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EMPSA Guidelines and Principles for Monitoring in South Africa

Ecumenical Monitoring Programme in South Africa

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GUIDELINES FOR MONITORING IN SOUTH AFRICA

The following Guidelines have been drawn up to help identify potential monitors and to help them to understand what the task of monitoring in South Africa is about. This should be read together with the Programme Description of EMPSA.

A: MONITORING TEAMS:

Three kinds of monitoring teams are envisaged:

I. The Ecumenical Eminent Persons Group:

1. This group will be made up of people who
 - i) are either church leaders, lay or ordained, or prominent practising Christians and have the confidence of the church;
 - ii) must be people of influence in their own countries and preferably should have an international reputation;
 - iii) must have a commitment to justice, democracy and human rights and should be ready to share in the insights and ideals of the church in South Africa;
 - iv) must be ready to engage with all the political leaders and other opinion-forming bodies in South Africa and overseas.
2. The task of the Ecumenical Eminent Persons Group shall be
 - i) to launch the Ecumenical Monitoring Programme in South Africa (EMPSA) in September 1992;
 - ii) ready to engage in an indepth understanding of the social and political dynamics of South Africa especially those matters relating to the process of constitutional transformation now underway;
 - iii) ready to enquire and probe, raise questions from all parties about the future of the country and the means whereby a constitutional solution may be found;
 - iv) to observe the activities of the various agencies as well as the intergovernmental teams;
 - v) where necessary to advise the church in South Africa about priorities and challenges for their common witness and mission in a changing South Africa;
 - vi) to produce a report which, should it be considered appropriate, should include recommendations for action.
3. At least one of the members of the team visiting in September to launch the programme will be invited again to join a second team at the half-way stage of the programme or as the need arises.
4. That the visit of the Eminent Team will be for about 5 days.

II. The Group of Experts:

The National Coordinating Office in Johannesburg may, from time to time, request a special visit by teams of experts in certain key areas in order to advise about the operational strategies, or to train people in key areas of the skills necessary to carry out the Monitoring Programme: the areas will be in constitutional matters, policing, controlling violence, economic and industrial matters, community organisation/politics/management, conflict resolution, human rights and any other areas as may be required.

The Experts will be in South Africa for about 1 week at a time and should be ready to advise the churches about emerging areas of concern and how these could be addressed.

The Experts may be invited to run training workshops or to be on hand to advise or to be present at a time when it is felt that his/her expertise will be required.

III. Operational Monitors:

Teams of monitors will be deployed in various parts of the country or in those parts of the country which the national Coordinator believe requires an international presence. The Monitors will work alongside teams of national monitors. They will offer their expertise especially in organisational, management and planning skills. Some may be skilled in communications and in negotiations processes.

These monitors will be expected to remain in their posts for a period of 4-6 weeks at a time.

B: ORGANISATIONAL ARRANGEMENTS:

1. Nominations for monitors should be addressed to the International Coordinating Office in Geneva. A data bank will be kept in the Geneva office in order to be able to invite only those people who will fit the specifications suggested by the Johannesburg office.

2. The Geneva Office will issue invitations and will negotiate the dates of travel to South Africa with the candidate.

3. In all cases except travel costs will be paid by the sponsoring body or church except in those cases where application is made for financial assistance to cover travel.

4. The Johannesburg Office will be responsible for
 - i) boarding and lodging in South Africa except in those cases where the sponsoring agency has made provision for the payment of a per diem;
 - ii) transportation and other necessary working facilities at the station where posted;
 - iii) will arrange for any necessary training or briefing which will help monitors carry out their tasks.
5. All monitors will be responsible to the National Coordinator
6. All participants must be willing to work in teams and to be flexible and ready to respond to changing circumstances.
7. There shall be maintained a fair balance between women and men in the selection and deployment of monitoring teams.
8. It must be noted that English is the language of ordinary discourse in South Africa although knowledge of one of the African languages will be an advantage.

Document No:

THE ECUMENICAL MONITORING PROGRAMME IN SOUTH AFRICA

1. Introduction:

The World Council of Churches sponsored a planning and briefing workshop on the above programme at the Ecumenical Centre, Geneva on 10-11 August 1992. The workshop was attended by 4 representatives from the South African Council of Churches and the South African Catholic Bishops Conference, by ecumenical agencies and partners mostly from Europe and the fraternal ecumenical bodies based in Geneva. Invitations were sent to some 50 such organisations as well as national and regional councils of churches. Many were not able to attend at such short notice but indicated support for the project. The Pontifical Council for Justice and Peace at The Vatican was invited to cosponsor this programme with WCC. An official in the Council pledged support for the programme but indicated that the SACBC would represent the Council in all deliberations on the matter.

2. Objectives:

The workshop agreed the following objectives for EMPSA:

- to provide a mechanism of monitoring violence in South Africa, within the broad context of the political processes;
- to monitor and report on the process of negotiations for a peaceful transition to a democratic, non-racial South Africa, according to universally accepted democratic principles;
- to monitor and report on the electoral proceedings that are determined by the negotiating partners, so as to assist the participation of all South Africans in an electoral process.

3. The Outline of the Monitoring Scheme:

It is proposed that there should be at least three types of monitoring activities:

- the eminent persons group: it is hoped that such a group of churchpeople who have the support of the worldwide ecumenical community and who are in South Africa as representatives of the ecumenical fellowship, will command respect and may exercise moral authority. They will be in the country for short periods of up to a week, interacting with the key personalities and institutions in South Africa. Their specific targets will be determined by the churches in South Africa according to the particular concerns of that moment;

- the experts group: this group will be called upon as the need arises in order to help the churches address particularly burning issues which require expertise e.g. in policing matters, legal and constitutional issues, conflict resolution, the media. They may also be invited to provide specific training for selected people who would help in the ongoing work of the programme. It is thought that this group will be in the country only as needed, possibly 10-14 days;

- field executives: there will be teams of executive monitors spread throughout the country who would be a continuous presence alongside church officials and other secular national monitoring groups. These will work with the churches to observe and to listen, devise strategies to counter violence, make representations where necessary, to analyse information and to distribute it. These teams will spend about 4-6 weeks in an area at a time.

4. Organisational Structures:

The programme is ultimately accountable to the governing bodies of the South African Council of Churches and the South African Catholic Bishops' Conference. There is already in place a consultative structure, the Church Leaders Meeting, at which both bodies participate.

The participating churches will nominate people to form an ecumenical committee to oversee the work of EMPSA;

There will be a National Coordinator based in South Africa who will be the executive head of the project and will oversee staff, will be responsible for planning and logistical arrangements.

The WCC has been asked to coordinate the international aspects of the programme. This will include:

- the appointment of a consultant to be an International Coordinator and that such a consultant will be based in Geneva.
- to coordinate the international appeal for funding the programme;
- in consultation with the South Africa office and with interested partners overseas, to receive and screen requests for monitors, to identify monitors and to issue invitations as appropriate.

5. Length of Programme:

It was agreed that the programme for sending monitors to South Africa should be evaluated after six months. However, the office of EMPSA itself will last for one year.

6. Launch:

The plan is that EMPSA will be launched in Johannesburg in the middle of September by a group of eminent churchpersons who will constitute the first monitors of the programme.

THE ECUMENICAL MONITORING PROGRAMME
ON SOUTH AFRICA
(EMPSA)

GUIDELINES AND PRINCIPLES

World Council of Churches
Unit III - Justice, Peace and Creation
150, Route de Ferney;
P.O. Box 2100; 1211 GENEVA 2
Switzerland

I. BACKGROUND:

1. The WCC-sponsored consultation held in Cape Town in October 1991 resolved that the churches should set up "an effective monitoring system." The Cape Town Proposals for Action went on to state that "the monitoring process should be directed and supervised by an international group with adequate powers to investigate, report and ensure appropriate action"
2. The SACC sponsored an Emergency Summit on Violence in May 1992 at which leading politicians and church people participated. The summit called for "an international mechanism to monitor violence." Also in their memorandum to President F.W. de Klerk dated 22 May 1992, SACC church leaders urged the government to "recognise the value of an international monitoring mechanism of this violence, and play its part in enabling the institution of such monitoring mechanism as may be agreed upon ..."
3. The political situation appeared to be heading towards resolution immediately following the endorsement by most political leaders of the National Peace Accord followed by the inaugural session of CODESA in December 1991.
4. These high hopes were soon dashed however early in 1992 when violence persisted together with reports that the hand of the security forces could be detected in some instances where violence had occurred. It became clear that the South African security forces could not be relied upon to maintain law and order and ensure security to Black communities.
5. Following the crisis occasioned by the massacre of Boipatong on 17 June 1992 and the ANC's withdrawal from all negotiations with the de Klerk Government and announced a programme of mass action, the United Nations Security Council met on 15 July 1992 to consider a draft resolution sponsored by the OAU member states. The Security Council invited the Secretary-General "to appoint, as a matter of urgency, a Special representative who would then recommend measures which would assist in bringing an effective end to the violence and in creating conditions for negotiations leading towards a peaceful transition to a democratic, non-racial and united South Africa, and submit a report as soon as possible." Mr Cyrus Vance was appointed Special representative and he began a 10 day visit to South Africa on 21 July 1992.

6. In the run-up to the General Strike and week of mass actions called by the ANC and its allies on 3-7 August 1992, the Secretary General, responding to an urgent request by Mr Nelson Mandela of ANC, dispatched a team of UN observers to monitor events surrounding the General Strike and to report to him.
7. There is a consensus among non-governmental as well as church organizations in South Africa that any monitoring mechanism which may be put in place by the UN or any other intergovernmental agency needs to be supplemented by
 - i) an organized effort of non-governmental international observers;
 - ii) an organized national non-governmental monitoring network.
8. It has further been accepted that the church, due to its ecumenical links and the role it has played in the struggle against apartheid, can be relied upon to organise teams of international observers as required.
9. The churches are urged, however, to keep in close touch with the secular agencies engaged in a national monitoring programme in South Africa and that such collaboration, it is hoped, will ensure a comprehensive and an effective programme.

II. SOME GUIDING PRINCIPLES:

10. The worldwide Christian community has a commitment to the eradication of apartheid and to bring South Africa to a peaceful and just democratic dispensation. This is a conviction the churches share with many other secular organizations inside and outside South Africa. However, the churches believe that they have a unique role to play which, though it has to be sensitive to and in cooperation with other secular or religious initiatives, must nonetheless maintain the integrity and independence of the churches if they are to make a free, creative and unbiased contribution to the political development of South Africa.
11. It is necessary, however, to make it clear that any initiative by the churches in this regard will have to be undertaken ecumenically. By that we mean that all the churches in South Africa, Protestant, Catholic, Orthodox

and Pentecostal; fundamentalist or liberal as well as the various formations of the African independent and indigenous churches would be involved.

12. The international coordination must likewise be ecumenical and international allowing all churches which so wish to participate. Every effort will have to be made to ensure that participants will be drawn from all the participating churches.
13. The breakdown of CODESA II in May 1992 further pointed to the necessity that the monitoring programme has to be comprehensive, embracing the monitoring of the violence, the observation of the process of constitutional negotiations and elections on the basis of the new constitution. It is necessary to understand that the issues of violence and the constitutional processes cannot be set apart. The programme must hold the various aspects together in an integrated fashion.

III. THE OBJECTIVES:

14. To provide a mechanism of monitoring violence in South Africa within the broad context of the political processes;
15. To monitor and to report on the process of negotiations towards a peaceful transition to a democratic and non-racial South Africa according to universally accepted democratic principles;
16. To monitor and to report on the electoral proceedings as may be determined through the negotiations mechanism with a view to assisting the participation of all South Africans in the electoral process.

IV. FUNCTIONS

17. To provide a continuous presence in the country and, in general, to monitor violence taking into account its political impact as well as the social and political factors which contribute to it;

18. To respond to situations of potential or actual violence in a speedy manner in cooperation with local monitoring groups;
19. To provide pastoral support to the victims of violence;
20. To be a moral presence in situations of conflict in a manner which could act as a deterrence to the escalation of violence;
21. To collect information on incidents of violence and to make independent enquiries which would inform the analysis and judgements as may be appropriate;
22. To be alert to situations of potential violence and to be ready to use influence and expertise, in support of the local initiatives, to defuse tensions leading to the resolution of conflict;
23. To maintain contact with all agencies, governmental or otherwise, which are deemed to be important to the search for peace and, where necessary, to make representations to the authorities and political organisations;
24. To monitor and to report to the wider Ecumenical Community on the work of the statutory peace-creating structures such as the National Peace Secretariat and the Judicial Commission of Enquiry on Violence and Intimidation (The Goldstone Commission);
25. To monitor and to report to the wider Ecumenical Community on the processes of negotiations and any elections which may follow;
26. To facilitate the dissemination of information on the situation in South Africa to the wider ecumenical movement through the International Office in the World Council of Churches.

V. ORGANIZATION AND RESOURCES

27. Participating churches in South Africa form a National Coordinating Committee, which will serve as a consultative

group made up of people with expertise and insight into the political dynamics of South Africa.

28. The National Coordinating Committee is the ultimate responsible body of EMPISA in South Africa. In consultation with its regional structures and with the International Office, this Committee
 - a) decides on the programme - briefing and debriefing of monitors;
 - b) identifies the areas of urgent attention and deploy the monitors in the regions as proposed by the National Office, which also communicate such information to the sending agencies prior to their departure;
 - c) provides an analysis of the situation in the country which may include forecasting and fore-planning;
 - d) approves the Plan of Action, the Financial and Programmatic Reports of the National Office;
 - e) establishes any structure at regional or local level which it considers necessary for the achievement of EMPISA's objectives. Such a structure will be the host of the monitors and responsible for their daily activities and movements;
29. The World Council of Churches and European Conference of Justice and Peace Commissions (Roman Catholic Church) or any other agency so nominated, in consultation with the South African partners:
 - a) will coordinate international action consequent upon the findings of the monitoring teams especially with the other international intergovernmental and non-governmental organizations;
 - b) will relate to all the contributing agencies, churches and other ecumenical partners regarding the identification of appropriate persons to serve as monitors;
 - c) will prepare reports on the programme to inform the subscribing ecumenical partners and agencies;
 - d) should be ready to call together a meeting to assess the process of the programme in order to make adjustments which may be necessary for its effective implementation;
 - e) will raise the funds necessary for these operations in South Africa and in Geneva;

- f) issue invitations to and negotiate the dates of travel to South Africa with the candidate.

30. The National and International Offices are responsible for the day-to-day activities of EMPSA as described in point two and three above. Their staff consist of:

- a) An International Coordinator based in Geneva and assisted by
 - a representative of the European Conference of Justice and Peace Commissions on behalf of the South African Catholic Bishops Conference;
 - an Administrative Assistant
- b) A National Coordinator based in Johannesburg and assisted by
 - a Logistic Officer
 - a research and Communication Officer
 - an Administrative Secretary

NB: The National Coordinating Committee may appoint staff for Regional Offices.

- c) The National Office will be responsible for:
 - i) boarding and lodging in South Africa, except in those cases where the sponsoring agency has made provision for the payment of a per diem;
 - ii) transportation and other necessary working facilities at the station where posted;
 - iii) will arrange for any necessary training or briefing which will help monitors carry out their tasks;

VI. FINANCES & ACCOUNTABILITY:

- 31. EMPSA is financed through special grants from the International Ecumenical Community in solidarity with the people and Churches of South Africa. Contributions from the international partners are received and accounted for by the International Office in the World Council of Churches, which transfer the funds to the National Office in accordance with the budget approved by the National Coordinating Committee.

32. The International Office would produce a financial statement every three months, which must cover the expenses incurred at national and international levels.
33. An audited account would be made available at the end of the financial year.
34. The EMPSA's funds would be used exclusively for the purposes indicated in the approved budget.
35. The EMPSA's properties would be purchased as authorised by the National Coordinating Committee.
36. In all cases travel, board and lodging costs will be paid by the sponsoring body or church except in those cases where application is made for financial assistance to cover travel.

VII. REPORTING AND COMMUNICATION:

37. All written reports are to be made in the first instance to the following sponsoring bodies, which are, ultimately, accountable for the work of EMPSA:-
 - The South African Council of Churches (SACC);
 - The South African Catholic Bishops Conference (SACBC)
 - The World Council of Churches (WCC).
38. The teams of monitors shall produce collated reports on their findings at the end of their term. All reports should be completed in South Africa with the assistance of the National or Regional Offices. Such reports are confidential and sole property of EMPSA. They would be however, made available to our partners or to any other interested party, including government or political organization should it be considered prudent to do so.
39. Special reports and newsworthy events are compiled by the National Office and sent to the International Office for advocacy and distribution. Such reports may be issued periodically while allowances will be made for emergency reports as the need arises.

40. Summary of individual monitors' reports would be produced by the Research and Documentation Officer in the National Office and distributed by the International Office. Analytical reports on specific issues should also be prepared periodically and shared with International partners.

VIII. GUIDELINES FOR MONITORING:

41. MONITORING TEAMS:

Three kinds of monitoring teams are envisaged:

a) The Ecumenical Eminent Persons Group:

i) This group will be made up of people who:

- are either church leaders, lay or ordained, or prominent practising Christians and have the confidence of the church;
- must be people of influence in their own countries and preferably should have an international reputation;
- must have a commitment to justice, democracy and human rights and should be ready to share in the insights and ideals of the church in South Africa;
- must be ready to engage with all the political leaders and other opinion-forming bodies in South Africa and overseas;

ii) The task of the Ecumenical Eminent Persons Group shall be:

- to engage in an indepth understanding of the social and political dynamics of South Africa especially those matters relating to the process of constitutional transformation now underway;
- to enquire and probe, raise questions from all parties about the future of the country and the means whereby a constitutional solution may be found;
- to observe the activities of the various agencies as well as the inter-governmental teams;
- where necessary to advise the church in South Africa about priorities and challenges for their common witness and mission in a changing South Africa;

- to produce a report which, should it be considered appropriate, include recommendations for action.
- iii) At least one of the members of the team visiting in September to launch the programme will be invited again to join a second team at the half-way stage of the programme or as the need arises.
- iv) That the visit of the Eminent Team will be for about 5 days.

b) The Group of Experts:

The National Coordinating Office in Johannesburg may, from time to time, request a special visit by teams of experts in certain key areas in order to advise about the operational strategies, or to train people in key areas of the skills necessary to carry out the Monitoring Programme: the areas will be in constitutional matters, policing, controlling violence, economic and industrial matters, community organisation/politics/management, conflict resolution, human rights and any other areas as may be required.

The Experts will be in South Africa for about 2 weeks at a time and should be ready to advise the churches about emerging areas of concern and how these could be addressed.

The Experts may be invited to run training workshops or to be on hand to advise or to be present at a time when it is felt that his/her expertise will be required.

c) Operational Monitors:

Teams of monitors will be deployed in various parts of the country or in those parts of the country which the national Coordinator believe requires an international presence. The Monitors will work alongside teams of national monitors. They will offer their expertise especially in organisational, management and planning skills. Some may be skilled in communications and in negotiations processes.

These monitors will be expected to remain in their posts for a period of 4-6 weeks at a time.

42. Nomination and Screening Processes

- a) The sending agencies, sponsors or churches are responsible for the first contact with applicants. In most cases, they may even know the candidates. The responsibility lies heavily on them, being it hence imperative for them to.

- i) ensure that the profile of their candidates serve the programme well;
 - ii) recommend or confidentially indicate the strengths and weakness of the applicants;
- b) nominations for monitors should be addressed to the International Coordinating Office in Geneva. A data bank will be kept in the Geneva office in order to be able to invite only those people who will fit the specifications suggested by the Johannesburg office.
- c) There shall be maintained a fair balance between women and men in the selection and deployment of monitoring teams;

43. Conditions for Monitoring

a) Age

The maximum recommended upper age is sixty-five (65) years approximately, with exception of people of particular skills, good physical health and with a specific mandate e.g. within Eminent Group on a special mission. The recommended lower age is thirty to thirty five (30 - 35) years approximately unless highly recommended by sending agencies because of the reasons mentioned in the upper age maximum above.

b) Health

Good health condition of monitors is vital as this is a strenuous and stressful mission. During interviews, applicants should indicate any health problems e.g. hearing deficiencies, diabetics, backache, insurance, etc.

c) Knowledge about the South Africa Situation

Although this is not a pre-requisite, candidates must have a general knowledge about the South African situation. The sending agency or country EMPISA structure must help with orientation and relevant reading material for monitors to read before departure.

d) Language

It must be noted that English is the language of ordinary discourse in South Africa although knowledge of one of the African languages will be an advantage.

e) Skills and Personality

Monitors must be prepared to work in teams, be patient, respectful and be able to move and/or sleep

in different places, and respond quickly to the demands of the programme.

Listening skill - without being passive, is an added advantage.

44. Term of Monitoring

- a) Monitors must arrive on the dates suggested by the National Office unless under circumstances beyond control.
- b) A minimum of two (2) to four (4) weeks is applicable to monitors who fall under the category of experts. A decision to expand the term of monitoring lies with the National and Regional Structures in South Africa in consultation with the EMPSA International Office in Geneva and the sending agency.
- c) For the sake of continuity, monitors will be encouraged to share their experience with their successors by working together for not less than a week. This implies that new monitors should arrive in South Africa at least ten days before the end of the term of the preceding team.

45. Mandate

- a) Monitors must comply with and abide by the mandate of EMPSA. Private missions for agencies, governments or denominations can be undertaken only at the end of the monitoring term and at no expense to EMPSA.
- b) Monitors who wish to bring their families should indicate that on the application form, discuss the matter with their sponsors and reach an agreement with EMPSA Offices in Geneva and Johannesburg.
- c) Monitors must be able to place themselves under the direction of the local monitoring programme but be free to identify areas of concern and make suggestions for other approaches to the programme.

<p>ECUMENICAL MONITORING PROGRAMME IN SOUTH AFRICA STATEMENT of INCOME on EMPSA FUND</p>
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	in Orig. Curr.	in US \$	in US \$
EMPSA REQUEST:			876,336
RECEIPTS in Geneva			
Stichting Oecumenische Hulp	DG 50,000	27,739	
DANIDA via Danchurchaid		61,295	
LWF / Geneva	US \$ 10,000	10,000	
Zending / RCN Netherlands	US \$ 25,000 *	25,000	
ICCO	DGI 158,000 *	89,595	
Danchurchaid	DKK 100,000	18,033	
Australian Council of Ch.		3,480	
Prot. Episc. Church/USA	US \$ 10,000	10,000	245,141
RECEIPTS in Johannesburg			
Church of Norway	SAR 300,000 *	100,000	
Anglican Church of Canada	C \$ 10,000 *	7,918	107,918
PLEDGES to be channelled through Geneva			
KED pledge	US \$ 150,000	150,000	
Christian Aid	UK P 25,000	39,676	
Church of Sweden Aid	US \$ 25,000	25,000	
Bread for the World	US \$ 150,000 *	150,000	
Interchurchaid/Neth.Ref.Ch.	US \$ 15,000	15,000	379,676
PLEDGE to be paid directly to Johannesburg			
Misereor\Germany	DM 200,000 *	124,852	124,852
	TOTAL		857,587
STILL to be RAISED			18,749

* Grants earmarked for South African components

Account number 26/157/0336
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