *six*, subsection (3) of section *seven*, subsection (4) of section *ten*, subsection (2) of section *eleven*, subsection (3) or (4) of section *twenty* or paragraph (c), (d) or (e) of subsection (1) of section *twenty-one*, to a fine not exceeding one hundred dollars or to imprisonment for a period not exceeding two months or to both such fine and such imprisonment;
(b) in the case of an offence referred to in paragraph (a) or (b) of subsection (1) of section *twenty-one* or in subsection (1) of section *twenty-two*, to a fine not exceeding four hundred dollars or to imprisonment for a period not exceeding six months or to both such fine and such imprisonment;
(c) in the case of any other offence under this Act, to a fine not exceeding fifty dollars or to imprisonment for a period not exceeding one month or to both such fine and such imprisonment. ·

26 Contributions unlawfully collected

(1) The Minister may, by order in writing under his hand—
(a) direct any person holding or having the control of any money, securities or other property, representing any contributions collected contrary to the provisions of this Act, to retain the possession or control thereof until a further order in regard thereto is made by him;
(b) direct any person holding or having control of any money, securities or property such as are mentioned in paragraph (a)—
  (i) to return to every contributor who is known the money, securities or property contributed by such contributor and to transfer or deliver the balance, if any, to the Minister, and to supply proof to the Minister of having complied with such order; or

(ii) to transfer or deliver such money, securities or property to the Minister, and thereupon the Minister shall return to every contributor who is known the money, securities or property contributed by such contributor.

(2) Any money, securities or property which cannot be returned to the contributor in terms of subsection (1) shall be paid into the Guardian's Fund for the account of such contributor and shall be dealt with in accordance with the Administration of Estates Act [*Chapter 6:01*].

27 Registrar may dissolve certain organizations

If a private voluntary organization ceases to function and the persons responsible in terms of its constitution for dissolving the organization fail or are unable to dissolve it within six months thereafter, the Registrar may do so in their stead and shall be vested with all the powers necessary therefor, and shall dispose of the assets of the organization in accordance with its constitution.
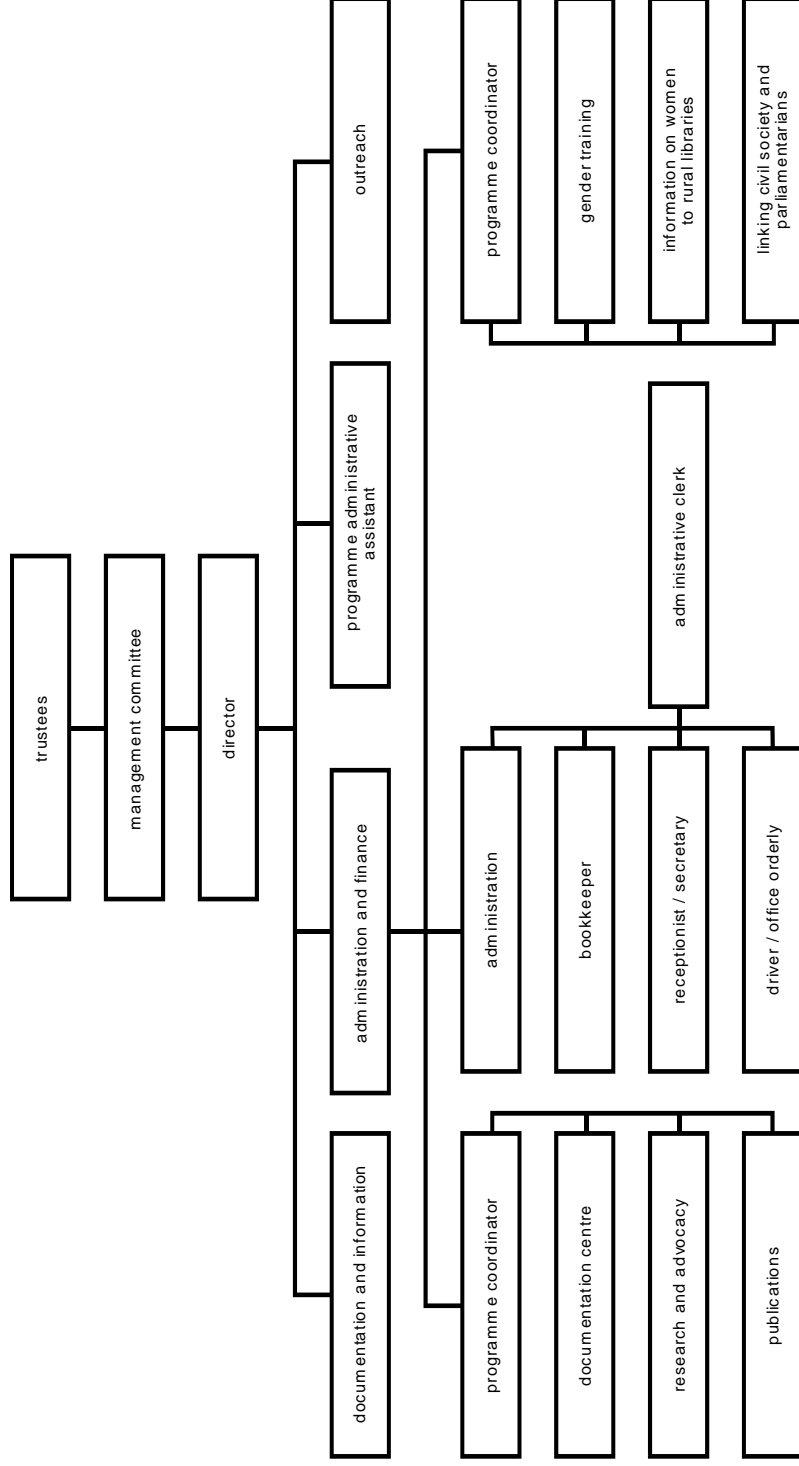
28 Regulations

The Minister may make regulations with regard to—

(a) the form of any application, authority, certificate, notice, order or register to be made, given, issued or kept under this Act and any other form which may be required in carrying out this Act;

(b) the books, accounts and records to be kept by private voluntary organizations and the manner in which they shall be kept;

(c) the procedure to be followed on the dissolution of a private voluntary organization and the manner in which its assets shall be disposed of;

(d) the circumstances under and the conditions upon which contributions may be collected by one private voluntary organization on behalf of another private voluntary organization;

(e) the manner in which persons shall be authorized by registered private voluntary organization to collect contributions on their behalf;

(f) any other matter which in terms of this Act is required or permitted to be prescribed;

and generally for the better carrying out of the objects and purposes of this Act.

Appendix IV   Zimbabwe Women's Resource Centre and Network

- trustees
  - management committee
    - director
      - outreach
        - programme coordinator
          - gender training
          - information on women to rural libraries
          - linking civil society and parliamentarians
      - programme administrative assistant
      - administration and finance
        - administration
          - bookkeeper
          - receptionist / secretary
          - driver / office orderly
          - administrative clerk
      - documentation and information
        - programme coordinator
          - documentation centre
          - research and advocacy
          - publications

Appendix V   The organization's structure of the Zimbabwe Women's Bureau

national council

national executive council

director

information officer

agriculture & nutrition officer

HO agric project staff

assistant information officer

training officer

finance officer

marketing officer

catering officer

training course support staff

fieldworkers

adult tutor

members = individuals, groups of women, affiliate organisations

administrative secretary

driver

SUMMARY

During this project the structures and cultures of NGOs, which are non profit organizations representing civil society, were studied, and especially the specifics of two women's NGOs; the Zimbabwe Women's Resource Centre and Network (ZWRCN) and the Zimbabwe Women's Bureau.

The intercultural cooperation in the development process causes a lot of problems for various organizations. Because of the fact that recipient organizations are functioning in a dependent relation with donor agencies and countries they are often influenced and sometimes even manipulated towards change (or transformation). This change in structure and culture is not always for the better since it might not always be compatible with the national culture and the way things are done in a specific country.

The two organizations that were involved in this project are local women's non governmental organizations, in the South. Trends in development cooperation (and aid to developing countries) have focused on women and development. Efforts to improve the position and condition of women have therefore been channeled, more and more, through women's organizations. Women also get more and more room to organize themselves. Women's organizations thus gain more importance. (Moser, 1993; Van Arendonk-Marquez, 1987)

Many NGOs, and more strongly so women's NGOs, state in their mission statement or as their vision that they want to empower women. Many factors are important in the environment of an NGO, and influencing the way an NGO can accomplish what it sets out to do; its target groups, its donors, the restrictions and mandates provided by the public, and by the government. More and more donor agencies and countries tum to cooperation with 'local' NGOs. This trend is caused by, among other things, the presumed flexibility of NGOs, their commitment, their innovativeness and their link with the ultimate target group of many donors; the grassroots people (sometimes also labeled the poorest of the poor). Alongside with this trend the local NGOs are increasingly held accountable for money that is invested by donors, on whom they depend. The smooth running of organizations

therefore gains importance. The objective of this research can be formulated as follows:

> *The objective of this project is to give the two NGOs that are involved insight and handles on creating an organizational structure and culture fit for their environment and for their organizational tasks, which will lead to greater effectiveness.*

Both the Zimbabwe Women's Resource Centre and Network (ZWRCN) and the Zimbabwe Women's Bureau (ZWB) are actively involved in international development cooperation in Zimbabwe. Both of them seem rather well-known and influential. However, they are, positioned on a continuum from rather horizontal to rather vertical organizational structures, quite different. Their historical background, and their underlying ideologies also differ. The ZWB was founded during the colonial era, the ZWRCN was founded over ten years after independence. Nevertheless they are both women's organizations dealing with the specific issues related to this.

For the ZWRCN the main question it is facing at the moment is:

> *How can the ZWRCN attract and keep a motivated and committed staff?*

At the other hand the main question that the ZWB is confronted with at this point is:

> *How can the ZWB align its mission statement, its vision and activities in order to function effectively for both donors and target group?*

In order to arrive at conclusions and recommendations the following activities took place within the research: literature study and report studies, internships (case studies), and interviewing. The whole project took place from mid-1996 till the beginning of 1997.

Special areas of interest with regards to the questions were organizational structure, and organizational culture.

Any organizational structure is made up of the elements of the organization and the way they relate to one another, both formal and informal. As Hofstede States: "The

purpose of any organizational structure is the coordination of activities" (1991, p. 229). The structures of organizations influence the culture of the organization and vice versa. Organizational culture can be defined as: "A pattern of basic assumptions - invented, discovered or developed by a given group as it learns to cope with its problems of external adaptation and internal integration - that has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems" (Schein, 1985, p. 9).

Decisions on the vision and mission statement, on the organizational structure and on the organizational culture are part of strategic management. Strategic management is essential for all organizations, but especially for those in a volatile environment.

The African organizational environment is different from the European or American environment. The economic conditions, the political situations, the socio-cultural context, the labor market, and the State of communication technology all vary from the Western context. Economic conditions in many African nations are very harsh, most sub-Saharan countries are in the midst of an economic crisis. Political situations are different since many African democracies are young, and fragile (Davidson, 1992). Socio-cultural context involves the way people perceive the extended families, paternalism, nepotism etc. These are just some of the factors that are greatly influencing the effectiveness of organizations in Africa.

Although it is still difficult for women to amve at positions of the executive (Jacobs, 1994; Fagenson (ed.),1993; Moss Kanter, 1977) it seems that more women are now succeeding to do so (Fagenson (ed.), 1993; Jacobs, 1994; Tanton, 1994). They become managers in organizations that deal with products for women, or in new fields that are 'opened' by women. Not only that, even in mainstream organization women managers are to a certain extent a developing presence. They are mostly confined to the level of middle management (Long and Kahn, 1993; Due Billing and Alvesson, 1993). Nevertheless there are still people (predominantly men, but also women) who do not want to work for a 'woman boss' (Jacobs, 1994; Fagenson ed., 1993; Moss Kanter, 1977).

Non Governmental Organizations(NGOs) are sometimes grouped under the name Private Voluntary Organizations(PVOs). However, since most NGOs do not work with volunteers but with paid staff the term PVOs will preferably not be used in

this document. NGOs are usually not-for-profit organizations which are to a larger or lesser extend, donor dependent. They (try to) have a good working relationship with both government (public sector), and the pnvate sector. In many countries NGOs truly contribute as a third sector.

It is often seen that NGOs can fill in gaps that are left open by the public services. Also various types of NGOs make public policies, mostly with respect to people's development and/or empowerment, operational. It is almost impossible to give an unambiguous, exhaustive definition of non governmental organizations. In a paper by the Overseas Development Institute (ODI), published in a Journal of SID (Development 1988, p. 4) is stated: "The term NGO is very broad and can be applied to any organization which is operationally distinct from government. In the field of development, NGOs range from large, northem based chanties such as Oxfam, to local self-help organizations in the south". According to Peggy Antrobus from the 'Women in Development Unit' in Barbados "NGOs also have as many foci as there are areas of concern or issues - political, social, economic cultural, religious, etc." (Antrobus in Gordon Drabek, 1987).

The NGOs in Zimbabwe have not only been active in the field of development, or rural development, although the bulk of them were histoncally. Some NGOs concentrate on health issues, and on human nghts issues. More and more NGOs are getting involved in lobbying and advocacy to influence the creation of policies that will have positive (though often long term) effects for the general public.

The NGOs, and especially the women's NGOs, are influenced in their functioning by their donor dependency, their leadership, the general problems of non profits, the problems of women managers to name just a few factors. They in turn influence the organizational culture and structure and its effectiveness.

The ZWRCN is a knowledge based non govemmental organization. In its short existence the ZWRCN has already made quite a name for itself, both in Zimbabwe and in the business of international cooperation, of development work.

The work that the ZWRCN carries out is mainly aimed at the higher educated people, at policy makers, development workers and researchers. This is done through several programmes; gender training, information on women to rural libraries, linking civil society with parliamentarians, documentation centre, publications, and research and advocacy.

The major weaknesses of the ZWRCN come from the problems with staffing. Staff are not committed, they feel not rewarded in their efforts, and not empowered by the leadership of the organization. Staff cannot be committed to a mission statement, a vision and a target group which they have no feeling for. This lack of feeling comes from a haphazard induction on the organization at the moment of joining. There is also no consensus and not enough feeling of ownership over the mission etc. since it is felt that the board (and especially the founder members) decide on strategic matters. This lack of ownership also increases the need for external reward, encouragement and empowerment. The current leadership (director and board) are not providing this.

To attract and keep a motivated and committed staff and therewith improve on the current situation I would suggest the following recommendations:
1. Provide gender training and in depth induction on the mission, vision and the physical organization for all new staff members. This will create understanding, conviction and dedication.
2. Create a regular opportunity for interface between board and staff with room for discussion, and a joined effort to identify strategies and measurable goals, and to evaluate progress.
3. founder members should step back from the day to day running of the organization and use their energy for networking with other NGOs, but more importantly for transferring their energy, motivation, dedication and hands-on experience to young professionals within the ZWRCN. This will also contribute to empowerment of staff.

The second organization that was studied, the Zimbabwe Women's Bureau (ZWB) is a non govemmental organization which was founded in 1975 to support women. It was registered in 1978, and functioned mainly as a referral center for other NGOs. The start of the Bureau during the colonial era lead to some of its major objectives. These were, among others, to 'sensitize women to their plight of being oppressed minors' (ZWB, 1996), research into women's probiems and disseminate information pertaining to women, and coordinate and promote cooperation in their endeavor to improve their quality of life. The programmes used to reach the objectives are; agriculture and nutrition, marketing and training, information, and training centre.

At the ZWB there is a gap between field staff and office staff. Office staff does not have the capacity, nor the resources to bridge this gap. Combined with the fact that

both mission and vision are outdated mainly by the actual activities, this inhibits effective delivery and communication on grass roots level. Also communication of the strategic importance and the direction of ZWB to donors, and the accountability are defected by this. Effective functioning for both target group and donor is also diminished by the enormous amount of participants and supported groups.

To work more effectively it is indeed necessary to align mission statement, vision and activities. In order to do so the following recommendations are suggested:

1. Identify core competencies in a strategic meeting with representatives of the membership, all the donors who are funding the bureau and ZWB staff. The identified core competencies can guide the redefinition of mission statement and vision. A fit between actual situation and the 'formal situation' will be the result. This process will also involve cut-back in numbers of assisted areas and groups.
2. Create a report-, evaluation and consultation structure from target group via ZWB to donors, and vice versa, for continuous monitoring of projects and programmes. Staff need training on effective reporting to accomplish this. Once staff is versed and experienced in consultation and reporting they can transfer this knowledge to the membership. It is very important that the membership is, from the onset, made aware of the need to actually use this structure.
3. Set up dear accountability structures. Groups should be held accountable for the assistance they receive. The Bureau has to acknowledge responsibilities and accountability to donors. This implicates that the Bureau has to submit realistic fund-raising proposals with attainable, time bound, measurable goals and that it adheres to these proposals.

The current volatile environment of NGOs requires an approach of participation and empowerment both within the organization as well as towards the target group. The culture within the organization often is formal partly because of the similanty that creates with the donor organizations, and partly because it is very similar to Zimbabwe's national culture, in which strong social relations and leadership ideology prevail and set the tone for hierarchies.

In Zimbabwe the empowerment of women is still not a widely accepted issue. Organizations working towards that goal should cooperate instead of compete with each other and duplicate efforts.

The ZWRCN and the ZWB are on different sides of a continuum. The ZWRCN is very good at fund-raising (getting money) and not very strong in reaching a specific (ultimate) target group. The ZWB has very fundamental problems with fund raising, but is very strong in reaching the target group.

To secure their future to a certain extend the two women's NGOs should create a fit between the needs/wants of the target group and the interests of donors. In order to do so they will have to cooperate and both move more towards the middle of the continuum. The ZWRCN has to move in the direction of the target group to fulfill long term obligations. The ZWB should move in the direction of the dollars for their immediate survival.

To realize the move on the continuum both organizations should tap into their experiences and each other's. The suggested recommendations are:
1. Both organizations should identify and select the core competencies that they want to sustain
2. Both organizations have to spend time and energy on Human Resource Management; as a way to save human capital. Maintaining human capital is expensive, but replacing it will eventually cost the organization much more.

3. ZWRCN should use the structures of ZWB to reach grass roots women (if they decide that they still want to do so). ZWB should use ZWRCN as a knowledge base regarding trends in the financing of NGOs and the priorities in development policies.