

Draft Implementation Plan
_ for the Establishment of a Development
Programme for Returnees
and
_ other Marginalised Communities in
South Africa

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- 1.1 Background information
- 1.2 Need for an organisation
- 1.3 Lack of services (Lack of capacity)
- 1.4 Programme Base
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of consultations, pooling of
attempts to provide services

(a) returnees

(b) marginalised community members.

and workers, victims of violence
removals, etc.)

(i.e. unemployment youth

and persons affected by

Reintegration and Development Trust

September 1993

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A.

The South African repatriation operation came into being as a result of cross-sectional pressure on the apartheid state. The events of 1990, which resulted in the unbanning of the liberation movements, the release of political prisoners and the ushering in of a process of free political expression, brought to the forefront the need for the return of political exiles. Political organisations, church denominations, civic associations and sporting bodies all gave practical expression to this noble endeavour. The characteristic feature of the South African repatriation exercise was that it was first and foremost a community effort. It took place against a background in which the hostile state apparatus was still in place, unlike other repatriation operations elsewhere in the world. Sanctions and other punitive measures against the apartheid state were being observed. Support for the return of exiles by the international community through various organisations in the interim period was part of mankind's commitment to the speedy resolution of the apartheid system. and the facilitation of genuine democracy.

The United Nations resolution to allow the UNHCR limited operational status gave impetus to the exercise. It meant that resources would be forthcoming from the international community. The presence of the UNHCR, as a result of the agreement with the government of South Africa, also meant that there could be closer monitoring of the operation in order to ensure maximum benefits for returnees. It became quite clear from the onset of the operation that South African conditions were unique for the nature of the task. The majority of refugees in developing countries come from a peasant background. The resolution of their political crises meant they could return to the land. These circumstances meant that they had a basis on which to begin a sustainable livelihood. UNHCR's assistance package was thus centered on providing the initial seed capital for productive farming. The additional positive factor is that the nature of organisation of rural society is such that it constitutes a support base for those returning. The South African context stands counter-posed to the rest of the developing world. Apartheid legislation has ensured that all Africans are landless. The majority (95 %) of exiles come from an urban background. 70 percent of them left the country at an average age of 16 - 18 years and had, consequently, not been engaged in any employment. Exiles returned to negatively extended socio-economic and political conditions in the country.

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- i. The administrative apparatus of the state is hostile to them. There has been harassment, arrest, torture and detention as well as killing of returnees.
 - ii. Exiles have returned to unemployed relatives (over 6 million) who look to them as a source of income relief.
 - iii. Violence, which affects economic activity and impacts negatively on social stability.
 - iv. The majority of returnees are unskilled (75%) and are thus unable to obtain employment in a shrunken job market.
 - v. The dependency syndrome borne out of many years (average of 15 years) of institutional living has paralysed them and caused them to seek hand-outs.
- D. Those involved in the South African repatriation programme realised that from the onset the objective of the exercise should go beyond settling in grants and must aim at ridding returnees of their dependency. Returnees have to be taught how 'to catch fish rather than eat fish'.
3. 'Attention had. to be focused beyond repatriation. Reintegration means providing the type of package that will address the most pressing basic needs:

- Housing
- Training
- Seed capital for a self-reliant project

These needs go beyond the mandate of the UNHCR. Hence, additional resources have to be sought from both international and local resource bases.

The NCCR decision of April 1, 1993, to facilitate the creation of an independent development trust was in recognition of these needs. It was an important recognition of returnees' expectations. It is aimed at creating conditions for long-term, sustainable reintegration.

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A. At present there exists a dire need to address the necessitous circumstances of returnees and other marginalised or disadvantaged groups within an organisational framework, that will be sensitive towards such factors as:

- Majority of returnees are young and generally unskilled.
- Lack of assistance from lending institutions who insist on collaterals.
- Difficulty in identifying, cultivating and accessing local resources.

B. Reintegration and development cannot take place in a 'vacuum'. The programme's objectives must thus be perceived to assist beneficiaries to reintegrate, on a sustainable basis, in their specific areas. There is a need to recognise socio-economic constraints in each area as well as the profiles of the target group. i

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The creation of the Reintegration and Development Trust (RDT) takes place within a broader national context. South Africa is in a period of transition.

The historical legacy of the apartheid infrastructure was characterised by the following:

- A supra- and infrastructure not geared towards delivering services to the most needy.
- Lack of credibility of institutions e.g. local government, on the part of those (people) towards whom 'assistance' was supposedly orientated. Coupled with the latter was the rejection of these structures by the people.

The RDT is aware that the emergence of a new national government will impact on the development process both in terms of philosophy and implementation. However, the RDT is of the view that because of the multi-prolonged nature of problems inherited from the past, the role of the non-governmental iorganisations (NGOs) would eserve as a necessary implement to absorb pressure off the new state- - and provide resources and services. -

There exist nationwide NGO's, which provide limited resources and services. They are insufficiently equipped because of:

- Lack of implementing capacity, and
- pressing demand at grassroots level.

There is, therefore, a need to develop collaborative relations with distinct and interrelated NGO's. However, these relations must be primarily determined by mutually beneficial and practical relations.

The state, local business and the international community are critical resource bases for assisting in stimulating development projects, however, the people to whom it is geared constitute the strategic anvil to ensure successful implementation.

PROGRAMME BASE

At the close of the (NCCR) in April, it's Development unit had established 1 240 micro enterprises (R4,000 to R6,000 per unit cost), i 40 medium scale enterprises at average (R40,000 per unit cost), and i 6 projects at an average cost of R1000.00. Total projects cost R6.4 million.

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A revolving fund established with SBDC and responsible for loan repayment, has at present R60 000. Partnerships had been established with SBDC in 7 regions and Transido in Tranekei. 1 600 applications for an average loan of R4,000 per unit cost were being processed. t 10,000 returnees would have benefitted at a budget projection of R6.4 million over a 24 month period.

Equipment purchased specifically for development work (computers, cars, etc.)

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1. A "TEAMS" APPROACH

The RDT programme is based on a number of premises.

(a) The concept of integration of returnees and other disadvantaged groups into the development process requires a holistic approach which necessitates the active participation of the community.

(b) This process will only gain full expression through stimulating the development process in the community as a whole. The RDT will initially commence projects in those areas where there is a greater concentration of returnees.

(c) The RDT conceives that the returnees, through their own resources, will provide motivation to the development process. On the basis of the experiences in different environments (especially in exile) returnees are well placed to play a catalytic function in the construction, -rehabilitation and development- to those akin to them (marginalised group) and to the community. Similarly, the community and the marginal groups, on the basis of their own survival culture have characteristic resources and the drive to reciprocate. '

'(d) RDT's conceptual approach is based on the building of 'teams'. It presupposes that within a given locality, returnees and marginalised groups who are project holders are organised into 'teams'. Teams, by their very existence, are a network of resources. Teams operate as part of and a contributor to a wider network of resources, e.g. local business, civics, RDT, church organisations, technical and educational institutions, etc.

(6) The recipients of development assistance will be transformed from mere 'beneficiaries' of external resources to become benefactors in the community. They will become a resource base. The teams represent an aggressive, productive rather than a passive, receptive, consuming, parasitical element of development.

(f) The measurement of the development programme's success or failure becomes easier since, the measured degree of implementation can be monitored from above and below. The team is a vital organisational aspect which calls for all round participation and accountability.

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B. OBJECTIVE AND FUNCTIONS OF THE TEAM

Identifying, screening and bringing returnees, and other marginalised groups into the development process in order to ensure full integration and rehabilitation means:

- identification of local resources
- own resources (own skills)
- focus on current development trends
- community organisations/individuals
- training and technical institution

C. TEAM FUNCTION:

- identification of project holders
- sharing of project experience
- establishment of support network
- initial project assessment and screening
- monitor and ensure debt collection

2.2 INTEGRATION OF COMMUNITY SUPPORT NETWORK

'teams' include:

- a. all project holders in a particular locality.
- b. Two local community members, one to be appointed by the National RDT office.
- c. local RDT project officer.

2.3 JUSTIFICATION OF RDT'S APPROACH TO DEVELOPMENT INITIATIVES

1. UNLEASH THE ENERGIES AND CREATIVITY OF THE PEOPLE

- 1.1 Increased transparency of resource management and control (e.g. resource identification and input, debt collection.
- 1.2 Realisation of effective beneficiary team participation and measure of control of the process by returnees, marginalised groups and the local community.

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1.3 Benefactor team in the process of project assessment, initial screening and lending decision making.

2. HOLISTIC APPROACH TO REINTEGRATION AND REHABILITATION

2.1 Returnee and marginal group's identification and drawing on local resources.

2.2. Promotion of communication with local business infrastructure.

2.3 Development of negotiation skills (resource access and co-determination of their utilization - where possible).

3. SWINHC OF ADMINISTRATIVE AND APPROVAL PROCEDURES

3.1 Emphasising local project officer as the transmission belt for services and community integration. This will determine failure or success of programme.

3.2 Cutting out opportunities for inefficiencies and red tape.

3.3 Faster service delivery through clear objectives i.e. 'team structure, 'consultation and functional management.

4. IMPROVEMENT OF SERVICES

4.1 Planning and evaluation criteria in place.

4.2 Co-ordinate technical inputs.

4.3 Effective monitoring by RDT staff.

4.4 Direct involvement and monitoring by beneficiaries.

4.5 Serviced and evaluated control system in place.

4.6 Grassroots participation forces implementing agencies, e.g SBDC, to attend to the needs and requirements of the community.

5. MUTUAL! COMPLIMENTARY! PROCESS

5.1 Teams are visualised as a sector of the community.

5.2 Teams are viewed as propellants for community development.

5.3 Solve a sectoral problem in the community as part of the community.

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3. RBII PRIICPLBS OP ORGAIISATIOIIL NLIRGENEII

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3.1.1

The RDT development programme is accountable to the Board through the Chairperson.

The Board meets once in six months.

The Executive Director of the RDT is an ex-office, non-voting member of the Board.

Communication of staff with the Board is through the Director (for exception see complaint communication structure to be set up).

In order to avoid the build-up of an extensive administrative infrastructure, the RDT will seek to network with existing implementing agencies, e.g. Get Ahead Foundation, Transido, etc. RDT staff will concentrate on identification and coordination of existing resources, monitoring, technical services and evaluation of the development process.

The RDT will seek to.-optimise dependency, on local resources, both in terms of human resources and funding, for the maintenance of RDT infrastructure (salaries, rent, capital and programme costs.)

In this context a major resource to be harnessed in the development process is the prbject holder and the surrounding community. This will be accomplished through the team concept.

Staff development plays a major role in ensuring that the quality of services extended by RDT is continually improved (i.e. seminars, local and regional training, organisation of induction courses).

For reasons of accessibility, project officers should reside in close proximity with the community e.g. project holder's residing in Soweto should be serviced from there.

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POLIC! LEVEL

The Board of Trustees is to consist of distinguished and credible members of the community. The Board shall be made up of 12 persons. At no stage shall there be less than 8 functional Board members. The Board shall seek to ensure that a number (15%) of professionals are on the Board to guarantee proper technical control and monitoring of the development programme.

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Oversee the implementation of the development policies as per Board and monitor disbursement of funds as per established policies and standards of the Trust. The Board will take corrective measures when necessary and appropriate.

Participate in policy development and articulation of the development programme.

The Executive Director will report to the Board of Trustees and is an ex-office, non-voting member of the Board.

IMPLEMENTATION LEVEL

.1 Management Committee

- Will be established by the Board of Trustees.
- will be made up of five (5) members. Primarily such members to be available to assist the Director to fulfill his/her functions.
- ' . will be convened by the Executive Director.
- . The Management Committee will, in the absence of meetings of the Board, receive reports from the Director and assist him/her in monitoring the ' programme. -
- Will meet once every month.

.2

a. The Executive Director convenes and chairs all committees and sub-committees that may be established.

b. Recruitment and appointment of all Senior National staff is by the Executive Director and ratified by the Board.

c. A centralised financial control system will be implemented (Procedures to be worked out).

REGIONAL LEVEL

The Regional project officer reports to the Executive Director except for project offices in PWV, E. TVL and Natal regions, who report to the Senior Project Officer. Periodic performance evaluations will be conducted as part Reintegration and Development Trust September 1993

of overall staff development and increasing organisational effectiveness.

An annual review 'will take place and reports will be provided to donors and partners through the Board of Trustees.

3.2 PUICIIIOIS AID IERHS OP REFERENCE Of 811??

3.2.1 FUNCTIONS AND TERMS OF REFERENCE

(A) The Executive Director is overall responsible for the overall implementation of the development programme. Needless to say, the principle of task management is based on team work. Everybody communicates with every body in order maximise the functional flow of information.

(B) Functional, management staff teams at the national and region - all levels attend to joint planning and project execution as required by the objects to be achieved. Team leaders are responsible for effective implementation of tasks assigned.

3 . 2 . 2 PROJECT on? man

- Processes and screens project applications in conjunction with the 'Team'. '
- Convenes and chairs meetings of the lending committee.
- Identifies and plans utilisation of local resources and monitors effectiveness of implementing agencies.
- Initiates staff development programmes.
- Reports to the Director (except in PWV, E TVL and Natal where he/she reports to Senior Project Officer who in turn reports to the Director).
- Submits monthly reports (before 25th of every month).

3.2.3 EXECUTIVE DIRECTOR

Provides leadership.

Coordinates project officers.

Coordinates national office staff team.

Responsible for strategic management planning.

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- Handles public relations.
- Plans, in consultation with consultants, staff development.
- Undertake: staff development.
- Is accountable to the Board of Trustees.
- Liaisee with the Board, through the Chairperson, over policy and other issues.

3 . 2 . I ADMINISTRATIVE SECRETARY

- Facilitates flow of information in offices.
- Office organisation (telephone, computers, printers, etc.)
- Undergoes staff development.
- Reports to the Executive Director.
- Ensures availability of office needs.

3 . 2 . 5 ACCOUNTANT

- Maintains the accounting and financial control systems.
- Produces monthly financial reports and other required reports.
- Annual financial report.
- Undergoes staff development.
- Reports to the Executive Director.

3.2 .6 TECHNICAL PROJECT OFFICER

- Ensures technical viability of projects.
- Provides technical advice to project officers.
- Coordinates technical resources for support of project officers.
- Relates project identification to established standards of regional development plans.
- Cooperates with business developer.

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- Undergoes staff development.
- Reports to Executive Director.

3.2.7 BUSINESS DEVELOPER

- Establishes and maintains business plans.
- Undertakes feasibility studies on business opportunities.
- Surveys and advises on business plans.
- Proposes pilot projects.
- Liaises closely with technical advisor.
- Reports to the Executive Director.

3.2.8 TRAINING AID EMPLOYMENT OFFICER

- Establishes training and employment needs.
- Develops training plan for targeted group.

4 Assists in identifying resoufges regarding training and placementf .

- V:Exposes alternative training and employment resource bases.
- Undergoes staff development programmes.
- Reports to Executive Director.

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3.10.1 PWV-B. TVL REGIOI

Project officers will be allocated as follows:

- For Johannesburg including Soweto/Krugersdorp.
- For thanneaburg central including city, Alexandra, Springs and East Rand.
- For Pretoria including Rustenburg (Bophuthatswana) and Tembisa.
- For Eastern Transvaal based in Nelspruit.

3.10.2 RATAL REGION.

Two Project Officers will be appointed to the Natal Region.

A Senior Project Officer will be responsible for reporting to the Executive Director on all regional matters.

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5 member
MANAGEMENT
COMMITTEE
BOARD OF TRUSTBBS .
Pollcy formulation
12 members
Donor contact
Receives reports
including
Monitors and
evaluates
CHAIRPERSON
EXECUTIVE
DIRECTOR
Reports to Chair
NATIONAL RDT
, OFFICE , Policy .
1 Executive lmplementatlon
Director .
2 Accountant Plannlng
3 Business ' .
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4 Training & _
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5 Technical _ .
officer pecelvlng
6 Administrative regl0nal reports
Secretary
Report to N. RDT
Monitor
Implement
Establish 'teams'
PROJECT OFFICERS
in the regions
Project
P0 P0 P0 P0 P0 P0 Officers in
seven regions

RE-INTEGRATION AND DEVELOPMENT TRUST

Budget Note.

The RD? will take over from the NCCR capital equipment such as vehicles, computers, office furniture and equipment, etc.

The budget is laid out for 24 months. It will take two months to establish the National Office. It will take three to four months to establish the ?WV/Eastern TVL Offices. It will take up to six months to have the other regional offices, 1.0. Natal and 11 others (Transkei, Border/PE, Western Cape, Northern Cape. OPS and Northern Transvaal, established. The three phases are:

_ Phase 1; National Office

Phase 2. 7PWV/ET

Phase 3. Natal # 6! : others

This phasing (a) is chosen in order to allow the establishment of the management system: from the top. A system is established, personnel will be employed and installed. In other words, systems must be designed before regional staff are hired; ' '

3 programmes

'1.

1.1 the objective of the programmes to:

a. accommodate as many beneficiaries as possible:

b. concentrate on economically viable projects:

c. offer sufficient income generation projects (R 8,000)

in order to promote rapid impact when and where required.

d.

aim at relatively high employment creation rate of

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projects, especially in the categories 2. and 3. Small business, and Business Development: At least 2,500 persons should benefit from employment creation alone. The vocational/basic skills development programme is designed to offer training for individual or groups to later start Income Generating projects: (see 3 8.000). The Internship Fund to be implemented through existing bursary institutions. '

Survey and Evaluations will help the programme to deepen its conceptual base utilising researched information. An initial progress evaluation should be undertaken after eleven months of operation. It is preferable to involve funding partners in periodic reviews.

Agency Operational Support

Operations are planned and established in the sequence provided in paragraphs 1.1 to 1.4.

The 31 staff at the National Office provide the professional support base to the regions, 10 in formation, and their implementation of programmes. Salaries are pegged at a level to provide for optimal expertise to be hired.

Offices staffed by project officers and senior project officers are located where intended beneficiaries actually reside. 10... mainly in townships and rural areas. Head Office to be located centrally. 0.9. in Johannesburg.

The nine other regions comprise actually 7 project officers and 7 secretariat, although Border/PE are counted as one

10.

11.

region with 4 staff. (expressed preference to author).
Benefits to staff (para. 1.3) are on the high side, 1.0.
compared to former NCCR anyway. This 10 budgeted for under
the assumption that the RD? aims at relatively high
professional performance.

19 vehicles are required, 13 of which should preferably be
bakkies/pick-ups. If these are not available, vehicles
may have to be included under capital costs.

The same applies to 21 computer: required. An UNHCR has
purchased only 2 or 3 computers under NCCR, sufficient
equipment should be available. If not, re-adjust budget.
Software to be available in each office should include:
Wordprocessing, spreadsheet, database, and in addition an
account: package. It may be possible to get an ALL-IN-ONE
package.

National Staff Travel. These travel costs are foreseen for
senior national staff to carry out supervisory
tasks. No funds are included for their travel, transport and
accommodation of members of the TRUST. It required. the
budget needs to be adjusted. Such costs are not
fundraisers. though.

It is proposed to lease rather than purchase fax machines
and copiers. Whilst it is cheaper to purchase, it normally
turns out to be more expensive to service the machines
oneself.

Insurance cost. budgeted for may be slightly on the low
side.

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