An Evaluation of the University of the Witwatersrand Refugee Research Programme:
The Impact of research findings on Implementation of projects.

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Declaration

I, the undersigned, hereby declare that the work contained in this study project is my own original work and that I have not previously, in its entirety or in part, submitted it at any other university for a degree.

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Abstract

The viability of a research programme is dependent on its sustainability. The life span of a programme is determined by the sustainability achieved as a result of its activities. Within any successful research initiative, there is a progression from the research findings to the implementation of those findings.

This study examines the effect that the implementation of research findings has on the initiation of new research projects within a research programme. The distinctions between academic research programmes and the implementation of the research findings were identified. By unobtrusively applying these definitions to a process of self-evaluation, a theoretical model was identified for the evaluation of the University of the Witwatersrand Refugee Research Programme and one of its projects.

Advocacy research, which focused on policy intervention, was not seen as being sustainable as a programme output, as it is dependent on funding. Sustainability in advocacy is linked to research skills enabling pilot intervention. Pilot intervention in turn requires funding that research programmes sometimes use for their basic survival. This should not be interpreted as contributing to the sustainability of the research programme as funding activities are driven by the needs of the pilot intervention. This is significant as these needs can through demands from the funders of pilot intervention, contribute to changes in policies, goals and objectives of the research programme.

It was found that the progression to implementation within a rural academic research programme does limit the initiation of new research proposals. Research initiatives tend to become tools of funding agencies with the focus being placed on the implementation of the research findings.

This study recommends that the implementation of research findings should be limited to pilot projects, that there should be defined time frames for pilot implementation and, that there should be a clear division of responsibility between research activity and pilot implementation.

Opsomming

Om lewensvatbaar te wees moet 'n navorsingsprogram gehandhaaf kan word. Die lewensduur van 'n program word bepaal deur sy handhawing as gevolg van sy aktiwiteite. Binne enige suksesvolle navorsingsinisiatief is daar 'n progressie van navorsingsbevindings tot die implementering van daardie bevindings.

In hierdie studie word die effek van implementering van navorsingsbevindings op inisieëring van nuwe navorsingsprojekte binne 'n navorsingsprogram ondersoek. Die verskil tussen akademiese navorsingsprogramme en die implementering van navorsingsbevindings is geïdentifiseer. Deur op 'n onopvallende wyse hierdie definisies toe te pas op 'n proses van selfevaluasie is 'n teoretiese model geïdentifiseer wat gebruik is om die Universiteit van die Witwatersrand se Vlugteling Navorsingsprogram en een van sy projekte te evalueer.

Voorspraaknavorsing wat fokus op beleidsintervensie is nie gesien as handhaafbaar in terme van programopbrengs nie aangesien dit afhanklik is van befondsing. Handhawing van voorspraak is gekoppel aan navorsingsbekwaamheid wat dit moontlik sal maak om intervensie te loods. Intervensie loodsing op sy beurt benodig befondsing wat soms deur navorsingsprogramme gebruik word vir hul eie oorlewing. Dit moet nie gesien word as bydraend tot die handhawing van die navorsingsprojek nie, want befondsingsaktiwiteite word gedryf deur die benodighede van die intervensie. Dit is belangrik aangesien hierdie behoeftes deur die eise van die befondsers van die intervensie kan bydra tot veranderinge in beleid en doelwitte van die navorsingsprogram.

Dit is bevind dat die progressie tot implementering binne 'n landelik akademiese navorsingsprogram inisieëring van nuwe navorsingsvoorstelle beperk. Navorsingsinisiatiewe neig om middels van befondsingsagentskappe te word met die plasing van die fokus op die implementering van die navorsingsbevindings.

Hierdie studie beveel aan dat die implementering van navorsingsbevindings tot loods projekte beperk moet word, dat daar 'n gedefinieerde tydraamwerk vir implementering van loodsprojekte moet wees en dat daar 'n duidelike verdeling van verantwoordelikheid tussen navorsingaktiwiteite en loodsprojek implementasie moet wees.

List of Abbreviations

AWEPA – The European Parliamentarians for Africa

FMR – Former Mozambican Refugees

HSDU – Health Systems Development Unit

MPA – Master of Public Administration

NAR – The Government Agency for Support to Refugees

NCRA – The National Consortium for Refugees Affairs

NGO – Non-governmental Organisation

PAR – Participatory action research

RRP – Wits Refugee Research Programme

RRR – The National Ecumenical Committee for Repatriation – Resettlement &

      Rehabilitation

SADC – Southern African Developing Countries

UNHCR – United Nations High Commission for Refugees

WRF – Wits Rural Facility

VARP – Voluntary Assisted Return Project

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1. Introduction

This study analyses the progression from research to implementation that a programme is currently going through. Many of the theories that explain the life cycle of a programme include some form of transition that is linked to obtaining programme objectives or outcomes (See Cusworth and Franks 1993). The main objectives or outputs of academic research programmes can be seen as research findings aimed at explaining identifiable phenomena. In the sphere of social development, academic research programmes can be seen as feeding research findings into the developing sector such as government bodies and non-governmental organisations (NGO's) which, in turn, act on these findings to improve the well being of the community. Mouton (1996: 104,105) argues that this should be referred to as "applied research". The process of policy formulation around land use would serve as an example in the field of development.

This study will focus on a research initiative in a rural environment which is based on an academic incentive, and has the potential for a long life span. The longer the research duration in a given rural and isolated environment, the greater the potential for such an initiative to develop necessary skills, and to develop trust and acceptance within the given rural community. The longer stay also improves the opportunities for the research initiative to act as the implementing agent in facilitating change based on research findings. Research initiatives spanning a long period of time will tend to become driven by funding agencies with the focus placed on the implementation of research findings.

In the light of the above introduction, the following points of clarification need to be made.

- A research initiative's potential for a long life span should not be confused with sustainability. A clear distinction has to be made between research and change. Change should be driven by sustainability (See Burkey 1993, Korten 1984, 1990 and Chambers 1997). Research involves processes that can lead

to sustainable change. These processes have defined life spans and are driven by objectives; Mouton (1996:26) refers to this as a journey with a beginning and an end.

- The second point is that the process of research is not intervention. Intervention is the process of applying research findings (See Cernea 1990 and Mikkelsen 1995). Change agents support intervention or change (Mikkelsen, 1995: 260,261). A researcher conducts research. (Mouton, 1996:145).

1.1. Motivation:

Before addressing the researcher's motivation as expressed by the Problem Statement (Section 1.2), the researcher would like to state his own involvement and personal interest in this study. In January 1999 the researcher was appointed as Programme Co-ordinator for the University of the Witwatersrand Refugee Research Programme (RRP). At the time of the appointment the researcher was completing a Masters in Public Administration (MPA) at the University of Stellenbosch. Part of the MPA requirement is the submission of a research article. With permission from RRP's Programme Head, the researcher chose to conduct his research on an aspect of RRP that would be beneficial to the programme and would fulfil the requirements for the completion of his MPA.

The researcher was faced with the initial dilemma of being a participant observer while at the same time being an active participant within RRP (Mouton, 1996:141-160; see also Cole, 1991:159-166). This combination called for a methodology that would allow the researcher to fulfil his role as Programme Co-ordinator. As Programme Co-ordinator, the researcher gave input regarding the future of the programme and made strategic decisions. The methodology would also have to equip the researcher to make objective observations. The researcher adopted a nonobtrusive research style similar to that selected by Cole (1991:159-160) in his study of small group activities in American industry. The adaptation of the above

approach is that the researcher applied unobtrusive methods as discussed by Kellehear (1993:5) rather than the activist role adopted by Cole (1991) (See Freire (1972) and Wetmore (1996) for further reading on activism). As argued by Whyte (1984:168-181), participatory action research (which both Cole (1991) and the researcher can be seen as being involved in) does impact on the organisation (the Heisenberg principle). The researcher has taken cognition of this in this study.

Participatory action research (PAR) as a methodology used by Whyte (1991:7-14) within organisational science must not be confused with PAR as used both by Rahman (1993:74-91) and by Burkey (1993:60-64; 76-83) and as understood within development science. The researcher's view is that this difference lies in the understanding of the change agent within these two schools of study. Burkey (1993:76-83) clearly defines the change agent as understood within development. In contrast to this view, Argyris and Schon (1991:85-86) in Whyte (1991) define the change agent (action researcher as they term it) in terms of three needed components:

- A way of representing research results that enhances their usability
- A complementary way of construing causality
- An appropriate methodology of causal inference.

The researcher would like to build on these two schools of understanding in defining his role as change agent within this study. Adhering to the critical / self-analysis / awareness-building methodological approach within Burkey's (1993) understanding, the researcher would like to add the enhance-usability / causality / causal inference methodology approach as discussed above. Thus, as change agent, the researcher's motivation is to ensure that the process of nonobtrusive participatory action research will meet the dual objectives of both completing his MPA and of positively contributing to RRP. It is further the objective of the researcher to positively contribute to both the developmental and organisational schools of study.

RRP as a programme has also played an important motivating role in this study. The uniqueness of the programme's activities linked to the support that its staff has given

to the researcher can be seen as a positive motivation that has contributed to the success of this study. As Chapter 5 is a detailed analysis of the programme and its activities, this introduction will not attempt to give further background on the programme. In addition to Chapter 5, Appendix 1 states RRPs vision, mission and approaches.

RRP is becoming more involved in the implementation of past research findings than in initiating new research projects. This is leading to a change in focus of the programme activities and to a funding crisis as those funders that supported RRP's research activities are not able to fund the implementing activities of RRP. This is creating a dilemma as RRP needs to secure funding for the continuation of its core activities (which would lead to the identification of further research projects), but its activities tend to be driven by the expectations of the funders for successful implementation.

1.2. Problem Question:

What is the probable effect of implementation of research findings in rural academic research programmes on the initiation of new research projects?

1.3. Hypothesis:

Rural academic research programmes focusing on implementation of research findings tend to initiate fewer new research projects than rural academic research programmes not focusing on implementation of research findings.

The hypothesis is deductive and consists of two variables (See Brynard and Hanekom, 1997:20,21): The implementation of research findings and the initiation of new research projects.

1. Initiation (dependent variable)
2. Implementation (independent variable)

The relationship between these two variables can be illustrated as follows:

Independent variable: Dependent variable:

| Implementation | affects | Initiation |
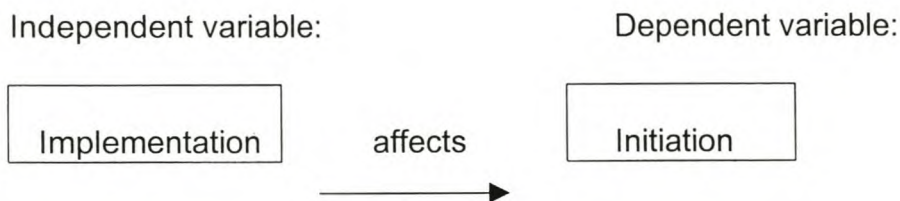
1.4. Research Methodology:

Building on the methodological introduction given in Section 1.1 the following structural approach will be used in this nonobtrusive participatory action research study:

The concepts of programmes and projects within development will be analysed (See Chapter 2) focusing on identifying possible distinctions between programmes and projects focusing on research (See Chapter 3) and those focusing on implementation (See Chapter 4). Conceptual clarification and working definitions will be put forward. Chapters 2 to 4 can be seen as a theoretical discussion / analysis that will lead into the final section in this study, Chapters 6 to 9. This theoretical discussion / analysis will be based on a comprehensive literature study. The researcher will rely on his own experience and academic background when making deductions and formulating working definitions that will be used in this study.

Based on the theoretical discussion / analysis in Chapters 2 to 4 an analysis of the Wits Refugee Research Programme will be made focusing on the following:

- The history of the programme and the role that it has played in the light of its mission statement. (See section 5.1 and Appendix 1)

- The structure of the programme as it has been formed by the role that the programme has played. (See section 5.2)

- A project within the programme will be used as a case study in the light of the research hypothesis. (See Chapter 6)

- The differences between research and implementation based on the programme analysis will be discussed. (See Chapter 5 and 6)

- The current status of the programme will be analysed focusing on the effects of the case study. (See Chapter 7)

- A conclusion will be drawn based on the findings of this study. (See Chapter 8)

- Proposed solutions to the research problem based on findings and the conclusion will be put forward. (See Chapter 8 and 9)

2. Understanding Projects and Programmes

2.1. Understanding Projects

Cusworth and Franks (1993:4) argue that development projects are often the constituent activities of programmes. They clarify this statement in that they state that one must be aware of both the links and the distinctions between projects and programmes. They identify scale and timeframe as those factors distinguishing programmes from projects. Conyers and Hill (1984:11) have identified geographical location as a further distinguishing factor, but unlike Cusworth and Franks (1993) their conclusion is that there is "no clearly defined distinction" between projects and programmes. Through a process of defining projects and programmes this conclusion will be tested as it is the researcher's view that there are distinct differences.

Paul's (1983:13) discussion of projects and programmes adds the following dimensions: Projects tend to be driven by aid agencies and he views them as pilots with limited time frames and in limited areas. Programmes on the other hand are viewed as being driven by governments and have longer time frames and operate on national or regional levels and can be seen as the replication of pilot projects to larger areas, i.e. the 1994 Reconstruction and Development Programme. Initially this can be seen as supportive of Cusworth and Franks (1993) view. Paul's input with respect to the driving force behind projects and programmes will be discussed in a later section.

Based on Cusworth and Franks (1993) and Paul (1983) the following relationship between programmes and projects is suggested in this study: *programmes* can be seen as combinations of *projects* focusing on common objectives. Based on this understanding a working definition of the concept 'project' will first be put forward. This working definition will form the basis for the understanding of programmes.

Cusworth and Franks (1993:2) draw the following conclusion, "Projects and the project approach are an instrument of policy, and are one means by which policies are put into practice." To a large degree Rondinelli (1993:16-19; 118-153) supports this view as he focuses on projects as instruments of policy implementation. Cusworth and Franks' (1993) claim that change brings on development. This can be seen as having three components, namely: initiative, impetus and capital. It is argued that projects can supply these needed components. In addition projects are put forward as the mechanism or tool for implementing policy and effecting development change. (Cusworth and Franks, 1993:2,3) Based on this understanding of projects, they put forward the following "simple and generally relevant" definition of a *project*: "A project is the investment of capital in a time-bound intervention to create productive assets." (Cusworth and Franks, 1993:3)

Cusworth and Franks (1993:3) define 'capital' as both human and physical. In the same light they define 'assets' as being human, institutional or physical. Investments can be seen as one of the key elements in their understanding of projects and a distinction is drawn between day-to-day or ongoing investments that can be seen as 'normal expenditure' and investments that fall outside the scope of such investments. It is argued that the latter be defined as a *project*. In addition they argue that projects can be seen as 'time-bound', namely that projects take place in a given time frame.

Conyers and Hills (1984:11) define projects in relation to planning within the developing context. They view the term *project* as referring to "an activity or set of related activities, which is planned and implemented as an identifiable whole." They add the following dimensions to projects: a project has a specific geographical location, it has a clearly defined time-span, and it has special resources allocated to it. Finally, it has a clear output or product, either easily identifiable such as a physical object or less obvious such as intended improvements to identified areas. An interesting planning characteristic that Conyers and Hills (1984) have identified is that project planning can be undertaken

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in isolation. They support Cusworth and Franks (1993) in that they view projects as outside of normal routine activities.

Reflecting on the above discussion of the term *project*, the following elements can be seen as being common to projects:

- Projects can be seen as having direction.
- Projects can be seen as being tools or instruments of policy.
- Projects have outputs.
- Projects have a cost factor.
- Projects take place in an identifiable geographic location.
- Projects are time-bound.
- Projects take place outside of normal day-to-day activity.

Applying this understanding of a project to the development environment, there is a project-goal-process relationship. Bunch (1982:11) explains this using agricultural programmes, "… the goal should not be to develop the people's agriculture, but to teach them a process by which they can develop their own agriculture." Burkey (1993:115) in addressing participation and sustainability states the following, "Projects fail to recognise development as a process – a process that can only be sustained by people's genuine participation in their own development."

Taking cognition of the above, a **project** can be defined as: **a time-bound goal oriented process involving non day-to-day activities focused on implementing policies to achieve set outputs in a defined geographical location.**

The importance of projects can best be seen in the following quote: "despite the recurrent debates on the merits and disadvantages of projects as instruments of development intervention, no effective alternatives have emerged, and projects are likely to remain a basic means for translating policies into action programmes." (Cernea, 1991:8)

2.2. Understanding Programmes

As mentioned, programmes can be seen as combinations of projects focusing on common objectives. The above definition of projects will have the following impact on our understanding of programmes: Programmes can be seen as having a longer life span than projects. This is due to the programme life span equalling the sum of all the sequential project life spans that make up the programme. Cusworth and Franks (1993:4) support this understanding of programmes. In addition they view scale as a distinguishing element between programmes and projects. Thus the scale of implementation and size of the geographical location can be seen as elements that distinguish programmes from projects. The above can be explained in the relationships between programmes and projects. Projects constitute a programme when there is more than one project active in diverse geographical locations, with different activities, focusing on a common objective. In addition to the common objective, there must be a common management structure that each project is accountable to. This common structure can be related to Paul's (1983:13) understanding of who drives projects and programmes. What is of importance in understanding programmes is that the common structure driving the programme will take on a different form to those structures driving projects.

A *programme* can be defined as: **a combination of geographically dispersed projects operating within a given time frame, focusing on a common objective within a management structure**.

This chapter has focused on understanding *projects* and *programmes*. As stated at the beginning of this chapter, the researcher's view is that there is a distinct difference between *projects* and *programmes*. The two definitions put forward in this chapter will be used as points of departure for Chapter 3 and Chapter 4. Building on these definitions, Chapter 3 will focus on research programmes and Chapter 4 will focus on programmes focusing on implementation. Reflecting on both the problem statement and hypothesis put forward in Chapter 1 (section 1.2

and 1.3), Chapters 3 and 4 will develop definitions for implementation and research that will form the basis for the analyses in Chapters 5, 6 and 7.

3. Understanding Research Programmes

Based on the definitions put forward in chapter 2, research programmes will be defined in terms of characteristics that differentiate the *research programme* from programmes focusing on implementation. This will be a theoretical study focusing on understanding the concepts and putting forward working definitions for a research programme and an implementing programme that will be used throughout this study.

Brynard and Hanekom (1997:2) define research as follows: "… research or scientific enquiry is a procedure by means of which an endeavour is made to obtain answers to questions and to solve identified problems in a systematic manner with the support of verifiable facts." They state that all research should have some utility.

Bless and Higson-Smith (1995:12-13) move a step further than Brynard and Hanekom's (1997) understanding of 'procedure' as they illustrate scientific research as a cyclical process. They see this cyclical process as a relationship between facts, problems, models, and theory.

Babbie (1992:104) concludes a discussion of research design by putting forward a figure that represents a schematic view of the social science research process. Mouton (1996:181-186) supports Babbie's (1992) understanding of social science. This 'social science research process' can be seen as linking Brynard and Hanekom's (1997) theoretical definition with Bless and Higson-Smith's (1995) process approach and will be used as a starting point to define the concept 'research programme'.

Based on the above, the following definition of **research** will be used in this study: **Research is the process of enquiry aimed at explaining identifiable and observable relationships between elements in a given environment with the objective to strengthen or correct any identifiable component of the relationship**.

The objective of *research* defined in this way is not the documentation of the relationships; but the process of documentation does however form part of the explanation phase of the research process. This takes into account Brynard and Hanekom's (1997:3) understanding of what research is not, namely, merely a process of data collection or the transferring of facts from one place to the next.

Bless and Higson-Smith (1995:154-156) state that research is expensive and that research-funding institutions can have a direct influence on both the nature of research and the structure of the research body or research project. Thus any definition of a research programme has to take cognition of four basic types of funding agencies: discipline or subject-specific bodies, private or philanthropic organisations, government-affiliated bodies and funding agencies affiliated to multi-state international bodies.

Based on the above discussion, this study defines a ***research programme*** as: **A research programme comprises of independent or interdependent geographically dispersed projects operating within a given time frame, under a common management structure focusing on the process of explaining identifiable and observable relationships between elements in a given environment with the common objective to strengthen or correct any identifiable component of the relationship**.

As stated in the conclusion of Chapter 3, this chapter has expanded on the definitions put forward in Chapter 2. A research programme as defined in this chapter will form a point of departure for the analysis in Chapter 7. As stated in the conclusion of Chapter 3, the next chapter will focus on programmes focusing on implementation. The theoretical study developed in Chapters 2 to 4 will form the basis of the analytical discussion in Chapters 5,6 and 7.

4. Understanding Implementing Programmes

The preceding chapter gave an understanding of a research programme, reflecting on the definitions put forward in chapter 2. Programmes focusing on implementation will now be discussed. (This discussion is not an attempt to define implementing programmes as understood from the community's perspective as defined by Burkey (1993:40-45) and Shepherd (1998:58-59). For further reading Coetzee (1989) and Chambers (1997) can be consulted.) The definition put forward addresses macro understanding of implementing programmes. Although it may be argued that the Former Mozambican Refugees constitute the 'community', the researcher would like to argue that the Former Mozambican Refugees form a sub-sector of the population within both South Africa and Mozambique and thus this study does not view the Former Mozambican Refugees as a community. Due to the limitations of this study, the definition put forward will not go into defining the process involved in implementation. (For an understanding of this process, the following authors can be consulted: Chambers (1997), Burkey (1993), Coetzee (1989), Swanepoel and De Beer (1996-A), Swanepoel and De Beer (1996-B) and De Beer and Swanepoel (1996)). There is a further point of clarification that needs to be made concerning development and implementation. It is the researcher's view that these two concepts are often and incorrectly interchanged. The discussion that follows will focus on implementation as an element of the process of development as discussed by Korten (1990) and Esman (1991).

Paul (1983:117) states that planning should be viewed as strategic thinking or strategic management that precedes project formulation. Paul states that strategic management should begin when a programme idea is born. Swanepoel and De Beer (1996-A: 47-52) support this understanding when discussing the relationship between implementation, planning and evaluation. Their view is that implementation has to follow planning and precede evaluation. While this may be viewed as an oversimplification of the complexities of development implementation, it is helpful in that it focuses on action that is central to implementation. Brinkerhoff (1991:77) highlights some of the drawbacks of this 'planning-implementation-evaluation' cycle,

citing Lecomte (1986) and Morgan (1983), Brinkerhoff (1991) explains that due to the standard structures found in organisations these functional units become separate offices in larger organisations, i.e. Government and large institutions like USAID. The resulting cyclical construct is that these separate offices develop blueprint approaches. (See Rondinelli 1983 and Korten 1984)

Taking cognition of Brinkerhoff's (1991) drawbacks, a definition has to focus on implementation as a holistic approach that includes the relationships put forward by Swanepoel and De Beer (1996-A). The 'learning process approach' discussed by Korten (1980), Korten and Klauss (1984) and Rondinelli (1983) can be seen as a point of departure for such a definition. Central to the learning process is an understanding of flexibility in project design. This flexibility has been discussed at length by Morss et al (1975) and Rondinelli (1993), their conclusions are supported by Korten (1982), Korten and Siy (1988) and Hage and Finsterbush (1987) in that project revision (design-by-learning process) must lead to new understandings; the 'learning process' that leads to more workable implementation.

A learning process, as described here, should be seen as outside of what Peters (1989) and Chambers (1997) call a 'failing forward' process. While Peters (1989) and Chambers (1997) focus on the community and a process of growth within their development, flexibility discussed here must be seen in the light of the earlier understanding of moving away from a 'blueprint approach'. Morss et al (1976) and Brinkerhoff (1991) explain this as follows: "To cope with these failings, the blueprint approach to design and implementation needs to be tempered with systematic attention to process." (Brinkerhoff, 1991:77)

Rondinelli (1993:118-153) puts forward a four-stage process of project planning and implementation that tries to address incrementalism and joint learning to cope with development problems in an adaptive way. Central to this is that implementation must be seen as a process and thus this four-stage process is supportive of Korten's 'learning process approach'.

Conyers and Hills (1984:15) add a further dimension to the above-discussed relationship between planning and implementation; they examine the relationship between policy-making, planning and implementation and draw the following conclusions. Firstly, the three activities follow each other, beginning with policy-making and ending with implementation. Secondly, they suggest that there is a division of responsibility between different types of persons or organisations. This second conclusion supports Brinkerhoff's (1991) observation discussed above. The third conclusion is that "it is seldom possible to draw clear boundaries between policy-making, planning and implementation or between the roles of the politician, the planner and the administrator." (Conyers and Hills, 1984:15,16) One of the main reasons for overlapping roles can be contributed to the number of specialists involved in all three of the areas indicated. In an attempt to explain this Conyers and Hills (1984) identify two fields of planning, physical planning and development planning. With respect to the central focus of this study, research planning will be added to the above fields of planning.

Following Conyers and Hills (1984) deduction that there is a division of responsibility and different types of person for each activity, the inclusion of research planning implies the further inclusion of persons or organisations. These can be seen as academics supported by academic institutions such as universities. Thus with the addition of the forth dimension to the relationship between planning and implementation the understanding of *implementation* can be seen as follows: **Implementation is the result of planning directed by policy-outputs and influenced by ongoing applied research**.

This can be viewed as follows:
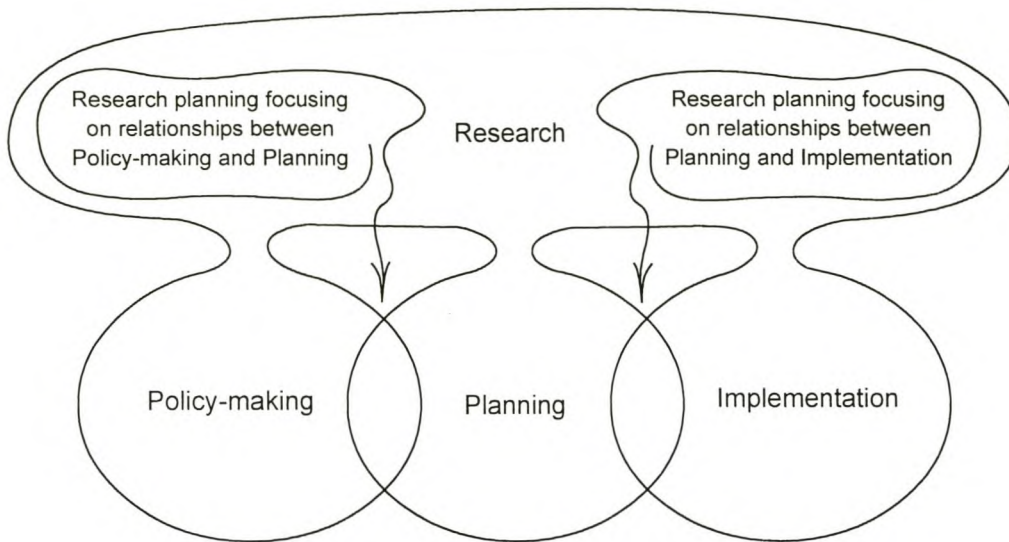
Figure 1   **The Research Planning Approach**

Based on the relationships that are concluded in Figure 1 programmes focusing on implementation can be seen as having the following characteristics.

- They are the result of a process translating policy goals and objectives into visible results. (Conyers and Hills, 1984:154,155) Pressman and Wildavsky (1973) and Grindle (1980) support this implied action.

- They precede a process of planning (Conyers and Hills, 1984:15). Building on Conyers and Hills (1984) planning as an element of implementation is not excluded from this.

- The same people that are involved in the policy-making and planning process may champion the implementation process.

- Those involved in the research process feeding into the implementation process will not usually be involved in the implementation process. (An example of this is where pilot / applied research projects are taken over and implemented by national structures. (See Rondinelli (1993:24,25; 118 - 153) regarding experimental projects and Rondinelli (1993:25,26 ; 118 - 153) regarding pilot projects))

Based on the above discussion this study will define an ***implementing programme*** as follows: **An implementing programme comprises of independent or interdependent geographically dispersed projects operating within a given time frame under a common management structure focusing on the process of translating policy goals and objectives into visible results based on a flexible plan.**

Comparing the above definition with the definition of a research programme, the following common areas can be identified:

- Both programmes can be seen as comprising of independent or interdependent projects that are geographically dispersed, but having clearly defined time and objective parameters.

- Both programmes can be seen as having a common management structure.

- Both can be seen as a process.

- Both can be seen as having a set objective or goal.

The following differences between the two definitions can be identified:

- The primary function of a research programme is to explain relationships, while the primary function of an implementing programme is to translate policy into action (See Figure 2).

- The output of a research programme can be seen as a proposed plan of action, while the output of an implementing programme is a product resulting from action (See Figure 2).

- The process in a research programme may identify further relationships that will lead to new research, while the process of translating policy into results should not in itself lead to the formation of further policy (See Figure 2).

- The output of a research programme may not be a visible result, while the output of an implementing programme should be a visible result (See Figure 2).

As stated, Chapters 2,3 and 4 will form the theoretical foundation for the analytical discussion in the following chapters. In the light of this it is important to reflect on both the problem statement and hypothesis put forward in Chapter 1. The problem statement posed the following: What is the probable effect of implementation of research findings in rural academic research programmes on the initiation of new research projects? Based on the above comparison the following theoretical conclusions can be made.

- The research process may identify further research.

- Implementation of research findings (translating policy into action) should not in itself lead to further research.

Thus at a theoretical level there is support for the hypothesis given in Chapter 1. Chapters 5 and 6 will apply these theoretical findings in a critical analysis of RRP

focusing on the selected case study in Chapter 6. In conclusion the following definitions will act as guidelines for this analysis:

A **project** is a time-bound goal oriented process involving non day-to-day activities focused on implementing policies to achieve set outputs in a defined geographical location.

A **programme** is a combination of geographically dispersed projects operating within a given time frame, focusing on a common objective within a management structure.

Research is the process of enquiry aimed at explaining identifiable and observable relationships between elements in a given environment with the objective to strengthen or correct any identifiable component of the relationship.

Implementation is the result of planning directed by policy-outputs and influenced by ongoing applied research.

A **research programme** comprises of independent or interdependent geographically dispersed projects operating within a given time frame, under a common management structure focusing on the process of explaining identifiable and observable relationships between elements in a given environment with the common objective to strengthen or correct any identifiable component of the relationship.

An **implementing programme** comprises of independent or interdependent geographically dispersed projects operating within a given time frame under a common management structure focusing on the process of translating policy goals and objects into visible results based on a flexible plan.

To summaries the theoretical discussions in this first section of this study, the researcher has developed the model below showing the relationships between Chapters 2, 3 and 4.
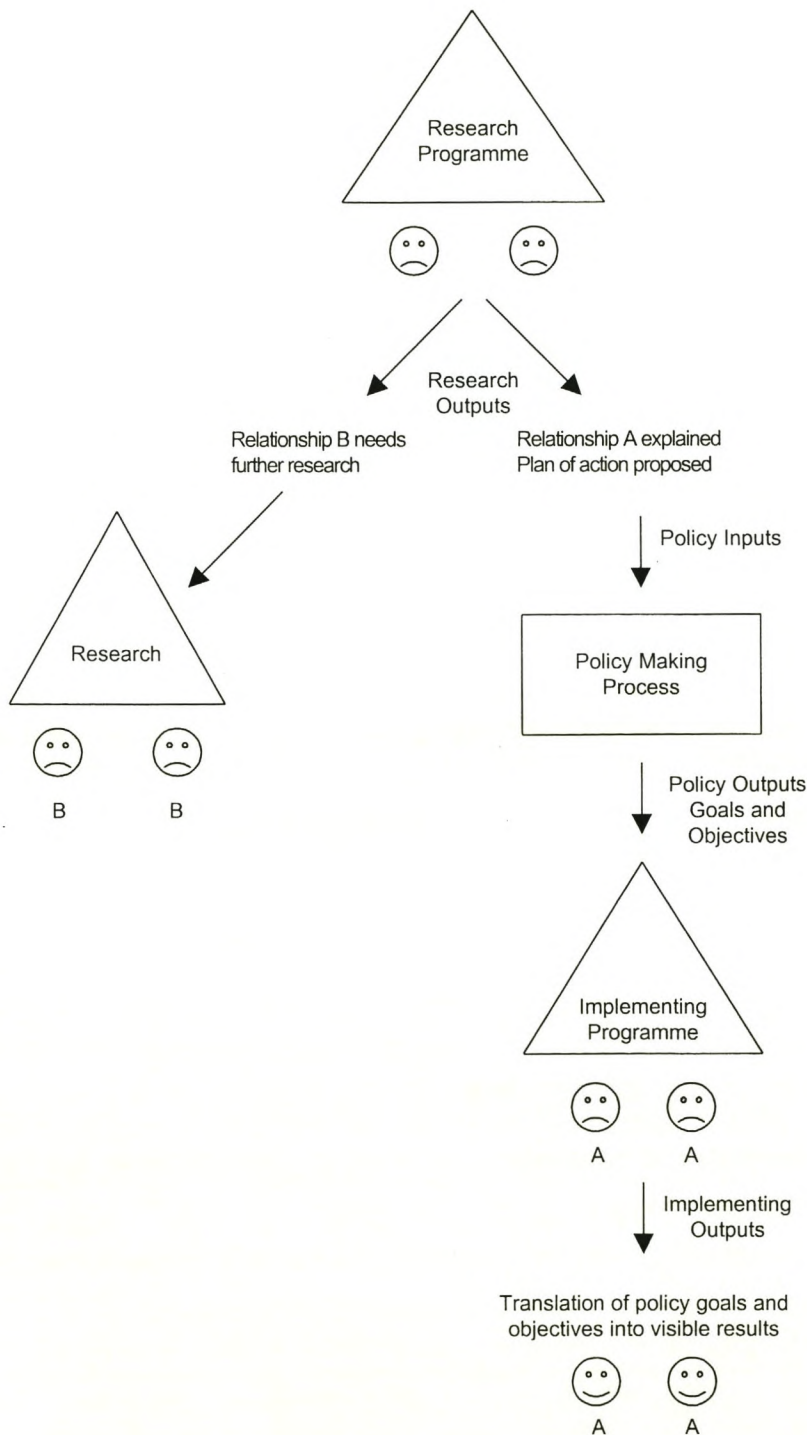

Figure 2   **The Research and Implementation Programmes**

5. The University of the Witwatersrand Refugee Research Programme

Chapters 2 to 4 can be seen as focusing on the theoretical arguments in this study. Chapter 5 and 6 will build on the tentative and theoretical conclusions drawn in Chapter 4. Chapter 5 will consist of three main sections, an analysis of RRPs history (Section 5.1), its structure (Section 5.2) and its future (Section 5.3). This will lead into the case study (Chapter 6) where the working definitions developed in Chapters 2 to 4 will be applied. Chapter 7 will revisit the hypothesis presented in Chapter 1 in an analysis of the data.

5.1. An historical analysis

The political transition in South Africa in the early 1990s, applauded internationally, has seen with it an increase of the so-called "alien invasion". Maharaj and Rajkumar (1997:255) in their discussion of this phenomenon state that despite its seriousness, the problem is largely under-researched. The reality of this statement is driven home in that Maharaj and Rajkumar (1997) only identify seven South African and three international publications between 1990 and 1997 that address illegal aliens in South Africa. These can be summarised as follows: Reitzes (1994) called for a multi-pronged policy approach to address illegal immigration in South Africa. Minnaar et al (1995) and Minnaar and Wentzel (1995) and Carim (1995) provided an overview of the problem of illegal immigrants. Hough (1995) examined the nature of refugee and illegal alien movements in Africa, and identified some of the underlying causes of illegal migration to South Africa. Dolan (1995) examined the problems of illegal Mozambicans in South Africa. Rodgers (1996) evaluated the United Nations High Commission for Refugees' (UNHCR) voluntary repatriation programme for Mozambican refugees in South Africa. The following international literature identified by Maharaj and Rajkumar (1997) focused on refugees, Black (1991), Bascom (1993) and Wood (1994). Maharaj and Rajkumar (1997) did not

include the work of Crush and co-workers (1992 to 1997) comprising six publications and an unpublished report which should be added to the above list.

What can be seen as central in this body of work is the widespread misconception between refugees and illegal aliens. Flowing from the research that Dolan was involved with, a research unit was set up to question stereotypical assumptions surrounding the situation of Mozambican "refugees" in South Africa. Dolan's initial objectives were to ensure an informed policy development around issues relating to: refugees, migration, labour, service delivery and reconstruction and development. In 1994 this unit took on the name, the University of Witwatersrand Refugee Research Programme (RRP). The following mission statement was put forward:

> To advocate for the formal status and socio-economic rights of former Mozambican refugees and other migrants in South Africa, by researching related issues in order to inform policy development and motivate for appropriate intervention.

RRP's initial focus was working with the former Mozambican refugees residing in the Bushbuckridge District in the north-eastern rural area bordering on Mozambique. This initial focus was widened to include those who had returned to Mozambique from this area. The following factors can be seen as contributing to the inclusion of this sector. International discussions which were held following the Oslo Meeting in June 1991 (an international conference on Mozambican refugees see Conference Report Maputo, Mozambique, 19-21 April 1993: 47). The Oslo Meeting can be seen as leading to the signing of the general peace agreement on the 4th of October 1992, which resulted in a large number of refugees spontaneously returning to Mozambique. Owusu (1993: 47-49) quantified these returnees at 443 000 out of the expected 1,5 million Mozambican refugees. Based on these figures and the following assumption, 'for the large majority of Mozambican refugees self organised return was possible', the Government Agency for Support to Refugees (NAR) and the United Nations High Commission for

Refugees (UNHCR) viewed repatriation in two parts, Self Organised and UNHCR Organised repatriation. Thus by 1994 the number of refugees returning to Mozambique on their own was sufficient to impact on the research work of RRP. To understand the impact of this, a cross-border research component was established at RRP. This component would later form one of the core functions of RRP's work with the establishment of a pilot project (See Rondinelli(1993:25,26;118-153) regarding pilot projects) looking at a staggered return (See Chapter 6) as an alternative to large-scale return.

In addition to those that were returning to Mozambique, a large number of Mozambican refugees migrated to Gauteng from the Bushbuckridge District. The following factors contributed to this increase in migration: With the formation of the Government of National Unity came the end to the former regional authorities or 'homelands'. These 'homelands' had acted as safe havens for Mozambican refugees as the National Party government, prior to 1994, did not view them as refugees but regarded them as illegal aliens and thus they had no status in South Africa. The severity of this situation can be seen in that the 1993 Maputo Conference included in it's recommendations the following: "According to international human rights standards, the Government of South Africa must be persuaded to accept the consequences of the presence of refugees, as do the other neighbouring states." (Conference Report Maputo, Mozambique, 19-21 April 1993: 60) The lack of status would eventually lead to the end of refugee feeding schemes, and an increase in competition for land and work as a means of survival. Without formal status and the right to work, the Mozambican refugee was forced to compete with other 'illegal immigrants' for work on the farms in the rural areas. Many of the refugees were at a disadvantage, as they had to support families, unlike the illegal immigrant who would be prepared to work for only food and accommodation. The only alternative was for the Mozambican refugee to migrate to the urban centres and look for work on the mines and in industry. To understand refugee migration from the Bushbuckridge District to Gauteng Province, RRP extended its research to cover Mozambican refugees in Gauteng.

Against this background the following can be seen as the role of RRP. Initially, RRP's role was to question stereotypical assumptions surrounding the situation of Mozambican "refugees" in South Africa. This must be seen in the light of the definition given to the Mozambican refugees by the National Party government. Thus from the outset RRP can be seen as being involved in qualitative research, addressing issues relating to people's perceptions. One of the objectives of the research was to inform policy development around issues relating to refugees and migration. By 1995 RRP was involved in monitoring of press coverage relating to both illegal immigrants and refugees. Through its links with the University of the Witwatersrand, RRP was able to ensure a high standard of research supported by a credible institution. This combination gave RRP the international backing that enabled it to present its findings to both the South African government and other organisations interested in Mozambican refugees. Based on this initial research RRP became involved in monitoring the successes of the UNHCR's repatriation process. Through RRP's cross-border research and the relationship that RRP had established with the refugee communities RRP was able to objectively evaluate repatriation with input from Mozambican refugees. Based on these findings RRP motivated for a more people-centred approach to repatriation and launched a pilot assisted voluntary return project that was driven by the needs and concerns of Mozambican refugees (See case study Chapter 6). This pilot can be seen as supportive of the researcher's understanding of implementation as given in Chapter 4.

Following the UNHCR's repatriation process, the status of Mozambican refugees in South Africa changed. Those who returned to Mozambique maintained their refugee status (Zikomo Malawi Special Report: 1995) and were included in NAR's programmes for returning refugees. Those that remained in South Africa for whatever reason were no longer seen by the international community as refugees and thus lost the support and assistance that made survival possible. Based on the findings of RRP, the UNHCR repatriation came too soon after the end of the civil war in Mozambique. It is ironic that the UNHCR did not implement the findings of the fact-finding missions on refugees and displaced persons presented at the

1993 Maputo Conference, the most pertinent of which reads as follows: A scheduled repatriation process based on informed decisions about the status of the Mozambican situation with respect to the safety of the returnee, the level of redevelopment of basic services and the entrenchment of peace. In addition to the above, all repatriation must take place on a voluntary basis only. (AWEPA Report, 1993: 16-28)   These findings support RRP's later findings and, if implemented, could have increased the success of the UNHCR repatriation.

Due to the low levels of success achieved by the UNHCR repatriation (Dolan 1995, Dolan and Reitzes 1996) and supported by the resolution taken by the international community at the 1993 Maputo Conference that: "Assistance to refugees will remain necessary as long as they cannot return to their country of origin", RRP successfully advocated for the international community to continue support for 'former' Mozambican refugees. This redefinition of the focus group that RRP was working with would ultimately become the focus of the core activity of RRP and thus impact on its mission.

Linked to this redefinition of Mozambican refugees, came the impact of the South African Developing Countries (SADC) exemption as passed by the Cabinet meeting of the government of South Africa on 21 February 1996. Maharaj and Rajkumar (1997:270) summarise the conclusion of the Cabinet meeting as follows, "… it was agreed to give illegal immigrants from Southern African states a partial reprieve." This 'partial reprieve' would in effect be permanent residence status. The Natal Mercury reported the terms for this status as follows,

"… illegal aliens who could demonstrate that they had lived in South Africa for five years, who were engaged in a productive economic activity or were in a long-standing relationship with a South African spouse or who had children in South Africa could apply for the reprieve within a specified period …" (Natal Mercury, 1996: 12 May)

Based on the Cabinet decision, RRP became involved in researching the impact that this would have on former Mozambican refugees (FMR). RRP's findings were that by definition the majority of the FMRs were excluded from this process as without status they could not work in the formal sector and thus it would be very difficult to prove that they were involved in productive economic activity. RRP did conclude that there were many FMR who had become integrated into their host villages and that for them it was possible to apply for reprieve. Based on RRP's monitoring experience, RRP became involved in monitoring the SADC exemption process.

During the implementation of the SADC exemption some fundamental problems became apparent. People that did not fulfil all the conditions found their applications being turned down. This resulted in high levels of exploitation of the FMRs as they were forced to pay large sums of money to corrupt community officials and community members to supply the needed conditions. Based on these findings RRP became involved in a process motivating for the reopening of the period of reprieve for the FMRs, but based on conditions that did not preclude them from the reprieve. Central to this process was the formation of partnerships both within South Africa and in the international community. One of the international partners that RRP was able to involve in the process and who would ultimately drive the regularisation of the FMRs was the European Parliamentarians for Africa (AWEPA). At the 1993 Maputo Conference, AWEPA through its African – European Institute launched a campaign called Refugiado. The concluding session at the conference explained Refugiado as follows:

"The Refugiado campaign for the next three years is a joint operation of the African-European Institute and the Dutch Refugee Council in co-operation with the Norwegian Refugee Council and with participation of the Refugee Council from Italy, Denmark and Portugal." (Conference Report Maputo, Mozambique, 19-21 April 1993: 59)

RRP was able to incorporate Refugiado based on one of its main aims, "to stimulate governments and aid agencies to give sufficient support to make repatriation and re-integration possible." (Conference Report Maputo, Mozambique, 19-21 April 1993: 59) The process of regularisation that was started would impact on the proposed life span of Refugiado as it would take four years of negotiations between the South African and Mozambican governments to implement the extension of the 1996 reprieve. By June 1997 six concluding recommendations were put forward by Scholten, the President of AWEPA at the Nelspruit "Conference on Refugees of the Period of Destabilisation", these can be seen as follows.

I. Legal status is a basic human right

Mozambicans staying in South Africa are former refugees in a technical sense, but they make up a specific category of people who are victims of the destabilisation war and form a part of the legacy of apartheid. They should be afforded special status, which organises their legal status in South Africa and enables them to obtain proper identification.

II. Deportation process should end

The very expensive, ineffective and counterproductive policy of forced repatriation forces former refugees to live in fear. It prevents them from free movement, either to improve their situation in South Africa or facilitate their return to Mozambique. The high costs are not justified, since 75% of deportees return to South Africa within 24 hours. Voluntary repatriation based on a comprehensive approach is the only sustainable alternative. A moratorium should be placed on forced repatriation, effective immediately.

III. Holistic repatriation programme is needed

In order to assist those who wish to return to Mozambique, a comprehensive approach will require: reopening the amnesty offered to SADC citizens; access to justice and protection for former refugees; reintroduction of the repatriation programme; including the provision of sufficient resources to enable a viable resettlement and restarting of people's livelihoods; and a widespread public education campaign to combat existing myths.

IV. Integration assistance for migrants is needed

An integration programme in South Africa for those Mozambicans who do not wish to return at this time will assist in the positive development of the country. Training and capacity building initiatives are required, with attention being given to the mainstream development infrastructure needs and the socio-economic environment as a whole in border Provinces, so that the additional human resources available can be taken advantage of in development.

V. Renewed assistance from the international community

The primary responsibility for dealing with this cross-border migration issue lies with the South African and Mozambican governments. In order to meet the resource needs of both countries to properly address the current situation and requirements, the international community must reopen its eyes to this issue and assist in the provision of sufficient financial and material resources to enable proper resettlement in Mozambique and integration in South Africa. This appeal refers in the first instance to European governments and civil society.

VI. AWEPA will create a Task Force on Refugees

In order to facilitate a campaign to promote awareness of these issues and effective support for their resolution, AWEPA will form an African and European Task Force on Refugees. Its first task will be to communicate the results of the Nelspruit conference to the respective governments concerned and the former

refugees themselves. A submission will be made to the South African government regarding the legislation on migration now being prepared, in order to stress the need for particular attention, including an amnesty, for the specific category of people in question, namely Mozambican refugees from the period of destabilisation. The Task Force will monitor the involvement of the international community and seek to fulfil a pilot function in regard to refugee and migration issues in other troubled regions. (AWEPA Bulletin, 1997:5-6)

RRP's role in the above process was on two levels. Firstly, RRP had been involved in researching related issues from as early as 1994 and was involved in dissemination of its research findings at a Local, Regional/Provincial and National level in South Africa and also at an International level. Linked to RRP's dissemination of findings were pilot projects aimed at addressing the findings of the Nelspruit Conference. Both the research findings and the experience gained through pilots were widely used in the formation of the approach taken by AWEPA. The second level at which RRP became involved in the above process was as an implementing partner. It was at this level that RRP's involvement throughout the implementing process impacted on the activities of the programme. As an implementing partner RRP was tasked with the responsibility of monitoring the whole process. This was largely based on the experience that RRP had gained in other successful monitoring roles. RRP could thus function as an objective and largely independent partner in the process of implementing the regularisation process while at the same time not losing its strategic inputs into the actual implementation of the process.

This role can be seen as ultimately becoming the core activity of RRP's staff and through this role one of the main focus areas of RRP's founding mission statement can be seen as being achieved. RRP had advocated for the formal status and socio-economic rights of former Mozambican refugees in South Africa, by researching related issues, informing policy development and motivating for an appropriate intervention.

As stated, the above process can be seen as only a partial fulfilment of RRP's mission statement (See Appendix 1). RRP is a donor-funded programme. The implication of this is that while the main focus of RRP has been the FMRs, the lengthy processes that RRP had become involved in was often not supported by direct funding. RRP has had to establish a strategy of survival in order to insure it can advocate for the FMR and other migrants in South Africa (See Appendix 1). This strategy has been largely driven by contracts focusing on the skills that RRP's staff has acquired through their work with the FMRs. This strategy has enabled RRP to address the remaining element in its mission statement, namely that of migrants in South Africa.

As stated above, the negotiations leading to the implementation of the regularisation of former Mozambican refugees stretched over 4 years with the project finally being launched in mid 1999. By mid 2000 and after two extensions to the regularisation project, RRP is still focusing on the impact that the newly afforded status is going to have on those who have been successful in obtaining South African Identification Documents (ID). Of greater importance with respect to the responsibility that the programme has towards former Mozambican refugees is following up on those that were not successful in obtaining legal status. For many of the FMRs the limited costs of ID photos and transport to both the mobile units and Department of Home Affairs offices have excluded them from this process. In addition to this on going commitment and support to those choosing to stay in South Africa, RRP has continued with its voluntary assisted return projects. Viewed in the context of the Nelspruit Conference, this can be seen as one of the recommendations put forward based on the pilot repatriation project run by RRP (See AWEPA Bulletin, 1997:5-6). To a large extent AWEPA has not fulfilled its commitments in this respect and RRP has been forced to forge new links with other international funders.

RRP is currently involved in establishing a legal unit that will look into supporting both groups of former Mozambican refugees remaining in South Africa, that is, both those accepting and those rejecting South African citizenship. This unit will form

part of the integration phase as spelled out at the Nelspruit Conference (See AWEPA Bulletin, 1997:5-6). As with voluntary assisted returns, AWEPA has not upheld the commitments it made at the Nelspruit Conference. The Refugiado arm of AWEPA has been terminated and AWEPA has officially handed over the facilitation of the integration phase to the South African Council of Churches.

This process has forced RRP to reflect on its mission statement and the status of the programme. Following a strategic planning process RRP has reformulated its mission statement as follows:

To advocate for and support the formal integration and socio-economic rights of former Mozambican refugees residing in South Africa and those who have recently chosen to return to Mozambique.

To use our experience to influence migration issues in Southern Africa through networking and dissemination of information.

Based on this new mission statement (See Appendix 1), RRP has identified two possible futures. The first is to remain linked to the University of the Witwatersrand. This option will imply that RRP will limit its involvement in the implementation of projects and will refocus its activities on initiating new research built on the skills and experience that it's staff has acquired over the years. This option will also imply that RRP becomes involved in a proposed educational programme that will be run at the University of the Witwatersrand Rural Facility, in particular a proposed Masters in Development and short courses focusing on development issues and migration.

The second option will be for RRP to break its links with the University of the Witwatersrand. This option will imply that RRP has to register as a Section 21 company (i.e. a non-profit company under South African law), set up the needed structures to ensure compliance as a Section 21 company and establish new links with implementing partners. Following this option, RRP's focus will move from

research and advocacy (For further understanding into research and advocacy , Roche, 1999:192-233) to implementation of projects. For RRP to successfully secure the needed funds to implement identified projects it will have to insource such skills to implement projects. This could mean the loss of existing RRP staff and the expansion of the programme.

5.2. RRP's structure

Thus far this discussion has focused on the mission statement and role of RRP without addressing the structure of the programme. At its inception RRP formed part of what was then known as the University of the Witwatersrand Rural Facility (WRF). RRP was dependent on the management and administrative structures of WRF. In 1996 WRF lost the support of one of its main funders. This led to the closure of many of the projects dependent on WRF. As RRP had been able to secure core funding for its activities, it was one of the projects that was able to continue. RRP was at this point a small research unit that reported to the Research Office at the University of the Witwatersrand main campus and had administrative links with the Health Systems Development Unit (HSDU) which was one of the surviving programmes from the original WRF. The following two factors can be seen as reasons enabling RRP to survive this transition.

- Structurally RRP functioned as a Matrix (See Davis and Lawrence, 1997: 3). In essence RRP was made up of specialists with specific functions, the flexibility that this created enabled RRP to redefine functions on an adhoc basis enabling RRP to meet its operational, administrative and managerial needs. In adhering to one of the underling principles of adhocracies, RRP maintained a small, specialised core that could continue when funding was low. The single objective nature of the programme ensured that this core could be used across diverse projects. When funding became available specialists were contracted for particular functions that the core was not able to do due to time and geographical constraints or limitations.

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- In addition to the Matrix nature of RRP, it functioned as a decentralised research unit of the University of the Witwatersrand main campus. This decentralisation gave RRP the needed autonomy to develop programme policies that ensured the survival of the programme.

By 1999 RRP's activities were becoming more diverse. As the programme moved from a single objective programme to a multi-objective programme its administrative links with HSDU was not able to meet the programme's needs. At this point the programme appointed a Programme Co-ordinator and over a period of time broke its administrative link with HSDU. The incorporation of a Programme Co-ordinator has not impacted on the Matrix nature of the programme.

5.3. The future of RRP

Reflecting on the above discussion the following operational areas within the programme can be identified: Advocacy, Community Liaison, Funding and Accounting, Implementation, Programme Management, Research. Four Core staff members, on an adhoc basis, support these seven operational areas. Within each operational area there is a division of authority with the ultimate authority being the Programme Head. The reporting structure within this Matrix is complex with three levels of reporting. First, reporting is fed back to the Core team in the form of programme meetings. This input is included in funding reports, which are sent to funders as part of the accounting process. The final level of reporting is to the University of the Witwatersrand main campus. Reporting at this level tends to have a financial bias and does not impact on the autonomy of the programme.

RRP's organisational structure is presented below in figure 3.
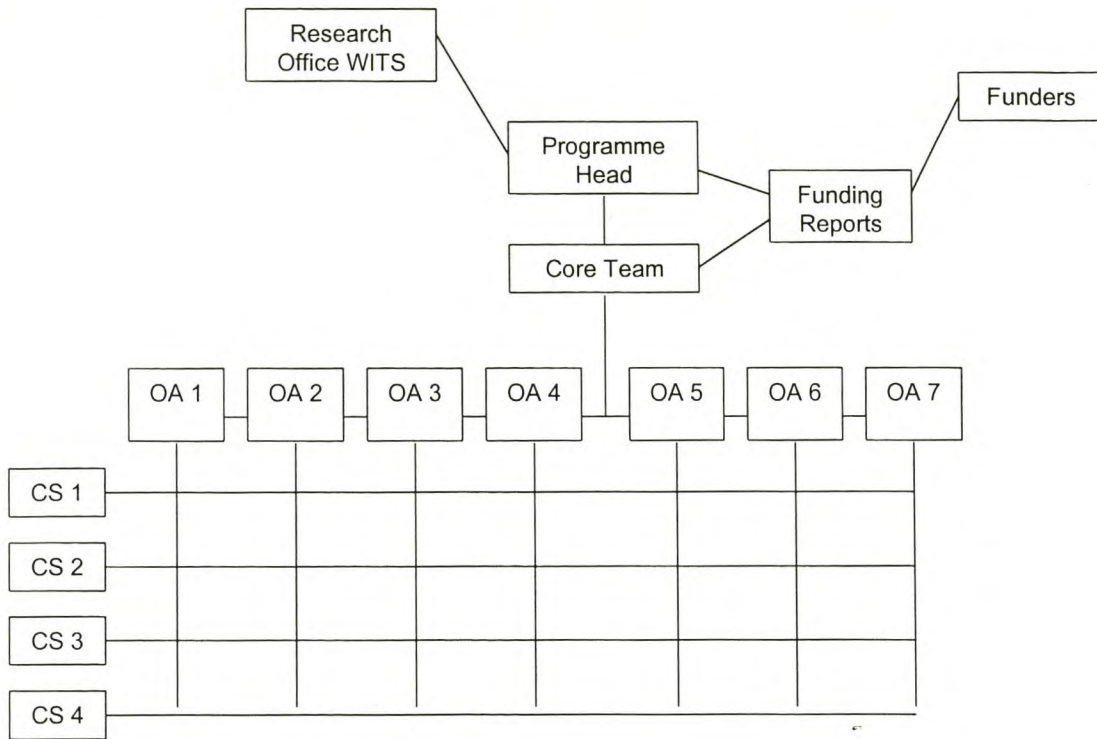
Key: OA – Operational Area   CS – Core Staff

Figure 3   **The RRP Matrix Structure**

The redefining of the mission statement discussed earlier and the state of transition that the programme currently finds itself in will impact on the structure of the programme as it stands at present.   The autonomy that has allowed the programme to both succeed in meeting its founding mission statement and survive in the unstable environment in which it functions, will be lost regardless of which of the two options that this study has identified is adopted.   Strengthening its links with the University of the Witwatersrand main campus and the involvement in academic programmes will impact on the reporting structure of the programme. Depending on the delegation of responsibility (See Burke 1999: 286-287), the Matrix structure of the programme could be maintained as different staff could be

involved in the academic programme at different times depending on the skills needed within the programme and the content of the courses offered.

If the programme were to break its links with the university, the formation of a Section 21 company will imply the formation of a board of trustees. This will impact on the nature of reporting in a similar fashion to the first option. Formal and accepted structures of reporting and accountability will need to be established. This will affect the flexibility that the programme has enjoyed. It will further impact on the scope that the programme will have in addressing issues outside of its mandate from the board. In addition to this the geographical area of involvement will need to become more defined and objectives and activities clearly defined.

It is not the objective of this study to recommend which option the programme should choose, as it is the researcher's view that both options have merit. It seems clear that the determining factor in this decision will be the ability to secure funding for one or the other of these options. Based on the hypothesis put forward in this study, RRP will tend to initiate more programmes focusing on implementation such as the Legal Unit mentioned above. This may not imply total separation from the University of the Witwatersrand.

This chapter has focused on the history, structure and future of RRP. One of the projects that have been identified in this chapter, namely, the Voluntary Assisted Return Project will form the focus of the next chapter as a case study. Chapter 6 will build on the tentative and theoretical conclusions drawn in Chapter 4. The working definitions developed in Chapters 2 to 4 will be applied to the case study and Chapter 7 will revisit the hypothesis presented in Chapter 1 in an analysis of the data presented in Chapters 5 and 6.

6. The Voluntary Assisted Return Project (VARP)

The discussion building up to this chapter has developed a theoretical argument based on Chapters 2 to 4. Chapter 5 introduced RRP as a research programme as defined in Chapter 3. Chapter 5 further identified that RRP is currently becoming more involved in implementation of research findings and as such is taking on characteristics of an implementing programme as defined in Chapter 4. This chapter will focus on one of RRPs projects as a case study. Based on the critical analysis of this case study Chapter 7 will analyse this data reflecting on the theoretical arguments put forward in Chapters 3 and 4.

As stated in the research methodology (See section 1.4), a RRP project will be selected and used as a case study. Reflecting on the definition of a project put forward in section 2.1 the following can be noted. A project is a time-bound goal oriented process involving non day-to-day activities focused on implementing policies to achieve set outputs in a defined geographical location. In the light of the above definition the **Voluntary Assisted Return Project** can be seen as a project for the following reasons:

6.1. VARP is a time-bound goal-oriented process. It can only be implemented prior to the rains in Mozambique. This is to ensure that the following goal is achievable, i.e. repatriation has to be just before planting of crops in Mozambique. This ensures self-sufficiency as soon as possible, which in turn decreases the possibility that the returning FMR will come back to South Africa due to the lack of basic needs such as food.

6.2. VARP involves non day-to-day activities which focus on implementing RRP's policies with respect to an alternative to forced deportation and large-scale return programmes.

6.3. VARP strives to achieve set outputs, namely to return those FMR that have requested assistance in an efficient and sustainable manner.

6.4. VARP operates in a defined geographical location, namely the current and former areas where the FMRs live.

In addition to defining VARP as a project, it has to be established whether this project forms part of a research programme or an implementing programme as discussed in Chapters 3 and 4. In this light the following can be noted.

6.5. VARP can be seen as an independent project within RRP.

6.6. VARP activities can be seen as geographically dispersed from the other projects that RRP is involved with.

6.7. VARP can be seen as operating under the common management structure of RRP.

6.8. VARP activities can be seen as translating RRP policy goals and objectives into visible results.

6.9. VARP has a flexible plan of action.

From the above, VARP can be seen as forming part of an implementing programme defined previously as follows: An implementing programme comprises of independent or interdependent geographically dispersed projects operating within a given time frame under a common management structure focusing on the process of translating policy goals and objects into visible results based on a flexible plan.

What is important to note from the above is that VARP can be seen as redefining the nature of RRP's activities. RRP was initially established as a research programme as explained in Chapter 5. The following problem statement was put forward in the

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beginning of this study: What is the probable effect of implementation of research findings in rural academic research programmes on the initiation of new research projects?

This chapter will use VARP to explain the effect that implementation of research findings in rural academic research programmes can have on the initiation of new research projects.

Based on focus group discussions held with FMRs both in South Africa and self-returned FMRs in Mozambique, and looking into reasons why the UNHCR return was not successful, RRP has put together the following findings:

6.10.   Any assisted return has to take place on a voluntary basis only. Forced returns will not be sustainable, as the returnees will attempt to return to South Africa as soon as they can.

6.11.   The assisted return process must be driven by the needs of those returning, namely it must not be prescriptive but sensitive to individual situations and needs.

6.12.   Information pertaining to the areas of return must be made available to the returnee to ensure that an informed decision is made.

6.13.   Every attempt must be made to re-establish communication links with the families of those returning to ensure a supportive network for the returnees.

6.14.   The timing of the assisted return has to allow for the returnees to build new houses and prepare their fields before the rainy season starts.

6.15.   The returnee must be taken to their settlement destination.

6.16. A basic starter pack that includes seed, tools and food needs to be made available to the returnee to ensure that an excepted level of self-sufficiency is reached as soon as possible.

6.17. Linked to any assisted return process there has to be a monitoring phase with the capacity to assist returnees that may be facing problems.

It is ironic to note that the above findings support the findings of a fact-finding mission on refugees and displaced persons conducted by the UNHCR and presented at the Maputo conference in 1993. If these findings had been correctly implemented, the UNHCR assisted return would have had a much higher success rate and the suffering of those FMR left behind in South Africa could have been avoided to a large degree.

Based on these findings and the existence of it's cross border component, RRP initiated a pilot Voluntary Assisted Return Project in 1997. (See Rondinelli (1993:25,26; 118 - 153) regarding pilot projects and discussion in Chapter 4) The following aim was presented in the project proposal:

"To successfully repatriate a pilot group of Mozambicans who desire to return to their area of origin, in order to develop a proposal for a wider operation, with the support of both the South African and Mozambican governments and other relevant organisations." (Proposal for a Pilot Voluntary Repatriation Action Research Project, 1997)

The following method of implementation was proposed: (Building on PAR and Participatory Learning methods as discussed by Mascarenhas (1991:49-57), RRP used local FMRs both in South Africa and some that had already returned on their own to Mozambique to form a team that was to both research aspects of the pilot project, implement the project and later monitor the project. (See Roche 1999: 61-63

discussion pertaining to selection of assessment team pertaining to outsiders and insiders.))

- The first stage was to gain more accurate figures of exactly how big the target group is and what the logistical requirements would be in terms of transport and contingencies. (*RRP conducted focus group discussions (See Roche 1999: 118-23) with selected communities, using Participatory Learning (See Mascarenhas, 1991:49-57) and Participatory Rural Appraisal and Planning (See Selener et al, 1999:3) to identify problems and put forward potential solutions with respect to transport and contingencies.*)

- The next stage would be to assess the areas to which people wished to repatriate to ensure that they are safe and capable of sustaining their return. A team of field workers in Mozambique would do this. (*A team of field workers (See Roche 1999: 61-63 re selection) in Mozambique visited identified areas of return (identified in the first stage using focus group discussions) and conducted focus group discussions (See Roche 1999: 118-23) with the communities.(See Ghirotti 1994: 78-86 for techniques of rapid appraisal of conditions)*))

- A pilot repatriation would then be carried out with people from three selected villages. A field worker would then monitor their resettlement for three months to record what process takes place and note any problems encountered. If this pilot project is satisfactory, recommendations to counter problems will be incorporated into the major repatriation of the remaining persons who wish to return. The same monitoring will continue with a team of field workers and any necessary contingency requirements will be sought to ensure the repatriation is successful for a period of three months. (Proposal for a Pilot Voluntary Repatriation Action Research Project, 1997)

This pilot was aimed at assisting about 100 FMR living in the Bushbuckridge region in which RRP was most active and where there was an established relationship with the FMR communities. Through a process of community meetings with the FMR in which focus group discussions were used, it was established that there were a large number who wanted to return. RRP's initial estimate based on research in the villages projected "a little under a quarter of those Mozambicans in the rural eastern border areas wish to repatriate to Mozambique." (Proposal for a Pilot Voluntary Repatriation Action Research Project, 1997) Over the years RRP's experience was to show that identifying caseloads for return projects (the number of people that the project will assist) was one of the most difficult aspects of the project. The main reason for this was that the option of returning to Mozambique was seen by the FMR as only one of many survival strategies.

Funding for this pilot was secured through AWEPA with an implementing partner being the National Ecumenical Committee for Repatriation – Resettlement & Rehabilitation (RRR). With funding secured, focused group meetings (See Roche 1999: 118-23) were held with the group of possible returnees to establish who they were and where they came from. Using a system of recording focused interviews with the possible returnees, RRP started to establish a data bank that would later be used to establish criteria for assistance and the terms of reference for appropriate assistance.

One of the first problems that RRP was faced with was informing the FMRs of the situation in Mozambique based on the assessment carried out in the identified areas that the FMRs would be returning to. Although there were many Mozambicans moving between South Africa and Mozambique these migrants were often not informed about the living conditions in the actual rural areas to which the FMRs would be returning. In addition many migrants were subjective towards South Africa and would discourage possible returnees. RRPs research showed that factors outside Todaro's (1991:276-277) push-pull factors led to this. For example, illegal migrants would need safe areas in which to hide from South African authorities. FMR communities provided these safe areas. Legal migrants often depended on

FMR communities for accommodation and food going to and returning from urban areas. Thus in addition to push-pull / rural-urban biases, the FMRs were influenced by subjective migrants.

To counter the above input and thus ensure that returnees made informed decisions, RRP started an initiative in three selected villages to increase the communication links between the FMR and their families in Mozambique. Using small tape recorders RRP would tape messages from FMRs and take these messages to Mozambique, trace the family of the FMR and let them listen to and respond to the message. In this way RRP was able to re-establish lost family links and ensure that FMRs were able to choose for themselves whether they felt safe to return or not.

At the same time as the communication links were being formed, RRP was involved in community meetings trying to establish when the FMRs would be ready to return to Mozambique and what they would need to make their return successful. Based on the experiences from the UNHCR return and from self-returning FMRs, it was suggested that the best time to return was just prior to the first rains. This would enable the returnees to establish gardens and build houses. The experience from the initial pilot projects confirmed this finding.

RRP found that the two main factors limiting the majority of those living in the Bushbuckridge region who wanted to return were the cost of transporting their few belongings around the Kruger National Park and the lack of formal documentation which would give them access to formal border gates. Further research into the cost of transport showed that many Mozambican refugees in the areas below the Kruger National Park were able to return with their belongings, as transport costs were lower due to the shorter distances. This research further suggested that the shortest possible route should be used to both reduce the costs of returning and the impact of long transits on the returning families.

Based on these findings RRP entered into negotiations with the relevant border authorities and the Kruger National Park identifying the shortest route that could be

used. Access through the Kruger National Park was secured and permission was granted to use the unofficial Nwanetsi border gate. The success of this pilot project would result in the reopening of three of the unofficial border crossings between Mozambique and South Africa. Access to these gates would be crucial for the success of the project over the next few years.

With access secured RRP was faced with the task of ensuring that logistics would not cause this pilot project to fail. This entailed the establishment of links with transport companies. A bus company, Great North Transport, would become one of the implementing partners in the project. In the initial stages of this pilot project RRP used South African trucks and truck drivers. On the 23rd July 1997 the first transit was made with about 100 FMR. This initial pilot project can be seen as acting as a catalyst and by 12th August 1997 a communication between RRP and the Mozambican Consulate reported that 1042 FMR had registered to return to the following districts in Mozambique – Moamba, Magude, Massingir and Chokwe (See Appendix 2).

Based on the experience of this first transit, RRP noted that the South African truck drivers were not familiar with the road conditions in Mozambique and were not prepared to take their trucks into some of the areas where the roads were very bad. Based on these findings RRP would established links with Mozambican truck drivers who had both the ability to drive in the Mozambican conditions and knew the areas. This strategy would limit logistical problems caused by South African trucks breaking down in Mozambique as both the trucks and drivers had limited permission to be in Mozambique.

As stated in the aims of this pilot project, RRP conducted a monitoring process both to ensure that the FMRs had been successfully returned to their respective villages and, to gain as much feedback from the returnees with respect to how the project could be improved. RRP's findings showed that in addition to transport, the returnees needed basic tools to prepare their gardens and seed for their first crops. Although these had been supplied by RRR in Mozambique, RRP noted that in future

repatriations it would be better for these initial supplies to be given to the returnee during the repatriation process. This would ensure that each returnee got the needed supplies within time to prepare gardens before the rains came.

With respect to the need for supplies to build new houses the FMRs viewed it more important to ensure that they could dismantle their existing houses and transport the roofing sheets, doors, windows and furniture to their final destination (Findings from focused group discussions as detailed above in the method of implementation.). Based on experiences from the UNHCR assisted return and the initial pilot project, communities that were receiving the returnees would assist in both preparing gardens and building of houses.

It further became apparent that a staggered return would be more sustainable than one large return process (Findings from focused group discussions as detailed above in the method of implementation.). Many of the families wanting to return stated that it was not possible for the whole family to return in one year. The following reasons were given in support of this: children attending school, family members working in other areas, those who did have access to land had crops on the land that would be lost (Findings from Problem Ranking with possible returnees.). Thus many of the returning families would stagger their return. The first group to go back would establish new gardens and build new houses. In many families this group would be the father and one or two children. In the second year the remaining family members would return to an established homestead. RRP found that some families would take more than two years to return as school going children would remain in South Africa for an additional year or two, often with a older member of the family such as a grandmother.

With these initial findings RRP was ready to initiate a larger staggered return project. For this to succeed RRP would have to secure funding and support from the international funding community. The overwhelming view of the international funding community was that Mozambique and its refugees were a closed chapter. This impacted on RRP's ability to secure the needed long term funding for the

implementation of the larger staggered return project. To cope with the lack of commitment from funders RRP was forced to operate on a yearly basis. This approach could not give the needed commitment to the communities. The effect of this has impacted on the availability of assistance for possible returnees. As stated above many FMRs wanting to return needed more than one year to plan their own return. Uncertainty as to whether RRP would be able to secure funding has discouraged many FMRs.

The impact of the above mentioned lack of commitment from the international community could be seen in the January 1998 transit. Based on the success of the earlier transit a joint proposal between RRP and CEDES-RRR was presented to REFUGIDO / AWEPA / AEI. The proposal was to assist 1000 FMRs to return before the end of the November 1997 – February 1998 rainy season. The proposal was accepted, but AWEPA readjusted the budget so as to support only 10% of the proposed FMRs. Due to the funding delays, the repatriation only started on the 29th January 1998 and only 101 FMRs out of the initial 1000 were assisted. The January 1998 transit was a clear re-confirmation of RRP's earlier findings. Based on this experience, RRP would become more assertive towards funders and would only assist FMRs returning under accepted conditions.

Against the above background the following phases within VARP can be identified. The first phase was that of piloting the concept of a voluntary return on an assisted basis. This initial phase can be seen as spanning the first two years (1997 and 1998). It included five transits spread over two years and assisted about 800 FMRs to return to their homes in Mozambique. As expected, RRP underwent an exponential learning process that has resulted in RRP's success in the second phase of the project.

The second phase of this project can be seen as starting in early 1999 with the "Final Report of the Pilot Assisted Return Project for Former Mozambican Refugees in South Africa – Jan 99". This phase can be seen as an entrenchment of the understanding of a staggered return process. It involved the continued lobbying for

international support that would enable such a process, based on experience and skills gained in the first phase. Caritas Netherlands was identified as a possible funder for the wider staggered return process. In an attempt to establish a relationship with the prospects of wider funding, Caritas was approached to fund the 1999 Assisted Return. Caritas accepted the 1999 proposal and between September and October 1999 RRP was able to assist an additional 469 FMRs in three transits. As with AWEPA, Caritas did not commit to the wider staggered return process but with the link between RRP and Caritas established, they funded the 2000 Assisted Return under the new name Caritas / CORDAID. In addition to the funding from Caritas / CORDAID, AWEPA agreed to assist 88 FMRs due to commitments to them from the Regularisation Project. The 2000 Assisted Return aimed at assisting 588 FMRs. By the middle of 2000 Caritas / CORDAID made a tentative commitment to a "wider return programme". In an attempt to increase public awareness of the Assisted Return process, the researcher contacted the staff of 'Special Assignment', a journalistic department of the South African Broadcasting Corporation's Television Service. As a result, their team accompanied the convoy of trucks carrying returnees into Mozambique on two occasions during the 2000 Assisted Return and in November 2000 the widely viewed actuality series, 'Special Assignment' screened a documentary entitled, "The Long Road Home". This documentary is attached as Appendix 3.

The third phase starting with the 2000 Assisted Return can be seen as the expansion of the project to areas outside Bushbuckridge. Based on the experience of the project in the Bushbuckridge area this phase has a possible life span of two to three years. One factor that can impact on the life span of this phase will be the success of the Regularisation Process and the effect that legal status will have on the FMRs. A second factor will be the availability of funds for the implementation of the project. In order for RRP to proactively manage these two unknowns, there is a need for an independent project appraisal (As discussed by Shepherd, 1998:131-134 focusing on cost-benefit analysis and the anthropological approach taken by Pottier, 1993:138-152). Such an appraisal will have two main functions. Firstly, it will objectively evaluate the successes or failures of the project and establish terms

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for the continuation of the project. Secondly, a positive independent appraisal could assist in obtaining the needed funds to implement the project (Shepherd (1998:134) supports positive appraisals as a means of securing funds for implementation). This will enable RRP to further develop links with Caritas / CORDAID.

The expansion of the project will have a direct impact on the structure of RRP. For RRP to effectively manage projects outside the Bushbuckridge area will mean that temporary offices will have to be established in areas such as Giani where there are large numbers of FMRs who have stated that they would like to return to Mozambique but will need assistance (see Appendix 2). In addition to the establishment of temporary offices, RRP will have to increase the public awareness pertaining to its Assisted Return Project.

The final phase of the project will be that of terminating the intervention and moving to some form of sustainable assisted return structure (this takes into account sustainability as defined by Shepherd (1998:1-22) and Korten (1990:4). This process will further benefit from the above mentioned appraisal as possible time frames may be put forward. VARP cannot continue indefinitely. Although the majority of those wanting to return will have been helped there will always be a small number that choose to remain in South Africa initially, but may in due course wish to return. It is important that the current project looks at cost-effective ways to assist this group. As it is unlikely that the international community will be willing to assist these returnees, possible alternatives based on some form of cost recovery will need to the established. Such a process could be linked to current government structures or they could be taken over by appropriate NGOs. Already RRP is taking an active role in this respect and will be facilitating a workshop looking at alternatives to forced deportation in December 2000 and April 2001. These workshops will attempt to bring together key role players in the deportation process, both at an implementation level and at a decision making level. Countries included in these workshops will be South Africa, Mozambique, Zimbabwe, Lesotho and Swaziland. RRP has secured funding for a 6 months monitoring process to ensure the decisions taken at these workshops will be implemented on an operational level.

Reflecting on the problem statement presented in this study, namely,

> "What is the probable effect of implementation of research findings in rural academic research programmes on the initiation of new research projects?"

Against this background VARP can be seen as having the following effects.

The initial organisational structure of the programme has undergone a process of transformation as explained in chapter 5. Implementation of research findings can be seen as playing an important role in this transformation. The Matrix structure that ensured programme survival has changed as the programme adapts to ensure project success within VARP.

This can be explained as follows. Within the Matrix one of the programme's staffing components was seen as being that of field research. Core members of the programme depending on linguistic, analytical and research skills carried out this function on an adhoc basis (See also Roche, 1999:61-63; 192-233 regarding selection of teams re outsiders and insiders and designing advocacy processes). As the initial pilot Assisted Return Projects were seen as action research (See Bless and Higson-Smith, 1995:56-61) this adhoc approach was implemented. Thus, through involvement, the field research component of RRP developed the skills needed to ensure successful implementation of the pilot. In the initial stages the field research skills can be seen as contributing to the success of the pilot.

As the project moved from the pilot phase to the project implementation phase the programme absorbed the increased responsibilities and functions of the project within its core staff. Had the programme at this point appointed additional staff to perform these functions the research component within the programme would have remained intact. The resultant shift in focus created a new responsibility and function within the programme, namely that of Assisted Return. This was in turn delegated to the staffing component with the needed skills (as would have happened

within the Matrix system) (See also, Roche 1999: 61-63). The reality of this was that the Junior Research Officer, who formed the field research core, became the Assisted Return Co-ordinator.

At the same time that this was happening the research projects that the programme had secured were delegated to other functional components within the core as the Junior Research Officer was functioning as an Assisted Return Co-ordinator. The Programme Head and the Programme Co-ordinator each took on the task of principle researcher on research and advocacy projects. The resulting structure that emerged was a Divisional Structure with programme management overplayed by autonomous project units.

Programme administration became decentralised within project structures. To complement the small core that the programme functioned with, each unit sourced-in skills that would ensure project success. These project units were functional rather than bureaucratic by nature and thus depended on the programme for administration and reporting to funders. As stated in chapter 5 the Matrix nature of the programme was kept to a large degree as temporary skilled workers were used across the project units as their skills were needed.

This new Divisional Structure impacted on the availability of the Programme Head and Co-ordinator to identify new areas of research as managerial tasks focused on serving existing project units. The result of this was that research projects, which by nature were not dependent on additional funds to succeed, received only reporting and administration support. Projects that were dependent on additional funds to succeed received reporting and administrative support as well as additional support focused on securing funds. This second category of projects can be seen as those focusing on implementation of research findings. This structure can be seen as impacting on the programme's ability to secure core funding.

The second area where implementation of research findings has impacted on the programme is with respect to programme objectives. When RRP was launched its

objective was to ensure more informed decisions around issues relating to refugees and migrants. With the implementation of research findings RRP moved from a single objective programme to a multiple objective programme. This multiplicity can be seen as one of the motivating factors for the inclusion of a Programme Co-ordinator as explained in chapter 5. Having more than one objective has impacted on the funding sources that has ensured the programme's survival.

The final area where implementation of research findings has impacted on the programme is the research links with the University of the Witwatersrand main campus. As the programme has become more involved with implementation of research findings, the programme's links with the University of the Witwatersrand have become weaker. This can be seen on both an academic level and with respect to financial structures and systems that RRP has used.

With respect to the academic / research links an example that explains to what level the links have dropped, can be seen as follows. In 1999 the University of the Witwatersrand launched a programme in Forced Migration in Refugee Studies. It was envisaged that this would be a Masters programme. Although there were some initial communications between RRP and the person championing this programme, by mid 1999 all communications had stopped. Both RRP and the Forced Migration Programme are members of the National Consortium for Refugees Affairs (NCRA) and it is through this forum that RRP maintained contact with the Forced Migration Programme. Ironically, many of the objectives of the two Programmes overlap. If these two programmes worked closely together they would be able to complement each other and provide a high standard of education and conduct research on a more effective basis. At present due to the weak links between RRP and the University of the Witwatersrand research office this possibility has never been realised. These weak links have been compounded by RRP's focus on implementation, which has not created the needed environment to facilitate new links or strengthen existing links.

With respect to the financial structures and systems that RRP has used from the University of the Witwatersrand, implementing projects have needed systems that were more suited to the demands of the project. The Assisted Return Project is a good example of this. Large amounts of money are needed to pay transport costs and for contingencies at very short notice. The University of the Witwatersrand Walker accounting system and Foundation accounts do not have the flexibility to cope with these needs. Thus within the accounting structure of RRP, finance for research projects are channelled through the Walker system and finance for implementing projects go straight into the local impressed account of the programme. RRP accounting to the University of the Witwatersrand with respect to each type of project differs. For finance coming directly to the project account RRP reports directly to the funders and submits copies of funding reports to the University of the Witwatersrand. This autonomy linked with weak academic links (RRP is not currently involved in any of the universities academic programmes) can be seen as one of the motivating factors for RRP wanting to break its links with the University of the Witwatersrand and register as a Section 21 company.

Reflecting on the above discussion, the implementation of research findings can be seen as impacting on the programme and on the programme's ability to initiate new research projects. This will be discussed in more detail in the next chapters.

7. Data Analysis

This chapter will revisit the hypothesis put forward in this study (See section 1.3). The initial discussion will be theoretical. Tentative and theoretical conclusions will be put forward. The second section to this chapter will focus on the selected project within RRP in an attempt to validate the tentative and theoretical conclusions put forward. These findings will be articulated in the chapter focusing on the Conclusions of this study.

7.1. In support of the hypothesis

The introduction to this study put forward the following Hypothesis:

Rural academic research programmes focusing on implementation of research findings tend to initiate fewer new research projects than rural academic research programmes not focusing on implementation of research findings.

As stated, this hypothesis can be seen as being deductive (Brynard and Hanekom, 1997: 19,20). This study identifies a possible or expected relationship, derived from existing theories, between implementation of research findings and the ability to initiate new research projects. As implied in a deductive hypothesis two variables can be identified:

the dependent variable   - the initiation of new research projects and

the independent variable - the implementation of research findings.

The implied relation is that implementation affects initiation.

This study has taken this relationship into a rural academic research programme as defined in Chapter 3:

A research programme comprises of independent or interdependent geographically dispersed projects operating within a given time frame under a common management structure focusing on the process of

explaining identifiable and observable relationships between elements in a given environment with the common objective to strengthen or correct any identifiable component of the relationship.

The process leading to this definition established that programmes are made up of projects (Cusworth and Franks, 1993:4), thus the relationship put forward in the hypothesis should be identifiable within projects, which constitute the programme, this deduction based on discussion in Chapter 2. As stated a project is a time-bound goal oriented process involving non day-to-day activities focused on implementing policies to achieve set outputs in a defined geographical location (See section 2.1). Thus the implied relationship (See section 1.3) would mean that the goals within the process would be formed by policies focused more on implementation success than identification of new research initiatives.

A factor leading to the formation of such policy can be identified as the types of funding agencies as identified by Bless and Higson-Smith (1995:154-156). Reflecting on the definition of a research project (See Chapter 3), there is an implied form of intervention, "…with the common objective to strengthen or correct any identifiable component of the relationship." With respect to the hypothesis this could be interpreted as "implementation of research findings". Based on the inputs of Conyers and Hills (1984:11) the researcher would argue that this does not imply intervention through direct implementation. As discussed in Chapter 2, project outputs can be seen as intended improvements to identified areas. Thus within the scope of the definition used in this study, project outputs can be seen as being project reports, advocacy documents and research articles. Outputs of this nature will focus on indirect implementation, as programme resources will not be directly involved with implementation. The objective is through project outputs to influence the relevant role players within the developing sector to ensure direct intervention takes place. As mentioned above, funding agencies can directly influence the nature of project outputs as funding objectives supersede programme objectives. Due to the influence of funding agencies, project outputs will tend to support direct

implementation using programme resources. This can in turn be interpreted as "focusing on implementation of research findings".

With respect to the relationship proposed in the hypothesis the above argument will impact on initiating new research projects. As funding objectives deviate from programme objectives two possible outcomes can be projected. Programmes will be forced to obtain alternative sources of funding to protect programme objectives or programme objectives will be adapted to incorporate funding objectives. For the first option to be viable, programme activities need to be 'current fundable activities'. Examples of such current fundable activities are HIV related projects, human rights issues and poverty alleviation. Programmes focusing on current fundable activities are in the position to reject a possible funder if funding objectives fall outside programme objectives.

Programmes focusing on non-current but fundable activities have less choice with respect to possible funders, they fall under the second alternative. RRP's mission statement falls into this non-current but fundable activity category. In essence RRP is refocusing on the Mozambican refugee issues that were current in 1992 – 1994. As stated above, programme objectives will tend to adapt to incorporate funding objectives. This can be seen with respect to RRP's links to Caritas / CORDAID. CORDAID recently had a workshop aimed at redefining the nature of the projects that it would be supporting. Implementing partners were requested to do an organisational analysis to identify how best they would be able to adapt to ensure they were able to secure funding through CORDAID. This impacts directly on the objectives of the implementing partners. Following this workshop RRP looked at ways to include HIV / Aids into its activities. Meetings were held with projects focusing on HIV / Aids to initiate new links that would insure the inclusion of HIV / Aids activities. Reflecting on the mission statement and objective of RRP, given in Chapter 5, one can note that HIV / Aids activities fall outside the scope of the programme.

7.2. Focusing on VARP

Thus funders can manipulate programme focus. In the case of VARP manipulation has been less direct than with CORDAID. Remembering that RRP initially embarked on a pilot that was focused on action research (See discussion in Chapter 6) within its role as a research and advocacy programme (See also Roche, 1999:192-233). The initiation of a pilot did not imply that RRP would implement a wider Assisted Return Project. The initial inclusion of CEDES – RRR and Refugiado AWEPA could have ensured wider implementation had there been greater commitment. Due to the lack of commitment from these partners, both on the ground and at the funding level, RRP was forced to become more involved in the project. Thus RRP progressed from the facilitator of the project to the implementor of the project. As this project can be seen as a non-current but fundable project RRP was not able to secure funding outside established project links.

With the inclusion of Caritas as a funder, RRP was able to break its links with AWEPA and only maintain an informing link with CEDES – RRR. As a funder Caritas objectives were focused only on implementation and funding activities linked to research were not funded. This combined with the shift to implementor that RRP had already undergone entrenched the focus on implementation. This has resulted in project proposals stemming from the Assisted Return Project being focused on addressing needs identified in the monitoring phase of the project. An example of this is an extensive proposal aimed at addressing language problems in schools faced by returning children. There is still need for research into key areas. The following can be seen as examples:

- Research pertaining to the re-integration of the returnees into their former communities.

- The impact of the proposed extension of the Kruger National Park into areas of return.

- The effect that the project has had on human migration patterns in the areas of return.

Research proposals in these and other areas have not been developed. In fact the cross-border research that the project was involved with in the past has been terminated as the programme staff are involved in ensuring project success.

Reflecting on the above discussion, RRP's focus on the implementation of VARP has impacted on its ability to formulate new research proposals.

8. Conclusion

The introduction to this study stated the researcher's interest in the progression that a selected case study programme is currently undergoing. This interest has focused on the effects of implementing research findings. In an attempt to unravel these effects the following problem statement was posed in the introduction (See Section 1.2).

> What is the probable effect of implementation of research findings in rural academic research programmes on the initiation of new research projects?

Through a process of participatory research over the past two years the researcher has been able to articulate the effects of implementation within a rural academic research programme in support of the following hypothesis (See Section 1.3):

> Rural academic research programmes focusing on implementation of research findings tend to initiate fewer new research projects than rural academic research programmes not focusing on implementation of research findings.

Following the methodology put forward in the Introduction, the concepts of programmes and projects within development were analysed (Chapter 2). Distinctions between programmes and projects focusing on research and those focusing on implementation were identified (Chapters 3 and 4). The University of the Witwatersrand Refugee Research Programme was analysed focusing on the history, role and structure of the programme (Chapter 5). A project within the programme was identified and used as a case study testing the research hypothesis (Chapter 6). Differences between research and implementation were discussed and the current status of the programme was analysed focusing on the effects of the selected project (Chapters 6 and 7).

The researcher's findings are as follows:

> The effect of implementation of research findings in rural academic research programmes is that it limits the initiation of new research proposals.

It was found that the progression to implementation within a rural academic research programme could be ascribed to changes in the policies, goals and objectives of the programme that can be brought about by external factors such as demands from funders.

9. Recommendations

In Chapter 3, the following definition of research was proposed:

> Research is the process of enquiry aimed at explaining identifiable and observable relationships between elements in a given environment with the objective to strengthen or correct any identifiable component of the relationship.

Before any recommendations are discussed, the researcher has identified both general recommendations and recommendations that will strengthen the hypothesis. Based on the above, two sets of recommendations will be put forward. The first set will focus on strengthening both the hypothesis and the findings of this study. The second set will be more general in nature and will pertain to the discussion leading to the findings.

9.1. Recommendations focusing on the hypothesis

As stated above, it is not the researcher's intention to give general recommendations pertaining to the discussion leading to the findings in this section. It is intended that recommendations will strengthen both the hypothesis and the findings of this study, in this light the following can be noted.

The underlying premises of these recommendations are that programme objectives are to maintain the status quo with respect to research activities within the programme. Thus the programme does not have the intention of becoming an implementing organisation.

The first recommendation is addressed at countering the effect of implementation of research findings in rural academic research programmes. Based on the above premise, the researcher recommends that the implementation of findings should be limited to pilot projects with identified mechanisms and processes focusing on

transferring the function of implementation to identified organisations or bodies that have the capacity to successfully roll-over pilot projects into sustainable intervention.

The second recommendation, also based on the above premise, is that pilot implementation should have defined time frames. This will allow programmes to plan for and replace human resources lost to pilot implementation. This will ensure the availability of researchers who in turn will be able to ensure that new research proposals will be initiated.

The third recommendation, based on the above premise, is that a clear division of responsibility should be maintained within the programme. Based on the second recommendation, correct human resource planning linked to a clear division of responsibility will ensure that both research activities and pilot implementations can succeed.

9.2. General Recommendations

The recommendations given above focused on strengthening both the hypothesis and the findings of this study. In addition to the preceding specific recommendations the researcher has identified the following more general recommendations arising from this study.

- Chapter 6 identified different phases linked to the AVRP. The third phase that of expanding outside of Bushbuckridge, was identified as having two unknowns that need to be proactively managed. This study recommended that an independent project appraisal would objectively evaluate the successes or failures of the project and establish terms for the continuation of the project. In addition a positive independent project appraisal could assist in obtaining the needed funds to implement the project by enabling / strengthening links with funders.

- The expansion of the project as discussed in Chapter 6 will have a direct impact on the structure of RRP. For RRP to effectively manage projects outside the

Bushbuckridge area, this study recommends that temporary offices be established in areas such as Giani where there are large numbers of FMRs.

- This study further recommends that for the successful expansion of the project, RRP will have to increase the public awareness pertaining to VARP.

- The final phase of the project identified in Chapter 6 was that of terminating the intervention and moving to some form of sustainable assisted return structure. In this light the researcher has stated that alternative cost-effective ways must be sought to assist FMRs that choose to return to Mozambique after the VARP has came to an end. In this light the VARP must concentrate on facilitating the process of forging community / NGO / government links focusing on both alternatives to forced deportation and cost recovery methods for assisted returns.

- A further point stemming from Chapter 6 is the need to strengthen academic / research links. This study identified one possible academic link as the Forced Migration in Refugee Studies Programme. Many of the objectives of the two Programmes overlap and the programmes could complement each other both on an academic / research level and in terms of securing funding.

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Our Activities:

• RRP will continue to advocate for the integration of former Mozambican refugees within South Africa. Ensuring they have access to justice, protection and the right to basic survival strategies.

• RRP will continue to assist former Mozambican refugees who choose to return to their homes in Mozambique.

• RRP will continue to monitor, advocate and support the reintegration of returned former Mozambican refugees.

• RRP will continue to focus on labour issues relating to the former Mozambican refugees and other marginalised communities within the Northern Province and Mpumalanga.

• RRP will continue to focus on the effect of internal migration patterns on the former Mozambican refugees and other marginalised communities within the Northern Province and Mpumalanga.

• RRP will continue to focus on alternatives to forced repatriation.

Networking with other organisations:

• RRP remains an active participant in the National Consortium of Refugee Affairs (NCRA), of which RRP is a founder member.

• RRP maintains close links with Lawyers for Human Rights, IDASA's Southern Africa Migration Programme, the Human Rights Commission, Congress of South African Trade Unions, Gauteng, Durban and Cape Town Refugee Forums and the Wits. Centre for Applied Legal Studies.

• New links have been forged with the South African Council of Churches.

Wits

Refugee Research Pro-

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Wits

Refugee Research Programme

Advocating for the rights of
MARGINALISED POPULATIONS
since 1994

The Former Mozambican Refugees

By the end of the 15 year civil war in Mozambique it was estimated that 350 000 refugees had entered South Africa. The majority settled amongst the historically disadvantaged rural communities in the former 'Homelands' of Gazankulu and Kangwane where they were given refugee status. Following the 1992 peace agreement between RENAMO and FRELIMO an estimated 31 500 Mozambican refugees were assisted to return by the UNHCR, by the end of 1995 an estimated 35 000 returned of their own accord . Following the historic 1994 elections, the former 'Homelands' became part of the new South Africa. In 1996 a permanent residency exemption was granted for the Southern African Development Community (SADC), although many of the Mozambican refugees applied they were not able to support their applications with the needed documentation due to their lack of status in South Africa. Following the 1996 Cessation clause signed by the governments of Mozambique, South Africa and the UNHCR their formal 'refugee' status was removed. This left an estimated 220 000 – 250 000 former Mozambicans refugees, without any formal status or support in South Africa. Until August 1999 the democratically elected government viewed these former Mozambican refugees as 'illegal' although many had been living in South Africa for over 15 years.

The majority live in settlements on the outskirts of rural villages in the Northern Province and Mpumalanga. Their main means of survival are vegetable gardens on small plots allocated by the local Indunas. To supplement their income employment is sought on farms, in shops and on the mines where they are viewed as cheap labour. The refugee settlements have maintained their traditional structures with a Mozambican 'headmen' who represent the refugee settlements although these 'headmen' are not recognised by the South African authorities.

Our Programme

In 1994 the University of the Witwatersrand Refugee Research Programme (RRP) was set up to question stereo typical assumptions surrounding refugees in South Africa and there by to ensure more informed policy development around issues related to refugees, migration, labour and service delivery. The programme is based in the Bushbuckridge District which borders both the Northern Province & Mpumalanga, South Africa. Research has addressed issues relating to the formal lack of status and its impacts on survival strategies, access to basic rights, health status, access to basic infrastructure (eg. water, electricity) amongst an estimated 200-220,000 self-settled former Mozambican refugees. This research has contributed to the White Paper on International Migration and the new Refugee Act. For the former Mozambican refugees it has led to a recent Amnesty granting formal status within South Africa. This successful regularisation of the former Mozambican refugees has led to a transformation within RRP as it continues to advocate for the rights of this marginalised and vulnerable sector. RRP is strengthening its links with local NGO's and service providers as its advocacy role addresses the needs of integrating the now legal former Mozambican refugees within the South African community. Linked to the refocusing of our activities is the establishment of a new identity. Adopting the local Shangaan word for helping

SEKETELA

and maintaining our identity with our focus population, we are embracing the challenges of the new millennium .

Our Mission Statement :

To advocate for and support the formal integration and socio-economic rights of former Mozambican refugees residing in South Africa and those who have recently chosen to return to Mozambique.

To use our experience to influence migration issues in Southern Africa through networking and dissemination of information.

Our Objectives:

• To raise awareness amongst the focus population of their newly accorded rights.

•To raise awareness of the new situation of former Mozambican refugees amongst local community structures, provincial, national and international bodies.

•To motivate for appropriate intervention to support the formal integration / reintegration of the focus population.

•To continue monitoring the reintegration of recent returnees in Mozambique.

•To continue monitoring migration and rights related issues.

•To further research and document rights and migration related issues amongst the focus population in their new context.

•To disseminate research and monitoring findings to influence the humanitarian implementation of current refugee, migration, labour, integration and welfare policies.

Our Main Achievements:

• RRP successfully advocated for an Amnesty to regularise the status of former Mozambican refugees giving them access to justice, protection and basic survival strategies.

• RRP has successfully advocated for, developed and implemented refugee-driven approaches to assisted return. A staggered return approach can be seen as a viable alternative to the usual large-scale UN approach. This alternative is sensitive to the needs of families/households, the realities of seasonality and addresses psychological and integration concerns.
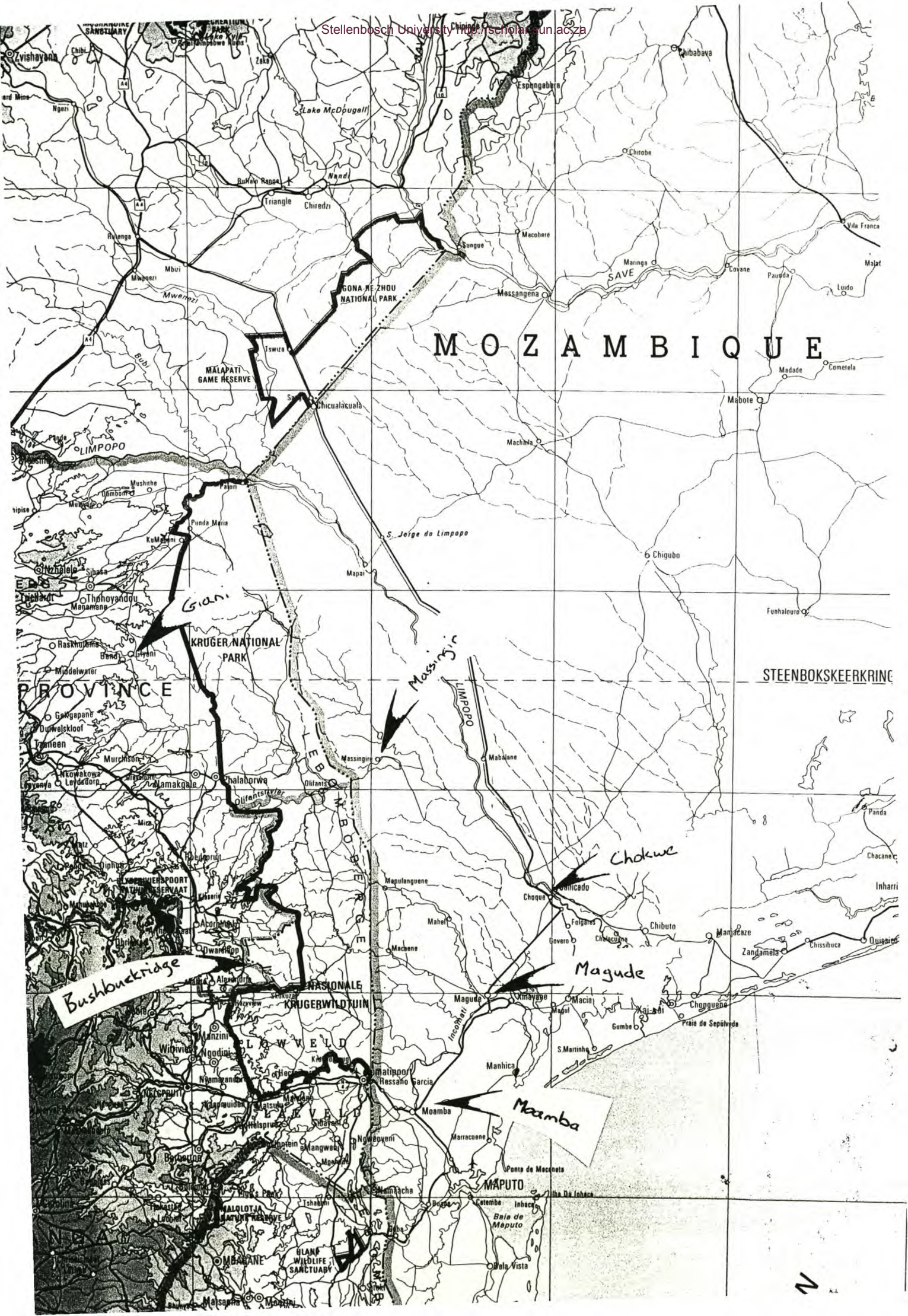
Appendix 3

The Long Road Home

This documentary begins with an introduction to the war in Mozambique looking at the effects of RENAMO targeted aggression. The documentary links the influx of Shangaan speaking refugees coming to South Africa to the above-mentioned aggression. The documentary then focused on the current situation in South Africa and Mozambique. While the war has come to an end, many of the Mozambican refugees are still living in South Africa. Some will never want to return. Others feel trapped and are ready to go back home.

At this point the documentary identifies the Kruger National Park as one of the main entry points for the refugees during the war and currently one of the main factors restricting those who would like to return. In support of this, the documentary focuses on interviews with Mozambican refugees and their experiences when crossing the Kruger National Park leading to their settlement in Bushbuckridge in the Northern Province. To get the local perspective on the refugees, the documentary included an interview with a local headman that had received the refugees. The interviews focus on the process of integration within the local communities as the refugees and the local people are both Shangaan. At this point the documentary introduces one of the complicating factors that the Mozambican refugees have had to face. They were only given legal status in South Africa after the war ended in 1993 and this was specifically so that the United Nations could repatriate them. The documentary identifies the low levels of success of this repatriation and states that those who remained in South Africa, lost their refugee status.

At this point the documentary introduces the Wits Refugee Research Programme (RRP) and gives a short background on its activities. The documentary includes interviews with the Programme Head, Nicola Johnston, the Co-ordinator of the Assisted Return Project, Caetano Simbine and the Programme Co-ordinator, Alan Wright (the Researcher). These interviews focus on the situation facing the Mozambican refugees in South Africa with respect to their legal status and their survival strategies. The documentary identifies one of RRP's projects that focused on obtaining legal status for the refugees remaining in South Africa and notes that for those wanting to return, RRP is involved in a project to assist them to do so. In this light the documentary focuses on the return journey of one such refugee, Romeo Mathebula who was staying in Giyani at a settlement called Hluphekani, meaning suffering. The documentary shows the differences in living conditions in Bushbuckridge and Giyani, the latter having the poorer living conditions and having more problems with local authorities around issues such as land rights. Mr. Mathebula is interviewed and gives reasons why he and his family would like to return to Mozambique. The main issues being that of access to land in Mozambique and the cost of living in South Africa. Mr. Mathebula's return to his home village through the Kruger National Park to the Gaza Province in Mozambique forms the focus of the rest of the documentary. The process of identifying people wanting to return, making

contact with their relatives in Mozambique and planning their return is explained. The documentary highlights problems that RRP faces around using informal border gates, the transportation of livestock and relying on local transport.

Linked to the Assisted Return Project is a process of both assisting the returnee in starting his or her life again and monitoring that this has been successful. The documentary highlights these elements of the project and follows Mr. Mathebula's return home and reunification with his family. The documentary returns with the monitoring team and shows how the returnees have started rebuilding their lives with the support of the Mozambican Government, local communities and their relatives in Mozambique.

Researcher's Note:

RRP has been approached by the Society for the Prevention of Cruelty to Animals and offered assistance with transportation of livestock as a result of this documentary.

RRP has identified an increased awareness of the plight of the former Mozambican refugees with other organisations focusing on human rights issues. This has led to increased networking between organisations.

The documentary was recently given a repeat broadcast on national television. After the initial viewing CNN requested that aspects of the documentary be shown on their programmes. Finally, a British based television company has recently purchased the right to screen the documentary in Britain.

Documentary details:

"The Long Road Home" was first shown on the South African Broadcasting Corporation's Television Service 3 (SABC 3), Special Assignment on 21 November 2000.

Camera and Sound – Gerhard Botes
Sound – Mandla Mlambo
Video editor and Final Mix – Hannes van Vuuren
Written and Produced by – Jessica Pitchford
Production Assistant – Sheva Carstens
Junior Producers – Mpho Moagi and Zukile Mancunga
Producers – Adri Kotzé, Sara Blecher and Anna-Maria Lombard
Story Editor – Chris Marquard
Executive Producers – Jacques Pauw and Anneliese Burgess