



**UNIVERSITY OF
KWAZULU-NATAL**

**An Implementation Study of the National Youth Policy: A Case Study of
the Youth Advisory Programme in the National Youth Development
Agency, Pietermaritzburg Office**

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Honours Degree in Theology and Development

**Submitted in Partial Fulfilment of the Requirements for the Degree of
Master of Social Science [Policy and Development Studies] in the Faculty
of Humanities, Development and Social Sciences at the University of
KwaZulu-Natal, Pietermaritzburg Campus**

November 2011

DECLARATION

I, Chrispin Chikumbutso Kampala declare that

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ABSTRACT

Youth development in South Africa remains one of the greatest challenges. Due to the legacy of apartheid policies and the existing gaps in current policies, most young people still face socio-economic challenges, such as a high rate of unemployment, poverty, lack of business opportunities, lack of skills and a high rate of HIV infection, among other health-related challenges. The advent of democracy transformed the government's response to the needs of young people. New policies and legislative documents have been formulated since 1994. As part of constant efforts to promote youth welfare, in November 2008, the government launched the National Youth Policy (NYP). The policy stands as an essential guiding tool for youth development in the country. It stresses that mainstreaming youth development requires not only transformation of municipal structures, but also a deliberate willingness of leaders, and that their existing economic policies, strategies, programmes and institutions consider youth priorities.

The government established the National Youth Development Agency (NYDA) to spearhead co-ordination of youth development. In the Msunduzi Municipality, NYDA is guided by the Youth Advisory Programme that translates the policy at a local level. The purpose of this research was to ascertain whether or not the NYP is being implemented in the municipality through the Youth Advisory Programme. Through a case study done at the NYDA office, the findings indicate that the programme focuses on economic empowerment. First, activities concentrate on career development, which is mainly directed at technical skills, writing and communication skills of the youth, both in and out of school. Second, activities concentrate on entrepreneurial development, which means increasing entrepreneurial culture, business managerial capacities and book-keeping, thereby contributing to sustainable human development. However, for the programme to be effective, it needs a holistic approach to development. It must thus focus on all four pillars of the NYP, namely health and wellbeing, education, economic empowerment and social cohesion. For this to happen, the NYDA needs both financial and human resources, which currently, are under-resourced. Shortage of human and financial resources will continue to hamper youth development in the branch.

ACKNOWLEDGEMENTS

I would like to express my sincere gratitude and acknowledgement to the following people for the support they have offered me towards the completion of this research project.

- My Supervisor and Lecturer, Dr. Desiree Manicom, for her patience, guidance and continuous support in perfecting my paper,
- Staff of the National Youth Development Agency, Pietermaritzburg Office,
- Youth Co-ordinator at the Msunduzi Municipality,
- All the lecturers in the Department of Policy and Development Studies, for their contribution in my policy related knowledge,
- The editor of this thesis Prof. Richard Bell,
- My family: Mum, brothers, sister and all my friends for being there for me when I needed them most.

ACRONYMS

AU	:	African Union
AYC	:	African Youth Charter
BCS	:	Business Consultancy Service
BFP	:	Business Finance Programme
BDS	:	Business Development Services
BEA	:	Bantu Education Act
CDE	:	Centre for Development and Enterprise
CPAYE	:	Commonwealth Plan of Action for Youth Empowerment
CYC	:	Commonwealth Youth Charter
DPLG	:	Department of Provincial and Local Government
DTI	:	Department of Trade and Industry
EDP	:	Entrepreneurship Development Programme
EDU	:	Economic Development Unit
EUA	:	Extension of University Act
FET	:	Further Education and Training
FYDLG	:	Framework for Youth Development for Local Government
GPNYS	:	Green Paper on National Youth Service
HSRC	:	Human Science Research Council
IDP	:	Integrated Development Plan
FYDLG	:	Framework for Youth Development for Local Government
LED	:	Local Economic Development
MSA	:	Municipal System Act
MYG	:	Municipal Youth Guidelines

PCD	:	Project Concept Document
NP	:	National Policy
NYC	:	National Youth Commission
NYEESF	:	National Youth Economic Empowerment Strategy Framework
NYDA	:	National Youth Development Agency
NYDPF	:	National Youth Development Policy Framework
NYP	:	National Youth Policy
NYS	:	National Youth Service
RDP	:	Reconstruction Development Programme
RSA	:	Republic of South Africa
SA	:	South Africa/n
SDNC	:	Service Delivery Network Centres
STATSSA	:	Statistics South Africa
STDs	:	Sexually Transmitted Diseases
UN	:	United Nations
UNCEF	:	United Nations Children's Fund
UYF	:	Umsobomvu Youth Fund
WPAY	:	World Programme of Action for Youth
WPLG	:	White Paper on Local Government 1998
WPNYS	:	White Paper on National Youth Service
WPRD	:	White Paper on Reconstruction and Development
WHO	:	World Health Organisation
YAP	:	Youth Advisory Programme
YDN	:	Youth Development Network

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CHAPTER ONE

INTRODUCTION

1.1 The Description of the Research Project

The title of this research is *An Implementation Study of the National Youth Policy: A Case Study of the Youth Advisory Programme in the National Youth Development Agency, Pietermaritzburg Office*. It is a study of the implementation process of the National Youth Policy (NYP) in the National Youth Development Agency (NYDA), under the local government of Pietermaritzburg; the Msunduzi Municipality. The study looked at the implementation process of the policy by the Youth Advisory Programme of NYDA office from May 2010 to December 2010. The Policy has four guiding pillars, namely health and wellbeing, education, economic empowerment and social cohesion.

1.2 Background

Since the advent of democracy in 1994, South Africa still faces several social and economic challenges, such as the growing poverty and inequalities between the poor and the rich, the high rate of HIV and AIDS and a dearth of skills and rising figures of unemployment. Gwala (2007:3) and Borat (2006:2) warn that South Africa is amongst the countries with the highest figures of chronic unemployment, which stands as a feature of its labour market. Unemployment is undeniably one of the greatest challenges for South Africans.

Unemployment is especially concentrated among young people who either do not have tertiary qualifications or their qualifications do not meet the formal labour market requirements (du Toit 2003). This situation has created an unfavourable climate, which obstructs the efforts of youth to enter the labour market; especially those from previously disadvantaged groups. Gwala (2007:4) indicates that the pattern of youth unemployment moved from a 26% unemployment rate in 1994 to 40% ten years later. Recent statistics from the first quota of the labour force survey of 2010 put unemployment levels for those under the age of 24 at 74% and that 75% of the job losses experienced during the 2009/2010 recession involved people under the age of 34 years (STATSSA 2010). One of the reasons for these statistics is that, prior to

democracy, youth development occurred within a context of political, social, economic and cultural oppression. This situation contributed directly to many of the current dilemmas facing the youth (NYC) (RSA 2002:3).

1.3 Rationale for the National Youth Policy

Since 1994, the government and its stakeholders embarked on several large-scale initiatives aimed at increasing youth participation and addressing existing gaps within its policy frameworks to help mainstream youth development. These initiatives were aimed at achieving youth economic empowerment and development through encouraging and guiding all tiers of government, including implementing agencies to mainstream young people in all their core policies, strategies and programmes (Department of Trade and Industry 2009). What followed was the formation and establishment of different policies, legislative instruments and agencies. 'Several youth legislative policy frameworks such as the National Youth Commission (NYC), Act No. 19 of 1996; the National Youth Policy (NYP) 2000 and the National Youth Development Policy Framework (NYDPF) 2002/2007 were undertaken' (NYP 2009). Despite these initiatives, young people are still marginalised in mainstream economic activities of South Africa and still face numerous social challenges. As part of ongoing initiatives for youth development and also dissatisfied with the rate at which youth development is occurring, the Office of the President in November 2008 launched the National Youth Policy (NYP 2009). The aim of this policy is to empower and guide the youth to a prosperous future. This represents an important milestone towards an integrated and holistic approach to youth development for the advantage of young people in South Africa.

The policy aims at mainstreaming youth development into the economy of the country, with the intention of reducing youth unemployment and other challenges facing the youth. This follows the realisation that, since 1994, policy-makers and decision-makers have not given enough attention to the problem of youth unemployment in relation to its devastating effects, especially among the youth (Gwala, 2007:3). Public policy aims at achieving and improving efficiency, equity of access and quality of services for the wellbeing of society (Dassault and Rigoli 2003).

Studies focusing on youth policies and their impact on youth empowerment in South Africa have shown that most policies do not tackle the challenges of implementation at local level or address the problems of unemployment facing the youth. The literature review highlights some of these findings. It is in this context that this study examined the implementation process of the National Youth Policy in the NYDA office in Msunduzi Municipality through a case study on the Youth Advisory Programme.

1.4 Literature Review

UN-HABITAT (2004) published a report, which was presented at the Expert Group Meeting in Nairobi, Kenya, by the Youth Developing Network (YDN), titled: *South Africa Addressing Youth And Unemployment: The Most Pressing Post-Apartheid Development Challenge for Youth*. The report indicates that, previously, any policy framework relating to the youth did not exist at the local government level. 'Yet local government is central in the implementation of policies through service delivery' (UN-HABITAT 2004). There are three levels of government in South Africa. These are national, provincial and local. Most policies aimed at addressing social ills are made at the national level with little emphasis on how they can be implemented by local government, yet the local government is closer to the people. This resonates with what Gwala (2007) and Borat (2006) says that despite several policies and tools launched after 1994 to address unemployment among the youth, unemployment is still high and is still one of the major social problems facing South African youth. This suggests that previous policies and tools have not been effective enough in tackling the challenge or their implementation has been inadequate. There might be loopholes in policy frameworks and tools that emanate from government, NGOs and the private sector's efforts. After the 1994 democratic dispensation, the State and its subsidiaries, such as youth organisations, the private sector and civil society, have exerted efforts to address this challenge. However, current reports from the first quarter of the labour force survey (STATSSA 2010) still indicate an increase in unemployment figures among young people in South Africa.

The Centre for Development and Enterprise (CDE), an independent policy research and advocacy organisation, carried out an intensive and large-scale investigation, which examined

job creation programmes in South Africa's three largest metropolitan areas (Johannesburg, Durban and Cape Town) and assessed the effectiveness of responses by both government and business (CDE 2008). The study led to the conclusion that 'interventions are neither attacking root causes nor going to scale' (CDE, 2008). The CDE concluded that policies and current initiatives addressing this challenge are:

not designed to go to scale; are not evaluated independently; do not record crucial information and fail to use common criteria and definitions – of a 'job', for instance; often result in large sums of money being spent on creating very few jobs; and perhaps most importantly, do not assess how cost effective the interventions are (CDE, 2008).

Chanza (2006) in her research, *Do Youth Structures Facilitate Meaningful Youth Participation in Local Government? A Case Study of Msunduzi Municipality* focused on how Youth Departments are best positioned to facilitate meaningful youth involvement in the local economy. She argues that for youth departments to be effective, functional and able to play the leadership role, they need both financial and human resources from local government. A significant finding of the study was that youth units are best positioned to facilitate meaningful youth participation and remain the only youth structure with a potential of bringing greater youth involvement in the IDP/Budget process and ward committees. However, for youth units to be effective, functional and be able to play their leadership role they need both financial and human resources from the municipality. Without this kind of support they remain irrelevant and useless to the youth in wards who continue to remain marginalized. An understaffed youth unit without enough money and resources will always struggle to move youth participation from tokenism to meaningful participation in government participatory structures and processes.

The research conducted by the Department of Trade and Industry (DTI), (DTI 2008) analysed the rate at which national, provincial and local governments and also the private sector are absorbing the youth in their structures. The Department also studied the rate at which the youth are given business opportunities in the country. Results showed several challenges regarding economic empowerment among the youth. It also shows a lack of initiatives in

mainstreaming youth development in the local economies and the implementation of economic empowerment strategies among the youth. The report highlighted that,

despite several tools, policies and initiatives from different sectors targeting the local government, youth enterprise ownership is still at 5.5%; high level of unemployment among the youth; there still is a mismatch of skills that young people possess and those required by the economy; the number of young people involved in business is significantly low at 8% (DTI 2008).

The research also indicates that Departments pay limited attention to youth development and economic empowerment. 'National departments and public agencies that form part of the economic cluster have not adequately prioritized youth economic empowerment in their sector strategies, programmes and budgets' (DTI 2008). Currently, most provincial departments and local municipalities do not have strategies, policies, programmes and designated youth directorates tasked with the mandate of youth economic mainstreaming.

Gwala (2007) has also researched in this area, but with a focus on the extent and urgency of unemployment in Pietermaritzburg. His research investigates the impact of this phenomenon on the youth and the role befitting the Church in helping people deal with the problem. His research indicates similar results to that of the Department of Trade and Industry. He observed that Pietermaritzburg has a growing rate of youth unemployment and highlighted the problem of policy in solving youth challenges.

1.5 The Youth Advisory Programme

In the present research, a case study on the Youth Advisory Programme was conducted in the Pietermaritzburg Office of the National Youth Development Agency (NYDA). The NYDA is a South African youth development agency set up by the Office of the President. 'NYDA aims at creating and promoting co-ordination in youth development matters. It resulted from the merger of the National Youth Commission (NYC) and the Umsobomvu Youth Fund (UYF) in May 2009' (NYDA 2009). NYC and UYF were both initiatives from the Office of the President. NYC was formed in 1996 to spearhead youth activities and development (Youth Development

Network 2004), while UYF 'was established in January 2001 with a mandate to create a platform for job creation, skills development and transfer for South Africa's young people' (Kekana 2010).

In Pietermaritzburg, the National Youth Development Agency activities are guided by the Youth Advisory Programme, which patronise the National Youth Policy at a local level. The Agency identified the following as its key performance areas: 'economic participation, education and skills development, effective and efficient operations, information services and communication, National Youth Services and communication, policy, lobby and advocacy, research, monitoring and evaluation and social cohesion' (NYDA 2009). In the Pietermaritzburg office, like other selected branches around the country, the agency operates through the Youth Advisory Programme, which is one of the implementation strategies of the National Youth Policy.

1.6 Research Problems and Objectives

The present study explored how the National Youth Policy is integrated with the work of the National Youth Development Agency, through a case study of the Youth Advisory Programme in the Pietermaritzburg Office.

The following research questions informed the broad research problem:

- What structures, processes and mechanisms are used in the implementation of the National Youth Policy?
- What strategies guide the implementation of the National Youth Policy?
- What are the challenges and successes in the implementation of the National Youth Policy?

The specific research problem and objectives of this study were to examine the implementation process of the National Youth Policy by the National Youth Development Agency (NYDA). The focus was mainly on the Youth Advisory Programme of the Pietermaritzburg Office, its strategies, challenges, successes and coping mechanisms within the local NYDA office.

- What structures, processes and mechanisms are used in the implementation of the Youth Advisory Programme?
- What strategies guide the local NYDA in the implementation of the Youth Advisory Programme?
- What are the challenges and successes the local office of NYDA is currently facing in the implementation of the Youth Advisory Programme?

1.7 Theoretical Framework

Policy plays a central role in steering the government, civil society and the private sector towards mitigating social ills. A functioning government cannot thrive without frameworks that consist of influences, decisions and procedures to direct it towards achieving certain goals. Cloete and Wissink (2000:13) explain that public policy is generated within the framework of governmental procedures and influence. It is through a collection of these procedures, decisions and influences that a policy is made. The focus of this study was to understand how a collection of procedures, decisions and influences facilitate the implementation of the National Youth Policy by the NYDA office in Msunduzi Municipality.

To understand the implementation, a process evaluation was used as an analytical tool to analyse the findings of the study. Weiss (1998:32) comments, 'process evaluations examine what goes on inside the program while it is in progress, with a focus on such things as participant enrolment, activities offered, actions taken, staff practices, and client actions'. Process evaluations focus on the implementation phase of the programme, project or policy under study and help interested parties to critically understand experiences in the policy context. Process evaluation is done through monitoring activities of implementation. Programme monitoring is defined as the systematic attempt by evaluation researchers to examine programme coverage and delivery (Rossi & Freeman 1989:170). This is when evaluation is dedicated to finding out the extent to which a policy is being implemented according to its intended objectives.

1.8 Research Design

This study used qualitative research methodology. A case study was used. Qualitative research is an 'empirical research in which the researcher explores relationships using textual, rather than quantitative, data. Case study, observation and ethnography are considered forms of qualitative research. Results are not usually considered generalisable but are often transferable' (Colostate Edu 2010). The qualitative study helped to gain an in-depth understanding of the experiences and conceptualisations of the NYDA with regards to the implementation of the policy.

Data collection was done in the form of interviews with administrative staff of the agency. In-depth qualitative interviews were carried out. According to Neuman (2000:112), in-depth interviews involve a series of face-to-face, detailed discussion with selected people. Babbie & Mouton (2001:289) define an in-depth qualitative interview as an 'interaction between an interviewer and respondent in which the interviewer has a general plan of inquiry but not a specific set of questions that must be asked in particular words and in a particular order. Rubin and Rubin (1995:43, 46-47) stipulate that qualitative interviewing design is characterized by being:

Flexible, iterative, and continuous, rather than prepared in advance and locked in stone... Design in qualitative interviewing is iterative. That means that each time you repeat the basic process of gathering information, analyzing it, winnowing it, and testing it, you come closer to a clear and convincing model of the phenomenon you are studying... The continuous nature of qualitative interviewing means that the questioning is redesigned throughout the project.

In-depth interviews led to the understanding of procedures, structures, successes and challenges employed and faced by the NYDA in the implementation process and also how the staff members in Pietermaritzburg are managing the whole process of implementation.

The sample for the interviews came from the NYDA in the Pietermaritzburg Office. Four people were interviewed for the study: Centre Manager; Outreach Officer; Career Advisor and Business Development Officer. These four were justified on the basis of their positioning in the agency.

They are coded as NY01, NY02, NY03 and NY04, respectively. They were appropriate to the study because they deal directly with youths in the municipality. They manage projects for, and report on, various interventions aimed at youth development. They also provide a platform for advocacy for youth programmes and empowerment. With the establishment of NYDA and the endorsement from the Government for NYDA to spearhead youth development in the country, the respondents represent the organisation at the local level in this municipality.

1.9 Secondary Sources

This research builds upon existing literature on policy implementation; its strategies and implementation results. The examination of secondary sources on policy implementation was guided by Pressman and Wildavsky (1984), Parson (1995) and Wiemer & Vining (2005). With regards to youth policies and unemployment, Borat (2006), (2008) has published several articles that analyse the situation of youth and unemployment nationally and also provincial perspectives and statistics on the challenge. In addition, Statistics SA (2010), in their latest labour force survey gives a picture on youth and employment. Analysis of these documents formed the backbone of this research and guided the researcher in understanding the National Youth Policy. Examination of the literature on policy implementation led to a critical analysis of different instruments and government documents with regards to policies relating to the youth. Since the advent of democracy in 1994, different policy instruments have been developed to guide in mainstreaming youth development into the economy. Analysis of these instruments focused on the revised National Youth Policy of 2008, which served as a guide to this research and further examination was made of the National Youth Development Policy Framework (NYDPF) (2000); the White Paper on National Youth Service (1999); and Municipal System Act of 2000. The latter served as a guiding tool, feeding into the theoretical framework.

1.10 Data Analysis

The data collected from the interviews was transcribed and analysed. The contents of the transcribed interviews were analysed with reference to existing implementation strategies within the local municipality and the NYDA. Content analysis was used as a method to analyse

data. White and Imhoff (2010) defines data analysis as a process of inspecting, cleaning, transforming and modelling data, with the goal of highlighting useful information, suggesting conclusions and supporting decision-making. Terre Blanche & Durrheim (2001:41) comment that data analysis aims at transforming information or data into an answer to the original research question. Qualitative data analysis was applied to the data using content analysis. According to Nueman (2003:36), content analysis is 'a technique for examining information, or content, in written or symbolic materials (e.g. pictures, movies, song, lyrics, etc.) and then creates a system for coding specific aspects of it.' Similarly, content analysis, as described by Palmquist (1993), cited by Babbie and Mouton (2001:491), 'examines words or phrases within a wide range of texts, including books, book chapters, essays, interviews and speeches as well as informal conversation and headlines.'

Through content analysis, the establishment of expressions, notions, topics, themes, phrases and characters was achieved. This led to the understanding of, and the extracting of information from, the transcribed material, hence qualifying the outcomes in an objective manner. In other words, content analysis is collecting and organising information systematically in a standard format that allows a researcher to draw conclusions about the characteristics and meaning of recorded material. It is used as a research tool that concentrates on the actual content and internal features of sources of information including the media and publications. It can be used for exploratory and explanatory work, but is most often used in descriptive research (Babbie and Mouton 2004:383). It is in the critical examination of spoken words and some phrases that a researcher is able to deduce themes and the philosophical position of the interviewee.

According to Krippendorff (2004) cited in Stemler (2001), six questions must be addressed in every content analysis:

1. Which data are analysed?
2. How are they defined?
3. What is the population from which they are drawn?
4. What is the context relative to which the data are analysed?
5. What are the boundaries of the analysis?
6. What is the target of the inferences?

With this approach, his assumption is that word and phrases mentioned most often are those reflecting important concerns in every communication. Therefore qualitative content analysis can involve any kind of analysis where communication content such as speech, interviews, and images are categorised and classified. The present study has been analysed using content analysis concerning themes and concepts around the policy implementation successes and challenges. The data was analysed with reference to different challenges being experienced in the implementation process and the coping mechanisms being adopted. The final analysis has been done with reference to the National Youth Policy. This helped to give a picture of precision as to whether or not the implementation is being done accordingly. At the very end, conclusions were drawn from the analysis of the data.

1.11 Dissertation Structure

Chapter One is the introduction. First, it introduces the research topic and the research problem. Second, it outlines the background to the problem, which is highlighting historical, political and social dynamics that have led to youth unemployment and other social challenges in the country, hence the need for this study. Third, it gives a review of literature, which this research is built on. Lastly, it gives an overview of research objectives, research methodology and research design.

Chapter Two is a conceptual framework. It introduces public policy and policy cycle defining and clarifying themes of public policy; decisions relating to public policy; policy implementation and, eventually, the implementation process. The chapter also explains the role the government and its departments, agencies, the civil society and the private sector play in the whole process of policy and its implementation.

Chapter Three introduces and traces the development of youth policies. It locates and analyses the current situation of youth policies in South Africa. The chapter is divided into three parts: first: a brief synopsis of legislative acts that shaped youth policies prior to 1994; youth policies since 1994, citing policies and legislative acts which have been used since then; an analysis of the National Youth Policy.

Chapter Four is a case study on the implementation of the Youth Advisory Programme by the office of the NYDA within the Msunduzi Municipality. It describes and outlines the NYDA, its office in Pietermaritzburg and the environment of its operation within the Msunduzi Municipality. It highlights the youth structures within the Municipality that support the work of the NYDA. This description examines the impact and area of coverage in the region.

Chapter Five presents the findings of this study, as they emerged from the critical analysis of the implementation of the Youth Advisory Programmes (YAP) in the Pietermaritzburg office of the NYDA. The chapter analyses the findings of the primary data obtained from the NYDA office through interviews with staff members. The focus was mainly on a parallel view of the conceptual context of this study to the implementation of the programme based on the National Youth Policy. Thus it critiques the existing programme, highlighting its strategies; challenges being encountered; its limitations and shortcomings.

Chapter Six integrates the findings of the study and gives a conclusion and some possible recommendations especially, to municipalities, the NYDA, and other spheres of youth development in the country.

CHAPTER TWO THEORETICAL FRAMEWORK

2.1 Introduction

This chapter acts as an integral part of the research, as it presents both theoretical and analytical tools based on the current literature concerning the policy and implementation process; especially on process evaluation. Central to policy analysis is following the principles laid out in the structures of the policy in context and in reflection to what public policy says. Chapter two defines and clarifies themes of public policy; decisions relating to public policy; policy implementation and eventually the implementation process. The focus will be on evaluation and implementation (process) evaluation. The latter will be used as a tool to analyse the implementation process in NYDA. The chapter also explains the role government and its departments, agencies, civil society and the private sector take in the whole process of policy and its implementation.

2.2 Public Policy

There is no single accepted definition of public policy. Definitions vary because of differences in contextual and disciplinary areas. 'Books, essays and discussions of a proper definition of public policy have proven futile, even exasperating, and they often divert attention from the study of public policy itself' (Dye, 1981:1). Different schools of thought define public policy differently because of intentions of fulfilling their course of action. For the purpose of this study different conceptions of public policy will be explored and a conceptual guide to this study will emerge. The conceptual guidance relates to what Colebatch says, that there should be a meaning in a concept of policy and that that meaning should be followed or should relate to the practice of policy (1998:101). This is a clear indication that policy is about linking concepts to desired actions or problem-solving. According to Dye (1981), public policy is 'what government chooses to do or not do.' His view relates closely to what government takes as the reasonable action in achieving its goals and objectives on public life. This governmental framework of action is what he calls public policy. Parsons (1997:xv) argues that public policy is concerned with issues and

problems and how they come to be defined and constructed; and how they are placed on the political and policy agenda. The same theme is reflected in the words of Colebatch, that is, public policy is a goal oriented activity carried out by government. Public policy is more of a relationship between the means and ends. It is expressed through the body of law, regulations, decisions and actions of government (2002:49). However, this does not mean the government is the only body to carry out programmes relating to public concern. Friedrich (1963:79) regards policy, generally, as 'a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilised and overcome in an effort to reach a goal or realise an objective or purpose'.

With these concepts, it is clear that policy is intended to lead governments, individuals, organisations, civil society and the private sector in achieving certain goals, a desired course of action and interaction. Parsons (1995:10) explains: 'it is a purposive course of action aimed at dealing with a problem or matter of concern.' A functioning government cannot thrive without frameworks that consist of influences, decisions and procedures to direct it towards achieving certain goals. Cloete and Wissink (2000:13) state that public policy is generated within the framework of governmental procedures and influences. It is through a collection of those procedures, decisions and influences that a policy is made. Policies are intended for a wide range of outcomes, varying according to the needs and challenges of governments, organisations and the context in which their policies are made. Through this action, a framework is developed, which directs bodies in achieving certain programmes that eventually lead to the redefining of policies and their processes.

2.3 The Policy Process and the Policy Cycle

The traditional literature on policy indicates that policy-making has cycles that split policy into various stages. Kingdon (1995:9), Dye (1972) and Colebatch (1998:105) identify these stages as: problem identification; agenda setting; identifying or considering alternative solutions to the problem; the policy formulation or decision-making process; implementing the alternative as a policy and evaluating the impact of the policy. Jenkins (1978) adds that policy-making is an interrelated process, all stages are crucial, significant and each stage is part of the larger part of

policy-making. However, policy-making and implementation do not always progress according to the cycle and often depend on the context and issues at hand (Colebatch 1998:105). The progress does not necessarily depend on what is common to other policy-makers and theories in circulation, such as implementing policy in a systematic chain of policy making and implementation, as the cycle portrays. This concept is reflected in what Colebatch (1998:105) and other writers say about the cycle. According to Colebatch:

A model facilitates the understanding of public policy making by breaking the complexity of the process into a limited number of stages and sub-stages, though they stress that the practice of policy does not follow the model – decision-makers do not act in a systematic way, the stages may occur in a different order or be omitted entirely, there may be a series of small loops rather than one big one...in short, there is often no linear progression as conceived by the model.

This indicates that the making and implementation of policy does not always follow a linear and sequential model. The cycle was developed primarily because of the complexity of public policy, which is sometimes difficult to comprehend. Simplified, discrete stages, commonly known as the policy-making cycle or process, are constructed (Kingdon 1995:9). The stages given in Figure 1: are problem definition; agenda setting; decision-making, policy implementation and policy monitoring and evaluation.

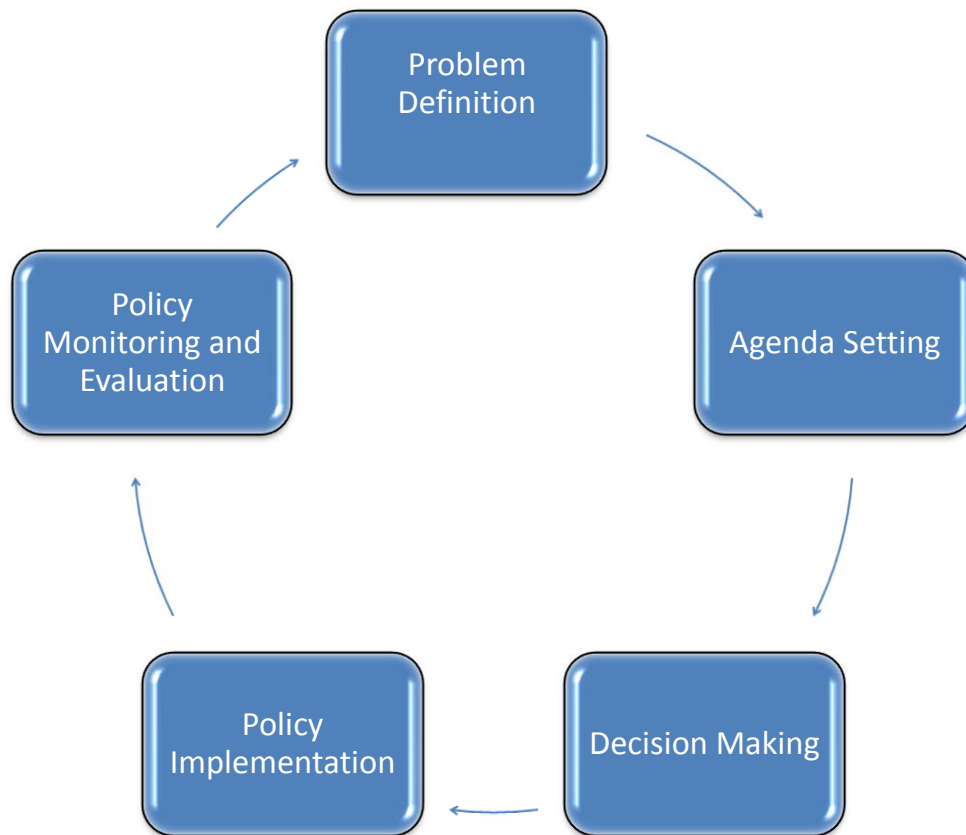


Figure 1 Policy Cycle

2.4 Policy Implementation

Every policy has its intended goals and objectives and a strategic action of achieving them ought to be in place. The action of achieving these goals is the actual process of implementing the policy. 'Policy implementation and service delivery are both critical for effective governments, the private sector and civil society' (Brynard 2005:2). Hogwood and Gunn (1987:197) describe implementation as 'what happens after policies are adopted. Policy implementation is concerned with steering a course of action, and seeing that it is followed over time.' Similarly, Pressman and Wildavsky (1984:xv) explain, 'policy implementation may be viewed as a process of interaction between the setting of goals and the actions geared to achieving them.' Implementation, necessarily, depends on how influential individuals in leadership, policy-makers and politicians perceive a problem; and how they might unravel it.

Wiemer and Vining (2005:275) draw three main factors that affect the successes and failures of implementation. They perceive implementation to be affected by the logic of the policy, the

nature of the co-operation it requires and the availability of skilful and committed people to manage its implementation (2005:275). These three requirements relate to whether or not the hypothesis is realistic, thus: 'what theory underlies the connection between policy and intended outcomes? Is the theory reasonable?' (Wiemer and Vining 2005:275). Secondly, Wiemer and Vining (2005:275) indicate that implementation depends on essential elements, such as resources and authority on decisions. This is about the correct means of acquiring resources and primarily, about the political influence under which the resources might be acquired and decisions be made. Thirdly, implementation depends on the availability of skilled and reliable individuals who can manage the whole process of implementation. Since every policy has its intended goals and objectives, followed by a strategic action of achieving them, it implies that there should be suitable individuals qualified to handle strategic actions within the whole process of implementation. Failing to follow the procedures outlined above by Wiemer and Vining in the implementation process may lead to the failure of the policy.

2.4.1 Models of Implementation

This process of implementation is achieved through one of two models, namely, classical (top-down) approach and integrationist (bottom-up) approach. The top-down model entails a specific chain of behaviour that links a policy to the desired outcomes by means of scenario-writing, explaining what is to be done and by whom (Wiemer & Vining 2005:280). This is a hierarchical approach; authority is held by higher level personnel and restricted from junior staff. Pressman and Wildavsky (1973:xiii-xv) comments:

Implementation means just what Webster [dictionary] and Roget [thesaurus] say it does: to carry out, accomplish, fulfil, produce, complete. Policies imply theories... Policies become programs when, by authoritative action, the initial conditions are created... Implementation, then, is the ability to forge subsequent links in the causal chain so as to obtain the desired result.

The authoritative action comprises orders from above. It could be political influence towards civil servants or towards any other bureaucrats. In this model, resource provision and content of the policy are all controlled from the top, down to street-level bureaucrats implementing

government policies or organisational staff implementing different programmes. In this model, those controlling resources and content exert a high degree of influence over the behaviour of the implementers.

Alternatively, the bottom-up model focuses on how policy is implemented through horizontal dimensions. According to Colebatch, the top-down approach concentrates on a point of decision, while the bottom-up approach spreads it to take in a wide arena for interaction (2002:42). Strong emphasis in implementing policies horizontally rests in the interdependence, commitment and partnership that are spread throughout the organizations as opposed to the different authoritative influences in the top-down model. Parsons confirms that the model recognises the importance of negotiations and consensus building among diverse cultures of organizations (1997:465). Wiemer and Vining (2005) notes that, in contrast to the top-down model, the bottom-up approach is spontaneous, is not bureaucratic, but it adopts a more horizontal approach, which encourages co-operative governance through consultation with the people who are likely to be affected, or *are* affected, by the policy.

Top-down and bottom-up strategies of implementation correlate to, and are preceded by, forward mapping and backward mapping, respectively. Forward mapping entails the specification of the chain of behaviours that link a policy to the desired outcomes (Wiemer and Vining 2005:280). Rational specific strategies in the form of ideas are laid out in the assumption that they will lead to the fulfilment of policy goals. 'Goals have to be clearly defined and understood by the mass public and that resources should be made available and the chain of command be capable of assembling and controlling resources and the communication needs to be effective' (Parsons 1995:463). This type of planning helps to anticipate problems and challenges that are easily encountered in the implementation of a policy.

Backward mapping refers to looking back at the problems that were there before, or problems that led to the need for policy formulation, so that policy can be analysed and organized from the patterns of behaviour and conflict that exist (Parsons 1995:469). Planning of such policies puts emphasis on the participation of ordinary citizens affected by the policy. Consensus with

all cultural groups, role-players and all stake-holders in the policy, projects and programmes has to be reached before implementation takes place. Backward mapping, which correlates with the bottom-up model of implementation, stresses the point of public participation in implementation, because some ideas of implementation come from concerned individuals through consensus. This is because the policy-making process does not entirely scrutinise all challenges to be anticipated in the implementation process. Therefore, as Hogwood and Gunn comment, involving implementers or bureaucrats in the planning stage helps them make critical decisions when challenges emerge in the implementation process (1984:197).

2.4.2 Street-Level Bureaucrats

Implementation is mainly done at the lower level, by what Lipsky (1980: xii) called street level bureaucrats. He argued that 'policy implementation in the end comes down to the people who actually implement it.' These are individuals whose daily duties lead them to direct interaction with citizens. Their political reality, consciously or unconsciously makes them live at the nexus of those in power and the powerless. As such, Lipsky notes their discretionary power when exercising their duties.

Lipsky observes that the ways in which street-level bureaucrats deliver benefits and sanctions, structure and delimit people's lives and opportunities. These ways orient and provide the social and political contexts in which people act. Every extension of service benefits is accompanied by an extension of state and influence and control (Lipsky 1980:4). Street-level bureaucrats are at the exigency of both the people and the government or the agency in which they serve. This position gives them a large amount of influence over how public policy should be made at the top and, eventually, how they should carry it down to the ordinary citizen. This means that street-level bureaucrats carry the pipeline which policy passes through towards implementation, because one cannot understand and recognise policies in isolation from the means of their execution (Widaningrum [no date]). Street-level bureaucrats make policy based on two interrelated facets of their positions: relatively high degrees of discretion and relative autonomy from organisational authority (Lipsky 1980:13).

It is this paradoxical picture that position them at the helm of controlling policies, to the extent that, in the end, as Lipsky (1980: xii) states, the decisions they make, the routines they establish and the devices they invent to cope with uncertainties and work pressures, effectively become the public policies they carry out. These public service workers, who interact directly with citizens in the course of their jobs, have to adhere to the organisational norms and bosses have substantial discretion in the execution of their work.

2.5 Policy Evaluation: Definition and Concepts

The effectiveness of policies depends on the success of the processes of implementation. Public policy-making does not end with the passage of legislation and the implementation of programmes authorized by the new law. The questions relate to whether or not the initiatives are being implemented according to the described procedures, especially with regards to whether or not the implementation is achieving its intended objectives. Policy evaluation answers these and related questions. Hall (2009) defines policy evaluation as a systematic process for assessing the design, implementation and outcomes of public policies. Weiss (1998:4), on the other hand, defines evaluation as a ‘systematic assessment of the operation and/or the outcome of a programme or policy, compared to a set of explicit or implicit standards, as a means of contribution to the improvement of the program of policy’.

Although they give slightly different definitions, they both allude to the fact that evaluation uses social science research methods, including qualitative and quantitative techniques, to examine the effects of policies (Hall 2009; Weiss 1998:4). Rubin (1995:50) points out that a good evaluation will use both quantitative and qualitative information. ‘The relation between the two types of information is that quantitative data can be used for measuring what happened (the changes which took place), and qualitative information can be used for analysing how and why things happened.’ One aspect of both definitions relates to investigating whether or not a programme or policy is following predetermined strategies in the policy documents. This is what Weiss calls ‘the study of process—that is, the way a programme is being conducted’ (1998:5). The present work studies whether a programme is following

predetermined strategies in the implementation of the National Youth Policy by NYDA in the Msunduzi Municipality.

2.5.1 Elements of Evaluation

Weiss' definition of policy points out five elements relating to evaluation research. The first is the systematic assessment of research, which indicates whether or not the research is quantitative or qualitative; it is conducted with formality and rigour, according to accepted social science research canons (Weiss 1998:4). The second and third point to the focus of the investigation: 'the operation and outcomes of the programme. Some evaluations may be interested in learning the extent to which the programme is following prescribed practices (i.e., the fidelity of the programme to its design), or they may aim just to learn what is going on' (Weiss 1998:5). The second and third parts helped to study and understand if the Youth Advisory Programme is following the prescribed practices of the National Youth Policy. The fourth element relates to standards of comparison: 'the evaluation assesses the merit of the programme by comparing the evidence to some set of expectations' (Weiss 1998:5). Lastly, 'evaluation is the purpose for which it is done: contribution to the improvement of programmes and policy' (Weiss 1998:5). Evaluation has different purposes, which differ based on factors such as power, interest of stakeholders, time and cost (Rubin 1995:50). These lead to various types of evaluations such as formative and summative evaluations, outcome evaluations, mid-term evaluation and process evaluation. For the sake of this research, the focus will be on process evaluation.

2.5.2 Implementation (Process) Evaluation

Comprehending the implementation of a policy entails the use of process evaluation as a tool to help understand if the policy is being implemented according to its intended objectives. Process evaluation as an analytical tool examines what is happening in the organisation or to the programme with regards to the stated policy guidelines. Weiss (1998:32) comments that process evaluations examine what goes on inside the programme while it is in progress, concentrating on such things as participant enrolment, activities offered, actions taken, staff practices and client actions. The World Health Organisation (WHO) indicates that process

evaluations measure what is done by the programme and for whom these services are provided. Ideally, process evaluations assist in the identification of “active ingredients” of treatment and assess whether or not a programme is meeting accepted standards of care (2000:8). A process evaluation documents and analyses the early development and actual implementation of the strategy or programme, assessing whether or not strategies are being implemented as planned and if expected output is actually produced. The two definitions above by Weiss and the WHO indicate that process evaluation is conducted during the life of the policy or programme to improve the procedure and see if the programme meets its requirements. The focus is always on the implementation phase of the programme, project or policy under study and helps interested stakeholders to critically understand proceedings and occurrences in the policy context.

2.5.3 Programme Monitoring

Process evaluation is done through monitoring. Programme monitoring is defined as the systematic attempt by evaluation researchers to examine programme coverage and delivery (Rossi & Freeman 1989:170). This is when evaluation is dedicated to discovering the extent to which a policy, project or a programme is being implemented, according to its intended objectives. Rubin explains that, in monitoring, information for tracking progress against previously agreed plans and milestones is routinely gathered (1995:16). Monitoring helps to verify whether or not a programme is reaching its target units, that is, those individuals with the specified and appropriate characteristics (Rossi and Freeman 1989:181). Monitoring provides information on coverage and processes and hence feedback on whether or not the programme is meeting specifications. ‘Without adequate programme monitoring (frequently referred to among evaluators as “process evaluation”), it is impossible to estimate the extent to which an initiative and its specific program elements or “treatments” are efficacious’ (Rossi & Freeman 1989:167).

Process evaluations narrow the scope of evaluation itself to only what is relevant to the implementation processes (Rubin 1980:33). A process evaluation may be carried out which

examines how a project, a policy or a programme is functioning, and being managed. Using process evaluation, the present research analyses how the Youth Advisory Programme is being implemented in the organisation with respect to the National Youth Policy. Rossi & Freeman (1989:170) feel that assessing programme coverage consists of estimating the extent to which a programme is reaching its intended target population; evaluating programme delivery consists of measuring the degree of congruence between the plan for providing services and the treatments. Process evaluation helps to compare the progress happening in the implementation with the information collected at the beginning of implementation, or the agreed plans to guide the implementation. Rubin indicates that information collected at the very beginning of a project, against which progress can be measured, is called baseline information (1980:16).

The process helps to establish the relationship between policy-makers (their intended objectives) and the local staff and managers or implementers (the way implementation is being achieved). The WHO (2000:8) states that process evaluations pose questions in two areas: coverage and process. With this logic, process evaluation has two aspects to it, looking at whether or not the programme is reaching its intended goals and objects and the means by which coverage is being achieved.

Coverage: This is the extent to which participation by the target population achieves the levels specified in the programme design (Rossi, Lipsey and Freeman 1999:183). Coverage is associated with bias, which simply means ‘the degree to which some subgroups participate in greater proportions than others’ (Rossi, Lipsey and Freeman 1999:183). This means that if a programme is reaching all its intended population, then it is not biased. However, it is difficult in most social programmes to precisely reach their intended population, due to different reasons such as staff preferences, voluntarily participation or self-selection by the population. The guiding factor in coverage is to ensure that the correct and suitable proportion of those who need help are reached and getting the right services. Questions guiding this could be: ‘Has the service, or network of services, served the intended clients? What were the demographic

characteristics of clients? What proportion of clients completed treatment and what were the characteristics of those who dropped out?’ (World Health Organisation 2000:8).

Process: Programme process essentially asks what is going on in the programme. Programme process evaluation is a form of evaluation designed to describe how a programme is operating and to assess how well it performs its intended function (Rossi, Lipsey & Freeman 1999:199). The “process” part in evaluation tries to investigate routes in which the clients are being served or entered into the programmes. If clients have been served according to the right routes, there is a probability that results will be consistent to the expectations of the programme or policy.

2.5.4 Reasons and Strategies for a Process Evaluation

Process evaluations mainly help to understand programme activities. This carries a notion of accountability. In this aspect, evaluators work on establishing whether or not the programme is accomplishing what it is expected to accomplish. Livingston & Reback (2007) give six reasons for conducting process evaluations:

- They describe what is being done. In this regard, ‘process evaluation determine the extent to which the program is being implemented according to plan’ (Melanie & Emshoff 2002:1). This requires a constant monitoring of the work plan, as agreed with planners of the programme. Thus it entails a constant checking whether or not ‘inputs, deliveries, work schedules, and other required actions and targeted outputs are proceeding according to plan.’ These constant checks lead to quality output of work.
- Contributes to understanding relationships between activities and outcomes.
- Improves implementation by identifying strengths and challenges.
- Provides guidance for programme replication – elements, effective approaches.
- Assesses fidelity to system models – is implementation consistent with the model?
- Demonstrates accountability to funders.

2.6 Conclusion

This chapter has defined and clarified concepts of public policy; decisions relating to public policy; policy implementation and, eventually, the implementation process. With these concepts, it is clear that policy is intended to lead governments, individuals, organisations, civil society and the private sector in achieving certain goals, a desired course of action and interaction. The traditional literature on policy indicates that policy-making has cycles that split policy into various stages. These stages are problem identification; agenda setting; identifying or considering alternative solutions to the problem; the policy formulation or decision-making process; implementing the alternative as a policy and evaluating the impact of the policy. This is an interrelated process. All stages are crucial and each stage is part of the larger part of policy making. However, policy-making and implementation does not always progress according to the cycle and often depends on the context and issues at hand.

Implementation is achieved through one of the two models, namely top-down and bottom-up approaches. Implementation is mainly done at the lower level by street-level bureaucrats. Effectiveness of policies depends on the success in the processes of implementation. This success is assessed through evaluation. Policy evaluation is a systematic process for assessing the design, implementation and outcomes of public policies. To study the implementation of the National Youth Policy, a process evaluation was used as an analytical tool. Process evaluations examine what goes on inside the programme while it is in progress, with a focus on such things as participant enrolment, activities offered, actions taken, staff practices and client actions. Process evaluations focus on the implementation phase of the programme, project or policy under study and help interested parties to critically study the policy context.

CHAPTER THREE

LEGISLATIVE FRAMEWORK OF YOUTH POLICIES

3.1 Introduction

This chapter introduces and traces the development of youth policies in South Africa. It also locates and analyses the current situation of youth-related policies. Before 1994, South Africa had some of the most sectarian policies, which infringed youth development. Most policies lacked objectives competent enough to help improve quality of youth enterprises and contribute towards national building, reduction of poverty and unemployment among the youth, especially non-white youths. From 1994, the government and its stakeholders embarked on several large-scale initiatives aimed at increasing youth participation and mending existing gaps within its policy frameworks in order to help mainstream youth development. This chapter explores these developments in three ways; first, it will give a brief synopsis of legislative acts that shaped youth policies prior to 1994, especially policies that affected skills development among young people. Secondly, developments of youth policies since 1994 will be explored, citing policies and legislative acts, which have been used since then. Lastly, an analysis of the latest National Youth Policy will be carried out.

3.2 Legislation in the Context of Apartheid

During the apartheid years, South Africa did not have formal policies that addressed youth-related issues. Youth development was directly or indirectly shaped and affected by other legislative acts and laws that the apartheid government endorsed, such as the *Bantu Education Act No 47 of 1953* and the *Extension of University Act No 45 of 1959*. Youth development was merely done in the context of apartheid. 'Prior to democracy, youth development occurred within a context of political, social, economic and cultural oppression' (National Youth Policy 2002:3). This situation has had a major influence on the lives of young people and has contributed directly to numerous dilemmas facing the youth currently, such as the high rate of unemployment and disparities in the educational system which was meant to serve the youth equally.

With the endorsement of the apartheid laws in 1948, racial discrimination was institutionalized. What made the apartheid era different to segregation and racial hatred that occurred in other countries is the systematic way in which the National Party, which came into power in 1948, formalised it through the law (Boesak 2005:141). Racial discrimination touched every aspect of social life, including education, which affected black youth negatively, and undermined skills development for the nation. One of the main legislations that undermined youth development was the *Bantu Education Act No 47 of 1953*. The legislation was intended to separate non-white South Africans from the main, comparatively very well-resourced education system for whites. Authored by Dr. H. F. Verwoerd (then Minister of Native Affairs, later Prime Minister), African students were to be educated in a way that was appropriate for their culture. In justifying this, Verwoerd stated:

There is no place for [the Bantu] in the European community above the level of certain forms of labour... What is the use of subjecting a native child to a curriculum which in the first instance is traditionally European...? What is the use of teaching the Bantu child mathematics when it cannot use it in practice? That is quite absurd. Education must train people in accordance with their opportunities in life, according to the sphere in which they live' (Brookes 1968:50-51)

According to Townsend (2008), 'No consultation occurred on this. All the definitions of culture, appropriate education content and levels, all the decisions about purpose and outcomes of the system, were controlled by the apartheid government'. Its stated aim was to prevent non-white youths from receiving education that would lead them to aspire to positions they would not be allowed to hold in society. Instead, they were to receive an education designed to provide them with skills to serve their own people in the Bantustan 'homelands', or to work in manual labour jobs under white control. 'This ideology-in-practice wreaked havoc on the education of black people in South Africa and deprived and disadvantaged millions for decades. Its devastating personal, political and economic effects continue to be felt and wrestled with today' (STATSSA, 2006).

Another Act that restricted development of young black people was the *Extension of University Education Act, Act 45 of 1959*. This Act restricted tertiary education to white students and made it illegal for non-whites to register at the specific universities. O'Malley (n.d), citing Lapping (1986:184), observed that this Act made it a criminal offence for non-white students to register at a hitherto open university, without the written consent of the Minister of Internal Affairs. However, efforts were made by the government to establish separate higher learning institutions for other races. 'This led to the differentiation of higher education into two distinct types – universities and technikons' (Bunting 2006:35), the latter for whites and the former for non-whites. The theory that guided this also led to the differentiation in the quality of education between universities and technikons. Universities were concerned with scientific theory that led to higher research and top jobs in the market while technikons were concerned with the application of knowledge rather than knowledge *per se*.

Besides the two highlighted Acts, there were numerous policies that had severe negative effects on youth development. They left few black South Africans untouched by the consequences of the policies, which resulted in harassment, domestic upheavals, confusion and poverty. These policies led to violent protests, school boycotts and destruction of study venues, which eventually led to the disruption of the education system. The role that the youth played in the fight against these policies came with negative consequences to their personal prospects. 'The turmoil of the years of sanctions, unrest and school boycotts by black children took their toll. An entire generation of South Africans in their teens and twenties have been raised without education in the impoverished homelands' (Stanford Edu, n.d.). Indeed, given the political turbulence and consequent educational disruption of the youth in the 1980s, there were fears that this youth cohort would become a 'lost generation' (Lam; Leibbrandt & Mlatsheni 2008:2). Some youths still live with consequences of this past reality: There is a high rate of youth unemployment; lack of youth mainstreaming in the government and co-operate structures; lack of skills to enable the youth to enter the job market; and the disoriented education system, especially at primary and high school level.

3.3 International Instruments Promoting Youth Development

As part of a global village and a member of the international community, South Africa influences, and is also influenced by, international declarations, accords, legislation and instruments on youth development. South Africa is a signatory to a number of international declarations and Charters.

3.3.1 World Programme of Action for Youth (2000 AND BEYOND)

The World Programme of Action for Youth is a blueprint of the United Nation aimed at ensuring the well-being of young women and men and their full and active participation in the society in which they live. Its principles and purpose have helped to inform the National Youth Policy at many levels. The Charter's principles were based on the agreement of all members-states of the United Nations. This include the attainment, by young women and men (United Nations 1995:5)

- An educational level commensurate with their aspirations;
- Access to employment opportunities equal to their abilities;
- Food and nutrition adequate for full participation in the life of society;
- A physical and social environment that promotes good health and protection from disease and that is free from all types of violence;
- Human rights and fundamental freedoms without distinction as to race, sex, language, religion or any other forms of discrimination;
- Participation in decision-making processes; and places and facilities for cultural and recreational purposes;
- Sports activities to improve the living standards of young people in both rural and urban areas.

3.3.2 Commonwealth Youth Charter (2005)

The Charter provides guidelines for the development of national youth policies in all Commonwealth countries, towards creating societies in which the youth are empowered to develop their creativity, skills and potential as productive and dynamic members. It promotes full participation of young individuals at every level of decision-making and development (both

individually and collectively). It recognizes the following principles and values for youth development:

- Gender inclusivity – a commitment to implementing the 1995 Commonwealth Plan of Action on Gender and Development, which focuses on increasing women’s participation, as well as integrating gender concerns in all activities;
- Empowerment – a commitment to equity and access to resources in achieving equality and participation in decision-making and action for all youth, regardless of gender, geographic location, social, cultural or economic circumstances;
- Human rights – a commitment to extending the benefits of development within a framework of respect for human rights;
- Sustainability – a commitment to sustainable development and the alleviation of poverty through philosophies and actions espoused in the Harare Declaration (1991); and
- Integration – a commitment to the integration of the concerns, issues and aspirations of young women and men into the mainstream of all local, provincial, national and international activities.

Emanating from the Commonwealth Youth Charter is the Commonwealth Plan of Action for Youth Empowerment (PAYE), 2007 – 2015. This Plan of Action targets three strategic programme areas for the youth:

- Youth Enterprise and Sustainable Livelihoods: an integrated package of micro-credit, enterprise training and business support targeted at young women and men with potential for self-employment;
- Youth Work, Education and Training: a programme dedicated to professionalising youth work, building a body of specialist knowledge for youth development work; and
- Governance, Development and Youth Networks: a programme aimed at promoting youth participation in policy-making.

3.3.3 African Youth Charter (2005)

The African Youth Charter draws from various international agreements and commitments. The Charter is a political and legal document that serves as a strategic framework that gives direction to youth empowerment and development at continental, regional and national levels.

The Charter (African Union 2005) commits:

African governments to ensuring that issues affecting youth in the areas of employment, sustainable livelihood, peace, security, law enforcement, education, health, youth participation, national youth policy, and youth with disabilities, among others, are adequately addressed within the framework of national youth policy and youth development programming initiatives.

3.4 South African Youth-Related Policies and Legislation Since 1994

Since 1994, the government and its stakeholders embarked on several large-scale initiatives aimed at increasing youth participation and mending existing gaps of youth activities and participation within its policy frameworks to help mainstream youth development. The National Youth Economic Empowerment Strategy Framework (NYEESF) (RSA 2009) points out that these initiatives were aimed at achieving youth economic empowerment and development through encouraging and guiding all spheres of government and implementing agencies to mainstream youth development in all core policies, strategies and programmes. What followed was the formation and establishment of different policies, legislative instruments and agencies. According to the National Youth Policy (NYP) (RSA 2008), 'Several youth legislative policy frameworks such as the National Youth Commission (NYC) Act No. 19 of 1996; the National Youth Policy (NYP) 2000 and the National Youth Development Policy Framework (NYDPF) 2002/2007 were undertaken'.

3.4.1 The White Paper on Reconstruction and Development (1994)

This was a plan by the newly democratically elected government to redress social and economic challenges faced by the country as a result of discriminatory policies of the previous government. It made specific commitments to the empowerment of South African women, youth, rural and disabled persons. 'The paper committed the Government to ensuring that

suitable programmes aimed at young people are established to ensure redress of backlogs in education and training, job creation and recreation' (NYP 2008). One of the major intentions of the White Paper was to harness the skills of young people to enable them to play a full role in the reconstruction and development of South Africa. On its intended programmes and interventions, the White Paper stated that:

It will support an arts and culture programme, which will provide access to all and draw on the capacities of young and old in all communities to give creative expression to the diversity of our heritage and the promise of the future. Sport will have a significant role in the development of young people, and the cultural activities of the youth, especially of those who have suffered so severely, will be given special attention. Youth, especially young women, will be enabled to play a full role in reconstruction and development (Government Gazette: White Paper on Reconstruction and Development 1994).

Chapter (1), Section 1.4.7 of the RDP (RSA) (RDP 1994:9), stated that:

If we are to develop our human resource potential, then special attention must be paid to the youth, in particular, young women. Our human resource policy should be aimed at reversing youth marginalisation by empowering youth and allowing them to reach their full potential. Programmes for training, education and job creation will enable our youth to play a full role in the reconstruction and development of our society.

On its commitment to empowerment through consultation, Chapter (7), Section 7.7.4, stated that:

The government will consider establishing special programmes aimed at addressing the needs of young people, in particular, to address the backlog in education and training, job creation and recreation. Young people are our country's most important resource. Effort will be required to ensure that they are equipped to play a major role in the reconstruction and development of South Africa (RSA) (RDP 1994:52).

3.4.2 Constitution of the Republic of South Africa (1996)

What followed was the rigorous work of drafting a new Constitution for a new South Africa. The Constitution of South Africa is a supreme law of the country entrenching specific rights, responsibilities and principles that everybody must uphold. It lays the foundation for youth economic empowerment. For example, Chapter (13) section 217 calls:

For redress of economic imbalances of the marginalized members of the South African population which is inclusive of the youth. It also contains the Bill of Rights which enshrines the rights of people (including the youth) and affirms the values of human dignity, equality and freedom.

It is the right of every young South African to have a better life provided by the services of the Government and its stakeholders. It was upon the adoption of this new Constitution that new democratic policies aligning their objectives to the Constitution started emerging.

3.4.3 The White Paper on Local Government 1998

The White Paper on Local Government is unique, as it does not deal with a sectoral policy, but with an entire sphere of government. It was regarded as a “mini-Constitution” for local government, because of its intention to affect the lives of all South Africans including the youth. ‘Local government is the sphere of government that interacts closest with communities, is responsible for the services and infrastructure so essential to the people’s wellbeing (The White Paper on Local Government 1998). It is also tasked with ensuring growth and development of communities in a manner that enhances community participation and accountability. Thus the local government plays the central role of developing strategies and mechanisms to continuously engage with citizens, businesses, community groups and youth groups.

3.4.4 Green Paper on National Youth Service (1999):

The Green Paper called for the implementation of the National Youth Service (NYS). Among other things, this intervention was designed to contribute, not only to skills development, but also to economic development of young women and men (RSA) (NYP 2008) The Green Paper on National Youth Service (RSA) (GPNYS 1998) defines National Youth Service as ‘a structured entity... established by government to provide various types of support to a wide diversity of

youth programmes operating within the framework of service, learning and development.’ It does not anticipate National Service as a singular programme of activity but incorporative of a wide range of projects and activities falling within broadly accredited criteria. According to the Paper, four key target groups were identified as beneficiaries of NYS, namely: higher education students; further education and training students; unemployed young people; and youth in conflict with the law. NYS was established to create an enabling environment for all youth service initiatives, with the aim of benefitting communities and enabling the productivity of young people at all levels of life.

3.4.5 Municipal System Act No. 32 of 2000

Chapter Four of the Local Government Municipality System Act, 32 of 2000, encourages a culture of community participation in the programmes of the municipalities (Municipal System Act 2000). The mainstreaming of youth economic empowerment programmes into the Integrated Development Plan (IDP) and the Local Economic Development (LED) strategies for municipalities is one of the development tools that can be used to develop a culture of stakeholder participation in governance, including young people. This has not been happening since 1994. The local government has a direct impact and relevance to youth empowerment, since it is closer to the citizens.

In the same year (2000), when the Municipal System Act was launched, the first National Youth Policy was developed, but the parliament did not adopt it. What followed in 2002 was the National Youth Development Policy Framework (NYDPF), which acted as a template for youth development until 2007. It provided the context for the Government’s youth action, encouraging an integrated, holistic youth development strategy. ‘It further articulates the values of equity, diversity, redress, responsiveness to the needs and contexts of young people, and an orientation that is sustainable, participatory, inclusive, gender sensitive, accessible and transparent’ (NYP) (RSA 2008:8). This was a vital framework that has provided reliable insights to the government and its stakeholders that a more focused policy direction is required to respond to the changing needs of young people.

Besides these instruments, South Africa as a member of the United Nations and the African Union, adopted the World Programme of Action on Youth (2000) and the African Youth Charter (2006), respectively. The latter was a 10-year plan which was aimed at effectively addressing the problems of young people. According to the Department of Trade and Industry, in their policy document for youth economic development, 'It is a policy framework that seeks to deliver opportunities that would enhance young people's participation in society and provide practical guidelines for youth development's support by national and international institutions'. The document contains concrete proposals on how countries should improve the well-being and livelihoods of young people in their respective countries.

Despite these initiatives, the majority of youths are still marginalised from the mainstream of economic activities in South Africa and still face numerous social challenges. As part of constant initiatives for youth development, and dissatisfied with the rate at which youth development is occurring, the office of the President in November 2008 launched the National Youth Policy. The aim is to empower and guide the youth to a prosperous future. Although the policy aims to uplift the social and economic status of all young people, without regard to race, it also aims to uplift black youth who have been victims of the imbalances of the apartheid government.

3.5 National Youth Policy 2008

The Office of the President has stressed the need for an integrated response to the challenges and needs of youth in South Africa. The work of positioning the youth on a successful economic and social status continues and hence the launch of the National Youth Policy in November 2008. The National Youth Policy is the basis for developing opportunities for all young women and men in South Africa. The development that led to this came from the Polokwane Conference in 2007. The Government observed that, although there are substantial developments in the area of policy since 1994, the youth were still part of the marginalised group in South African social and economic development. The National Youth Policy is based on a series of essential principles and values which have influenced its design and direction. These

include, as a cornerstone of the National Youth Policy, the values enshrined in the Constitution of the Republic of South Africa, such as the right to a better life for all.

3.5.1 Definition and Concepts of the National Youth Policy

The NYP (RSA 2008:10) defines youth development as an ‘intentional comprehensive approach that provides space, opportunities and support for young people to maximise their individual and collective creative energies for personal development, as well as development of the broader society of which they are integral part.’ According to the policy, this definition finds its expression in the *National Youth Development Policy Framework (NYDPF) of 2002*. It stated that, as South Africans:

We celebrate the roles of young women and men in South Africa and their contribution to the reconstruction and development of their communities and the country. We recognise the contributions young people make to our society and build upon the imagination, energy, vibrancy and talents of all young women and men. These contributions need to be enhanced through initiatives that will bring about personal development for young people and their organisations (NYDPF 2002:3).

These definitions emphasise the holistic approach to youth development in recognition of what the youth have done in South Africa and the potential they carry. There is a need of harnessing their skills, creativity and potential into a process of self-development. It is through this that the youth will have confidence in themselves and make progress in economic and social life.

3.5.2 Definition of Youth

According to the Department of Trade and Industry (RSA 2008), the South African population is estimated to number 48.9 million people; out of this figure 37.5% (18.34 million) is estimated to be youth, suggesting that a substantial number of South Africans are young people. The international definition of youth, defines them in the age range of 15 to 24, while the National Youth Act in South Africa defines the youth to be persons between 14 and 35 years (SATSSA 1996). The national youth policy has defined youth in line with this definition, which emanates from the 1996 youth definition by the National Youth Commission (1996).

This definition adopts an inclusive approach, which takes into account historical challenges the youth have faced, as well as present-day conditions. However, according to the policy's definition, there is a categorisation of youth in cohorts of this age group. 'The policy therefore, acknowledges that the 14-35 age range is by no means a blanket general standard, but within the parameters of this age range young people can be disaggregated by race, age, gender, social class, geographic location' (RSA 2008:10). The youth population target group is mainly in two age groups, 14 to 24 and 25 to 35 years. The former are those still within the educational system and the latter, are those either employed or seeking employment. The target groups are different and have different needs. They therefore also deserve different interventions, according to their needs.

Whilst the policy emphasises the integrated development of all youth, it acknowledges the reality of the limitation of resources and, as a result, prioritises the fact that effort, interventions and immediate attention should give a second chance to the most marginalised and excluded youth groups. According to the National Youth Policy (NYP) (RSA 2008:13), these are: young women; youth with disabilities; unemployed youth; school-aged out-of-school youth; youth in rural areas; youth at risk, i.e. youth living with chronic diseases (communicable, e.g. HIV and AIDS, and non-communicable diseases, e.g. asthma and other chronic diseases); youth heading households; youth in conflict with the law and youth at risk of being subjected to all forms of abuse. Although the policy targets a wide group of youths, the challenge it faces is the area of coverage. The positioning of its interventions offices are mostly located in cities and towns and few are scattered in rural areas.

Another challenge facing the policy is to meet the Constitution's clauses that give all South African youth the right to basic needs. For example, Chapter (13) Section 217 of the Constitution calls for the redress of the economic imbalances of the marginalised members of the South African population, which is inclusive of the youth. It also contains the Bill of Rights, which enshrines the rights of people (including the youth) and affirms the values of human dignity, equality and freedom. However, these rights come with responsibilities, how the youth will be responsible for their actions with regards to their rights. The question that faces it is,

how do areas of interventions like the Pietermaritzburg Office of the National Youth Development Agency fulfil this? What criteria do they use to welcome individuals into the programmes? The NYP (2008:17) stipulates that 'All young women and men, irrespective of their age, gender, socio-economic status, and or any other defining factors, have the right to enjoy the fruits of a free, democratic and prospering society.' These questions will be explored further in the next chapter.

3.5.3 Guiding Principles and Values of NYP

The vision of the policy is aligned and consistent with the vision stated in the 2002 National Youth Development Policy Framework (2002: 8). It states that the policy seeks to provide:

Integrated, holistic and sustainable youth development, conscious of the historical imbalances and current imbalances and current realities, to build a non-sexist, non-racist, democratic South Africa in which young people and their organisations not only enjoy and contribute to their full potential in the social, economic and political spheres of life but also recognise and develop their responsibilities to build a better life for all.

The National Youth Policy adopted the same vision, because it provides coherent steps of youth development and most probably is because the new National Youth Policy comes as a progressive work of mainstreaming youth development. The youth policy comes as a follow-up, to rectify the shortcomings of the NYDPF of 2002. Its goal, as stated in the policy (2008:7), is to:

Intentionally enhance the capacities of young people through addressing their needs, promoting positive outcomes, and providing integrated coordinated package of services, opportunities, choices, relationship and support necessary for holistic development of all young people particularly those outside the social, political and economic mainstream.

The Youth Development Policy Framework (YDPF) of 2002 (RSA, 2002) promoted youth involvement in decisions that affect their lives, arguing that local government is best positioned to make youth participation a reality. The local municipalities and their policies have to align

themselves to this vision and goal in the quest for positioning their local youths on a successful economic path.

To assist local government with the implementation of the first National Youth Policy, the National Youth Commission developed Municipal Youth Guidelines to act as machinery to guide municipalities achieve youth development at local or municipal level. The National Youth Policy was launched concurrently with guiding framework for local governments. The document outlined the mandate for local government to accelerate youth development service delivery.

Therefore the Framework for Youth Development for Local Government (FYDLG) was developed to ensure integration, mainstreaming and implementation of programmes for effective local government responses to youth development within and across all three spheres of government including all agencies working as government peripherals. The three objectives guiding this framework are (DPLG 2008):

- To provide a legislative framework on which youth development programmes are based to inform Local Government youth development planning, implementation and monitoring,
- To provide guidelines to municipalities on the design, implementation and monitoring of youth development programmes in their respective municipalities; and
- To provide guidelines to support municipalities and the Local Government role-players in mainstreaming youth development into their plans and programmes.

The Framework for Youth Development for Local Government (FYDLG) also provides two levels of mainstreaming, which correlates well with the four pillars of the National Youth Policy. These are strategic channels in which youth development can be conveyed. The two areas are internal and external mainstreaming.

The internal area 'begins with all spheres of government developing and implementing youth-friendly policies and strategies, setting out clear targets and budgets for youth within their budgetary and programmatic activities' (DPLG) (RSA 2008). This approach requires that Local Government looks at its human resources and ensures that its staff component consists of an

acceptable proportion of youth, with opportunities for training and development and possibilities for career development within the Local Government corporate ladder.

The external area 'requires that every line department within a municipality takes into account the issues affecting young people in communities within municipal areas' (DPLG) (RSA 2008). The second level is part of the National Youth Development Agency work, which locates its dissemination points within municipalities with the intention of targeting the youth from within municipal areas. They also address youth-related issues affecting young people in these areas.

As outlined in the framework, youth development can be mainstreamed through the following, three areas:

- Youth Policy - which also focuses on institutionalisation of youth development;
- Strategies - that would provide direction to the department's focus; and
- Programmes –thus, mechanisms of accelerating youth development and mainstreaming within the mandate and programmes of the department or organization.

3.5.4 Four Imperative Pillars of the National Youth Policy

The policy has four pillars as strategies to empower the youth. These are: health and well-being; economic empowerment; social cohesion and civic participation; and education (NYP) (RSA 2008). These pillars also acted as guidance to the present research, in which examines the process of implementation of the National Youth Policy with regards to the youth advisory programme in the NYDA offices in Pietermaritzburg. The challenges facing the youth can be met if these pillars are aligned congruently to the strategic plans on the local level. Since 1994, different policies have emerged, but these have had trivial achievements on the ground. This is largely, because policy makers at the national level and decision-makers at the local level have inadequate integration.

3.5.4.1 Improving Education

The National Youth Policy (NYP) (RSA 2008:19) states that 'education remains a key to unlocking the future of South African youth.' Although progress has been made to improve educational attainment, there are still challenges that need to be addressed to rectify the imbalances in the education system. The policy states that 'lack of education and experience is viewed as a great hindrance to class mobility and improvement in the socio-economic condition' (NYP 2008:19). The other challenge to be addressed in the area of education is the problem of dropouts at tertiary level. Most dropouts are students coming from previously disadvantaged communities.

Recommended Policy Interventions

- The policy supports and promotes the redesigning of the curriculum, which should provide young people with educational knowledge and life skills in order to ensure their smooth transition into the world of work and adulthood (NYP) (RSA 2008:22).
- Schools should provide the knowledge and skills for life and work while serving as sites where young people can feel they belong, develop their identity and build their self-esteem, through personal discovery and social interaction (NYP) (RSA 2008:23).
- Ensure that all young people attain their National Senior Certificate or equivalent qualification with practical and economically valuable skills. Provide out-of-school youth with second chances to complete their education. This would enable them to compete in the open labour market.
- Increase the prospects for further learning, personal development and employment.
- Aid young people in their transition to adulthood by promoting a wider and more flexible range of learning pathways available to them and show how these can impact on their prospects for further learning, personal development and employment.

3.5.4.2 Economic Participation

The National Youth Policy (NYP) (RSA 2008:23) encourages the economic participation of the youth in the economy of the country. Economic participation is critical for the national building

process. It is important to engage all productive citizens to contribute productively, in an effort to eradicate poverty. When the youth are involved, it contributes to their holistic development. However, as perceived by the NYP, 'the challenge is to enable youth to contribute as productive citizens by shaping their talents and creative energies, equipping them with appropriate skills, and removing the barriers that may constrain their participation in the labour market' (NYP 2008:24).

Recommended Policy Intervention

- 'Enhance participation of youth in economy' (NYP) (RSA 2008:23). This involves government efforts in strategising and prioritising youth initiatives that can help them to be employable. It includes reviewing the current preferential policies to include youth as a specific target for employment and encouraging employment agencies in other sectors to implement this provision. Government should influence positively the regulation of youth participation in the informal economic sector to assure standardisation, quality control and the protection of young participants.
- Enhance the employability of young people by familiarising them with the expectations and requirements of the world of work by the time they leave the education system (NYP) (RSA 2008:23). This involves career guidance and helps young people with relevant skills that will enable them enter the labour market and be competent in the economy. In addition, 'government, the private sector and civil society should develop structured programmes in place to encourage young people to gain work experience at an early stage' (NYP) (RSA 2008:23).
- Skills development programmes should be made more inclusive, so that all young people can benefit from economic growth and job creation (NYP) (RSA 2008:23). This involves developing programmes that strategise in linking young people to employment, rather than just training the youth and leaving them unemployed. The policy specifically states that the 'Sector Education and Training Authorities have an important role to play in structuring learning pathways for out-of-school youth' (NYP) (RSA 2008:26). This includes linking them with accredited service providers to plan and implement learnership programmes, as well

as offering them second-chance opportunities to enable them to complete their National Senior Certificate.

- Develop future entrepreneurial generations by scaling up the country's focus on youth entrepreneurship and encouraging the development and success of young entrepreneurs (NYP) (RSA 2008:24). This involves providing business skills that enable the youth to be independent by competent on the markets. Government and the private sector should provide mentorship programmes and business development support services to young entrepreneurs and actively develop business linkages with youth-owned small businesses, through strategies such as preferential procurement and ring-fencing government funds to provide opportunities to the youth and youth-owned businesses.
- Increase the efficiency and effectiveness of existing and future youth-focussed programmes.

3.5.4.3 Healthy and Wellbeing

The policy states that there are several challenges regarding the wellbeing of the youth that need to be addressed. 'The social determinants of health such as poverty, housing, clean water and sanitation, a healthy environment, food security and more greatly influence the health of the population groups' (NYP) (RSA 2008:24). It is therefore critical that efforts to improve the health of the youth are attended to in the context of a multi-sectoral approach, at all levels of the governance structure. South African youth are at risk from a broad range of health and social challenges that threaten their future life and impact negatively on their careers.

Dickson-Tetteh & Ladha (2010:394) warn that 'Sexual and reproductive health behaviours are among the main causes of death, disability, and disease amongst young people; among these health problems are sexually transmitted diseases (STDs), HIV/AIDS, unwanted pregnancies, and pregnancy-related complications.' Challenges relating to sexual and reproductive health have had a serious negative impact on the youth. Young people are also at risk of physical and psychological trauma resulting from sexual abuse, gender-based violence and other forms of physical violence and accidents. The policy indicates that, although the health sector and other relevant key stakeholders have tried to meet these challenges, campaigns for sex education

have not had the desired effects and, a youth subculture of risky sexual behaviour has continued (NYP) (RSA 2008:24).

Policies and programmes have been developed to address these problems and challenges, but most of them have not been effective enough to control the situation. This new policy views these challenges from a social-economic and life-cycle perspective. South African youth have a background of alienation from the mainstream of economic and social cohesion. They are not taught good family values. The fourth imperative pillar and intervention is social cohesion and civic participation. The mentioned discrepancies have led many youths to seek gratification from self-destructive behaviour. Engaging the youth in social activities such as community service, civic participation and volunteering and mainstreaming youth development into the economic structures of the country could reduce the risk of engaging in self-destructive behaviour, because these activities inculcate a 'clear sense of purpose and a desire for them to reach their set goals' (NYP) (RSA 2008:25).

Recommended Policy Interventions

- To improve access to youth-friendly, health-related programmes and services (NYP) (RSA 2008:25). This entails a comprehensive plan in consultation with relevant role players like NGOs and government agencies, which can effectively implement policies better than when the government does the interventions alone.
- Capacitate staff and improve access to youth-friendly information and services on mental health and well-being (NYP) (RSA 2008:25). Under this intervention the policy states that departments of health and social development should strengthen the capacity of health and social service professionals to enable them to render services effectively to young people (NYP) (RSA 2008:25). Consideration of prevention, management and rehabilitation of youth who are addicted to substances should be made.
- Ensure that young people are brought up and live in environments conducive to making healthy choices.

3.5.4.4 Social Cohesion and Civic Participation

The policy aims at promoting social cohesion and civic participation as a way of helping young people to participate meaningfully in the quest for their economic and social liberation. In the context of this policy (NYP) (RSA 2008:26), social cohesion is referred to as ‘the process through which individuals or groups are included to participate fully in the society in which they live.’ Through this process the youth learn to dialogue with people from different backgrounds, learning about tolerance of different views, generating ideas on how to overcome social challenges, therefore contributing to social cohesion and the positive growth of their communities.

In this regard, the policy indicates two advantages of social cohesion. First ‘social cohesion helps young people to become aware of themselves, their rights and responsibilities’. Second, ‘social cohesion has to do with nurturing a shared value system based on the tenets of our Constitution that speaks to respect and dignity for self and others’ (RSA) (RSA 2008:29). According to Ngcaweni (2006), Durkheim, the nineteenth-century French sociologist, first used social cohesion to describe the interdependent connections that hold together the various elements that constitute a society. A recent Human Science Research Council (HSRC) publication states that the social cohesion concept has been resurrected as a ‘framework and agenda for examining, promoting and managing the quality and sustainability of society’. Ngcaweni (2006) observes that lack of social cohesion in society means the absence of ‘glue’ that hold communities together and, therefore, a society that experiences weak social cohesion is arguably unsustainable. In South Africa, the question of social cohesion raises questions relating to social justice, social capital and the social fabric. Although young people have been seen to be taking part in many community issues, as reported by Ngcaweni, it is also evident that they are marginalised from participating and making decisions on many society issues.

Recommended Policy Interventions

- Extend and deepen opportunities for young people by engaging them in political and civic activities.

- Ensure that young people access basic social services so that they can reach their full potential. Recognise that young people have diverse needs and design specialised interventions to address their unique needs.
- Design interventions that reduce the risk of youth becoming victims of crime and address the needs of youth who are in conflict with the law.
- Strengthen policy and programmes of government, civil society organizations and the private sector, by promoting the prevention and eradication of substance abuse, in order to ensure that young people are productive and engaged in society.
- Strengthen social cohesion through developing the youth sector's capacity to design and implement effective integrated youth development programmes which foster social cohesion.

3.6 Conclusion

This chapter has explored the developments of youth policies in South Africa and has analysed the current situation. First, the chapter highlighted some legislative acts that shaped youth policies in the context of apartheid. During this time many policies hindered the development of young people. The majority of black youths were excluded from the economy and education, which eventually affected the development of their skills. This has contributed to many challenges facing youths today. Second, the chapter has highlighted the developments of South African youth policies since 1994; exploring policies and legislative acts which have been used to bring transformation and closing existing gaps that were created during apartheid. These initiatives aimed at achieving youth economic empowerment and development through encouraging and guiding all spheres of government and implementing agencies to mainstream youth development in all core policies, strategies and programme. These policies have unfortunately not been effective enough to deal with challenges facing the youth. Lastly, this chapter analysed the latest National Youth Policy, emphasising its four pillars. These are: health and well-being; economic empowerment; social cohesion and civic participation and education. By investing in these pillars, the policy aims to holistically transform the lives of young people.

CHAPTER FOUR THE CASE STUDY

4.1 Introduction

Chapter Four describes the case study of the implementation of the Youth Advisory Programme by the office of the NYDA within the Msunduzi Municipality. It describes and outlines the NYDA, its office structures, processes and mechanisms in Pietermaritzburg and the environment of its operation within the Msunduzi Municipality. It highlights the youth structures, processes and mechanisms within the Municipality that support the work of the NYDA. It also looks at the impact and area of coverage in the region. Lastly, it describes the challenges encountered in data collection and concludes with a description on data analysis.

4.2 The National Youth Development Agency (NYDA)

The NYDA is a South African youth development agency set up by the Office of the President. 'NYDA aims at creating and promoting co-ordination in youth development matters. It resulted from the merger of the National Youth Commission (NYC) and the Umsobomvu Youth Fund (UYF) in May 2009' (NYDA) (RSA 2009). NYC and UYF were both initiatives from the Office of the President. NYC was formed in 1996 to spearhead youth activities and development in South Africa (National Youth Commission 1996), while UYF 'was established in January 2001 with a mandate to create a platform for job creation, skills development and transfer for South Africa's young people' (Kekana 2010:3). Umsobomvu Youth Fund was created to enhance the active participation of South African youth in the mainstream economy and to help young entrepreneurs with business development support and funding (Umsobomvu News 2009:3). It was seen as the answer to SA's severe unemployment problem among the previously disadvantaged black youth. The reason why the UYF and NYC merged was to create a single, consolidated structure responsible for all aspects of youth development (Umsobomvu News 2009:3).

Offices of the agency operate from within municipalities because municipalities are better located closer to the people. This is in line with the NYDA's strategy to have offices in all the

283 municipalities across the country (NYDA) (RSA 2010). The Pietermaritzburg Office of the NYDA is located within and operates through the Msunduzi Municipality office buildings. The institutional structures facilitating youth development are based on a dualistic approach to development. Both the NYDA and the Msunduzi Municipality ensure that they play a collaborative role on youth development. The Municipality has its own youth structures that support and also assist to coordinate the work of the NYDA in the municipality.

In the Msunduzi Municipality, the NYDA is guided by the Youth Advisory Programme, which patronises and translates the National Youth Policy at a local level. The Msunduzi office adopted the national key performance areas of NYDA as its sphere of focus (NYDA) (RSA 2009). The NYDA at national level identified the following as its key performance areas: 'economic participation, education and skills development, effective and efficient operations, information services and communication, National Youth Services and Communication, policy, lobby and advocacy, research, monitoring and evaluation and social cohesion' (NYDA) (RSA 2009). The establishment of the NYDA has led to collaboration between the local municipalities and the agency in spearheading youth development in the country. This is because municipalities are best positioned at local level to spearhead development. The youth structures of the Msunduzi Municipality play a role as they act as a vehicle to position the youth in the mainstreaming youth development in the local economy. Similar to any other wing of local government in the country, the Msunduzi Municipality is best positioned to mainstream youth development in this municipal area. The National Youth Policy acknowledges the vital role that municipalities could play when correct procedures and instruments are put in place. Therefore it is important that municipalities align their efforts and support the NYDA and its service delivery networks.

4.3 Service Delivery Network Centres

As part of the NYDA's Information Services and Communication Programmes, the organisation provides youth with information and counselling support through its various delivery channels, including the Youth Advisory Centres (YACs) (NYDA) (RSA 2010:22), while the municipality provides most of the resources.

YACs are walk-in centres where trained personnel provide information, counselling support, training and referral services to young people (NYDA Corporate Plan 2010:22). These centres offer information and support across a wide range of issues and topics such as career guidance and entrepreneurship advice, job preparation and other life skills and provide referral services. According to the NYDA Corporate Plan (2010:23), the organisation has four different types of YACs operating in the country, namely: Full-Service Youth Advisory Centres; Youth Advisory Points; Mobile Youth Advisory Centre Points and Youth Advisory Centre Kiosks. According to the NYDA Corporate Plan (NYDA) (RSA 2010:23), these are the different types of centres:

- **Full-Service Youth Advisory Centres (YAC)** are the largest version of a YAC, with the added advantage of offering all the NYDA services under one roof, e.g. business loan finance, business consultancy services voucher, training and access to the National Youth Service Programme.
- **Youth Advisory Points** are smaller versions of a YAC, providing similar services as a YAC, without full access to NYDA products and services. YAC Points have the added advantage of being closer to the communities. The NYDA is currently collaborating with public Further Education and Training (FET) Colleges, Labour Centres and municipalities for the placement of YAC Points and is continuously looking to form more strategic partnerships.
- **Mobile Youth Advisory Centre Points** are mobile versions of a YAC, with the added advantage of movement between various locations. Mobile YACs provide outreach services to communities that are unable to access the YACs, by taking career, skills development and entrepreneurial-related information to the youth in their communities.
- **Youth Advisory Centre Kiosks** are the smallest versions of a YAC, with the added advantage of movement between various locations. Usually a shelf containing information with limited face-to-face assistance. YAC Kiosks are usually located in places such as churches, community structures and tribal authorities

The Pietermaritzburg Office is a Full-Service YAC and provides all the activities of a Full-Service YAC, since it operates from the District Municipality although it is located within the Local Municipality. The Pietermaritzburg Office has other special delivery channels of the NYDA

namely Youth Connect and Youth Portal. The former is a share-call centre that allows youth to receive advice and information from trained infomediaries. The latter is a web-based information portal containing valuable developmental information available to the general public youth development practitioners (NYDA) (RSA 2010).

The NYDA envisages having a presence in each local and district municipality in the country. These access points will be linked to a regional NYDA office. The diagram below illustrates the NYDA Service Delivery Network, as given in the NYDA Corporate Plan for 2010.

NYDA Service Delivery Network

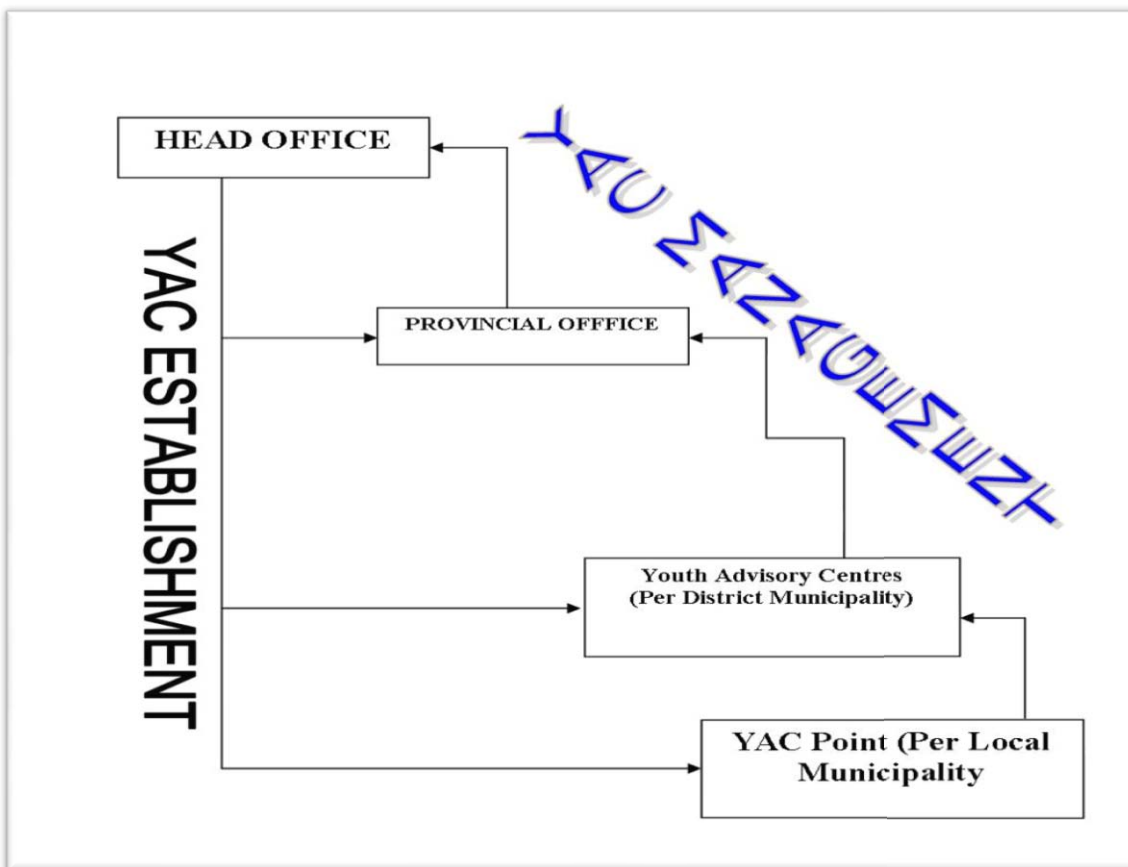


Figure 2: Service Delivery Network, Adapted from NYDA Corporate Plan 2010 to 2013, Page 23.

4.4 NYDA Strategy

NYDA has outlined strategies that guide its interventions in assisting youth development in the country to prosper. The focus is mainly to ensure that its strategy initiates, facilitates, implements, co-ordinates and monitors youth development interventions aimed at reducing youth employment and promoting social cohesion. Across the country, NYDA aims to spearhead youth development transversally in all its branches. The following is its vision and objectives that also guides the work in Pietermaritzburg.

4.4.1 The Vision

The vision of NYDA states that it aims to see 'integrated and mainstreamed youth development in all organs of state, private sector and civil society for sustainable livelihoods' (NYDA) (RSA 2009:3). This vision accompanies the deliberate purpose of mainstreaming and integrating youth development for sustainable livelihoods (NYDA) (RSA 2009:3). This vision is a parallel vision to that outlined in the National Youth Policy (NYP) (RSA 2008:7), which stated:

Integrated, holistic and sustainable youth development, conscious of the historical imbalances and current imbalances and current realities, to build a non-sexist, non-racist, democratic South Africa in which young people and their organisations not only enjoy and contribute to their full potential in the social, economic and political spheres of life but also recognise and develop their responsibilities to build a better life for all.

This approach of integrated and holistic work is recognised across different sectors of the implementation phase of the programme. The Pietermaritzburg Youth Advisory Programme has taken the task of ensuring that all youth who approach the organisation should, at least in one way or the other, be assisted.

4.4.2 NYDA Objectives

According to Government Gazette Number 31780, the objectives of NYDA are:

- To develop an integrated youth development plan and strategy for South Africa;
- Develop guidelines for the implementation of an integrated national youth development policy and make recommendations to the president;

- Initiate, design, co-ordinate, evaluate and monitor all programmes aimed at integrating the youth into the economy and society in general;
- Guide efforts and facilitate economic participation and empowerment and achievement of education and training;
- Partner and assist organs of state, the private sector and non-governmental organisations and community-based organisations on initiatives directed at the attainment of employment and skills development;
- Initiate programmes directed at poverty alleviation, urban and rural development and the combating of crime, substance abuse and social decay amongst the youth;
- Establish annual national priority programmes in respect of youth development;
- Promote a uniform approach by all organs of the state, the private sector and non-governmental organisations to matters relating to, or involving, youth development; and
- Endeavour to promote the general interest of the youth, particularly young people with disabilities.

4.5 Management Structures of Pietermaritzburg NYDA

The NYDA office in Pietermaritzburg has four staff-members who co-ordinate the work of the organisation in the Msunduzi Municipal area. They were individuals who were relevant to the study, and they thus qualified for interviews. They are the Centre Manager, the Outreach Officer, the Career Advisor and The Business Development Officer (UYF/PCM: Project Concept Document/Rev 01, 2008). Their area of coverage is the entire district of Msunduzi Municipality, plus other municipalities that currently do not have local centres, but are within the uMgungundlovu District Municipality. The district municipality has five local municipalities under it, namely uMngeni Municipality; uMshwathi Municipality; Mpofana Municipality; Richmond Municipality and Msunduzi Municipality (uMgungundlovu IDP 2010:2). Under uMgungundlovu district there are only three municipalities that have Youth Advisory Centres. These are uMngeni, Mpofana and Msunduzi Municipalities. Among these, Msunduzi Municipality has the most developed structures that attract a larger number of young people from other municipalities to seek assistance from the Pietermaritzburg Office (Pietermaritzburg

NYDA report 2010). The NYDA Pietermaritzburg Office was previously located on the uMgungundlovu Further Education and Training (FET) College Campus, situated between Pietermaritz Street and Church Street (UYF/PCM: Project Concept Document/Rev 01, 2008). In 2009, when the Umsobomvu Youth Fund (UYF) and the National Youth Commission (NYC) merged to form NYDA, the office was moved to its current location, which is within the premises of the Municipality opposite the Pietermaritzburg City Hall.

Organogram of the National Youth Development Agency

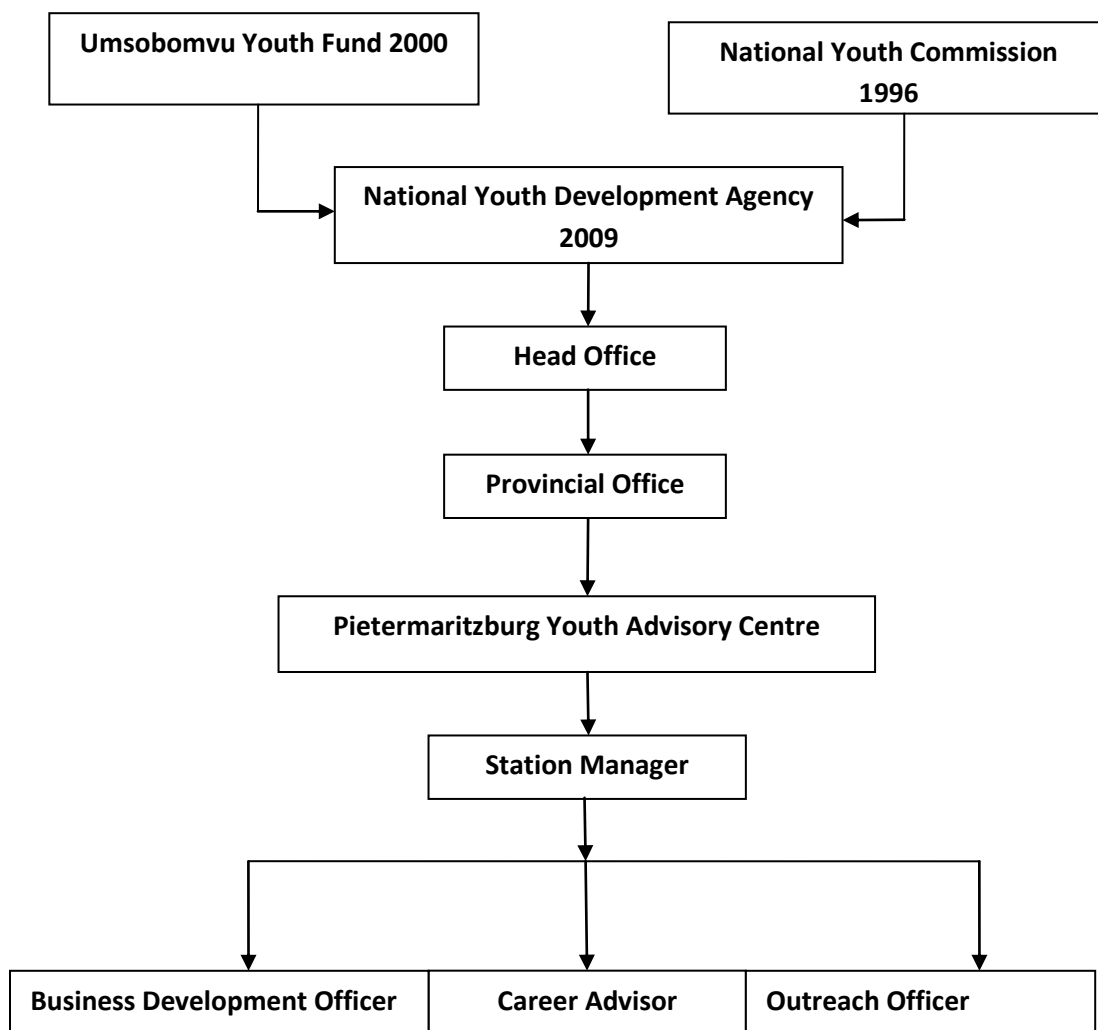


Figure 3: Organogram of the National Youth Development Agency Pietermaritzburg Office, adapted from the National Youth Development Agency Project Concept Document

Although much of this research and the field work was done and restricted to the NYDA office, a great deal of NYDA work is achieved through the structures of the Msunduzi Municipality. As indicated earlier in this chapter, NYDA offices operate under the municipalities and youth structures of municipalities are thus vital for the implementation of NYDA work.

4.6 Msunduzi Youth Machinery

Local government is close to the people. It is therefore in a better position to facilitate youth development than the provincial and national governments. This is the reason NYDA aligned its work with municipalities, to ensure that there is effective delivery through the structures of municipalities. According to the first National Youth Policy (NYP) of 2000, municipalities were to establish youth structures that would act as youth machineries for spearheading and implementing youth-related activities within the municipalities (NYP) (RSA 2000). This was a development idea that, in order for youth development to occur, participation should become a cornerstone of youth policy agendas. According to Article 12 of the United Nations Convention on the Rights of the Child, children and youth across the globe have the right to express an opinion and to have that opinion taken into account, in any matter or procedure affecting them, in accordance with their age and maturity (UNICEF 1989). This view led to the development of the youth unit, supported by youth councillors, a youth council and other support systems, such as community wards and ward counsellors. NYDA depends on these structures to reach its clients.

4.6.1 Youth Structures within the Msunduzi Municipality

Since the change of political power in 1994, municipalities around the country started restructuring to bring about a participatory approach to development. This restructuring included the incorporation of youth structures into different approaches to development. The National Youth Policy (NYP) of 2000 and also the National Youth Development Policy Framework (NYDPF) of 2002 recommended municipalities to establish mechanisms and structures for youth participation in their decision-making processes. According to the Msunduzi Municipality, Integrated Development Plan (IDP), youth structures within the

Msunduzi Municipality come under the office of the City Mayor’s Special Development Programmes and are co-ordinated by the Youth Co-ordinator, while the activities of the unit are dictated by the Youth Council and other relevant stakeholders (Msunduzi Municipality 2009:191). The IDP (2009:191) acknowledges the commitment pledged by the Msunduzi Municipality to enable the full participation of the youth, to help them pursue their noble course and to provide an assurance of belief that the future belongs to them. The Youth Co-ordinator reports to the Special Needs Officer, who then reports to the Mayor.

Organogram of the Msunduzi Municipality Youth Structure

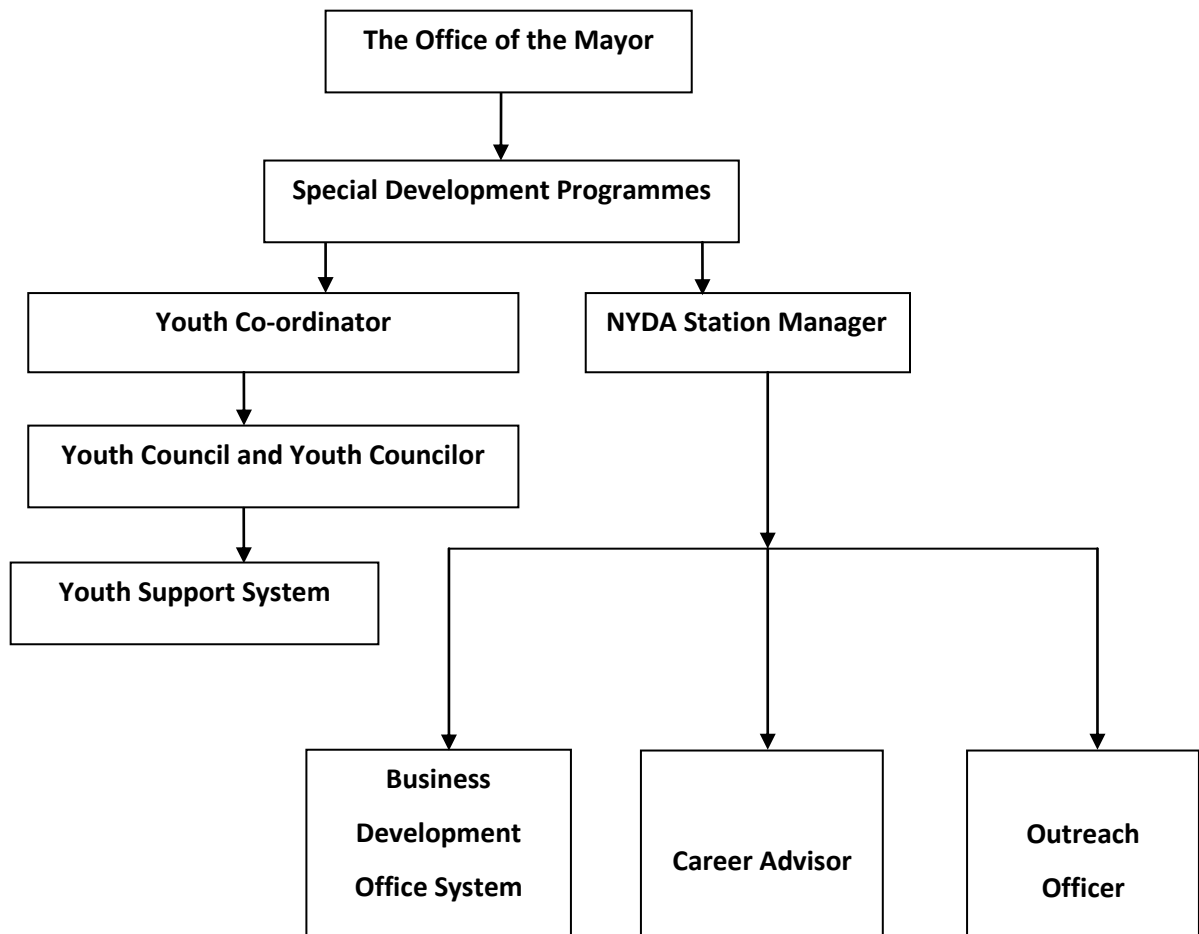


Figure 4: Organogram of the Msunduzi Municipality Youth Structure, adapted from the National Youth Development Agency Project Concept Document

Most work in this structure is centred on the Youth Unit, which is headed by the Youth Co-ordinator. In conjunction with the NYDA, the responsibilities of this office are shared with structures within the NYDA. Chanza (2006:10) explains that these structures are responsible for the management of youth affairs in the municipality and are best positioned to facilitate youth participation in municipal governance. The Municipal Youth Committee works hand-in-hand with the Youth Unit in managing youth affairs in the Municipality. The NYDA has been diversified with different skills, responsibilities and human power to liaise with municipal youth structures and staff.

In summary, the following represents the role of the Youth Unit, as outline in the *Municipal System Act 32 of 2000* (RSA) (Municipal Systems Act of 2000):

- To develop appropriate strategy that will enable the Municipality to meet its policy commitment and legal obligations to the youth;
- To conduct or commission meaningful, periodic research into youth development and its impact on the Municipality;
- To co-ordinate and facilitate the formation of a youth council or annual youth summit, as may be dictated by the Municipality;
- To manage projects for, and report on, various interventions for monitoring and evaluation of the Municipality's performance on youth development;
- Initiate programmes and projects for the Municipality and ensure their inclusion in the IDP of the Municipality, including its regular updates and amendments;
- To provide a platform for advocacy, public information and planning for the youth structures in the Municipality; and
- To provide a stakeholder liaison and representation function on youth matters on behalf of the management at local, regional and national levels.

4.7 Challenges Encountered in the Collection of Data

The present research faced different challenges in the process of collecting data. The challenges encountered relate more to organisational behaviour and delaying tendencies from respondents. Yu Xu (2008:175-177) lists different challenges that an individual may face in the

methodology of research and data collection. These issues and challenges include, but are not limited to:

adequacy of qualifying studies and inclusion criteria; availability and accessibility of qualified studies; publication bias; quality versus quantity of primary studies; studies containing both quantitative and qualitative data; studies based on identical samples; separation of relevant data for analysis; and validity of synthesis findings.

- First, the researcher had to deal with the adequacy of qualifying studies and inclusion criteria. The working environment of the NYDA and Municipality, plus the restructuring due to the amalgamation between the NYC and UYF in spearheading youth development, has produced numerous documents and structures. A decision had to be made leading to particular documents and a sample suitable for the study.
- Second, the research had to deal with the availability and accessibility of qualified respondents. This concerned the limited number of staff in the Pietermaritzburg Office of the NYDA, who had to deal with scores of young people flooding their premises each day in need of assistance. The individuals relevant to the sample were few and very busy. The staff members of the NYDA are constantly involved in meetings, training workshops, outreaches to schools and communities and running business programmes for their clients at their premises. This was the main disturbance, as it prolonged the time for the interview. Respondents were concerned about the time taken by the interviews as they had other things to attend to. This limited the way in which they had to be interviewed.
- Third, the research had limited access to documents. Some government staff-members are suspicious of students and groups who ask to see different governmental or organisational documents for research. The researcher had to develop relationships and trust before he was allowed to view some documents. The whole process of developing these relationships consumed time.
- Lastly, the researcher found it challenging to decide on the type of information to be used from the interviews. Going through each recorded interview and transcribing them produced close to 50 pages of information. It was difficult to decide which information would be relevant in carrying out content analysis.

4.8 Conclusion

This chapter has described the case study on the implementation of the Youth Advisory Programme by the office of the National Youth Development Agency (NYDA) in Pietermaritzburg. The NYDA is a South African youth development agency set up by the Office of the President to spearhead youth development through advocacy and mainstreaming. The effectiveness of youth development in South Africa requires that all tiers of government, National, Provincial and Local, including implementing agencies, should have relevant structures that would support youth development. It is at the local government level that most structures are close to the people. Local government is better positioned to facilitate youth development than the provincial governments and national government. This is the reason the NYDA aligned its work with local municipalities, to ensure that there is effective delivery through the structures of municipalities. In Pietermaritzburg, the NYDA operates in and through the Msunduzi Municipality, to ensure that youth development is taking its course. Its area of coverage is the whole area of the Msunduzi Municipality. Youth structures within the Municipality also support the work of the NYDA. The NYDA office in Pietermaritzburg has four staff members who co-ordinate the work of the organisation in the Msunduzi Municipal area. These were individuals who were appropriate to the study and they qualified for interviews. They are the Centre Manager, the Outreach Officer, the Career Advisor and the Business Development Officer. The next chapter presents findings of the case study as they emerged from the data obtained from the interviews. It also analyses these findings.

CHAPTER FIVE FINDINGS AND ANALYSIS

5.1 Introduction

Chapter Five presents the analysis of the findings of this research from the data collected during interviews with staff members of the NYDA in Pietermaritzburg and from a review of the policy documents of the NYDA. The respondents were four individuals and are coded as follows: NY01 is the Station Manager; NY02 is the Business Development Officer; NY03 is the Career Officer and NY04 is the Outreach Officer. The data collected is organised according to themes that emerged from the conceptual framework of this research, which highlighted the importance and the procedure of the implementation process evaluation. These themes are taken from Weiss (1998:32) and Wiemer and Vining (2005:275), who clarify that process evaluations examine what goes on inside the programme while it is in progress, with a focus on themes such as activities offered, resources and authority on decisions, structures, participant enrolment, actions taken, staff practices and client actions. These themes focus on two areas of implementation, namely coverage and processes. This analysis investigated whether or not the NYDA in Pietermaritzburg is implementing the National Youth Policy through the Youth Advisory Programme. It highlights strategies, activities, challenges being encountered, limitations and shortcomings in the Youth Advisory Programme.

5.2 Activities of the Youth Advisory Programme

One of the guiding principles of the National Youth Policy (NYP) that connects it to the intended goals of the policy is to establish youth structures at local level, thus in all municipalities. Youth development cannot take place if there are no realistic social structures in all the municipalities (NYP 2008:10). The launching of the policy was preceded by the launch of the NYDA as a mechanism to fulfil policy goals. This is highlighted in the NYDA corporate plan. 'The National Youth Development Agency derives its mandate from the legislative frameworks, including the NYDA Act (54 of 2008), the National Youth Policy (2009-2014) and the draft Integrated Youth Development Strategy as adopted by the Youth Convention of 2006' (NYDA)

(RSA 2010:6). One of the nine objectives of the agency highlighted in chapter four states, 'it exists to initiate, design, co-ordinate, evaluate and monitor all programmes aimed at integrating the youth into the economy and society in general' (Government Gazette Sec 45). This transpired in the wake of establishing a youth centre in municipalities. The NYDA branch in the Msunduzi Municipality works with different organisations to achieve the above objective. One major observation deduced from the investigation was that the overall programme of the Youth Advisory Programme has a dualistic focus on youth development.

First, activities focus on career development, which in the broader picture, as stipulated in the Framework for Youth Development for Local Government (DPLG¹ 2008), is to ensure that local government looks at its human resources and ensures that its staff component consists of an acceptable proportion of youth, with opportunities for training and development and possibilities for career development within the Local Government Corporate Ladder. Respondent NY01 noted that:

The NYDA aligns young graduates and students to various government departments for training and gaining experience. In addition to this, they also focus on establishing partnerships with different corporations and firms that in turn may accept youth in their activities.

Second, activities focus on entrepreneurial development, which adopted the following objectives, also found in the National Youth Policy (NYP 2008:24):

- To increase entrepreneurial culture, business managerial capacities, technical skills and talents among young people, thereby contributing to sustainable human development.
- To increase savings and investment among youth through encouraging them to establish co-operative enterprises and other forms of enterprises.

¹ Department of Provincial and Local Government (DPLG)

Respondent NY02 observed:

the NYDA in the Pietermaritzburg is helping to raise the profile of youth-owned enterprises and young entrepreneurs in the municipality by providing funding, business connections with cooperatives like banks.

The NYDA works with municipalities and government departments to remove barriers that are preventing the youth from starting and growing their own businesses; such as asking for tenders from experienced businesses, whilst ignoring youth entrepreneurs. The office is also working on increasing access to market, finance and non-financial support to youth owned-enterprises.

5.3 Resources and Authority

Wiemer and Vining (2005:275) state that implementation depends on essential elements, such as resources. Resources are vital to the implementation of any policy. This concerns the correct means of acquiring and using resources and, primarily, about the political influence under which the resources might be acquired and decisions be made. The positioning of the Pietermaritzburg NYDA office is very strategic, as it is connected directly to municipal resources. Pressman & Wildavsky (1973), in Hill & Hupe (2002:45), stipulate that, in order to achieve favourable outcomes from the policy, certain conditions need to be met, for instance clear objectives have to be established, namely commitment of adequate resources, clear channels of communication and personnel responsible for managing resources. Once all this is determined, then the policy stands a chance of being implemented properly. In response to the question of how the organisation gets its resources and how human resource and those in authority play a role in ensuring that the branch has suitable resources, Respondent NY01 explained:

From an organisational perspective, the programme itself has been housed in a particular section or business unit within the municipality, so it falls...It lies within the office of the Mayor under the Manager of Special Projects and Programmes report to. So at a higher level and for the daily operations, for whatever the programme requires we will then get our needs attended to by the Manager of Special Projects and Programmes.

Being located under the Manager of Special Projects and Programmes in the Office of the Mayor could be an indication of political will from the Office of the Mayor. One respondent indicated that through this they are able to access different resources and connect to Municipal partners. Respondent NY04 stated:

Municipality is supporting our efforts by providing different services and resources such as office structures, the internet, and logistical services, such as coordinating between the NYDA and partners of the Municipality where the youth could seek employment or learnerships.

NYDA leadership in Pretoria controls most of the programmes. The provincial office is based in Durban, while the head office is based in Pretoria. These offices develop and provide the guidelines for the activities that the Pietermaritzburg Office implements. According to the NYDA management, one of the principles of the agency is to ensure that young people have access to information that can give them knowledge that can assist to transform their lives. Respondent NY01 elaborated:

The kind of support we get from the NYDA is from the communications department whereby we are sent materials from them in the form of brochures, in the form of pamphlets and in the form of... they have now devised a monthly magazine.

The importance of communication between the region office and the local branch for the successful implementation of the programme was spelt out by Respondent NY01:

The Communications Department of NYDA regional office has what they call Service Delivery Channel (SDC). And under the SDC sits a number of programmes, micro programmes...for example they provide brochures on particular programmes such as Micro Finance Programme, the Business Support and the Development Programme; that is the Voucher Programme the Enterprise Finance Programme.

The head and provincial offices send resources and materials for specific programmes, such as outreaches, to the Pietermaritzburg office, which are used for outreaches. The people who visit the centre also have access to this information. According to the policy documents, with regards to outreaches organised at national or regional level, the local office is invited to

participate as a centre (NYDA) (RSA 2010). This resonates with comments from Respondent NY01:

For example, a few years back to address a high rate of poor Matric results they came up with a campaign called the Star Cheer Campaign, which involved not only study guidelines on studying but also clear choice once they have completed their studies and so forth. It was a national programme but we were invited to participate where teams came from the head office and then we took them to various areas in Msunduzi. They basically, did the presentations and workshops so forth.

5.4 Organisational Structure

Implementation also depends on the availability of skilled and reliable individuals who can manage the whole process of implementation (Weimer and Vining 2005:275). Every policy has its intended goals and objectives, which are followed by a strategic action for achieving them. If structures on the ground do not correspond to design, then they are doomed to failure. Factors leading to the failure of policy relates, to a large extent, to poor decisions made by staff-members that are either not suitable for their jobs or are faced by challenges that lead to poor decision-making. This could be because of lack of good organisational structure. 'Good organizational design helps communications, productivity, and innovation. It creates an environment where people can work effectively' (McConnell & Sargent, [no date]).

Implementation of the NYP in Pietermaritzburg is the responsibility of the Centre Manager, the Outreach Officer, the Career Advisor and the Business Development Officer. They have been coded as NY01 to NY04, respectively. The local office has staff in the form of infomediaries, whose work is to provide information to the young people who visit the centre. This is the reason the two positions of Career Advisor and Business Advisor, were established. They deal directly with the facilitation of the programme activities and co-ordination of other activities that may not directly come from the NYDA. However, programmes may appeal to youth in the Municipality, programmes such as youth symposiums, organised by different organisations, and micro-credits from different financial institutions. 'They manage projects for, and report on, various interventions aimed at youth development. They also provide a platform for advocacy

for youth programmes and empowerment' (UYF 2008). Respondent NY01 stated that NYDA employed:

Qualified University graduates with relevant skills in their field, such as business administration, education, and social science.

However, due to a shortage of resources, the researcher observed numerous obstacles that hamper the progress of youth work in the branch. One of the major obstacles is the high rate of turnover of staff, which makes the implementation difficult. Another problem is the remuneration packages of staff, which, according to the respondents, do not correlate with their qualifications. Since the programme was launched, staffs have been resigning due to low wages. Respondent NY01 presented his opinion:

I think one of the reason why we are having a problem with retention is that the positions require graduates and I think the salaries need to be market related in order for the centre's need to be able to retain those people. We cannot have qualified graduates sitting in positions and then not getting the salary, which is not commensurate to the qualification and I think that's when we will be able to resolve the retention problem.

The National Youth Policy stipulates that local structures should have the capacity to ensure that the youth are being integrated into local economies of the country (NYP 2008). As mandated by the National Office to enhance the capacity of the NYDA in the country, especially in local municipalities, one of the ways of achieving this is to establish an Economic Development Unit, which integrates two business units. These are Business Development Services (BDS) and Enterprise Finance (EF). In Msunduzi, this unit is currently, coordinating three major projects in finance-related products.

Respondent NY02 explains that there is a

Business Consultancy Service where vouchers for business support services are being given to clients (the youth). Before all this is done, feasibility studies are undertaken to guide the youth in assessment of whether their business plans will work or not

The Business Finance Programme (BFP), which gives out loans to young people. Respondent NY02 commented that:

Loans start from one thousand rand to three hundred thousand rand. A person qualifies for a loan after meeting some requirements, such as, the viability of their business plan and, in additional, they fill in forms at the office with a support of surety...We need the surety; which is a person who will guarantee, should the client default, that person will take responsibility of the loan that has been defaulted.

The challenge with such loans, however, is that not all returns are achieved. Young people who do not have relevant skills in the area tend to default the loans.

The branch is also running an Entrepreneurship Development Programme, which provides basic business management skills training. According to Respondent NY01:

We provide reliable skills that would help the beneficiaries in entering the economy, either through internships or even through micro-business ventures.

Respondent NY02 added that:

we train them in things like basic marketing, basic record (or book) keeping and skills training.

The clients are also given vouchers with guidelines on how they can do online marketing and development of their websites and vouchers for preparing their business plans. In this programme, clients learn book-keeping skills and some basic accounting. In response to how they develop the guidelines for business vouchers, Respondent NY02 explained:

In terms of guidelines, for example vouchers or programme; there are forms that we get from NYDA head office. It is a standard form that is used throughout the country. And also with the business finance there are standard forms that we use throughout the country. As well as with the entrepreneurship development programme there is a programme that is used nationally, they all come from the national youth development agency.

Furthermore, all three projects get assistance from ABSA bank. The Youth Advisory Programme is at present in partnership with ABSA Bank, which is assisting in providing expert training in the above projects (UYF/PCM: Project Concept Document/Rev 01, 2008). Although these programmes do not directly address the entire youth programme of NYDA in Pietermaritzburg, they do indicate that implementation of the NYP in the local municipality has taken a favourable direction.

Another structure that complements the work of the NYDA in Pietermaritzburg is the so-called role of infomediaries. NYDA adopted the term infomediaries to refer to special staff that provide information to youth visiting or telephoning the NYDA office through the Information Portals and Youth Connect Portals (NYDA 2010). The NYDA office in Pietermaritzburg is a full-service centre, in contrast to other centres in the country. It thus qualifies to have the tenable position of individuals who provide such services. Respondent NY03 described the role of the Infomediary Office:

The role of Infomediary Office is basically, to provide information. In this case, information related to careers, matters regarding studies, institutions of learning and anything to do with employment, recruitment and related matters such as bursaries, scholarships, learnership and internships for experiential purposes.

5.5 Enrolment of Participants into the Programme

The programme process essentially asks what is going on in the programme. The programme process evaluation is a form of evaluation designed to describe how a programme is operating to and assess how well it performs its intended function (Rossi, Lipsey & Freeman 1999:199). The process part in evaluation investigates routes in which the clients are being served or entered into the programmes. If clients have been served according to the correct routes, there is the probability that results will be consist to the expectations of the programme or policy. Some of the objectives of the National Youth Policy (NYP) are job creation and increasing entrepreneurship development programmes and skills development of young people. This is precisely what the Youth Advisory Programme (YAP) is undertaking. Since the Programme

started, success has been achieved in profiling and uplifting youth-related activities in the Municipality and beyond. Respondent NY02 commented that:

In the past it was very difficult for young people to access funds for starting their businesses because the mainstream banks, their criteria are very rigid. Most young people, especially blacks, they don't have details (Identity Documents); it was very difficult for them to access finance. With the NYDA, their requirements are not that rigid. It is actually accessible to young people and also the business consultancy voucher service helps a lot. It enables young people to buy business support services. The only contribution that they make is R200 and the NYDA subsidise the rest. For example, with the business some of them they cost as much as R8 000, so the young people pay only R200 and the NYDA pay about R7 800.

To enhance the employability of youth, the office is providing training to different young people on how to develop their *curricula vitae* to enable them to be employable. Respondent NY03 spoke of the necessity for computer skills:

First, when the youth come, are assessed to check whether they have computer skills. If they do not have computer skills, they join a training programme that gives basic computer skills including how to access the internet and how to browse the Website. The lack of skills is a major challenge for the organisation since most of our information relates to computers.

The centre has computer facilities with full access to the internet. However, during the time the researcher was doing the case study, the internet system had been suspended, due to lack of funding. Lack of funding is one of the major obstacles that the branch faces. But, over and above, all the activities providing skills cut across all the other activities of the branch. Other programmes cannot be relevant to the clients if they lack knowledge; if their communication skills are inadequate and they do not have relevant basic skills. The youth therefore find entrance into the programmes at the centre through the Career Advisor. Respondent NY04 explained:

The unit of a Career Advisor is used as an induction programme, which basically outlines the roles within Youth Advisory Programme and the responsibilities and then

understanding of all the products and services provided by the centre...Once they have been inducted, obviously, they then are familiarised with the workings of the centre in which they are going to be placed.

The NYDA office established a partnership with the KwaZulu-Natal Midlands Programme (KNMP). The programme trains students who have failed Matric and reconnects them back to school to sit for the examinations. Respondent NY01 enthused:

Through this over 850 applicants were registered over a two month period for those who wrote their Matric. With numerous names in their database, the programme is currently seconding young individuals to different government departments, co-operate organisations, businesses and even small enterprises. The aim is to enable the youth gain experiences. Through this procedure, some youth have been employed permanently, while numerous others have gained experiences.

The interview with Respondent NY03 indicated that the enrolment of young people to the programme has been enhanced through partnerships with different organisations that feed them with relevant information on youth-related developments, but also align the youth with critical programmes that would help to transform their lives. Respondent NY03 stated:

One of our largest (enrolment) was for the Business Processing Outsourcing Initiative (BPOI) with the FET².

The Business Processing Outsourcing Initiative is an effort of the government through the Department of Trade and Industry (DTI). According to the DTI (RSA 2009), the idea of a comprehensive Business Process Outsourcing and Offshoring (BPO&O) Sector Support Strategy, as it is fully called, emanates from the DTI's industrial policy framework.

The framework seeks to attract a portion of the rapidly expanding, global BPO&O market to South Africa. The BPO&O sector is forecast to grow at 50 per cent per annum (resulting in growth of between US\$50bn and \$60bn) for the next four to five years. This has opened a window of opportunity for South Africa to create 25 000 direct and 75 000 indirect jobs and contribute up to R8bn in GDP to the economy by 2009.

² Further Education and Training Colleges

The Youth Advisory Centre (YAC) endorse youths to this initiative, especially young people who graduate from FET colleges and Universities of Technology. The incentive scheme was formulated in partnership with the private sector through the Business Trust and is part of the Accelerated and Shared Growth Initiative for South Africa (ASGISA) (DTI) (RSA 2009). The strategy includes marketing, skills development and simplifying administrative procedures and other investment incentives. Through this initiative, more youth are being employed or being trained to start businesses. The Respondent NY01 commented that:

We were able to supply them with over 250 names on the programme and more than a 100 youths were recruited on the programme. So we know we are really beginning to identify that if we align ourselves more to those kinds of programmes being held by other agencies and other government departments the impact seems to be greater.

The Pietermaritzburg Office has also established a partnership with Microsoft Corporation. The Microsoft South African Office is providing IT related training to young people; some of them have entered the programme through the NYDA office in Pietermaritzburg. One of the areas of focus is web design and development. Respondent NY04 reported:

We have 5 recruitments this year (2010) that are undergoing training and next year we are looking for 20 more. And the following year we are probably hopping to get 60.

Besides targeting youth from different colleges, numerous opportunities in learnership programmes are formed and given to youths who finished Matric but could not proceed to university for various reasons. Respondent NY03 noted that participants of learnerships can actually turn it into a career without having gone the tertiary education route:

So a young person who didn't do too well in Matric...who was not accepted into the University can actually still achieve their career objectives by going on a learnership programme.

Enrolment is further enhanced through outreach structures with qualified staff members whose core purpose is doing outreaches. This area has two staff-members with who do outreaches to communities, with the aim of providing information on the products and services of the Youth

Advisory Centre, especially with regards to information on the various programmes. The visits and the outreaches involve mostly schools and institutions of learning, such as, the University of KwaZulu-Natal; Durban University of Technology and FET³ Colleges. Besides this, Respondent NY04 commented that:

We are also invited by various organisations especially community based organisations and NGOs and also Church based organisations to come out and also give talks about the centre. So in their youth programmes as well we give support or try to add value to events that they hold. So they could be holding an information day or they could be holding a seminar or they could just be having a programme whereby they want to give important information to their membership.

These outreach target young people between the ages of 18 and 35. One of the successful projects currently under way with institutions is to help the youth to seek employment through the internet. Respondent NY04 commented that:

The NYDA national office developed online software called JOBS. JOBS is an opportunity seeker's data base and it has helped the capacity of the branch in connecting the youth to relevant employers.

Through the Outreach Officer, youth are taught how to develop their *curricula vitae* and load them onto the jobs data base. Respondent NY01 explained that:

All the CVs that we receive at the centre can be loaded into the jobs data base. And then NYDA use the information to basically link up with those young people with regards to the opportunities or the requests or needs as outlined in their CVs. So for example have young people who are interested in engineering, what the information that NYDA has and it will then pick the information from their CVs obviously contact them accordingly. So to a certain extent young people can benefit from loading their CVs onto the Jobs data base. It's very, very easy they go onto the website and they basically can either scan their CVs or there is a template, in which they type in their information through and then it gets saved on the jobs database.

³ Further Education and Training Colleges

Besides this, the branch is conducting counselling sessions with different students in schools. Unlike psychotherapy, this type of counselling is academic. It provides advice, guidance and trains the youth in different areas, such as: career guidance, how to seek information, how to present themselves in the interview and provides information related to the job market. Through this office, the programme reaches out to its partners and helps to organise recruitment drives. This is done mainly with government departments. Respondent NY03 gives an example:

For example as far as career is concerned, the South African National Defence Force comes out every year to do a recruitment drive. And when they do the drive we obviously invite many schools to attend and when those schools attend we also use that as an opportunity to present what our centre officers.

These recruitment drives have popularised the NYDA and its work in this area, even though it was launched three years ago. One of the reasons contributing to its popularity could be that it appeals to many youths seeking employment opportunities, since there is a high unemployment rate in the region.

5.6 Models of Implementation

Taking a critical look at the structures of the organisation, it is clear that most decisions and the related work follow the top-down model of implementation, although some networks on the ground indicate the bottom-up approach. The top-down model entails a specific chain of behaviour that links a policy to desired outcomes, by means of scenario writing explaining what is to be done and by whom (Wiemer & Vining 2005:280). This is a hierarchical approach; authority is held in higher level personnel and restricted to junior staff. The authoritative action comprises of orders from above. It could be political influence towards civil servants or towards any other bureaucrats. In this model, resource provision and content of the policy are all controlled from the top-down to street-level bureaucrats implementing government policies, or organisational staff implementing different programmes. In this model, those controlling resources and content require strong influence over the behaviour of implementers.

The case study indicated that most of what is done in the local branch is a result of a directive authority from the NYDA National Offices in Pretoria. All the implementation guidelines are designed by the head office and are then passed down to lower branches through their chain of command. In response to a question concerning where the guidelines in the implementation come from, Respondent NY01 said:

The guidelines basically come out of NYDA head office. They have a specific guiding document with regards to how the centres should operate, the reporting lines or the lines of reporting and also targets. So, on an annual basis, we have schedule outcomes that are provided by the NYDA for an entire year. And we then submit quarterly reports, which basically monitor those particular targets. So we have targets for visitors to the centre, for careers, for business and other initiatives.

Similarly, Respondent NY02 said:

In terms of the guidelines, for example vouchers or programme, there are forms that we get from NYDA head office. It is a standard form that is used throughout the country. And also with the business finance, there are standard forms that we use throughout the country. As well as with the entrepreneurship development programme, there is a programme that is used nationally; they all come from the National Youth Development Agency.

With regards to organisational measures to ensure that the implementation of the programme is happening steadily, at provincial level an advisory board was appointed to monitor the activities in municipalities. Respondent NY02 explained:

They oversee the implementation of the programme provincially. I assume that it will filter down to local office.

He also indicated that the advisory board visits local branches to monitor and evaluate how much progress the implementation work is making. This example indicates that authority and orders follow a chain of command from the top, the head office in Pretoria, through the Provincial Office and then to the local branch in the Msunduzi Municipality, which eventually implements the policy through the Youth Advisory Programme.

Even at local level, the chain of command flows from the top to the bottom. The Centre Manager receives orders from the Provincial Office in Durban and passes the information to his junior staff. He stated that, as a Centre Manager, his duty is to ensure that programmes that emanate from the provincial Office in Durban are up and running efficiently and effectively. In explaining some of his roles the Centre Manager (Respondent NY01) said:

For example, if we look at the Business Development and Support Programme, the Business Advisor, for example, will ensure that he processes prospective applicants. He interviews them like a pre-qualification interview that he does and then he assists them with application. Once that is done I will then screen them and then co-ordinate the activities which take place thereafter; basically, from that aspect the Centre Manager then co-ordinates all the activities surrounding the applications that are made for their Business Support Programme.

Since authority and final decisions are invested in the Durban office, the applications have to go to Durban Dates are then arranged for interviews to take place. It is through this process of screening that youth are allocated to entrepreneurial programmes. This process indicates clearly that, although work is being done in the Pietermaritzburg Office, the work depends on what the provincial, and eventually, the national office, authorises. Respondent NY02:

Our local branch receives all the documents for publicity and programmes, such as, business vouchers, report templates, business application forms and most documents from the Durban office.

According to Colebatch, the bottom-up approach spreads decisions and work to take in a wide arena for interaction (2002:42). Strong emphasis on implementing policies horizontally rests in the interdependence, commitment and partnership that are spread throughout the organisations, as opposed to the different authoritative influences in the top-down model. Parsons point out that the model recognizes the importance of negotiations and consensus-building among diverse cultures of organizations (1997:465). Wiemer and Vining (2005) state that, in contrast to the top-down model, the bottom-up approach is spontaneous and is not bureaucratic, but it adopts a more horizontal approach, which encourages co-operative governance through consultation of the people who are likely to be affected, or are affected, by the policy. The success of the Pietermaritzburg office is mostly based on the networks that the

branch has established with local government departments, NGOs and corporations. Respondent NY02 indicated that they are currently working with:

likeminded organisations like Small Enterprise Development Agency; Department of Trade and Industry; Department of Economic Development and Tourism; Economic Development and Growth within the Municipality.

This is one way of ensuring that the Youth Advisory Programme and the patronising of the National Youth Policy at local level take a more effective approach. Within the structures of the office, there is less of a bottom-up model, but out-of-office structures and the municipality itself, have networks that enhance the work of the NYDA. The network on the ground is spearheaded by the location of the Msunduzi Municipality. Respondent NY05 elaborated:

through the partnership NYDA established with the Municipality, they are able to use some structures of the Municipality, like office space, furniture, and information and technology related facilities, such as computers and the provision of the internet. The Municipality provided the current house, in which the NYDA operates from. The building is fully fitted with office furniture and working equipment, which was also provided by the municipality.

Within these two structures, the network has been enhanced, based on the existing relationship between the Youth Co-ordinator in the Municipality and the Centre Manager in the NYDA Office. The Youth Co-ordinator ensures that youth work in the Municipality is being done in all the wards of the Municipality and the NYDA provides the mechanism of achieving that through its skilled staff. Unlike the Municipality, the NYDA has specific staff members who address different issues relevant to youth life. In this way one could say the horizontal structures are working to a certain extent. The Centre Manager commented that they have partnerships with a number of organisations, mainly FET colleges and some of the businesses within the municipalities. Respondent NY03 commented:

So whatever programmes they have we partner with them on those programmes.

Respondent NY03 gave an interesting example:

There is a programme that we are currently assisting them with National Institute for Information Technology (NIIT) programme, which is the partnership between FET and the government of India and the Korean government. We supply them with youths from our database we supply them with participants on that programme.

The NYDA currently connects young people to different organisations for internships, learnerships and even full work experiences. This enhances the skills of young people and empowers them. Through their partnership with ABSA Bank, the youth are assisted with business skills and branding.

5.7 Programme Coverage

Coverage is the extent to which participation by the target population achieves the levels specified in the programme design (Rossi, Lipsey and Freeman 1999:183). This research used monitoring and evaluation to measure the coverage of the programme to establish whether or not it is covering its intended group of people. Two important aspects to monitoring and evaluation are to establish the degree at which coverage and process are being achieved. Process evaluation uses empirical data to assess the delivery of programmes. Process evaluation verifies what the programme is and whether or not it is being implemented as designed (Melanie & Emshoff 2002:1). This is when evaluation is dedicated to discovering the extent to which a policy, project or a programme is being implemented according to its intended objectives.

The National Youth Policy (NYP) has specific target groups that the policy intends to reach out to. These are youths between the ages of 18 and 35. The population target group falls mainly into two age groups, namely 14 to 24 and 25 to 35 years. The former are students within the educational system and the latter are those either employed or seeking employment. Respondent NY01 adds:

the overall programme, firstly, focuses on two aspects of youth development, which is career development and entrepreneur development.

The Youth Advisory Programme is targeting both groups in the implementation of its programme. Respondent NY03 explained:

Career development is intended for youths who are still in the educational system, whilst entrepreneur development is specifically designed for youth who have finished their Matric or have achieved any tertiary qualification.

Concerning career development the programme targets mainly high schools and tertiary institutions. In Pietermaritzburg the office is working with the University of KwaZulu-Natal, through the Student Counselling Centre; the Durban University of Technology; FET Colleges and other tertiary institutions. The Career Advisor emphasised the following duties, which he is currently undertaking, as outlined in the NYDA report (NYDA 2009).

- He is currently helping students from different FET colleges make appropriate career decisions by providing information and advice on available education, training and employment opportunities. Both the Career Advisor and Outreach Officer have at several times visited the University of KwaZulu-Natal and conducted meetings with students to publicise the services of the NYDA.
- The office is assisting in facilitating the opportunities for students to develop career plans based on their skills, interests, values and abilities.

Respondent NY01 asserted that he:

has challenged at several times students at FET collages to write their future plans, what they would want to do when they finish schooling and encourage them to start visiting the organisations or companies they would want to work with.

- At present, at the NYDA offices, students or graduates in different fields are being assisted with résumés, job and course applications, interview skills and other career-path finding strategies. Respondent NY01 emphasised the:

organisation's quest in establishing strong collaborative partnerships with institutions of further and higher education and with a range of employers, trade unions, nongovernmental organizations, and others; that would open for more employment opportunities for young people.

- Running specialised seminars for groups of students, parents and/or school staff or the school community;
- Working with students to determine their needs and to offer information, advice, support and guidance, where necessary;
- Helping students face challenges that may affect their capacity to take part in learning and work opportunities;
- Obtaining information about careers, occupations and opportunities for employment, training and further study;
- Planning and organising careers fairs and conventions;
- Keeping up-to-date with labour market information, legislation and professional and academic developments by visiting employers, training providers and training events which are run by educational and professional bodies and
- Consulting employers and training services providers about their recruitment requirements and procedures.

All these activities are being implemented with the assistance of the Outreach Officer, who works alongside the Career Advisor.

5.8 Implementation Challenges

NY01 indicated that the major weakness being experience as a hindrance to their work is the lack of structures in communities. He noted that:

Youth in communities also need to belong to structures. Because, to all intents and purposes, many youth as individuals do not just go out on their own and start looking for information.

When questioned further on what he meant about structures, he elaborated:

Now if there were structures in the communities whether in the form of youth clubs or religious youth based organisations where young people could then be informed when those are used as information platforms. So young people who go to youth, in their

churches for example, NYDA then has the ability...or this programme has the ability to be able present itself at that level.

From the community level, the major challenge is that young people do not have, or belong to structures. If they belonged to some structures, it would be easier for the NYDA to implement their programmes. The youth would be able to access products of the NYDA as a community. The present researcher felt that it should be the work of the NYDA to enable these communities to get organised in developing their own youth structures.

Respondent NY01 had reservations:

From the side of government, especially within local municipality, the awareness of youth development is very weak. Considering that the youth form the largest sector of the population in any part of this country, it is frightening that they are least catered for in developmental programmes.

His assumption was that some of the crime that the Municipality is experiencing relates to the fact that the youth are not being catered for despite being the largest sector in this municipal area. Respondent NY01 added:

The local government needs to take cognisance and it needs to provide more opportunities for youth development.

A response from Respondent NY03 was that:

NYDA does not have enough resources to reach young people from country side areas, especially, in rural communities.

He pointed out that, in the context of Pietermaritzburg, with the Msunduzi Municipality in particular, the organisation is unable to reach all the locations under it. According to Respondent NY02:

People from rural areas have to come to town to access these programmes, Most young people do not know anything about NYDA; if you go there they tell you about Umsobomvu Youth Fund. The information is not evenly distributed...And also I mean like

a young person from Kranskop if they want to access NYDA, they have to come to Pietermaritzburg with cost like R60 return trip.

Consequently, this becomes a challenge to their work.

Respondent NY02 cautioned:

In rural areas people believe that the NYDA is the agency of the ANC youth league, which is wrong. They actually associate NYDA with a political party. Therefore, it becomes difficult for the staff of NYDA to appeal to young people who do not have any political association with ANC about the developmental work and activities of NYDA.

However, since the majority of youths in their areas of reach belong to the ANC, they do appeal to numerous young people.

With regards to resources, Respondent NY01 and Respondent NY02 highlighted the same challenge of ITC facilities at the office. The kind of resources that the branch requires comes at a cost. Sometimes partners such as the NYDA and the Municipality try to pass this cost to each other and avoid being fully responsible for managing the branch. Respondent NY01 was of the opinion that:

Although the branch is better resourced in the province and maybe in the country, it needs to be further resourced. I think that as far as information, technology and communication is concerned, it requires more computers, and it requires more access to the internet.

In the first three months of operation, when the centre had just been launched in June 2008, the average visitation number per month was 200 to 250. Now the centre receives an average of 1 100 young people monthly and yet it still operates on the same resources. There is a need of more computer facilities and more mobile computer equipment for use in the presentations in the weekly outreaches conducted by the organisation.

According to Respondent NY04:

the programme is supposed to have attached to it a vehicle that they can utilise to go out into the areas and there we are very, very challenged at the moment. With our weekly outreaches, we have to constantly, hire or use vehicles designated for the Municipality. This also impinges on the work of the branch.

Then as far as marketing centre is concerned, there is also a need for responsibility. The Respondent NY04 suggested that it would be proper for the Municipality to ensure that the centre is well marketed, since it is located and housed within its vicinity. He noted that if the branch does not have the marketing budget it cannot market the centre, and this includes lack of proper staffing in the area of marketing. Respondent NY04 added:

To be able to go out into libraries, community centres, within Msunduzi municipality and have a stand where we have our brochures our magazines and we have our programmes that we have partnered on and partnered with...We really need to have a marketing strategy that covers a wider area rather than just being focused on the city centre.

The challenge with regards to marketing is that the appeal is constantly to the same group of young people and yet the Municipality contains numerous youths of different backgrounds, political affiliations, religious affiliations and cultural backgrounds.

When asked on how the branch reaches out to rural areas, this question brought forth responses that highlighted another big challenge currently facing the branch. The challenge relates to the load of work the branch is able to take. It transpired that as a centre they have to be very, very sensitive to the boundaries of their work. The Youth Advisory Centres are structured within municipalities, which imply that every municipality within the uMgungundlovu district should have a branch. When they assist youths coming from Richmond, for example, they are assisting youths outside their boundaries. However, because NYDA is a national entity, it has to be seen to be catering for the youth, irrespective of creed, colour or geographical location.

Respondent NY03 elucidates the situation:

So we have been doing that, we have been catering for youth no matter where they come from and many have come from far afield, even from Northern Natal, from Ladysmith, Dundee, Estcourt, many have come from as far as Mooi River, many have come from as far as Underberg, Ixopo, Richmond, we have catered for them and we have provided the services just as it were a young person who lives just down the road.

At present, the uMgungundlovu District has only three municipalities with NYDA centres. These are Msunduzi, uMngeni and Mpofana. However, since Msunduzi NYDA is located within the city centres, it attracts more youths from different areas, including other municipalities, even those that have established centres. Plans are currently in place to ensure that the NYDA establishes full centres in all seven local municipalities of the uMgungundlovu district.

5.9 Monitoring and Evaluation

One of the important stages of policy implementation is monitoring and evaluation. Monitoring helps to verify whether or not a programme is reaching its target units, that is those individuals with the specified and appropriate characteristics (Rossi and Freeman 1989:181). Monitoring provides information on coverage and processes and feedback on whether or not the programme is meeting its specifications. As observed in Chapter Two, Hall (2009) defines policy evaluation as a systematic process for assessing the design, implementation and outcomes of public policies. Weiss, however, defines it as 'the systematic assessment of the operation and/or the outcome of a programme or policy, compared to a set of explicit or implicit standards, as a means of contribution to the improvement of the program of policy' (1998:4). In this regards, the NYDA has specific personnel to guide monitoring and evaluation. Respondent NY02 explains:

There is a national board that goes around in all the municipalities, which have NYDA branches to monitor the implementation of the policy. It is the National Advisory Board. The National Advisory Board visits offices to monitor what kind of activities municipal branches are doing with regards to the policy.

According to the Business Development Officer, the evaluation is based on the guidelines emanating from the National Youth Policy. Respondent NY02

The board is supposed to be visiting offices once a year to assess the performance of the programme per branch.

However, by the time these interviews were being conducted in November 2010, nothing had happened relating to monitoring and evaluation. Therefore the assumption from the Business Development Officer was that the evaluation would be based on the reports that they submit on the quarterly basis.

Besides being monitored by the board, another aspect towards monitoring and evaluation is achieved through report writing. The branch is accountable to the partners of the programme and that is done by reporting. Respondent NY01 made the assurance:

We report on a quarterly basis to the Municipality who is a partner in programme and to the NYDA. From an organisational perspective, each of the intermediaries has to submit a monthly report... it is a more target-based reporting.

What the Station Manager does is to take the reports from each of the sections and collate them into a comprehensive report that he then submits to their principals.

5.10 Conclusion

Chapter Five has presented findings and the analysis of this research which emerged from the data collected from the NYDA offices in Pietermaritzburg. The research is a study on the implementation of the National Youth Policy by the NYDA office in Msunduzi Municipality through the Youth Advisory Programme. One of the guiding principles of the National Youth Policy (NYP) that connects it to intended goals of the policy, is to establish youth structures at local level, in all municipalities. Youth development cannot take place if there are no realistic youth structures in all local municipalities. The NYDA office in Pietermaritzburg was established in 2008 to ensure that youth development is taking its course. The implementation of the policy is done through the Youth Advisory Programme. First, activities focus on career development,

which is mainly directed at skills development of young people both in and out of schools. This is implemented through outreaches and through hosting of youth activities at the NYDA offices. The programme also focuses on entrepreneurial development, which is, basically, to increase entrepreneurial culture, business managerial capacities, technical skills and talents among young people, thereby contributing to sustainable human development. The purpose is to connect youths with local government, corporations and implementing agencies. The NYDA works closely with these institutions to ensure that their staff component consists of an acceptable proportion of youth, with opportunities for training and development and possibilities for career development. However, due to a shortage of resources, youth structures in communities, staff turnover and the shortage of staff, implementation is difficult; the organisation is unable to meet all its targets. The process of implementation does not necessarily match with what the policy requires. A number of structures are not in place.

CHAPTER SIX DISCUSSION AND CONCLUSION

Chapter Six integrates the findings of the study and presents a conclusion and some possible recommendations, especially to municipalities, the NYDA and other spheres of youth development in the country. Where appropriate, comparisons with other studies that have been conducted elsewhere in the area of youth and development are made. This study looked at the implementation of the National Youth Policy in the NYDA office, Msunduzi Municipality, through the case study of the Youth Advisory Programme (YAP).

Research conducted by Chanza (2006), which examined whether youth structures facilitate meaningful youth participation in the Msunduzi municipality, revealed that, without youth structures, nothing much can be accomplished in the Municipality with regards to youth development. 'Municipalities definitely need a structure that will be primarily responsible for driving youth participation and development in the municipality' (Chanza 2006:74). From 2002 to the present, the Municipality has a Youth Unit with only one staff member as a Youth Coordinator. This indicates how slow youth development is at the municipal level. One individual cannot effectively implement decisions relating to youth development in the entire municipality.

The results of the study on the Youth Advisory Programme of the NYDA indicate that elements of implementation of the National Youth Policy (2008) are occurring, but with some challenges. The present positive outlook indicates that the Municipality, through the NYDA has youth office with four graduate staff-members and office structures. The NYDA office collaborates with the Youth Co-ordinator in the Msunduzi Municipality and it also reports to the Mayor, through the Office of Special Development Programmes. The launch of the NYDA in 2009 came about as a result of the amalgamation between the Umsobomvu Youth Fund (UYF) and the National Youth Commission (NYC). Some municipalities in the country now have substantial youth structures. The NYDA co-ordinates youth development in the country. In the Msunduzi Municipality, the

NYDA, as machinery for youth development, is co-ordinating the mainstreaming of youth development through the Youth Advisory Programme.

One of the guiding principles of the National Youth Policy (NYP), that connects it to intended goals of the policy, is to establish youth structures at local level, meaning in all municipalities. Youth development cannot take place if there are no realistic social structures in all municipalities (NYP 2008:10). The launching of the policy was preceded by the launch of the NYDA as a mechanism to fulfil policy goals. This is highlighted in the NYDA corporate plan. 'The National Youth Development Agency derives its mandate from the legislative frameworks, including the NYDA Act (54 of 2008), the National Youth Policy (2009-2014) and the draft Integrated Youth Development Strategy as adopted by the Youth Convention of 2006' (NYDA Corporate Plan 2010:6). To honour the recommendations of the youth policy of 2000, municipalities were provided with proposed local youth machinery that they could adapt to their circumstances. 'The machinery consisted of youth units/desks, a youth policy, a youth co-ordinator, councillors for youth, youth councils or youth summit' (Chanza 2006:74). However, it is evident from this study not all the suggested structures were put in place. The Msunduzi municipality, together with the NYDA, does not have a youth policy.

The Youth Advisory Programme was driven towards an economic and career development approach rather than towards a holistic approach to youth development and mainstreaming. Most activities pertain to entrepreneurship and fewer to addressing social challenges of young people, especially in their communities. The programme lacks both human and physical resources due to challenges beyond its control. Successful implementation, as observed in Chapter Two, depends on essential elements such as resources. Resources are vital in the implementation of any policy (Wiemer & Vining 2005:275). The programme is being implemented mainly through the top-down model. Through this model, most decisions come from the top, from the NYDA head office in Pretoria, through the provincial office in Durban, to the NYDA in Pietermaritzburg. The Pietermaritzburg Office is housed in the municipal structures and works conjointly with the Municipality.

Economic activities of the programme are designed to increase entrepreneurial culture, business managerial capacities, technical skills and talents among young people, thereby contributing to sustainable human development. This is being done through the provisions of loans, offering business skills such as bookkeeping and linking the youth with other established businesses in the municipality. It is hoped that youth business ownership will grow to a level at which fellow youths with vibrant business and successful entrepreneurs will be able to plough resources back into youth development. This comes in the wake of shocking figures that indicate low business entrepreneurship among the youth. 'In the tapestry of enterprises in South Africa, youth own only an estimated mere 5.5%, reinforcing the point that youth have limited access to business opportunities' (DTI) (RSA 2009). However, as emerged from the study, one of the major challenges faced by the programme is loan defaults. This is due to lack of business skills relevant to the market needs and lack of an entrepreneur culture among the youth. It is difficult for young people to excel in their business adventures when faced with stiff competition with experienced business groups in the municipalities. This calls for a strong partnership between NYDA/Municipality and the private sector. The private sector, which is mainly the driving force behind economic activities and business enterprises in the city, should be fully involved in the quest of youth development. Without the private sector, efforts to uplift the youth will be hard. One of the areas of intervention is to 'increase savings and investment among youth through encouraging them to establish co-operative enterprises and other forms of enterprises.' These co-operatives can be successful if the youth work together with experienced business corporations in the city. Breaking the cycle of poverty, unemployment and squalor and increasing business opportunities for youth to participate fully and meaningfully in the economic landscape, remains a challenge for South Africa (DTI) (RSA 2009). This cycle can be broken if individuals such as managers and chief executives of big companies are willing to incorporate the youth in their structures. This should not be the work of the government alone. If it is, all efforts will fail.

The National Youth Policy aims to encourage the youth attain an educational level commensurate with their aspirations and guide them in choosing carriers of their choice (RSA 2008:19). Access to employment and business opportunities in the current situation depends on how literate the person is. One of the motivations of this study was the high rate of youth unemployment, which has not spared Pietermaritzburg city. Bhorat (2006) indicated that the country is even experiencing graduate unemployment, due to the type of education the youth receive in some schools. 'The highest increase has been among the unemployed with tertiary qualifications. We face the looming problem of graduate unemployment, most of them people with Post-Matric diplomas' (Bhorat 2006). This is evidenced in the findings of the study that young people graduating from tertiary educational institutions still struggle to find employment, as a large number of them come to the centre to seek advice and opportunities. One of the reasons to this is because of poor career choices or lack of informed knowledge about careers. Most career activities in the programme are targeting youths still in the education system, with the intention of enhancing their employability by familiarising them with the expectations and requirements of the work-place. This is being done through learnerships and interns arranged by the organisation. The challenge is that the number of young people seeking such opportunities is worrying and not all get those opportunities. Besides students at tertiary level, numerous young people with only Matric certificates come to the centre to seek assistance.

Chanza (2006), in her research, *Do Youth Structures Facilitate Meaningful Youth Participation in Local Government? A Case Study of Msunduzi Municipality*, focused on how Youth Departments are best positioned to facilitate meaningful youth involvement in the local economy. She argues that for Youth Departments to be effective, functional and able to play a leadership role, they need both financial and human resources from local government. If resources are available, they may enable the programme to achieve its area of coverage. One of the major shortcomings in the Youth Advisory Programmes is a dearth of both human and physical resources. Although elements of implementation are visible, the results indicate that it is obvious that the NYDA has not been able to provide enough resources to the Pietermaritzburg Office. Even if the

branch is manned by four staff, it is important to note that this is still not a good number for effective implementation of the policy. As Chanza observed, an understaffed Youth Unit without enough money and resources will always struggle to move youth participation from tokenism to meaningful participation in government participatory structures and processes (2006:75). This applies to the NYDA offices. Even if they are guided by the current youth policy, with good values and objectives, it remains an academic exercise until youth structures on a municipal level are fully resourced. The NYDA was launched to help municipalities to co-ordinate youth work. However, if the shortage of resources continues to be a challenge, then youth development in South Africa will remain stagnant. Wiemer and Vining (2005:275) indicate that 'implementation depends on essential elements, such as; resources and authority on decisions'. This concerns the correct means of acquiring resources and is primarily about the political influence under which the resources might be acquired and decisions be made. Implementation also depends on the availability of skilled and reliable individuals who can manage the whole process of implementation. Since every policy has its intended goals and objectives followed by a strategic action of achieving them, it implies that there should be suitable individuals qualified to handle strategic actions within the whole process of implementation. Failing to follow the procedures outlined above by Wiemer and Vining in the implementation process may lead to the failure of the policy. The government will then fail to break the cycle of poverty, lack of skills and unemployment among the youth.

The programme is being implemented mainly through the top-down model, as opposed to the bottom-up model. Through this model, most decisions come from the top, from the NYDA head office in Pretoria through the provincial office in Durban. According to Wiemer & Vining (2005:280), a top-down model entails a specific chain of behaviour that links a policy to desired outcome by means of scenario-writing, which explains what is to be done and by whom. This is a hierarchical approach; authority is held in higher level personnel and restricted to junior staff. It is apparent that in the NYDA resource provision and content of the policy are all controlled from the top, down to street-level bureaucrats who implement the youth policy.

Apart from the weaknesses pointed out by those who work with the youth, it seems these youth policies are meticulously designed to serve youth, but those who should benefit seem not to have a say in their formulation and implementation. There are no provisions for a referendum in which the youth suggests what they really need and possibly the best way in which these policies will be implemented. This is not to suggest that all youth should have a say in a policy, but at least a good consensus is necessary because it helps the youth to have ownership of the policy. In the present research it transpired that in rural areas some young people associate the NYDA as an instrument which serves the wellbeing of the African National Congress (ANC). This is happening because of lack of consensus. Most youths are still ignorant about their policy and the organization (NYDA) that exists to serve them.

A bottom-up model of implementation needs to be used as a basic principle of development and as a possible way of facilitating successful implementation of available youth policies. These principles should act as a critique of the top-down model, in which head office has the monopoly to control the implementation of youth policies.

Policy development is not necessarily meant just to understand policies, but, more importantly, it is to establish the way in which these policies can be effectively implemented. One way of implementing a policy is to have structures in place that serve the interest of policy designers and more significantly, beneficiaries. It is critical that these structures should correspond to the objectives and policy goals. The National Youth Policy is a good academic instrument, developed by intellectuals at a national level; however, it still requires good procedures of implementation at local level. The study looked at the implementation process of the policy by the Youth Advisory Programme of the NYDA office. The policy has four pillars as strategies to empower the youth, these are health and well-being, economic empowerment, social cohesion and civic participation, and education (NYP 2008). These pillars guided this research in examining the process of implementation of the National Youth Policy. Results indicate a lack of holistic approach to youth development; only economic empowerment and education is being achieved through entrepreneurship activities and career development, although with

numerous challenges. The challenges facing the youth can be well fought if these four pillars are aligned congruently to the strategic plans of municipalities at the local level.

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APPENDIX

Permission letter to the National Youth Development Agency

Cornerstone Assembly of God,

45 Ridge Road,

Scottsville, 3201.

26 July 2010

National Youth Development Agency,

Private Bag X321,

Pietermaritzburg, 3201.

Dear Sir/Madam

A REQUEST TO CONDUCT THE RESEARCH INTERVIEW

I am Chrispin Chikumbutso Kampala, a student at the University of KwaZulu-Natal, in the School of Sociology and Social Studies, Pietermaritzburg Campus. I am currently doing a Masters Degree in Social Science, Policy and Development and the area of my research is Youth and Unemployment. As part of my degree requirements I am expected to conduct research for my thesis: *An Implementation Study of the National Youth Policy: A Case Study of the Youth Advisory Programme in the National Youth Development Agency, Pietermaritzburg Office.*

I hereby humbly request one hour of your time to interview you. Due to the urgency of this research, I would really appreciate getting an opportunity to do so from Wednesday (27 October 2010) to Tuesday (1 November 2010). Kindly indicate the day and the time most suitable for you given your very busy schedule.

The main objectives of the research are to analyse how the Agency is implementing the National Youth Policy with respect to the Youth Advisory Programme and see how youth development is being mainstreamed to the local and eventually, the national economy. I will be inquiring information relating to process of implementation and the successes as well the challenges that you are currently facing in the implementation of the policy, as a Youth Advisory Centre.

I would greatly appreciate it if you would consider my request.

Thank you in advance for your assistance.

Yours faithfully

Chrispin C Kampala (Mr.)

Cell No. 0767818773

kampalaphiri@gmail.com

Informed Consent Form

Title of the Research Project: *An Implementation Study of the National Youth Policy: A Case Study of the National Youth Advisory Programme in the National Youth Development Agency*

Interviewer : Chrispin Chikumbutso Kampala

Postal and Residential Address : 45 Ridge Road, Scottsville 3201.

Cell Number : 0767818773

Email Address : kampalaphiri@gmail.com

My name is Chrispin Chikumbutso Kampala, a student at the University of KwaZulu-Natal, Pietermaritzburg Campus. I am conducting interviews to collect data which will feed into my research as part of my requirements for completing a Masters Degree in Social Science, Policy and Development. As part of a case study dealing with policy implementation analysis, the reason for this interview is to obtain information relating to how the Pietermaritzburg office of NYDA is implementing the National Youth Policy.

I will be collecting information through in-depth interviews with staff from the National Youth Development Agency. I have chosen to interview staff from the agency because they deal directly with issues of youth economic empowerment and youth development programmes.

You are being asked to participate in the study to share your experiences about the Implementation of the National Youth Policy with respect to the Youth Advisory Programme. I am trying to find out the challenges and successes being faced and also strategies being used in this implementation process. The interview will take approximately 1 hour.

May you please know that the information will be kept confidential and anonymous, that is; names will not be used because the research is only for academic purpose. This is voluntary participation, as such; you may refuse to answer some questions and may also stop the interview at any time. Declining to participate will not have any impact on you at all.

Do you have any questions or do you need further explanation?

If you have any question or queries after this interview you can speak to my Supervisor and one of the Lecturers of Policy and Development at the University of KwaZulu-Natal, Dr. Desiree Manicom. Here are her contact details:

Telephone: 0332605705

Email: Manicom@ukzn.ac.za

In Depth Interview Questions

Key Questions that Guided the Data Collection

The following questions will be used for the interview. The people to be interviewed are: Station Manager; Outreach Officer; Career Advisor and Business Development Officer.

- 1) What are the current activities you are implementing in the Youth Advisory Programme?
- 2) What recruitment measures do you have in place to recruit youth to the programme?
- 3) Do you have any guidelines that you follow when you are implementing the programme? If yes. What are they? Where do they come from?
- 4) What organisational measures have you put in place to ensure the implementation of the programme?
- 5) How is the programme being implemented with regards to the following sub questions? (repetition of quiz 5 only ask this if these things do not emerge
 - 5.1. Which sections of the agency are currently responsible for implementing the programme with regards to what the national youth policy say?
 - 5.2. What structures or personnel or processes that have been put in place to implement the programme?
 - 5.3. (m&e would be an example of what has been put in place to implement programme)Who is responsible for monitoring and evaluation of the agencies activities with regards to the policy guidelines?
- 6) Are there any challenges you are experiencing in the implementation of the programme? If yes what are they?
- 7) What success have you had since the implementation started?
- 8) Do you receive any support or guidance from anybody or organisation in the implementation of the programme?
- 9) Who do you report to about the programme?
- 10) What do you report to them about?
- 11) What would you regard as the strengths and weaknesses of this programme in relation to the national youth policy?
- 12) What would you recommend as a solution to the mentioned weaknesses?