



PRESENTATION: FINAL REPORT OF THE ZIFA RESTRUCTURING COMMITTEE

Report Number: ZRC0001/2022

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Chairman's Letter



BLESSING RUGARA



I write this letter when the world is enthralled by the Qatar edition of the World Cup. It is the second half of the final game, and France has tied 2-2 and fielded a team that is predominantly of African heritage.

Why is it that our players of African descent are able to deliver a world cup for a European nation, but no African team has ever been in a final? Could it be that football is better organized in Europe than Africa?

As I enjoy the biggest game at the most expensive event in human history, I am slightly distracted (perhaps annoyed) at this knowledge

that we are doing a profound disservice to our African people because we cannot manage sufficiently our institutions. My mind drifts to our own great African nation of Zimbabwe as I wonder- if a Warriors team will ever play in the World Cup?

The in-field artistry of great Zimbabwean players like George Shaya, Shacky Tauro, Peter Ndlovu, Moses Chunga, Stix Mutizwa, Norman Mapeza, Digital Takawira, Benjani Mwaruwari, and Knowledge Musona has mesmerized us for years. We know that for a country of our size Zimbabwe has produced top notch soccer talent in every generation. We also know that having good players does not necessarily mean you will have good teams. Great players rely on great organisations to be successful.

So here we are in December 2022. Our football is currently played in dilapidated empty stadiums, our domestic league is not economically viable, our young stars don't necessarily want to play for the Warriors, the promising women's game is in a mess and the misdeeds at ZIFA have been quantified and affirmed by a forensic audit, providing an unsavory backdrop to our banning from all FIFA competitions and related activities. Truly the worst of times for football in our Zimbabwe.

Here is the good news! The ever resilient people of Zimbabwe are focused on finding solutions to the organizational problems we have at ZIFA. Spending the last year engaging with football fans from all walks of life and all across the country has left me greatly hopeful that we can correct the negative trajectory of our football.

People believe that our nation has talent which needs nurturing to create first rate professional players within our borders. People identify with the national team(s) and want to watch the Warriors and Mighty Warriors win against the top African teams and compete globally against other football nations.

Football fans accept that the primary organizational vehicle for delivering football in Zimbabwe is ZIFA. However, they are willing to start their own football academies, develop their own youth football tournaments and create their own governance structures ignoring ZIFA. People want to know that the custodians of football in our country are not engaging in corruption, maladministration and unethical behavior. People want ZIFA to function as a competent law-abiding organization. Many have concluded that the undeniable impediment to championship football in Zimbabwe is ZIFA. We agree.

Chairman's Letter continued

The aspirations for a better ZIFA and therefore a better football in our country requires that we ask ourselves some basic questions. How do we define success as a football nation? Do we have the ambition to win a World Cup like Argentina or are we satisfied to be a sometimes participant in regional competitions? How big a priority is football in the context of the national development agenda? If ZIFA is the problem, how do we fix ZIFA? Do we believe that ZIFA must be reformed? Are we willing to do whatever it takes to ensure ZIFA delivers on its mandate to the people of Zimbabwe? The answers to these questions (and others) are helpful in determining what strategic and tactical decisions must be made to progress our game.

We, as the ZIFA RC, have explored some of these questions with the people of Zimbabwe. Across the country we found a wealth of information, ideas, and solutions to Zimbabwe's football problem. The people know the truth and they have the answers.

Fans talked to us about increasing devolution and decentralization in ZIFA; strengthening competitive pressure by improving academies and youth development; transforming the administrative culture (size, structure and human resource policies) so that capable football administrators as well as players are supported; introducing results-oriented

approaches to national team performance management; and transparency in budgeting practices and procedures.

According to football loving fans the overall reform agenda at ZIFA must be supported by ongoing empirical studies that will clarify the understanding of what is happening on the ground. They also insist on the protection of women players, administrators, and officials and further that there should be gender parity when funding the national teams.

People want to remove the self aggrandizing opportunistic ambition that generations of senior administrators have brought to ZIFA. Those who think how much money can I get from leading ZIFA rather than what contributions can I make to improve our ZIFA.

Many believe that the national team is a national asset and should be funded by the state. When the national team does well the whole nation celebrates - when they do poorly, we all feel the sting of losing. How can we ensure national teams are provided for directly by the national government so that we ensure an optimal preparation that will lead to glory for our national teams and the nation.

Our committee in large part agreed with the

sentiments we heard from the community. Our report will offer a response to some of the questions, provide some useful tools for the enormous task before us and offer a constructive pathway to agreeing on a way forward for our Football.

At the end of the day, we are responsible for the rise and fall of football in our country. In sports you can not control the outcome of your match even when you exert great effort, its often not enough. However, organizations have defined elements that if they are put in place offer a great chance of organizational success. We have no excuse for having a substandard ZIFA. We must take it on ourselves to insist on a football organizing body that will allow our best women's and men's football to shine. We are a country known for having a highly educated and talented population of people. We must prove ourselves capable of organizing our football talent by fixing ZIFA. Such a great opportunity must be met will the commitment and decisiveness it deserves.

BLESSING RUGARA

Disclaimer

This Presentation by ZIFA Restructuting committee ("ZIFA RC or ZRC"), is designed to provide a high-level overview of aspects of the operations of the ZRC. The Material set out in this presentation is current as at September 2022.

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Introduction

The Zimbabwean Sports and Recreation Commission (SRC) established the ZIFA Restructuring Committee (ZIFA RC or ZRC) as a part of the strategic road map to address the problems that have plagued football management and administration in the country. It was appointed in accordance with the provisions of section 21, as well as sections 19(b) and 20(c) of the Sports and Recreation Commission Act (Chapter 25:15) to tackle issues of strategic nature in the search for solutions in Zimbabwe's perpetual football administration problems.

The ZIFA RC was not established to assume the roles of the ZIFA Council, which was suspended by both the SRC and the International Federation of Association Football (FIFA). The ZIFA RC, which is empowered by the SRC and possesses the autonomy to more fully discharge the functions that are outlined in its terms of reference, is made up of professionals in

various fields of administration, sports management, legal, advisory, and business management.

This report was compiled with the dual purpose of carrying out the mission of addressing the problems that have plagued football administration and offering ... tools and understandings designed to unlock a new and refreshing chapter for local football and establish Zimbabwe as a leading football nation on the African continent and beyond. This mission is furthermore consistent with the overarching objectives of the FIFA set out in Article 2 of the FIFA Statute.

In embarking on the compilation of this report, The ZIFA RC was aware of the necessity of involving the public and other stakeholders as part of a wider consultative process, during which engagement was sought from a general football audience to

obtain insights into the state of Zimbabwean football at various levels. The consultations that were carried out as a part of this process were essential to the process of compiling this strategic report and developing long-term plan for a development of football in Zimbabwe. The information gathered from these consultations was used to identify flaws in the ZIFA's constitutive document and develop recommendations for constitutional reform in line with the best practice guidelines adopted by comparable national, regional, and international football bodies.

Face-to-face consultations, public participation, as well as engagement from Zimbabwe football fans in the diaspora were all components of the public hearings that were carried out as part of the broader consultative process.

Mandate of the ZIFA RC

How to Read This Report:

This Report is presented in the following manner:

- This presentation entitled Final Report of the ZIFA RC is a summative report. It aggregates recommendations arising from the deliberations
 of the committee.
- The document Annexure I is titled Findings Report of the ZIFA RC. Annexure I is a comprehensive summation of the ideas, deliberations, and submissions that framed the work of the committee.
- 3. The document Annexure II is titled Proposals for Constitutional Reform. Annexure II provides some context for the discussions around the ZIFA constitution which are regarded by this committee as the key to restructuring ZIFA and charting a new way forward.

Guiding Principles:

In outlining the mandate and role of the ZIFA RC, the following general principles should be taken into consideration:

- the ZIFA RC should be able to provide technical advice and policy guidance on issues such as the devolution of the ZIFA Executive Committee's powers, the imposition of appropriate term limits, the greater inclusion of women and youth in football, regional football structures, the treatment of agents, the treatment of women in football administration, and the protection of all players from abusive practices; and
- input from the ZIFA RC should form the basis for redesigning the ZIFA Constitution by ZIFA.

Source: ZIFA Restructuring Committee Findings Report

Methodology

The ZIFA RC amassed its information from both primary and secondary resources using a mixed methods research methodology

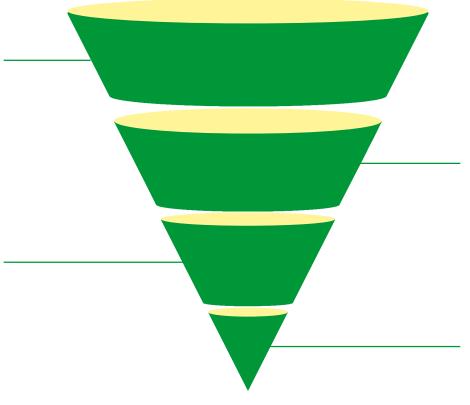
ZIFA Restructuring Committee's Modus Operandi

Mixed methods research methodology

- i. Primary data: Consultative forums
- ii. Secondary data: literature review
- iii. Benchmarking: analogies & lessons from other constitutions

ii. Literature Review

Review of statutes of various national, regional and football associations



i. Forums

The primary data came from the many engagement forums that the ZIFA RC set up, and responses of participants in the forums were elicited through the use of semi-structured interviews

iii. Constitution Benchmarking

Drew analogies and lessons from the constitutions of other national associations considering the various concerns regarding the constitutionality of the ZIFA Constitution as compared to the FIFA statutes

ZIFA RC Recommendations

The information gathered was used to identify flaws in the ZIFA's constitutive document and develop recommendations for constitutional reform in line with the best practice guidelines adopted by comparable national, regional, and international institutions and to develop recommendations covering aspects of our mandate in line with the best practice guidelines adopted by comparable national, regional, and international football bodies.



Key Findings of the ZIFA RC

General observations of the ZIFA RC in relation to pertinent issues

Part 1: Authority, The Sports & Recreation Commission Act (Chapter 25:15) of 1996	Part 2: ZIFA Statutes	Part 3: ZIFA Electoral Code and ZIFA Elections
 SRC appointed ZIFA RC to look into football management & administration in the country (section 19(b) of the SRC Act) This appointment was made in accordance with the provisions of section 20, paragraphs and 22 of second schedule of the SRC Act There is an argument that the act should be amended to establish mandatory standards of accountability, integrity, competence, inclusion and Transparency expected of sports associations in Zimbabwe 	 The ZIFA RC makes numerous observations regarding the constitution The analysis makes findings on the following aspects of the ZIFA constitution The legal form The structure of the ZIFA constitution The limitation of the current ZIFA statutes 	 The ZIFA Constitution is silent on the procedures & requirements of elections The ZIFA Electoral code is the document that lays out these provisions The elections are considered to be badly mismanaged and prone to irregularities
Part 4: Federation Internationale de Football Association (FIFA) Statutes	Part 5: ZIFA Governance Structures	Part 6: Women`s Football
 ZIFA constitution was developed to mirror FIFA statutes but is deficient in this regard. There definitions missing, ambiguous delegations of authority and duplicative structures. ZIFA constitution has not been updated since 2013. The FIFA statutes have been amended several times since then Note: Details of findings are in the ZIFA Restructuring Committee F Source: ZIFA Restructuring Committee Findings Report Annexure		 Numerous issues related to women's football were noted including. Women football is unregulated and lacks appropriate support There is no women representation at the provincial, district or area zone levels in provinces visited Women are underrepresented on the ZIFA board

Key Findings of the ZIFA RC continued

General observations of the ZIFA RC in relation to pertinent issues

Part 7: Ethics and Values	Part 8: Stakeholder Participation and Stakeholder Relations	Part 9: Rebranding of ZIFA
 The ZIFA Code of Ethics was not made available for review, so its existence could not be verified A few observations were made which include. Lack of an ethics committee tailored to Zimbabwean situation No evidence of known & clear mechanisms preventing, reporting or addressing corruption or bribery 	 ZIFA RC made a few findings which include. Stakeholders have low confidence in ZIFA Lack of insurance for injured national team players Lack of basic provisions for former players Strained relationship with certain creditors, suppliers & service providers 	 ZIFA appears to have failed to present itself in a favourable light ZIFA's reputation has been severely damaged, and its credibility is low Major sponsors are reluctant to be linked to ZIFA ZIFA is not proactive in attracting investors and raising funds
Part 10: Strategic Plan	Part 11: Forensic Audit	Part 12: Issues Arising Beyond Scope of ZIFA RC`s Mandate
 ZIFA RC was unable to verify a Strategic Plan used by ZIFA in directing its operations and allocation of resources There should be, perhaps, zonal leagues to replace the current system of regional tournaments which forces teams to travel long distances A Board Committee on Branding and Strategic Planning should be considered 	 Numerous issues were noted from the forensic audit including. There were defined instances of material corporate malfeasance and maladministration international audit standards not adhered to. There is lack of primary records in some instances FIFA was not critical of ZIFA reports 	 A high-level overview of emerging themes were identified by the ZIFA RC Numerous issues were identified for further investigation. National government's role in supporting football and sport National Sports Policy's inability to address professional aspect of football Regulations to ensure football is managed as a business

Note: Details of findings are in the ZIFA Restructuring Committee Findings Report Source: ZIFA Restructuring Committee Findings Report Annexure I

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Governance and Administration of ZIFA

The ZIFA RC attempted to preserve the best of the ZIFA constitution whilst modifying the areas that are required to best achieve the goal of bettering our football

ZIFA Constitution

- The laws of Zimbabwe take precedence over all other rules and regulations..
- The ZIFA RC has recommended changes to the ZIFA constitution and provided model provisions for the proposed amendments
- In principal, redistribution of powers, more participatory representation, clear definitions, term limits, more checks and balances, elimination of duplicative structures

Reasons why public office bearers should not be permitted to hold office in ZIFA

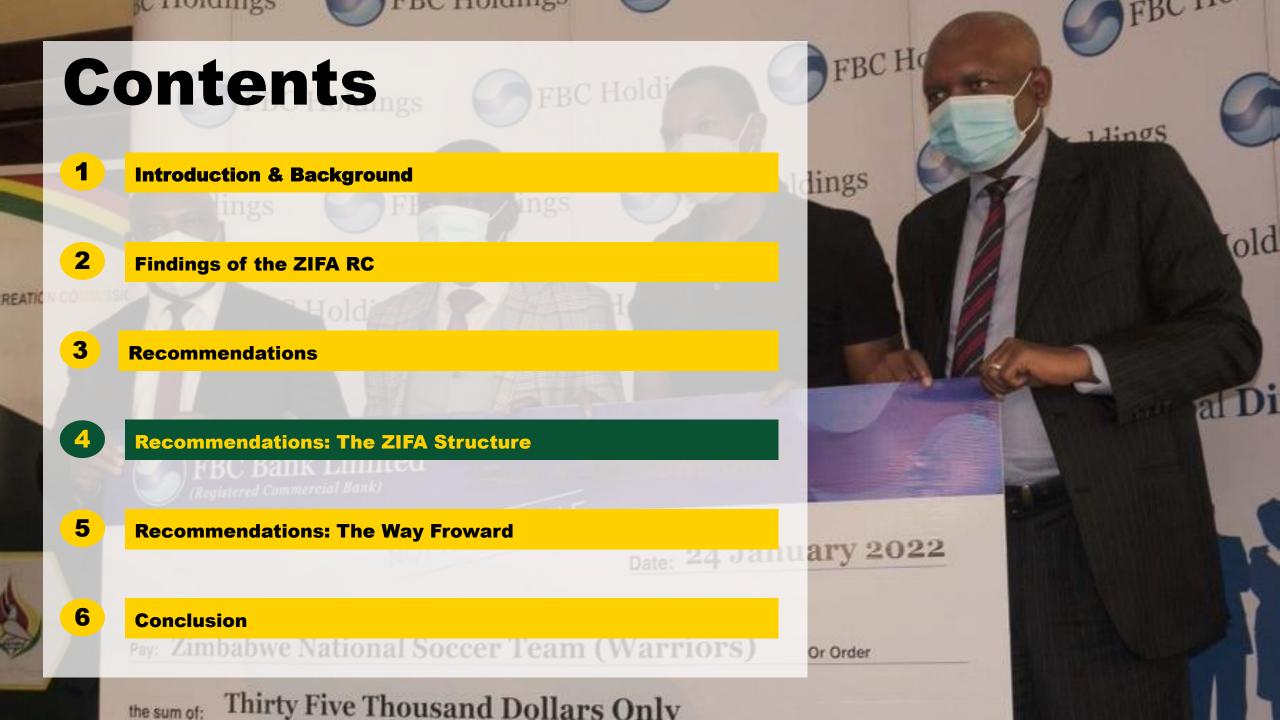
- Role duality may create both actual and perceived conflicts of interest.
- The ZIFA RC recommends that people who hold elected office at a national level should not be eligible to hold ZIFA office

The three Bodies - Congress, Executive Committee, Secretariat must be governed by checks and balances

- Powers of president of ZIFA must be rationalized
- Secretary General must be given the ability to manage the day-to-day affairs of ZIFA
- Emergency Committee must be abolished (it has been used to circumvent the secretariat)

Further observations of the ZIFA RC

- There must be minimal thresholds of qualifications to become an Executive member
- There must be minimum demonstrated understanding of the constitution and regulations to be a ZIFA executive council member.



The ZIFA Constitution and KEY Recommendations

The ZIFA CONSTITUTION

The Committee has developed a model constitution that provided language for the principles espoused after going through the year long process of reviewing the constitution and consulting with stakeholders. The Model constitution primarily accommodates these principles:

- Redistributes power to bodies other than the Executive committee
- Provides for the autonomous administration of Women's Football
- 3. Enhances the participation of representatives of developmental football
- 4. Increases accountability for the financial management
- 5. Increases checks and balances
- Introduce term limits at the ZIFA Assembly

The NATIONAL TEAM

The love of country and football is best expressed in the Warriors and the Mighty Warriors. When the national team does well, we are all proud and joyous - when they do not it is disheartening to all. It is also true that people and nations around the world judge our nation on how our Warriors turn out. The more well prepared and better our national teams perform the better the public perception of our Great nation. The converse is also true.

Thus, it is imperative that our national team program is structured appropriately with the national risk reward ratio being accurately defined. As the national team's progress is invariably linked to the perception of the great nation of Zimbabwe and a source of pride for the people of Zimbabwe.

The committee is recommending that the national team should be housed in a structure that receives direct budgetary and administration support from the national Government (still respecting the FIFA rules).

Recommendations

Other recommendations on the ZIFA structure are provided under the following areas.

- Constitutional reform and strategic plan
- National teams
- Junior football
- Women's football
- Facilities
- Communications and marketing
- Development of administrators, coaches and referees
- Football in schools

AREA: CONSTITUTIONAL REFORM and STRATEGIC PLAN

AIMS:

- Adopt a constitution that will allow for the further development of football in Zimbabwe
- Adopt a constitution that enhances responsibility, transparency, and accountability.
- Adopt a constitution that decentralizes power and financial control (checks and balances)
- Adopt a five-year strategic Plan

ACHIEVEMENT TARGET:

- ZIFA must commit to have a new constitution within the next 3-6 months.
- ZIFA must develop a strategic plan in the next 3- 6 months
- ZIFA must hold elections under the new constitution

RECOMMENDATIONS:

Use the ZRC Constitutional Model Template which relies on the latest FIFA statutes as guidance for a new ZIFA constitution and is informed by the views of the Zimbabwean public.



AREA: National Teams

AIMS:

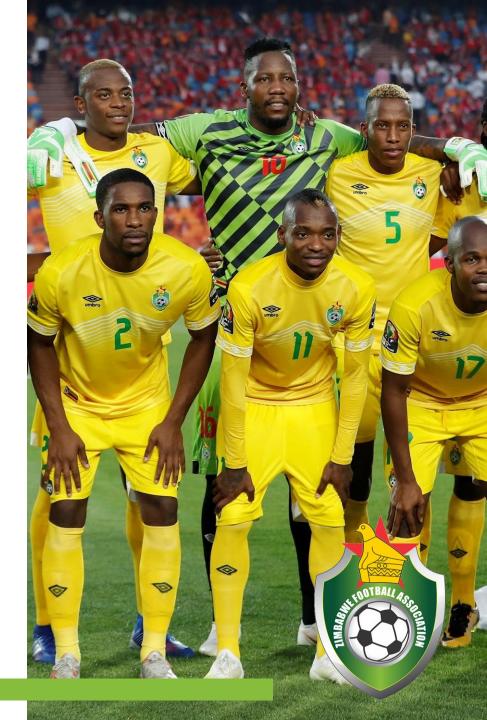
- To become a regular qualifier for AFCON within the next 5 years
- To develop into a World Cup qualifying team in the next 10 years
- To be able capable of challenging for AFCON title in the next 10 years
- Ensure national team players are treated well with regards to benefits, medical attention and respect.
- Elevate the status and administrative care for Mighty Warriors

ACHIEVEMENT TARGET:

- Build a National Team program that will make Zimbabwe competitive in international competitions.
- Build a national Team program that will bring joy, glory and positive branding for the nation.
- Agreement from government to take over custodial care of National Teams directly through the national budget and administratively through an autonomous National Team organization.

RECOMMENDATIONS:

Since the National Teams represent the nation and not ZIFA. The national Teams should be under the budgetary and administrative care of the Government of Zimbabwe.



AREA: Junior / Youth Football

AIMS:

- Grow participation in youth football for both boys and girls
- Develop the quality of local administration, coaches, and referees
- Encourage all players to be registered in a national database
- Develop a strong coaching pathway and player pathway
- Manage age fabrication
- Develop sanctioned and organized youth leagues
- Regulate youth academies

ACHIEVEMENT TARGET:

- The system should encourage participation in football as the country's most diverse, accessible and inclusive recreational sport for individuals and families across Zimbabwe.
- To have an organized youth football culture that feeds talented youth into our national teams.
- Organized recreational leagues that lead to community cohesion and healthy lifestyle

- 1. Develop a standardized system to rate academy programs and school programs
- 2. Develop a national database for all junior players that is functional and easily accessible
- Develop and support good quality leagues and competitions accessible for all ages and skill levels



AREA: Women's Football

AIMS:

- Provide more opportunities for women and girls to take part in competitive football
- Reduce Social Stigma of Women and Girls in football
- Provide a safe space for women to participate in all levels of Football in Zimbabwe
- Mandate licensing and due diligence for owners of teams in the women's league
- Develop minimum wage stipulations for players

ACHIEVEMENT TARGET:

- Increase the number of girls participating in Football
- Create a code of conduct for all participants working in the women's game
- Draw Women's attention to sport and physical activity
- Increase the number of schools female teams by 10 per year in every province

- 1. Empower women to manage women's football in Zimbabwe
- Allow women's league to have direct access to FIFA funding so that such funding flows directly to women's game
- 3. Include women administrators in all aspects of football driven by quotas



AREA: Facilities

AIMS:

- To have a CAF approved facility in Zimbabwe
- To ensure that facilities in every province are upgraded
- To request government to prioritize the upgrading of the national sports stadium
- Develop a national team training center

ACHIEVEMENT TARGET:

Develop facilities that will encourage both professional and recreational use

- 1. Develop a FIFA rated national training center
- 2. Do necessary upgrades at National Sports Stadium



AREA: Communication & Marketing

AIMS:

- Promote football development in a clear and constructive way
- Use different media outlets to reach as many people as possible
- Ensure marketing material is available in different formats
- Teach clubs and stakeholder organisations to use social media

ACHIEVEMENT TARGET:

- Produce localized marketing plan for football
- Produce PR and communications strategy
- Create links with local press, community newspapers, businesses
- Establish Football marketing steering group at ZIFA with clear strategic aims and goals

- ZIFA should invest in senior business strategy and marketing executive position
- Maximise commercial partnerships and retail opportunities, identify new revenue streams
- Double the level of grant funding in the next five years and seek to create partnership programmes with local councils and government departments



AREA: Development of administrators, coaches, referees

AIMS:

- Database of volunteers, coaches, officials and support staff
- Maintain good links and support for volunteers access to training
- Invest in Coach Education Programs
- Enable disabled people to have access to volunteering and coaching

ACHIEVEMENT TARGET:

- Run a minimum of two Level 1 Coaching Courses each year
- Run a level 2 Coaching Course each year
- Create a pathway to progress to the higher coaching levels
- All coaches to become part of local coaches' association*

- Require minimal CAF and FIFA training for all administrators
- Coaching standards must be set and regulated



AREA: Football in Schools

AIMS:

- Develop and maintain positive relationships between schools and clubs
- Increase awareness in schools of opportunities within football (e.g. Officials)
- Develop and maintain school football competitions and leagues
- Encourage football as a healthy lifestyle choice

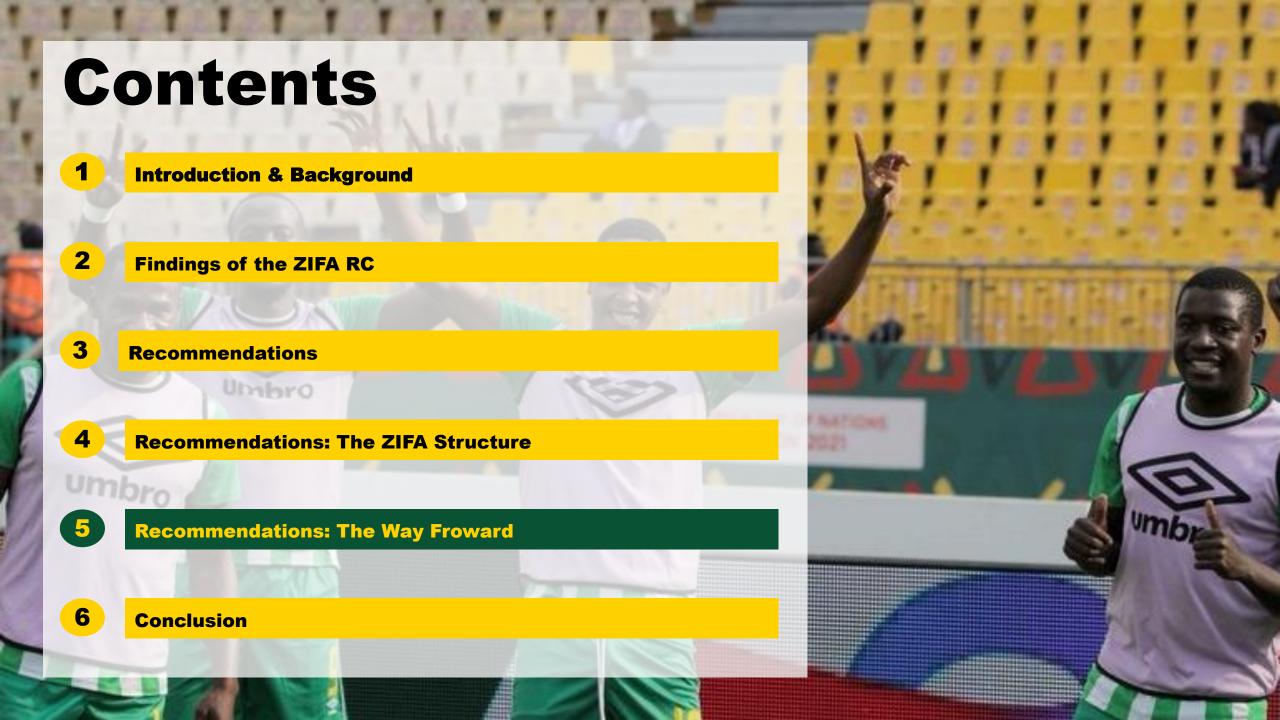
ACHIEVEMENT TARGET:

- Establish regional and national school competitions based on school size.
- Increase community cohesion and healthy habits through the development of recreational and school football

RECOMMENDATIONS:

ZIFA develops a specific strategy as part of the 5-year plan for fostering football in the school system especially for GIRLS.





Following the UEFA blueprint

We have followed the UEFA Grow blueprint to develop the new ZIFA strategy.
The different steps are outlined below:



PREPARE

- Develop a highlevel plan
- Review the current situation and case for change
- Complete the Football
 Federations of the Future selfassessment

STRATEGIC DIRECTION WORKSHOPS

- Define strategic pillars for the new strategy
- Agree mission statement
- Agree vision statement
- · Agree 'headline goals'
- Agree values

UNDERSTAND THE CURRENT SITUATION

- Collect and analyse data to inform strategy workshops
- Conduct benchmarking against other associations
- Conduct consultation interviews with stakeholders
- Perform SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis

STRATEGIC PILLAR WORKSHOPS

- Set workshop objectives and expected outputs
- Agree objectives for each strategic pillar
- Agree actions for each objective

DRAFT STRATEGY

 Produce draft strategy and share with the board and external stakeholders for feedback

REVIEW & REFINE

 Consolidate feedback, test and improve strategy on an iterative basis

FINALISTION WORKSHOP

 Review and finalise the new ZIFA strategy

IMPLEMENT & MONITOR PLANNING

 Develop a detailed action plan including monitoring, budget allocation and communications plan



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Conclusion

For the last year we have been seized with the reformation of ZIFA. In our view and in light of the mandate we were given we delved into the issues to the best of our ability. There were resource constraints that led us to modify our approach at different times during the year. However, at the end of the day, we were able to accomplish our task.

Our greatest desire is that ZIFA MUST be reformed. ZIFA cannot be a cash cow that serves the few and undermines the national interest. We deserve to have an organisation that best reflects our abilities and our aspirations. This current ZIFA does not.

We commend the Government of Zimbabwe for embracing the reform agenda. Now that we are on the road to reformation, we strongly encourage government to finish the task. If we can:

- Adopt a new progressive Constitution for ZIFA;
- 2. Implement management and financial accountability at all levels;
- 3. Establish legal prescriptions and standards for sports administration;
- 4. Develop self sustaining National Team Program autonomous from ZIFA;
- 5. Attract private sector interest in Football by reforming ZIFA.

These steps will go a long way in creating a framework which will undoubtedly lead us to greatly improved football in the great nation of Zimbabwe.

Acknowledgements

When the ZRC committee was formed members of the committee agreed with SRC that committee members would not seek to participate in ZIFA elections or hold positions in ZIFA, thus eliminating any self interest in the execution of our work. The committee was singularly focused on making a contribution to improving football in our country. Committee members willingly made financial sacrifices as well as significant investments of time. The committee exemplified the principles of informed, committed and accountable servant leadership professed in this report. Your collegiality, enthusiasm and principled engagement made the process fulfilling. Your efforts are exemplary, and a loud denunciation of the malfeasance witnessed at ZIFA.

I would like to thank the SRC Board for trusting us with the mandate, in particular, the Chairman Mr. Gerald Mlotshwa, who has been supportive and true to the agreement of noninterference with our work. A special thank you to Dr Allan Chiura for offering unwavering support.

I would like to thank the SRC secretariat for offering us consistent administrative support. Thank you to Tutsi Zvavandanga for her dedication in providing expert secretarial and administrative services to the Committee.

I would like to thank all those who provided commentary, analysis and specific input to ensure that the report was of a professional standard and represented the diversity of views expressed by football fans. In particular I would like to thank Shingai Harry Jijita, Tafadzwa Mudyiwa, Harold Pikitai Rugara, Itayi Chimuka, and Ms Cathrine Makaya.

We benefitted from the insights of people across Zimbabwe who volunteered to make written and oral submissions that were well informed, impassioned and always aiming at improving our football. I would make special mention of the Women in football through out Zimbabwe that made a resounding point of wanting to be heard, appreciated and treated as equals in the game of football. Your message was loud and clear. We hear you and hopefully through this report your ideas and desires will become part of the future of Zimbabwe football.

Finally, and most importantly, I would like to thank the football loving people whose hopes and aspirations for our game provided the fuel and motivation for the committee to do and complete its work. My hope is that this report will be a useful tool in reforming ZIFA and achieving football success. It is in our hands. Aluta continua!



Prepared by Blessing Rugara on behalf of the ZIFA Restructuring Committee

- 2. Tommy Sithole
- 3. Father Gibson Munyoro
- 4. Joyce Kapota
- 5. Charles Sibanda

- 7. Brian Moyo
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- 9. Rudo Mugandani